

Shelter Cluster Annual Report

2018

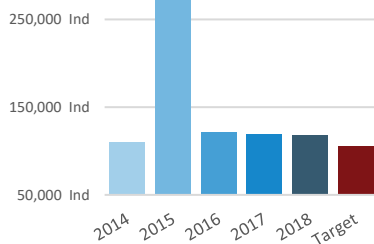
marked the fifth year of armed conflict in eastern Ukraine. The response by shelter and NFI humanitarian agencies developed around the same activities as in the previous year. The Shelter/NFI Cluster reports achievements according to the **4 Cluster Objectives**, 3 operational and 1 related to the coordination itself. Operational Cluster Objectives group activities by type:

- the **first one** includes core and immediate **life-saving activities**;
- the **second one** relates to transitional solutions and the provision of **adequate shelter** in the absence of durable solutions;
- the **third one** aims at stabilizing the humanitarian situation on a **longer-term perspective**

Cluster Objective 1

To provide acute emergency response to newly damaged homes and life-saving winterization support

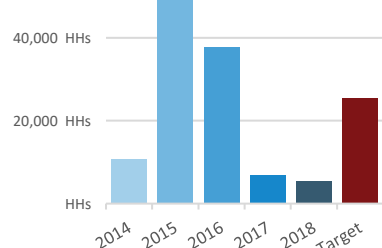
Target 2018 104,919 Ind. **Result 2018** 117,569 Ind. **Achiev. rate** 112%



Cluster Objective 2

To provide light and medium repairs and adequate housing support for IDPs through rent or winterized Collective Centre support

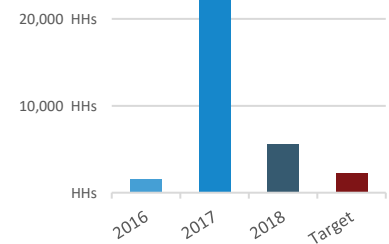
Target 2018 25,502 HHS **Result 2018** 5,451 HHS **Achiev. rate** 21%



Cluster Objective 3

To provide permanent shelter through structural repairs/reconstruction and community infrastructure repairs

Target 2018 2,295 HHS **Result 2018** 5,587 HHS **Achiev. rate** 243%¹

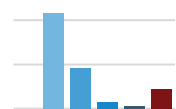


2018 Achievements

For each activity associated with the Cluster Objectives, the graphs below report: (a) the output vs the HRP target; (b) the achievement rate; and (c) a comparison with the achievements in the previous year's respecting the same colour code as above.

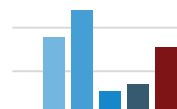
Acute Emergency Shelter

13% 428 HHS
Target: 3,300 HHS



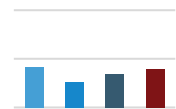
Light & Medium Repairs

45% 5,421 HHS
Target: 11,675 HHS



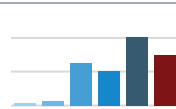
Structural Repairs

86% 343 HHS
Target: 400 HHS



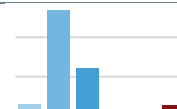
Fuel & Heaters distribution

137% 30,531 HHS
Target: 22,280 HHS



Cash for rent/monetized

0% 2 HHS
Target: 4,334 HHS



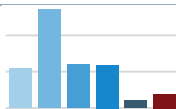
Permanent Housing

380% 114 HHS
Target: 30 HHS



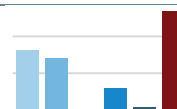
NFI distribution

55% 21,113 Ind.
Target: 38,525 Ind.



