



# Review of the Ukraine Collective Response to Winter 2022/23 Needs

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July 2023

# ACKNOWLEDGMENTS

The Winterization Review Team would like to express its appreciation to the UN Office for the Coordination of Humanitarian Affairs Ukraine, its Dniepro hub team, its Kharkiv regional team and Humanitarian Affairs Officers in other regions for all support provided to planning and organization of this review.

The thanks extend to regional government officials who did their best to ensure representative participation of communities in online regional consultations, despite on-going emergencies and other competing priorities.

We are also grateful to the Association of Amalgamated Communities for the disseminating of the online questionnaire and encouraging communities to take part in the survey.

We are thankful to all international and national humanitarian partners who openly shared their experiences and contributed to the Review findings and recommendations.

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# ABBREVIATIONS

ABC	Area-Based Coordination
CCCM	Camp Coordination and Camp Management
CERF	Central Emergency Response Fund
FSL	Food Security and Livelihoods
GCM	General Coordination Meetings
HCT	Humanitarian Country Team
HoHA	Heads of Humanitarian Agencies
IDP	Internally displaced people
IOM	International Organization for Migration
MoES	Ministry of Education and Science
MoH	Ministry of Health
MPC	Muti-purpose cash
NFI	Non-Food Item
NGO	Non-governmental organization
OCHA	Nations Office for the Coordination of Humanitarian Affairs
PDM	Post-delivery monitoring
SDC	Swiss Development Cooperation
SOP	Standard Operating Procedures
UHF	Ukrainian Humanitarian Fund
UNICEF	United Nations International Children's Emergency Fund
UNHCR	United Nations High Commissioner for Refugees
USD	United States dollar
WASH	Water Sanitation and Hygiene
WHO	World Health Organization

# EXECUTIVE SUMMARY

This report represents results of the Review of the Collective International Response to the Winter 2022-23 humanitarian needs in Ukraine. The review was commissioned by the Humanitarian Country Team (HCT) and supported by the donor community in Ukraine, including the Swiss Development Cooperation (SDC).

The humanitarian crisis in Ukraine broke out in 2022. The needs are multisectoral and are contingent on (dis)location and different vulnerability factors. During the last winter, the impact of the Russian military aggression against Ukraine was especially felt when cold conditions, exacerbated by massive destruction of energy and civil infrastructure (including water supply, electricity, heating, health care, education and social protection), contributed further to people's displacement. Attacks on the energy sector and basic life-supporting facilities will most likely continue, and are expected to intensify before the coming winter, which is being taken into account in the planning of the 2023-24 winter response.

The humanitarian response in Ukraine is supported, among others, through the Ukrainian Humanitarian Fund (UHF) and the OCHA-led Central Emergency Response Fund (CERF), as well as multiple donors providing bi-lateral support to UN and NGOs within the Humanitarian Response Plan (HRP) framework based on Humanitarian Needs Overview (HNO) and the humanitarian coordination system. The humanitarian response is complicated by continuous fighting in the East and South of Ukraine.

The Review made the following conclusions and recommendations:

## *For General Planning and Coordination*

- In general, the response in Ukraine was organized in line with traditional humanitarian and emergency relief systems, and was well planned and is transparently managed. The plan, however, was seriously challenged by a rapid context change related to unforeseen intensive attacks on energy infrastructure throughout the country, which pushed the winterization response into another gear and put extra demands on the whole operation.
- Cluster roles and inter-cluster coordination on winterization approaches and standards, underdeveloped links between strategic and operational levels, and lack of structured interface with the government were among shortcomings of last winter's response. While last year there was not much space for proper planning joint emergency response, planning for the upcoming winter, due to gained experience and better organized government, can rely more on needs assessment and understanding of the government plans.
- The Winterization Plan will be still humanitarian in nature, but it needs to be aligned with the broader recovery and development infrastructure investments, especially as attacks on energy and other critical public infrastructure will continue, fewer resources will be available this winter, and there is more demand for integrated and lasting solutions. This has implications for inter-cluster coordination, a more nuanced understanding around the programming, operational preparedness of partners and closer coordination with the government. At the operational level, the latter can evolve around the newly launched Area-Based Coordination (ABC) mechanism that is still to be finalized to connect and integrate other existing coordination levels and structures. Such changes need to ensure the humanitarian nature of the winter plan and cluster response.
- The anticipated decline of funds available for response during the upcoming winter compared to the last winter calls for a more strategic approach, concentrating on areas with the biggest needs, like those close to the contact line

where aid has been very limited, or areas with recent IDPs not staying in collective centers, etc. Provision of assistance needs to be based on a rapid but integrated needs assessment. While shelter and protection will remain the key concerns, where possible, livelihoods support and cash/ vouchers modality should be given priority for assistance provided to households.

- Integrated field work and cross-referral among services will be also important for identifying vulnerable people in need of assistance who might otherwise be excluded. Although protection was not featured clearly as a prominent cluster in the last Winterization Plan, better mainstreaming protection concerns in the assistance of other clusters (shelter, WASH, etc.) should be secured.
- Environmental concerns need to be better featured into the winterization response planning and action.

#### *For the Shelter and Non-Food Items (NFI) Cluster*

- Assistance provision was initially based on early strategic planning with clearly defined targeted area and population groups (displaced families in collective centers, non-displaced families in war-damaged areas and non-displaced and returnee families in damaged houses; displaced, non-displaced and returnee families in substandard houses; displaced, hosting, non-displaced and returnee families unable to pay utility bills).
- Delivery of NFIs (including power supplies, solid fuel, heating devices, items to increase thermal comfort, and building materials for repair and insulation) were highly appreciated by the beneficiaries but the rapid growth of demand for heating devices and fuel due to unforeseen wide-scale destruction of energy infrastructure demanded types of assistance that were not planned for and thus created serious delivery bottlenecks.
- Shelter support to households is a highly needed and unique assistance modality of humanitarian partners, but the tension between a need to invest in durable shelter repairs and a quick winterization response remains unresolved. The variety of context-dependent shelter assistance modalities applied is seen as an advantage, though the enrolment and targeting need streamlining.
- The recommendations relate to the following issues: greater clarity in shelter support standards contributing to durable solutions and differentiating between urban and rural areas; coordination on solid fuel delivery.

#### *For Generator Provision*

- Although generators were not in the planning and were not under the responsibility of a particular cluster, their delivery became a highlight of many UN organizations. Massive influx of generators into the country in support of critical public infrastructure and households was accompanied by distribution tracking through the Generators Dashboard, but there was no reflection on actual needs (communities, type of users, power capacity, etc.).
- Responsibility for generators provision needs to be clarified among clusters, depending on beneficiaries (schools, health facilities, utility companies, invincibility/ heating points/ households, etc.), and the tracking system needs to reflect actual needs (not only of communities but also of users, power capacity, etc.).

#### *For the Food Security and Livelihoods (FSL) Cluster*

- Despite the limited scale, the FSL Cluster actors gained experience that will inform the upcoming winter planning. This experience shows the importance of small subsistent agriculture and local farming (where the situation already allows it) for local food security, which is preferred by the population to direct food distribution. The Cluster created a basis in terms of partnership, packages of activities and delivery modalities, and is ready for scaling up, given adequate funding.

- The recommendations refer to: a need to scale up livelihoods response and widening the menu of activities supported. In order to ensure that in winter people have improved access to some livestock products (e.g. chicken meat, eggs, etc.), support to livestock feed should to be delivered in advance of winter. This also applies to vulnerable households that, along with assistance, require re-skilling to be able to take proper care of small livestock.
- In rural areas, where the security situation allows, local partners advocate for prioritizing livestock support to MPC distribution.

#### *For the Water Sanitation and Hygiene (WASH) Cluster*

- The WASH Cluster in general is responsible for a variety of elements under the winterization Plan 2022-2023. The Cluster had a modest budget for provision of mobile boiler units and repairs to district heating and water supply structures. However, it is not in a position to assume responsibility for the overall central heating system, when most of the support in this area comes through development rather than humanitarian actors.
- In the context localization, the WASH Cluster calls for better needs analyses and better response prioritization. Strengthening capacity and preparedness to winter-related emergencies of public utility company Vodokanal was highly appreciated and this type of assistance is expected to be expanded in many localities.
- For effective winter preparedness, support should be provided as a well-coordinated package and not as provision of piecemeal items. The effectiveness of the WASH Cluster in general suffered from a lack of structured discussion with development actors and the government on improving district heating systems for the upcoming winter, based on situation assessment and response geared towards systems preparedness for winter.
- Closer coordination between the WASH Cluster and the recovery assistance actors is recommended (especially in such areas as district heating preparedness for winter), along with a more integrated approach and collective response to supporting public infrastructure critical for winter (like invincibility/heating points).

#### *For the Health Cluster*

- Winter needs in the health sector were well analysed and structured in 2022 but many were left outside the Winterization Plan 2022-23.
- Along with infrastructural needs of health facilities in terms of winter preparedness, key winter-related risks are related to acute respiratory infections, winter-related injuries, mental health/ seasonal depressions, increase of sexual and gender-based violence incidences (mainly due to immense movement of population, congestive living conditions, as well as impact of indoor heating, general disruption in health services delivery and access). Access to basic health services is especially problematic in areas currently not under the control of the government of Ukraine, where surveillance systems and health programs are not functioning.
- More comprehensive winter solutions and closer inter-sectoral coordination should become a part of the upcoming Winterization Plan.

#### *For the Education Cluster*

- The education lens was not systematically applied during the development of the Winterization Plan 2022-2023. At the same time, in many areas education is continuing outside the schools, while improvement of the out-of-school learning environment remains outside the focus of the Education Cluster partners.
- Cash assistance to schools has been the most successful modality of winterization support, although this modality is time-consuming, takes several months to

implement and requires streamlining in coordination with the government.

- The call for a more systematic approach is being made during the planning of this winterization cycle, as many more schools plan to re-open. Special cases are the schools in the border areas or in occupied territories (with little knowledge on how education is organized there and no reports available from partners on activities in these areas).
- The recommendations are related to: paying adequate attention to all three elements - children, teachers and learning environment (including online learning) - in the upcoming winter response, and refer to improving inter-Cluster linkages; continuing the practice of cash transfers to schools and provision of shelter kits with relevant content and installation assistance; solutions for the functioning of early childhood learning institutions; and clear policies on the use of schools as invincibility points.

#### *For the Camp Coordination and Camp Management (CCCM) Cluster*

- Along with inter-Cluster coordination, a consolidation strategy and a durable solution for IDP as an important frame for the provision of further meaningful assistance, including under winterization.
- The recommendations refer to: a need for durable solutions in coordination with government to lead the next winterization planning and response, better inter-cluster coordination, as well as advocacy for finding alternative solutions for internally displaced people (IDP) residing in schools.

#### *For the Cash Assistance Modality*

- Humanitarian assistance was provided both in kind and in cash, with the latter being a preferred modality by both partners and beneficiaries where the local market operated.
- Cash and voucher assistance was successfully and flexibly applied across clusters, although it was reported as a lump sum and its purpose was not reported by partners in any detail beyond "cash for winterization". The partners see some space for improvement in terms of streamlining the beneficiary enrolment process and targeting.
- It is recommended to: make cash and voucher modality a preferable one where feasible; review reporting standards for cash assistance to better capture its use through improved PDM; consolidate the menu of vulnerabilities to address and streamline the beneficiary enrolment process.

#### *For the Logistics Cluster*

- The Logistic Cluster has been providing adequate support to partners in terms of storage of procured goods and has recently expanded its capacity as a part of the preparedness to last winter. How the facilities can be utilized on the background of partner investments into own warehouses needs to be seen.
- Review of the feasibility of usage of the expanded storage capacities and necessary optimizations might be needed.

# 1. BRIEF INTRODUCTION

*The humanitarian crisis in Ukraine broke out in 2022*, after Russia's military invasion escalated the on-going conflict in the East of Ukraine into a full-scale war. Immense human suffering, death and injury to thousands of people, separation of families and destroyed livelihoods have ensued. The number of people in need of humanitarian assistance and protection reached eight million in December 2022.<sup>1</sup> This war has caused the world's fastest growing displacement since World War II. By the end of 2022 some 5.5 million Ukrainians were internally displaced while eight million became refugees in Europe. Security and safety concerns are linked with on-going hostilities, massive destruction and displacement, constant attacks and wide contamination by mines and unexploded war devices, as well as the risks of gender-based violence and exploitation, and limited ability to access legal and protection services.

*The needs are multisectoral and are contingent on (dis)location and different vulnerability factors.* They were analysed for the year 2023 in the Humanitarian Needs Overview issued by Nations Office for the Coordination of Humanitarian Affairs (OCHA) in December 2022.<sup>2</sup> The highest humanitarian needs are in the East and South, especially among older people, people with disabilities, and other segments of the population who did not flee due to reduced mobility, reluctance to abandon their homes and the lack of economic resources (a pattern seen in Eastern Ukraine since 2014). Many people who have returned and continue returning to de-occupied territories experience difficulties related to the extensive destruction of infrastructure. Some 4.4 million returnees are currently in need of humanitarian assistance (including 7% in areas under the temporary military control of Russia). Among the most vulnerable groups are IDPs living in collective centres (especially in rural areas) some of which, according to the partners, are still not equipped for long-term accommodation, lacking heating and fuel, basic sanitation and hygienic facilities.

*During the last winter, the impact of the Russian warfare against Ukraine was especially felt* when cold conditions, exacerbated by massive destruction of energy and civil infrastructure (including water supply, electricity, heating, health care, education and social protection), contributed further to people's displacement. Attacks on the energy sector and basic life-supporting facilities will most likely continue and are expected to intensify before the coming winter.

The humanitarian response in Ukraine is supported by the UN system and multiple donors providing bi-lateral support to UN and NGOs within the humanitarian coordination system. Humanitarian interventions are coordinated under the umbrella of the Humanitarian Response Plan (HRP)<sup>3</sup> based on the Humanitarian Needs Overview (HNO)<sup>4</sup>. Further, priority HRP activities are also funded through the Ukrainian Humanitarian Fund (UHF) and the OCHA Central Emergency Response Fund (CERF) and led by HCT. The UHF launched the 2022 Flash Appeal in the wake of the invasion to address rapidly escalating humanitarian needs in Ukraine, replacing the 2022 humanitarian response plan. By the end of 2022, UHF received 327 million USD from 28 donors and private contributors.<sup>5</sup> UHF and CERF are meant to leverage their respective strengths to deliver a comprehensive humanitarian response. While UHF mainly supported frontline responders (international, national and local NGOs, small organizations and volunteer groups working in hard-to-reach areas in the East and

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<sup>1</sup> UHF Annual Report: 2022 in Review, December 2022

<sup>2</sup> <https://reliefweb.int/attachments/18db203c-0d11-440b-958b-40ef16607cdc/Ukraine%20Humanitarian%20Needs%20Overview%202023.pdf>

<sup>3</sup> <https://reliefweb.int/report/ukraine/ukraine-humanitarian-response-plan-february-2023-enuk>

<sup>4</sup> <https://data.humdata.org/dataset/ukraine-hno>

<sup>5</sup> UHF Annual Report: 2022 in Review, December 2022, p.14

South), CERF, with funding from UN agencies, focused on provision of cash, in-kind and protection assistance to affected people both inside Ukraine and in neighbouring Poland and Moldova; they also boosted the humanitarian community's overall response capacity through logistics and telecommunication support. While CERF was to emphasize the rapid delivery of life saving aid, the UHF was to support projects with longer implementation periods that incorporated structured support to local partners.<sup>6</sup>

*The humanitarian response is complicated by continuous fighting in the East and South of Ukraine* and the illegal annexation by Russia of parts of Donetsk, Kherson, Luhanska and Zaporizka oblasts, shifts in the front line and changing accessibility of areas and communities. Furthermore, while public infrastructure is being restored with the active support of the international community and engagement of local governments, it will be only partially possible by the upcoming winter, and it would not be feasible to expect the return of people to regained territories beforehand.

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<sup>6</sup> UHF Annual Report: 2022 in Review, December 2022, p.26

## 2. REVIEW OBJECTIVES AND METHODOLOGY

**The objective** of this Review was to assess the stakeholders' and beneficiaries' perception of the effectiveness of the 2022-2023 collective efforts to respond to the winter-related humanitarian needs of people impacted by the war in Ukraine, by including support provided by the international humanitarian community, local actors, Member States, local and national authorities. It is meant to draw conclusions and, with an overarching goal to incorporate lessons learned, to inform planning for the 2023/24 winter response.

**The specific Review tasks**, according to the Terms of Reference (see *Annex 1*) were:

- To assess the success of the winterization response, the gaps in assistance or coverage (including geographic locations and demographic groups);
- To identify best/poor practices to consider in the 2023-2024 winterization response;
- To identify activities or investments conducted during the 2022-2023 response that will continue to be able to support the 2023-2024 response, activities that need to be continued/expanded, and other activities that were missing from the 2022-2023 response;
- To explore how/whether winter programming contributed to the emergency early recovery efforts, including eventual complementarity with actions taken by the government of Ukraine or development actors;
- To recommend activities and approaches, and their ranking and prioritization if funds are limited, to be considered in the design of the winter 2023-2024 response planning.

**Methodologically**, the review draws on a combination of qualitative and quantitative methods (see program in *Annex 3*), including:

- Desk study of relevant documents, databases, monitoring/post-distribution monitoring reports, surveys and documents (mainly those published on the OCHA Relief platform<sup>7</sup>);
- Online and offline individual and group interviews with international UN and other humanitarian organizations, key donors and local volunteer organizations;
- Visit to the Dniepro Hub and meeting with Cluster representatives;
- Field visit to Kharkiv and meetings with local UN actors, humanitarian international and local NGOs, oblast, selected rayons and communities;
- Five online participatory sessions with oblast, rayon and hromadas authorities from authorities from Kyiv, Sumy, Chernihiv, Kharkiv, Mykolaiv oblasts (results and the list of participating *hromadas* are presented in *Annex 4A and 4B*);
- Online self-administered perception survey among hromadas of seven oblasts (conducted using the Google Survey platform and disseminated through the Association of Amalgamated Communities of Ukraine), in which around 127 *hromadas* took part.

**The Review Team** was composed of Olena Krylova (Switzerland) as an International Team Leader and Olena Kozlyuk (Ukraine) as a national consultant.

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<sup>7</sup> Link - <https://reliefweb.int/country/ukr>

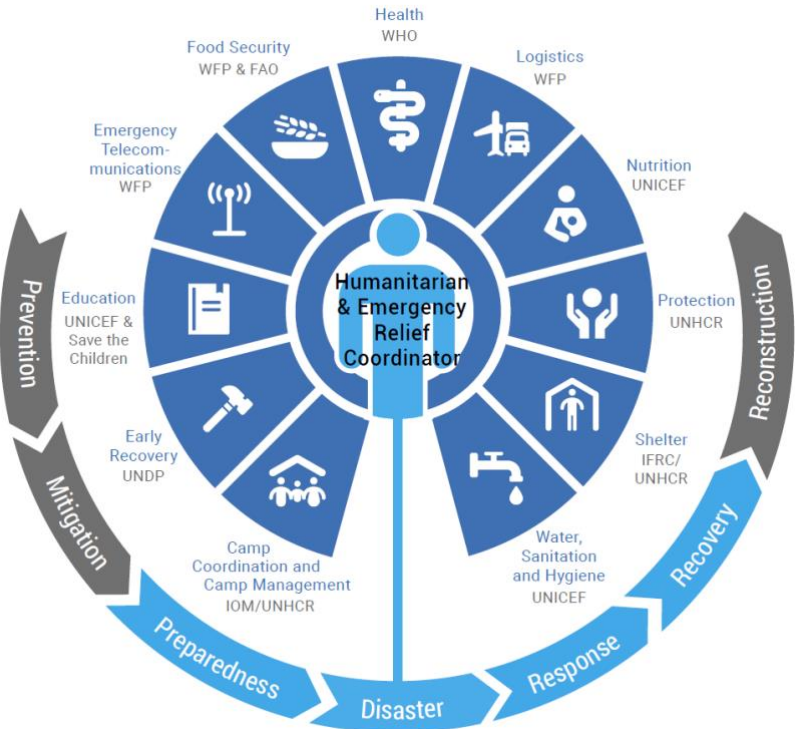
# 3. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

## 3.1 Organization of Response

*The response in Ukraine was organized in line with traditional humanitarian and emergency relief systems; it was initially well planned and is transparently managed. The plan, however, was seriously challenged by a rapid context change related to unforeseen intensive attacks on energy infrastructure throughout the country, which pushed the winterization response into another gear and put extra demands on the management of the whole operation.*

The humanitarian response in Ukraine is generally organized, based on the *global cluster architecture and a division of labour among aid organizations* (the Scheme 1).

Scheme 1: The Cluster System



*The international humanitarian response to winter 2022-2023 was planned under the Winterization Plan 2022-2023 that focused on critical procurement and repairs to protect vulnerable communities and people in winter. It was based on two major planning figures: 1.7 million persons in need of early winterization intervention and a USD 226 million funding requirement. The Plan was complemented by an overall 2022 Flash Appeal that outlined a more expansive multisectoral response and additional winter-related priorities, including critical interventions related to cash for accommodation and heating, food assistance for the winter months, and livelihoods interventions.*

The Winter Priority Procurement and Repair Plan 2022-2023 has foreseen two major areas of intervention:

1. Provision of core relief items specific to winter, such as blankets, winter clothing, heating, solid fuel, mobile boiler units, and

2. Provision of critical winterization repairs, two collective centres providing shelters for IDPs, insulation and repairs to homes in isolated rural areas, and repairs for livestock shelters to ensure livelihood survival over the winter months.

