



Shelter Cluster-Gaza Situation Report

December 2014

1. General Overview

The entire population of the Gaza Strip (1.8 million) has been affected directly or indirectly by collapsing buildings and infrastructure during the Last summer conflict due to aerial bombardment and ground operations during Operation Protective Edge (OPE).

At the height of the conflict more than 338,000⁽¹⁾ people fled from their homes, mainly from areas east of the Salah El Din Road, to seek refuge at the UNRWA and Government Schools located all over the Gaza Strip. Post-OPE the number of IDPs quickly fall to 55,000 in early September and to 20,000 by early December 2014 in addition to significant numbers sheltering in private homes with host families, makeshifts, or rented accommodations.

Israeli "Operation Protective Edge" has resulted in more than 10,000 destroyed housing units and about 6,000 housing units sustaining severe damage and rendered uninhabitable. In addition, over 102,000 housing units have suffered minor to major damage. This damage coupled with pending caseloads (around 5,000 Housing units in total) that require reconstruction from previous wars, is putting further strain on chronic overcrowding and housing shortages in the Gaza Strip.

The import of materials for reconstruction (cement, aggregate, and reinforcement bar) is strictly controlled. The Gaza Reconstruction Mechanism (GRM) is designed to allow reconstruction materials into Gaza, including cement, reinforcement bar and aggregate. The mechanism is in its early stages and has yet to achieve the pace of materials delivery required. The continued closure of the Rafah border to materials is exacerbating the problem.

The impending winter and high levels of housing damage coupled with delays in funding and materials supply are forcing the prioritisation of emergency winterisation over durable repairs making the response more costly than it need be.

Investment in WASH infrastructure has lagged behind urban growth leading to drainage and evacuation networks becoming undersized compared to needs. The additional diminution of network capacity caused by damage to wastewater and sewage networks and pumping stations coupled with debris blocking drainage channels and neighbourhoods will exacerbate any potential for flooding this winter rendering more households displaced and re-displaced as a result of OPE.

In order of importance the shelter needs for the families displaced from destroyed and severely damaged uninhabitable housing units is being met mostly through host families , rented accommodation, collective centre capacity and prefabricated units while many families are likely to be staying at home in housing units that are not fit for winter.





¹ Shelter Cluster situation report # 38, based on UNRWA and MoSA collective centres figures on 26 Aug 2014



2. Key Damage Updates

On 20 November 2014, UNDP/MOPWH announced the conclusion of housing damage assessment which was conducted jointly over two months period for non-refugee case load, totalling 28,259 cases from which 3,324 housing units were totally destroyed, 1,569 severely damaged, and 23,266 units were partially damaged (2,375 and 20,991 units sustained major and minor damages respectively). Additionally, UNRWA engineers conducting damage assessment for the refugee caseload have completed 92.6% of the total refugee caseload by 22 Dec 2014. UNRWA reported 7,058 housing units destroyed, 4,294 severely damaged and 78,648 units with partial damages (5,911 major and 72,727 minor). Table 1 summarizes the damage assessment figures as consolidated by shelter cluster on 22 December 2014.

Table 1: Damage Classification and Assessment figures

	Damage levels (in # of housing units)			
	Minor damage	Major damage	Severe damage	Destroyed
				
Classification of Damage	Windows and doors in external walls with cost of repair is less than USD 5,000	Damages are in part of the house and some parts still inhabited and the estimated cost of repair is more than USD 5,000	Damages are in essential parts of the house, uninhabited until major work takes place. Average Cost of repair USD 18,000	Destroyed or beyond repair housing units, need demolition and reconstruction. Average Cost: USD 35,000
TOTAL (# of housing units)	93,728	8,286	5,863	10,382
% of pre-crisis housing stock	27.1%	2.4%	1.7%	3.0%
TOTAL # of Families	101,777	9,147	6,476	13,132
TOTAL # of individuals	610,662	54,882	38,856	78,792

3. Damage Assessment

The figures emerging from the damage assessments carried out by the Ministry of Public Works and Housing (MoPWH), UNDP and UNRWA, as of 21 Dec 2014, indicate that 118,259 housing units have been affected (34% of the pre-crisis housing stock in Gaza). Out of it 16,245 homes belonging to 19,608 families (117,648 people) are completely destroyed, beyond repair or severely damaged. These people are in need of medium and long term solutions.