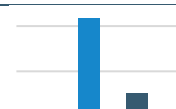
Collective Centre winterization

2% 208 HHS
Target: 8,636 HHS



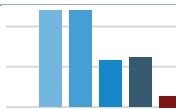
Essential utility repairs

414% 5,130 HHS
Target: 1,240 HHS



Winterization Cash Grant

443% 9,231 HHS
Target: 2,084 HHS



¹ The target is extracted from HRP, when major contribution in cluster reporting are from Development stakeholder

Home repairs

In 2018, one of the main activities for Shelter Cluster partners has been the repair, along the contact line (CL), of private houses damaged in conflict-related incidents. The target population, as in the previous years, has been mostly non-displaced families, with IDPs living near the CL and returnees representing a minor component. Contexts, though, differ significantly on the two sides of the CL:

In **NGCA** (Non Government Controlled Areas), the presence of shelter agencies is still insufficient, access to affected areas limited, and the possibility for shelter partners to actually provide assistance is still conditioned by the *de facto* authorities' approval of shelter projects. In 2018, shelter agencies have completed **1,311** home repairs – 1,966 HHs- while the number of households still in need of humanitarian assistance remains difficult to estimate, and could be roughly 8-10,000 units². The Shelter Cluster has used every opportunity, including the 2018-19 Humanitarian Response Plan (HRP), to draw the attention of humanitarian agencies and donors on the need to allocate more attention and resources for NGCA.

HHs who received shelter assistance (excluding emergency repairs)		
	GCA	NGCA
2014	1,000	
2015	9,589	2,859
2016	13,182	7,933
2017	5,651	1,275
2018	3,734	1,964
tot 2015-18	33,157	14,031
Estimated residual needs		
2019-...	3,000	8-10,000

In **GCA**, since the beginning of the response, the coverage of humanitarian needs has been quite effective. In 2018 alone, shelter agencies have completed **2,958** building repairs for -3,734 HHs. The estimation of the residual needs proposed by the Shelter Cluster for the 2019-20 HRP is equivalent to 3,000 HHs. A detailed assesment carried out by NRC in the last months of 2018 in Luhansk Oblast GCA later confirmed this figure. NRC will complete a similar assessment in Donetsk oblast in the first months of 2019. In 2019, the possibility to reach the full coverage of home repairs in need of humanitarian assistance depends entirely on the availability of sufficient financial resources. In this context, given the current trend of new damages (see next section), the discussion for the future of shelter coordination - full hand-over of sectoral responsibilities to the Government of Ukraine and focus on the "humanitarian-development" nexus - will be even more central to shelter agencies' agenda.

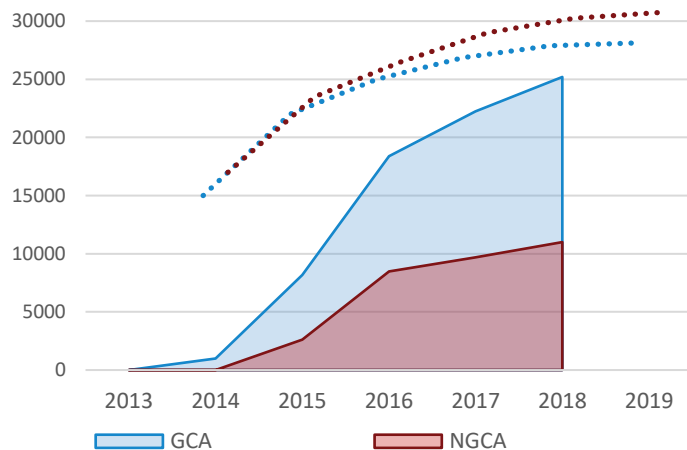


Figure 1 Cumulated number of buildings repaired in GCA and NGCA, compared to the estimated needs of repairs in respective years

Overview from 2014 Not surprisingly, repairs conducted in GCA nearly covered the gap in estimated needs, with the peak of implementation occurring between 2015 and 2016 when 7,186 (2015) and 10,195 buildings (2016) were repaired. In NGCA, due to restrictions and the limited number of

² Units according to the Shelter typology in Ukraine denote single story private homes and individual apartments

shelter partners, an early repair response was delayed, with the first significant number of repairs made only in 2016, resulting in half the number of repairs conducted as compared to GCA. The Shelter Cluster has observed a ratio of **1.3 families per building** repaired due to multi-storey apartment buildings and multiple interventions done on the same building in addition to the number of private houses.

