

# UNHCR UKRAINE

## MONITORING OF THE 2017 SHELTER PROGRAMME



## Introduction

This report covers the finding of the post-execution monitoring of 232 houses repaired by UNHCR in the frame of the 2017 shelter programme in the east of Ukraine.

The monitoring visits took place between December 2017 and August 2018, and were performed by teams composed by at least two members, one from the Shelter team and one from the Protection unit.

The collection of the information was based on the standard Kobo Shelter Monitoring Form (electronic version available at this link: <https://enketo.unhcr.org/x/#Ypmq>; paper version in Annex 3), which has two main sections, one focussed on technical aspects, the other on Protection.

All visits were conducted also in accordance with the recommendations included in the Shelter SOPs (see Annex 4) and the dedicated guidelines (see Annex 5).

The monitored sample covers all five UNHCR offices in the field (Mariupol, Sloviansk and Severodonetsk in GCA<sup>1</sup>; Donetsk and Luhansk in NGCA).

The recommendations for the selection of the sample were:

- to cover as many areas as possible, to capture the different conditions in which house repairs are conducted, but giving priority to areas with difficult access and conditions
- to accord priority to problematic cases (in terms of technical or Protection-related issues)
- to cover all types of repairs, but giving priority to interventions that have required high investments in terms of time and money (Heavy Repairs and Reconstructions)

The 232 monitoring visits included in the report represent 13% of the 1.732 repairs conducted in 2017 by UNHCR. The number of monitoring visits conducted corresponds to approximately one-third of the target recommended by the SOPs (607 visits, or 35% of the total number of repairs). The details of the monitored sample are in Annex 1.

There are two main reasons for this discrepancy between the planned sample and the actual number of visits completed by the multi-functional monitoring teams. First, the offices frequently did not have vehicles (especially armored vehicles) available for all field-level activities. Planned missions frequently had to be cancelled or postponed, especially in Sloviansk and Sievierodonetsk AoR. Second, some offices were not able to use the Kobo-based data collection tool. A total of 418 houses were monitored, but

---

<sup>1</sup> GCA, NGCA = government-controlled, non-government-controlled areas.

because of human resources constraints, not all the information collected on paper could be entered into the database.

In addition, the number of cases included in this report should not be taken as an indicator of the actual monitoring coverage by the Shelter unit, since the shelter unit also conducts monitoring through technical visits while the construction activity is ongoing. This report is exclusively devoted to the monitoring conducted three to six months after the construction activities have ended. This allow for UNHCR to assess the medium-term impact of the shelter programme, both in terms of quality of construction and protection impact.

## PART 1 - TECHNICAL ASPECTS

The monitoring of 2017 shelter activities confirms that shelter assistance - in terms of repair of houses damaged by conflict-related activities - is highly appreciated by the recipients and is generally executed with good quality. The consistent quality is related to the fact that it is easy to find construction companies and brigades with sufficient expertise, and the technology involved is basic and repetitive.

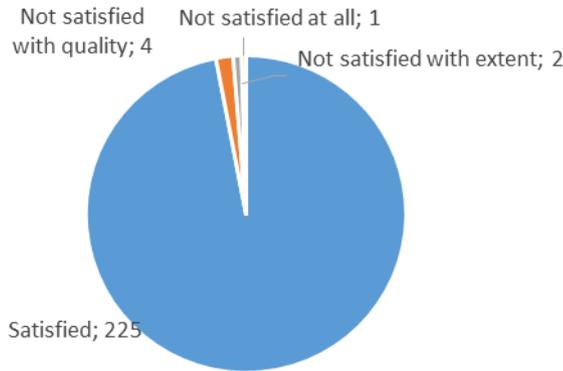
Based on the received forms, in all 232 cases, the repair works were deemed to be in accordance with the locally-accepted standards and good construction practices.

During the monitoring, shelter colleagues perform visual verification of the materials actually used in the repairs against what partners/contractors reported in the lists of utilized construction materials (including materials procured by both UNHCR and partners). In all 232 cases, the visual check confirmed the consistency of the actual utilization with what partners/contractors had reported.

This shows that partners/contractors are utilizing the materials as intended. There is no evidence of slippage.

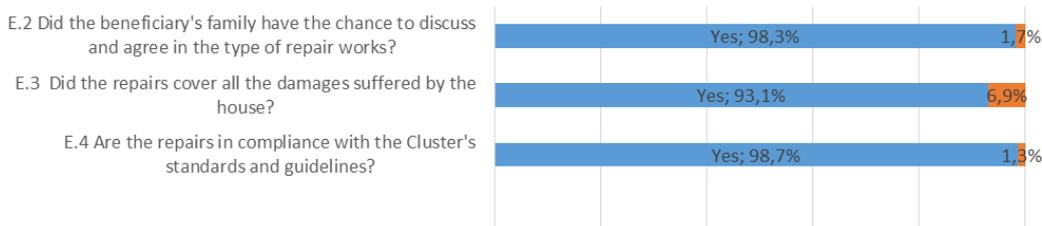
97% of the interviewed beneficiaries of the repaired houses were satisfied with both the quality and the extent of the repairs; only seven respondents said they were not satisfied with either the quality or the extent of the repairs or with both.

### Satisfaction of beneficiary with repairs



All the interviewed beneficiaries confirmed that partner’s/contractor’s engineers had regularly followed the repair works and been available to provide technical support, but four beneficiaries - less than 2% of the total - claimed to have had no chance to discuss the type of repair works with the partner.

### Quality of work and beneficiary satisfaction



In 16 out of 232 cases (7%), the monitoring team found that the repairs did not cover all the damages suffered by the house<sup>2</sup>. The monitoring team concluded that three repairs (1,3%) were not compliant with the cluster standards.

In one of the cases, construction works were still ongoing at the time of the monitoring visit, although the shelter partner had reported to UNHCR that the intervention was complete.

In six cases repairs could not be considered completed. In two cases the replacement of windows and renovation of slopes had not been finished. In another two cases, the walls needed further repair. In another case, plastic siding was not properly fixed. In another house, the heating system and boiler required repairs works.

In one case, the beneficiary said he had to pay extra money to finish the works; in another case the beneficiary complained he had to do a lot of work by himself.

<sup>2</sup> Note that in the humanitarian scope, repairs are not supposed to cover all the damages suffered by the house, but to provide the beneficiary family with a minimum functional space (a “one warm and dry room”)to guarantee them a dignified life and prevent further deterioration

In all 232 monitored cases, the partner/contractor shared the cost analysis<sup>3</sup> with the monitoring team prior to the visit, as expressly recommended in the guidelines. While the sample is small and non-representative to allow for generalization to the entire shelter programme, it is valuable to note the following regarding the costs of the monitored shelter interventions:

- Light repairs in Luhansk NGCA are less expensive than any other area (147 USD for a Light Repairs, vs. 404 in GCA<sup>4</sup>) mainly because the community actively participates in conducting these less complex repairs
- Donetsk NGCA interventions are on average the most expensive (5,818 USD for a Heavy Repair, vs. 3,590 in GCA, equal to a +62%). However, in Donetsk NGCA UNHCR works directly with a contractor, meaning that there are no administrative overhead costs associated with hiring an NGO partner. The actual costs are approximately 30% higher in Donetsk NGCA as compared to GCA. This relates to market and risk conditions associated with construction in this geographic area.
- Partners in GCA have maintained effective cost controls. Actual costs are close to budgeted costs, for example: 404 USD vs. 400 for a Light Repair; 780 vs. 760 for a Medium Repair; 3,590 vs. 3,452 for a Heavy Repair, with the exception of reconstructions in Luhansk GCA, which cost an average of 9,722 USD versus a budgeted amount of 8,700.

The complete analysis of the costs by type of repair is reported in Annex 2.

<sup>3</sup> For each intervention, the total direct costs, disaggregated in the three main components:

(1) value of the in-kind material supplied by UNHCR;

(2) value of the in-kind or cashed material supplied by the partner;

(3) cost of the labour paid by the project

<sup>4</sup> Totally explainable by the fact that FO Luhansk was still able to mobilise local volunteers and spend nothing on labour in a high number of cases

## PART 2 - PROTECTION ASPECTS

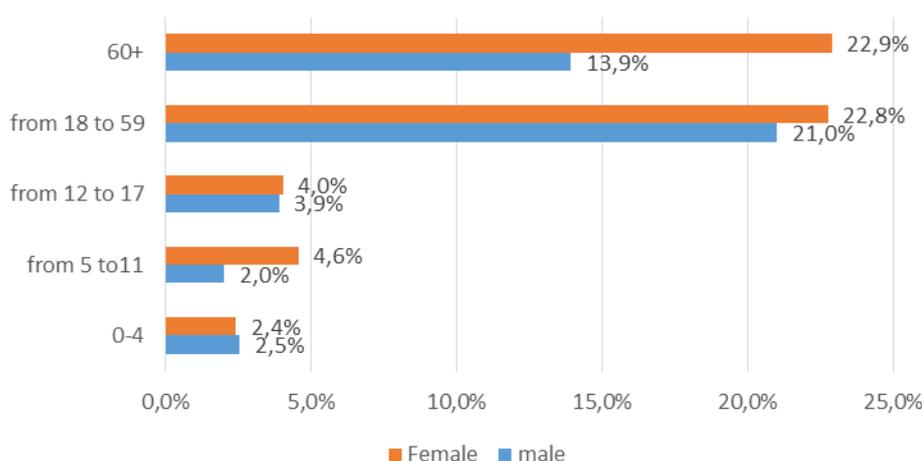
In early 2018, UNHCR reviewed its standard operating procedures for the shelter programme. While some protection considerations had been included in previous versions of the procedures (e.g., use of vulnerability criteria for beneficiary selection), the revisions were intended to ensure a multi-functional assessment of protection and security conditions in specific geographic locations before undertaking shelter interventions. The shelter interventions monitored for this report were undertaken before the revised 2018 procedures came into force.

The 232 vulnerable households visited during the shelter monitoring campaign are composed of 437 females and 333 males (57% and 43%).

The average household size is 3,3 members.

Within the households, 38% of members are 60 or older; children under 18 represent less than 19% of the caseload.