The percentage of damage disaggregated per governorate is shown in table 2, with a graphical representation as in Fig.1



Table 2: Disaggregation of % of damage through Gaza governorates

	Gaza	North	Middle	KhanYounis	Rafah
% Damage	26.1	24.3	15.9	18.5	15.2

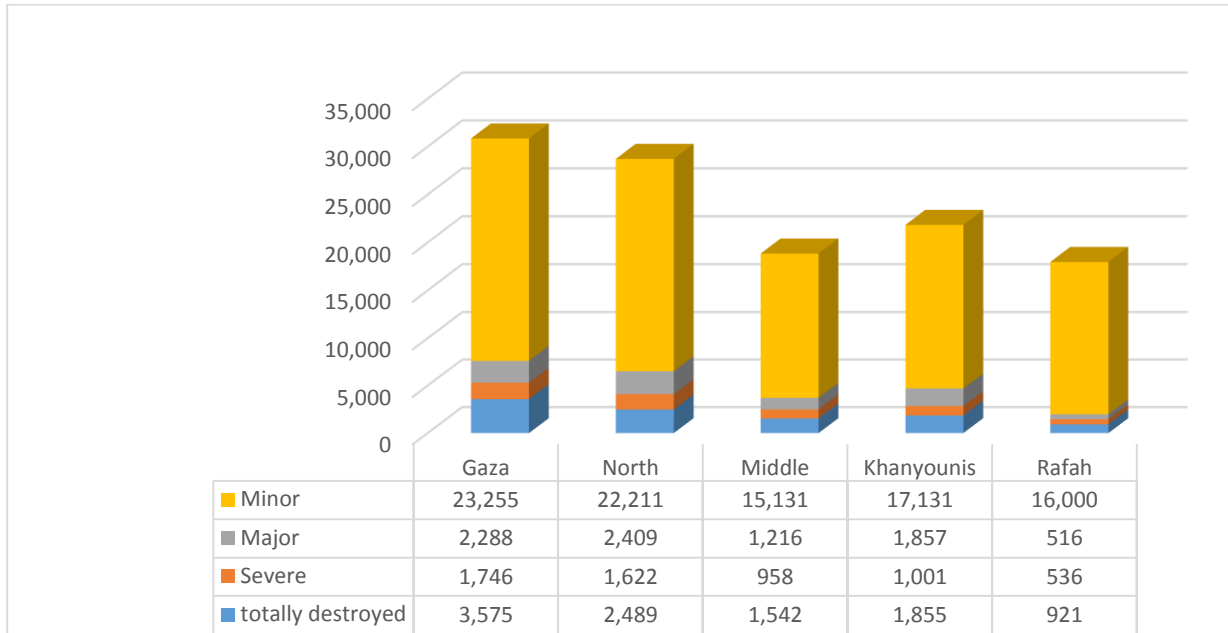


Figure 1: # of Housing Units Affected per Governorate

4. IDP's

2,734 families (16,841 individuals) are still sheltered at 18 UNRWA schools in all Gaza Governorates as shown in the table 3 below²:

Table 3: IDP's at UNRWA Collective Centers

Gov.	# of Shelters	# IDPs	# Families
North	4	434	73
Gaza	5	5,759	976
Middle Area	4	2,347	338
K. Younis	3	4,486	729
Rafah	2	3,815	618
Total	18	16,841	2,734

The current residency of many other families who had their homes destroyed or severely damaged is still undefined. Several efforts by humanitarian actors are exerted to identify current residency and the potential needs of these families.

² UNRWA Collective Centers registration updated 31st of December 2014



5. Import of construction materials:

Although the import of ‘dual use’ materials in November was slightly lower than in October 2014, there has been a noticeable increase in the amounts of materials entering Gaza during December. Table 4 shows the ABC materials imports during December and cumulative since October to 31 December 2014.