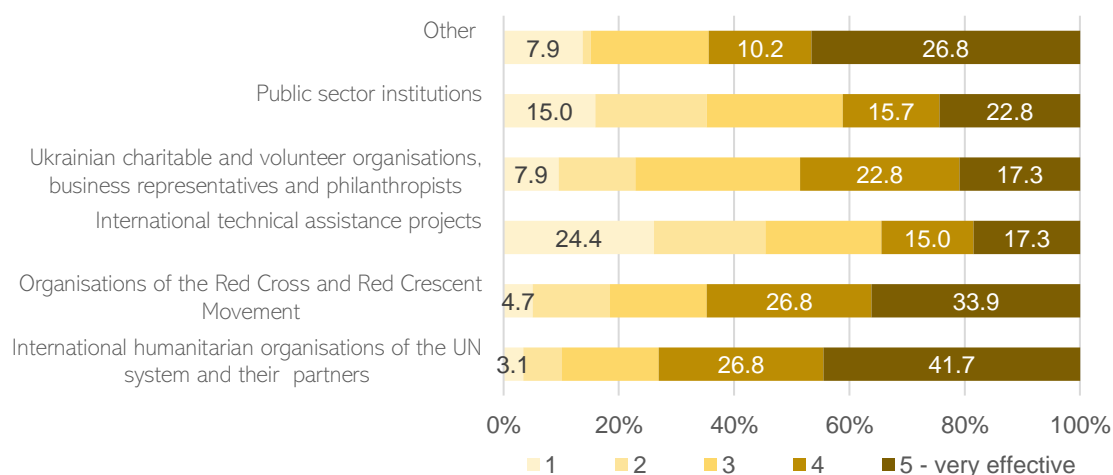
*The rapid context changes related to intensive attacks on energy and other critical public infrastructure* across Ukraine since October 2022 presented serious challenges to the plan and the management of the winterization response. The response was delayed, and it took some time to set up the system and processes. Unexpected offences dimension and later liberation of Kharkiv and Kherson put extra demands on coordination.

Each Cluster, based on the country context and assessment of needs (done to a different degree of depth depending on different Clusters) developed *Standard Operating Procedures* (SOP) for the provision of emergency assistance and *recommended standard winterization assistance packages*, some of which were already revised, based on the first winter experience. The SOPs are being currently revised, taking into account the learnings of the last winter, humanitarian partners' situation assessments and local stakeholders' requests.

The *OCHA Ukrainian Response Dashboard*<sup>8</sup> provides up-to-date online information on delivery of winterization assistance and serves as an effective transparency tool. It is linked to the reporting system into which humanitarian actors are integrated and which reflects on delivery based on plans. It incorporates information by Clusters, type of assistance, geographic regions, and target groups. Apart from humanitarian actors, access to the dashboard is provided to national and regional authorities. For the *accountability purposes*, OCHA has established a special WG on Accountability to the Affected Population and its Dashboard provides various information related to humanitarian programs for the beneficiaries and the public.

According to the survey conducted as a part of the Winterization Review, international humanitarian organizations of the UN system were most effective in supporting communities in addressing problems in winter 2022-2023 (for details see *Annex 5*), followed by the Red Cross and Red Crescent movement and private and people-to-people national and international initiatives (captured under "other").

*Fig. 2.4. Effectiveness of organizations in solving the most pressing problems of communities in winter 2022/2023, all respondents, %*



<sup>8</sup> <https://reports.unocha.org/en/country/ukraine/>

## 3.2 Analysis of Assistance Provided

The analyses below are organized by Clusters that were most relevant for the intervention areas of the Winter Priority Procurement and Repair Plan 2022-2023. They mainly involve the Shelter and NFI Cluster, as well as FSL Cluster, Water, WASH Cluster, Education Cluster and Health Cluster.

### 3.2.1 Shelter and Non-Food Items Cluster

***Assistance under the Shelter and NFI Cluster provision was based on early strategic planning with clearly defined targeted areas and population groups.***

*The Shelter and NFI Cluster was a leading cluster in the early planning, with the engagement of the Global Cluster Coordinator, and this was highlighted by some key players in the Shelter and NFIs Cluster as a success factor. It was supported by the Winterization Recommendations 2022-23<sup>9</sup> that strategized winterization activities and implementation modalities by areas. Focus of the assistance varied depending on zoning: The main two areas included:*

- West and Centre (further subdivided into areas with a high concentration of collective centres and areas with a high concentration of IDPs renting accommodation or being hosted);
- Centre and East (with newly accessible areas and areas with difficult access to services and markets; frontline and isolated areas; areas with concentration of damaged houses and apartments).

*Response was provided mainly in the form of NFIs, shelter and cash focusing on: displaced families in collective centres, non-displaced families in war-damaged areas and non-displaced and returnee families in damaged houses; displaced, non-displaced and returnee families in substandard houses; displaced, hosting, non-displaced and returnee families unable to pay utility bills.*

***Delivery of NFIs was highly appreciated by the beneficiaries but the rapid growth of demand for heating devices and fuel due to unforeseen wide-scale destruction of energy infrastructure demanded types of assistance that were not planned for and thus created serious delivery bottlenecks.***

*Standards for the delivery of NFIs were established along a clear-cut winter package that typically included winter clothing, household winterization items (blankets, quilts, mattresses, etc.), home heating devices and solid fuel. The standards allowed partners some degree of flexibility in designing their response and modifying the composition of recommended lists and NFI kits depending on local needs and partners' capacity.*

Although partner NGOs on several occasions brought up anecdotal evidence of duplication on NFIs delivery on a large scale in some locations, and delivery to "easy to reach people" rather than reaching out to the most vulnerable, *generally very positive feedback was received from beneficiaries* through post-distribution monitoring (where it was conducted) and through the survey organized in the framework of this Review.

The survey showed that generators and power supplies, solid fuel, heating devices, items to increase thermal comfort, and building materials for repair and insulation were highly relevant and relevant for the majority of communities, and effectiveness of their provision was assessed higher than 50% (with the three former more than 60%). For details see Annex 5.

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<sup>9</sup> Winterization Recommendations 2022-2023. Shelter Cluster Ukraine, September 2022.

Fig. 2.1.1. Relevance of response to population's needs for NFIs in winter 2022/2023, all respondents, %.

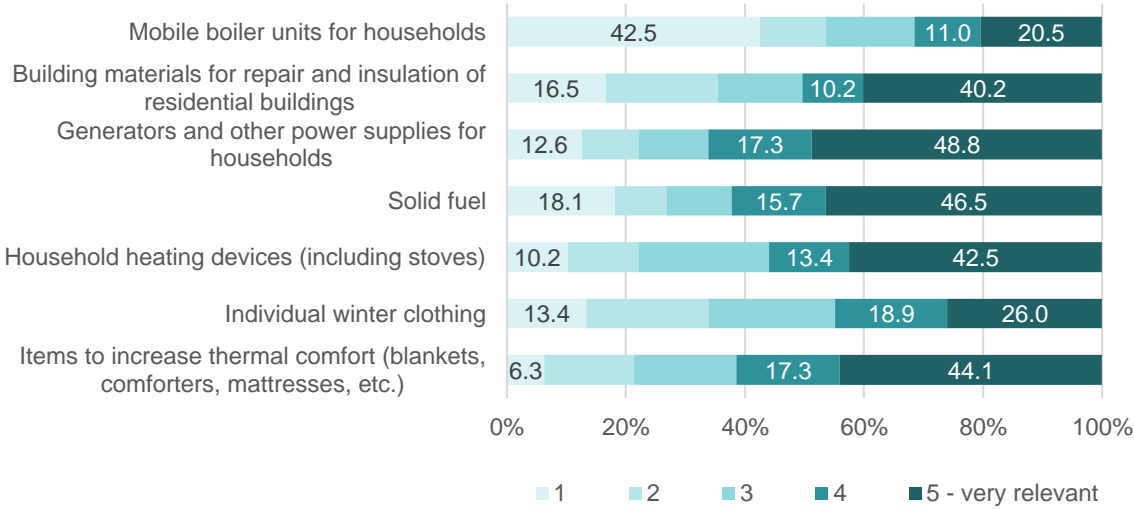
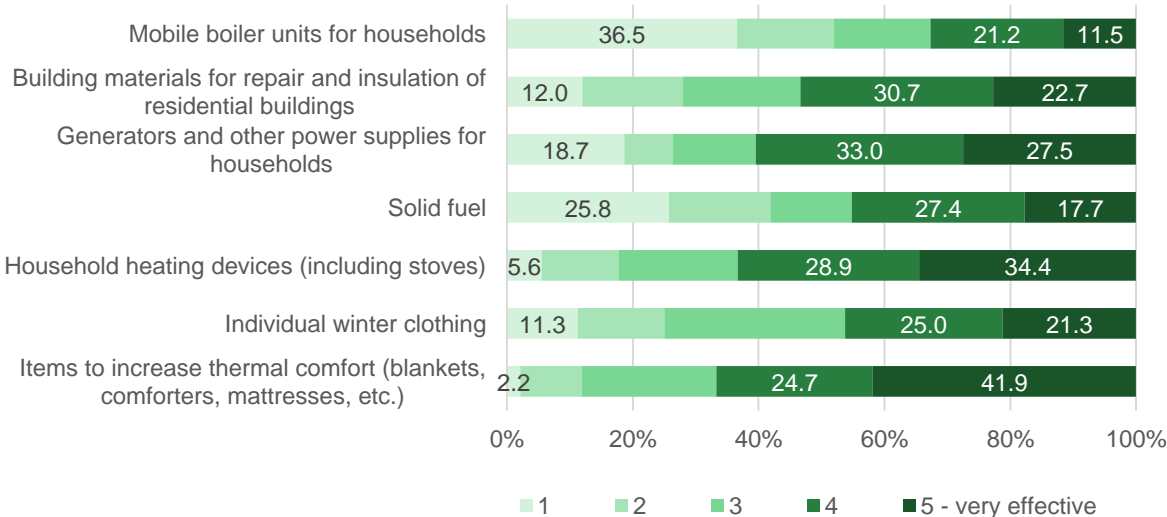


Fig. 2.1.2. Effectiveness of response to population's needs for NFIs in winter 2022/2023 (for those where relevance was rated as 3 and above), %



The classic problem of appropriate clothes sizes encountered by distributing NGOs in some cases was creatively addressed by community members exchanging and trading off with each other. In this context, a “community shops” approach was suggested by some NGOs. Also, sleeping bags (as opposed to traditional blankets and quilts) were more appreciated by people in frontline areas, where at any moment they could be “on the move”.

Procurement of *household heating appliances* at the local market became challenging, following a wave of intensive attacks on energy infrastructure in October 2022. The humanitarian partners reacted with a massive delivery of home heating appliances (*burzuyki*), many of which arrived later in winter and could be better utilized in the upcoming winter. Using frame agreements helped to motivate and build capacity of local suppliers: e.g. UNHCR issued conditional contracts with purchase commitments in case of increased production by suppliers.

*Solid fuel* (wood, briquettes, etc.) was highly appreciated in rural areas of Ukraine where households are set up to use solid fuel, although most NGO partners found it difficult to comply with the Cluster standards. They point to storage and transportation issues and

the fact that the indicated quality was too high (especially for those cases where families had some already in stock, or were most likely to flee leaving the stock behind).

However, a *different response was required for multi-store apartments* which are often fed from the central heating system. Where those went down, distribution of electric heaters was required, followed by the installation of generators (to ensure additional capacity for electricity supply) and investment into electrical systems isolation (as the draw from multiple electric appliances is much higher than they were designed for). The latter does not fall under traditional humanitarian assistance. This was done in collective centres where IDPs live but rarely in multi-store houses.

***Shelter support to households is a highly needed and unique assistance modality of humanitarian partners, but the tension between a need to invest in durable shelter repairs and a quick winterization response remains unresolved.***

*The partners' shelter interventions* were meant to improve heat retention, winter efficiency and insulation of substandard houses, mainly targeting more isolated or newly accessible areas (like the solid fuel provision). According to local partners and beneficiaries, shelter assistance to households *was among the most demanded and appreciated of humanitarian assistance modalities*. In most areas, humanitarian partners remained unique providers of such assistance.

However, provision of assistance to repairs of conflict affected houses began as early as April 2022. The push to package shelter repairs under the winterization response was confusing for humanitarian partners. Some saw little difference between what they normally do for improving shelter and what needs to be done under winterization, while others perceived the recalibration for winter as “lowering the standards”. Many partners apply “the build back better” approach (to address the problem of traditionally poor insulation in houses in Ukraine) and provide emergency shelter support based on the Ukrainian construction standards (e.g. triple glazed windows, type of insulation and other standards elaborated with respect to seasonality in the country). On the other hand, the Shelter Cluster adopted guidelines for 10 essential items allowing immediate sealing of the building, but this cannot be considered a long-term fix. According to international and local partners such beneficiary households will still need additional support and cannot be considered, strictly speaking, “winterized”. This difference in approaches raised conceptual discussions and brought up confusion in reporting. Some partners just found the separation between “winter” and “non-winter” repairs in reports and budgets artificial, as their approach to housing repair works remains the same regardless of the season, while others advocated for reviewing the very concept of shelter winterization from a durable solution perspective.

***The variety of context-dependent shelter assistance modalities applied is seen as an advantage, though the targeting needs streamlining.***

The assistance for shelter to households was provided under *various modalities*: in-kind in the form of materials; contracting companies to provide materials and do repair works; cash to beneficiaries to buy materials and do their own repairs. Partners adopted and applied their own *beneficiary enrolment systems*, which they usually coordinate between themselves at the local level. Increasingly, lists of potential beneficiaries for shelter assistance are being provided by local authorities to different agencies, but those are often incomplete, need verification against vulnerability criteria of partner organizations and assessment of the level of damage. The issue of duplications in assessing the situation of beneficiaries, a more active role of local authorities and potential for streamlining the process of enrolment was raised by different interviewed actors.

### **Recommendations: Shelter and NFIs**

⇒ Clarity is required in the upcoming winterization planning with regards to

shelter repair standards and how they fit/ contribute to subsequent durable shelter solutions.

- ⇒ There is a need for differentiating clearly between urban and rural winter responses in terms of approaches and standards. This specifically concerns the situation with heating (starting with verifying of the types of heaters and ending with looking at more sustainable solutions by investing in preparedness of the existing systems to contingency, collective heating points, etc.). This should be done in coordination with the WASH Cluster and recovery actors working on district heating systems, whereby companies managing heating systems can benefit from provision of materials to ensure preparedness (as was recommended by many participants of the regional consultation meetings).
- ⇒ In solid fuel support (in-kind or through the cash/ voucher modality), much closer coordination is needed with the governmental investments and the publicly planned and financed response to fuel shortage during the upcoming winter, especially in the regions where it is not easily accessible at the local market. For this, the humanitarian actors should better understand how the public system functions, and aim at strengthening it (procurement, transport, delivery, etc.).

### 3.2.2 Generator Provision

***Although generators were not in the planning and were not under the responsibility of a particular cluster, their delivery became a highlight of many UN organizations.***

Initially the UN global frame agreement facilitated quick delivery of internationally procured generators, and where PDM was done (e.g. by some UN organizations) feedback received from beneficiaries was very positive.

***Massive influx of generators into the country was accompanied by distribution tracking, but without reflection on actual needs.***

*Generators were among the most demanded of items* by households groups, collective centres, and public facilities. Different partners reacted with different levels of flexibility to these requests, but generators were often provided ad-hoc, based on availability and without clear technical specification. Furthermore, each cluster was addressing these requests in silos. Although local authorities and public organizations were thankful for the provision of generators, *cases of faults in provision were reported* to the Review team:

- Generators provided of too low capacity to serve the purpose,
- Provision of generators without verification of availability of correct fuel locally/ ability of the receivers to purchase fuel;
- Generators of high capacity provided for communal use or to public institutions that were never plugged in due to inability of the receiving organizations/ hromadas to pay for design of technical documentation for their integration into the existing system.

The OCHA has established *a special Dashboard to track the delivery of generators within Ukraine*. This unified database focuses on distribution but it does not give the humanitarian actors an idea of which areas/ hromadas' needs are covered and where there are the gaps in terms of securing this important back-up option.

#### **Recommendation: Generators**

- ⇒ Responsibility for generators provision should be fixed, depending on the type of beneficiaries (schools, health facilities, utility companies, invincibility/ heating points/ households, etc.).

- ⇒ Further improve the Generators Dashboard to improve the mapping of the supply of generators provided in support of critical public infrastructure (e.g. not only by communities but also by users, power capacity, etc.) matching it against their actual preparedness needs.

### 3.2.3 Food Security and Livelihoods Cluster

***Despite the limited scale, the FSL Cluster actors gained experience that will inform the upcoming winter planning. This experience shows the importance of small subsistent agriculture and local farming (where the situation already allows it) for local food security, which is preferred by the population to direct food distribution. The Cluster created a basis in terms of partnership, packages of activities and delivery modalities, and is ready for scaling up, given adequate funding.***

According to the WFP, in war-affected areas of Ukraine **the majority of income was spent on food items during winter**. The winter-related support under the FLS Cluster focuses on repair of homesteads/ shelter for livestock (included into the Winterization Plan), as well as provision of winter seeds (although not on a large scale) for farmers, and provision of livestock feed.

Despite **limited funding** available for the FSL activities last winter, the Cluster managed to **gain valuable experience** which will inform the upcoming winter planning.

The post-delivery monitoring confirms the **importance of small subsistent agriculture and local farming** (where the situation already allows it) **for local food security**, and on a longer run contributes to sustaining return and recovery. According to the partners, the population prefers cash support to direct delivery of food items. Both interviewed partners and community representatives, advocated for expanding the list of winter livelihoods assistance beyond repairs of livestock shelters.

The **cash-based modality in supporting livelihoods** was specifically encouraged by Cluster leadership to stimulate the market, reduce costs of logistics and to unify the delivery. On several occasions local partners mentioned a need to prioritize livelihoods support to MPC distribution, in order to reduce people's dependency on external support and increase motivation for self-help.

Thus, the **2022-2023 winter was used to build the foundation in terms of partnership and modalities**, which is expected to speed up response in the upcoming winter. Of FSL partners, 90% are reported to be national and local organizations with good access to affected communities. Partner assessments are on-going, to be available in September.

Interviewed partners stress the **importance of early planning in the FSL cluster and predictability of the amount of funding** in order for them to be able to timely deploy the tested delivery systems. With livelihoods, the process of identifying potential vulnerable beneficiaries and type of support required takes longer. And to ensure that in winter people have improved access to some livestock products (e.g. chicken meat, eggs, etc.), support to livestock feed should to be delivered in advance of winter. This also applies to vulnerable households that, along with assistance, require re-skilling to be able to take proper care of small livestock.

The livelihoods support at the level of households required less **coordination with government**, although the information about provided assistance was shared with relevant local authorities. If assistance under the FSL Cluster expands in the upcoming winter, coordination might be required in the wider food security context.

FAO and its partners stress in particular a need to support **small local farmers and producers who can be important food security contributors in their communities in winter** (applying tested modalities such as support to greenhouses, vouchers for vet services, etc.), which is also part of the broader discussion on localization.

### Recommendation: Food Security and Livelihoods

- ⇒ In the context of food security for winter in affected areas, where the context is ready, consider livelihoods support replacing direct food distribution, or even cash distribution. Scaling up livelihood response will require, however, an adequate funding commitment and early planning and engagement. This response can go beyond animal shelter repairs and include livestock feed, feed for small animals and poultry, support to small farmers and re-skilling to vulnerable households to reduce their dependence on food assistance in the winter period.

### 3.2.4 Water, Sanitation and Hygiene Cluster

***The WASH Cluster in general is responsible for a variety of different elements (including mobile boiler units and heating and water repairs under the winterization Plan 2022-2023) but it is not in a position to assume responsibility for the overall central heating system, when most of the support in this area comes through development rather than humanitarian actors. The effectiveness of the WASH Cluster in general suffered from a lack of structured discussion with development actors and the government on improving district heating systems for the upcoming winter, based on situation assessment and response geared towards systems preparedness to winter. For effective winter preparedness, support should be provided as a well-coordinated package and not as provision of piecemeal items.***

*In terms of the WASH response in the context of winterization, one can draw many links, but the Cluster leadership is reluctant to make these links, since the activities under the Winterization Plan require completely separate tools and reporting system (as was the case during the last winter).*

Under the Winterization Plan 2022-2023 the WASH Cluster *had a modest budget and responsibility for provision of mobile boiler units and repairs to district heating and water supply structures*, but after the intensive attacks on public infrastructure the Cluster partners felt that they were suddenly made responsible for the whole district heating system.

Water supply was essential to keep the district heating systems running, and the water supply to institutions was also essential if those institutions received boilers, but *the WASH Cluster could not assume the coordination role for central heating and the boiling systems* in schools, collective centres, health facilities, heating points/ invincibility points. This is not possible when most support to the district heating companies comes directly through development rather than humanitarian actors. For this role the Cluster had neither full technical expertise, nor the funding. In the case of schools and health facilities, the Cluster actors could still cooperate with the Education, Health and CCM Clusters on the solutions upon request. At some point this position of the Cluster leadership was interpreted as an obstruction to the winterization response by HCT.

