

Shelter Cluster Transitional Plan

CONTEXT AND SITUATION

Following the Government of Ukraine's decision to abandon talks that would bring the country closer to EU membership, political unrest has created a destabilizing **humanitarian crisis**. In March 2014, a first wave of displacement took place from Crimea following its declaration as an Autonomous Republic while violence escalated in Ukraine's Donbas region in the east. Violence in the east has continued for 2 years with the highest number of civilian casualties recorded since August 2015 in June of 2016.

In Government Controlled Areas of Luhansk and Donetsk Oblasts, the Shelter Cluster has recorded damage to over **14,600 residential buildings** impacting over **19,000 households**. **92% of these addresses are found in the private sector**, where the local authorities do not have a budget to support repair activities. While 97% of the Shelter Humanitarian Response has focused on acute, light, and medium repairs, families who have little resources to relocate to other areas of the country **are anticipating spending a third winter in households which are either partially or foundationally damaged, exacerbating humanitarian challenges**.

In Kiev, Kharkiv, Dnipropetrovsk, Odessa, and Zaporozhie in addition to former frontline areas in Donetsk and Luhansk Oblasts, a number of internally displaced persons have decided to **resettle** at a final location of displacement aiming to rebuild their lives yet lacking **durable shelter solutions for permanent stay**. 60% of IDPs are living in rented apartments or houses, with 80% of this 60% residing **without formal contracts**.¹ Others may be residing in **marginal housing** situations or in collective centres. Their economic situation compounds the challenges of paying rent or purchasing their own homes. Prone to strenuous coping mechanisms and vulnerable to evictions, this population struggles to **integrate** into host communities and is **at risk** of being forced to their area of origin where they have legitimate fears for their safety.

In the Shelter Cluster's monitoring of 271 Collective Centres, 52 collective centres closed in 2015 mainly due to lack of funding indicative of a closure trend. 13% of Collective Centres are at risk of closing putting their residents at risk of eviction. Women and children constitute over 73% IDPs residing in Collective Centers, over 13% residents are elderly.² **Single headed households, the disabled, elderly, and families with disabled children** have remained in the collective centres because of dependency on services and the social support of the centre in addition to disabilities which complicate their ability to find alternative housing solutions.

Humanitarian needs in non-government controlled areas of Ukraine are significant as **lack of full access** to these areas in the 2 oblasts leaves significant needs. Due to the urban nature of conflict-affected communities in non-government controlled areas, preliminary evidence can predict that the scale of damages is in the **tens of thousands**.

With temperatures ranging between -10°C and down to -20°C in the colder areas to 10° C from October to mid-April and damp conditions, the country's damp conditions can leave conflict affected populations cut off from electricity and supply lines for months. Core winter items and utility support to ensure that families have at least one warm room and personal insulation during the 2016-2017 winter period is a life-saving priority.

¹ UNECE 2013

² REACH 2015

Transition and Deactivation

***Cluster transition** refers to the process and activities by which the transfer of leadership and accountabilities is planned and implemented leading to the **deactivation**.*

***Cluster deactivation** includes the transfer of core functions from clusters that have international leadership and accountability to other structures including those that are led nationally or development focused.⁴*

Minimum Items and Functions for Handover

- Interactive 5W database
- Sub-national Referral database
- Damage database per address
- Technical guidance for NFIs, shelter repairs, and monetized shelter solutions
- Transition of cluster formats into Inter-Agency Working Groups Chaired by government
- Contingency Plan and Contingency Stock

Indispensable Milestones for Completion of Transition

Sub-national level: In addition to responsible handover of coordination tools, the Oblast Administration should continue regular consultations through international and national partners in order to ensure that the remaining humanitarian housing needs are met in Donetsk and Luhansk Oblasts. The evidence of clear information management capacity and the continuation of shelter working groups chaired by each oblast is an indispensable milestone for sub-national level transition.

National Level: The Shelter Cluster does not have a dedicated direct Ukrainian counterpart and therefore its activities are related with several Ukrainian National Ministries including the Ministry of Social Policy, the Ministry of Temporary Occupied Territories and IDPs and the Ministry of Regional Development. In order to ensure that challenges in the housing sector are addressed in a consistent manner, the creation of an inter-agency ministerial led working group dealing with challenges in the housing sector is an indispensable milestone for national level transition.

