

# UNHCR UKRAINE MONITORING OF THE 2019 SHELTER PROGRAM



**1,316 households**

received UNHCR permanent/long-term shelter assistance in 2019

**1,178 light and medium repairs and 138 heavy repairs**  
completed between January and December 2019

Jan '19

implementation phase

Dec '19

Oct '19

monitoring phase

Apr '20

**433 monitoring visits**  
conducted between October 2019 and April 2020

## Introduction

This report covers the finding of the post-execution monitoring of 433 houses repaired by UNHCR in the frame of the 2019 shelter programme<sup>1</sup> in the east of Ukraine.

The monitoring visits took place between October 2019 and April 2020 and were performed by UNHCR teams composed of 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 <https://enketo.unhcr.org/x/#Ypmq>; paper version in Annex 4). The form has two main sections, one focusing on technical aspects, the other on protection. A few changes to the questionnaire were introduced in 2019, mainly to capture the feedback on cash-based interventions; all changes, though, comply with the principle of preserving the comparability of data and findings across the implementation years.

All visits were conducted in accordance with the recommendations included in the Standard Operating Procedures for Shelter (see Annex 4) and the dedicated guidelines (see Annex 5).

The monitored sample covers repairs completed in the geographic areas of four of the five UNHCR offices in eastern Ukraine: Mariupol, Sloviansk and Sievierodonetsk in government-controlled areas (GCA); and Donetsk in non-government-controlled areas (NGCA). Last year, Luhansk office in NGCA was not allowed to implement field visits and therefore could not contribute to the 2019<sup>2</sup> monitoring exercise.

The criteria for the selection of the sample remained the same as in the previous years:

- to cover as many areas as possible in order to capture the different conditions in which house repairs are conducted, while 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)

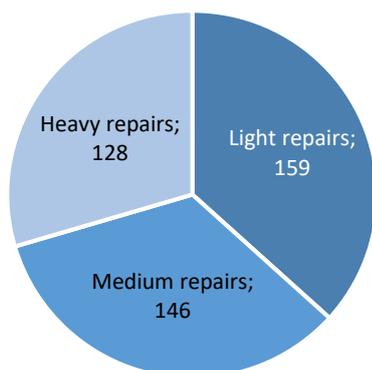
<sup>1</sup> Note that the wording “2019 shelter programme” is used here for the sake of simplification. The total number of 2019 repairs, used for the identification of the sample to be monitored (1,120 households, beneficiaries of long-term shelter assistance), does not perfectly overlap with the total mentioned in the 2019 Ukraine operation’s Year-End Report (1,316 households [this figure does not include the 14 households assisted through the relocation project and the 894 emergency shelter kits distributed in the same period]).

Differences in the two numbers are explained by the fact that in NGCA shelter programmes are not contained in a calendar year. Also due to movement restrictions, repairs that are attributed to a certain year’s programme may be completed or monitored in a different year. Discrepancies in the two sets of figures, though, do not affect the main goal of this report: to highlight trends in the profile of the families and identify weaknesses in the UNHCR shelter response in the country.

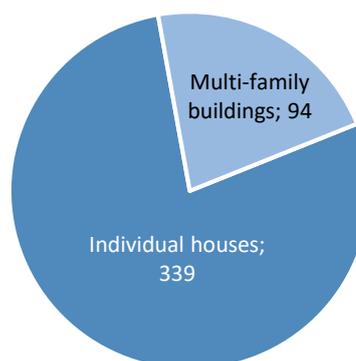
<sup>2</sup> In this and other cases in this report, in order to simplify the text, the year indicates the year during which the repairs were carried out, rather than the year in which the monitoring visit was conducted. For instance, in this case “2019” indicates the monitoring exercise of house repairs executed in the frame of the 2019 shelter programme.

The 433 monitoring visits on which this report is based represent 33 per cent of the 1,316 repairs conducted in 2019 by UNHCR, in line with last year's already satisfactory achievement.

Monitored cases  
by type of repairs



Monitored cases  
by type of building



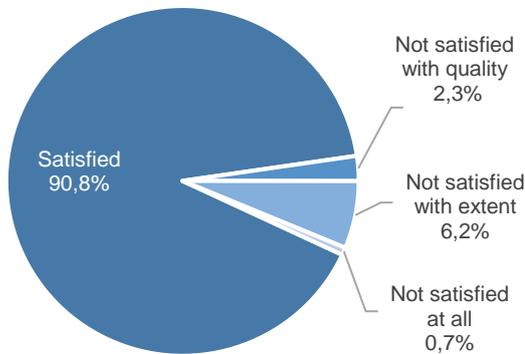
The 433 monitoring visits conducted correspond also to 96 per cent of the minimum sample suggested by the SOPs (which set the minimum number of visits at 452, or 40 per cent of the total number of repairs), as agreed internally by the Shelter Team. These two figures confirm how shelter monitoring - thanks to the commitment of all five heads of field offices, and the support provided by the Protection colleagues - is an established practice in the field.

## PART 1 - TECHNICAL ASPECTS

The monitoring of 2019 shelter confirms the main findings of the previous years: the repair of houses damaged by conflict-related incidents continue to be highly appreciated by recipients (91 per cent of respondents) and executed with good quality (almost 100 per cent of cases).<sup>3</sup>

In only one case out of 433 the repair works were deemed by the monitoring team as being not in accordance with the locally-accepted standards and good construction practices. For comparison, there were seven such cases (less than 2 per cent) in 2018 and none in 2017.

### Satisfaction of beneficiary with repairs



**Beneficiary satisfaction /1** - The percentage of respondents not satisfied with the repairs remains low, but not negligible and - more important - increasing every year (3 per cent in 2017; 5 per cent in 2018; 9 per cent in 2019). Of the 40 respondents who expressed their dissatisfaction, the majority - 27 respondents - were not satisfied with the extent of the repairs; this is often (but not always) explainable simply with the fact that the scope of humanitarian shelter interventions is

limited compared to beneficiaries' wishes.<sup>4</sup> This indicator captures the beneficiary's perception and does not necessarily imply a bad intervention. As a confirmation, of these 27 cases only seven were classified by the monitoring team as non-compliant with the Shelter Cluster guidelines.<sup>5</sup> These seven cases (all in Sloviansk AoR) - although representing an acceptable failure rate (less than 2per cent of the total, like in 2018) - should be the object of a thorough follow up by the concerned Field Office.

Of the remaining 13 who expressed dissatisfaction, ten were unhappy because of the quality of the repairs, and three because of both quality and extent. Nevertheless, all 13 cases were classified by the UNHCR monitoring team as compliant with both the local construction standards and the Shelter Cluster guidelines.

3 The consistent quality is partly 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.

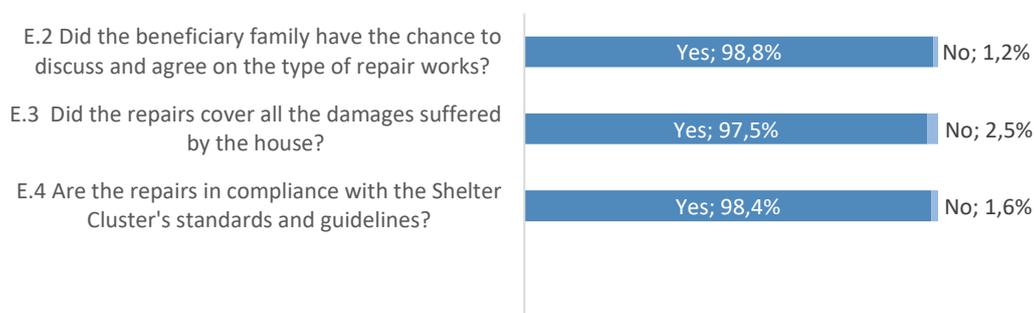
4 Respondents are requested to state whether in their view the repair has covered all the needs. In answering so, recipients of shelter assistance often do not - and are not expected to - consider the limitations inherent in the scope of humanitarian interventions, as agreed upon and applied in the daily practice by Shelter Cluster members. 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.

5 While it is impossible to summarise in a document the definition of "locally-accepted construction standards", for the definition of the specific and complementary "Cluster standards" we can refer to the document Cluster Guidelines - Structural Repairs and Reconstruction, issued by the Shelter Cluster Ukraine in April 2016: [[https:// www.sheltercluster.org/ukraine/documents/ukraine-cluster-guidelines-structural-repairs-and-reconstruction](https://www.sheltercluster.org/ukraine/documents/ukraine-cluster-guidelines-structural-repairs-and-reconstruction)].

Among the 40 respondents dissatisfied with repairs, only one (in FO Donetsk AoR) received a turn-key assistance, while the remaining 39 (in FO Sloviansk and FO Sievierodonetsk AoR) were involved in cash-based self-help repairs.<sup>6</sup> The correlation between the dissatisfaction and the implementation methodology should be further explored and discussed internally and with the implementing partner responsible for the 39 cash-based repairs.

**Quality of the repairs /1** - In 11 cases out of 433 (less than 3 per cent), the monitoring team reported that the repairs did not cover all the damages suffered by the house, but in only 3 of these 11 cases the team recognised in it a deviation from the standards set by the Shelter Cluster.<sup>7</sup> Curiously, in 4 cases, the beneficiaries expressed their satisfaction with both the extent and the quality of the repairs.

### Quality of work and beneficiary satisfaction



The number of repairs that were incomplete at the moment of the monitoring visit - 38, or 9 per cent of the total - requires also some attention. In all 38 cases the repairs were conducted with a cash-based self-implementation methodology, and also in this case the correlation between incompleteness and implementation methodology requires further discussion, involving the partner responsible for these repairs.

All 38 cases were known as incomplete by both partner and UNHCR.<sup>8</sup> In half of the cases only minor works were still pending and, in most of the cases, this did not affect the possibility for the beneficiary family to live in the house. Overall, 15 families (3 per cent of the total) were not living in the house at the moment of the monitoring visit because works

<sup>6</sup> In the 2019 shelter programme, all repairs executed in GCA were implemented by NRC through a cash-based approach: beneficiaries received the main construction material in kind from UNHCR, while NRC distributed to each beneficiary a cash grant sufficient to cover the costs of both the complementary construction material and the workers. The purchase of the complementary material and the recruitment of the construction brigades were the beneficiary's responsibility (with the exception of special cases, for which that responsibility was with NRC field staff).

In NGCA, all repairs monitored for this report were executed with a turn-key implementation methodology (all material provided by UNHCR and contractor or by partner, and workers recruited by contractor or partner), and all repairs were reported as "complete" at the moment of the monitoring visit.