Table 4: ABC Materials Tracking by 31 December 2014

Reconstruction of Gaza (Private Sector 1-31 Dec 2014)			ABC cumulative quantities (Ton) since October 2014			
Materials	Qty (Ton)	# Trucks	Materials	GRM	Humanitarian Projects	Total
Aggregate	12,083	173	Aggregate	13,901	30,487	44,388
Cement	16,778	415	Cement	18,980	7,864	26,844
Steel Bars	1,451	45	Steel Bars	1,689	352	2,041
Grand Total	30,312	633	Grand Total	34,570	38,703	73,273

As of 31 December 2014, a total of MT 34,570 of construction materials has entered Gaza in support of shelter repairs under the Gaza reconstruction mechanism (GRM).

As shown in Fig. 2, the received quantities has been improved in December compared to the quantities received in October or November, however it’s still way below the estimated monthly quantities required to fulfil Reconstruction needs of Gaza.

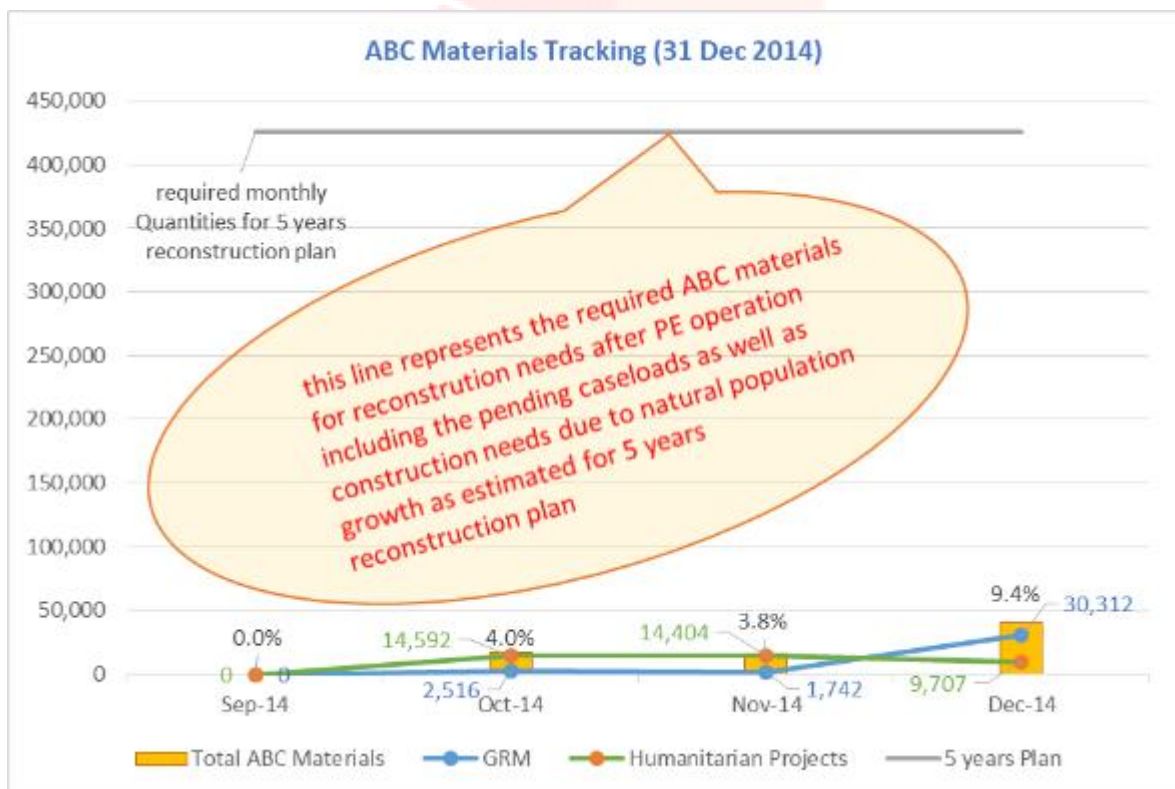


Figure 2: ABC materials Tracking V.S Needs for Reconstruction and Repair of Destroyed and Damaged Homes



More details and information can be obtained from Palestine Cabinet report published on 31 December 2014. Link: <http://www.palestinecabinet.gov.ps/ar/Reports/ViewReportDetail.aspx?RepId=34>, and Deputy prime minister's report No. Gaza06012015, issued 6 January 2015; Link: <http://www.palestinecabinet.gov.ps/Upload/Reports/Files/Gaza06012015.pdf>