Thus, from the WASH Cluster perspective, *addressing winter challenges in a sensible way is linked to fixing the systems, which is not the approach of humanitarian actors*. This clearly manifested itself last winter into planning-related confusions, late responses and other assistance delivery failures. Among good practices for streamlining and speeding the procurement process was the establishment of the common pipeline mechanism supported by IOM, from which Cluster partners can benefit.

The survey results confirm very high relevance of maintaining heating and water supply facilities during the last winter, on the background of rather low effectiveness rating of the provided response (less than 40%), mainly due to humanitarian actors' predominant

support to individual families and households rather than to the system. Effectiveness of response to repairs, insulation and heating of various public facilities (e.g. heating points, schools, health facilities and social institutions). See Annex 5 for details.

Fig. 2.3.1. Relevance of support to infrastructure in winter 2022/2023, all respondents, %

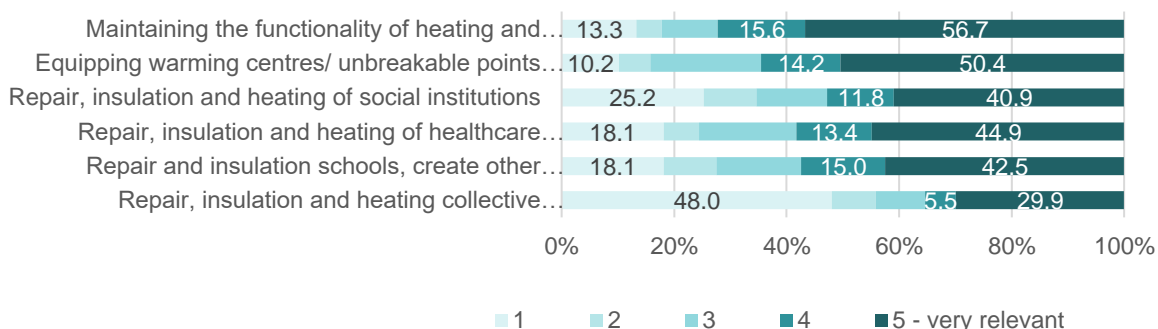
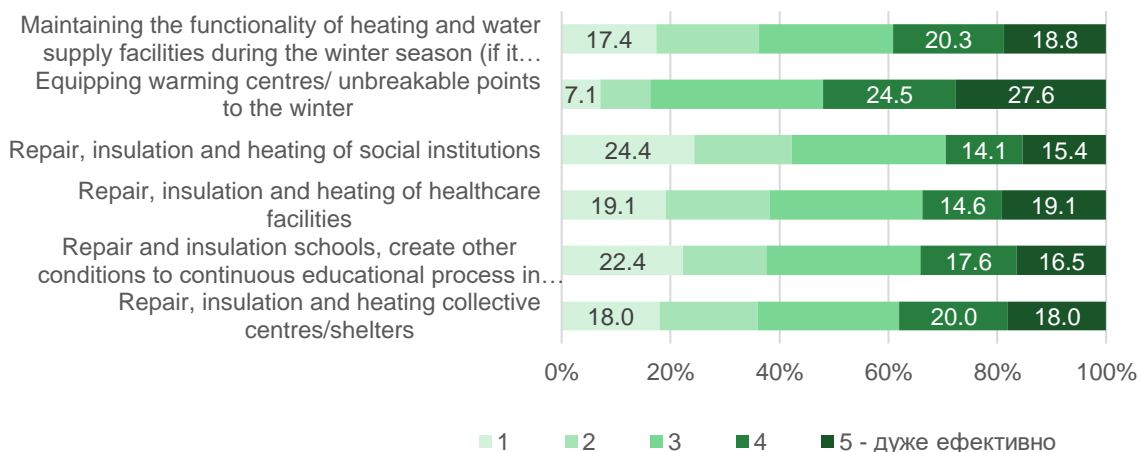


Fig. 2.3.2. Effectiveness of support to infrastructure in winter 2022/2023



Relevance of infrastructure repairs and preparedness for the upcoming winter will remain high for the surveyed communities, especially in urban areas.

Fig. 3.2.1. Relevance of the financial assistance to vulnerable people in winter 2023/2024

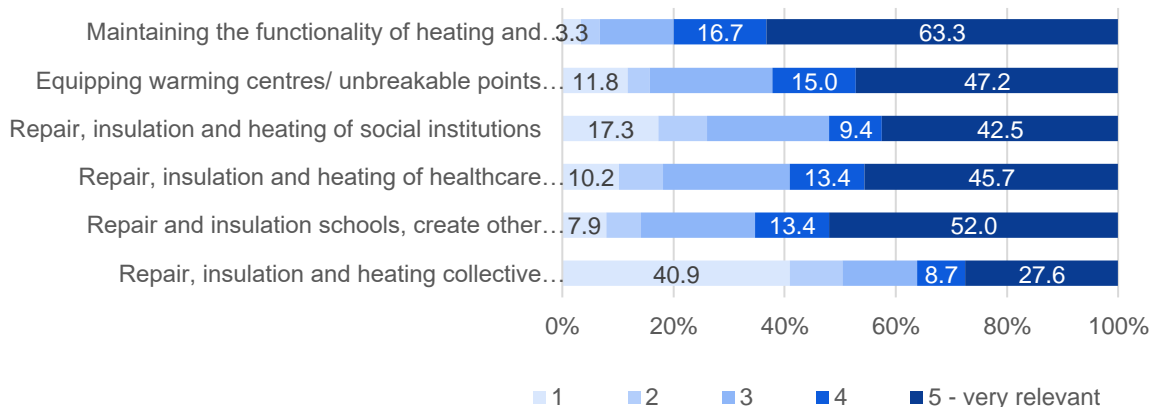
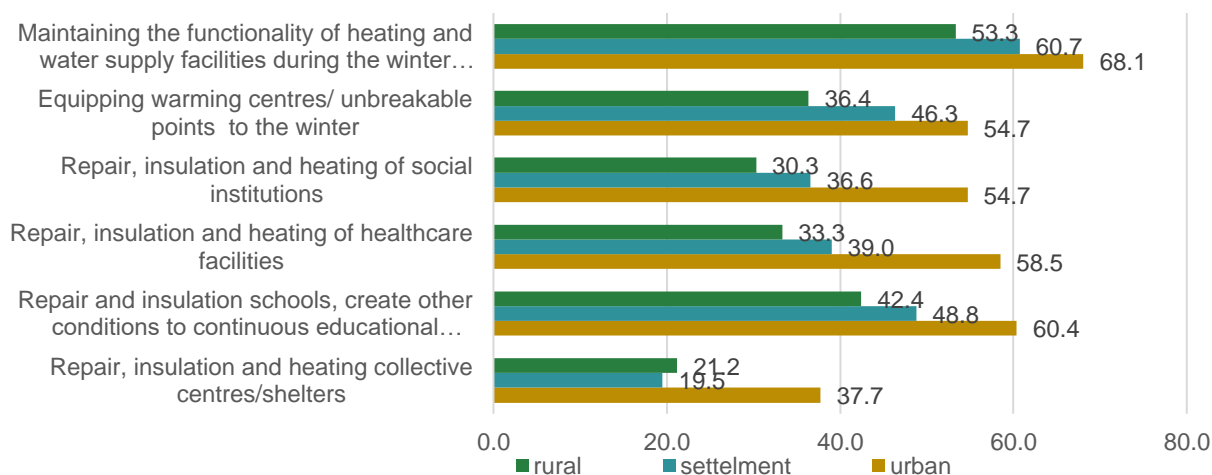


Fig. 3.2.2. Relevance of the financial assistance to vulnerable people in winter 2023/2024 (urban/rural)



In the context localization and its wider assistance, UNICEF has been working with *strengthening capacity and preparedness to winter-related emergencies of public utility company Vodokanal*. It went as far as piloting Direct Cash Transfer to the Vodokanal structures for the provision of materials or completing works related to repair or system preparedness under a clearly defined MoUs. This modality was highly appreciated by local authorities and public utility company Vodokanal, although it required delicate balancing with accountability to prevent openings for corruption and misuse of funds. At the same time, support to the district heating system implies support to private, not public companies, which might be problematic for humanitarian actors to accept anyway. In general, for winter preparedness the WASH Cluster has been advocating heavily vis-à-vis the HCT and the donors for funding of full menu/ packages of support to Vodokanal and district heating companies rather than for the provision of piecemeal items.

Based on the last year's experience, the WASH Cluster also calls for *better needs analyses and better response prioritization*. For instance, the WASH Cluster drafted the Guideline for actors that intends to support the district heating system. It suggests a prioritization methodology that can help partners to define what is more relevant to support in the request lists received from potential beneficiaries.

Another big challenge for the WASH Cluster was *a lack of counterparts on the government side and the development partners* working on the stabilization and recovery side, also following the recent dissolution of the Ministry of the Regional Development and Territorial Communities and the fall of aid coordination WGs established under it. Recent coordination processes related to the assistance to public utilities initiated under the Ministry of Restoration with the involvement of the UN Humanitarian Coordinator are expected to fill the gap; they are linked, but are in principle outside of the winterization planning process.

From the WASH Cluster partners' perspective, a *purely sectoral approach is not functioning* in other cases, like the support to invincibility point, which also requires a support integrated package that cannot be broken into different components.

### Recommendations: WASH

- ⇒ Backing of HCT is needed for much closer coordination between the WASH Cluster and the recovery assistance actors, based on the recognition that most actors to district heating are stabilization and recovery actors. This cooperation can be established either under the revived Working Group on District Heating that used to exist as a part of the three-tier coordination system and/or the on-

going coordination processes around support to public utilities under the Ministry of Restoration.

- ⇒ For the invincibility points, technical recommendations should come from a variety of different sectors on what is the right kind of integrated activity program and what such points should be equipped with.

### 3.2.5 Health

**Winter needs in the health sector were well analysed and structured in 2022 but many were left outside the Winterization Plan. Addressing those needs requires more comprehensive solutions and close inter-sectoral coordination.**

In 2022, WHO conducted an *assessment highlighting potential public health impacts of winter and priority actions*, which were endorsed by the Ministry of Health.<sup>10</sup> The assessment laid the grounds for winterization action planning of the Cluster partners and the reporting system, also outside of the Winterization Plan 2022-2023, in which health is not a prominent sector.

Apart from infrastructural needs of health facilities in terms of winter preparedness, the assessment pointed to such *key winter-related risks* as acute respiratory infections, winter-related injuries, mental health/ seasonal depressions, increase of sexual and gender-based violence incidences, etc. These are due to immense movement of population, congestive living conditions, as well as impact of indoor heating, general disruption in health services delivery and access. The latter is especially problematic in areas currently not under the control of the government of Ukraine, where surveillance systems and health programs are not functioning.

For the majority of *surveyed communities* (more than 60%) repair, insulation and heating of healthcare facilities was relevant last winter, while less than 50% of them thought that this assistance was provided effectively (Table 2.3 and Figures 2.3.1 and 2.3.2 in Annex 4).

To address these issues and to decrease the risks of cold-related morbidity and mortality, *the Health Cluster led by WHO brought together 148 partners engaged in the humanitarian health response in Ukraine*, among which are NGO's UN agencies national authorities donors and observers. The response ranges from simply delivering generators to more comprehensive support to winterization of healthcare facilities. As a result of the on-going attacks on healthcare facilities and the dimension of the damage to health service infrastructure, the demand far outweighs supply and implementation capacity of the Health Cluster partners.

Moreover, *more comprehensive winterization solutions* would be related to prevention measures, referral mechanisms, identifying and targeting the most vulnerable (mainly elderly, chronically ill, pregnant women, people living in dwellings without proper winterization, children under five and new-borns, people with prolonged exposure to outdoor temperature), training community and health workers, creating safe spaces, etc. Most of these measures were outside of the Winterization Plan 2022-2023.

#### **Recommendations: Health**

- More comprehensive winter solutions for health should become a part of the upcoming Winterization Plan. Winter-related health issues and solutions need to be brought to the attention of other clusters for more sensitive planning.

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<sup>10</sup> <https://www.who.int/europe/publications/m/item/risk-assessment-for-winter-in-ukraine-december-2022>  
<https://reliefweb.int/report/ukraine/health-needs-assessment-adult-population-ukraine-survey-report-december-2022-enru>

### 3.2.6 Education Cluster

***The education lens was not systematically applied during the development of the Winterization Plan 2022-2023. At the same time, in many areas education is continuing outside the schools, while improvement of the out-of-school learning environment remains beyond the focus of the Education Cluster partners.***

*The Education Cluster actors feel that in supporting the triangle “children – teachers – learning environment” there was no clear definition of winterization, especially in the context of home-based learning. As a result not all elements were adequately captured in the winter response. Generally, in the education sector, winterization does not seem to be considered a separate activity; rather it is packaged under “access to learning activities”, whereby some activities have winterization components included into them where relevant. Under the winter response the Cluster partners reported mainly small repairs to schools, provision of generators and their connections. The Cluster partners (72 partners, including 60 national ones) cover education needs (e.g. education tools, learning materials, classes equipment, etc.), while there is an expectation that other needs can be addressed by other Clusters and actors (e.g., adequate winter clothing for teachers and children, cash support to teachers households, etc.). In designing the response in education, the focus of Cluster partners remains on the right combination of: a) modality of learning (because support with access and consequently winterization will depend on the type of learning – offline, online or mixed), and b) the modality of support (cash or in-kind items).*

*The call for a more systematic approach is being made during the planning of this winterization cycle as many more schools plan to re-open. In order to enable this, UNICEF and other development partners are working closely with the Ministry of Education and Science (MoES) on equipping schools, upgrading knowledge of teachers, securing bomb shelters, etc. However, it is not yet clear how other Clusters, whose responsibility will be securing learning environments for children living in CCM, etc., can support teachers and children. Special cases are the schools in the border areas with Russia and Belarus, or on occupied territories. In the case of the latter there is very little knowledge on how education is organized, and no reports are available from partners on activities in these areas, even where the distribution of some minimal help, in terms of items, would be allowed.*

For more than half of *surveyed communities* repair, insulation and heating of education institutions was relevant last winter, while less than 50% of them thought that this assistance was provided effectively (see Table 2.3 and Figures 2.3.1 and 2.3.2 in Annex 4).

*Cash assistance to schools has been the most successful modality of winterization support.* The assistance could be used more broadly – for repairs of the school or such improvements as shelter, etc., which can also support winter preparedness. It was most successful due to flexibility of the modality. All the schools have different situations, but some might need to support building structures, some might need to pay the bills for electricity, some need a generator, some need to improve installation. The difficulty was the grant application procedure, not so simple from the school perspective. According to the regulation, classing a grant of more than 200,000 UAH (some 5,400 USD) as humanitarian support implies very complicated procedures, from approvals from higher authorities to reporting. The grants provided to schools by UNICEF and its partners could range from 3,000 to 5,000 USD and could be in cash or in vouchers (e.g. for the local purchase of construction/ insulation materials, generators, etc.). Thus, the schools preferred to receive smaller grants to process them more easily. To ensure the proper use of grants, a MoU was signed with each beneficiary school. This modality is still time-consuming and takes several months to implement: last year it was nearly spring before many schools received their grants.

*Distribution of different items with focus on shelter kits with winterization components* was another activity of the Cluster partners. These typically included learning content with

winter clothes, blankets, mattresses, possibly also mini-generators, lighting, heating or charging devices. Issues raised in relation of this modality included: relevance of the kits distributed; costs of distribution logistics was not budgeted by partner organizations (and schools or local authorities did not have resources to organize a pick-up). Also, some single items were provided directly to schools (generators, heaters or lamps for shelters, etc.). Issues were reported in relation to appropriate capacity of generators and fitting them safely into the existing system, which required engineering expertise, safeguarding measures for children, operation and maintenance responsibilities. The MoES was not in a position to provide clear guidance on these issues and it was left to schools to find their own solutions.

Further, some education cluster partners seemed to be more comfortable delivering assistance to school headmasters *without much attention to the effectiveness of its use and impact*, including cases where schools remained closed. There were several examples of “improvements” of school insulation, where good quality plastic windows and doors were delivered and stored in schools unable to cover the costs of installation, or installation is not foreseen in the near future as the schools remain closed due to on-going shooting and shelling.

Children and teachers not coming to school, but who were *engaged in online education, were neglected in the winter response last year*. To enable access to learning, access to electricity and internet connection is required. To support online learning, some partners reported under winterization, and recorded such assistance as distribution of devices, online learning content, and digital learning centres, for schools that had to close for winter due to inability to heat the premises, pay electricity bills, etc.

Being concerned with general access to learning and solutions for shelters, *the MoE was not involved in the coordination of the last winter response*. It was mainly addressed by the education departments of oblasts and rayon authorities. The Education Cluster actors believe they are well aware of the needs on the ground and should be the main interlocutors for planning and implementing the local level response, although technical details, such as type of generators needed, should come from the school level.

*Many schools are still reported as being used as points of invisibility*. The MoES did not provide any guidance on how to combine this function of schools with the education function. In most cases, when a school is not used for learning it is open as an invisibility point, in order not to interfere with the education process and ensure children’s security. Teachers are deployed as volunteers on top of their main terms of reference.

*A relatively small share of schools are used now by IDPs*. From a reported 60% of education institutions used by IDPs most are not functional schools: they are those made redundant after the optimization under the decentralization reform. According to data received from MoES in May 2022, only 200 functional education institutions are used as collective centres, of which a relatively small share are in the most conflict affected areas and where education is anyway delivered online.

*Pre-school institutions* that are under the responsibilities of hromadas were not among immediate priorities as they are not part of the mandatory education system. Most kindergartens do not have shelter facilities. Furthermore, they cannot benefit from the state subsidy system, as schools do. The situation is not well known.

## Recommendations: Education

- ⇒ Revisit the definition of the comprehensive winter response under the Education cluster, looking at the combination of three elements – children, teachers and learning environment (independently from online or offline learning). Digital learning spaces should be added to the winter package as many schools will remain closed. East and South should remain the focus in education.
- ⇒ Integrated response requires inter-cluster coordination (links to NFIs in winter preparedness of children and teachers, child protection, etc.), while UNICEF can

focus on the learning environment. There is a need to better map potential cluster links under each Cluster in order to operationalize the inter-cluster cooperation and make better use of the Cluster system leveraging.

- ⇒ UNICEF partners have consultations with schools, confirm a need for cash transfers and shelter kits with relevant content.
- ⇒ Where schools remain closed due to on-going attacks, insecurities/ inability to ensure a secure in-school learning environment (also due to missing bomb shelters, massive damage, etc.) focus needs to be put on out-of-school learning environments.
- ⇒ Assistance related to education in the border areas between Russia and Belarus, and on occupied territories where access is possible, should be planned and encouraged by Education and Protection.
- ⇒ Several advocacy issues that need to be given attention (also beyond the winterization) include: strategies and solutions for making kindergartens function, based on assessing the situation; and clear policies on the use of schools as invisibility points.

### 3.2.7 Camp Coordination and Camp Management Cluster

***Along with inter-Cluster coordination, a consolidation strategy and a durable solution for IDP is an important frame for the provision of further meaningful assistance, including under winterization.***

The CCCM Cluster is meant to *ensure a coordinated multi-sectoral response for the protection of IDPs residing in communal centres*, improving their quality of life and dignity during displacement, and also to advocate for transitional and durable solutions.<sup>11</sup>

A number of organizations provided *support to people in collective centres as a part of winterization using different modalities*, focusing on securing infrastructure readiness and safe spaces for people for winter. It ranged from provision of various food and NFI items (often in the form of standardized kits) and case-by-case individual support to the improvement of heating and insulation conditions of the centres.

From one third of *surveyed communities* that reported repair, insulation and heating of collective centres relevant for them, only 38% assessed response as effective (see Table 2.3 and Figures 2.3.1 and 2.3.2 in Annex 5).

IOM has tested provision of *cash grants to public and private facilities hosting IDPs*, where they could themselves prioritize the type of spending prior to the last winter. However, the main issue was the debts of these facilities to utility companies (especially in the case of student dormitories that are usually not funded from the budget but from student fees) that are disproportionally high compared to the amount of the cash support that can be provided by the humanitarian partners.

Several CCCM Cluster partners mentioned *a need for a consolidation strategy and a durable solution* for IDP as an important frame for the provision of further meaningful assistance, including under winterization. The UN and IOM, with the support of the RCO Durable Solution Advisor, launched a dialogue with the Government of Ukraine on the programming for recovery and durable solutions for IDPs, which is supported by solid data and is evidence-based.<sup>12</sup>

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<sup>11</sup> <https://response.reliefweb.int/ukraine/camp-coordination-and-camp-management-cccm>

<sup>12</sup> Data for Durable Solutions: Ukraine. Symposium Summary Report and Way Forward, Kyiv 30-31 March 2023, UN/IOM.

In CCCM, partners would like to see *stronger inter-Cluster coordination* not only with the Protection Cluster but also with other Clusters, like Education (e.g. on learning environments for children living in CCM), Health (e.g. on prevention and support to people with special health needs), etc.

