

## Status

Strategy Status	Version	Status	Effective date	Next revision
	1.0	draft	22-sept-2014	13-oct-2014

## Shelter Cluster Structure

Response name	Emergency Shelter and Non Food Items for Ukraine related to Donbass and Crimean crisis
Sector Lead Agency	UNHCR
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Co-leads	
Strategic Advisory Group (SAG) - Agencies	Permanent Members: ECHO, OFDA, UNHCR, UNDP, ICRC, MSP Members for rotation: 2 international organisations, 2 national organisations <i>A decision making body of the sector led by the sector coordinator chosen by consensus.</i> <TOR for SAG to be developed>
Endorsing Cluster partner Members	<list cluster partner members>
Relevant Technical Working Groups (TWiGs)	<b>Strategic Advisory Group</b> meeting ad hoc, but no more than once per month during the acute crisis, the SAG will consider main changes of the situation and their repercussions on activities implementation. Further the SAG will identify and recommend activities and type of implementation and will set up the frame when and where such activities are falling within the sector mandate. The SAG shall NOT participate to the direct revision of SRP, CAP or other common fund appeals.  <b>Technical advisory group</b> , meeting ad hoc, capitalizes technical and engineering skills in order to discuss in details standards and practices. The Technical advisory group could be requested by the SAG or the Sector coordinator.

## Shelter Cluster Strategy

Situation	The decision of the Government of Ukraine in November 2013 to abandon an agreement that would strengthen trade ties with the European Union resulted in political turmoil with massive protest demonstrations and the dramatic events which ultimately led to the ousting of the President in an uprising and subsequent violent clashes at the end of February 2014. An interim
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government, which was formed after the departure of ousted President, faced challenges related to the referendum in Crimea and the Russian Parliament's approval on 1 March for President Putin to use the military to protect the nation's interest and ethnic Russians in Ukraine.

Preliminary assessments confirmed a relatively small scale internal displacement, however with continued conflict, people inside Ukraine continued to disperse over 24 regions. As law and order in the eastern regions broke down, major new humanitarian needs have started to emerge.

As of May 2014 major movement of IDPs started from eastern regions to central and western Ukraine. As a result of the increased military activities, the number of IDPs reported by local authorities has increased during the second half of July with an average of 1,200 arrivals a day. As of beginning of September there were close to 310,264 known IDPs, although the number may be significantly higher, with many IDPs believed to be blocked within the Donbas region while others have not yet come forward to signal their presence to the authorities. IDPs from eastern Ukraine now make up for 85 per cent of the total displaced Ukrainians, while those from Crimea account for 15 per cent. Displacement from Crimea continues, with numbers increasing to 14,000 across Ukraine. At the same time, numerous spontaneous returns are reported to the northern parts of Donetsk oblast (Kramatorsk, Sloviansk). Host community support is diminishing, calling for a more sustainable and institutionalized assistance. The Government's humanitarian response has been limited. A more effective and coordinated involvement of the authorities and mobilization of additional resources is becoming urgent. To address the most immediate and pressing needs, UNHCR, in collaboration with other UN agencies, will bridge critical humanitarian assistance gaps.

The long outstanding IDP legislation was not adopted by the Parliament on 16 September. The next parliamentary session to review the draft law is scheduled for 14 October. This is a major setback in terms of initiating standardized registration procedures and facilitating IDP access to Government services and humanitarian assistance.

Approaching winter makes shelter issue one of the most urgent issues at the moment, as trends are unpredictable and winter readiness is poorly estimated. Assistance to IDPs is more occasional than regular, with high probability that many are not covered

**Population of Concern:** Shelter Sector will use a humanitarian need based approach but beneficiary's selection criteria shall be grounded with a protection analysis. Criteria may vary according to the type and importance of activities to be developed (CF. listing of activities). The population of concern will include IDPs, returnees to former conflict area, community directly affected by the conflict, host communities. Due to the complex situation population might belong to one or to several categories. Furthermore, due to the absence of a systematic family or individual registration, articulating a precise strategy is a challenge.