### Household composition by age and gender



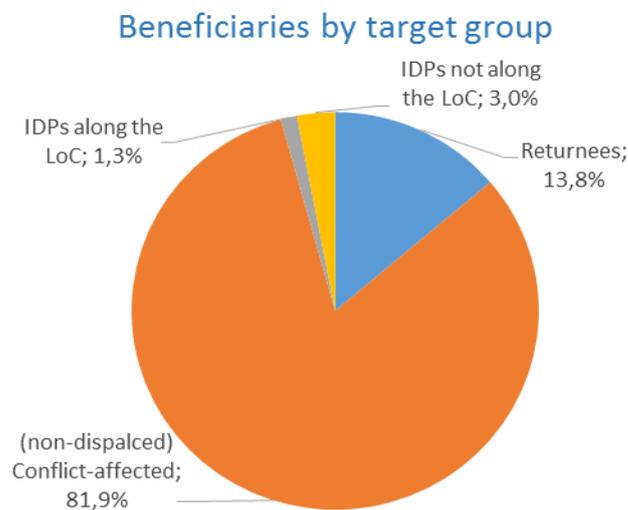
A Joint Committee comprising protection and shelter staff selected 90% of beneficiaries<sup>5</sup>, as prescribed by the SOPs. In 23 cases (11 in Sloviansk, seven in Sievierodonetsk, five in Luhansk), the Joint Committee had not reviewed the beneficiary selection due to lack of time for convening the committee<sup>6</sup>.

<sup>5</sup> The selection of beneficiaries of shelter assistance is finalised through the Joint Committee. A JC is formed at least by Shelter and Protection staff from both UNHCR and the Implementing Partner (only UNHCR, where the programme is in direct implementation); the participation of security advisors is highly recommended. See chapter 6.d of the Shelter SOPs.

<sup>6</sup> As to the 11 cases in the SO Sloviansk AoR, in 2017 the JC was not established at all due to the lack of Protection staff and the relocation of the office. The lack of guidance and control usually assured by the JC resulted in a significant number of mistakes in the selection of the beneficiaries, confirming that the committee is an essential part of the shelter assistance.

Partners shared the profile of the beneficiaries prior to the visit - as prescribed by the guidelines - in 100% of the cases. All the profiles matched the assessment.

All selected beneficiaries belong to one of UNHCR's target groups. As expected, the large majority of the beneficiaries are non-displaced conflict-affected people (190 families, or 82%); returnees constitute the second-largest group (32 families or 14%), while IDPs represent only 4% of the caseload (three families living along the line of



contact, and seven families living far from the line of contact).

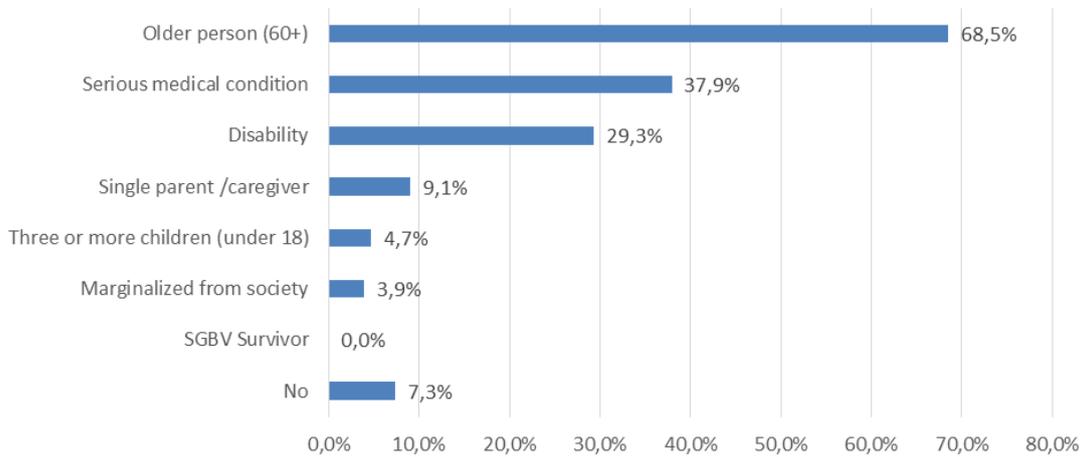
Monitoring visits confirmed that none of the selected recipients had the capacity or the financial means to repair the house by him/herself, which was of course a precondition to be selected for shelter assistance.

As expected, a significant majority of beneficiaries are older persons (69%) or persons with serious medical conditions (38%) or disabilities (29%).

Other groups of persons with specific needs included as beneficiaries included –nine households considered “marginalised from the society”; 21 households with “single-parents and care-givers”; 11 “large families with three or more children.” In total, these represent 18% of the surveyed households.

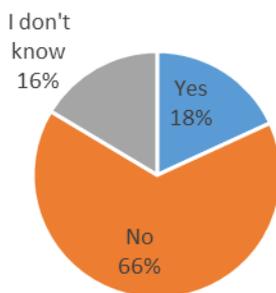
The monitors found that 17 households (7%) did not meet any of the vulnerability criteria in the standard operating procedures for 2018; however, the families faced loss of income due to the conflict, which was considered as a criterion for inclusion in the 2017 shelter program.

### Beneficiaries by vulnerability criteria

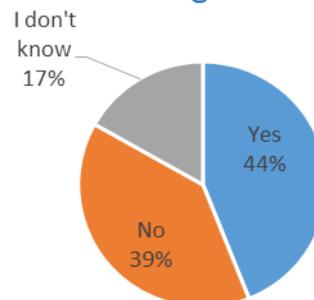


In the section dedicated to safety, 18% of beneficiaries stated that there is a military presence close to their house. More than 40% of beneficiaries said there are mines or UXO close to their house. Furthermore, 16% said they did not know about military presence or mines.

#### Military presence in the neighborhood



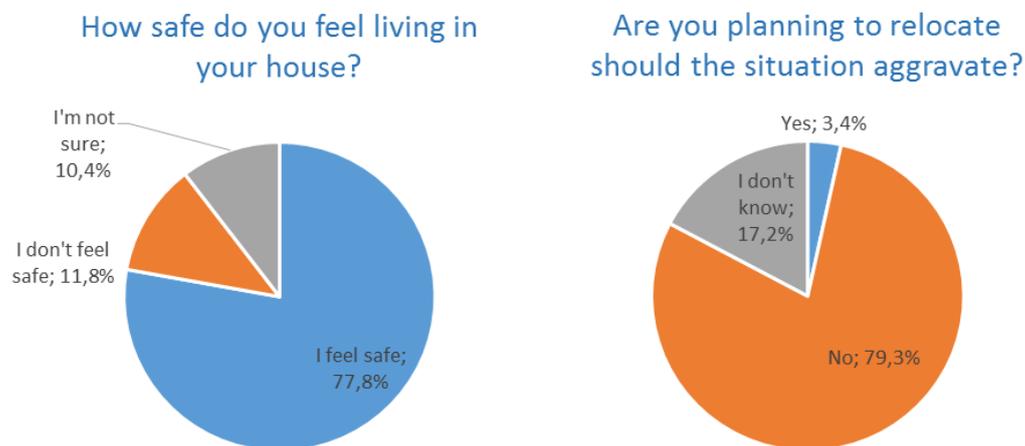
#### Presence of mines/UXO in the neighborhood



Some beneficiaries reside in areas that remain dangerous: eight beneficiaries (3%) claim that there were houses in their neighbourhood damaged by the hostilities in the previous 3 months. A non-negligible number of beneficiaries (nine in Mariupol and one in Sloviansk areas, equal to 4% of the surveyed households) claim that their house has been damaged again after the completion of the repairs.

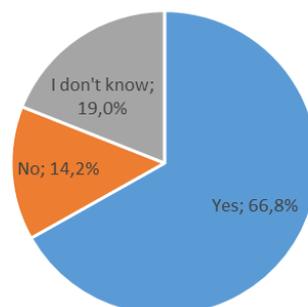
When asked about recent shelling, 14% of the monitored beneficiaries complained that in the previous three months there had been shelling on a daily (7%), weekly (2%), or monthly (5%) basis.

The percentage of monitored families who feel unsafe in their repaired house is significant: 12%, equal to 26 cases. Nevertheless, only a very small number of families (eight or 3% of the total) expressed an intention to relocate in case of deterioration of the military situation. A much larger proportion (79%) say they will not move even in case of deterioration of the situation, while a significant percentage (17%) is unsure of what they would do.



In a relevant number of cases (33, or 14,2% of the total), the monitoring teams found that there had been insufficient assessment of the “likelihood to future shelling” and the “strategic military importance” of the neighbourhood prior to the construction works.

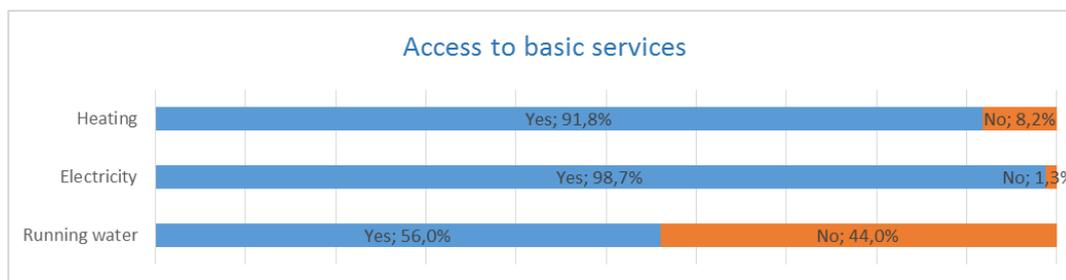
**Were the "likelihood of future shelling" and the "strategic military importance" of the neighborhood properly assessed?**



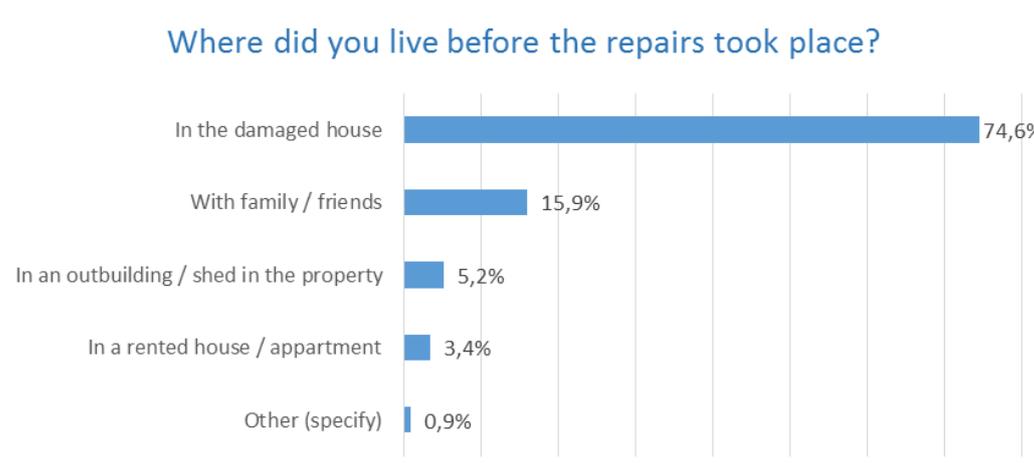
In the section dedicated to the access to basic services, 19 families (8% of the respondents) claimed no access to heating, and three families (1%) no access to electricity.