### Recommendations: Camp Coordination and Camp Management Cluster

- ⇒ Future winterization support to community centres and their residents should be provided in the framework of an agreed consolidation strategy and durable solutions.
- ⇒ Joint solutions in coordination with the government should be found for the management of debts of the institutions that are hosting IDPs.
- ⇒ Ensure stronger inter-cluster coordination in planning for the upcoming winter (Protection, Education, Health).
- ⇒ Advocate for finding alternative solutions for IDPs residing in schools in coordination with the CCM Cluster and Protection Cluster.

### 3.2.8 Cash Assistance Modality

***Humanitarian assistance was provided both in kind and in cash, with the latter being a preferred modality by both partners and beneficiaries where the local market operated. Cash and voucher assistance was successfully and flexibly applied across clusters, although it was reported as a lump sum and its purpose was not reported by partners in any detail beyond “cash for winterization”. The partners see some space for improvement in terms of streamlining the beneficiary enrolment process and targeting.***

Across the Clusters, different agencies have been applying the *targeted and multi-purpose cash (MPC) modalities, as well as vouchers modality* to assist people in the most affected areas as a part of winterization. Some partners look at MPC assistance as a part of winterization program (especially where they introduced wider targeting or increasing duration of assistance in the winter period), although the MPC WG does not consider it winterization-specific.

Cash and vouchers related to winter included *multiple activities*: cash for small and medium repairs, cash for insulation, cash for winter clothing, cash incentive to cover electricity consumption for IDPs hosting families, etc. UNHCR and some other agencies gained rich experience in topping up MPC assistance for winter.

According to the PDM of most agencies and the feedback received by the Review team from the communities, cash and voucher assistance was highly appreciated as it helped families to go through winter and to cover extra costs (heating and fuel costs, procure winter items, etc.). However, *tracing the use of this assistance is still difficult*, since in the MCP Dashboard it is reported under the general category as “cash for winterization” without distinguishing the purpose,<sup>13</sup> and through PDM the partners do not capture and report systematically on the purpose of such MCP use.

The survey revealed that MPC assistance and financial assistance for housing and utilities was the most relevant for the surveys communities. Judging by a not very high rating for effectiveness of response (slightly more than 50% for the former and less than 50% for the later) demand for this type of assistance was much higher than supply.

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<sup>13</sup> <https://response.reliefweb.int/ukraine/cash-working-group-cwg>

Fig. 2.2.1. Relevance of the financial assistance to vulnerable people in winter 2022/2023, all respondents, %

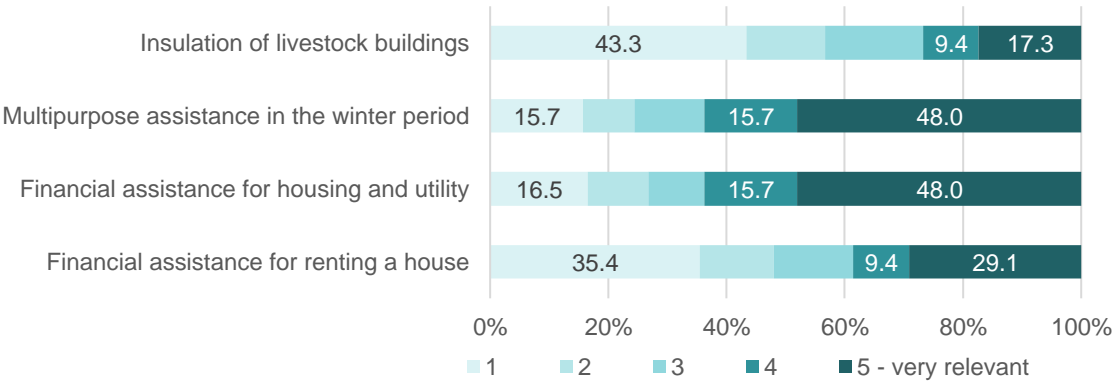
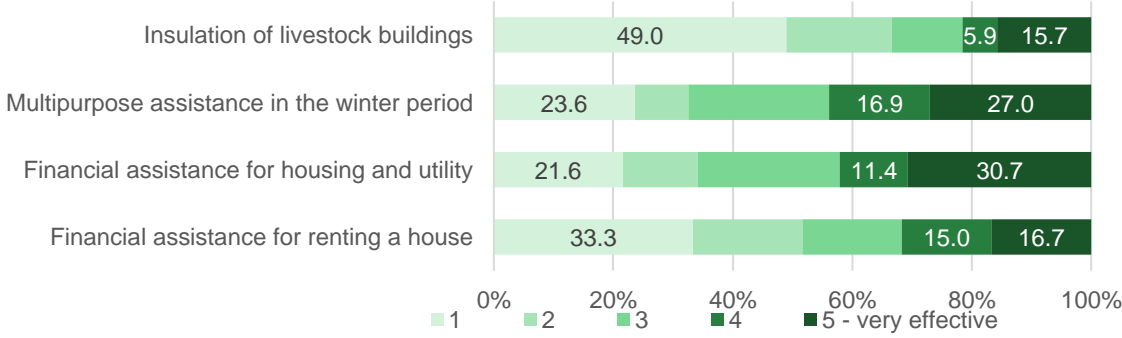


Fig. 2.2.2. Effectiveness of the financial assistance to vulnerable people in winter 2022/2023 (for those where relevance was rated 3 and above), %



Relevance of this type of assistance remains high for the winter 2023-2024 (even higher in urban areas).

Fig. 3.2.1. Relevance of the financial assistance to vulnerable people in winter 2023/2024

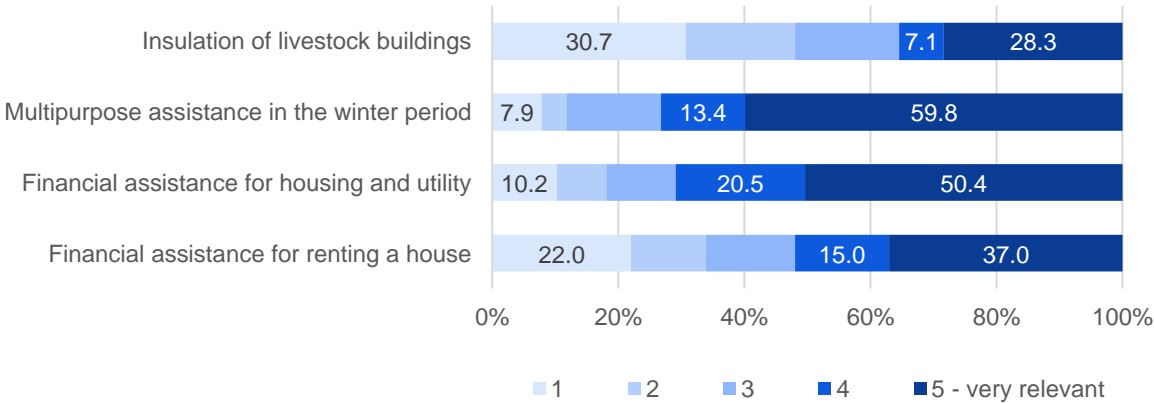
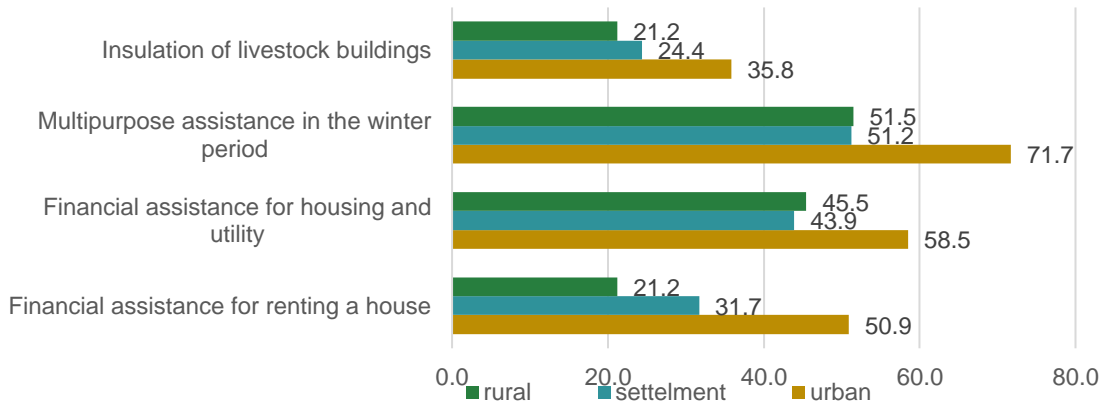


Fig. 3.2.2. Relevance of the financial assistance in winter 2023/2024 (urban/rural)



Partners' flexibility to react to the winter needs depended to a large extent on flexibility in programming, level of outreach through local partners/ human resources in the field (including to less secure areas where the more vulnerable are who need to be enrolled into the system) and the efficiency of the enrolment system. For instance, the Digital Wallet system introduced by some organizations (where people can rely on use of a smartphone application) allows much faster delivery of cash assistance. Another innovation tried by partners was the "mobile clinics" for beneficiary enrolment in insecure areas where establishing enrolment centres is problematic.

Inefficiencies and duplications between different agencies were more often reported in the process of selection of beneficiaries (case load at the level of assessing the situation on the ground and selecting beneficiaries) than in the actual distribution of cash benefits. At the same time several partners raised concerns related to the coordination of beneficiary humanitarian cash assistance with the beneficiary database of the Ministry of Social Policy. For instance, UNHCR receives a list of socially vulnerable families from the Ministry of Social Policy, and its database of beneficiaries is comprised after needs verification of those additional vulnerable beneficiaries identified by partners in the field, minus those already included into the beneficiary lists of other organizations providing cash assistance.

In the discussions with partners on MPC as a coping strategy for winter, the issue of targeting the most vulnerable was raised on several occasions, especially in the context of less funds available for the cash modality for the upcoming winter.

**Recommendations: Cash Assistance**

- ⇒ Cash and vouchers for winterization modality has been highly appreciated and should become a preferred modality in the areas where the market functions.
- ⇒ Review reporting standards for cash assistance to ensure that, wherever possible, partners in their reports provide information on the purpose of cash use based on PDM. In line with standards, MPC grants top-up for winter is recommended to enable people to address their different winter needs, and be given stronger PDM.
- ⇒ Consolidate the menu of vulnerabilities to be concentrated on (with priority given to the most vulnerable and people under protection risks in close coordination with the Protection Cluster actors) and streamline the beneficiary enrolment process (also in coordination with the state safety net programs).
- ⇒ Given the growing demand for the Cash Assistance instrument, the dialog and coordination between the Cash WG and the Clusters need to start early in advance of winter, focusing on MPC grants for winter.

### 3.2.9 Logistics Cluster

***The Logistic Cluster has been providing adequate support to partners in terms of storage of procured goods and has recently expanded its capacity as a part of the preparedness to last winter. How the facilities can be utilized on the background of partner investments into own warehouses needs to be seen.***

The Logistics Cluster is *providing support services*, mainly related to storage and transportation of humanitarian assistance, including for winterization. The services are organized around *three coordination hubs* – a national one in Kyiv, and two sub-national ones in Dnipro and Odessa. The service users are for the majority international organizations, followed by UN agencies and some national organizations.

The Logistics Cluster representatives felt that they were *well integrated into the preparation of the last winter response*. Already in July, the Cluster was made aware of planned increased supplies related to the Winterization Plan, and increased its storage capacity as a preventative measure. However, according to cluster representatives, they did not witness a large increase of incoming cargo due to the winterization.

It is anticipated that the existing storage facilities might be underutilized with *the shift to local procurement mode and many humanitarian partners investing in their own warehouses*, limiting the use of UN storage services to cases of overflow of cargo, or for an unexpected delivery. The Logistics Cluster is also encouraging the humanitarian organizations to set up their own *longer-term autonomous agreements with local transport companies* that can handle smaller cargo quantities.

#### **Recommendations: Logistics**

- ⇒ Review the feasibility of usage of the expanded storage capacities as a part of the winterization planning and consider necessary optimizations.

## 3.3 General Planning and Coordination

***Cluster roles and inter-cluster coordination on winterization approaches and standards, underdeveloped links between strategic and operational levels, and lack of structured interface with the government were among shortcomings of last winter's response. While last year there was not much space for proper planning of a joint emergency response, planning for the upcoming winter, due to gained experience and better organized government, can rely more on needs assessment and understanding of the government plans. To operationalize this coordination the existing humanitarian response coordination needs to be decentralized, and the area-based approach is being tested by HCT in pilot oblasts.***

Both the government officials and the international actors pointed to the issue of *blurred Clusters roles in guiding the winterization response*. While relying on overall coordination of the clusters, all partner agencies have their own programs and different understandings of what qualifies for “winterization response”. Many partners felt that the guidance on documenting and reporting winterization activities was insufficient and its quality varied across the national and sub-national Clusters, depending on resources, role and technical capacity of lead agencies and NGO co-leads.

During the last winter response, *communication and coordination worked better among OCHA members than between OCHA and partner organizations*. The partners pointed specifically to the gap they felt in coordination between national (strategic) and local (operational) levels.

*Communication with the government at regional level and below during the last winter response has been rather ad-hoc.* The government partners were confused with different communication channels and different formats in which information on needs was requested from them under different Clusters and by different international organizations, which led to duplication of labour and was time consuming. Some government partners learned to manage or manipulate these differences with the time, others just kept shooting the same requests to all with the hope they would be addressed at some point.

The international actors recognize that the idea of filtering requests according to the mandates of Clusters does not work well. The communication was also complicated by the fact that the authorities had little (if any) understanding of humanitarian assistance in the context of the overall humanitarian system. Interviewed humanitarian partners did not feel that mutual accountability was established; they reported on provision of winter-related humanitarian aid but never received feedback from the government as to what extent needs were met in which regions and areas, so as to avoid overlap and ensure proper redistribution.

The interviewed partners thought that last year there *was not much space for joint planning of the winter emergency response with the government*, and that *the government was much less organized than this year*. Under the martial law, oblasts and rayons authorities were strengthened and in 2023 Coordination Centres were established in each oblast.<sup>14</sup> At the same time, according to key UN organizations interviewed, despite the massive attack on infrastructure during the winter of 2022-2023, they found that the government's capacity to keep some systems running was beyond their expectations. Annex 4 contains a summary of the participatory regional meetings conducted in the framework of the Review that summarises the current situation and priority areas of support in the preparation to the upcoming winter, as seen by regional, rayon and hromada government representatives.

*Limited ability of the humanitarian group to track the delivery of winter assistance against the actual needs* was among the critical accountability points. The main challenge felt across the Clusters was a need to address the consequences of massive destruction of energy infrastructure across the regions of Ukraine. Multiple and often uncoordinated requests were received from oblasts, rayons, hromatadas, local organizations and households for heaters, generators, fuel, etc., which was hard to manage and deliver timely as the humanitarian partners did not necessarily have the requested items in stock, or the stock at the local and national markets was exhausted and the prices went up. Many requests were met with a delay and delivery towards the end of winter. As previously mentioned, a massive number of stoves (*burzuyki*) were purchased, distributed and/or stocked. At the same time, there was a huge deficit of power banks, torches and other simple appliances. Apart from over-purchase and delivery of some items, they were not necessarily the most relevant ones, sometimes expensive and challenging to distribute and install.

*Needs assessments* are conducted by various organizations across different regions of Ukraine to inform the humanitarian response, although often in parallel. At the same time, there is an information gap on humanitarian needs of people living outside the control of the Government of Ukraine (territories of Donetsk, Lugansk, Kherson and Zaporizhya oblasts) or near combat zones, where people face severe security concerns, lack of adequate basic services, and lack of sufficient income or work opportunities.<sup>15</sup> However, the humanitarian response in support of people on occupied territories was outside of the scope of the current review.

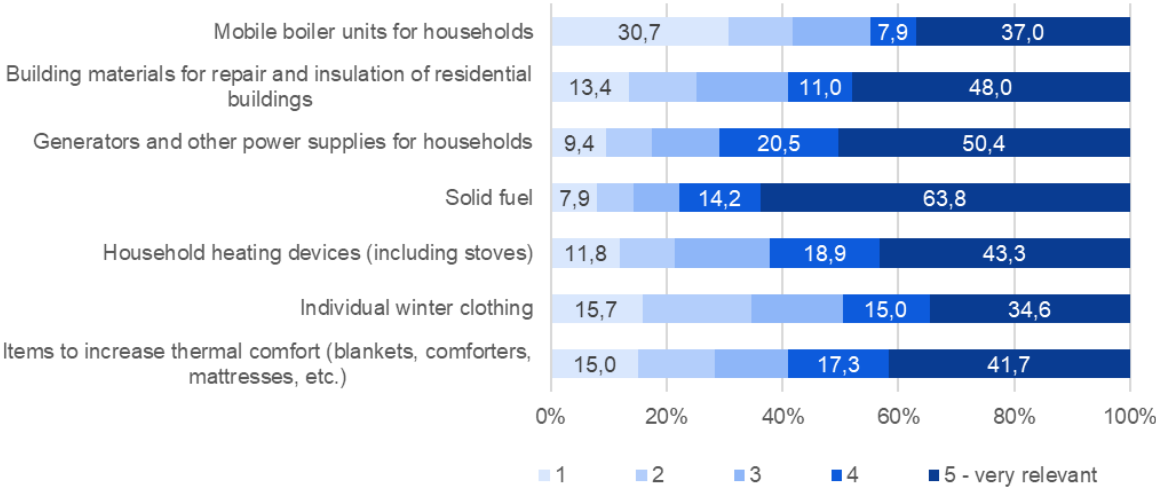
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<sup>14</sup> "In order to support civilians and improve coordination between various state institutions, local authorities, civil society and volunteer organizations, as well as international humanitarian organizations", the Cabinet of Ministers of Ukraine adopted a resolution in May 2023 to establish advisory bodies in the regions - Coordination Centers for Support of Civilians in the regions - by 1 July 2023. The main tasks of the Coordination Centre include collecting and summarizing the urgent needs and problems of the affected population, as well as monitoring their resolution. The model regulations of the Coordination Centers are available online (<https://www.kmu.gov.ua/npas/pro-koordinatsiini-tsenry-pidtrymky-tsyvilnoho-s470-90523>)

<sup>15</sup> A Brief Look at Inaccessible Areas: Ukraine's Multi-sector Needs Assessment. WFP, May 2023.

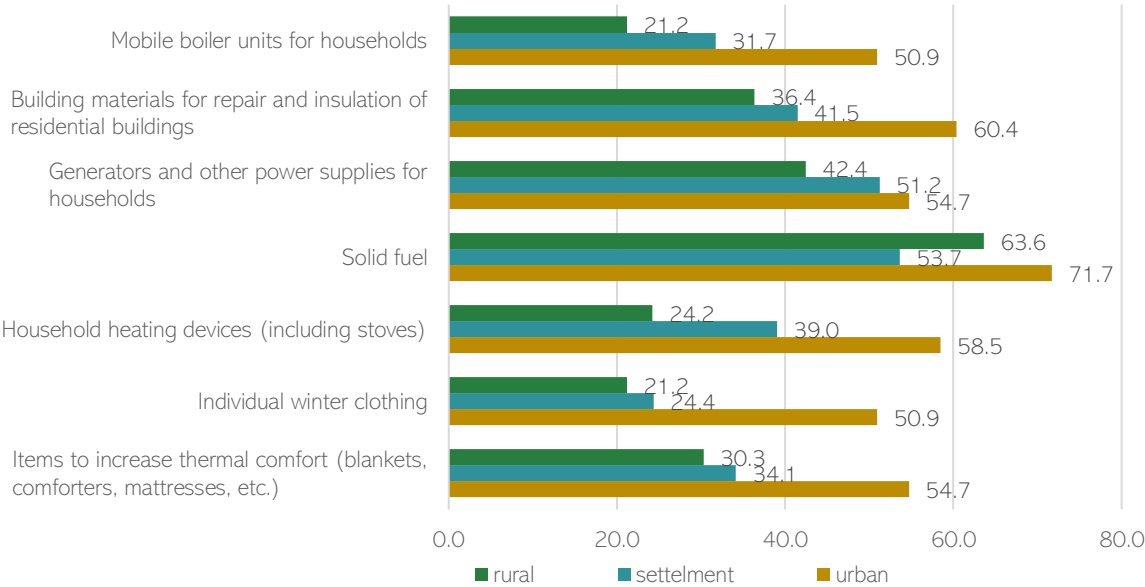
According to the survey, demand for solid fuel, power supply to households, household heating devices, items for personal thermal comfort and materials for houses repairs will remain relatively high during the upcoming winter.

Fig. 3.1.1 Relevance of the population's needs in NFIs for winter 2023/2024, all respondents, %



Demand for these items is expected to be higher in urban areas.

Fig. 3.2.2. Relevance of the financial assistance to vulnerable people in winter 2023/2024 (urban/rural)



To increase the effectiveness and efficiency of the response, the *HCT has been reflecting on the existing humanitarian response structure and the role of different bodies*. Annex 2 includes the emerging OCHA humanitarian architecture for 2023.

*Clusters have sub-national coordinators* based in Dnipro that cover eight oblasts. Their ability to provide programmatic guidance and support depends on capacities of lead agencies and the level of organization of the humanitarian team in oblasts.