<sup>7</sup> Similarly to what explained in the previous note, also in this case the monitoring team is requested to state whether the house has suffered (and still presents at the time of the visit) damages that have not been covered by the intervention. This is not to be confused with a statement of "non-compliance with the Cluster guidelines" as not all damages fall under the humanitarian scope.

<sup>8</sup> Some of them were eventually not included in UNHCR's agreement with the NGO partner. The partner has in fact reported 902 repairs started in the frame of the 2019 programme, of which only 837 completed. The 65 incomplete repairs - 7 per cent of the total - represent a still acceptable rate, especially if we consider that in a cash-based approach - as opposed to the turn-key assistance offered in the past - a longer implementation time and a relatively high number of beneficiaries unable to complete the works are expected.

were not complete. The total number of beneficiaries not living in their house at the moment of the visit is 20, less than 5 per cent of the sample. Some do not live in the house because of incomplete works, and others because the house lacks electricity, gas or water.<sup>9</sup>

**Cash-based implementation** - A section of the 2019 version of the questionnaire was designed specifically to collect feedback from GCA beneficiaries who received assistance through the cash-based methodology adopted by the shelter partner. In this methodology, beneficiaries had to procure complementary construction material, recruit construction teams and organise the repair works by themselves. The advantages of this approach are usually achieved at the cost of a higher degree of difficulty of the process. Of the 309 monitored cases that were assisted through cash grants, 12 (4 per cent) had problems in procuring construction material or in having it delivered to the site, due to the lack of suppliers in the area or the difficult access to the nearest market or the unsafety of the delivery destination. A more significant number (54, or 17 per cent of the caseload) had problems recruiting construction brigades, mainly due to the high number of construction works going on in their area.

Of the 38 cases of incomplete works mentioned in the previous paragraph, more than half reported problems in procuring material (2 respondents) and/or manpower (18 respondents).

**Beneficiary satisfaction /2** - Only 2 beneficiaries - less than 1 per cent of the total, and in line with 2018 results - stated that partner's engineers had not regularly followed the repair works, nor been available to provide technical support. Both cases are in Sloviansk AoR. For one of them, the beneficiary was unsatisfied with the intervention (it did not meet his expectations regarding the extent of repairs), and the monitoring team classified it as non-compliant with the Shelter Cluster guidelines.

Only 5 beneficiaries - 1 per cent of the total, also this in line with 2018 results - claimed to have had no chance to discuss the type of repair works with UNHCR (one case in Donetsk AoR) or with the partner (4 cases in Sloviansk AoR; in all 4 cases, the beneficiary was unsatisfied with the extent of the repairs; and in two of them, the monitoring team classified the intervention as non-compliant with the Cluster guidelines).

**Quality of the repairs /2** - During the monitoring visits, the Shelter team performed a visual verification of the materials actually used in the repairs against what partner or contractor reported in the final bills of quantities (including materials procured by UNHCR). In only 3 cases out of 433 (in line with the two only cases in 2018 and none in 2017), the visual check revealed inconsistencies. All 3 cases are in Sloviansk AoR; two of them are reported as incomplete interventions, and one as non-compliant with the Cluster guidelines.

<sup>9</sup> As a comparison, in 2018 shelter programme, UNHCR registered 23 incomplete repairs (5 per cent of the total). They were all part of the cash-based implementation modality used in GCA, almost all heavy repairs or reconstructions, and in all 23 cases, the family was living elsewhere at the moment of the visit because works were not complete.

**Cost analysis** - In all 433 monitored cases, partner or contractor shared the cost breakdown with the monitoring team prior to the visit, as expressly recommended in the guidelines.

The table below summarises the average cost of repairs, disaggregated by type and area, with indication of the implementation modality. For each item, the average unit cost of the monitored cases has been extracted from the PDM database (blue column) and compared with both the cost estimated at the beginning of the contract or PPA (grey column) and the actual cost calculated on all cases in each category (green column);<sup>10</sup> unlike in previous reports, this year the cost comparison and other considerations will be based on these last two sets of values:

- In absolute terms, repairs appear in general expensive, and this can be attributed also to the higher standards - compared to the beginning of the shelter response - requested on both sides of the contact line.
- In most of the cases, actual costs (at the end of the intervention) are higher or significantly higher than the estimated ones (at planning stage).
- This applies especially to GCA values, and can be explained by two factors:
  - a. the exchange rate (that affected GCA repairs more than the NGCA ones, as the cost of material and labour was estimated in local currency)
  - b. the indirect costs; in particular:
    - the opening by the partner of new office and warehouse in Donetsk oblast
    - the fact that when the total budget decreases, the incidence of the “indirect costs” component (personnel, cars, office rent, etc.) on the total necessarily increases (this is evident in the complete table in Annex 2, where the weight of each component of the unit cost is reported).
- The decreasing gap between GCA and NGCA costs can be explained more with the increase of the costs in GCA than the other way round. In the case of light repairs, the scope of the intervention (only windows replacement in FO Donetsk; pure distribution of material in FO Luhansk; full light repair in GCA) is different and unit costs are hardly comparable.
- Two cases of significantly lower actual costs compared to the estimated ones (i.e. medium repairs in FO Luhansk and especially heavy repairs in FO Donetsk; both through construction company) can be explained simply with the way the tender documents have been drafted (with the aim at describing a complete intervention, rather than an average one).

Note: as mentioned in previous reports, a fair comparison between repairs implemented in different modalities (through partner NGO or through contractor) can only be achieved by including in the “total unit cost” all relevant components. The values reported in the

<sup>10</sup> The complete table, with the disaggregation of each unit cost in four components (1. UNHR-procured material, 2. Partner- or Contractor-procured material, 3. Partner- or Contractor-procured labour; 4. All other costs associated with the repairs) is available in Annex 2.

summary table here below (as well as in the complete table in Annex 2) are all adjusted values that include all direct and indirect costs.<sup>11</sup>

<b>UNIT COSTS</b> (USD / HH)		<b>estimated cost</b> (as per initial PPA or Contract)	<b>actual cost</b> (as actually paid; all cases)	<b>actual cost</b> (as actually paid; monitored cases)
<b>LIGHT REPAIRS</b>	<b>GCA</b> (NRC)	<b>436</b>	<b>695</b>	<b>727</b>
	<b>NGCA Donetsk</b> (Mira and DDC windows replacement)	<b>669</b>	<b>683</b>	<b>708</b>
	<b>NGCA Luhansk</b> (direct distribution)	<b>768</b>	not available	no monitored cases
<b>MEDIUM REPAIRS</b>	<b>GCA</b> (NRC)	<b>871</b>	<b>1.386</b>	<b>1.690</b>
	<b>NGCA Donetsk</b> (construction company)	<b>2.095</b>	<b>2.414</b>	<b>2.428</b>
	<b>NGCA Luhansk</b> (construction company)	<b>3.342</b>	<b>2.412</b>	no monitored cases
<b>HEAVY REPAIRS</b>	<b>GCA</b> (NRC)	<b>6.928</b>	<b>10.064</b>	<b>9.428</b>
	<b>NGCA Donetsk</b> (construction company)	<b>9.778</b>	<b>5.739</b>	<b>5.673</b>
	<b>NGCA Luhansk</b> (construction company)	<b>13.091</b>	<b>12.611</b>	no monitored cases

<sup>11</sup> The amounts paid by UNHCR to a construction company (direct implementation through contractor) already include by nature not only the purchase of the material and the salary of the construction team workers, but also a proportional quota of many other associated costs (administration, vehicles, office rent, equipment rent, profit, etc.). These associated (or indirect) costs - except profit, of course - are paid by UNHCR also to partner NGOs (implementation through partner) and form the complete cost of a repair also in this implementation modality. In the case of partner NGOs, though, these indirect costs are not included in the cost of material and labour (direct costs) but charged on separate budget lines. The costs in each column of the table include a proportional quota of these costs, either estimated (for the column in grey) or based on the final financial report (columns in green and blue).

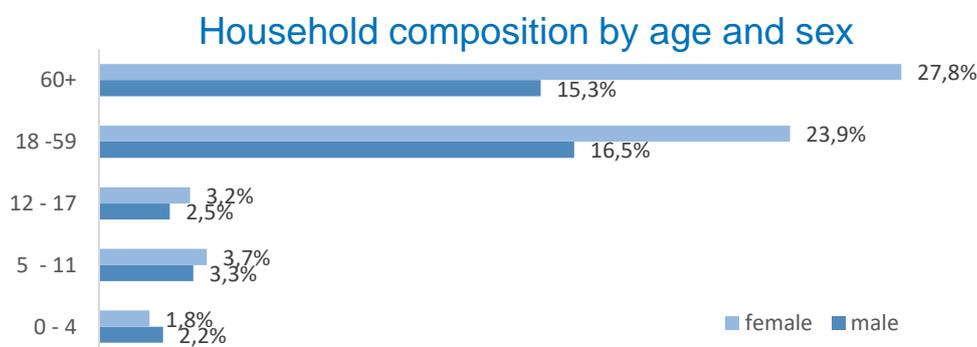
## PART 2 - PROTECTION ASPECTS

The 2019 Shelter programme counts among its achievements also a confirmation of the role played by Protection in support of the Shelter teams, in many phases of the house repair process - identification of target areas, selection of beneficiaries, post-distribution monitoring - as provided for in the Shelter SOPs adopted in 2018. In GCA, some of the households selected for shelter assistance were handled by the partner also for legal aid, where HLP (House, Land and Property) issues had to be settled; a good example of the attempted case-management approach.

**Household composition** - The 433 vulnerable households visited during this round of shelter monitoring are composed of 517 females and 340 males (60 per cent and 40 per cent; it was 62 per cent and 38 per cent in 2018 and 57 per cent and 43 per cent in 2017).

The average household size decreases again: it's 2.0 members compared to 2.6 in 2018 and 3.3 in 2017.<sup>12</sup>

Within the households, 43 per cent of members are 60 or older (it was 37 per cent in the last two years); and children under 18 represent less than 17 per cent of the caseload (same as last two years). The 6 per cent increase of 60+ beneficiaries is all at the expenses of the "18-59" age-group, which decreases from 46 per cent in 2018 to 40 per cent this year; among these working-aged adults, the majority (59 per cent, like the previous year) are women.