A much larger proportion of respondents (102 families, or 44% of the total) said they had no access to running water. These respondents live in private houses in rural or semi-rural areas; most of these houses were not connected to a water network even before the conflict.

Only one family reported no access to medical services. All the respondents confirmed having regular access schools, pensions and shopping/purchase services.



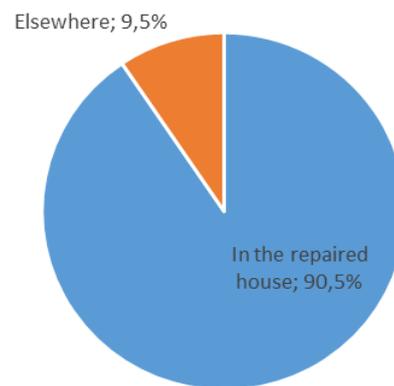
Among the beneficiaries, 75% lived in their damaged house before the repairs took place. It is interesting that this figure does not overlap perfectly with the 81% of the respondents who are recorded under the “(non-displaced) conflict-affected” category.



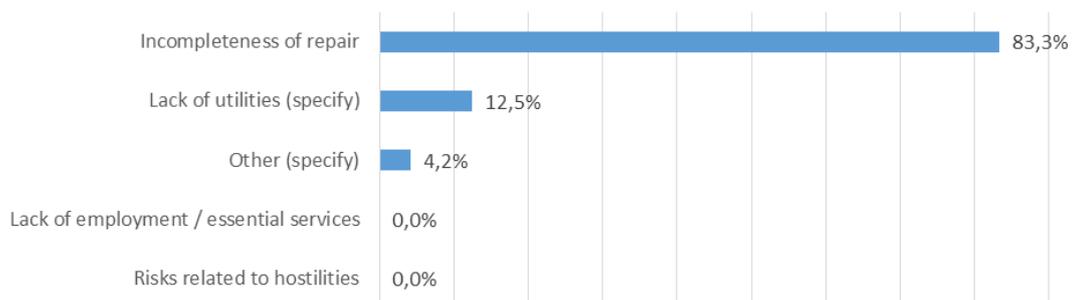
In a significant number of cases (22, equal to almost 10% of the monitored households), the respondents declared that they were not currently living in the repaired house. The reasons are:

- the incompleteness of the repairs for 19 families (in most cases, though, the missing construction works do not really fall under the humanitarian scope and the Shelter Cluster guidelines - for instance, bathroom equipment, furniture, wall covers, finishing works).
- the lack of utilities for four families (three families are not connected to the central heating system (but one is in the process) and 1 not connected to the water network)

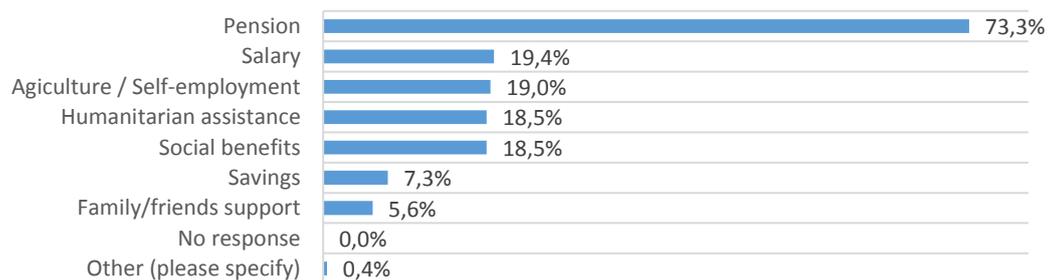
### Where do you live now?



### If you don't live in the repaired house, why?



### Households by family source of income



A high proportion of the respondents is dependent on pensions, humanitarian assistance, social benefits or family/friends support as their source of income<sup>7</sup>. This confirms their specific needs. A significant minority has income from salaries or self-employment, and it is reasonable to expect that these persons would be able to contribute to their shelter repairs, either financially or in kind.

<sup>7</sup> Note that this was a question with multiple answers.

## PART 3 - CONCLUSIONS AND RECOMMENDATIONS

1. Monitoring of the shelter program. UNHCR was not able to meet the targets established in the SOPs for monitoring shelter activities due to several constraints: challenges in arranging for monitoring visits by a multi-functional (shelter/protection) team; inavailability of vehicles (especially armored vehicles); competing priorities; and high targets. For the next round of monitoring, it is recommended to make a modest reduction of the target and require each Field Office to develop and adhere to a monitoring plan to meet the target. The operation's plans to acquire two additional armored vehicles will assist in meeting the target.
2. Technical quality of construction. The monitoring shows that the quality of construction performed by partners and contractors is good. Beneficiary satisfaction is high. Construction materials procured by UNHCR have been used in line with the bill of quantities, and there is no evidence of slippage.
3. Beneficiary selection. The beneficiaries of UNHCR's shelter program are disproportionately female (57%) and older persons (38%). For a small, but not insignificant percentage (7%) of beneficiaries, the monitoring teams were not able to determine which vulnerability criteria the households fit. This may be due to differing assessments made by some partners, changes in circumstances since the original assessment (in early 2017), or the fact that some field offices were unable to convene selection committees for all beneficiaries in early 2017. In future, it is recommended that all Field Offices convene multi-functional teams to review the beneficiary selection in line with the revised 2018 Standard Operating Procedures.
4. Physical security. A significant number of shelter beneficiaries reside in areas where there is military presence (18%), mines/UXOs (44%) and shelling on at least a monthly basis (14%). Nearly 12% of beneficiaries report feeling unsafe in their homes, but only 3% say they would relocate. A significant proportion (17%) is uncertain what to do if there is a deterioration in security conditions, possibly because they do not have suitable alternatives. Despite these risks, only a small number (4%) of houses have been re-damaged following the shelter repair. It is noted that these locations were selected in early 2017, before UNHCR revised its shelter SOPs to oblige the selection committee to explicitly assess physical security before approving locations for construction. In future, it is recommended to continue assessing physical security of locations before approving them, and the impact of this assessment will be measured again to see if there is improvement (which will also depend on the scale of hostilities, of course). Furthermore, UNHCR should contact other partners (where available) to conduct mine risk education for shelter beneficiaries. Also, since it is not possible to conduct shelter repairs in dangerous locations, UNHCR should continue to

explore the feasibility of small-scale voluntary relocation programs targeting the small number of persons who are willing to consider that option.

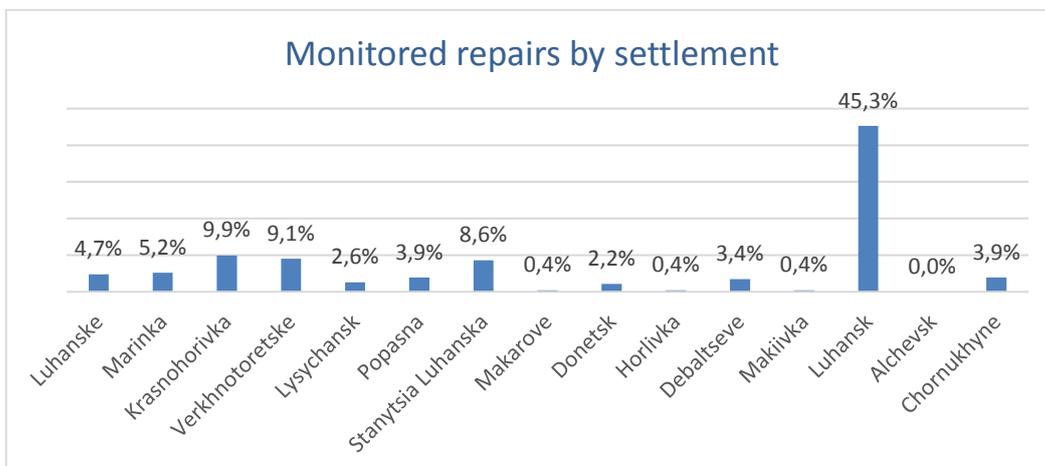
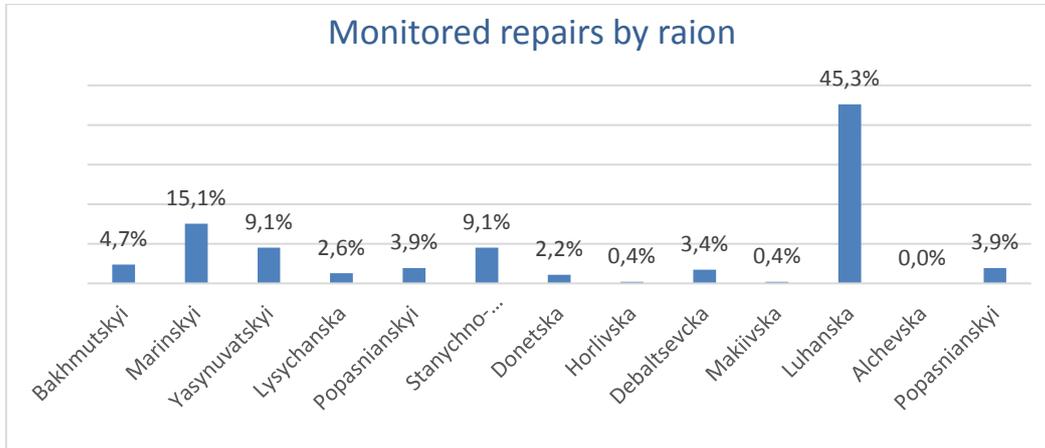
5. Access to services. Shelter beneficiaries have good access to most services, including schools, health facilities, shops and electricity. It is concerning that 8% reported not having access to heating, since this is essential. It is recommended to analyse which group(s) face this risk and target winterization support accordingly. While access to running water is low (56%), it is not clear whether this is related to the conflict, or reflects low pre-conflict access to centralized water systems in rural areas.
6. Durable solutions. The goal of the shelter program is to provide a durable, dignified and suitable housing solution for families affected by the conflict; therefore, it is worrying that in nearly 10% of households, families are not currently residing in their repaired homes. In most of these cases (83%), they report that they do not live there because the repairs are incomplete. Among construction tasks, the first priority has been to help families cover their homes, thereby protecting the structure from further damage and deterioration. To control expenditures, relatively fewer resources have been spent on internal finishing, such as flooring, dry walling, interior doors, etc. In cases where families are unable to finish these relatively small works on their own, this has meant that conditions may not be suitable for the entire family to reside there. The shelter cluster's SOPs state that "turnkey projects" may be completed for particularly vulnerable individuals, on the principle of providing "one warm room" for small households (one-two persons) or "two warm rooms" for larger households (three-four persons). It is recommended that protection and shelter colleagues review the identified cases where families are not living in their repaired houses, and to explore whether it is justifiable to create one/two warm rooms for the family, depending on their vulnerabilities and wishes, the condition of the house, and prevailing security conditions. Furthermore, it is recommended that the Senior Protection Officer and Shelter Officer jointly provide further guidance to shelter partners, as well as protection and shelter colleagues, on procedures for identifying exceptional cases for provision of 'turnkey projects,' as well as which construction works this will typically entail (e.g., flooring, dry walls, interior doors). For example, shelter and protection associates may be advised to submit to the Senior Protection Officer and Shelter Officer a note for the file on such cases, explaining the vulnerabilities, outlining the additional construction works needed and estimating the additional costs. They would assess whether the additional works are necessary and reasonable for achieving the desired protection outcome. Upon their approval, the additional works would be added to the bill of quantities for the household.