6. Shelter Needs

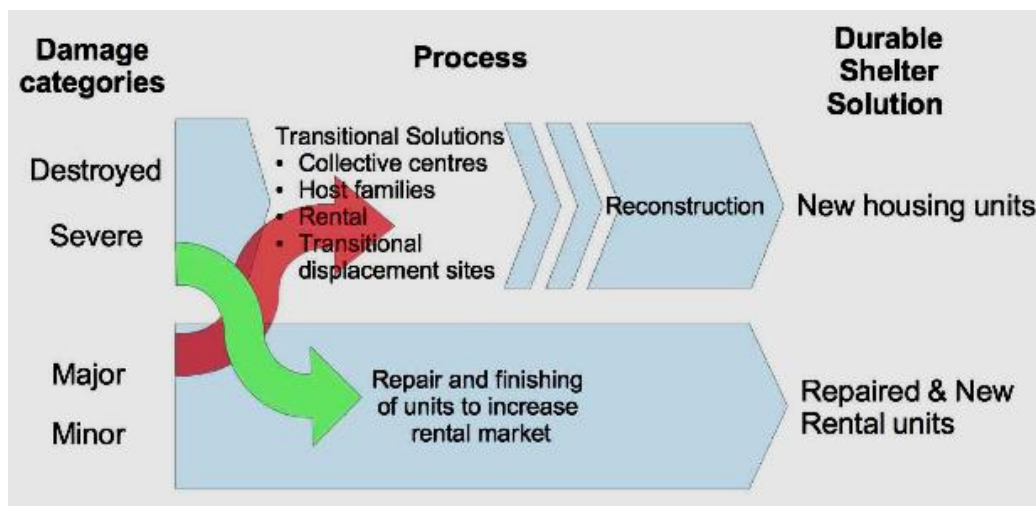


Figure 3: Schematic Diagram of the Shelter Cluster Strategic responses, Ref. NRC, Shelter Program

A range of concurrent actions is required:

1- Emergency shelter:

- The impending winter and high levels of housing damage coupled with delays in funding and construction/building materials supply are forcing the prioritisation of emergency winterization over durable repairs. Emergency winterisation of more than 100,000 partially damaged housing units is needed to ensure that families are not suddenly caught unprepared by cold, wet, windy weather.
- Support for vulnerable families who previously rented: assistance to find properties to rent in a climate of reduced availability of rental stock, cash support and NFIs
- Tents although not prioritized, may provide a viable and fast option, especially for those families living in rural areas, families from a traditional Bedouin background and those needing places of refuge within damaged buildings
- Ongoing available Collective Centre capacity to provide shelter for those who cannot find a host family, rented accommodation or T-Shelter or who find that cash support is or becomes unavailable due to lack of funding. Associated NFI support will be needed.

2- Transitional Solutions:

- Transitional Shelter Cash Assistance (cash rental support) for former owner-occupiers to assist with renting alternative accommodation or helping to ease the pressure on family hosting arrangements
- Support to host and hosted families via assessment and response in the form of NFIs, cash support, improvements to privacy, covered space and so forth
- Prefabricated units imported and built in country sited individually, in groups or in temporary displacement sited



- Transitional Shelters: built using locally available materials, able to be incorporated into durable solutions as a core house or through reuse of the component materials
- A range of measures would provide transitional solutions and simultaneously boost the housing stock available and reduce the gap in shelter solutions. These include: finishing off of existing unfinished units, division of existing units (dependent upon size) to make more available, conversion of commercial space to provide further rental options that will become durable additions to the housing stock.
- Conversion of commercial space to provide further rental options.
- Division of existing units into two, dependent upon size.

3- Durable Solutions:

- Repairs to 102,000 partially damaged housing units with funds, materials and support for owner driven housing repair.
- Repair of 5,863 severely damaged housing units using contractor driven housing repair and thorough engineering supervision.
- Reconstruction of 10,382 housing units with funds and support for owner driven reconstruction and/or contractual driven reconstruction with engineering supervision.
- Cash to replace lost household items (reintegration package)

4- Associated Critically Enabling and Time-Critical Activities

- Rubble, debris, EOD & ERW removal to permit early recovery.
- A coordinated recovery framework that accompanies the displaced from early displacement through to recovery be it reconstruction of destroyed buildings or re-development of neighbourhoods.
- Contingency planning and replenishment of stocks for winter flooding and potential resurgence of hostilities.