Housing Land tenure and Property

During its three years in existence, the Housing, Land and Property Technical Working Group (HLP TWG), as chaired by NRC, has provided coordination and technical support for relevant actors (governmental and non-governmental), both at the central and field levels, with regards to HLP issues faced by IDPs and conflict-affected people in eastern Ukraine. Initially established as a technical working group of both the Shelter Cluster and Protection Cluster, the strategic objectives of HLP TWG for 2018 were 1) restitution/compensation for conflict-related damages and destroyed property; 2) military occupation/appropriation of private housing; and 3) affordable housing for IDPs.

In this regard, the main contributions of the HLP TWG included:

- Developing the 'Technical Note on Legal Documentation Needed for Shelter Operations'
- Initiating dialogue with the Ministry of Justice on developing a compensation mechanism for properties damaged/destroyed during the conflict and further presentation of follow-up on this issue.
- The preservation of land rights for land contaminated with mine/UXO in coordination with Ministry of Justice (MoJ) initiative.
- Initiating the consultations on data collection with regards to settlements where civilian properties had been militarily occupied, with a view to pursuing an adequate system of redress in such instances.

Basic Infrastructure & permanent shelter

As a continuation from the previous year, 2018 not only witnessed a gradual increase of interventions related to infrastructure but also an increase in the capacity of municipalities in tackling housing needs for IDPs. In order to tackle housing issues on the state level, based on the initiative of the MTOT, territories affected by the armed conflict in eastern Ukraine are subjected to a state budget subvention³ for the implementation, inter alia, of provision of temporary housing for IDPs. For efficient use of subvention funds, MTOT has developed and recommended the adoption by the executive committees of local councils the procedure for the distribution and provision of such temporary housing. This procedure is implemented on the basis of a scoring system, which involves taking into account the vulnerability criteria, fair distribution and absence of corruption. In the 2017-2018, 188 apartments were purchased for assistance.

Moreover, different programmes such as the one implemented by GIZ on rehabilitation of infrastructure or another one implemented by the Ukrainian Social Investment Fund (USIF), a state institution overseen by the Ministry of Social Policy, on temporary housing projects for IDPs⁴ tremendously contribute to basic infrastructure and durable housing solutions. As reported to the cluster, 28 housing and infrastructure objects were built/repared that provided housing for 287 beneficiaries. It is important to note that Temporary Housing as precisely defined in Ukrainian legislation refers to premises inscribed and controlled by municipal authorities where vulnerable populations could live based on a yearly occupancy extendable upon agreement by the municipality.