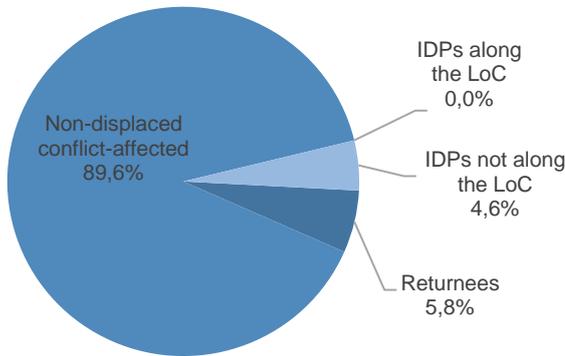
**Beneficiary selection and vulnerabilities** - For the second year in a row, all of the beneficiaries of the interventions monitored in this campaign were selected through the Joint Committee as prescribed by the 2018 Shelter SOPs<sup>13</sup> (it was only 90 per cent in the 2017 round of PDM visits).

The monitoring guidelines request implementing partners to share the profile of the beneficiary family with the monitoring team prior to the visit; also this happened in 100 per cent of cases. And in only one case out of 433, the profile of the beneficiary family (as assessed during the visit) did not match with the profile assessed at beneficiary selection phase (9 cases in 2018 and none in 2017).

<sup>12</sup> The average household size used for planning and reporting UNHCR shelter activities in Ukraine is 2.42

<sup>13</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.

### Beneficiaries by target group



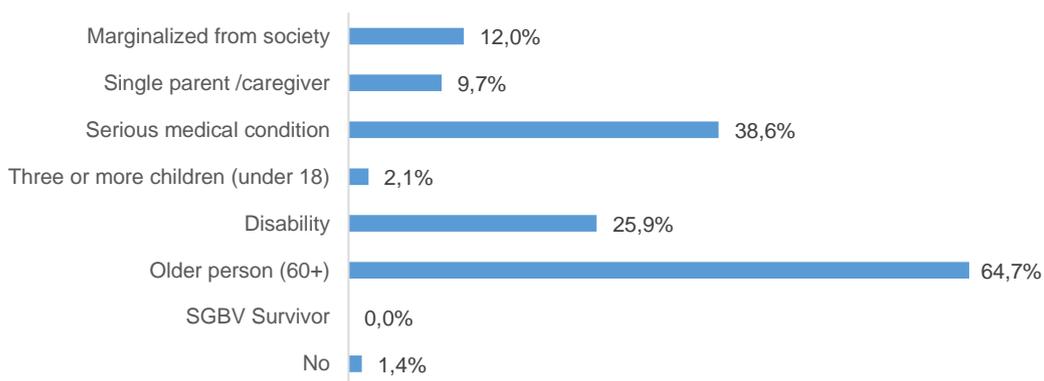
All monitored beneficiaries belong to one of the three UNHCR target groups. As expected, the large majority of them are non-displaced conflict-affected people (388 families, or almost 90 per cent of total; it was 91 per cent in 2018 sample and 82 per cent in 2017). Returnees represent the second largest group (25 families, almost 6 per cent of the total; it was the third group in 2018, with less than 2 per cent of the total, but the second group in 2017 with 14

per cent of the total). IDPs are the third largest group (20 families, or 5 per cent of the total, compared to 8 per cent in 2018 and 4 per cent in 2017).<sup>14</sup>

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

Beneficiaries of shelter interventions were selected among the three target groups mentioned above on the basis of vulnerability criteria set by the Protection Unit. As expected - and consistently with the findings of both 2017 and 2018 rounds of monitoring visits - a significant majority of beneficiaries are older persons (65 per cent, compared to 60 per cent in 2018) or persons with serious medical conditions (39 per cent of the sample, compared to 28 per cent in 2018) or disabilities (26 per cent, compared to 21 per cent in 2018).<sup>15</sup>

### Beneficiaries by vulnerability



In six cases - four in Sloviansk, one in Mariupol and one in Donetsk AoR - no vulnerability was identified, except the generic precondition of not having the financial means to do the repairs<sup>16</sup>.

<sup>14</sup> These percentages do not necessarily represent the whole population in the target areas, but only the composition of the recipients of UNHCR shelter assistance.

<sup>15</sup> Since a person can have more than one vulnerability, the percentages do not sum up to 100.

<sup>16</sup> The category “unmet basic needs / economic vulnerability”, was introduced later, and would have likely included these cases.

**Safety/security** - At least one third of the 2019 house repairs were executed in areas with a military presence (it was 38 per cent in 2018 and only 18 per cent in 2017); this figure refers almost completely to GCA, as this question was by default marked as “I don't know” in most of the questionnaires from Donetsk AoR. Of all respondents, 37 (less than 9 per cent, similar to the result in 2018, but 4 times lower than in 2017) stated that there were mines or UXOs near their house. In a similar percentage of cases, equally spread in the three GCA AoRs, respondents were not able to answer to this question.

Two-thirds of respondents said that shelling in the area was a rare event (less than monthly) in the three months before the monitoring visit (the same result as in 2018); for 10 per cent of them, shelling was heard weekly (all in GCA: 24 respondents in Sloviansk, 17 in Mariupol and 1 in Sievierodonetsk AoRs; it was 10 per cent also in 2018). Among respondents, 13 per cent said that shelling occurred daily (47 respondents in Sloviansk and 10 in Mariupol AoRs; it was 23 per cent in 2018 and 7 per cent in 2017).

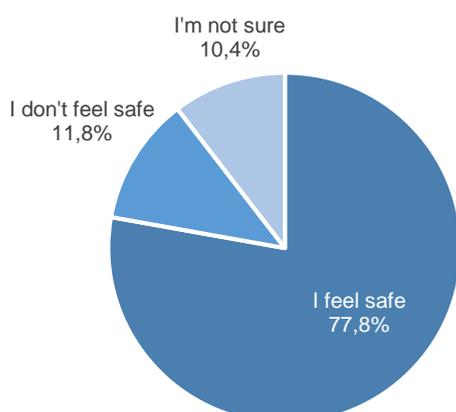
Only 7 respondents (4 in Mariupol, 2 in Sievierodonetsk and 1 in Sloviansk AoR; only one more than in 2018) stated that there had been houses damaged in their area in the three months before the monitoring visit.

In less than 3 per cent of the monitored cases (7 cases in Mariupol, 3 in Sloviansk and 1 in Sievierodonetsk AoRs; it was less than 1 per cent in 2018 and 4 per cent in 2017), the monitored house had been damaged again after UNHCR repair. In 7 of these 11 cases, though, the shelling in the area had a monthly or less-than-monthly frequency, proving that security risk assessments - carried out by Field Offices and security colleagues at area identification phase - were generally reliable.

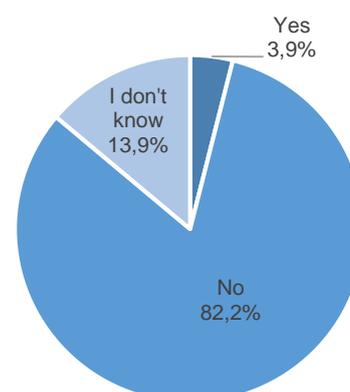
The 97 respondents who did not feel safe in their repaired house or were unsure of the answer represent 22 per cent of the total. This figure, identical to the one registered in 2017, is much lower than the alarming 57% registered in 2018. The 97 respondents are from all four monitored AoRs (65 in Sloviansk, 16 in Mariupol, 7 in Sievierodonetsk and 9 in Donetsk).

Furthermore, the number of respondents who expressed their intention to relocate in case of deterioration of the military situation decreased, from 8 per cent in 2018 to 4 per cent in 2019

### How safe do you feel living in your house?



### Are you planning to relocate should the situation aggravate?



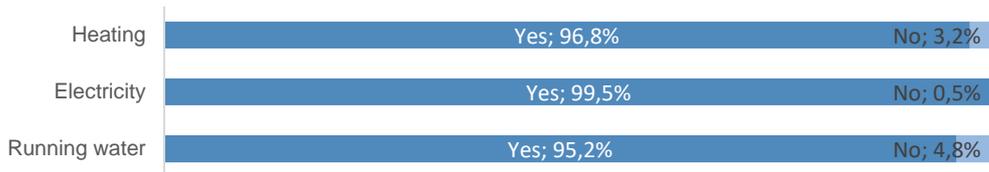
(same percentage as in 2017). The 17 cases are all in GCA, and mostly in Sloviansk AoR. The number of those unsure of what they would do - 60 respondents - decreased as well, from 18 per cent in 2018 to 14 per cent this year.

**Access to basic services** - Only two of the 433 cases monitored for this 2019 Shelter Report have no access to electricity (as in 2017 and 2018); 14 families (most in Mariupol AoR) have no access to heating<sup>17</sup> (3 per cent of the total, compared to 13 per cent in 2018 and 8 per cent in 2017); 21 families (5 per cent of the total, compared to 11 per cent in 2018), all in GCA, have no access to running water.

Eight families have no access to both water and heating, and one (in Mariupol AoR) has no access to running water, heating and electricity.

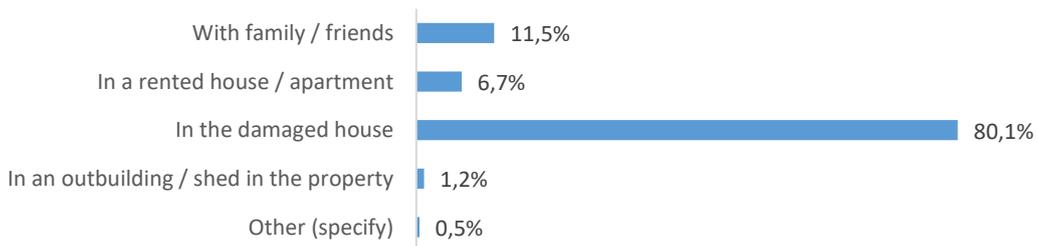
Only two of the 433 monitored families have no access to schools (but it was zero in 2018); two have no access to medical services (less than in 2018); all have access to pensions and shops.

### Access to basic services



A large majority of monitored families (80 per cent, compared to 83 per cent in 2018 and 75 per cent in 2017) lived in their damaged house before the repairs took place. The percentage remains high (70 per cent) also for families whose houses suffered heavy damages.

### Where did you live before the repairs took place?



<sup>17</sup> A family can be selected for shelter assistance only upon their informed commitment to maintain living or return to their repaired house. This commitment is even more relevant when the scope of the repair does not include the restoration of the utilities, including the heating system like in this case.