Currently, there *are four hubs established across the country*: in Kyiv (centre) and in Lviv (west) focusing more on response to the IDPs, and in Odessa (south) and in Dnipro (east)

focusing on “the front line” issues. The eastern hub in Dnipro has the largest number of operational partners, and used to be more structured through an Area Humanitarian Country Team (AHCT) and Humanitarian Coordinator based in Dnipro. However, without strategic decision-making power, that structure became redundant and was discontinued. It was recently replaced by the Heads of Humanitarian Agencies (HoHA) forum comprised of humanitarian organizations (equal number of UN agencies and NGOs). There is a clear decision that HoHA is not a strategic or decision-making forum, rather it is meant to fill the gap in discussing and addressing operational level issues faced by implementing partners. There is also a HOPS national forum hosted in Dnipro, which is purposed for coordination of humanitarian convoys organized as a part to the flood response by UN and NGOs.

*The NGO platform is another operational coordination forum*, which was formalised in terms of membership and processes in February 2023. It was set up for engagement with OCHA on the winterization response but also on wider issues the NGOs faced during the winter to keep the operations running. The key concerns that are high on the NGOs’ agenda for the upcoming winter planning are: ensuring a more integrated and inter-sectoral approach in planning and implementation; securing collection and analysis of data against actual needs and not just as delivery reporting; participation in the HOPC platform; participating in discussions on how to avoid full warehouses and over-supply that leads to disturbing the local market and mis-targeting; discussion of how to avoid a “dump and run” approach by humanitarian assistance providers. In general, both international and national NGOs would like to be seen more as partners than as an aid delivery channel, and would like to contribute to the elaboration of the new winterization plan (which was not the case last winter), discussing context changes and better targeting, better utilization of assistance delivered and upcoming needs. The planning should also look at how to ensure the operational ability of NGOs and their own organizational resilience; and compensation and security of volunteers’ work, which has been an issue for smaller and less formalized partners.

The recently introduced *General Coordination Meetings* (GCMs), where sub-Cluster representatives, government and key humanitarian partners interface, is an important step to better information exchange but they do not yet serve the purpose of operational coordination. When this coordination occurs it is rather at the level of direct relations between humanitarian actors and government counterparts (which is the case with the health and education sectors). The HOPC platform, however, shows the value of area-based operational level coordination for the front-line areas and organization of convoys.

In order to identify corrective actions needed to improve the delivery of humanitarian assistance, in March-April 2022 the UN HC and the HCT initiated an Operational Peer Review. The *Operational Peer Review made several important observations* that can be reconfirmed by the Winterization Review findings, based on the discussions of existing gaps in the last and the upcoming winterization response with different actors. Those related to:

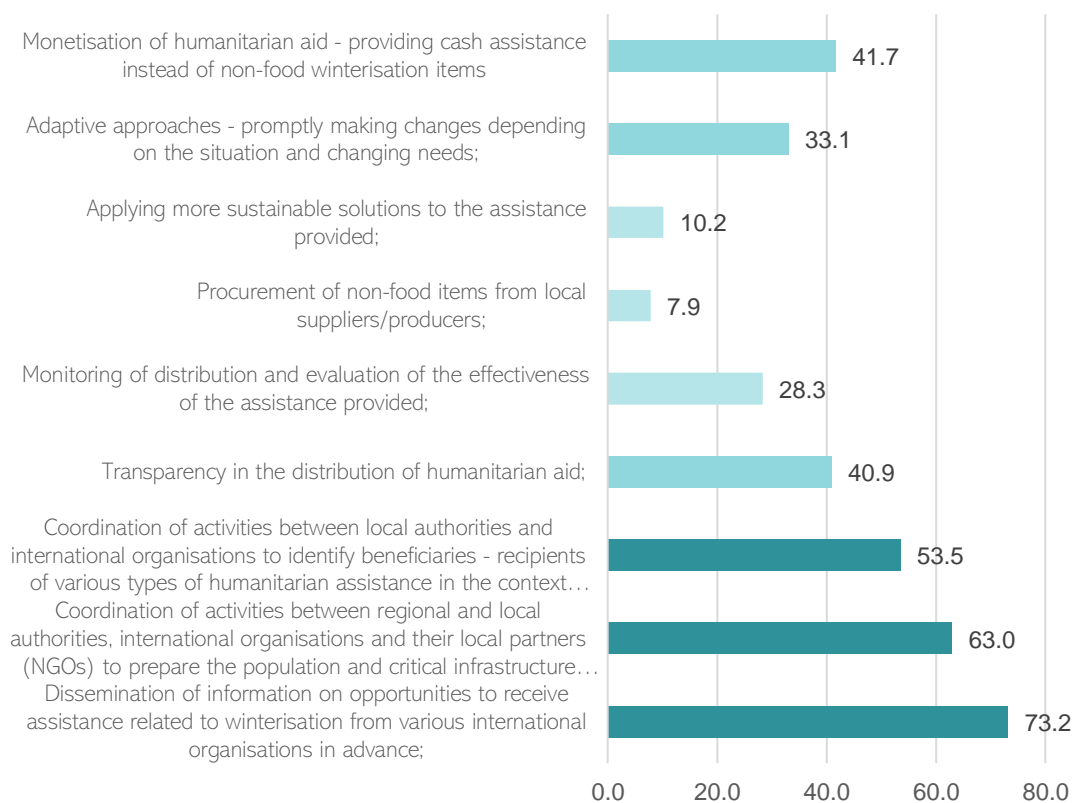
- The need for better use of domestic systems and closer coordination with the Government, where the government can play a leading role but without compromising the core humanitarian principles;
- Ensuring accountability and quality of the humanitarian assistance by better tailoring it to the actual needs;
- Clarifying roles of Clusters and capacitating them;
- Ensuring continuum between humanitarian response, recovery and development programming (also in the context of a durable solution, localization, ensuring preparedness of domestic systems and other relevant concepts).

There appears to be a consensus that the *existing humanitarian coordination architecture needs to be more decentralized*, more agile, flexible, leaner, less disruptive, and less dependent on the four weeks R&R cycle. The current attempt to establish *areas (oblast)-based coordination structure* is welcomed by many actors, and not only in the

oblasts shifting from humanitarian assistance to reconstruction (like Kyiv, Sumi, etc.) but also in the oblasts that are still heavily affected and partly occupied. In two oblasts – Kharkiv (east) and Zaporizhzhya (south) – the area-based coordination (ABC) model is now being piloted, although with not much conceptual clarity yet on how it integrates Clusters, national and sub-national hubs and other existing structures (“learning by doing” approach).

According to the survey, the issues of *information dissemination, coordination among humanitarian partners and authorities for both the preparation of public infrastructure for winter and for responding to households needs should receive the highest attention.*

*Fig. 3.4. Recommendations to improve the quality and responsiveness of the humanitarian assistance in winter 2023/2024, all respondents, %*



### Recommendations: Planning and Coordination

- ⇒ As a part of the upcoming winterization planning, identify entry points for the inter-cluster coordination for the cooperation to ensure value added and more integrated response, as well as agree on joint approaches and standards. Integrated field work and cross-referral among services will be also important for identifying vulnerable people in need of assistance that might otherwise be excluded. Although protection was not featured clearly as a prominent cluster in the last Winterization Plan, better mainstreaming protection concerns in the assistance of other Clusters (shelter, WASH, etc.) should be secured.
- ⇒ Develop a more nuanced understanding around the programming in terms of what is humanitarian winter response and what is not under each Cluster. It is clear that vulnerabilities and costs of living are higher during winter, but many activities related to winter-preparedness need to be mainstreamed throughout the year and be normal operations of partners.
- ⇒ The anticipated decline of funds available for response during the upcoming winter compared to the last winter, calls for a more strategic approach and

concentration on areas with the biggest needs, like those close to the contact line where assistance has been very limited, or areas where recent IDPs have arrived but not necessarily stayed in collective centers. Provision of assistance needs to be based on a rapid but integrated needs assessment. While shelter and protection will remain the key concerns, where possible livelihoods support and cash/ vouchers modality should be given priority for assistance provided to households.

- ⇒ Define and clearly visualize the new operational level ABC mechanism and the way it connects/ integrates other existing coordination levels and platforms, Clusters, WGs, sub-national cluster meetings and inter-cluster meetings, sub-national hubs, GCM, as well as the NGOs Platform. The ABC mechanisms can be led by OCHA or senior UN/NGO representatives.
- ⇒ The ABC mechanism should be designed in such a way to align with the Cluster system, on one hand, and with the government structures and sectoral responsibilities on the other. This will require greater mobility of the Cluster leads and co-leads. It is recommended to appoint focal points for each Cluster at the oblast level, including from the capable NGOs.
- ⇒ The ABC needs to be properly resourced to be functional.
- ⇒ HCT should secure better links and coordination between humanitarian assistance, recovery and development concerns and actors during the winterization response planning and plan implementation (considering the nexus, localization, durable solutions, community preparedness for winter and other relevant concepts). Recovery and development partners can be included into the ABC mechanism and can potentially take it over if it proves effective. However, the differences between the three aid arms need to be better communicated to government partners to ensure relevance of their requests and communicated needs.
- ⇒ Bridging from strictly emergency modalities towards more comprehensive solutions is especially critical in the energy domain, where special coordination arrangements are required not only across the humanitarian Clusters but also between humanitarian and the recovery groups.
- ⇒ Based on lessons learned from the last winter response, it would be important to better assess the needs and to understand the government plans. On the other hand, the roles of Clusters need to be better communicated to the governments in the regions, in order to make coordination between the needs and supply more efficient, and to increase accountability of the humanitarian response.
- ⇒ Give adequate attention to the issue of operational preparedness. Without knowing exactly what the scale of needed responses will be, or where they will be, the frameworks agreements are to be in place in advance, partners identified, etc. Humanitarian partners need to remain nimble and stay flexible to engage in the new areas.
- ⇒ Finally, it is recommended to feature environmental concerns more strongly in the winterization response to planning and action; possibly with the support of the UNEP/OCHA Joint Environment Unit, which works with partners in the UN, NGO and donor communities to ensure the anchoring of environmental considerations across different elements of humanitarian response.

# ANNEX 1. TERMS OF REFERENCE

## Review of the Ukraine Collective Response to Winter 2022/23

### Needs Terms of Reference

#### 1. Background

The 2022-2023 winter season in Ukraine was harsh, with extreme cold conditions exacerbated by extensive and continual attacks on the energy infrastructure that left millions of people without or with insufficient heat, power, and/or water for extended periods. Millions of people directly impacted by the war, including displaced people across Ukraine and those living in front-line areas or in war-damaged housing required support to ensure they could survive the winter period.

As the widespread attacks on energy infrastructure had not been foreseen during joint planning for the winter response, all actors had to rapidly adjust their response late in 2022 to meet the new needs, including procurement of thousands of generators and supplying specialized equipment and parts to support the restoration of the energy infrastructure. Adding further complexity to the response, the changing front lines necessitated urgent response in regained territory as the people living in these areas became accessible to the international humanitarian community.

Through the combined and coordinated efforts of the international humanitarian community, local humanitarian actors, Member States' bilateral assistance and local authorities, the direst predictions of human suffering and mass displacement during the winter period did not occur. Nevertheless, despite the collective efforts, not all planned assistance was carried out, or it arrived late and there were areas where some people did not receive needed assistance.

#### 2. Purpose

To review the perceptions of the effectiveness of the 2022/23 collective efforts to respond to the winter-related humanitarian needs of people impacted by the war in Ukraine, including support provided by the international humanitarian community, local actors, Member States, and local and national authorities, with an overarching goal to incorporate lessons learned to inform planning for the 2023/24 winter response. This initiative was commissioned by the HCT and is backed by the donor community in Ukraine.

#### 3. Objectives

- To assess the perception among key stakeholders and beneficiaries of the success of the winterization response, the gaps in types of assistance or coverage (including geographic locations and demographic groups).
- To identify best/poor practices to replicate/avoid in the 2023/24 winterization response.
- To identify activities or investments conducted during the 2022/23 response that will continue to be able to support the 2023/24 response (e.g., generators), activities that need to be continued/expanded (e.g., rental support, distribution of heating fuel), and other activities that were missing from the 2022/23 response.
- To explore how/whether winter programming contributed to the emergency early recovery efforts, including eventual complementarity with actions taken by the government of Ukraine or development actors.
- To recommend activities and approaches, and their ranking and prioritization if funds are limited, to be considered in the design of the winter 2023/24 response planning.

#### *4. Methodology*

This review will be based on key informant interviews with national, oblast, and hromada level authorities, Ukrainian civil society and non-governmental organizations, and focus group discussions with people with humanitarian (winter-related) needs and who have been directly impacted by the war. Perception surveys may be used to supplement focus group discussions. In addition, a desk review of monitoring/post-distribution monitoring reports, perception survey data, and other key winter assistance documents, supplemented by interviews with key informants from Member States, donors, and humanitarian organizations (non-governmental and public international organizations) to understand the nature of assistance provided.

#### *5. Deliverable*

The 2022/23 winter response review should be presented in a report with the following elements:

- Executive summary with key findings, conclusions and recommendations
- Methodology
- Findings, including successes, gaps, sustained investments, linkages to early recovery efforts
- Recommendations for 2023/24 response

#### *6. Time frame*

Four weeks, 29 May – 23 June, with final results delivered by 26 June, 2023.

#### *7. Selection Process*

At least five international and/or national experts are invited to submit a proposal in response to the present Terms of Reference. We encourage the composition of one international and one national expert team.

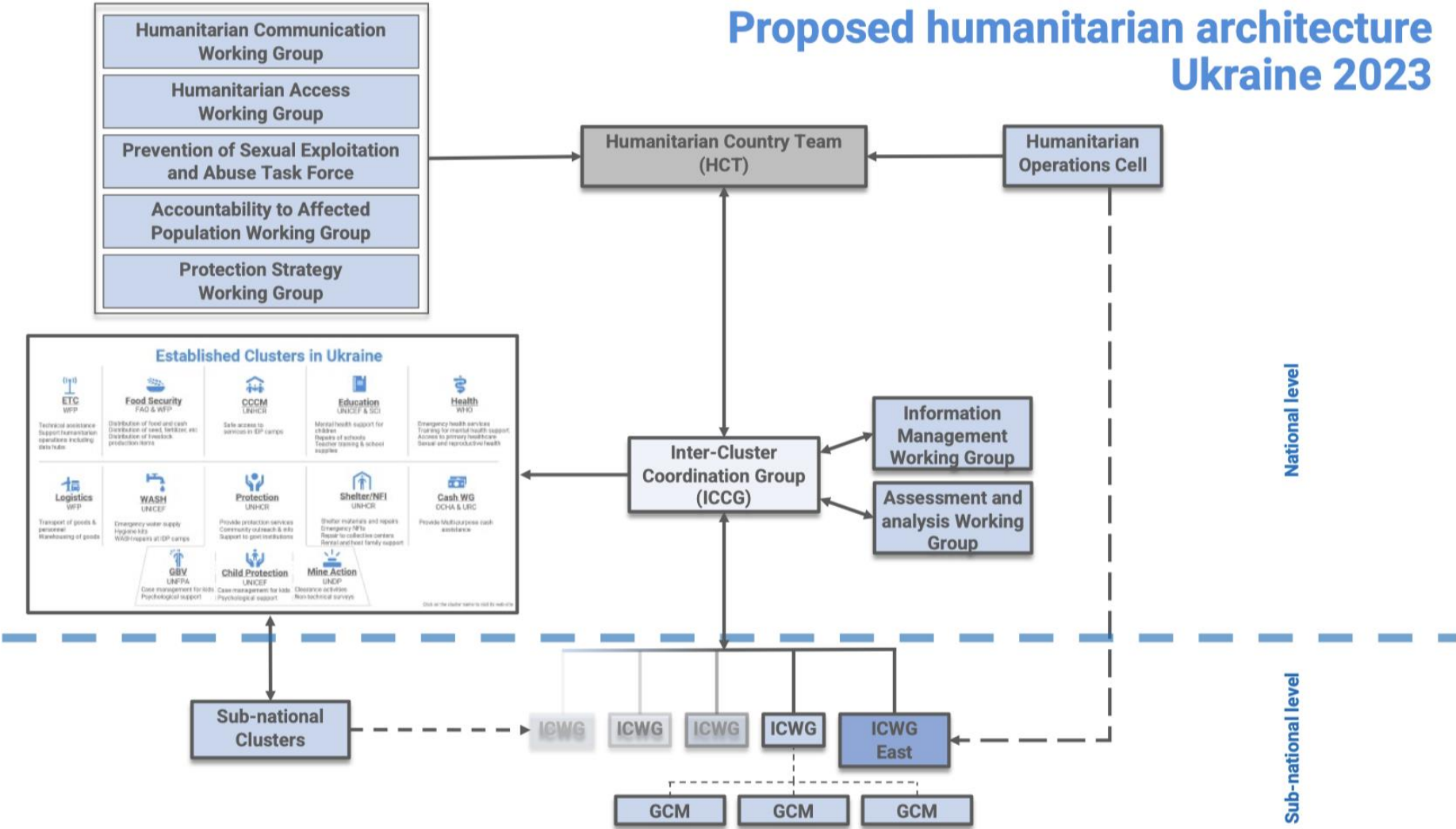
Required expertise and qualifications of the consultant:

- Minimum 10 years of experience in the area of humanitarian response, including in different contexts, preferably in Eastern Europe/Ukraine;
- Solid experience in conducting review assessments;
- Knowledge of the Ukrainian context (including humanitarian actors, Government structure, etc.) would be an asset;
- Experience of working in and with international projects, organizations as well as local and national governments;
- Competence in gender, AAP, AGD, and protection mainstreaming;
- Ability to work independently and in a collaborative manner within a multicultural team;
- Fluency in English. Ukrainian/Russian language skills would be an asset.

# ANNEX 2. HUMANITARIAN RESPONSE ARCHITECTURE

SOURCE: OCHA, JUNE 2023

## Proposed humanitarian architecture Ukraine 2023



## ANNEX 3. REVIEW PROGRAM

### Schedule of Interviews in Kyiv

Wednesday, June 14	
16.00	Briefing with OCHA: Sarah Hilding der Weduwen, Head of Office, James Weatherill, Deputy Head of Office
Monday, June 19	
14.00	UNHCR: Marian Schilperoord, Deputy Representative, and Coordinators for Shelter, NFIs and Cash Assistance
15.00	UNICEF: Murat Sahin, Representative, Mustafa Ben Messaoud, Emergency Coordinator
17.00	IOM: Anh Nguyen, Representative, Marco Chimenton, Deputy Representative
Tuesday, June 20	
9.00	FSL Cluster: Charles Hopkins, FSL Cluster Coordinator/ FAO
11.30	PIN NGO: Anna Duda, Country Director, Viktor Gladchenko,
13.30	Shelter Cluster: John Wain, Shelter/NFI Cluster Coordinator
14.30	NGO Platform: Joanna Garbalinska, Platform Coordinator
16.00	Education Cluster: Munas Kalden, Education Cluster Coordinator/ UNICEF, Margaryta Rymarenko, Education Cluster Co-coordinator/ Save the Children
17.00	UNDP: Christophoros Politis, Deputy Representative
18.00	WASH: David Alford, WASH Cluster Coordinator, Tatyana, WASH Cluster Co-coordinator
Saturday, July 24	
10.30	Meeting with key donor representatives: EU, USAID, DFID, SDC
Tuesday, July 12	
16.30	Cash Working Group: Paul de Carvalho-Pointillart, OCHA Cash Coordinator, and Cash WG Co-c-coordinators
Tuesday, July 13	
15.30	Denise Brown, Humanitarian Coordinator

### Field mission - Dnipro, 21/06/2023

Time	Place	Participants	Notes
8.30	OCHA office, in-person	Security briefing	
09:15-10:00	OCHA office, hybrid	Co-chairs of the Area Heads of Humanitarian Agencies (AHOHA)	AHOHA co-chaired by <ol style="list-style-type: none"> <li>1. Chief of Field Office UNICEF</li> <li>2. Ukraine NGO Coordinator</li> </ol>
10:00-11:00	OCHA office, in-person	Agencies and NGOs represented in the Area Heads of Humanitarian Agencies (AHOHA) forum. <i>Note: AHOHA succeeded the previous Area-HCT</i>	Includes UN agencies and NGOs. Proposal to invite working-level technical staff/experts
12:00-13:00	OCHA office, in-person	Inter-Cluster Working Group - East	Focus on 4 clusters included in winterization plan (Education, FSLC, Shelter/NFI, WASH), other clusters can also be invited
14.00-15.00	OCHA office, in-person	OCHA Dnipro colleagues	Further background on coordination structures
16.00-17.00			Departure to Kharkiv

### Field mission- Kharkiv, 22-23/06/2023

Date and type of activity	Timing	Participants	Notes
22.06.2023 Meeting with the Shevchenkove, administration building	09:00-12:00	Head of Kupianski raion administration and head of hromadas	Retaken raion with complex categories of hromadas, including retaken, heavy targeted and occupied settlements;
		Community representatives affected by the war	Shevchenkove hromada is targeted sporadically, the latest impact took place during the week of 12 June 2023 causing damages to about 50 civilian infrastructure and private houses – insolation of private dwellings is a priority for winter
22.06.2023 Meeting with the Chuhuiv administration building	13:00-16:00	Head of Kupianski raion administration and head of hromadas	Chuhuiv has retaken areas and the most complex situation among them is Vovchansk hromada of Chuhuiv raion as is located on the UA-RF border and population is completely disconnected from the gas supply from RF.
		Visit IOM repaired shelter project 1-a Kharkivs'ka street, Chuhuiv	Shelter repair and insolation of the private houses is a priority.
23.06.2023 Meeting with Social Protection Department	10:00 TBC	Acting Head of Social Protection Department	Discussion on lessons learnt, priorities and needs for the oblast
23.06.2023 Meeting with the national humanitarian responders	11:30 TBC	NNGOs and volunteer organizations	Discussion on lessons learnt, priorities and needs for the oblast
23.06.2023 Meeting with the INGOs	13:00 TBC	INGO representatives based in Kharkiv	Discussion on lessons learnt, priorities and needs for the oblast.
23.06.2023 Meeting at OCHA Kharkiv Sub-office	15:00	OCHA Kharkiv colleagues	General overview of situation in Kharkivska oblast.