## Annex 1 - Details of the monitored sample

Legenda: MsB = Light Repairs in multi-story buildings; LR, MR, HR = Light, Medium and Heavy Repairs in single houses; R = Reconstructions

Field office	no. of interventions in 2017 (by type)		monitoring visits			
			as per the SOPs no. and % on the tot		actually performed no. and % on the tot	
FO Mariupol	MsB	389	117	30%	4 (72*)	1%
	LR				1	
	MR	54	16	30%	24	44%
	HR	27	27	100%	27	100%
SO Sloviansk	MsB	28	8	30%	0	
	LR				0	
	MR	100	30	30%	4	4%
	HR	77	77	100%	3	4%
	R	7	7	100%	4	18%
FO Severodonetsk	MsB	167	50	30%	1 (16*)	7%
	LR				10	
	MR	151	45	30%	-	-
	HR	32	32	100%	8	25%
	R	27	27	100%	17	63%
FO Donetsk	LR	71	21	30%	-	-
	MR	209	62	30%	-	-
	HR	88	88	100%	15	17%
FO Luhansk	LR	143	43	30%	43	30%
	MR	168	304	30%	71	42%
Tot		1.732	607	35%	232	13%

\* The first figure represent the no. of buildings; the second figure, in brackets, represents the assumed no. of beneficiary families



## Annex 2 - Cost analysis

	Implement. partner	No. of cases	Value of the UNHCR-supplied construction material	Value of the partner-supplied construction material	Cost of the labour procured by the project	<b>Tot actual cost of the intervention</b>	Tot cost of the intervention as per the budget
<b>GCA</b> <i>(all prices are expressed in USD and are average figures)</i>							
<b>MsB</b> (mult-story bldg)		5	45	21	53	119	N/A
Mariupol	PiN	4	44	4	29	<b>76</b>	N/A
Severodon.	NRC	1	50	90	150	<b>290</b>	N/A
<b>LR</b> (light repairs)		11	174	85	145	404	400
Mariupol	PiN	1	700	50	100	<b>850</b>	415
Severodon.	NRC	10	121	89	150	<b>360</b>	385
<b>MR</b> (medium repairs)		28	393	191	197	780	760
Mariupol	PiN	24	382	160	171	<b>713</b>	760
Sloviansk	PiN	4	455	374	353	<b>1.182</b>	760
<b>HR</b> (heavy repairs)		38	1.085	847	1.659	3.590	3.452
Mariupol	PiN	27	948	946	1.876	<b>3.771</b>	3.402
Sloviansk	PiN	3	485	660	502	<b>1.647</b>	3.402
Severodon.	NRC	8	1.770	580	1.358	<b>3.708</b>	3.551
<b>R</b> (reconstructions)		21	3.238	3.028	2.981	9.247	7.475
Sloviansk	PiN	4	2.795	1.107	3.330	<b>7.231</b>	7.475
Severodon.	NRC	17	3.342	3.481	2.899	<b>9.722</b>	8.700
<b>NGCA</b> <i>(all prices are expressed in USD and are average figures)</i>							
<b>LR</b> (light repairs)		43	147	0	0	147	N/A
Luhansk	Direct impl.	43	147	0	0	<b>147</b>	N/A
<b>MR</b> (medium repairs)		71	508	0	0	508	N/A
Luhansk	Direct impl.	71	508	0	0	<b>508</b>	N/A
<b>HR</b> (heavy repairs)		15	1.104	1.248	3.466	5.818	N/A
Donetsk	Direct impl.	15	1.104	1.248	3.466	<b>5.818</b>	N/A

## Annex 3 - Shelter Monitoring Form 2018

12/09/2018		Shelter Monitoring Form	
<b>Shelter Monitoring Form</b>			
PLEASE DON'T USE INTERNET EXPLORER. USE ANY OTHER MODERN BROWSER, PREFERABLY CHROME OR FIREFOX			
<b>A. SURVEY DETAILS</b>			
A.1 DATE OF THE VISIT *		A.2 CODE OF THE VISIT *	
yyyy-mm-dd			
A.3 ORGANIZATION *			
<input type="radio"/> UNHCR <input type="radio"/> People in Need (PIN) <input type="radio"/> Norwegian Refugee Council (NRC) <input type="radio"/> Center for Social Development "Most" (Bridge) <input type="radio"/> Donbas Development Centre (DDC) <input type="radio"/> Proliska <input type="radio"/> Right to Protection (R2P) <input type="radio"/> Slavic Heart <input type="radio"/> Youth Organization Maximal <input type="radio"/> Other organization			
A.3.1 OTHER ORGANIZATION *			
A.4 OFFICE *			
<input type="radio"/> Sloviansk <input type="radio"/> Sieverodonetsk <input type="radio"/> Mariupol <input type="radio"/> Kharkiv <input type="radio"/> Donetsk <input type="radio"/> Luhansk <input type="radio"/> Kyiv			
https://enketo.unhcr.org/x/#Ypmq		1/9	



12/09/2018		Shelter Monitoring Form	
<p><b>B.2 WHAT IS THE ADDRESS OF THE REPAIRED SHELTER?</b> *</p> <p><i>Format: Street Name, Street Type (Street/Prospekt/Boulevard/Spusk/Tupik/Road/Pereyulok), House Number</i></p>			
<p><b>B.3 GPS COORDINATES OF THE REPAIRED SHELTER</b> *</p> <p><i>Please ensure to have GPS turned on</i></p> <p>latitude (x.y °)</p> <p>_____</p> <p>longitude (x.y °)</p> <p>_____</p> <p>altitude (m)</p> <p>_____</p> <p>accuracy (m)</p> <p>_____</p>			
			
<p><b>C. BENEFICIARY'S INFO</b></p>			
<p><b>C.1 NAME AND SURNAME OF BENEFICIARY</b> *</p> <p>_____</p>			
<p><b>TECHNICAL ASSESSMENT</b></p>			
<p><b>D.1 PLEASE SELECT THE TYPE OF THE BUILDING</b> *</p> <p><input type="radio"/> Private/Individual</p> <p><input type="radio"/> Multi-storey building (Light repair)</p>			
<p><b>D.2 PLEASE SELECT A REPAIRS TYPE:</b> *</p> <p><input type="radio"/> Light repair</p> <p><input type="radio"/> Medium repair</p> <p><input type="radio"/> Heavy repair</p> <p><input type="radio"/> Reconstruction</p> <p><input type="radio"/> Other</p>			
<p><b>D.2.1 OTHER TYPE OF REPAIRS</b> *</p> <p>_____</p>			
<p><b>D.3 DID THE PARTNER MAKE THE COST ANALYSIS AVAILABLE PRIOR TO THE VISIT?</b> *</p> <p><input checked="" type="radio"/> Yes <input type="radio"/> No</p>			
<p><b>D.3.1 PLEASE SPECIFY</b></p> <p>_____</p>			
<p><a href="https://enketo.unhcr.org/x/#Ypmq">https://enketo.unhcr.org/x/#Ypmq</a></p>			<p>3/9</p>