### Shelter NFI Sector Response Plan Objectives

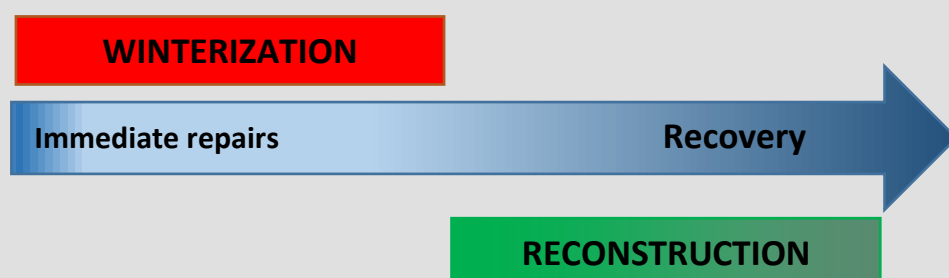
1. Reinforced coordination and decision making process on regional level. Numerous local volunteer organizations are very active especially in the Return Area, the strategy is targeting to involve them along with regional and local authorities.
2. Recentralizing National Decision making process on harmonizing policies, drafting technical specification, liaising with national institutions, consolidating reports and information.
3. Enforcing adequate shelter in the 3 different areas:
  - a) Displacement area with monetized assistance (cash assistance for NFI and Shelter) and creating enough last resort capacity (Collective Centers), especially for stranded IDP's and in case of fatigue of host communities
  - b) Return area with direct physical support on house repairs (one warm room policy or roof repairs) and NFI delivering (warm clothes, etc.). According to the situation evolution and the time line, solutions used in the Displacement will also be enforced.
  - c) Conflict Area: once accessible, direct assistance with Acute Emergency kits (plastic sheeting and construction kits) and basic winterization NFI kits. The priority will be the volume of assistance to be delivered in a very short period of time.
4. Preparing next step for IDP's stranded and potential eligible for resettlement with adequate standards. Example Crimean case load.
5. Prepare contingency plan and stock in case of protracted conflict with low-medium level of intensity and sporadic clashes on several locations leading to further instability.
6. To maximize impacts of all types of humanitarian assistance, any activity should be considered through cross cutting issues perspectives as for sample, employment and livelihood, impact on local economy, gender considerations etc.
7. Any emergency and post emergency activities will prioritize vulnerable population in service providing. Host community approach will be considered in the perspective to diffuse tensions related to IDP's presence, and also to support their integration if necessary.

## Sector Objectives

Shelter and NFI are considered as two aspects of the same type of assistance. Then, according to the geographical location, type of accommodation, vulnerability criteria, activities will be specified in detail but will also fall within one or more of categories described below:

**Winterization:** through winterization concept several miscellaneous activities are regrouped but all share a common base being an **immediate emergency shelter or NFI activities** aiming to protect individuals during the winter season. Due to the harsh conditions of winter in Ukraine, winterization is considered as a lifesaving activity. Winterization shall be completed by end of December with potential backup activities to be developed early 2015.

Sep-14	Oct-14	Oct-14	Nov-14	Dec-14	Jan-15	Feb-15	Mar-15	Apr-15	May-15	Jun-15
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**NFI and monetizing the assistance:** Non Food Items are regrouped in several subcategories (standard humanitarian kits for winter, warm clothing, specific NFI, equipment for Collective Centers, Hygiene Kits etc.). Due to the secondary movement, banking network and changes in the situation, direct goods delivery will have gradually to be converted into a monetized assistance. Direct good delivery will still remain for two cases: frontline distribution following a direct displacement and as contingency stock for immediate need filling.

**One warm room policy:** specific but important objective, shelter sector aimed to provide a warm room for everybody in need. The surface of the room is calculated using sphere standards (3.5 m2 per person) or with special derogation down to 3m2. This surface is excluding cooking area, water and sanitation spaces, corridor and circulations, and any other communal spaces. In the case of **Collective Center**, more detailed standards will be prepared by the Technical Advisory Group related focusing on equipment's (washing area and machine, alternative heating system, electrical cabling etc.). For **individual housing solution or Small Scale Units**, standards will be limited only to insulation, access to water, sanitation facilities and sufficient space.