It's worth noting that there are at least two cases in which the repair of a house that does not include the restoration of the utilities is still compliant with the Shelter Cluster guidelines:

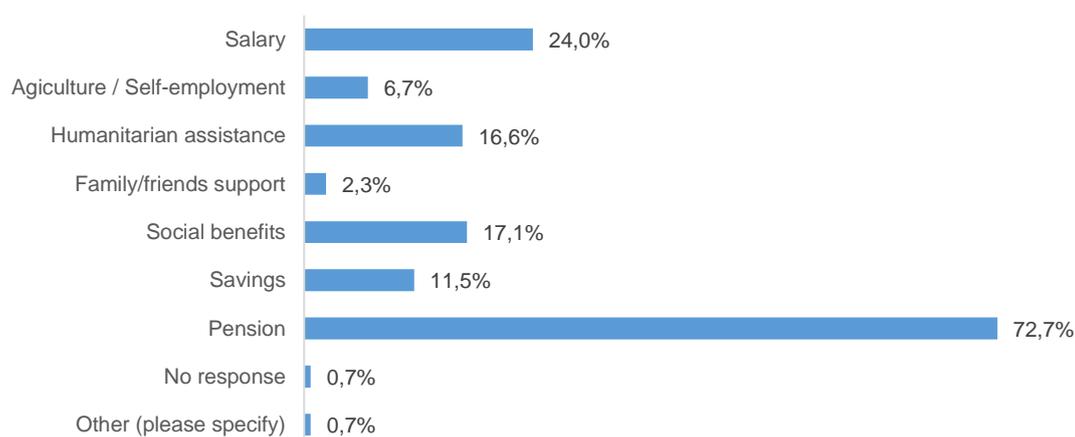
- (1) in the case of light and medium repairs, if the house was not connected to a system even before the repair works (light and medium repairs do not aim at the improvement of the living conditions, but at restoring the conditions before the damage);
- (2) in the case of heavy repairs and reconstructions, when what is missing or damaged is the main line of the system (outside the property), whose restoration is beyond the scope of an emergency shelter programme.

Families not living in the repaired house at the moment of the monitoring visit should in general be counted as unsatisfactory shelter interventions. Such cases are normal in large shelter programmes. In the 2019 monitored sample, this number is limited to 20 families (less than 5 per cent, compared to 7 per cent in 2018 and 10 per cent in 2017) and represents an improvement in the quality of the beneficiary selection. This is especially true if we also consider that half of these 20 families are engaged in self-help heavy repairs (through the NRC cash-based programme) and the reason for not living in the house is simply that repair works are still ongoing. These cases are being monitored by the respective FOs.



Even higher attention is required for the 6 families (4 in Sievierodonetsk, one in Sloviansk and one in Mariupol AoR) - who indicated “lack of utilities” (heating in 5 cases, electricity and water in one case) as the reason for not living in the repaired house.

### Sources of family income



The proportion of respondents who can count on income<sup>18</sup> from salaries or self-employment remains constant (30 per cent, compared to 34 per cent in 2018); a higher proportion of respondents (70 per cent) relies on pensions (compared to 72 per cent in 2018). Half of the sample has pensions and social benefits as their only source of income. In 7 cases, family/friends support or humanitarian aid are the only source of income.

<sup>18</sup> Since a person can have more than one source of income, the percentages do not sum up to 100. See in Annex 3 a graph presenting the whole caseload.

## PART 3 - CONCLUSIONS AND RECOMMENDATIONS

1. Monitoring of the shelter programme /I. (a) The ratio between the number of monitoring visits actually conducted and the minimum number of visits recommended by the SOPs increased from 38 per cent in 2017 to 74 per cent in 2018 to 96 per cent in 2019. This allows to say that PDM is an established practice for the shelter team (and for field offices in general) and no longer a secondary component of their field activity plans.

It must also be said that this phase of the response - with the strictly-emergency nature of the interventions now limited to only few hotspots - would not justify any lower attention to the PDM phase (Luhansk Field Office - which was not allowed to conduct field visits in time to contribute to this round of monitoring - represents an exception).

The control that PDM practice and findings allow to claim on shelter activities, results in more trust accorded by senior managers (and donors) to the sector. The increasing efforts and quality achieved in every AoR in the monitoring phase proves that that message was fully passed to the shelter team.

2. Monitoring of the shelter programme /II. The increasing attention paid by the shelter team also to minor components of the monitoring phase - like the adoption of the recommendations on how to organise the visits, the systematic collection of the documentation before each visit, the availability of cost breakdown for each single monitored case - are additional indicators of a team with a well established background of good practices in a wider range of phases of the shelter cycle.

Another interesting consideration that results from the last three rounds of annual shelter monitoring is that the discussion itself about the methodology of the shelter PDM has represented the most fruitful chance of wider understanding, among the shelter team, on the entire shelter cycle, its theoretical basis, its principles and its final goals. In particular, the design, the practical use and the fine-tuning of the questionnaire - all result of a team effort - played a central role in this. In other words, nothing like the monitoring phase has contributed to the understanding and adoption of good shelter practices among the UNHCR Ukraine shelter team.

3. Quality of construction works. Also in this round of monitoring, findings confirm that the quality of home repairs executed by both partners and contractors remains objectively very good and at the same time appreciated by the vast majority of the beneficiaries; this consideration applies equally to all AoR and to all implementation modalities.

These positive results, confirmed year after year, partly depend - as already mentioned in previous reports - on the simple fact that the type of repairs provided by UNHCR requires skills, materials and technologies that are easily available in the target areas.

4. Incomplete repairs. The 2019 shelter programme registered again a high number of repairs that were not complete at the moment of the monitoring visit: 38 cases (almost 9 per cent of the total). This figure is even higher than the already high 2018 figure (31

cases, 7 per cent of the monitored sample), but represent a less worrying result for at least two reasons:

- (a) all 38 cases are in GCA, where the implementing partner (NRC) adopted a cash-based implementation methodology, which implies the acceptance of the risk that a number of interventions (higher than in the turn-key modality adopted in the past) will not be completed at all or at least not as quickly (especially in case of complex repairs);
- (b) unlike the 2018 monitoring, in the 2019 sample the monitoring teams were aware of the fact that the intervention they were going to monitor was not complete. The recommendation of choosing preferably complete repairs for the sample for the annual shelter report was in these cases not respected for at least two valid reasons: the total number of incomplete repairs by this partner in the 2019 programme (65 cases<sup>19</sup>) was too high to be disregarded; more than half of these 38 cases were in need of only minor works and could therefore represent a valid case for the monitoring purpose

*19 These 65 cases are not counted in the final 2019 NRC's target of 838 households*

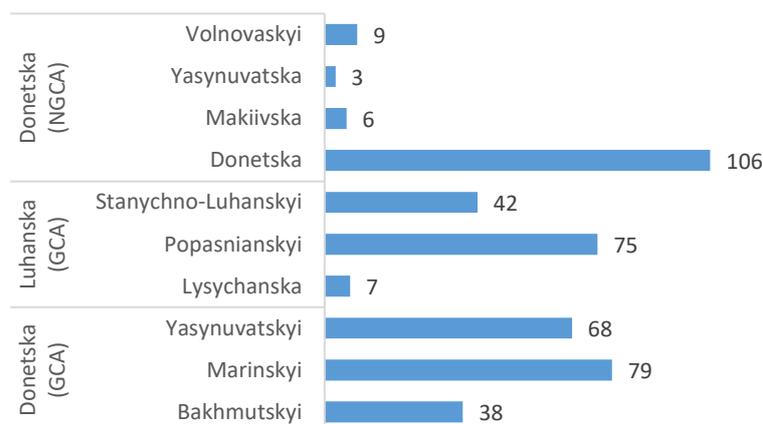
## Annex 1 - Details of the monitored sample

			No. of repairs in the AoR falling under this PDM cycle	No. of initially scheduled visits (and % on tot)		No. of visits actually conducted (and % on tot)	
FO Mariupol	LR	priv. house	113	39	35%	15	26%
		multi-aptm bldg				14	
	MR	priv. house	96	35	36%	26	27%
		HR				priv. house	
SO Sloviansk	LR	priv. house	111	35	32%	35	32%
		MR				priv. house	
	HR	multi-aptm bldg	10	11	100%	11	100%
		priv. house	14	14		14	
FO Sievierodon.	LR	priv. house	155	47	30%	26	45%
		multi-aptm bldg				43	
	MR	priv. house	172	53	31%	33	19%
		HR				priv. house	
<b>sub tot GCA</b>			<b>838</b>	<b>340</b>		<b>309</b>	
FO Donetsk	LR	window repl.	90	15	17%	26	29%
	MR	contractor	54	54	100%	54	100%
	HR	contractor	44	43	98%	44	100%
FO Luhansk	LR	direct distrib.	2				
	MR	direct distrib.	28				
	MR	contractor	39				
	HR	contractor	25				
<b>sub tot NGCA</b>			<b>282</b>	<b>112</b>		<b>124</b>	
<b>TOT (GCA+NGCA)</b>			<b>1,120**</b>	<b>452</b>	40%	<b>433</b>	39%