NGCA Level: In Non-Governmental Controlled Areas of Ukraine, the humanitarian response largely depends on the number of needs and the level of engagement with de facto authorities. Ensuring that the most vulnerable persons who desire to reside in housing in NGCA areas have access to housing is an indispensable milestone for national level transition.

Theory of Change for Shelter Cluster Transition

IF decentralized response capacity to shelter and NFI needs is in place in Donetsk and Luhansk Oblasts and Durable Solutions for IDPs to choose between integration, return or resettlement are in place **AND** pilot projects contribute **AND** the humanitarian situation improves significantly reducing humanitarian needs and gaps in Coordination **AND** National Structures acquire sufficient capacity to coordinate and meet residual humanitarian needs in line with humanitarian principles **THEN** the Shelter Cluster would deactivate according to the following timeline:

⁴ Ibid.

DONETSK/LUHANSK

GCA LEVEL

Objectives

✓ To promote additional decentralized response capacity to Shelter & NFI needs through **collaboration between NGOs & Regional authorities** and enhance **accountability to affected population**



Challenges/risks

- Streamlining communication to all local stakeholders at municipal and regional levels and accounting for various line ministries involved
- Emphasizing to partners the importance of data collection on important metrics for improving response to damaged houses.
- Lack of clarity on available government resources for rebuilding of home and for provision of specialized institutions for disabled and limited mobility.
- Lack of humanitarian standards in decommissioning of collective centres by regional authorities

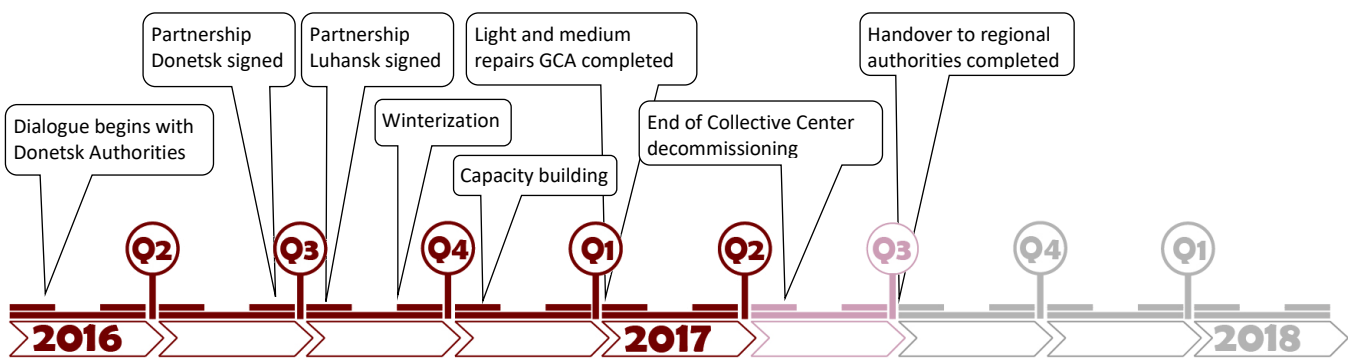
Partners/Stakeholders

Thematic	Primary stakeholders	Secondary stakeholders
Emergency Response to Winterization & Referrals	Municipalities and regional authorities	Regional Administration and national and international NGOs
Repairs to damaged housing in private sector	Donetsk and Luhansk Regional Administration	NGOs (national and international), municipalities
Collective Center	Local NGOs, Donetsk Regional Administration, municipalities	MOSP, municipalities
Social Housing	Municipalities and Regional Administration	

Milestones/Indicators

- # of critical updates made by municipal & local authorities to damage database
- **80% of damages** in Donetsk & Luhansk Oblasts recorded in Shelter Cluster database have a response.
- # of line ministries participating in meaningful transitional efforts
- % of Regional budgets allocated to housing and infrastructure
- % of partner beneficiaries aware of HLP referral mechanisms
- # of local representatives participating and/or leading TWG
- # of Training sessions conducted for local authorities on information management
- Handover of information management portals including damages database, & Sub-national referrals.