³ <https://zakon.rada.gov.ua/laws/show/769-2017-%D0%BF>

⁴ in Kharkiv, Zaporizka, and Dnipropetrovska Oblasts

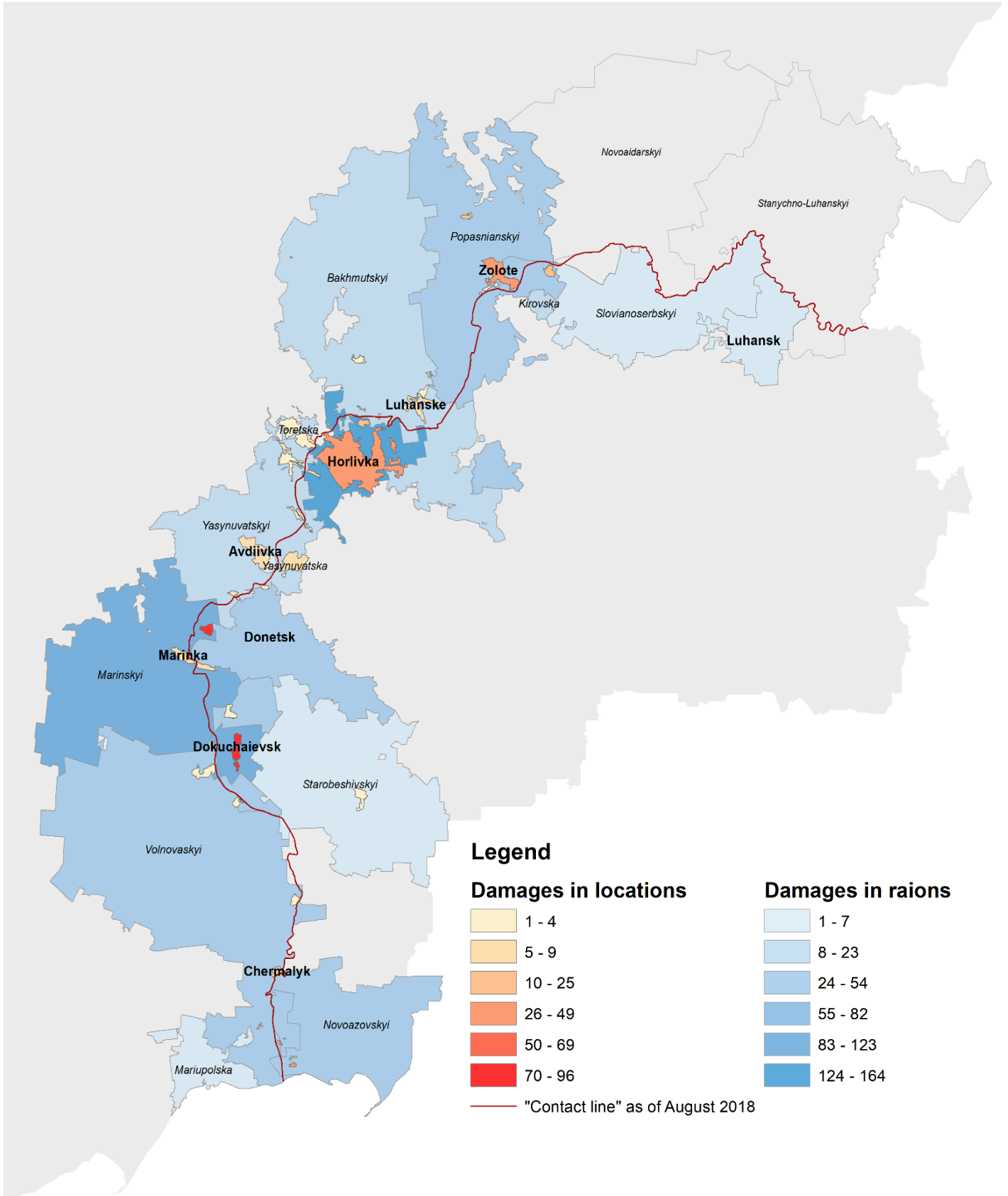


Figure 2 Map of recorded damaged in 2018

New damages

The crisis in east Ukraine has entered its fifth year and is classified now as protracted. Thousands of civilians on both sides of the 'contact line' continue to bear the brunt of the conflict and confront daily fears of shelling, clashes, or stepping on one of the many unexploded remnants of war.

Nevertheless, the number of security incidents registered in 2018 (10,423 - source: OCHA, OHCHR) and the number of civilian casualties (279 - source: OHCHR) represent a relevant decrease, compared to 2017 (604 civilian casualties) and 2016 (588 civilian casualties).

Consistently, the number of houses damaged in conflict-related incidents has registered a drastic reduction compared to the previous year.