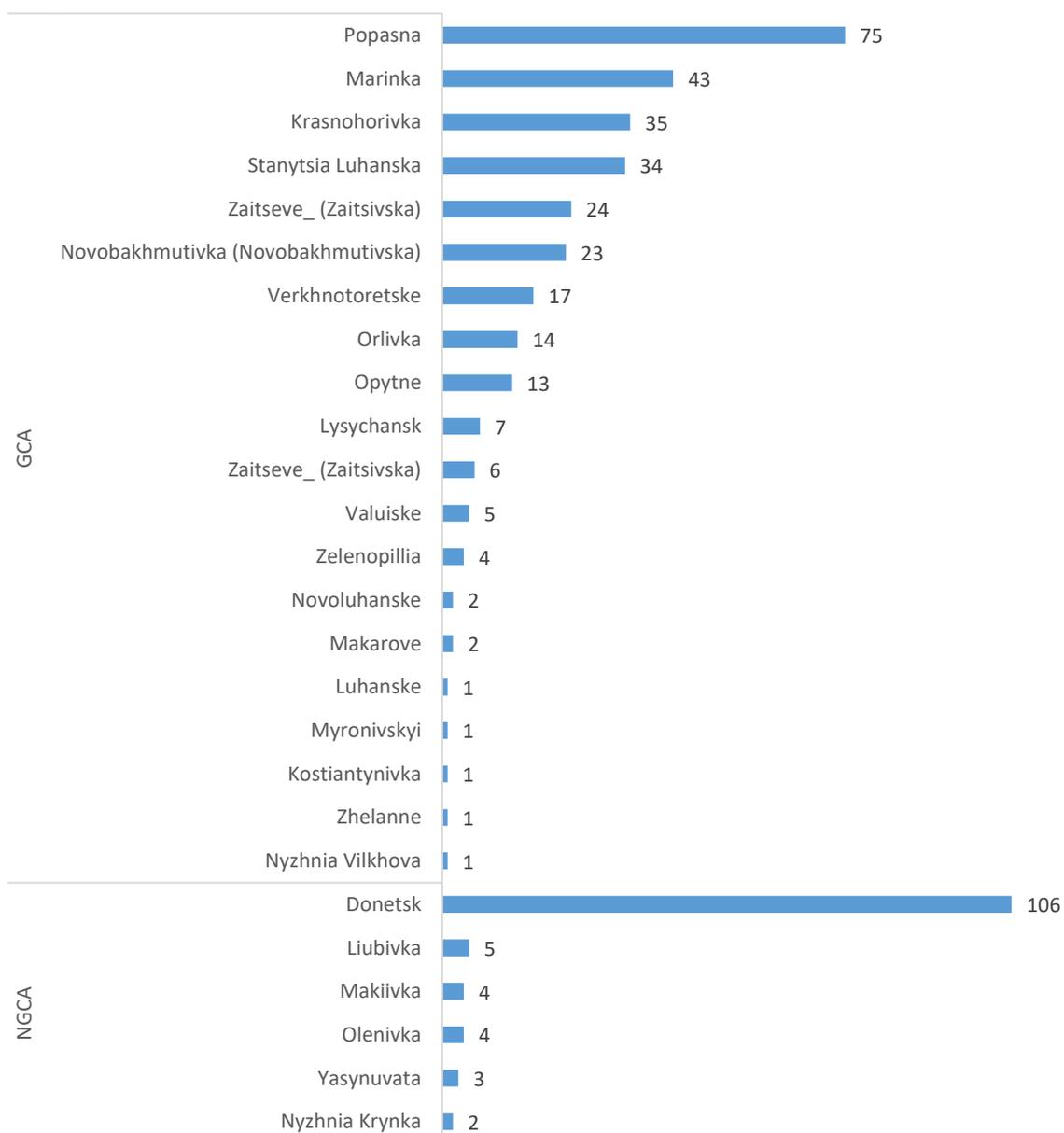
\* This overachievement is explained by the fact that some of the heavy repairs - that FO Mariupol correctly decided to include in the monitoring sample - were later not reported by the implementing partner among the achieved repairs.

\*\* As already explained in footnote 1, this total (1,120 HHs) differs from the total mentioned in the Year-end report (1,316 HHs). The first figure was just an operational figure, used at an early stage (when the official totals had not been determined) to plan the monitoring phase; the second one remains the official shelter achievement for the Ukraine operation in 2019. The use of a lower total cannot have had a major impact on the quality of the monitoring exercise.

## Monitored cases by Oblast/Raion



## Monitored cases by settlement (GCA/NGCA)



## Annex 2 - Cost analysis

The three tables below are an advanced attempt to analyse and compare - in a fair and meaningful way - how much it costed to UNHCR repairing houses in 2019 (a summary of this table is reported also at the end of the Technical paragraph (Part I))

- The three tables below compare separately light, medium and heavy repairs.
- Repairs are grouped by area: (a) GCA, (b) NGCA Donetsk, (c) NGCA Luhansk.
- Each table reports three different unit costs for each repair: (1) the one estimated at PPA or contract phase (grey column); (2) the actual one, calculated on all repairs of the same type in 2019 (green column); (3) the actual one, but calculated on the monitored cases only (blue column).
- The total average unit cost of each repair is disaggregated in four components: (i) UNHCR-procured material, (ii) Partner/Contractor-procured material, (iii) Partner/Contractor-procured labour, (iv) Partner/Contractor any other costs.

This fourth component is what makes costs of repairs implemented in different modalities (through partner NGO (PPA) vs. through construction company (works contract)) fairly comparable. In fact, the amounts paid by UNHCR to a construction company (direct implementation through contractor) already include by nature not only the purchase of the material and the salary of the construction team workers, but also a proportional quota of many other associated costs (administration, vehicles, office rent, equipment rent, profit, etc.). These associated (or indirect) costs - except profit, of course - are paid by UNHCR also to partner NGOs (implementation through partner) and concur to form the complete cost of a repair also in this implementation modality. In the case of partner NGOs, though, these indirect costs are not included in the cost of material and labour (direct costs) but charged on separate budget lines. The costs in each column of the table include a proportional quota of these costs, either estimated (for the column in grey) or based on the final financial report (columns in green and blue).

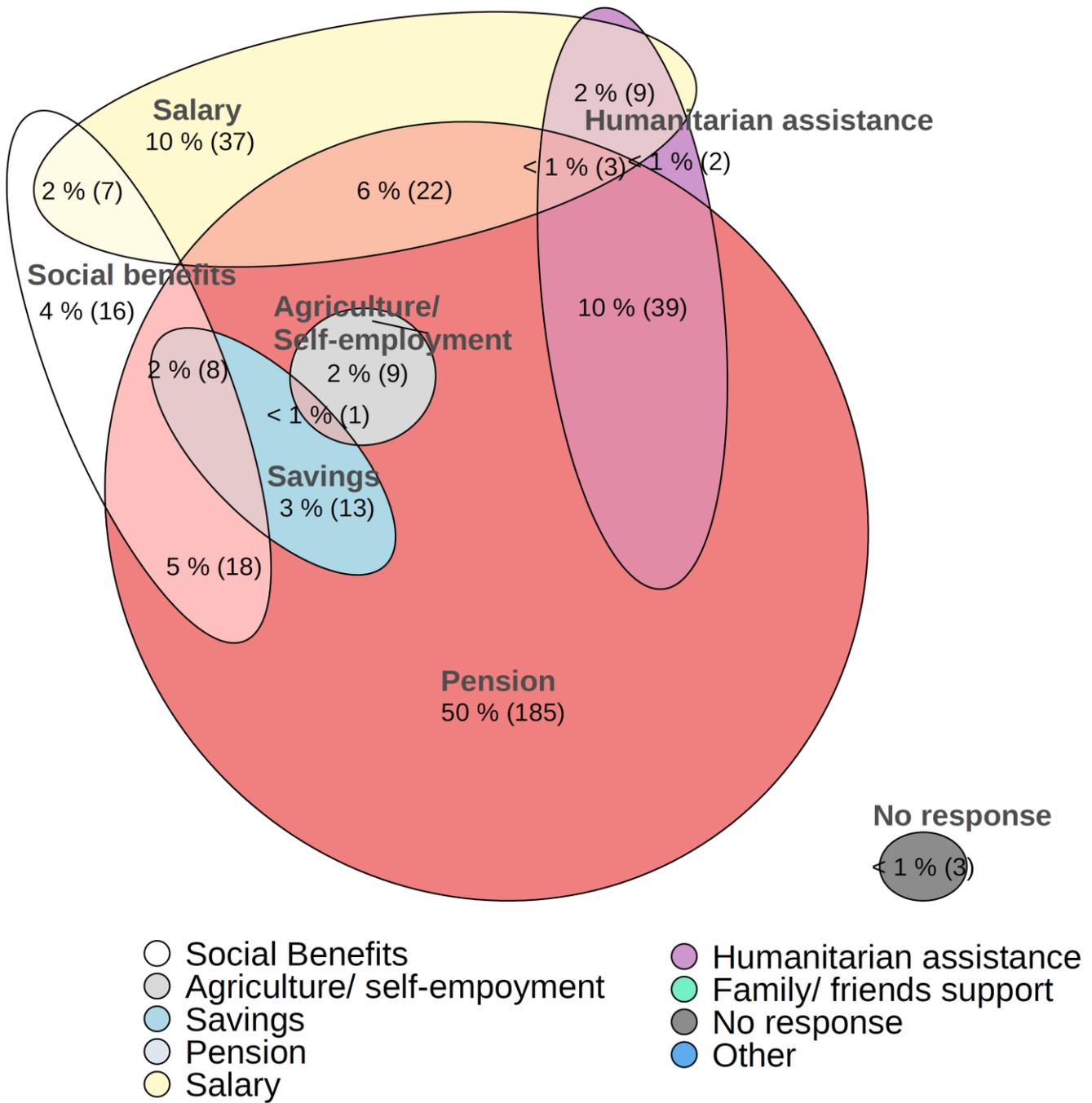
Note: in some cases, the disaggregation "partner-procured material / partner-procured labour" is not explicitly available; the same happens for "contractor-procured material / contractor-procured labour". In such cases, the figure reported in the table is an assumption, calculated on the basis of the closest (or most similar) available disaggregation [example: for NRC, that disaggregation is available at PPA stage, when the cost of labour for light and medium repairs was estimated to be 1.76 times the cost of material; this same proportion was then applied to disaggregate the same costs at final report stage, where the disaggregation is instead not available]

UNIT COSTS in USD		estimated cost		actual cost		actual cost			
		(as per initial PPA or Contract)		(as actually paid; all 2019 repairs)		(as actually paid; monitored cases only)			
LIGHT REPAIRS	GCA (NRC)	UNHCR-procured material	117	27%	117	17%	106	15%	<b>727</b>
		partner-procured material	90	21%	108	16%	148	20%	
		partner-procured labour	138	32%	190	27%	193	27%	
		other costs	91	21%	280	40%	280	39%	
	NGCA Donetsk (DDC windows replacement project)	UNHCR-procured material	0	0%	0	0%	0	0%	<b>708</b>
		partner-procured material	300	45%	300	44%	248	35%	
		partner-procured labour	200	30%	200	29%	277	39%	
		other costs	169	25%	183	27%	183	26%	
	NGCA Luhansk (direct distribution)	UNHCR-procured material	768	100%					<b>0</b>
		partner-procured material	0	0%			no monitored case		
		partner-procured labour	0	0%					
		other costs	0	0%					