12/09/2018	Shelter Monitoring Form
<p>D.4 WHAT IS THE TOTAL VALUE OF THE MATERIAL SUPPLIED BY UNHCR? <i>In US\$</i></p>	
<p>D.5 WHAT IS THE TOTAL VALUE OF THE MATERIAL PROCURED BY THE PARTNER? <i>In US\$</i></p>	
<p>D.6 WHAT IS THE TOTAL COST OF THE LABOUR PAID BY THE PROJECT? <i>In US\$</i></p>	
<p>D.7 TOTAL: NAN</p>	
<p>D.8 WAS THE LIST OF SUPPLIED MATERIALS AND PROVIDED LABOUR AVAILABLE AND DULY SHARED BY PARTNER PRIOR TO THE VISIT?</p> <p><input checked="" type="radio"/> Yes                      <input type="radio"/> No</p>	
<p>D.9 IS THE LIST OF SUPPLIED MATERIALS AND PROVIDED LABOUR ATTACHED TO THIS REPORT?</p> <p><input checked="" type="radio"/> Yes                      <input type="radio"/> No</p>	
<p>D.10 ARE REPAIRS CONSISTENT WITH THE LIST OF SUPPLIED MATERIALS?</p> <p><input checked="" type="radio"/> Yes                      <input type="radio"/> No</p>	
<p>D.11 ARE REPAIRS EXECUTED AS PER THE LOCALLY-ACCEPTED STANDARDS?</p> <p><input checked="" type="radio"/> Yes                      <input type="radio"/> No</p>	
<p>D.12 REPAIRED SHELTER (GENERIC PICTURE) <i>Use your smartphone to take/upload a picture of the repaired shelter. Please, do not attach high resolution photo.</i></p> <p>Click here to upload file. (&lt; 10MB)</p>	
<p><b>QUALITY ASSESSMENT/ SATISFACTION LEVEL</b></p>	
<p>E.1 IS BENEFICIARY SATISFIED WITH THE EXTENT AND QUALITY OF THE REPAIRS?</p> <p><input checked="" type="radio"/> Satisfied with quality and extent of repairs  <input type="radio"/> Not satisfied with quality  <input type="radio"/> Not satisfied with extent  <input type="radio"/> Not satisfied at all</p>	
<p>E.2 DID THE BENEFICIARY'S FAMILY HAVE THE CHANCE TO DISCUSS AND AGREE IN THE TYPE OF REPAIR WORKS?</p> <p><input checked="" type="radio"/> Yes                      <input type="radio"/> No</p>	
<p>E.3 DID THE REPAIRS COVER ALL THE DAMAGES SUFFERED BY THE HOUSE?</p> <p><input checked="" type="radio"/> Yes                      <input type="radio"/> No</p>	
<p>E.3.1 PLEASE PROVIDE EXPLANATIONS</p>	
<p><a href="https://enketo.unhcr.org/x/#Ypmq">https://enketo.unhcr.org/x/#Ypmq</a></p>	<p>4/9</p>

12/09/2018 Shelter Monitoring Form

E.4 ARE THE REPAIRS IN COMPLIANCE WITH THE CLUSTER'S STANDARDS AND GUIDELINES? \*

Yes  No

E.4.1 PLEASE PROVIDE EXPLANATIONS

---

E.5 DID PARTNER ENGINEERS REGULARLY FOLLOW THE REPAIR WORKS AND PROVIDE TECHNICAL SUPPORT? \*

Yes  No

E.6 HAVE THE BENEFICIARY HH RECEIVE THE LIST OF THE DELIVERED MATERIAL AND OF THE LABOUR? \*

Yes  No

E.6.1 PLEASE PROVIDE EXPLANATIONS

---

E.7 HAVE THE MONITORING TEAM DULY SHARED WITH PARTNER FINDINGS AND REMARKS FROM THE VISIT? \*

Yes  No

REPAIRED SHELTER (PICTURE) - DETAILS  
 Use your smartphone to take/upload a picture of the repaired shelter. Please, do not attach high resolution photo.  
 Click here to upload file. (< 10MB)

---

E.8 OTHER COMMENTS / OBSERVATIONS  
 Please type in this field any other important information on the repairs.

---

**PROTECTION PART: BENEFICIAR INFO**

HH COMPOSIT <i>Please make sure to put info about beneficiary as well</i>	MALE	FEMALE
<b>0-4</b>		
<b>5-11</b>		
<b>12-17</b>		
<b>18-59</b>		
<b>60+</b>		

**PROTECTION PART: SELECTION AND VULNERABILITY CRITERIA**

G.1 BENEFC HH WAS SELECTED THROUGH JOINT COMMITTEE \*

Yes  No

<https://enketo.unhcr.org/x/#Ypmq> 5/9

12/09/2018	Shelter Monitoring Form
G.1.1 PLEASE SPECIFY WHY NOT SELECTED THROUGH JOINT COMMITTEE <span style="float: right;">*</span>	
G.2 PROFILE OF BENEF HH WAS SHARED BY PARTNER PRIOR TO THE VISIT <span style="float: right;">*</span> <input checked="" type="radio"/> Yes <span style="margin-left: 100px;"><input type="radio"/> No</span>	
G.3 PROFILE OF BENEFICIARY HH MATCHES THE ASSESSMENT <span style="float: right;">*</span> <input checked="" type="radio"/> Yes <span style="margin-left: 100px;"><input type="radio"/> No</span>	
G.3.1 PLEASE SPECIFY WHY BENEFICIARY HH DOESN'T MATCH THE ASSESSMENT	
G.4 BENEF HH BELONG TO ANY OF THE TARGET GROUPS IN THE SOPS <span style="float: right;">*</span> <i>Area near the LoC: 20km on both sides of the line of contact (UNHCR Zone 1)</i> <input type="radio"/> Returnees <input type="radio"/> Conflict-affected <input type="radio"/> IDPs along the LoC <input type="radio"/> IDPs not along the LoC <input type="radio"/> No	
G.4.1 PLEASE SPECIFY WHY BENEFICIARY DOES NOT BELONG TO ANY OF THE TARGET GROUPS IN THE SOPS	
G.5 BENEF HH HAD THE CAPACITY OR THE FINANCIAL MEANS TO REPAIR THE HOUSE BY THEMSELVES <span style="float: right;">*</span> <input type="radio"/> Yes <span style="margin-left: 100px;"><input checked="" type="radio"/> No</span>	
G.6 BENEF HH PRESENTS AT LEAST ONE OF THE VULNERABILITIES LISTED IN THE SOPS <span style="float: right;">*</span> <i>Please make sure to avoid selection of option "no" with any other options in the list.</i> <input type="checkbox"/> Marginalized from society <input type="checkbox"/> Single parent /caregiver <input type="checkbox"/> Serious medical condition <input type="checkbox"/> Three or more children (under 18) <input type="checkbox"/> Disability <input type="checkbox"/> Older person (60+) <input type="checkbox"/> SGBV Survivor <input type="checkbox"/> No	
<b>PROTECTION PART: SAFETY</b>	
H.1 IS THERE A MILITARY PRESENCE IN THE NEIGHBORHOOD? <span style="float: right;">*</span> <input type="radio"/> Yes <span style="margin-left: 100px;"><input type="radio"/> No</span> <span style="margin-left: 100px;"><input type="radio"/> I don't know</span>	
H.2 ARE THERE MINES/UXOS IN THE NEIGHBORHOOD? <span style="float: right;">*</span> <input type="radio"/> Yes <span style="margin-left: 100px;"><input type="radio"/> No</span> <span style="margin-left: 100px;"><input type="radio"/> I don't know</span>	
<a href="https://enketo.unhcr.org/x/#Ypmq">https://enketo.unhcr.org/x/#Ypmq</a>	6/9

12/09/2018		Shelter Monitoring Form				
H.3	WERE ANY HOUSES IN THIS NEIGHBORHOOD DAMAGED BY THE HOSTILITIES IN THE LAST 3 MONTHS?	<input type="radio"/> Yes	<input type="radio"/> No	<input type="radio"/> I don't know	*	
H.4	HOW OFTEN THERE HAS BEEN SHELLING IN THE LAST 3 MONTHS?	<input type="radio"/> Daily	<input type="radio"/> Weekly	<input type="radio"/> Monthly	<input type="radio"/> Year ago	*
H.5	HAS YOUR HOUSE BEEN DAMAGED BY THE HOSTILITIES SINCE THE REPAIR WAS CONDUCTED?	<input type="radio"/> Yes	<input type="radio"/> No		*	
H.6	HOW SAFE DO YOU FEEL LIVING IN YOUR HOUSE?	<input type="radio"/> I feel safe	<input type="radio"/> I don't feel safe	<input type="radio"/> I'm not sure	*	
H.7	SHOULD THE SITUATION AGGRAVATE, ARE YOU PLANNING TO RELOCATE?	<input type="radio"/> Yes	<input type="radio"/> No	<input type="radio"/> I don't know	*	
H.8	WERE THE "LIKELIHOOD OF FUTURE SHELLING" AND THE "STRATEGIC MILITARY IMPORTANCE" OF THE NEIGHBORHOOD PROPERLY ASSESSED? <i>(this question TO BE ANSWERED BY THE ASSESSMENT TEAM IN CONSULTATION WITH THE SECURITY ADVISOR IN THE AREA)</i>	<input type="radio"/> Yes	<input type="radio"/> No	<input type="radio"/> I don't know	*	
<b>PROTECTION PART: ACCESS TO BASIC SERVICES</b>						
<b>J.1 ACCESS TO HH BASIC SERVICES</b>						
J.1.1	DO YOU HAVE ACCESS TO HEATING?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
J.1.2	DO YOU HAVE ACCESS TO ELECTRICITY?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
J.1.3	DO YOU HAVE ACCESS TO RUNNING WATER?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
<b>J.2 ACCESS TO INDIVIDUAL BASIC NEEDS</b>						
J.2.1	DO YOU HAVE ACCESS TO MEDICAL SERVICES?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
J.2.2	DO YOU HAVE ACCESS TO PENSION?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
J.2.3	DO YOU HAVE ACCESS TO SCHOOL?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
J.2.3	DO YOU HAVE ACCESS TO SHOP TO PURCHASE BASIC NEEDS?	<input checked="" type="radio"/> Yes	<input type="radio"/> No		*	
<a href="https://enketo.unhcr.org/x/#Ypmq">https://enketo.unhcr.org/x/#Ypmq</a>						
7/9						

12/09/2018
Shelter Monitoring Form

**PROTECTION PART: SUSTAINABILITY OF THE INTERVENTION**

K.1 WHERE DID YOU LIVE BEFORE THE REPAIRS TOOK PLACE? \*

With family / friends  
 In a rented house / apartment  
 In the damaged house  
 In an outbuilding / shed in the property  
 Other (specify)

K.1.2 PLEASE SPECIFY OTHER PLACE WHERE YOU LIVED \*

K.2 WHERE DO YOU LIVE NOW? \*

In the repaired house       Elsewhere

K.2.1 IF YOU LIVE "ELSEWHERE, WHY?" \*

*select all that apply*

Risks related to hostilities       Incompleteness of repair       Lack of employment / essential services  
 Lack of utilities (specify)       Other (specify)

K.2.1.1 PLEASE SPECIFY "INCOMPLETENESS OF REPAIR" \*

K.2.1.2 PLEASE SPECIFY LACK OF UTILITIES \*

*select all that apply*

Heating  
 Electricity  
 Running water

K.2.1.2.1 PLEASE SPECIFY OTHER "LACK UTILITIES" \*

K.2.1.3 PLEASE SPECIFY "OTHER" FOR WHY YOU LIVE ELSEWHERE \*

<https://enketo.unhcr.org/x/#Ypmq> 8/9



## Annex 4 - Practical guidelines for the organisation of shelter monitoring visits and the use of the shelter monitoring form

**IMPORTANT:** The present instructions apply mainly to the monitoring of already **completed house repairs executed by implementing partners**. For other types of situations (repairs still ongoing, repairs executed in direct implementation or repairs of non-residential or non-private buildings), some parts of the present document may not apply.