Timeline



NATIONAL LEVEL

Objectives

- ✓ Advocate for **durable solutions** for IDPs to choose between integration, return, or resettlement.
- ✓ Contribute in the **identification of adequate solutions** including if necessary through monitoring pilot projects.



Challenges/risks

- Newly created Ministry of ATO and IDP's **resources and activities not yet developed and/or delayed.**
- Lack of clear concerted action by associated ministries (ie Social Policies, Regional Development, and others) to address challenges created by crisis (ex. social housing)
- Poor connection between registration figures and the reality Population of Concern's profile.
- Extremely slow mobilization of development partners in conjunction with a disinterest in Ukrainian crisis forces **IDPs into situations that increases their humanitarian needs.**
- Delays in defining **compensation scheme** jeopardize returns and/or integration.
- Danger of protracted situation

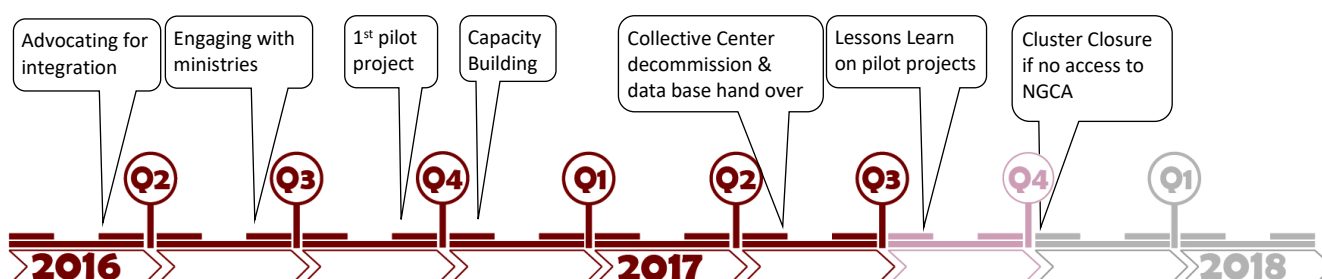
Partners/Stakeholders

Thematic	Primary stakeholders	Secondary stakeholders
Collective Center	23 Oblast, Min. ATO IDP	MOSP, Municipalities
Social Housing	Min. Reg. Dev., Min. ATO/IDP	Municipalities, Oblast
Specialized Institutions	Min. Soc; Min. Reg. Dev.; Min ATO/IDP	Min. Edu; Min. Health; Municipalities, Oblast
Registration/ profile	Min. Soc.; Min. ATO/IDP	International Organizations
Access to credit, private sector	Min. Fin.; Min. Reg. Dev., World Bank, KfW Dev Bank	NBU/Commercial banks

Milestones/Indicators

- # of projects dedicated to supporting IDPs with housing
- # of GoU support for IDP integration linked to infrastructure
- # of IDPs with limited mobility who have access to social institutions
- # of pilot projects related to durable solutions for permanent stay assisting the population of concern
- % of budget allocated to such projects
- Reduction in persons residing in Collective Centres by 50%
- Referral pathways provided to affected population
- HLP grievance system is created and is easily accessible by affected population
- Handover of 5W online portal or similar interface that facilitates coordination of housing at the housing level

Timeline



NGCA LEVEL

Objectives

- ✓ **Monitor** and coordinate access to adequate shelter solution including repairs.
- ✓ Stabilize through **life saving intervention as winterization, NFI** distribution.



Challenges/risks

- **Access** to NGCA still **inconsistent** and **insufficient**.
- **Lack of shelter expertise** could impede capacity building.
- **Latent liaising with de facto authorities** especially for the damage data base.
- Lack of financial support and interest if situation is protracted.
- Lack of resolution to current humanitarian crisis **prevents opportunities for development and recovery**

Partners/Stakeholders

Thematic	Primary stakeholders	Secondary stakeholders
Damages	SUV and municipalities	International and national NGOs
Collective Centres	SUV and municipalities and relevant de facto authorities	International and national NGOs
Winterization	SUV and municipalities and relevant de facto authorities	International and national NGOs
Capacity Building	Local NGOs, Partners, CBOs	Other clusters (WASH)
Scaling up early recovery	Local and international NGOs	SUV and Municipalities