UNIT COSTS in USD		estimated cost (as per initial PPA or Contract)		actual cost (as actually paid; all cases)			actual cost (as actually paid; monitored cases only)				
MEDIUM REPAIRS	GCA (NRC)	UNHCR-procured material	234	27%	<b>871</b>	234	17%	<b>1.386</b>	428	25%	<b>1.690</b>
		partner-procured material	179	21%		215	16%		202	12%	
		partner-procured labour	276	32%		378	27%		502	30%	
		other costs	182	21%		558	40%		558	33%	
	NGCA Donetsk (construction company)	UNHCR-procured material	479	23%	<b>2.095</b>	412	60%	<b>2.414</b>	420	59%	<b>2.428</b>
		partner-procured material	582	28%		631	92%		616	87%	
		partner-procured labour	1.034	49%		1.371	201%		1.392	197%	
		other costs	0	0%		0	0%		0	0%	
	NGCA Luhanks (construction company)	UNHCR-procured material	873	26%	<b>3.342</b>	841	35%	<b>2.412</b>	no monitored case	0	
		partner-procured material	1.132	34%		606	25%				
		partner-procured labour	1.337	40%		965	40%				
		other costs	0	0%		0	0%				

UNIT COSTS in USD		estimated cost (as per initial PPA or Contract)		actual cost (as actually paid; all cases)			actual cost (as actually paid; monitored cases only)				
HEAVY REPAIRS	GCA (NRC)	UNHCR-procured material	1.629	24%	<b>6.928</b>	1.629	16%	<b>10.064</b>	1.724	18%	<b>9.428</b>
		partner-procured material	1.619	23%		1.859	18%		1.449	15%	
		partner-procured labour	2.166	31%		2.488	25%		2.167	23%	
		other costs	1.514	22%		4.088	41%		4.088	43%	
	NGCA Donetsk (construction company)	UNHCR-procured material	1.444	15%	<b>9.778</b>	873	15%	<b>5.739</b>	868	123%	<b>5.673</b>
		partner-procured material	2.680	27%		1.501	26%		1.489	210%	
		partner-procured labour	5.654	58%		3.365	59%		3.316	468%	
		other costs	0	0%		0	0%		0	0%	
	NGCA Luhanks (construction company)	UNHCR-procured material	2.511	19%	<b>13.091</b>	2.577	20%	<b>12.611</b>	no nonitored case	0	
		partner-procured material	5.344	41%		4.990	40%				
		partner-procured labour	5.236	40%		5.044	40%				
		other costs	0	0%		0	0%				

## Annex 3 - Sources of income



## Annex 4 - Shelter Monitoring Form 2019

6/18/2020

2019 10\_Shelter Monitoring Form \_ENG

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PLEASE DON'T USE INTERNET EXPLORER. USE ANY OTHER MODERN BROWSER, PREFERABLY CHROME OR FIREFOX

#### A. SURVEY DETAILS

A.1 DATE OF THE VISIT * yyyy-mm-dd	A.2 CODE OF THE VISIT *
A.3 ORGANIZATION * <input type="radio"/> UNHCR <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"/> 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"/> Donetsk <input type="radio"/> Luhansk <input type="radio"/> Kyiv	A.5 NAME AND SURNAME OF ENUMERATOR *
A.6 FUNCTIONAL AREA OF THE ENUMERATOR * <input type="radio"/> Shelter <input type="radio"/> Protection <input type="radio"/> Programme <input type="radio"/> Field <input type="radio"/> Information Management <input type="radio"/> Other	A.6.1 OTHER FUNCTIONAL AREA *
PLEASE PRESS "+" IF YOU NEED TO ADD DETAILS ABOUT OTHER SURVEYOR PARTICIPATING IN A MISSION. IF BLOCK FOR ADDING DETAILS ABOUT OTHER SURVEYOR WAS ADDED ACCIDENTALLY, YOU MAY USE "-" TO DELETE IT.	

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1/10

6/18/2020

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**B. LOCATION**

B.1 WHAT IS THE REGION OF THE REPAIRED SHELTER? \*

 Donetsk oblast
  Luhanska oblast

B.1.1 IS IT IN GCA OR NGCA? \*

 GCA
  NGCA

B.1.2 WHAT IS THE RAYON OF THE REPAIRED SHELTER? \*

B.1.3 WHAT IS THE SETTLEMENT OF THE REPAIRED SHELTER? \*

B.2 WHAT IS THE ADDRESS OF THE REPAIRED SHELTER? \*

*Format: Street Name, Street Type (Street/Prospekt/Boulevard/Spusk/Tupik/Road/Pereyulok), House Number*

B.3 GPS COORDINATES OF THE REPAIRED SHELTER \*

*Please ensure to have GPS turned on*

latitude (x.y °)

longitude (x.y °)

altitude (m)

accuracy (m)

**C. BENEFICIARY'S INFO**

C.1 NAME AND SURNAME OF BENEFICIARY \*

**TECHNICAL ASSESSMENT**
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2/10

6/18/2020

2019 10\_Shelter Monitoring Form \_ENG

D.1 PLEASE SELECT THE TYPE OF THE BUILDING *	
<input type="radio"/> Private/Individual <input type="radio"/> Multi-storey / multi-apartment buildings	
D.2 PLEASE SELECT A REPAIRS TYPE: *	D.2.1 OTHER TYPE OF REPAIRS *
<input type="radio"/> Light repair <input type="radio"/> Medium repair <input type="radio"/> Heavy repair <input type="radio"/> Reconstruction <input type="radio"/> Other	
D.3 PLEASE SELECT THE MODALITY OF THE REPAIRS *	
<input type="radio"/> Cash <input type="radio"/> Inkind <input type="radio"/> Mixed	
D.4 DID THE PARTNER (OR CONTRACTOR) MAKE THE COST ANALYSIS AVAILABLE PRIOR TO THE VISIT? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	
D.4.1 PLEASE SPECIFY	
<hr/>	
D.5 WHAT IS THE TOTAL VALUE OF THE MATERIAL SUPPLIED BY UNHCR? *	
<i>in US\$</i> <hr/>	
D.6 WHAT IS THE TOTAL VALUE OF THE MATERIAL PROCURED BY THE PARTNER (OR THE BENEFICIARY)? *	
<i>in US\$</i> <hr/>	
D.7 WHAT IS THE TOTAL COST OF THE LABOUR PAID BY THE PROJECT? *	
<i>in US\$</i> <hr/>	
TOTAL: NAN	
D.8 WAS THE LIST OF SUPPLIED MATERIALS AND PROVIDED LABOUR (BOQ) AVAILABLE AND DULY SHARED BY PARTNER PRIOR TO THE VISIT? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	

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3/10

6/18/2020

2019 10\_Shelter Monitoring Form \_ENG

D.9 IS THE LIST OF SUPPLIED MATERIALS AND PROVIDED LABOUR (BOQ) ATTACHED TO THIS REPORT? *
<input checked="" type="radio"/> Yes <input type="radio"/> No
D.10 DO THE PROCURED MATERIALS COMPLY WITH THE BOQ? *
<input checked="" type="radio"/> Yes <input type="radio"/> No
D.11 ARE REPAIRS EXECUTED AS PER THE LOCALLY-ACCEPTED STANDARDS? *
<input checked="" type="radio"/> Yes <input type="radio"/> No
D.12 REPAIRED SHELTER (GENERIC PICTURE) Use your smartphone to take/upload a picture of the repaired shelter. Please, do not attach high resolution photo.  Click here to upload file. (< 5MB)

### QUALITY ASSESSMENT/ SATISFACTION LEVEL

E.1 IS BENEFICIARY SATISFIED WITH THE EXTENT AND QUALITY OF THE REPAIRS? *
<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
E.2 DID THE BENEFICIARY'S FAMILY HAVE THE CHANCE TO DISCUSS AND AGREE IN THE TYPE OF REPAIR WORKS? *
<input checked="" type="radio"/> Yes <input type="radio"/> No
E.2 WHO EXECUTED THE WORKS? *
<input type="radio"/> Beneficiary alone/ with help of friends and family <input type="radio"/> Unpaid volunteers <input type="radio"/> Brigades / contractor
WAS IT DIFFICULT FOR BENEFICIARY TO DO A REPAIRS BY HIM/HERSELF? *
<input type="radio"/> Yes <input type="radio"/> No
WAS IT DIFFICULT FOR THE BENEFICIARY TO FIND THE WORKERS? *
<input type="radio"/> Yes <input type="radio"/> No

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4/10

6/18/2020

2019 10\_Shelter Monitoring Form \_ENG

IF YES, PLEASE EXPLAIN WHY? *	
E.3 DID THE REPAIRS COVER ALL THE DAMAGES SUFFERED BY THE HOUSE? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	
E.3.1 PLEASE PROVIDE EXPLANATIONS	
E.4 ARE THE REPAIRS IN COMPLIANCE WITH THE CLUSTER'S STANDARDS AND GUIDELINES? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	
E.4.1 PLEASE PROVIDE EXPLANATIONS	
E.5 DID PARTNER (OR CONTRACTOR) ENGINEERS REGULARLY FOLLOW THE REPAIR WORKS AND PROVIDE TECHNICAL SUPPORT? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	
E.6 HAVE THE BENEFICIARY HH RECEIVED THE BOQ FROM THE IMPLEMENTING PARTNER (OR CONTRACTOR)? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	
E.6.1 PLEASE PROVIDE EXPLANATIONS	E.6 WHO PURCHASED SUPPLEMENTARY MATERIALS *
	<input type="radio"/> The beneficiary him/herself <input type="radio"/> Relatives or friends who help the beneficiary <input type="radio"/> The brigades or volunteer workers <input type="radio"/> The implementing partner <input type="radio"/> No supplementary materials purchased
E.6.1 WAS IT DIFFICULT TO PURCHASE THE MATERIALS? *	E.6.1.1 WHY IT WAS DIFFUCULT? PLEASE EXPLAIN. *
<input type="radio"/> Yes <input type="radio"/> No	
E.7 HAVE THE MONITORING TEAM DULY SHARED FINDINGS AND REMARKS FROM THE VISIT WITH PARTNER (OR CONTRACTOR)? *	
<input checked="" type="radio"/> Yes <input type="radio"/> No	
REPAIRED SHELTER (PICTURE) - DETAILS	
<i>Use your smartphone to take/upload a picture of the repaired shelter. Please, do not attach high resolution photo.</i>	
Click here to upload file. (< 5MB)	

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5/10

6/18/2020

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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 BENEF HH WAS SELECTED THROUGH JOINT COMMITTEE \*

Yes                       No

---

G.1.1 PLEASE SPECIFY WHY NOT SELECTED THROUGH JOINT COMMITTEE \*

.....