# ANNEX 4 A. GOVERNMENT VIEWS: BRIEF SITUATION OVERVIEW AND PRIORITY NEEDS IN PREPARATION FOR THE UPCOMING WINTER.

*Prepared based on online meetings with representatives of regional and local authorities, district heating and water supply system operators in Kharkiv, Sumy, Chernihiv, Kyiv and Mykolaiv regions.*

## A. General context

The pilot regions suffered losses and occupation during Russia's full-scale invasion of Ukraine, all the selected regions were subject to hostilities, all the territories, even after de-occupation, are subject to ballistic and cruise missile attacks, and the border regions (Kharkiv, Sumy, Chernihiv regions) continue to be shelled from Russia and Belarus.

The de-occupation took place in 2022 at different times: certain territories of Kyiv, Sumy and Chernihiv regions in April 2022, Kharkiv region in September 2022, and Mykolaiv region in November 2022. After the de-occupation, Ukrainian authorities were restored in the territories in the form of local governments or civil-military administrations.

Ukraine has established a regulatory procedure for preparing the heating sector for the next heating (winter) season. Preparations take place from 15 April to 1 October, including the development of plans for organisational and technical measures, checking the readiness of systems, conducting hydraulic tests, carrying out preventive and repair work, etc. It is also possible to switch heat sources to backup fuels in accordance with regulatory and technical documentation.

Unpredictable massive missile attacks by the Russian Federation against critical infrastructure, including energy and heat supply facilities, led to large-scale blackouts and restrictions in the operation of centralised heat supply systems, which increased the need to switch systems to backup power (including generators for semi-industrial and industrial use), as well as to provide the civilian population with household appliances.

However, even direct hits to heating plants (boiler houses) were promptly repaired by the repair teams of the companies and district heating services were resumed. (In particular, in Kyiv region, 64 boiler houses were damaged during the previous heating (winter) period, but their operation was promptly restored, and they continued to operate).

In preparation for the new heating (winter) season, the regions are already expecting an escalation of rocket attacks on critical infrastructure, restrictions on gas supplies, and unfavourable climatic conditions. Several scenarios are being worked out:

- Thermal modernisation of buildings, conversion of boiler houses to solid fuel;
- Conversion of apartment buildings to individual heating systems;
- Evacuation of civilians from settlements where access to electricity or gas supply cannot be restored.

In addition to continuous and prompt response to humanitarian challenges, comprehensive planning to address energy efficiency issues and modernise heat and water supply systems is a priority for local authorities - design and estimate documentation is already being prepared for some facilities. By November 2024, in accordance with the requirements of the current legislation, all hromadas should develop and adopt local energy plans. For example, the U-LEAD with Europe Project will provide advisory and methodological assistance in the preparation of Local Energy Plans for 48

territorial communities of Ukraine, including the Izyum ATC in the Kharkiv Oblast, by the end of 2023.<sup>16</sup>

### *B. Challenges for the new winter period*

#### **Regarding responding to emergencies in winter (in particular, lack of electricity, heat and water supply)**

Old and new warming centres/stability centres are planned to be opened to respond to emergencies during the winter period, and the need to equip them remains. There is also a need to replenish regional and territorial community reserves of long-term storage food and drinking water that can be used in winter in the event of a prolonged power and gas outage or other emergencies. There is a need to provide equipment for cooking in the field (similar to military field kitchens), as well as utensils for cooking and keeping food warm.

In case the situation in some communities worsens and life support systems cannot be restored, the population will be evacuated. To accommodate people, blankets, bedding, hygiene products, etc. will be needed. In Kharkiv, 4.0 thousand places have been reserved for emergency accommodation in the dormitories of educational institutions. Evacuations also require large vehicles (for example, the Sumy Oblast SES has only one 40-seat bus, and it is not always possible to cooperate with private carriers).

To respond to the challenges of the last winter season, many generators of various capacities were delivered to the communities. However, not all of them have been installed and put into operation - to connect industrial generators, it is necessary to develop design and estimate documentation and pay for the installation - the cost of such work is about UAH 1.5 million, and not all communities are able to pay such funds from the local budget. There may be problems with paying for fuel to run generators and modular boilers - local budgets have not provided for such funds. There is also a need to provide institutions with containers for storing fuel (vehicle fuel tanks - 10-20 canisters) to avoid the need to obtain a licence.

The problem of local budgets' insolvency also applies to the payment for complex installation and construction works for materials provided as part of humanitarian system or government programmes (in particular, windows). Border communities are constantly under fire, and it is necessary to have a stock of materials (repair kits) to quickly shelter and replace damaged areas.

In the absence of water supply, there is a need to equip institutions with water tanks and water transport vehicles (water trucks) at the rate of 1 unit per administrative district.

#### **Regarding the preparedness of district heating and water supply systems for winter**

The district heating and water supply companies face problems with building up a reserve of stocks of components, consumables and equipment. The existing reserve was exhausted during the liquidation of the consequences of rocket attacks last winter. Own working capital is not enough to make the necessary reserves, as there are problems with payment for services consumed and with a significant increase in the cost of materials themselves, and tariffs, for political reasons, remain at the pre-war level and do not correspond to actual costs. (*Comment: The President of Ukraine politically criticised the new tariffs for water supply operators approved by the national regulator, the National Energy and Utilities Regulatory Commission. The decision of the NEURC was cancelled 3 days after its publication.*)

As a result of heavy military equipment passing through the territories of the communities, landslides occurred, which led to cracks in the old (metal) heat and water supply pipes. These cracks may not be detected during hydraulic tests, but during

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<sup>16</sup> <https://decentralization.gov.ua/news/16799>

operation, the damage will increase and lead to constant bursts. The heating and water supply networks will need to be replaced.

In the city of Mykolaiv, due to the lack of water of adequate quality, reverse osmosis systems (2-3 units) need to be installed to maintain the heating system. The CHP plant also needs pipe products - large-diameter steel pipes for main pipelines and pipe products for repair work, especially in de-occupied communities.

As the Kakhovka hydroelectric power station was blown up, the water flow in the wells may decrease, and it is necessary to restore the water towers that were damaged during the shelling. They can serve as water storage facilities.

The lack of specialised municipal equipment in the de-occupied communities and communities that are constantly under fire will make it impossible to carry out emergency repairs to heat and water supply networks, clear debris and remove construction waste (during the hostilities and occupation, municipal equipment was destroyed or stolen). In Mykolaiv region, electricity supply companies also face a shortage of specialised equipment - some of it was transferred to the Armed Forces, while others were destroyed by missile attacks. To restore electricity supply, 102 pieces of equipment (including 42-metre-high aerial work platforms) are needed.

Mykolaivoblenergo is in a difficult financial situation and will have problems entering the new heating season. There is also a terrible situation with equipment - losses of special equipment from shelling (direct missile hits), some equipment was damaged after the de-occupation (mine explosion), and other equipment has exhausted its material resources.

*Comment. Utility companies are members of the Commission on Technogenic and Environmental Safety and Emergencies. They, along with representatives of the State Emergency Service, are involved in the elimination of any consequences of military operations and terrorist attacks in their area. Emergency rescue teams set up at utility companies use their own material and technical equipment, as well as individual protection systems and equipment.*

### **Regarding winter assistance to individuals**

The local population is returning to their homes, even in communities that have suffered severe damage (in particular, in Kharkiv region). Humanitarian assistance will be needed, both in terms of individual home heating equipment (stoves, ceramic heaters, etc.) and targeted assistance to people to purchase firewood and carry out repairs/remove the consequences of shelling. It will not be possible to collect firewood on their own: forests and forest belts remain mined. In some regions (Kharkiv, Sumy, Kyiv, Chernihiv), the local market recovered quickly immediately after the de-occupation and it is possible to purchase materials of the required quantity and quality. The most effective form of assistance is monetary (vouchers). Even for residents who will continue to live in the border communities, monetary targeted assistance is more acceptable - they will be able to purchase firewood and materials in small batches and deliver them to their homes in their own cars - large trucks and other vehicles may be shelled by Russia. For residents of the southern regions (Mykolaiv region), in-kind heating materials (firewood or briquettes, as they have stove heating) remain relevant - there are no local suppliers, and the voucher system is complicated for the local population.

*Comment. In the last winter period (2022/2023), certain categories of the population in the frontline regions (in particular, Dnipro, Donetsk, Zaporizhzhia, Mykolaiv, Sumy, Kharkiv, Kherson, Chernihiv regions) were provided with fuel wood as part of state aid (at the initiative of the Ministry of Reintegration, the state subvention to local budgets for the purchase of firewood and compensation for its transportation was redistributed). Regional military-civilian and military administrations (if established) approved lists and volumes of supplies in accordance with the stated needs and determined the categories of households receiving such assistance. However, the amount of the state subvention did not cover the needs of the entire affected population, and humanitarian assistance from international humanitarian organisations was essential (for example, last year, in Kharkiv*

*region, 695 households declared the need for fuel wood, and only 101 households were able to receive it through the state subvention).*

In some communities, the issue of disconnecting multi-apartment housing from the district heating system and switching apartments to individual heating systems is being considered. Targeted assistance to vulnerable populations for the development of project documentation, purchase of equipment (boiler) and its installation will be extremely necessary/expedient (in 2022, the estimated cost of switching 1 apartment to an individual heating system was UAH 80-100 thousand).

### ***Regarding the preparedness of social security, education and healthcare institutions***

Educational institutions are planning to start the initial process in a mixed format - in person and remotely, depending on the availability and capacity of shelters, and if security conditions allow. There are very few equipped shelters in the communities. There is a need for generators, water tanks and food reserves.

Medical institutions are critical infrastructure facilities and their provision with alternative power sources was a priority. There is a need to increase their mobility, in particular by providing them with mobile equipment for surgical procedures in shelters (wound treatment, etc.).

The adoption of a new resolution on 1 June 2023 on the temporary relocation (evacuation) of children and persons living in residential facilities located close to the sites of hostilities and the border with Russia and Belarus will require additional repairs, furnishing and preparation of new facilities for the winter period. (In Sumy region, there are at least 7 facilities and 900 children).

# ANNEX 4 B. GOVERNMENT VIEWS: BRIEF SITUATION OVERVIEW AND PRIORITY NEEDS IN PREPARATION FOR THE UPCOMING WINTER.

**Online meetings with representatives of regional and local authorities of Kyiv, Sumy, Chernihiv, Kharkiv and Mykolaiv oblasts (brief).**

## **KYIV OBLAST**

**Date:** 30.06.2023

**Participants:** 8 representatives of regional and local authorities, utilities from Kyiv Oblast Military Administration, Borodyanska, Medvynska Gostomelska, Irpinska, Dymerivska Brovorska communities

### ***In relation to the last winter period of 2022/2023:***

- In the last winter 2022/2023 were problems with emergency blackouts; alternative power sources from international organizations were obtained at the end of the winter.
- In the last winter period, 64 boilers were damaged, but were promptly restored and continued to work;
- Now almost all enterprises are provided with generators. There are problems in some communities.

### ***Regarding the next winter period 2023/2024:***

- The heating systems is outdated, have low of efficiency, they need modernization (some communities are already developing a cost estimate documentation for heating items modernization).
- More than 30 events have already taken place before the next winter season, damaged critical infrastructure is being replaced.
- As a result of heavy military equipment passing through the territories of the communities, landslides occurred, damaging heating pipelines. The utilities are replacing the networks, but materials for repairs are needed (pipes, valves, pumps, stabilisers, etc.). The utilities have default payments from the consumers.
- In some communities, the multi-family housing stock is being converted to individual heating - the cost of measuring and installing for residents is high.
- Financial assistance to vulnerable groups in winter period are still actual (vouchers, solid fuel).
- Insulation of social institutions, ceramic heaters, stoves still in priority

## **SUMY OBLAST**

**Date:** 27.06.2023

**Participants:** 58 representatives of regional, sub-regional and local authorities from:

- Sumy Oblast Military Administration;
- Sumy, Okhtyrka, Konotop, Shostka, Romny, Seredyna-Buda Rayon State Administrations;
- Sumska, Yunakivska, Khmelivska, Sveska, Khotynska, Putivska, Bilopilka, Okhtyrska, Shostka, Hlukhivska, Nyzhniosyrovatska, Boromlianska, Konotopska, Berezivska, Trostianetska, Lebedynska, Znob-Novhorodska, Popivska, Vilshanska,

Nedryhaylivska, Mykolayivska, Velykopysarivska, Chukhakhivska, Krolevetska, Nyzhniosyrovatka, Esmanska, Putivlska, Chernechchynska, Dubovyazivska, Sadvivska, Stepanivska, Yampilska communities.

***In relation to the last winter period of 2022/2023:***

- Humanitarian assistance was provided by 41 international organisations, mainly food, hygiene products and clothing. Generators, mobile boilers, and solar-powered lanterns were provided to overcome the consequences of the blackouts;
- The region is monitoring whether all communities have installed and connected generators. In some cases, communities are unable to pay for grid connection. Assistance in paying for a cost estimate documentation for connecting generators on site (about UAH 1.5 million) is also needed.

***Regarding the next winter period 2023/2024:***

- Authorities are expecting the same situation as last winter, but the region will be more prepared. Local cooperation and work with ministries to collect information has been intensified; a coordination centre has been established (in accordance with the CMU's order).
- The border areas is under shelling, constant assistance and rapid restoration of housing stock is needed, UNHCR and the Red Cross Society are working effectively in terms of response. More shelters need to be set up to accommodate IDPs (dormitories need to be repaired).
- It is necessary to resupply the regional and community food reserves (drinking water, long-life food) so that they can be opened in blackouts. Also, devices for cooking in blackout conditions (field kitchens) and appropriate utensils are needed.
- Solid fuel assistance is better to providing in cash (or vouchers). The locals will be able to buy firewood on their own or pay for utility bills. The market is working, and the delivery of firewood in some rayons by heavy trucks could be shelled by russian side;
- Some communities are still in need of high-capacity generators and mobile boilers; also they are needed metal canisters to store fuel without a license (10-20 canisters per institution)
- Educational institutions will operate in a mixed form of education (on-line and off-line formats). Offline format for those who can be accommodated in a bomb shelters.
- Social Institutions should be equipped with water tanks (500 litres, 2 tonnes). In Emergency situation will be actual to transporting water by water trucks (1 truck could be serviced 1 administrative district)
- There are residential care facilities in the oblast (with 1,600 residents), and they need to be relocated to the safest part of the region. Assistance in repairing and equipping new facilities is needed.
- There is a need to increase the mobility of medical facilities - mobile equipment for operating rooms in bomb shelters.
- Specialized municipal equipment (construction vehicles, garbage collectors, etc.) for debris removal is needed. Buses are also needed to evacuate residents in emergencies.
- To increase the resilience of all utility systems during winter, local authorities should develop a "Municipal Energy Plan", but they don't have the appropriate specialists.

***Remarks and suggestions:***

- The aid was not always delivered in a timely manner, and there is significant bureaucracy in deliveries in both ITA and humanitarian assistance projects.

Deliveries were expected from 3 to 6 months. Consider that humanitarian assistance should be delivered faster.

- Some international funds have a policy of working directly with communities, but it is necessary to control the processes in order to distribute aid to all communities in a systematic way. A coordination centre has been established in the region (according to a national government resolution)

## **CHERNIGIV OBLAST**

**Date:** 28.06.2023

**Participants:** 10 representatives of regional and local authorities from: from Chernihiv Oblast Military Administration, Prilutska, Ivanivska, Nizhynska, Novhorod-Siverska communities

### ***In relation to the last winter period of 2022/2023:***

- Generators, modular boilers, materials for repair of residential houses, etc. were received from various donors to prepare for winter. The aid was delivered in a timely manner.

### ***Regarding the next winter period 2023/2024:***

- The main priorities of the communities for the next period are to create bomb shelters, support heating and water supply companies, and provide special vehicles for the utilities.
- Energy facilities had been damaged as a result of active hostilities. The companies was repaired at their own expense, but there are not enough consumables, wires and connections for the repairs.
- To eliminate the consequences of the shelling and restore heat and water supply networks, the units need to have reserve of materials and technical supplies. The existing reserves have already been exhausted, and there is not enough working capital to buy new materials (pumps, valves, PET pipes). The heating and water supply tariffs have not been revised, but prices for materials have increased significantly.
- There is a need for solid fuel both for institutions (the budgets didn't included costs) and for the residents - forestry areas in the region are mined, delivery from other regions are expensive for vulnerable groups.
- To install industrial generators and modular boilers, there is a need for co-financing in preparing estimating cost documents.
- There are educational institutions in the region with round-the-clock children's stay (boarding schools), water heaters and boilers are needed. Healthcare facilities need modular boilers, drinking water tanks, and bomb shelters.

## **KHARKIV OBLAST**

**Date:** 28.06.2023

**Participants:** 52 representatives of regional, subregional and local authorities from: Kharkiv Oblast Military Administration; Chuhuiiv, Krasnohrad, Balakliya, Bohodukhiv Rayon State Administrations; Vilkhivska, Izyumska, Zmiivska, Malodynylivska, Solonitsynivska, Kolomatska, Zachepylivska, Natalynska, Oskilska, Sakhnovschynska, Pechenizka, Krasnohradska, Kegychivska, Malynivska, Zmiivska, Chuhuiivska, Slobozhanska, Kolomatska, Liubotynska, Rohanska, Malodanylivska, Novovodolazka Valkivska, PISOCHYNSKA communities

### ***In relation to the last winter period of 2022/2023:***

- Last winter were received 556 industrial and semi-industrial generators for social and critical infrastructure, uninterruptible power supplies, modular boiler houses, electric heaters and solid fuel from various donors.
- Heating points were organized in communities and modular boilers were installed at social facilities. Residents are returning - more stoves, warm blankets, heaters will be needed.

**Regarding the next winter period 2023/2024:**

- The region is in anticipation of more aggressive actions from the Russia and the new blackouts. The gas and heat supply systems are vulnerable, many kilometres of networks need to be replaced.
- There are settlements in the oblast where electricity and gas supply (in particular, Vovchansk district, Izyum community) have not been restored yet. There will be problems with the operation of centralized heat supply system (the thermal power station in Eskhar will not work, the concession agreement has been terminated). An evacuation scenario is being considered. Meetings on recovery utility systems (heating, electricity) are held on regular basis.
- In Kharkiv, 4.0 thousand places in dormitories of educational institutions have been reserved for emergency cases (a total of 47 shelters have been created, previously there were 28. To accommodate people, blankets, bedding, hygiene products, etc. will be needed.
- A scenario of transferring multifamily apartment housing to individual heating systems is being worked out -in some cases, capital expenditures are required to replace networks, in some cases - targeted financial assistance to vulnerable categories of residents for the development of project documentation, purchase of equipment (boiler) and its installation.
- Depending on the security situation, schools and kindergartens will be opened. Bomb shelters are needed.
- There are boarding schools in the region that need to be relocated inland - assistance is needed in repairing and equipping new facilities.
- Some communities are under constant shelling, construction materials are needed to rebuild houses (slate, brick)
- In the new winter season, the residents will need firewood - the forests are mined and it will not be possible to procure it, and the total need is not covered by the state program. Assistance in cash is preferable.
- Specialized municipal equipment is needed (construction vehicles, garbage collectors etc). 550 vehicles have been stolen or burned.
- There are problems with the preparation of utility facilities for the heating season (lack of funds and materials for repairs).

**Remarks and suggestions:**

- There are both humanitarian and recovery needs in the region. The problem of economy and employment is acute.
- During cluster meetings problematic aspects are raised, but the problems remain unsolved. Cluster representatives should be in the region, Kharkiv and Kherson oblasts being the most affected. A civil support coordination centre has been established in the region according to a national government resolution) and cluster representatives should be included in the coordination centers and work with them.
- It is unclear in which areas international organizations are working, and the answer is often "it is not our responsibility".

## MYKOLAIV OBLAST

Date: 07.07.2023

**Participants:** 5 representatives of regional and sub-regional authorities from Mykolaiv Oblast Military Administration, Mykolaiv and Bashtanka Rayon State Administration

### ***In relation to the last winter period of 2022/2023:***

- Last winter, international humanitarian system organizations performed 9 out of 10 point. There were no unmet needs. There were enough generators supplied.
- UNHCR and IOM provide materials for repairs and help communities affected by the explosion of the Kakhovka Dam.