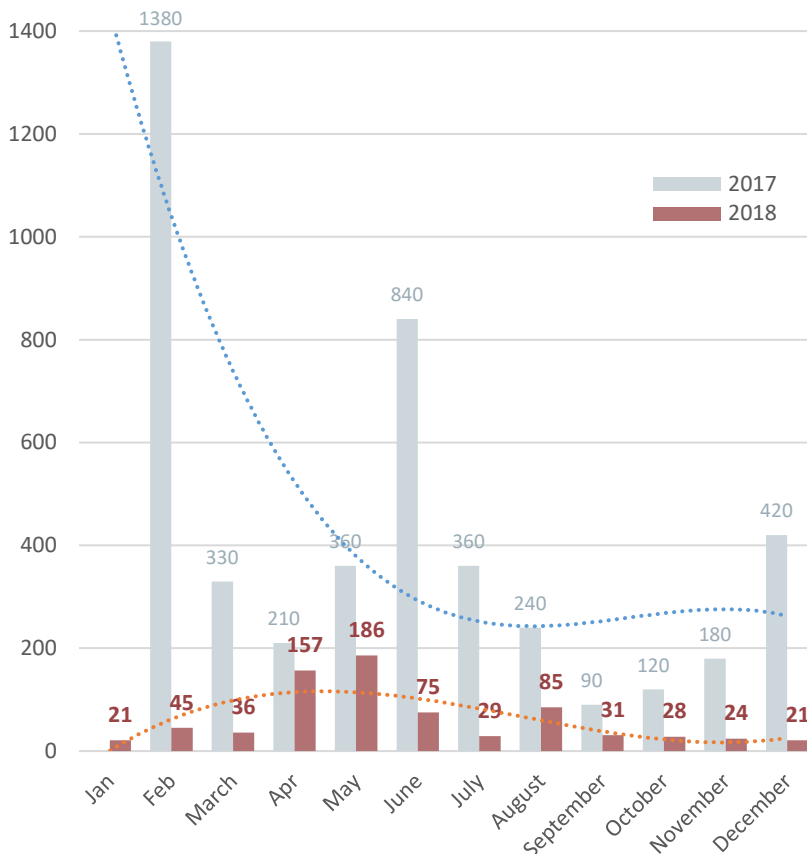


Figure 3 Comparative analysis of new damages between 2017-2018, per month

738 houses have been reported damaged in 2018 (1/6 of the 4,560* in the correspondent period of 2017). December - when the New Year's ceasefire was adopted - was, together with January, the month with the lowest number of registered damages (21 houses); May and April (with 170 and 173) the months with the highest. The verification of damages on NGCA is difficult due to accessibility to the area.

(* no verified records exist for NGCA: the figure related to 2017 - 4,560 new damages - is a triangulation based on the verified damages in GCA in 2017 and the 2018 records)

83% of the new damages occurred in Donetsk Oblast (615 houses affected, vs 123 in Luhansk Oblast).

Compared to the 738 cases, Shelter Cluster partners have assisted 428 families with emergency shelter kits. While the number of kits distributed in GCA and in the Luhansk part of NGCA appears more than adequate to the number of registered new damages, in the Donetsk part of NGCA no emergency shelter assistance was provided by Cluster partners. Based on data reported by the OSCE, an indicative number of damages in NGCA could be estimated around 460 damages, which will require further attention of shelter agencies to cover the needs in NGCA.

It is important to note that the initial target set for the emergency shelter assistance in 2018 - 3,300 HHs - was a projection based on the previous year's trends, when an estimated 4,560 houses were recorded damaged in conflict-related incidents. The significant decrease in the number of damages registered in 2018 fully explains the apparent underachievement in this component of the Cluster Objective 2.