---

G.2 PROFILE OF BENEF HH WAS SHARED BY PARTNER PRIOR TO THE VISIT \*

Yes                       No

---

G.3 PROFILE OF BENEFICIARY HH MATCHES THE ASSESSMENT \*

Yes                       No

---

G 3.1 PLEASE SPECIFY WHY BENEFICIARY HH DOESN'T MATCH THE ASSESSMENT

.....

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6/10

6/18/2020

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<p>G.4 BENEF HH BELONG TO ANY OF THE TARGET GROUPS IN THE SOPS *</p> <p><i>Area near the LoC: 20km on both sides of the line of contact (UNHCR Zone 1)</i></p> <p><input type="radio"/> Returnees</p> <p><input type="radio"/> Conflict-affected</p> <p><input type="radio"/> IDPs along the LoC</p> <p><input type="radio"/> No</p>	<p>G.4.1 PLEASE SPECIFY WHY BENEFICIARY DOES NOT BELONG TO ANY OF THE TARGET GROUPS IN THE SOPS *</p>
<p>G.5 BENEF HH HAD THE CAPACITY OR THE FINANCIAL MEANS TO REPAIR THE HOUSE BY THEMSELVES *</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p>	
<p>G.6 BENEF HH PRESENTS AT LEAST ONE OF THE VULNERABILITIES LISTED IN THE SOPS *</p> <p><i>Please make sure to avoid selection of option "no" with any other options in the list.</i></p> <p><input type="checkbox"/> Marginalized from society</p> <p><input type="checkbox"/> Single parent /caregiver</p> <p><input type="checkbox"/> Serious medical condition</p> <p><input type="checkbox"/> Three or more children (under 18)</p> <p><input type="checkbox"/> Disability</p> <p><input type="checkbox"/> Older person (60+)</p> <p><input type="checkbox"/> SGBV Survivor</p> <p><input type="checkbox"/> No</p>	

### PROTECTION PART: SAFETY

<p>H.1 IS THERE A MILITARY PRESENCE IN THE NEIGHBORHOOD? *</p> <p><input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> I don't know</p>
<p>H.2 ARE THERE MINES/UXOS IN THE NEIGHBORHOOD? *</p> <p><input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> I don't know</p>
<p>H.3 WERE ANY HOUSES IN THIS NEIGHBORHOOD DAMAGED BY THE HOSTILITIES IN THE LAST 3 MONTHS? *</p> <p><input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> I don't know</p>
<p>H.4 HOW OFTEN THERE HAS BEEN SHELLING IN THE LAST 3 MONTHS? *</p> <p><input type="radio"/> Daily</p> <p><input type="radio"/> Weekly</p> <p><input type="radio"/> Monthly</p> <p><input type="radio"/> Year ago</p>

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7/10

6/18/2020

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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	

### PROTECTION PART: ACCESS TO BASIC SERVICES

J.1 ACCESS TO HH BASIC SERVICES	
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 CLEAN WATER?	*
<input checked="" type="radio"/> Yes <input type="radio"/> No	
J.2 ACCESS TO INDIVIDUAL BASIC NEEDS	
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 EDUCATION FACILITY?	*
<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	

### PROTECTION PART: SUSTAINABILITY OF THE INTERVENTION

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8/10

6/18/2020

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<p>K.1 WHERE DID YOU LIVE BEFORE THE REPAIRS TOOK PLACE? *</p> <p><input type="radio"/> With family / friends</p> <p><input type="radio"/> In a rented house / apartment</p> <p><input type="radio"/> In the damaged house</p> <p><input type="radio"/> In an outbuilding / shed in the property</p> <p><input type="radio"/> Other (specify)</p>	<p>K.1.2 PLEASE SPECIFY OTHER PLACE WHERE YOU LIVED *</p>
<p>K.2 WHERE DO YOU LIVE NOW? *</p> <p><input type="radio"/> In the repaired house      <input type="radio"/> Elsewhere</p>	
<p>K.2.1 IF YOU LIVE "ELSEWHERE, WHY? *</p> <p><i>select all that apply</i></p> <p><input type="checkbox"/> Risks related to hostilities      <input type="checkbox"/> Incompleteness of repair      <input type="checkbox"/> Lack of employment / essential services</p> <p><input type="checkbox"/> Lack of utilities (specify)      <input type="checkbox"/> Other (specify)</p>	
<p>K.2.1.1 PLEASE SPECIFY "INCOMPLETENESS OF REPAIR" *</p>	<p>K.2.1.2 PLEASE SPECIFY LACK OF UTILITIES *</p> <p><i>select all that apply</i></p> <p><input type="checkbox"/> Heating</p> <p><input type="checkbox"/> Electricity</p> <p><input type="checkbox"/> Clean water</p>
<p>K.2.1.2.1 PLEASE SPECIFY OTHER "LACK UTILITIES" *</p>	<p>K.2.1.3 PLEASE SPECIFY "OTHER" FOR WHY YOU LIVE ELSEWHERE *</p>
<p>K.3 WHAT ARE YOUR HOUSEHOLD'S SOURCES OF INCOME? (SELECT ALL THAT APPLY)? *</p> <p><input type="checkbox"/> Salary</p> <p><input type="checkbox"/> Agriculture / Self-employment</p> <p><input type="checkbox"/> Humanitarian assistance</p> <p><input type="checkbox"/> Family/friends support</p> <p><input type="checkbox"/> Social benefits</p> <p><input type="checkbox"/> Savings</p> <p><input type="checkbox"/> Pension</p> <p><input type="checkbox"/> No response</p> <p><input type="checkbox"/> Other (please specify)</p>	<p>K.3.1 PLEASE SPECIFY OTHER SOURCE OF INCOME *</p>

<https://enketo.unhcr.org/x/qbQ4CoBO>

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L.1 OTHER COMMENTS / IMPORTANT INFORMATION.

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## Annex 5 - Practical guidelines for the organisation of shelter monitoring visits and the use of the shelter monitoring form

(From the *Standard operating procedures for shelter program in 2020*, June 2020 version)

**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. **Monitoring of partner NGO** - Partners should always be informed of the visit, especially if the visit involves the presence of UNHCR senior management (including the HoFO (Head of Field Office)).

Communication of the visit should be given by the FO (Field Office), 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.

**Monitoring of contractor** - Prior information of the visit is not compulsory.

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, not by the partner or the contractor.
3. In choosing the repairs to be visited, the team leader will preferably give priority to:
  - > expensive interventions
  - > completed interventions
  - > beneficiaries with particular vulnerabilities
  - > interventions with known technical problems during the works execution
4. Once the repairs to be visited are identified, the FO 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 or List of delivered material (for both documents, the final version is compulsory while the initial or preliminary one is facultative)
  - b. total cost of the intervention or total value of the delivered material, disaggregated by (if relevant)
    - 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 vulnerabilities

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 verification.

5. The FO should contact - or ask partner or contractor to contact - also all the beneficiaries selected for the monitoring visit 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 gathered through the use of a monitoring form using the Kobo platform. The use of this form is compulsory.

The monitoring form is subject to revisions - based on feedback from users - to adapt it to new implementation modalities or monitoring requirements. Monitoring teams are recommended to consult with the Shelter Officer and the IM (Information Management) unit on the version of the form to be used.

7. The form is meant to be used for the monitoring of completed repairs. However, the same form constitutes a good basis for the monitoring of ongoing repairs as well as it covers most of the aspects that need to be checked during a monitoring visit at any stage of the implementation.

8. 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 internal visibility and public information requirements, and should be stored in an organised way, linked to the database.

## USE OF THE SHELTER MONITORING FORM

### PART I - TECHNICAL ASPECTS

#### A. SURVEY DETAILS

- A.2 Use your own code. The main purpose of this code is for you to be able to associate a submitted form with the related house/household and with a specific monitoring visit.
- A.3 - A.6 These questions refer to the Monitoring Party. In principle, all participants in the monitoring visits - including partners, donors, local authorities, contractor's representative, etc. - should be registered here. There's a button with a "+" to enter as many members of the party as we need.

#### B. LOCATION

- B.3 Geo-referencing works also off-line. If needed, IM unit can provide instructions on this.

#### C. BENEFICIARY'S INFO

(NtC)

#### D. TECHNICAL ASSESSMENT

- D.1 - D.2 In the revised form, the categories "light", "medium" and "heavy" repairs will be available also for repairs on multi-storey and multi-apartment buildings
- D.4 - D.7 "Cost Analysis" indicates the document from which it is possible to disaggregate the cost of the intervention into the different components:
- value (in USD) of UNHCR-procured material
  - value (in USD) of Partner-procured or Contractor-procured material
  - value (in USD) of Partner-procured or Contractor-procured labour

The cost analysis document must be submitted by Partner or Contractor to the monitoring team prior to the visit. (In case of implementation without partner or contractor (like the direct distribution), some of the lines above do not apply, of course).

**IMPORTANT:** in case of multi-storey and multi-apartment buildings, the calculation of the cost is more complex. The repairs in this type of buildings have two components: (1) the repairs of the common parts (mainly the roof, including structural parts for multi-apartment buildings), and (2) the repairs in each individual apartment (mainly windows, walls, and interior works). The total cost of the repair of each apartment in the building will be the sum of the whole amount in (2) and a portion of the sum in (1). To calculate this portion, the monitoring team should divide the sum in (1) by the number of vulnerable families who benefit from the repair.<sup>20</sup>

<sup>20</sup> Example: a multi-apartment building has 4 apartments.

- 3 families live there (one apartment is empty as the family is displaced somewhere else).
- 2 of these 3 families are vulnerable according to UNHCR criteria and eligible for shelter assistance; 1 is not.
- The common roof has structural damage;
- 2 apartments have also medium damages; one of these 2 apartments belongs to a vulnerable family; the other to the non-vulnerable one.

UNHCR decides to assist the 2 vulnerable families, and first fixes the roof (3,000 USD) and then repairs the interior damages in the apartment of the vulnerable family (1,000 USD).

In this example, we have a Heavy Repair (the damage of the roof is structural), with 2 beneficiary HHs.

If we monitor the repair in the apartment with both common and individual damages, the cost of the intervention will be the whole cost of the individual repairs in that apartment (1,000 USD) + a portion of the common repairs (the whole cost divided by the number of vulnerable families in the multi-apartment building:  $3,000 \text{ USD} / 2 = 1,500 \text{ USD}$ ) = 2,500 USD, which is the amount that should be mentioned in the monitoring form.