**CASH Assistance:** despite monetizing part of the assistance for winterisation or supporting accommodation cost, the different cash projects will have to fit in a comprehensive plan within Shelter NFI sector but also on inter sector level (food for sample). As main direction, cash assistance shall be initially broad enough in order to reach large proportion of the IDP's population (stabilization), then the continuity will be refined according to the profile and case load targeting specific goal

(unconditional multiple assistance for EVI; conditional multiple assistance for low income IDP's population). Ideally all cash assistance shall use the same medium in order to potentially merge assistance (shelter + food for sample)

### 1<sup>st</sup> Phase

#### Winterization Cash grant

Unconditional assistance based on large criteria; one time amount 260 to 300 USD  
Implementation till end of November 2014

### 2<sup>nd</sup> Phase

#### Cash for Work

Conditional assistance based on large criteria's; multiple amount to be determined with GoU

#### EVI Cash grant

Unconditional assistance based on strict and narrow criteria's; multiple amount 100 USD/month

**Transitional & Recovery Shelter:** aiming to tackle the needs at their source, transitional and recovery shelter will be developed until the **government brings up to speed implementation of reconstruction and compensation scheme**. In case of protracted situations in Conflict Area, Transitional & Recovery Shelter will focus more on reconstruction in order to stabilize living conditions of affected population and preserve their dignity. Transitional & Recovery Shelter could start in September 2014 at the condition that their time frame is achieved by end of December.

**Reconstruction (permanent shelter):** Despite few 'standalone' initiatives the full scale reconstruction did not start as official sector policy. In order to prepare the next step, the Shelter Sector will task the Technical Advisory Group to capitalize lessons learn from 2014 permanent shelter initiative and to contribute in setting up minimum standards for 2015. This topic will have to carefully be defined according to the Government Compensation Policies. For the Crimean caseload, permanent shelter technical standards are to be defined in autumn in order to prepare resettlement operation in close coordination with Ukrainian government.

**Basic Infrastructure in post conflict area (last resort):** Stabilizing living conditions for returnees and conflict affected population is strongly linked to the reactivation of basic infrastructure (schools, water networks, communal buildings etc.). If no other sector or government is implementing 'quick fix' projects, shelter actors might consider on exceptional case and if it is feasible, to extend their activities to infrastructure repairs in order to avoid stranded displacement.

**Contingency** Despite the general trend for the next 6 months to maximise the monetization of assistance, the Shelter NFI will prepare limited stockpile of Basic Items for contingency. These stockpiles will be located probably in Kharkiv, Kiev and Zaporozhe and will target 3,000 individuals each as population of concern. These stockpiles shall be operational by the end of December 2014.

<b>Key Issues / Challenges</b>	<ul style="list-style-type: none"> <li>• Donbass and Crimean crises could evolve quickly into a protracted and complex situation. Despite the first priority identified as winterisation, changes of the situation could induce unpredictable secondary movements. As results the strategy will have to be reviewed on regular basis (monthly or bi-monthly). Shelter and NFI assistances will change accordingly.</li> <li>• An in deep knowledge of population with figures, registration, and profiling will be the bottleneck to deliver an adequate Shelter NFI response. No single solution will cover the entire needs and caseload, several tools shall be defined quickly according to the phasing, population and context. Despite several solid assumptions as maximum % of the population in Collective Centers (10%), indicators as % of Extremely Vulnerable Individuals, % of IDP's exposed to high level of poverty, etc are to be identified, quantified and organised as a scale of priorities.</li> <li>• In a complex protracted emergency, decentralization as part of the decision making on field level is a key issue for good coordination, involvement of authorities and timely implementation. The general coordination shall reflect this structure and insure continuity of information and reporting.</li> </ul>
<b>Assessments</b>	<ul style="list-style-type: none"> <li>• Pending the IDP's registration by the government, the sector will set up a Harmonized beneficiary's pre selection data base in order to be able to get enough relevant information and to set up baselines for activities.</li> <li>• Centralised Collective Center assessment for winterisation and 'quick fix' repairs</li> </ul>
<b>Monitoring and Evaluation</b>	<ul style="list-style-type: none"> <li>• Common monitoring tools have to be developed and endorsed by Sectors partners.</li> </ul>