### ***Regarding the next winter period 2023/2024:***

- Three cities have centralized heating system: Mykolaiv, Yuzhnoukrainsk and Voznesensk. The rest have individual heating systems (gas, electricity, and solid fuel).
- There are problems in providing centralized heating services to the residents: Mykolaiv does not have water of normal quality, but it's a main part in the technology process, so reverse osmosis units (2-3 pcs) are needed for operate the Heating plant.
- The Heating system also need pipe products - large-diameter steel pipes for transmission pipelines and pipe products for repairs, especially in de-occupied communities.
- Special vehicles are needed for the utility companies. Some of the vehicles were of the Armed Forces and fortifications (more than 60 units were transferred to the Armed Forces).
- Utilities have critical need in special vehicles. A part of vehicles were seized for the army needs.
- Mykolayivoblenergo is in a difficult financial situation and will have problems in new heating season. The situation with the special vehicles are also critical: part of them were loosed from shelling (direct missile hits), another were damaged after the de-occupation (mine explosions), and some have exhausted its material resource. To continue operative work 102 units of special vehicles (incl. 42-meter high aerial work platforms) are needed.
- There are problems with the replacement of water towers as they were damaged by shelling. As a result of blowing Kakhovka Dam the water debit in the wells may decrease and the water towers will be able to accumulate water overnight and then distribute it.
- Residents are returning to their communities. There is an urgent need to restore housing. The priority is to restore roofs, windows and doors. A authorities commission is working.
- Solid fuel (firewood, briquettes - locals have stove heating), household stoves (about 3,000 units), and electric heaters will be needed to support the vulnerable groups. Assistance in-kind is preferable. Locals who really need aid do not have capacity to register for a voucher. Currently, vouchers for construction materials are provided (purchased from the Epicenter). There are no results on the effectiveness of the tool yet.
- Delivery costs must be taken into calculation - the solid fuel are delivered by rail to a safe station and then by heavy trucks. The distance is up to 300 km. Authorities are currently collecting needs of valuable groups for next winter period 2023/2024.
- The region has collective centers for IDPs and residential care facilities (about 1200 residents). It is necessary to repair the heating system of premises for IDPs (Gorodishchensky institution has a separate building for IDP) and assistance during the heating season (boilers, solid fuel boilers).

- In the next winter season, the multi-fuel boilers for social institutions are needing. All operations (permits, delivery, installation) will be covered by the communities.
- Educational institutions need bomb shelters to start a learning process.

***Remarks and suggestions:***

- It is desirable to speed up the process of receiving building materials for housing repairs.
- Many different organizations and clusters work in the oblast. Each of them makes requests for their own tables. This complicates our response.

# ANNEX 5. RESULTS OF THE ON-LINE SURVEY AMONG TERRITORIAL COMMUNITIES IN SEVEN REGIONS

## International response to the humanitarian crisis in the winter of 2022-2023 by UN agencies and their partners and planning for the winter period 2023-2024

### 1. GENERAL INFORMATION ABOUT SURVEYED COMMUNITIES

Table 1.1. Number of surveyed communities

Oblasts	Type of community, N			Total, N	Total, %
	urban	settlement	rural		
Kyiv	7	3	1	11	8,7
Chernihiv	11	13	11	35	27,6
Symi	10	12	11	33	26,0
Kharkiv	3	4	1	8	6,3
Zaporizhia	1	1	1	3	2,4
Donetsk	18	8	5	31	24,4
Mykolaiv	3		3	6	4,7
Total communities	53	41	33	127	100,0

Table 1.2. Number of surveyed communities that received humanitarian assistance in the past winter period of 2022/2023

Oblasts	Type of community, N			Total, N	Total, %
	urban	settlement	rural		
Kyiv	7	3	1	11	8,7
Chernihiv	9	10	11	30	23,6
Symi	9	12	11	32	25,2
Kharkiv	3	4	1	8	6,3
Zaporizhia	1	1	1	3	2,4
Donetsk	18	8	3	29	22,8
Mykolaiv	3		3	6	4,7
Total communities	50	38	31	119	93,7

Table 1.3. Status of surveyed communities (several answer options were possible)

Type of situation	N	%
"Host community" - the community has allocated premises for IDPs/shelters	20	15,7
"Host community" - a community where IDPs are accommodated in private households	84	66,1
A community that was fully or partially occupied and is now de-occupied	35	27,6
Part of the community remains under occupation	2	1,6
A community bordering the occupied territories or the territories of Russia and Belarus	27	21,3
A community with heavily damaged residential buildings as a result of hostilities, rocket attacks and other types of terrorist attacks	32	25,2
A community with heavily damaged critical infrastructure as a result of hostilities, rocket attacks and other types of terrorist attacks	24	18,9
None of the above categories apply to the community	3	2,4

**2. MEETING THE HUMANITARIAN NEEDS OF COMMUNITIES IN THE LAST WINTER PERIOD - 2022-2023**

Table 2.1 Relevance and effectiveness of response to the population's needs in NFIs in 2022/2023 winter

Humanitarian needs	Relevance*, % 1 is not relevant at all and 5 is very relevant					Effectiveness**, % 1 - not at all effective, 5 - very effective					Response**, %
	1	2	3	4	5	1	2	3	4	5	
Items to increase thermal comfort (blankets, comforters, mattresses, etc.)	6,3	15,0	17,3	17,3	44,1	2,2	9,7	21,5	24,7	41,9	78,2
Individual winter clothing	13,4	20,5	21,3	18,9	26,0	11,3	13,8	28,8	25,0	21,3	67,2
Household heating devices (including stoves)	10,2	11,8	22,0	13,4	42,5	5,6	12,2	18,9	28,9	34,4	75,6
Solid fuel	18,1	8,7	11,0	15,7	46,5	25,8	16,1	12,9	27,4	17,7	52,1
Generators and other power supplies for households	12,6	9,4	11,8	17,3	48,8	18,7	7,7	13,2	33,0	27,5	76,5
Building materials for repair and insulation of residential buildings	16,5	18,9	14,2	10,2	40,2	12,0	16,0	18,7	30,7	22,7	63,0
Mobile boiler units for households	42,5	11,0	15,0	11,0	20,5	36,5	15,4	15,4	21,2	11,5	43,7

\* all response/127 communities

\*\* for communities that received humanitarian assistance in last winter 2022/2023 (119 communities) and marked the most urgent needs (i.e. those rated with 3 points and above)

Fig. 2.1.1. Relevance of the population's needs for NFIs in winter 2022/2023, all respondents, %.

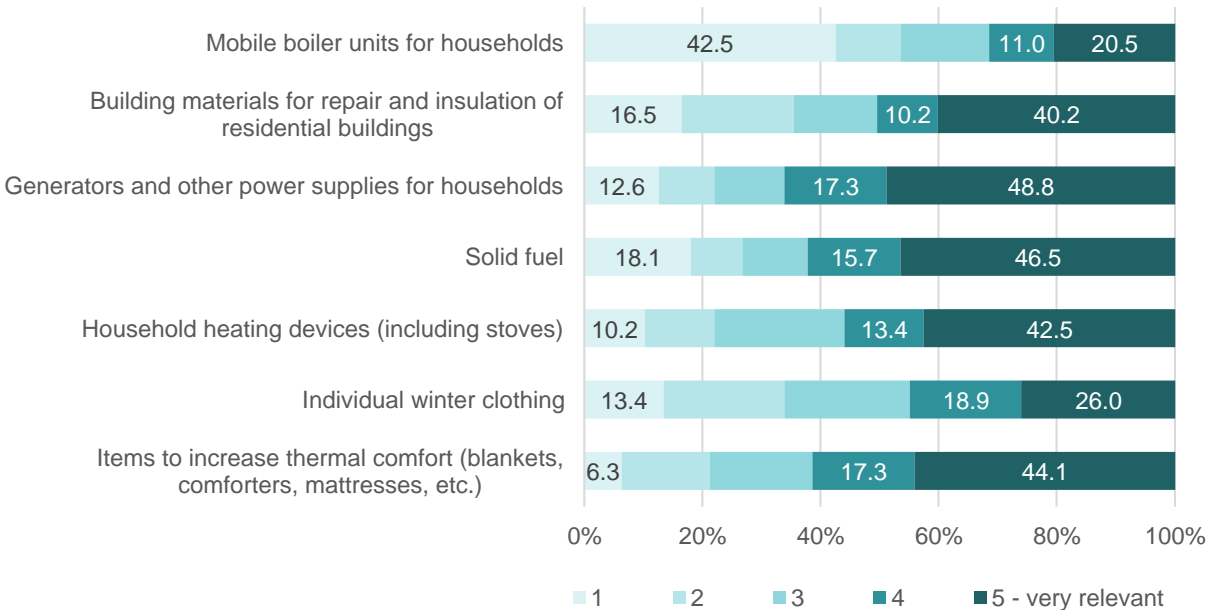


Fig. 2.1.2. Effectiveness of addressing population's needs for NFIs in winter 2022/2023, selected respondents\*17, %

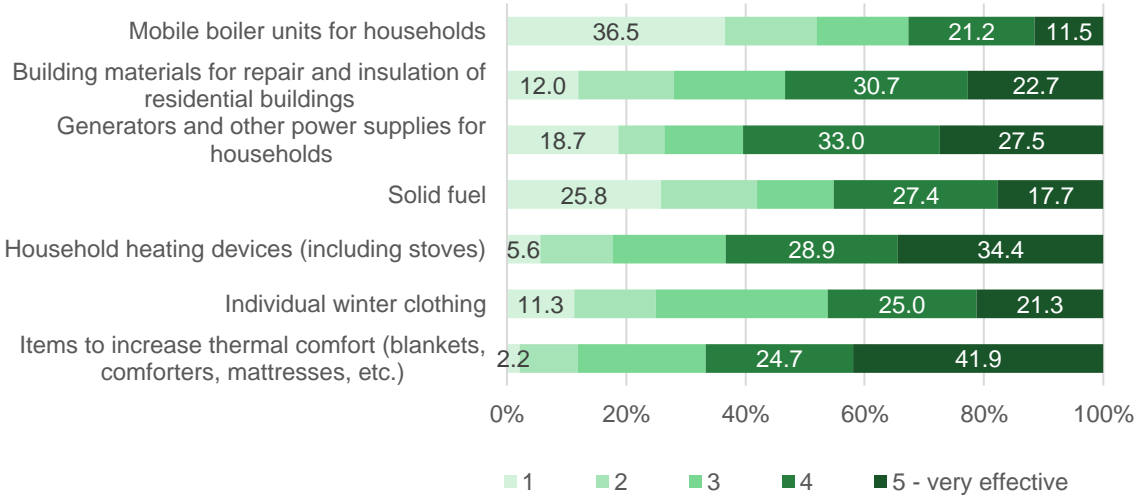


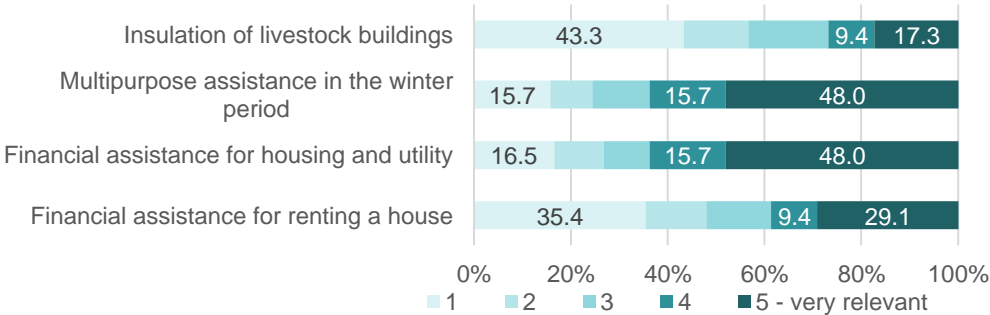
Table 2.2. Relevance and efficiency ratings of the financial assistance to vulnerable people in winter 2022/2023, all respondents, %

Humanitarian needs	Relevance rating*, % 1 is not relevant at all and 5 is very relevant					Effectiveness rating**, % 1 - not at all effective, 5 - very effective					Response**, %
	1	2	3	4	5	1	2	3	4	5	
Financial assistance for renting a house	35,4	12,6	13,4	9,4	29,1	33,3	18,3	16,7	15,0	16,7	50,4
Financial assistance for housing and utility	16,5	10,2	9,4	15,7	48,0	21,6	12,5	23,9	11,4	30,7	73,9
Multipurpose assistance in the winter period	15,7	8,7	11,8	15,7	48,0	23,6	9,0	23,6	16,9	27,0	74,8
Insulation of livestock buildings	43,3	13,4	16,5	9,4	17,3	49,0	17,6	11,8	5,9	15,7	42,9

\* - all response/127 communities

\*\* - for communities that received humanitarian assistance in last winter 2022/2023 (119 communities) and marked the most urgent needs (i.e. those rated with 3 points and above)

Fig. 2.2.1. Relevance of the financial assistance to vulnerable people in winter 2022/2023, all respondents, %



17 \* - for communities that received humanitarian assistance in last winter 2022/2023 (119 communities) and marked the most urgent needs (i.e. those rated with 3 points and above)

Fig. 2.2.2. Effectiveness of the financial assistance to vulnerable people in winter 2022/2023, selected respondents\*<sup>18</sup>, %

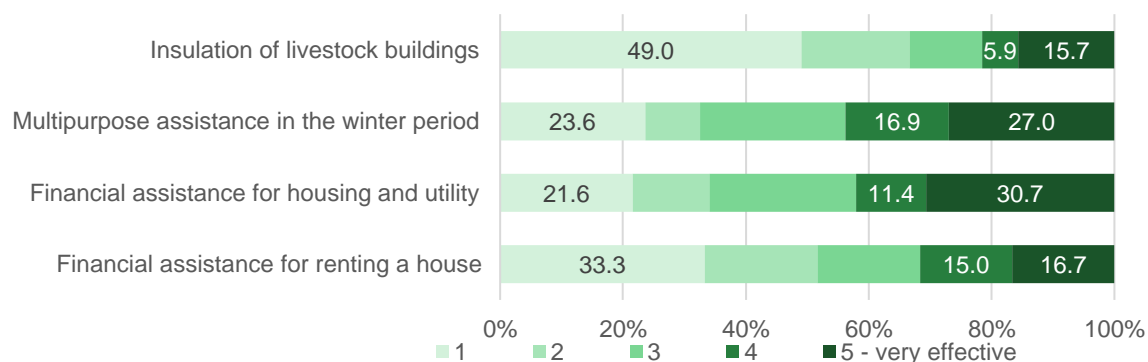


Table 2.3 Relevance and effectiveness in supporting public infrastructure in winter 2022/2023, all responses, %.

Humanitarian needs	Relevance rating*, % 1 is not relevant at all and 5 is very relevant					Effectiveness rating**, % 1 - not at all effective, 5 - very effective					Response **, %
	1	2	3	4	5	1	2	3	4	5	
Repair, insulation and heating collective centres/shelters	48,0	7,9	8,7	5,5	29,9	18,0	18,0	26,0	20,0	18,0	42,0
Repair and insulation schools, create other conditions to continuous educational process in winter	18,1	9,4	15,0	15,0	42,5	22,4	15,3	28,2	17,6	16,5	71,4
Repair, insulation and heating of healthcare facilities	18,1	6,3	17,3	13,4	44,9	19,1	19,1	28,1	14,6	19,1	74,8
Repair, insulation and heating of social institutions	25,2	9,4	12,6	11,8	40,9	24,4	17,9	28,2	14,1	15,4	65,5
Equipping warming centres/ unbreakable points to the winter	10,2	5,5	19,7	14,2	50,4	7,1	9,2	31,6	24,5	27,6	82,4
Maintaining the functionality of heating and water supply facilities during the winter season (if it available)***	13,3	4,4	10,0	15,6	56,7	17,4	18,8	24,6	20,3	18,8	76,7

\* - all response/127 communities

\*\* - for communities that received humanitarian assistance in last winter 2022/2023 (119 communities) and marked the most urgent needs (i.e. those rated with 3 points and above)

\*\*\* - for communities that have heating and water supply facilities (90 communities)

<sup>18</sup> \* -for communities that received humanitarian assistance in last winter 2022/2023 (119 communities) and marked the most urgent needs (i.e. those rated with 3 points and above)

Fig. 2.3.1. Relevance of supporting public infrastructure in winter 2022/2023, all respondents, %

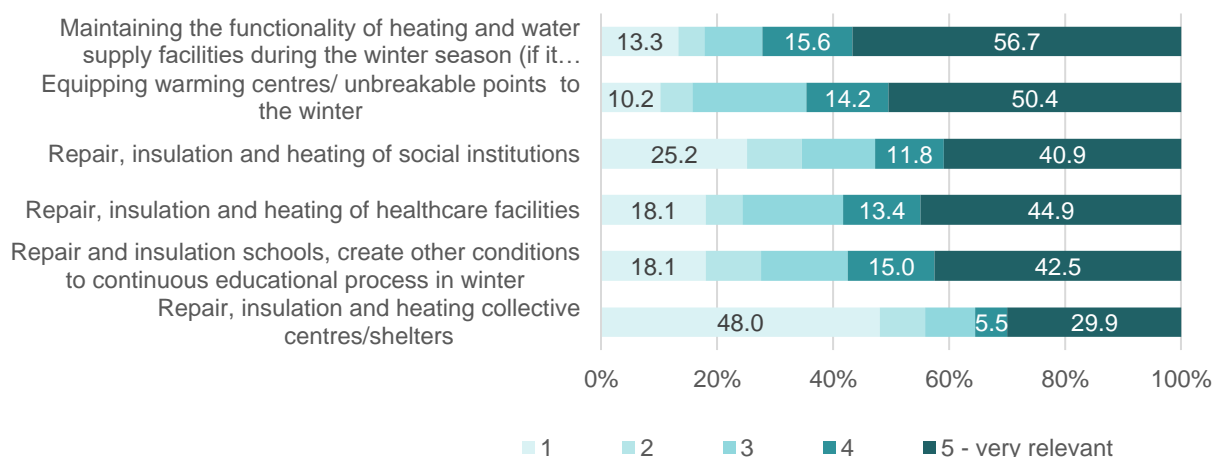


Fig. 2.3.2. Effectiveness of supporting public infrastructure in winter 2022/2023, selected respondents\*<sup>19</sup>, %

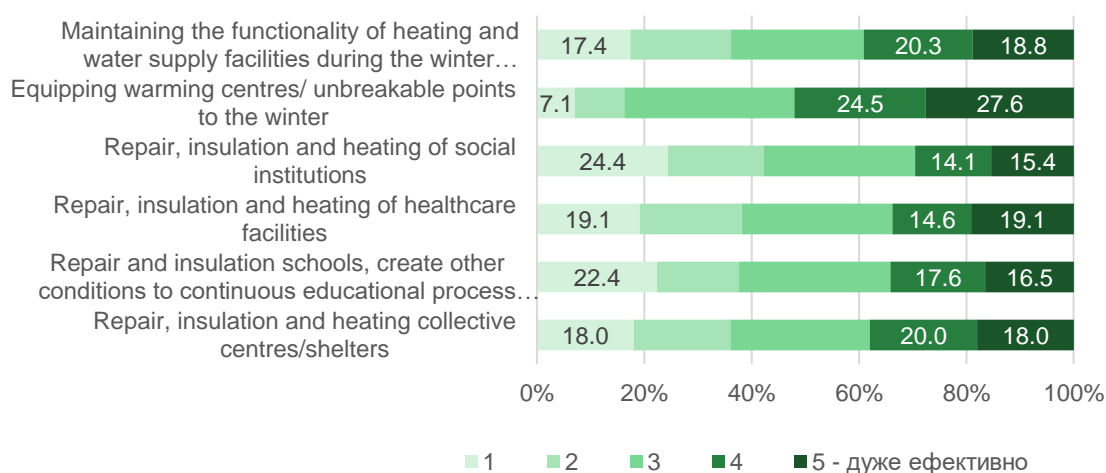
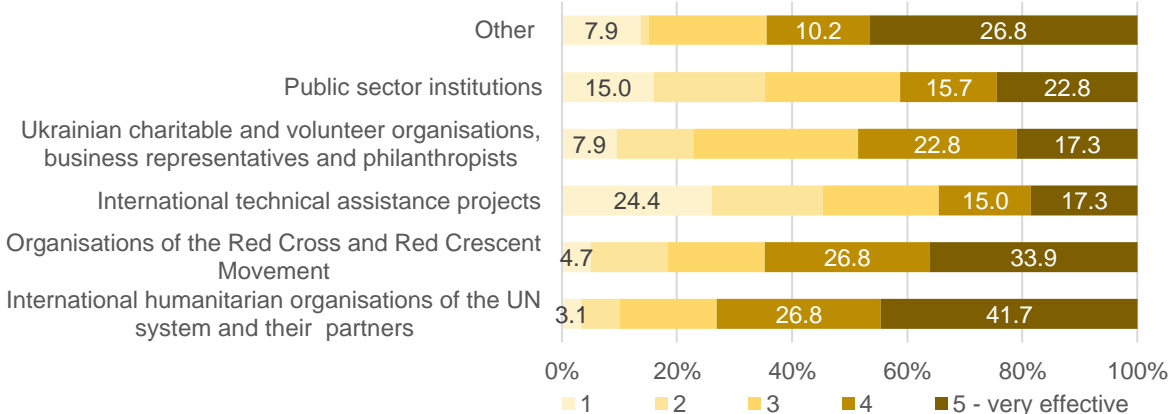


Table 2.4. Effectiveness of humanitarian organizations to address most pressing problems of communities in winter 2022/2023, all respondents, %

Humanitarian needs	Effectiveness, % 1 - not at all effective, 5 - very effective				
	1	2	3	4	5
International humanitarian organisations of the UN system and their partners	3,1	6,3	15,7	26,8	41,7
Organisations of the Red Cross and Red Crescent Movement	4,7	12,6	15,7	26,8	33,9
International technical assistance projects	24,4	18,1	18,9	15,0	17,3
Ukrainian charitable and volunteer organisations, business representatives and philanthropists	7,9	11,0	23,6	22,8	17,3
Public sector institutions	15,0	18,1	22,0	15,7	22,8
Other	7,9	0,8	11,8	10,2	26,8

<sup>19</sup> for communities that received humanitarian assistance in last winter 2022/2023 (119 communities) and marked the most urgent needs (i.e. those rated with 3 points and above)

Fig. 2.4. Effectiveness of humanitarian organizations to address most pressing problems of communities in winter 2022/2023, all respondents, %



**3. MEETING THE HUMANITARIAN NEEDS OF COMMUNITIES IN THE NEXT WINTER PERIOD - 2023-2024**

Table 3.1. Relevance rating of the population's needs for NFIs in winter 2023/2024, all respondents, %.