If we monitor the repair in the apartment with only common damages, the cost of the intervention will be only the portion related to the common repairs = 1,500 USD, which is the amount that should be mentioned in the monitoring form.

To complete the cost analysis in the form, the two amounts need then to be broken down into the three components mentioned in D.4 - D.7.

The same procedure, algorithm and rationale applies also to the calculation of the costs of repairs in multi-storey buildings.

**IMPORTANT:** the algorithm described in this note should be used also for the cost analysis at beneficiary selection stage.

**IMPORTANT:** in the case of multi-storey and multi-apartment buildings, the Shelter Cluster allows to count all the families living in the building as beneficiaries of the intervention, irrespective of their eligibility for humanitarian interventions. For internal purposes, instead, it is suggested to count as beneficiaries (a) only the vulnerable families; and (b) only the vulnerable families who use the apartment as their main place of residence or who have committed to come back if the repairs will take place.

- D.8 Also the detailed list of the material used for the repair must be made available by Partner or Contractor prior to the visit.  
(In case of direct implementation without partner or contractor (like the direct distribution) this information must be provided by the UNHCR shelter team)
- D.10 “Compliance”, refers to the case in which type and quantity of the material used in the repair matches what reported in the final BoQ. The verification is visual and generally can be done only on a few items (roofing slates, windows and doors, bricks, OSB), while others (like the timber used for roof structural repairs) could be impossible to count.
- D.11 The questionnaire includes four questions that may appear repetitive: D.12 (locally-accepted standards) / E.4 (Cluster’s standards) / E.1 (beneficiary’s satisfaction with quality); and then E.1 (beneficiary’s satisfaction with extent) / E.3 (partial or complete coverage).
- D.12 (locally-accepted standards): this question must be answered by the monitoring team, and should consider only the quality of the materials and of the execution of the repair (this question refers to the fact that in some countries, and especially in some areas and some specific context (rural, poor, isolated, unsafe) the standard of the execution of the works could be objectively low, but still accepted);
  - E.4 (Cluster’s standards): this question must be answered by the monitoring team, and should consider other aspects that are not necessarily a concern for the assisted population, but represent instead sectoral guidelines for humanitarian agencies; (like the principle of “one warm-and-dry room” or the specific standards for structural repairs and reconstructions; the non-eligibility of non-conflict-related damages; the non-eligibility of “summer kitchens” or garages; the cost ceilings);
  - E.1 (beneficiary’s satisfaction with quality): this question must be answered by the beneficiary and intends to measure how satisfied the beneficiary is with the quality of the works, irrespective of locally-accepted or Cluster’s standards;
  - E.1 (beneficiary’s satisfaction with extent): this question must be answered by the beneficiary and intends to measure how satisfied the beneficiary is with the coverage of the damages. The feedback on this question is often negative, as beneficiaries often wish that all damages - including those that don’t fall under the Shelter Cluster’s eligibility criteria (humanitarian scope) - are covered by shelter agencies. A negative feedback in this question does not necessarily represent a failed intervention from a humanitarian point of view;
  - E.3 (partial or complete coverage): this question must be answered by the monitoring team and intends to assess whether the extent of the repairs comply with the limits of the humanitarian scope: not more than the “one warm-and-dry room”; but not less than that (no partial interventions that cover only some damages and not others and basically do not create the conditions for the family to live in a dignified way in the repaired house).  
Note: the Cluster’s “one-warm-room” principle has evolved in time, first with the more precise guidelines developed for heavy repairs and reconstructions, and then with the definition of “thermal envelope”, adopted in NGCA.
- D.12 When using a smartphone to fill in the Kobo questionnaire, it should be possible to take a photo of the building and automatically upload it in the questionnaire.  
The first photo should always be taken from distance and include part of the house surroundings for an easier identification of the intervention.

## E. QUALITY ASSESSMENT / SATISFACTION LEVEL

- E.1 - E.7 The questions E.1, E.2, E.3, E.5, E.6 must be answered by the beneficiary; the questions E.4 and E.7 must be answered by the monitoring team.
- E.1, E.3, E.4 (see D.11)

*IMPORTANT: the repair of an apartment in a multi-storey or multi-apartment building should be classified on the basis of both (a) the type and cost of the individual damages to that specific apartment and (b) the type and cost of the damages to the common parts. The repair of an apartment (where the assistance consists of the replacement of 3 windows) located in a multi-apartment building (where the repair of the common parts is limited to the replacement of roofing slates) can be classified as a light or medium repair, even if the total cost exceeds the ceiling of LR and MR, because the reference in this case are the “type of intervention” (in the example, no structural parts are involved) and the “cost per family” (not the total cost).*

## PART II - PROTECTION ASPECTS

### F. BENEFICIARY INFO

(NtC)

### G. 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 assessment of the quality of the Partner's work. This question does not apply, of course, to repairs in direct implementation.
- G.3 The intention is to check whether the profile of the HH (composition, number, age, vulnerabilities) as assessed at the moment of the selection of the HH as a recipient of shelter assistance matches with the profile assessed at the moment of the monitoring visit.

### H. SAFETY

- H.1 - H.4 Answers to these questions should be based on indications provided by the beneficiary. Some of them, though, may result sensitive and inappropriate in some context. In such cases, answers can be provided by the monitoring team, based on information received from other sources and the team's own knowledge of the area. Where no information or knowledge are available, the question can be skipped.
- H.5 - H.8 These questions must be answered by the beneficiary, as the purpose is to register the beneficiary's perception of risks and intentions for the future.
- H.8 This question must be answered by the monitoring team, preferably in consultation with the HoFO and the Security Advisor.

### J. ACCESS TO BASIC SERVICES

- J.1 - J.3 Availability of a heating system and of water and electricity supply is key to the principle that a repair is eligible if - within the (limited) scope of humanitarian shelter interventions - it still allows the beneficiary family to return to the repaired house and live in a dignified way. If this basic principle is not respected, the risk is that the beneficiary family prefers to stay in displacement even after the repair, making the investment a waste of resources.

On another side, though, there are HH who didn't have access to one or more of these basic services even before the conflict, and for whom the unavailability of these services does not constitute a reason for not living in the repaired house. This should be taken into consideration when evaluating the compliance of the intervention with the guidelines.

### K. SUSTAINABILITY OF THE INTERVENTION

(NtC)

## Annex 6 - Shelter SOPs 2018-20

### UNHCR Representation in Ukraine Standard Operating Procedures for Shelter Program in 2018-20 *9 August 2019 revision*

#### 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 2018-20

[NOTE: UNHCR Ukraine's Country Operations Plan for 2018 set forth the plan for implementation of the shelter program as described in the following paragraph. Although some figures in the paragraph refer to the moment in which the first version of these SOPs was issued, the principles and rationale apply to the whole period 2018-20].

### **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

3. 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.
4. 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

5. 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**

6. 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.
7. 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
8. 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
9. 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 reasonable 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 either 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, 1st, 2nd and 3rd 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. NRC will collect, organise and store information on each beneficiary of shelter interventions, along with property documents and – upon completion – the acknowledgment of the received assistance. At the closure of the PPA, NRC will transfer to UNHCR copies of the original beneficiary lists, together with the raw dataset in Excel format (including at least the following fields: first name, patronymic, last name, age, sex, tax number, date of receipt of aid, phone number, and vulnerability criteria, for each beneficiary).
- (h) **Unmet basic needs:** unable to achieve, in his/her current place of residence, a minimum standard of living, including access to food, clothing, sanitary material, housing/shelter, water, medical care, which is otherwise available to persons of concern residing in other parts of the country. More specifically: low income families with unemployed individuals of pre-retirement age (40+); families with one or more children where both parents are unemployed and; individuals whose unemployment is directly caused by the conflict.

#### 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 programme with different modalities, to fit the different context and opportunities available in those areas.

- a. in Donetsk NGCA, the execution of **light repairs** is assigned to local NGO partners who, based on the UNHCR vulnerability criteria, identify and verify beneficiaries in cooperation with the local authorities. The list of the potential beneficiaries is then submitted to a selection committee, composed of both UNHCR and partners' representatives, for review and approval. It's the partner NGOs' responsibility also to select a private contractor company for the implementation of repairs and installation works, and to monitor the construction activities.

**Medium and heavy repairs and reconstructions** are instead executed by UNHCR, in direct implementation, through private construction companies. UNHCR identifies beneficiaries in cooperation with the local authorities, obtains and revises bills of quantities from the local authorities, procures the main construction materials and monitors the construction works; the construction companies procure complementary material and execute the repairs. In some cases, local NGOs may also be involved in the monitoring of the construction activities.

- b. in Luhansk NGCA, **light and medium repairs** are implemented in two different modalities: (i) direct implementation, in the case of families who are able to execute the repair works by themselves; these families receive in-kind construction material directly by UNHCR; (ii) direct implementation through contractor, for more vulnerable families who are not able to execute the works by themselves. In both cases - as well as in the case of heavy repairs (see next paragraph) - UNHCR identifies beneficiaries in cooperation with the local authorities, prepares bills of quantities, procures the main construction materials, provides technical expertise and monitors the construction works.

**Heavy repairs and reconstructions** are executed in direct implementation, but only through private construction companies. The company procures the complementary material and execute the repairs.

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

1. Diverse delivery methods will be used in the shelter programme 2018-20:
  - *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 limited to GCA; 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>21</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 2018-20 shelter programme.
2. UNHCR and its partners apply the standards set forth in the Shelter Cluster's *Guidelines on Structural Repairs and Reconstruction*<sup>22</sup>.
3. For heavy repairs and reconstructions, UNHCR does not repair or reconstruct the full house, due to budget constraints. Instead it provides at least 12 m<sup>2</sup> per person (gross covered area), with a minimum of 24 m<sup>2</sup>, and the imperative of including in this core space kitchen and bathroom.

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

4. 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.
5. Shelter actors (whether UNHCR or NGO) will refer persons for protection services when they identify a need.

### X. Accountability mechanism

6. UNHCR utilizes both proactive and reactive feedback mechanisms.
7. 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.

<sup>21</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.

<sup>22</sup> *Guidelines on Structural Repairs and Reconstruction* (March 2016; <http://sheltercluster.org/ukraine/documents/ukraine-cluster-guidelines-structural-repairs-and-reconstruction>).

8. 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.
  
9. 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.
  
10. 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**

11. 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:
    - 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**

12. 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

13. 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
14. 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).
15. 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

16. The IM officer in cooperation with the Shelter Officer will compile data from the shelter monitoring visits into a common database.
17. 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).
18. 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.
19. 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.