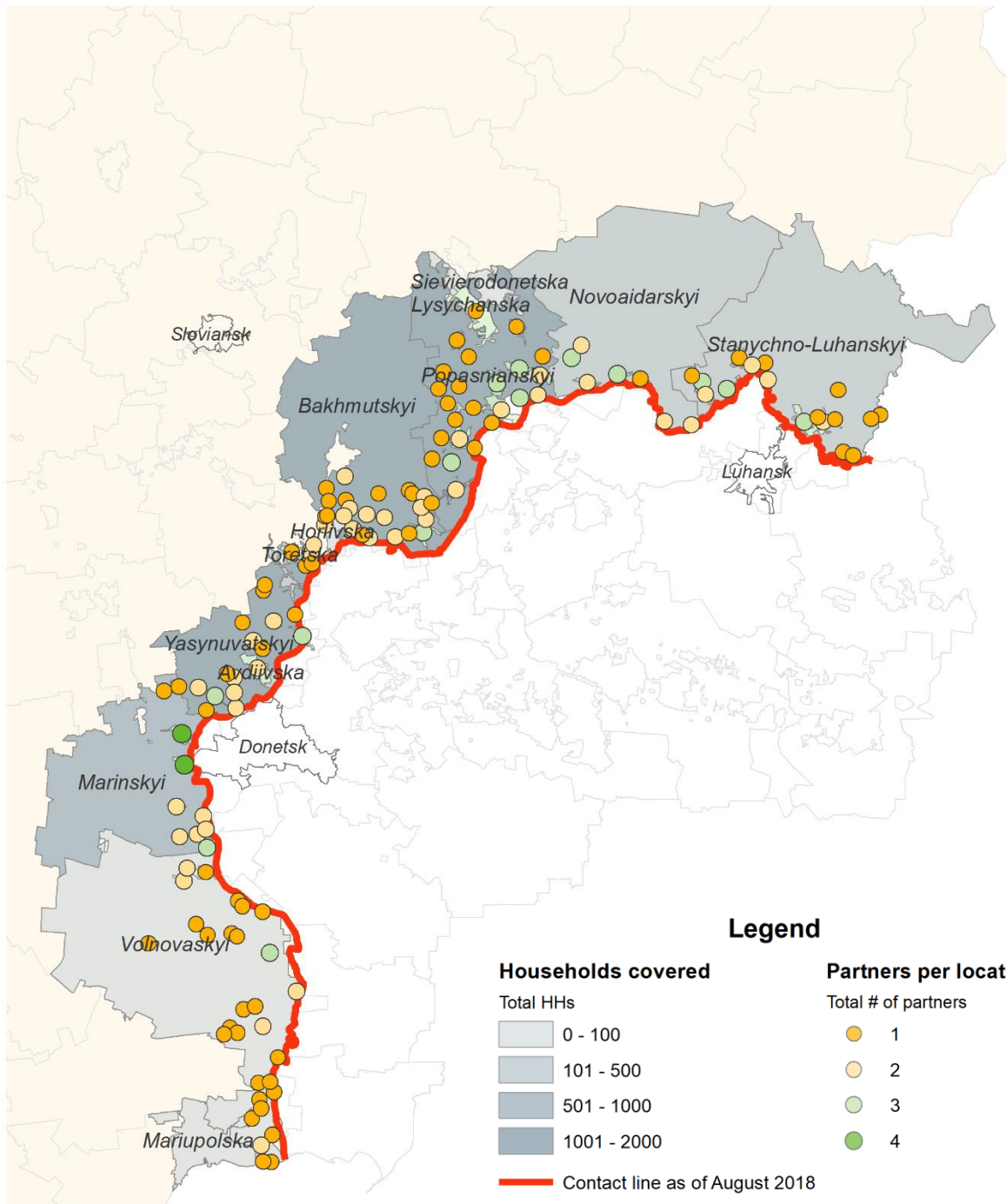


Figure 4 Coverage and partners for 2018 winterisation activities

Winterization

Winters have always represented a life-threatening risk for the most vulnerable crisis-affected population who cannot afford proper heating. The conflict has increased the number

of people at risk, preventing access to markets, cutting gas and electricity lines, and disrupting the livelihoods of many families. In a protracted crisis, the number of people at risk increases, as families exhaust their savings. In GCA, the expected increase in the number of people in need of assistance is however balanced by state subsidies.

