



Shelter Cluster Ukraine

ShelterCluster.org

Coordinating Humanitarian Shelter

UKRAINE: CASH ASSISTANCE POST-DISTRIBUTION MONITORING (2014-2015)

Summary report



Save the Children

(Second edition)

June 2015

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Pictures on the front page are provided by IOM, Caritas Ukraine, ADRA Ukraine, UNHCR PCPM, Save the Children and People in Need ©.

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NOTE : The icons are designed to draw attention to specific facts.



Note: this information is related to **KHARKIV** region.



Attention: important information!

GENERAL CONTEXT

After the decision of the Government of Ukraine in November 2013 to abandon an agreement that would strengthen ties with the EU resulted in massive protest demonstrations and dramatic events, on February 2014 violent clashes took place in the capital.

Interim government faced challenges related to referendum in Crimea, which was announced as invalid by the UN General Assembly ([A/RES/68/262](#)). These events led to a first wave of displacement from Crimea.

As law and order in the eastern regions broke down, major new humanitarian needs have started to emerge. Second wave of displacement from the East followed in July.

With the development of the situation, the trend has changed several times, leading people to return home and forcing them into displacement again.

Law on IDPs was adopted in October 2014, while just before that a new registration system was enacted by the Government along with State provided cash assistance.

As of 30 March there are 1,198,156 persons registered by the Ministry of Social Policy as IDPs.

Initially with moderately low numbers of the displaced population hosting communities as well as volunteer groups tackled the crisis well. However, with further increase of IDPs coming per day the needs exceeded the capacity of the society to respond.

UN together with other humanitarian actors stepped in providing assistance more actively in September 2014.

In December 2014 Cluster system has been announced to enhance the coordination among members of the humanitarian community.

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Executive summary

This report was commissioned to examine the effectiveness of the first cycle of cash assistance provided to Internally Displaced People in Ukraine by seven Shelter/NFI Cluster partners between the end of November 2014 and the end of March 2015.

During the reporting period, 5.2 per cent of families registered with the Ministry of Social Policy as displaced were assisted through cash assistance provided by the humanitarian community, representing 46,000 beneficiaries. Differing implementation practice by the seven Cluster partners is identified as a problem for redress. This resulted in different Post-Distribution Monitoring data collection requirements from agency to agency, making direct comparisons and overall conclusions difficult to ascertain. Nonetheless, some important trends and patterns can be identified.

It was found that IDPs often have multiple sources of income, including salaries, social assistance, pensions and other non-government related assistance meaning that financial dependence is spread. Of the IDPs who received cash assistance, the main expense for which the money was used was rent and payment of utilities. Rent and utilities were also considered the top priorities. Clothing ranked highly on the list of priorities, due to the coverage occurring during winter months. Food generally ranked first amongst secondary priorities. The level of expenditure of grants by IDPs offers an interesting insight into the feeling of financial security amongst IDPs, between those who had or intend to fully spend their cash grant (78 per cent of ADRA beneficiaries in the Kyiv region) and those who sought to save their grant (5 per cent).

In addition to this information on prioritization of cash grant expenditure, data from a voucher assistance program of ADRA provided detailed information on beneficiary purchasing patterns, the majority of purchases being hygiene items and kitchen items.

ADRA, IOM and People in Need also looked at future plans among IDPs assisted. All three agencies reported that the vast majority of beneficiaries surveyed intend to remain where they are, indicating a need to find long-term solutions.

It is recommended:

- that in the future cash distribution agencies agree and adopt the same methodological approach to cash assistance distribution.

In line with Cluster recommendations¹:

- a standard PDM questionnaire is adopted to allow for comparative analysis peer review to identify best practice and lessons learnt².

¹ Ukraine: Cash Assistance Post-Distribution Monitoring (2014-2015). First release. Shelter/NFI Cluster Ukraine. Document available at:

http://www.sheltercluster.org/sites/default/files/docs/draft_pdm_report_final_v2_3-k1_pages.pdf

² Ukraine: Post-Distribution Monitoring Questionnaire, available at:

http://www.sheltercluster.org/sites/default/files/docs/common_pdm_questions_final.xlsx

Methodology

Out of nine agencies implementing cash programs, UNHCR, IOM, ADRA, People in Need, Save the Children, PCPM and Caritas have conducted and completed post-distribution monitoring. In addition to multifunctional cash assistance, ADRA has also implemented conditional vouchers, and results from this PDM are also included here where relevant.