Milestones/Indicators

- 60% of houses repaired (not empty and not expropriated)
- # of Shelter partners (local and national) able to respond to needs in shelter cluster
- # of **Collective Centres monitored** and decommissioned according to humanitarian standards
- # of **winterization projects** implemented that go beyond immediate NFI distribution

Timeline



Resources for Implementing the Transitional Plan

Human Resources

Shelter Cluster Team	Authorities
1 National Cluster Coordinator	1 National Focal Point for External Liaison with external working groups
1 National Cluster Co-Chair/Sub-national Coordinator	1 National IM Officer for assuming responsibility of 5W
1 International Management Officer/Shelter Associate	1 Focal Point for Each Oblast for external liaison with external working groups
1 Sub-national Shelter Specialist	1 IM focal point for each oblast to manage damage database and referral system
1 part-time Information Management Support Officer	

Financial Resources

Shelter Cluster	Authorities
Assist development actors to launch and/or scale up recovery assistance	Supporting development of housing projects in the communal sector
Attempt to align project activities to meet gaps in housing sector that authorities can't fill	Communicate available funding projects for residential infrastructure
Provide information management support capacity by handing over all technical assessments to enhance mobilization of resources	Provide Clarity on utility assistance for affected populations

Risk Mitigation

Type	Risk	Risk Category	Impact	Likelihood	Risk Treatment
Political Crisis-Related	Political violence escalates beyond current levels	Strategic planning, resource allocation and management	Major	Medium	Contingency Plan enacted Re-activation of Cluster
	Lack of access to crisis-impacted areas	Government relations and Program Monitoring and Evaluation	Major	Medium	Inter-Agency Advocacy for Access Support to remote assistance programs supported by Working Group Structures
Political Institutional	Unsupportive local authorities	Government relations	Disastrous	Low	Identify appropriate relief and development agency to co-chair working groups
	Lack of impartiality on behalf of local authorities	Government relations	Moderate	High	Training on Humanitarian Standards Advocacy to provide equal Shelter/NFI support on both sides of contact line and IDPs in all areas of Ukraine regardless of Area of Origin
	Lack of Coordination between national, oblast, regional, and municipal authorities	Government relations	Major	High	Signing partnership with Cluster and subsequent working groups Specification of line ministry and appointed individuals for following up on specific items in the transition plan
	Decentralization challenges prevent flow of resources between Oblast and National levels	Government Relations Strategic planning, resource allocation and management	Major	High	Establish support monitoring mechanisms to compliment relief/development programming Capacity building programs to enable fundraising and mobilization of resources
Economic	Lack of Financing for housing interventions	Strategic planning, resource allocation and management	Moderate	High	Use of Contingency Reserve Work with national authorities and development actors to integrate humanitarian needs into social services networks and development frameworks.

	Inflation	Strategic planning, resource allocation and management	Moderate	Medium	Support development of programs to increase access to housing affordability
Social	Significant Increase in Displacement	Program Monitoring and Evaluation	Major	Medium	Shifting of Shelter project activities to meet housing needs Re-activation of Cluster for quick resource mobilization and coordination of response
	Hostility between displaced and host community	Host community relations	Moderate	Low	Mainstreaming of peacebuilding activities within discussion of working group activities Enhancing principles of accountability to affected populations
	Forced returns due to lack of adequate durable shelter solutions	Strategic planning, resource allocation and management	Disastrous	Medium	Collaborate with Inter-sectoral actors to identify specific integration challenges of population Support Housing, Land, and Property Initiatives to establish transparent provision of land and housing
Environmental	Prolonged Winter period	Program monitoring and evaluation	Moderate	Low	Use of Contingency Reserve Appeal to emergency donors for short-term interventions or activation of CHF/CERF
	Violent Weather causes additional damages to conflict-affected houses	Program monitoring and evaluation	Minor	Medium	Use of Emergency Referral System Appeal to emergency donors for short-term interventions or activation of CHF/CERF
	Weather-related Displacement	Program and monitoring and evaluation	Moderate	Low	Use of Emergency Referral System Appeal to emergency donors for short-term interventions or activation of CHF/CERF