Humanitarian needs	Relevance rating, % 1 is not relevant at all and 5 is very relevant				
	1	2	3	4	5
Items to increase thermal comfort (blankets, comforters, mattresses, etc.)	15,0	13,4	12,6	17,3	41,7
Individual winter clothing	15,7	18,9	15,7	15,0	34,6
Household heating devices (including stoves)	11,8	9,4	16,5	18,9	43,3
Solid fuel	7,9	6,3	7,9	14,2	63,8
Generators and other power supplies for households	9,4	7,9	11,8	20,5	50,4
Building materials for repair and insulation of residential buildings	13,4	11,8	15,7	11,0	48,0
Mobile boiler units for households	30,7	11,0	13,4	7,9	37,0

Fig. 3.1.1 Relevance of the population's needs for NFIs in winter 2023/2024, all respondents, %.

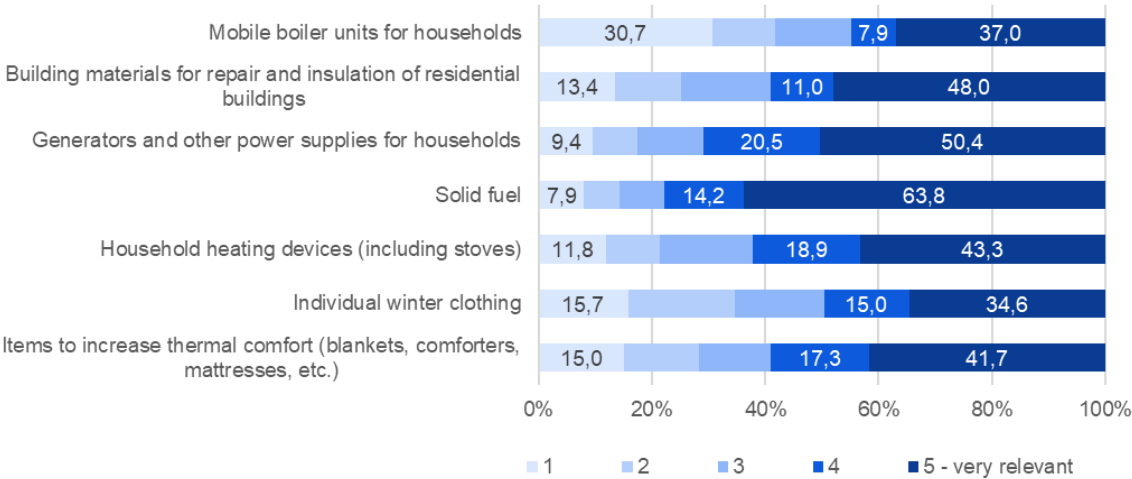


Fig. 3.1.2. Relevance with highest rate of the population's needs for NFIs in winter 2023/2024, %.

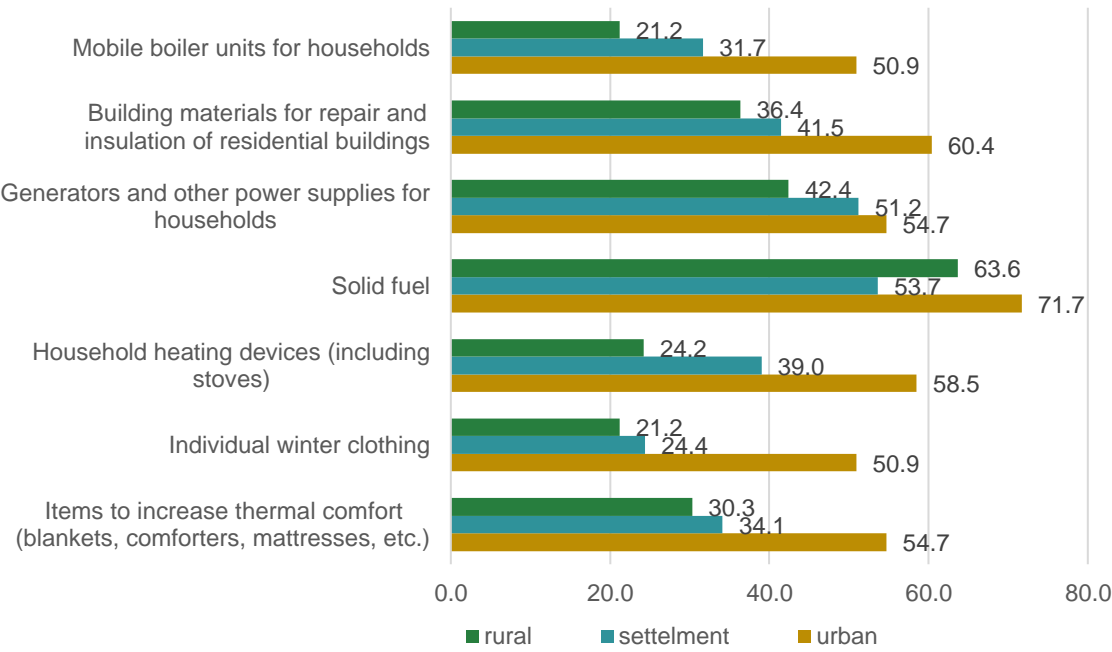


Table 3.2. Relevance rating of the financial assistance to vulnerable people in 2023/2024, all respondents, %.

Humanitarian needs	Relevance rating, % 1 is not relevant at all and 5 is very relevant				
	1	2	3	4	5
Financial assistance for renting a house	22,0	11,8	14,2	15,0	37,0
Financial assistance for housing and utility	10,2	7,9	11,0	20,5	50,4
Multipurpose assistance in the winter period	7,9	3,9	15,0	13,4	59,8
Insulation of livestock buildings	30,7	17,3	16,5	7,1	28,3

Fig. 3.2.1. Relevance of the financial assistance to vulnerable people in winter period 2023/2024, all respondents, %

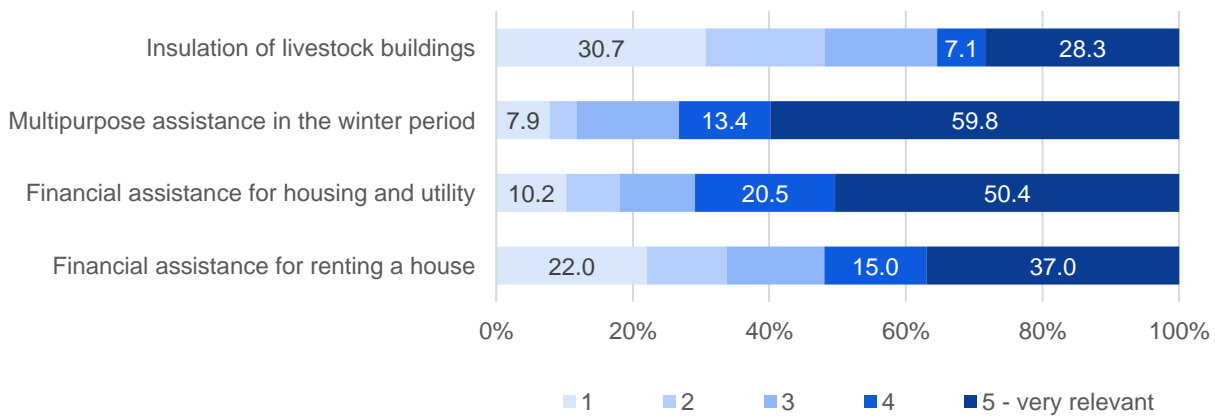


Fig. 3.2.2. Relevance with highest rate of the financial assistance to vulnerable people in winter 2023/2024, %

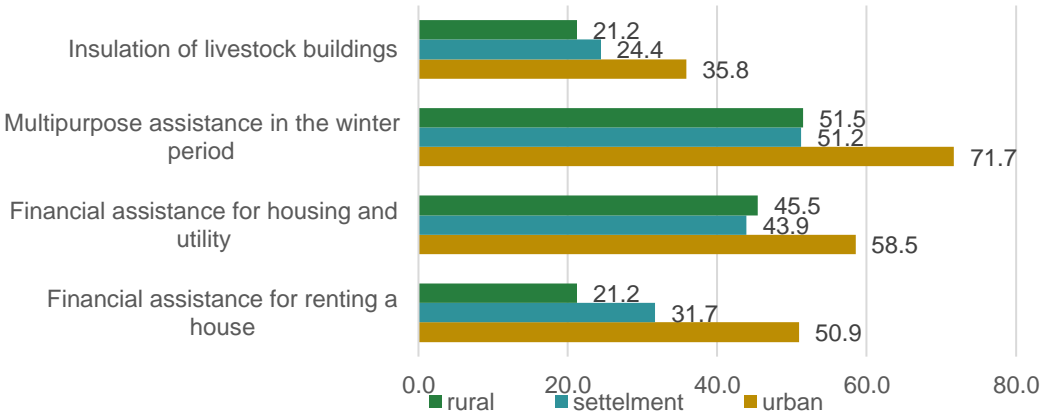


Table 3.3. Relevance of support to infrastructure in winter 2023/2024, all respondents, %.

Humanitarian needs	Relevance rating, % 1 is not relevant at all and 5 is very relevant				
	1	2	3	4	5
Repair, insulation and heating collective centres/shelters	40,9	9,4	13,4	8,7	27,6
Repair and insulation schools, create other conditions to continuous educational process in winter	7,9	6,3	20,5	13,4	52,0
Repair, insulation and heating of healthcare facilities	10,2	7,9	22,8	13,4	45,7
Repair, insulation and heating of social institutions	17,3	8,7	22,0	9,4	42,5
Equipping warming centres/ unbreakable points to the winter	11,8	3,9	22,0	15,0	47,2
Maintaining the functionality of heating and water supply facilities during the winter season (if it available)***	3,3	3,3	13,3	16,7	63,3

\*\*\* - for communities that have heating and water supply facilities (90 communities)

Fig. 3.3.1. Relevance of support to infrastructure in winter 2023/2024, all respondents, %.

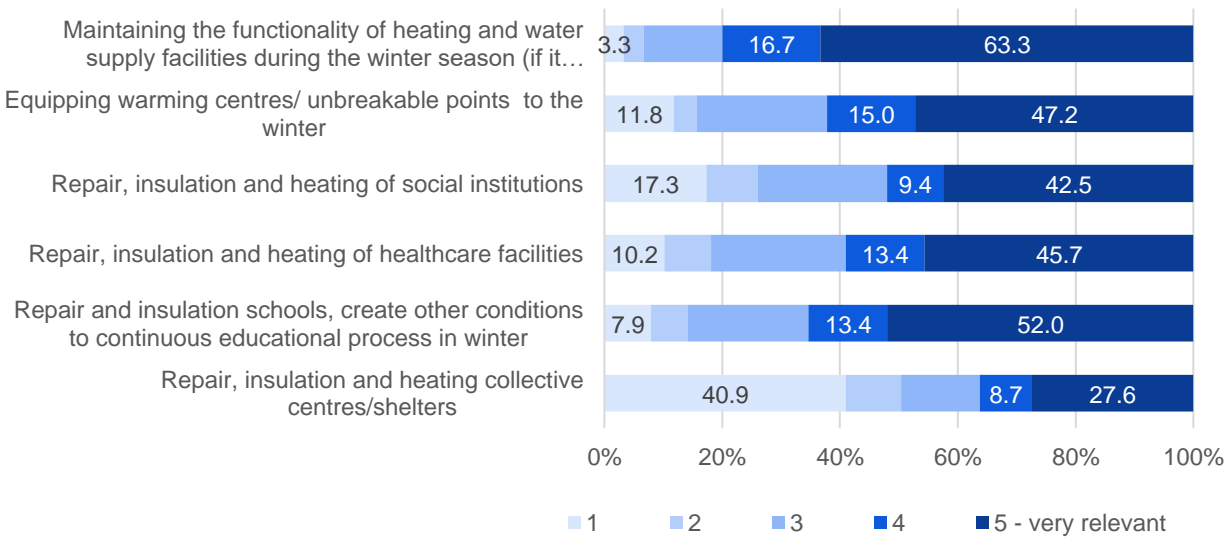


Fig. 3.3.1. Relevance with highest rate of infrastructure support in winter 2023/2024, all respondents, %.

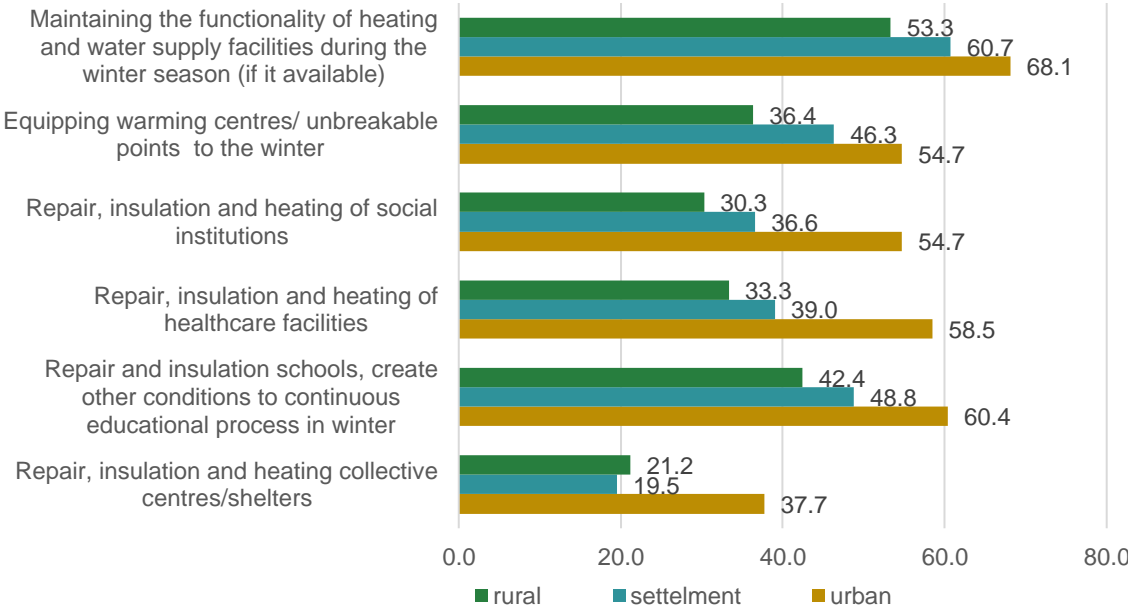


Table 3.4. Relevance rating of urban, settlements and rural communities for the next winter period 2023/2024, %.

Humanitarian needs	Relevance rating of URBAN communities % 1 is not relevant at all and 5 is very relevant					Relevance rating of SETTLEMENT communities % 1 is not relevant at all and 5 is very relevant					Relevance rating of RURAL communities % 1 is not relevant at all and 5 is very relevant				
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>A. Provision of non-food winter items</b>															
Items to increase thermal comfort (blankets, comforters, mattresses, etc.)	13,2	3,8	9,4	18,9	54,7	17,1	14,6	9,8	24,4	34,1	15,2	27,3	21,2	6,1	30,3
Individual winter clothing	13,2	7,5	13,2	15,1	50,9	17,1	24,4	9,8	24,4	24,4	18,2	30,3	27,3	3,0	21,2
Household heating devices (including stoves)	7,5	3,8	11,3	18,9	58,5	9,8	9,8	19,5	22,0	39,0	21,2	18,2	21,2	15,2	24,2
Solid fuel	5,7	3,8	3,8	15,1	71,7	4,9	7,3	14,6	19,5	53,7	15,2	9,1	6,1	6,1	63,6
Generators and other power supplies for households	7,5	0,0	9,4	28,3	54,7	4,9	9,8	12,2	22,0	51,2	18,2	18,2	15,2	6,1	42,4
Building materials for repair and insulation of residential buildings	7,5	7,5	13,2	11,3	60,4	14,6	12,2	17,1	14,6	41,5	21,2	18,2	18,2	6,1	36,4
Mobile boiler units for households	15,1	5,7	18,9	9,4	50,9	31,7	19,5	7,3	9,8	31,7	54,5	9,1	12,1	3,0	21,2
<b>B. Financial assistance to vulnerable people</b>															
Financial assistance for renting a house	11,3	5,7	11,3	20,8	50,9	26,8	14,6	12,2	14,6	31,7	33,3	18,2	21,2	6,1	21,2
Financial assistance for housing and utility	7,5	0,0	13,2	20,8	58,5	9,8	17,1	9,8	19,5	43,9	15,2	9,1	9,1	21,2	45,5
Multipurpose assistance in the winter period	3,8	1,9	11,3	11,3	71,7	12,2	4,9	12,2	19,5	51,2	9,1	6,1	24,2	9,1	51,5
Insulation of livestock buildings	24,5	13,2	17,0	9,4	35,8	34,1	24,4	12,2	4,9	24,4	36,4	15,2	21,2	6,1	21,2
<b>C. Preparing infrastructure for winter</b>															
Repair, insulation and heating collective centres/shelters	24,5	11,3	15,1	11,3	37,7	51,2	4,9	14,6	9,8	19,5	54,5	12,1	9,1	3,0	21,2
Repair and insulation schools, create other conditions to continuous educational process in winter	9,4	1,9	18,9	9,4	60,4	2,4	9,8	17,1	22,0	48,8	12,1	9,1	27,3	9,1	42,4
Repair, insulation and heating of healthcare facilities	5,7	3,8	18,9	13,2	58,5	4,9	9,8	26,8	19,5	39,0	24,2	12,1	24,2	6,1	33,3
Repair, insulation and heating of social institutions	7,5	5,7	18,9	13,2	54,7	14,6	17,1	24,4	36,6	36,6	36,4	3,0	24,2	6,1	30,3
Equipping warming centres/ unbreakable points to the winter	9,4	0,0	13,2	22,6	54,7	4,9	4,9	34,1	9,8	46,3	24,2	9,1	21,2	9,1	36,4
Maintaining the functionality of heating and water supply facilities during the winter season (if it available)***	4,3	2,1	12,8	12,8	68,1	0,0	3,6	14,3	21,4	60,7	6,7	6,7	13,3	20,0	53,3

\*\*\* for communities that have heating and water supply facilities (47 urban communities, 28 settlement communities, 15 rural communities)

Table 3.5. Recommendations to improve the quality and responsiveness of the humanitarian response in the next winter period 2023/2024. Multiple answers are possible.

	All oblasts		Respondents from communities, %						
	N	%	Kyiv	Chernihiv	Symu	Kharkiv	Zaporizhia	Donetsk	Mykolaiv
Dissemination of information on opportunities to receive assistance related to winterisation from various international organisations in advance	93	73,2	81,8	77,1	66,7	75,0	66,7	77,4	50,0
Coordination of activities between regional and local authorities, international organisations and their local partners (NGOs) to prepare the population and critical infrastructure for the winter of 2023/2024	80	63,0	72,7	54,3	60,6	87,5	33,3	67,7	66,7
Coordination of activities between local authorities and international organisations to identify beneficiaries - recipients of various types of humanitarian assistance in the context of household winterisation	68	53,5	54,5	40,0	51,5	75,0	33,3	67,7	50,0
Transparency in the distribution of humanitarian assistance	52	40,9	27,3	51,4	36,4	37,5	33,3	38,7	50,0
Monitoring of distribution and evaluation of the effectiveness of the assistance provided	36	28,3	27,3	25,7	18,2	37,5	33,3	38,7	33,3
Procurement of non-food items from local suppliers/producers	10	7,9	9,1	5,7	9,1	0,0	0,0	12,9	0,0
Applying more sustainable solutions to the assistance provided	13	10,2	0,0	8,6	6,1	37,5	0,0	16,1	0,0
Adaptive approaches - promptly making changes depending on the situation and changing needs	42	33,1	9,1	25,7	39,4	37,5	33,3	41,9	33,3
Monetisation of humanitarian assistance - providing cash assistance instead of non-food winterisation items	53	41,7	36,4	51,4	48,5	50,0	0,0	32,3	16,7
<b>Respondents from communities, n</b>	<b>127</b>	<b>-</b>	<b>11</b>	<b>35</b>	<b>33</b>	<b>8</b>	<b>3</b>	<b>31</b>	<b>6</b>

Fig. 3.4. Recommendations to improve the quality and responsiveness of the humanitarian response in the next winter period 2023/2024, all respondents, % from total number of mentionings