7. Shelter Interventions

The Shelter cluster strategic response in Gaza is focused on:

1. Ensuring that vulnerable families are able to mitigate the effects of harsh weather conditions through winterization/sealing-off of damaged homes and ensuring cluster member preparedness for natural and man-made disasters.
2. Expanding the number of adequate transitional shelter and durable solutions available to IDP families including provision of legal advice and support for housing, land and property issues and facilitated coordinated access to WASH facilities.
3. Retaining space for opportunities to address chronic overcrowding and absorption capacity in the event of a solution to the conflict by establishing a recovery framework with associated neighbourhoods-based planning, urban profiling and urban regeneration activities that will assure building back better in the Gaza Strip.

With these top prioritized responses, Shelter cluster partners' interventions included the following:

- 1- As of 18 Dec 2014, about USD 37 million in payments have been made by UNRWA to more than 39,000 families found eligible for UNRWA shelter packages. The payments include those for repairs to over 30,000 refugee families and transitional shelter cash



assistance (TSCA) and reintegration payments to about 9,000 refugee families. To date, details of more than 27,000 damaged Palestine refugee homes which require repair and construction material not available on the local market were shared with the Ministry of Public Works for their action through the Gaza Reconstruction Mechanism (GRM). Based on data provided by the National Consensus Government, through UNSCO, approximately 8,657 families have received imported materials through the GRM, of which about 1,057 are Palestine refugee families. A mechanism that would allow shelter reconstruction remains to be agreed.

- 2- UNDP has provided Rental subsidies for 4 months to 761 families, and planning to cover additional 1,500 families for 6 months. Repair compensation for 600 families having severe damages in Al-Shijaeya, Al-Tuffah. And Al-Sha’af areas. This will include partial damaged housing units if existing in the same building where severe damage is selected.
- 3- ICRC/PRCS joint completed house destruction relief distribution to 23,491 families east of Salah Ed-Din road, this intervention provided winterization and relief assistance to 139,893 individuals all over Gaza strip.
- 4- PRCS has distributed winterization and relief assistance to 2100 families west of Salah Ed-Din road as part of the 10,000 families’ target.

Tables 5 and 6 show the numbers of families who received shelter and NFI assistance from different organizations as reported to shelter cluster to date:

Table 5: Shelter/NFI responses

Type of Response	# of Planned HU	# of Completed HU
Cash interventions	15443	9728
Durable Solutions	88158	30000
NFI interventions	106196	74321
Transitional solutions	605	190
Winterization interventions	74121	52974
Grand Total	284,523	167,213

Table 6: Details of Shelter/NFI interventions

Type of Response	# of Planned HU	# of Completed HU
Bedding set	38429	27679
Cash Vouchers	3150	807
Cash for Rent (TSCA)	15443	9728
Hygiene Kit	60467	39410
Kitchen Set	42291	33069
Prefabricated unit in TDS	175	75
Prefabricated unit individual distribution	295	115
Repair of major damage	88158	30000
Sealing off materials	35980	26330
T-shelter	135	
Grand Total	284,523	167,213

Table 7: Shelter/NFI Completed interventions per organization

Row Labels	Bedding set	Cash	Cash for Rent (TSCA)	Hygiene Kit	Kitchen Set	Prefab unit in TDS	Prefab unit individual distribution	Repair of Partial damage	Sealing off materials	# of Families reached	# Individuals assisted
Catholic Relief Services				7110	5999					5999	35994
Human Appeal International						75	25			100	600
ICRC/PRCS	23491			23491	23491				23491	23491	140946
IMAR Gaza							90			90	540
MDM F		554								554	3324
Medical Aid for Palestinians (MAP)	400			5466						400	2400
Mercy Corps	888			443	679				0	679	4074
NRC, Shelter Project		253								253	1518
PRCS	2100			2100	2100				2100	2100	12600
Terre des Hommes - Lausanne	800			800	800					800	4800
UNDP			728							728	4368
UNRWA			9000					30000	739	39739	238434
Grand Total	27679	807	9728	39410	33069	75	115	30000	26330	74933	449598