During the **2017-18 winterization** campaign, Cluster partners have assisted **30,750 families**, 71% of the targeted number. The distribution of **solid fuel** to **33,848 individuals** (22,378 in GCA and 11,470 in NGCA) and the provision of **cash grants** to **16,104 individuals** (all in GCA) represented the two main components of the past campaign. In the first half of the **2018-19 winterization** (Sep-Dec 2018, covered by the present report), Cluster partners have assisted **17,832 families**.

Non Food Items

In a context of protracted crisis, the Ukraine Shelter Cluster has recommended partners to limit the procurement of NFIs to the stock prepositioned for

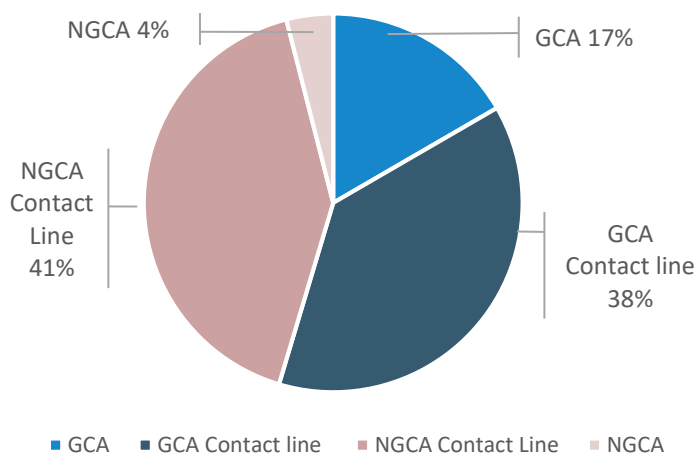
emergency events and scenarios linked to the Inter-Agency Contingency Plan.

While the frequency of security incidents remained high, the level of direct impact on civilian residential premises was in 2018 relatively low (see section on New Damages).

In this context, the distribution of NFIs* has progressively dropped, compared to the first phases of the response. In 2018, **21,113** individuals have received NFI assistance (11,533 in GCA and 9,580 in NGCA), compared to 118,586 in 2017 or 272,168 in 2015 which represented the peak.

(* these considerations apply exclusively to the type of non-food items reported under the Shelter/NFI Cluster: kitchen sets, bed linen and blankets, general household items and don't apply to winterization items which are covered in a dedicated section)

Figure 5 Non Food Items distribution in 2018



Overview from 2014

Analysing the cumulative figures of NFI distribution, we observe the peak of distribution occurred in 2015 despite the relatively low proportion of goods distributed in NGCA. In 2016 and 2017, the in kind distribution came back to an average around 120,000 individuals reached per year mainly due to the monetisation of Non Food Items assistance.