### PREPARATION OF THE MONITORING VISIT

1. The partner should always be informed of the visit, especially if it involves the presence of UNHCR senior management (including the HoFO (Head of Field Office)).  
Communication of the visit should be given by the FO, with sufficient notice for the partner to be able to join if they wish so.  
Participation by the partner is not compulsory; but experience shows that the outputs of a monitoring visit are richer and more relevant when a partner's representative is able to join the party.
2. Ideally, the area of the monitoring (village or neighbourhood) and the exact addresses to be visited should be decided by the Monitoring Team leader in consultation with the FO (Field Office), not by the partner. If a visiting Shelter or Programme Officer is part of the team, s/he will be the team leader.
3. In choosing the repairs to be visited, the team leader will preferably give priority to:
  - > the most expensive interventions
  - > completed interventions
  - > beneficiaries with particular vulnerabilities
  - > interventions with technical problems, especially if assessed in previous monitoring visits
4. Once the repairs to be visited are identified, the Field Shelter Associate will contact the partner to share with them the addresses and request them to provide prior to the visit the following documents related to each selected address:
  - a. BoQ (the as-built being compulsory, and the original just facultative) or list of the delivered material
  - b. total cost of the intervention, disaggregated by
    - value of the UNHCR-procured material
    - value of the partner-procured material
    - value of the partner-procured labour
  - c. composition of the beneficiary family and assessed vulnerability

This set of documents must be in the hands of the monitoring team at the moment of the field visit, as it constitutes the basis for both the technical and the protection monitoring.
5. The FO should contact also all the selected beneficiaries with sufficient notice, to assure their presence and the feasibility of the visit.  
In general, if the beneficiary is not present, it is recommended to cancel the visit, as too many and too relevant information can only be collected from the owner of the house.

6. The information will be collected through the use of a monitoring form using the Kobo platform. The use of this form is compulsory.

Information collected through this electronic form will be automatically stored in one database, maintained by the IM unit in consultation with the Shelter Officer. Practical instructions on the use of the Kobo Monitoring Form are provided in the next section of this document.

Beside the collection of information, also photos of the repairs (3 to 6 photos are sufficient) should always be taken. The subject of the photo should take into consideration not only technical aspects but also visibility and PI, and should be stored in an organised way, linked to the database.

## USE OF THE SHELTER MONITORING FORM

### A. SURVEY DETAILS

- A.2 Use your own code (it could be something like “PiN 006 18”, meaning “6th repair executed by PiN monitored in 2018”); the important is that to a code corresponds one repair only. For instance, I store any related documents (scans of BoQs, photos, etc.) in a folder with this code.
- A.3 - A.6 These questions refer to the Monitoring Party: in the paper-form, I found it useful to record who attended the monitoring visit, including partners, donors, local authorities, contractor’s representative, etc.
- There’s a button with a “+” to enter as many members of the party as we need.
- A.6 In my paper form, I used to record the “title”, not only the “functional area”. For instance, I used to record my presence as “Andrea Parisi - UNHCR Dnipropetrovsk - Shelter/NFI officer” (name / surname - organisation / office location - title)

### B. LOCATION

- B.3 Oleksandr Boyarynov can give you better instructions on what to do if you are offline (if you are online, it should be easy to georeferenced the location automatically)

### C. BENEFICIARY’S INFO

### D. TECHNICAL ASSESSMENT

- D.1 If you select “multi-storey”, you will automatically select also “Light Repairs”
- D.3 - D.7 What we mean by “Cost Analysis” is a document that the Partner or Contractor is expected to submit preferably prior to the visit in which the cost of the intervention is broken down into 3 components:
- > value (in USD) of the UNHCR-procured material
  - > value (in USD) of the Partner-procured or Contractor-procured material
  - > value (in USD) of the Partner-procured or Contractor-procured labour
- D.8 As per the Cost Analysis (D.3), also the list of supplied material must be made available by the Partner or the Contractor prior to the visit. This is a must because you can answer to question D.10 only if you have the list of materials in your hands during the monitoring visit.
- D.8 - D.11 All these questions were already in the old form; there should be no problems
- D.12 If you use your smartphone to fill in the Kobo questionnaire, you should be able to take a photo of the building and automatically upload it in the questionnaire. My suggestion for the

first photo: take it from distance, so that you have all the house and even the fence or a bit of surrounding, so that it is easier to recognise the house.

**E. QUALITY ASSESSMENT / SATISFACTION LEVEL**

E.1 - E.7 Of all the seven questions under section E, the questions E.4 and E.7 must be answered by the Enumerator, while the other five must be answered by the beneficiary.

**F. PROTECTION PART: BENEFICIARY INFO**

**G. PROTECTION PART: SELECTION AND VULNERABILITY CRITERIA**

G.2 Similarly to the Cost Analysis (D.3) and the List of supplied materials (D.8), also the profile of the beneficiary HH must be communicated by the Partner prior to the visit, because the verification of the HH profile is part of the monitoring of the quality of the Partner's work.

**H. PROTECTION PART: SAFETY**

H.8 Remember that this question must be answered by the Enumerator, preferably in consultation with the HoFO and the Security Advisor.

**J. PROTECTION PART: ACCESS TO BASIC SERVICES**

**K. PROTECTION PART: SUSTAINABILITY OF THE INTERVENTION**

## Annex 5 - Shelter SOPs 2018

### UNHCR Ukraine - Standard Operating Procedures for Shelter Program in 2018

*Draft as of 4 January 2018*

#### I. Strategic direction of UNHCR's shelter program in eastern Ukraine

1. UNHCR's multi-year, multi-partner strategy for 2018-2022 explains the overall direction of UNHCR's shelter activities in zone 1 (within 20 km on both sides of the line of contact):

**Strategic Goal:** By 2022, the most critical humanitarian and protection needs of IDPs and persons at risk of displacement will be met through an inter-agency response along the line of contact, with UNHCR responding in the areas of protection and emergency shelter/NFIs and meeting critical needs in partnership with government, NGOs and communities.

#### Activities:

- Invest in building the preparedness and response capacity of national actors, in recognition of their role as first, local-level responders, and support their leadership in coordination mechanisms;
- Deliver emergency shelter/NFI support to conflict-affected persons, IDPs, persons at risk of displacement and returnees;
- Conduct light, medium, heavy repairs and reconstruction of damaged housing, in line with Shelter Cluster guidelines to cover the existing humanitarian shelter needs (in cooperation with other actors) by end of 2018 for GCA and another 4-5 years minimum for NGCA, depending on access and evolution of the conflict; thereafter, maintain a capacity to respond flexibly to new damage. UNHCR will give particular attention to shelter interventions in NGCA, since needs are high and fewer organizations provide assistance there. Shelter assistance will be targeted to avoid areas subject to frequent shelling;
- Support government programs to offer alternative housing to households living in dangerous areas along the line of contact, ensuring that any relocation programs respect the principles of voluntariness and informed consent and include procedural safeguards and remedies, provision of adequate housing and compensation;
- Integrate protection (including housing, land and property rights) into all shelter activities;
- Improve the quality of social infrastructure along the line of contact through community support projects implemented in cooperation with local actors and using a community-based approach;
- Winterization activities for 2018-2022 will not be in UNHCR's prioritized plan, but could be implemented if there are critical needs and pending availability of donor funds;
- Collect and analyze information about damage to housing, including in NGCA, to facilitate better planning of the humanitarian response;
- Provide leadership of the Shelter Cluster while implementing a transition plan to hand over the coordination role to government structures progressively in 2018; UNHCR will continue to support sectoral coordination at field level, as needed.

#### II. Scope of these SOPs

2. These SOPs cover UNHCR's interventions to provide light/medium/heavy repairs and reconstruction in both government-controlled areas (GCA) and non-government controlled areas (NGCA) of eastern Ukraine.

#### III. Implementation of the shelter program in 2018

3. UNHCR Ukraine's Country Operations Plan for 2018 sets forth the following plan for implementation of the shelter program:

### **Objective: Shelter and infrastructure established, improved and maintained**

The hostilities have generated significant humanitarian needs among displaced and non-displaced conflict-affected communities alike. Despite several ceasefire agreements, the hostilities continue. All along the line of contact, the consequences of hostilities are visible, with large-scale damage to housing and infrastructure. Many communities along the line of contact still suffer from regular shelling and are in need of urgent shelter assistance. It is estimated that 2,500-3,500 houses have been damaged in 2017 in GCA; a similar level of damage has occurred in NGCA.

The Ukraine Shelter Cluster's Damage Database reflects that the conflict damaged about 24,000 households in GCA of Donetsk and Luhansk oblasts in Eastern Ukraine. Though many homes have been repaired (either through humanitarian actors or by people themselves), the needs continue to exceed the current level of interventions by the Cluster members. As of the end of 2017, there are still unaddressed shelter needs; therefore, UNHCR will continue the repairs of damaged housing into 2018 on both sides of the line of contact, with outreach to areas which were impossible to reach before. The interventions will target returnees and conflict-affected populations who continue living along the contact line. In selecting locations for shelter activities, UNHCR will prioritize areas where there are relatively fewer risks from ongoing shelling.