Table 8: Planned Interventions by Different organizations

	Bedding set	Cash	Cash for Rent (TSCA)	Hygiene Kit	Kitchen Set	Prefab unit in TDS	Prefab unit individual distribution	Repair of Partial damage	Sealing off materials	T-shelter	Target # of Families	Estimated# of Individuals assisted
Action Aid	500										500	3000
Catholic Relief Services				12700						135	12835	77010
CHF	1350								1350		1350	8100
IMAR Gaza							160				160	960
IR-Pal							20				20	120
MDM F		1596									1596	9576
Mercy Corps				4557	1321				400		1321	7926
NRC, Shelter Project		747									747	4482
PRCS	7900			7900	7900				7900		7900	47400
Qatar Red Crescent (QRC)						100					100	600
Terre des Hommes - Lausanne	1000										1000	6000
UNDP (Non-Refugees)								600			600	3600
UNRWA (Refugees)			5715					57558			63273	379638
Grand Total	10750	2343	5715	25157	9221	100	180	58158	9650	135	91402	548412



8. Gaps and Constraints

Lack of prioritisation of the needs of the most vulnerable individuals and families

Current transitional and durable response mechanisms under widespread application that are being used to support displaced families and those whose homes are repairable are not being applied in a consistent manner. This lack of prioritisation according to needs means that some families, in a more desperate situation than others, will have to wait for longer rather than for less time for help.

Lack of information on the whereabouts and living conditions of displaced families

A significant blockage to targeting of aid and awareness of needs and gaps is lack of information on displaced family whereabouts. The system for voluntary displacement tracking operationalized by the Ministry of Social Affairs during the crisis was closed, MoPWH/UNRWA/UNDP damage assessments failed to incorporate a variety of suggested questions in the surveys including the location of displaced families. To overcome this, a system of IDP profiling and tracking is being pursued. The survey will include indicative information on Shelter and WASH priority concerns.

More knowledge of sheltering situations will allow shelter actors to better target their efforts and more easily identify needs among the affected families.

Uncertainty over funding

For many shelter actors there is deep concern over the lack of funding made available since the Cairo Conference. Reportedly only 2% of the aid promised has been made available (approximately \$10mUS). This is making shelter actors uncertain about mobilising resources for the response in Gaza amid other concerns across the globe.

Uncertainty over how to use the GRM

Shelter actors have recently expressed concern over how they can engage with the GRM to access so called dual-use materials for shelter projects. UNSCO have recently re-affirmed that the GRM is a way for all bona-fide organisations and families to access restricted materials for repairs, reconstruction, extensions and new-builds.

Uncertainty over conflict and security

A factor of the utmost concern to Shelter & NFI Cluster member organisations is the deteriorating security situation in the Gaza Strip. This places response planning for the Gaza Strip in a climate of greater uncertainty and discourages all Shelter & NFI stakeholders.

Policy on and Funding of Reconstruction

Discussions over the MoPWH reconstruction policy are ongoing with some major differences between key shelter actors emerging and requiring alignment to ensure the policy will be not be established in a vacuum and will be well supported by all stakeholders.

Housing Reconstruction and Repairs

This has four fundamental requirements for success: (1) participatory process of decision-making, (2) adequate technical support (3) adequate financial assistance and (4) adequate access to



reconstruction materials. The later two requirements are still unavailable, the matter that hinders reconstruction and repair of destroyed and severely damaged homes yet.

Repair funds being distributed by humanitarian agencies need to be accompanied by support to housing owners for contract preparation, performance monitoring, quality control, signing-off and snagging.

9. Shelter Cluster contact details

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Meeting minutes and Information Management products will be made available on the Palestine page of www.sheltercluster.org and <http://www.shelterpalestine.org>. The Norwegian Refugee Council (NRC) has been the Shelter Cluster lead agency in Palestine since 2009. www.nrc.no

<https://www.sheltercluster.org/MENA/Palestine/Pages/default.aspx>



Figure 4: Al-Nsfaq Street, (North Gaza City), on 28th Nov 2014, after flood due to heavy rain