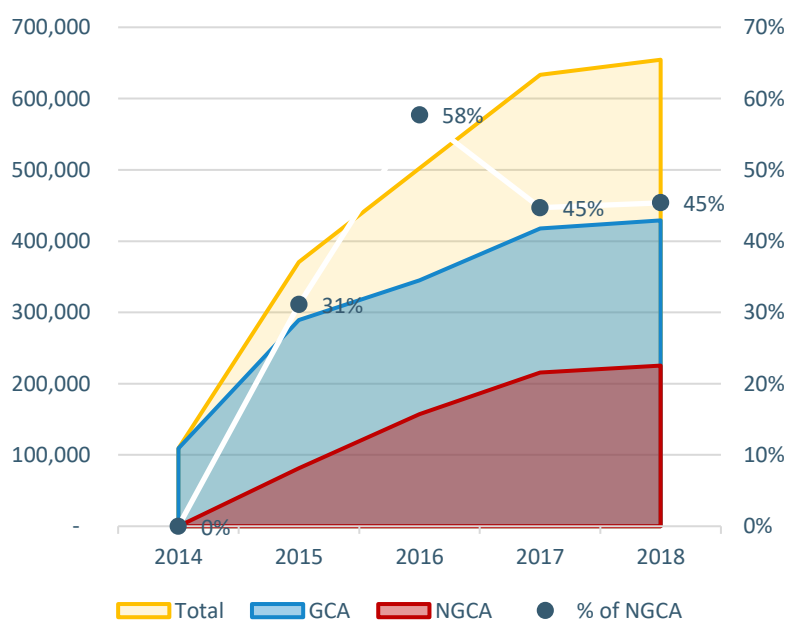


Figure 6 Cumulative figures of NFI Distribution 2014/2018

Unmet Needs

The budgetary constraints of 2018 significantly impacted the overall level of the response. Transitional activities foreseen under Cluster Objective 2 continue to face funding shortages increasing the risk that displaced people may become further impoverished and have to make difficult choices about returning to areas of active conflict. Nevertheless, it is also important to note that Collective Centres often accommodating the most vulnerable, received minimal assistance during the past year. One of the major reasons for lack of humanitarian assistance to Collective Centres was the gradual trend since 2016 to concentrate humanitarian funding along the contact line and in NGCA. The majority of collective centres fall outside this radius and extend to the western parts of Ukraine. As a result, the pressure of threats of eviction increased significantly and concerned namely IDPs preventing the buildings from resuming their normal pre-crisis operations, debts accumulated with providing services to IDPs, and IDPs not having the permission to remain in the center. Up to these days, no sustainable solutions were found for the population residing in Collective Centres and this issue remains a concern for the next coming year.

Transition

In 2016, following the recommendations by the Humanitarian Coordination Architectural Review Mission, the Shelter/NFI Cluster presented to the HCT a transitional plan. In January 2017, the Cluster's SAG (Strategic Advisory Group) extended the timeline of the transition plan. In 2018, as part of the transition plan and in compliance with the SAG recommendations, the Cluster team has downgraded its composition, nationalising the subnational co-ordinator position, making the national co-ordinator a part-time position, while maintaining the core co-ordination functions. The focus of the Cluster has moved to the field, and both national and subnational cluster co-ordinators are based in Sloviansk. National co-ordination meetings have now a quarterly frequency, while subnational cluster meetings at field level are held monthly. The subnational meetings have a strong operational focus, and have been well attended throughout the year, confirming the partners' appreciation for a field-based approach to co-ordination. After an initial MoU signed in 2016, the co-operation between MTOT and UNHCR has been further strengthened enhancing MTOT's capacities in the field of co-ordination of humanitarian assistance, leading to the eventual complete handover of the sectoral co-ordination duties.

Annex and link to publications developed by national and subnational cluster team are available on the Shelter Cluster web page <https://www.sheltercluster.org/response/ukraine>

Recommendations/Guidance's			Shelter Cluster Factsheet (Jan - Mar 2018) Eng. Ukr. Rus.		
Shelter Cluster Strategy (Revision)	Eng.	Ukr. Rus.	Shelter Cluster Factsheet (Apr - Jun 2018)	Eng.	Ukr. Rus.
Winterization Recommendations 2018-19	Eng.	Ukr. Rus.	Shelter Cluster Factsheet (Jul - Sep 2018)	Eng.	Ukr. Rus.
Ukraine Shelter Cluster Activity Matrix `18	Eng.	Ukr. Rus.	National Cluster Meeting 12 Nov 2018	Eng.	Ukr. Rus.
Technical Notes			National Cluster Meeting 16 July 2018	Eng.	Ukr. Rus.
Technical Note on Documents for Housing Issues in Shelter Operations	Eng.	Ukr. Rus.	National Cluster Meeting 16 Apr 2018	Eng.	Ukr. Rus.
Technical Note on Complementing shelter assistance	Eng.	Ukr. Rus.	National Cluster Meeting 29 Jan 2018	Eng.	Ukr. Rus.
Technical Note on Acceptable percentage of failure in shelter assistance	Eng.	Ukr. Rus.	<i>Kramatorsk/Sloviansk/Mariinka</i>	Eng.	Ukr. Rus.