UNHCR will conduct post-repair monitoring that incorporates protection issues in order to measure the protection impact of the shelter intervention. UNHCR will integrate protection (including housing, land and property rights) into all shelter activities. The shelter activities will target 3,250 households with various types of shelter support. Sixty percent of the shelter beneficiaries will be in NGCA, and 40% in GCA, since in NGCA there are fewer humanitarian actors providing shelter support and the needs are higher. In GCA, the shelter activities will be implemented through NGO partners, and a cash grant will be used to facilitate some shelter activities. In NGCA, the shelter activities will be under direct implementation using a private contractor.

A small number of extremely vulnerable families will be assisted with reconstruction of their homes (total of 40 houses). To respond to the immediate needs of those affected by new shelling, UNHCR will pre-position 1,250 emergency shelter kits including tarpaulin complemented by other basic shelter materials appropriate to the Ukrainian context. UNHCR will advocate for IDPs' access to social housing and will provide coordination and protection expertise to programs implemented by the state and development actors to improve the access of IDPs and host communities to affordable and sustainable housing, including social housing; support the incorporation of protection measures in housing projects (e.g., beneficiary selection, accessibility, social cohesion, etc.) In terms of advocacy, UNHCR will also support government programs to offer alternative housing to households living in dangerous areas along the line of contact, ensuring that any relocation programs respect the principles of voluntariness and informed consent and include procedural safeguards and remedies, provision of adequate housing and compensation.

#### **IV. Coordination**

4. UNHCR coordinates all its shelter activities within the Shelter Cluster. UNHCR provides information to the 5W in order to prevent duplication and promote fair coverage of humanitarian needs. To achieve the highest possible technical standards, UNHCR adheres to guidance notes produced by the Shelter Cluster. When identifying damaged or destroyed houses, UNHCR includes that information into the damage database maintained by the cluster.
5. In GCA, where UNHCR implements its shelter program through NGO partners, it instructs those partners to coordinate through the Shelter Cluster and adhere to the established technical standards. When identifying damaged or destroyed houses, NGO partners include that information into the damage database maintained by the cluster.

#### **V. Protection mainstreaming**

6. Protection mainstreaming is the process of incorporating protection principles and promoting meaningful access, safety and dignity in humanitarian aid. As a protection agency, UNHCR incorporates protection into its shelter activities. In the Ukrainian context, this means:

### **Prioritize safety & dignity, and avoid doing harm**

- Prevent and minimize as much as possible any unintended negative effects of the shelter intervention which can increase people's vulnerability to both physical and psychosocial risks.
- Ensure that the proposed locations for repaired housing are considered following an assessment of the threats associated with armed conflict (ongoing hostilities, presence of the military in/near the settlement), mines/UXOs and environmental conditions;
- Ensure that beneficiaries of the shelter program have legal tenure to the repaired/reconstructed housing, providing legal assistance as a complement to the shelter program as necessary;
- Assess whether access to shelter is causing tension or conflict;
- Ensure that essential services (e.g. health and educational facilities, food distribution and water points, etc.) and materials are operational and can be easily and safely accessed from the shelter and settlement locations;
- Prioritize shelter interventions in geographic locations where people can access employment or livelihoods (e.g., agriculture) in a safe manner;
- Avoid any shelter or settlement activities that involve forced relocation or return;
- Monitor safety of affected populations on an ongoing basis and make changes to the design of the shelter programme or advocate with local authorities for improved safety;
- Take into account local material, existing capacities and the environment. Whenever possible, locally acceptable and available materials and labor should be used to benefit the local economy, while not depleting local resources.

### **Meaningful Access**

- Ensure that agencies consider the needs of different groups in shelter allocation, ensuring that the quality of shelter is equitable across all groups;
- Prioritize people and groups on the basis of need – do not prioritize certain groups because their solutions are easier to achieve;
- Ensure that shelters are accessible and appropriate to all groups and individuals, note in particular concerns of persons with physical or mental disabilities and older persons– where necessary, make individual changes to household shelters;
- Ensure particularly vulnerable groups such as female headed households, older persons and persons with disability have equal access to Core Relief Items and ability to transport them;
- Recognise the joint ownership rights of both male and female heads of household and prevent discrimination;

### **Accountability, Participation & Empowerment**

- Ensure that protection staff work alongside shelter specialists to ensure that the protection implications of shelter interventions are taken into account at the onset;
- Ensure consultation with host communities, government authorities, as well as beneficiaries, men, women, boys and girls;
- Obtain permission (temporary or permanent) before using or building on any land or property, in writing where possible;
- Ensure that appropriate mechanisms are in place through which host communities can measure the impact of the intervention. Set up mechanism for complaints and appeals, and ensuring that men and women are both comfortable to access these complaints mechanism;
- Provide information about people's entitlements and where and how they can access remedies, resolve disputes or apply for compensation – by referring to relevant authorities, legal services, or another agencies specialising in housing, land and property rights.

## VI. Selection of geographic areas and beneficiaries for the shelter program

### A. Geographic areas

7. The Shelter Officer shall request from Partners and Heads of Field Offices recommendations about which geographic areas shall be prioritized for UNHCR's shelter interventions. The Shelter Officer will verify with the Shelter Cluster whether any other agency plans to cover the shelter needs in the identified areas.
8. In line with protection principles, UNHCR will target shelter assistance to avoid dangerous areas that are likely to be subject to further damaging effects of the hostilities. Instead, UNHCR will advocate for government programs to offer alternative housing to households living in dangerous areas along the line of contact
9. The Shelter Officer shall request Protection colleagues to assess the suitability of the proposed geographic areas. Their assessment shall take into consideration the following factors:
  - Availability of social infrastructure in the proposed area (schools, medical facilities)
  - Public transport to these areas
  - Any specific protection concerns about this geographic area

The Shelter Officer shall request Security colleagues to assess the security of the area, particularly the likelihood that the area may be subject to further damaging effects of the hostilities. Their assessment shall take into consideration the following factors:

- Mine/UXO contamination
  - Extent and frequency of past shelling in this area; when this shelling occurred (with greater attention given to more recent incidents)
  - Likelihood of future shelling based on an assessment of the nature of hostilities
  - Strategic military importance of this area, if any
  - Military presence in the area (as military presence may attract incoming fire)
  - Any specific security concerns about this geographic area
10. If full information is not readily available, a multi-functional team of shelter/security/protection colleagues will make a field visit to assess the suitability of the proposed location.
  11. The Shelter Officer shall prepare a note explaining the rationale for the approval/disapproval of each proposed geographic location based on recommendations from the respective field offices. This note shall be signed by colleagues representing the protection, shelter and security functions within the field office responsible for this geographic area, or within the sub-office at Sloviansk.

### B. Mandatory criteria

12. All beneficiaries must fulfil the following criteria:
  - (a) The beneficiary occupied his/her house before the conflict and remains permanent inhabitant of the town/village (even if currently displaced)
  - (b) The beneficiary holds documentation proving his/her ownership of the house/apartment
  - (c) The house of the beneficiary was damaged/destroyed by the conflict and he/she was unable to repair/rebuild at the time of the physical assessment of the property
  - (d) The beneficiary does not own another undamaged and habitable property where s/he can reasonably be expected to relocate
  - (e) The beneficiary intends to return or remain on his/her plot and village of origin, on a permanent and sustainable basis
  - (f) The completion of the proposed repair will enable the beneficiary to live in the home in dignified conditions (i.e., home will have electricity, water, heating)
  - (g) The beneficiary presents a high degree of vulnerability which prevents him/her to undertake the repair works by his/her own

### C. Vulnerability criteria

13. Given the limited resources and significant needs, UNHCR targets its humanitarian shelter program to those who cannot meet their shelter needs without support.
14. UNHCR's shelter program prioritizes persons who - due to the conflict - have lost their capacity to provide to the repair of their houses by themselves, and present the following vulnerabilities:
  - (a) **Marginalized from a society or community:** due to his/her age, personal history, ethnicity (e.g., Roma), religion, nationality, social group, caste, illness, disability, gender, sexual orientation or other factors, is marginalized or exposed to discrimination, harassment, exclusion from participation and/or physical abuse by his/her society. Such marginalization or discrimination may be the result of prejudices, xenophobia or other forms of intolerance.
  - (b) **Single parent/caregiver:** with one or more dependents, including biological or non-biological children, or other dependents (such as an older person). The single parent/caregiver (who may also be a child/elderly) is both the primary income earner or caregiver.
  - (c) **Serious medical condition:** a medical condition which requires assistance, in terms of treatment and medication and / or supervision / follow- up by a physician, including persons who has an alcohol, drug or any other substance addiction that hinders, restricts or affects his/her daily functioning, e.g. diabetes, respiratory illness, cancer, tuberculosis, HIV or heart disease.
  - (d) **Families with 3 or more children under the age of 18:** families with multiple children require shelter of a larger size, and also have a higher dependency ratio than other families.
  - (e) **Disability:** *Physical:* visual, hearing, speech impairment, or physical disability. *Mental/Intellectual:* person who has a mental or intellectual impairment from birth or resulting from illness, injury, trauma or old age (including disorder, psychosis, epilepsy and somatization disorder). A mental impairment is defined as "disability" when it is long-term and may hinder full and effective participation in society on equal basis with others. (Use of a definition from the Ukrainian law and regulations classifying levels of disability, 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> groups. Please note, IDP may not always have a certificate of it)
  - (f) **Older persons (60+):** unable to care for self on daily basis or who have been separated from their usual caregivers; without support or neglected by caregivers. He/she may also suffer from health problems and/or have difficulty adjusting to their new environment and knowing where to seek assistance.
  - (g) **Survivors of SGBV:** persons who may be at risk or have experienced sexual, physical, emotional, psychological, socio-economic violence based on gender or sex.

### D. Procedures for selection of beneficiaries

15. All beneficiaries are selected by through a Joint Committee organized at the Field Office or Sub-Office responsible for the geographic area in which the beneficiaries reside.
16. The Head of Sub-Office/Head of Field Office establishes a multi-functional Joint Committee for each respective Sub-Office/Field Office and appoints its Chairperson, Secretary, members and alternates. The Joint Committee shall include a minimum of four members: UNHCR shelter officer/associate; UNHCR protection/field officer/associate; partner's shelter officer(s) (where partners are involved in the shelter activities); and a partner legal officer (where partners are involved in the shelter activities). Other UNHCR staff (programme, supply, security, IM) may be invited to join the committee.
17. Depending on the location, either a partner organization or UNHCR staff member presents the draft beneficiaries' list. The list contains information collected by an assessment team during house-to-house visits to the proposed beneficiaries. The assessment team shall include at least one person trained on protection issues. For each house, the assessment team completes a *Housing Technical Survey Form* to collect data on damages and socio-economical information of the households. The assessment team also takes pictures of the damaged house (full house + damage details).

18. The Joint Committee approves beneficiaries who meet the mandatory criteria and at least one vulnerability criteria. The decisions are taken by consensus reached among members of the Joint Committee. Decisions can be taken only when there is a quorum, requiring the presence of the Chairperson (or alternate) and two-thirds of the members (or alternates). The Chairperson of the Joint Committee has a right to make a final decision when consensus is impossible.
19. The Joint Committee shall review the supporting documentation regarding all cases for heavy repairs and reconstruction. It will also review the supporting documentation for at least 20% of light and medium repairs, selected at random from the list.
20. At the end all members of the committee shall sign the *Beneficiary Selection List*.
21. If during the implementation period for some reasons some beneficiaries will be removed from the list, all these cases will be explained and documented. If new requests on Heavy Repair/reconstruction are received, another selection committee meeting will be organized to review these cases.

#### VII. Implementation of shelter program in GCA and NGCA

22. In GCA, UNHCR implements its shelter program through international NGO partners. The partners identify beneficiaries, prepare bills of quantities, distribute building materials, mobilize communities and construction brigades (where necessary) for conducting works, and monitor the quality of works. UNHCR conducts the large-scale procurement of construction materials. UNHCR also accompanies the shelter partner in every phase of the project's implementation: identification of areas, needs assessments, selection of beneficiaries, technical support, monitoring and evaluation.
23. In NGCA, UNHCR implements its shelter program directly through private construction companies. NGO partners may play a role in monitoring. UNHCR identifies beneficiaries in cooperation with the local authorities, obtains and revises bills of quantities from the local authorities and monitors the construction works undertaken by the private construction companies. In some cases, local NGOs may also be involved in monitoring construction activities.
24. For this reason, while the SOPs have the same principles in both NGCA and GCA, the composition of the Joint Committee must be adapted to the particular context.
25. As there are fewer shelter actors in NGCA and higher needs, UNHCR prioritizes shelter interventions in NGCA.

#### VIII. Construction

26. Diverse delivery methods will be used in 2019:
  - *in-kind provision* of shelter material remains the preferred option in both GC and NGC areas, and in case of either direct implementation or implementation through shelter partners;
  - *cash-based* shelter interventions will be utilized in 2018; beneficiaries of heavy repairs and reconstructions will receive conditional grants for (1) the payment of labour only; or (2) the payment of both labour and non-standard construction material<sup>8</sup>;
  - *works contracts* will be the option adopted by FOs in the case of interventions in direct implementation, where volunteer brigades are not available and/or where repairs are complex and require specific expertise or machineries. Standard construction material should still be supplied by UNHCR, whenever possible;
  - *self-implementation* and *community mobilisation* remain guiding principles for the 2018 shelter programme.

<sup>8</sup> "Non-standard" are items which are not in the list of the UNHCR-procured construction material, and are procured either by partners or by the beneficiary in the case of some cash-based interventions.

27. UNHCR and its partners apply the standards set forth in the Shelter Cluster's *Guidelines on Structural Repairs and Reconstruction*<sup>9</sup>.
28. For heavy repairs and reconstructions, UNHCR does not repair or reconstruct the full house, due to budget constraints. Instead it provides at least 12 m2 per person (gross covered area), with a minimum of 24 m2, and the imperative of including in this core space kitchen and bathroom.

#### **IX. Referral of shelter beneficiaries for protection services**

29. For each geographic area, UNHCR protection will provide shelter actors with information about how to refer persons for protection services. UNHCR protection will provide shelter actors with training about how to make preliminary identification of protection needs.
30. Shelter actors (whether UNHCR or NGO) will refer persons for protection services when they identify a need.

#### **X. Accountability mechanism**

31. UNHCR utilizes both proactive and reactive feedback mechanisms.
32. A proactive mechanism is when UNHCR proactively seeks feedback/opinion of those persons of concern whom UNHCR and partners have assisted in one form or another to see if the assistance was effective, efficient and met the purpose of the assistance. Current tools of this proactive mechanism include: (a) Shelter monitoring (see section X below); and (b) Partner performance monitoring: multi-functional teams consisting of Protection, Program, Supply or other relevant Units to conduct quarterly or semi-annual monitoring on the assistance itself, the financial aspects.
33. Reactive feedback mechanisms are when persons of concern know where to file a complaint or give feedback, if he or she is not satisfied with the work of a particular staff (UNHCR or partner) or of UNHCR or partner organizations in general. Current tools include:
  - (a) UNHCR hotline: 0-800-307-711;
  - (b) UNHCR complaint boxes installed at UNHCR and partner offices (weekly or monthly)
  - (c) Personal approaches to UNHCR offices: Office hours from 9 am until 6 pm, lunch break: 1-2 pm.
34. All complaints coming from IDPs, host communities, non-profit organization, government structures, media shall be recorded in writing and shared with the Head of Office who oversees the functioning of the accountability framework in each respective UNHCR office.
35. Each feedback/complaint will be handled confidentially. UNHCR will provide a reply/response to the applicant within 2-3 weeks of the initial intake of the complaint. On UNHCR or partner work, UNHCR together with partners will consider lessons learned and may decide to adjust its work for the next year. If the complaint is related to the individual performance of the staff member, it is to be recorded either in the ePAD of the UNHCR staff member or discuss it with the coordinator of the PPA of the partner organization. If it is related to UNHCR or partner misconduct, then UNHCR IGO will recommend the management of the UNHCR Operation in Ukraine to take actions. These actions may involve from warning up to termination of the contract or referring a case to the local law enforcement authorities for criminal actions (depending on the severity of the offence).

#### **XI. Monitoring and evaluation**

##### **A. Objectives of the monitoring**

36. The monitoring of shelter activities funded by UNHCR is a core activity for both protection and shelter teams in Ukraine. The purpose of the monitoring is threefold:
  - (a) to verify the compliance of the works with:

<sup>9</sup> *Guidelines on Structural Repairs and Reconstruction (March 2016;* <http://sheltercluster.org/ukraine/documents/ukraine-cluster-guidelines-structural-repairs-and-reconstruction>);

- the SoW (Scope of Work) and any other technical document (mainly the BoQs (Bills of Quantity) and/or the technical requirements annexed to contracts and ITBs (Invitations to Bid)
  - the locally-accepted quality standards
  - the expectations of beneficiaries and final users
- (b) to measure the protection impact of shelter activities
- (c) to generate recommendations for improving the quality of shelter works and the protection impact of these activities, as well as to inform planning exercises, the evaluation of partners and contracted companies, and to report to donors.

#### B. Monitoring Plans

37. Each field office/sub-office shall develop a detailed Monitoring Plan covering the shelter activities in its geographic area of responsibility. The Monitoring Plan shall ensure the following:
- The plan will include monitoring of both ongoing house repairs, and completed house repairs, which shall be conducted 1-6 months after the construction is completed.
  - Monitoring of completed house repairs will be done for all heavy repairs and reconstructions;
  - Monitoring will be done for at least 30% of light and medium repairs; monitored areas should be proportional to the number of repairs in that area
  - Monitoring will be conducted of at least some repairs in each settlement where UNHCR/partners are conducting shelter activities.

#### C. Monitoring Team

38. For monitoring of ongoing house repairs, the shelter officer/associate may conduct the monitoring alone. S/he will focus on technical aspects of the ongoing construction and will fill in only page 1 of the *Shelter Monitoring Form*. The shelter officer/associate will monitor the pace of the progress of the whole shelter programme in the area (a visual verification of what reported verbally or in writing by partners or contractors regarding the progress of the works) so that, in case of deviation from the expected performance a timely feedback can be provided to the HoFO and senior management, for their follow-up with the partner or the contractor. The shelter officer/associate will also evaluate the quality of the works (or the selection of the recipients), so that technical advice and remarks can be provided in time to reverse partners' or contractors' decisions - if any - not in line with the agreed technical or protection standards
39. For monitoring of completed house repairs, the monitoring team shall be multi-functional. It may include staff members from various units: Shelter, Protection, Programme, Supply, Security, IM or Public Information. At a minimum, the monitoring team should always be composed of field Shelter and Protection staff. The team shall verify the technical aspects by filling out page 1 of the shelter monitoring form (covering quality of the execution, correspondence between BoQ and as-built, etc.) and the protection impact by filling out page 2 of the shelter monitoring form (covering safety, vulnerability, access to services).
40. The presence of a representative of the implementing partner or the contractor, is desirable (because many more relevant answers or information can be obtained already on the spot, increasing the quantity and quality of the information collected), but it is not compulsory. Partners should always be informed in advance of a monitoring visit, with sufficient notice to allow them to participate in the visit as part of the monitoring party, if they wish so. The location of the visit and - if relevant - the exact address selected for the monitoring visit can instead be disclosed with a limited notice, sufficient - in case - for the partner to prepare the requested supporting documents (BoQs, Demographic data, Contracts, etc). This is to guarantee an as objective as possible assessment of the partner's performance. Visits to construction works executed by contracted company do not require a compulsory notice to the contractor.

#### D. [Evaluation](#)

41. The IM officer in cooperation with the Shelter Officer will compile data from the shelter monitoring visits into a common database.
42. The Shelter Officer will convene discussions of a multi-functional team, including the functions of protection, programme, supply shelter and IM, to analyze the data. These discussions will take place twice annually (analyzing mid-year and end-year data).
43. Based on the analysis by the multi-functional team and with the help of the IM unit, the Shelter Officer will prepare a report analyzing the quantity and quality of shelter activities, with the Protection Officer contributing analysis of the protection impact of the shelter activities.

These reports will be used to correct mistakes and introduce improvements so that UNHCR's shelter activities result in durable housing solutions for vulnerable persons, reaching as many people as possible with the resources available.