Targeting criteria

ADRA (*Kyiv city and Kyiv region*) has one compulsory criteria, “households without any income or without sufficient means to meet their basic needs” and association with any one or more of the following criteria is required: single-parent family (“family with only one adult member and a child/children”); pregnant woman or mother of child under one year old in the household; family with three or more children; family with more than 7 members; family has members aged over 60; family has members with disability/special needs; family has members with serious chronic medical conditions (requiring treatment/medication for more than 200 UAH per month); families headed by persons aged under 18; households without any income or without sufficient means to meet their basic needs; family received social benefits at the previous place; family lives in accommodation that is not winterized or poorly winterized; family has no accommodation (homeless).

People in Need (*Donetsk region, one district in Luhansk region*) targeted vulnerable population according to the following criteria: single woman headed families; pregnant and lactating women; vulnerable people include the elderly; families with sick, disabled or injured members or those who lost a family member; large families, specifically families with large number of children (HHs with more than three children.); families with no source of income / unemployed and extremely poor families; separated children

IOM (*Kharkiv region*) targeted socially vulnerable categories of the displaced population registered by the Ministry of Social Policy: female-headed households; families with two or more children; mentally or physically disabled persons; persons with severe chronic illnesses.

UNHCR (*Cherkasy, Chernihiv, Dnipropetrovsk, Kherson, Kirovohrad, Lviv, Odesa, Vinnytsia, Zakarpattia, Zaporizhzhia and Kyiv regions*) focused its assistance on the following vulnerable categories: large families (more than three children); single parent families; handicapped persons (either family with disabled person or alone handicapped individual).

Caritas (*Dnipropetrovsk, Donetsk, Ivano-Frankivsk, Kharkiv, Kyiv region and Kyiv city, Luhansk, Lviv, Vinnytsia and Zaporizhzhia regions*) targeted the following categories of the affected population: minors; pregnant women and nursing mothers; elderly, people with special needs, people with chronic diseases, family with one breadwinner, single mothers/fathers and large families (more than 5 family members).

PCPM (*Kharkiv*) has targeted the most vulnerable individuals as identified in the area of assistance.

Save the Children (*Dnipropetrovsk, Zaporizhzhia*) targeting criteria included: single-headed household with one child; two-parent households with one child; single-headed household with more than one child; two-parent households with more than one child; single mothers with children; families with multiple children.

Sampling and type of monitoring

UNHCR. January's monitoring exercise comprised phone interviews with 685 households that benefitted from UNHCR's cash transfers via unified questionnaires, and home visits to 84 households, giving a monitoring sample of 19% of total beneficiaries.

IOM. 1,322 out of 6,760 project beneficiaries participated in this Post-Distribution Monitoring (19% of total beneficiaries). IOM sub-contracted a call center to contact assisted households to a) ensure that they have received the assistance in full, b) evaluate the quality of assistance and performance, c) check if the assistance addressed their needs and if it was useful to cover their winterization basic needs. The phone calls were supplemented by home visits conducted by IOM Kharkiv team.

People in Need. People in Need conducted both home visits and phone calls, with a stratified sampling approach (dividing separately IDPs who live in Collective Centers, IDPs who live in rented accommodation, IDPs who stay with a host family, conflict affected areas/returnees and hosting families). PiN conducted 1,020 phone interviews and 269 home visits, 28% of the total assisted population. Moreover, 2,146 feedback letters were collected and taken into account.

ADRA. For multifunctional cash assistance, out of 1,473 households that received assistance, 1,352 were reached by phone for an interview and provided the requested information, a coverage of 92%. For vouchers, ADRA contracted METRO Cash and Carry. With a limited number of goods that IDPs could purchase (no alcohol and cigarettes) and sometimes lower availability of certain categories of items in a particular supermarket, the supplier provided a detailed breakdown per item and location of what and where purchases were made.

Caritas. Caritas conducted 364 phone interviews, comprising 9% of the assisted population.

PCPM conducted 117 home visits, which is 11% of the total caseload.

Save the Children. A sample size of 10% of the total households who received cash transfers were interviewed either in person or through phone calls. 416 household representatives were interviewed – 313 households in Dnipropetrovsk oblast and 103 households in Zaporizhzhia Oblast. A random sample was chosen from cash transfer registration lists. Then, the results of PDMs were merged to present the general situation as covered by PDM. Where possible, regional breakdown was highlighted as well as general trends.

Summary of confidence level calculation

	# HHs assisted	# HHs observed during PDM	Estimated confidence interval, when confidence level is 95% ³
UNHCR	4,188	769	3.19%
IOM	6,760	1,322	2.42%
ADRA	1,473	1,352	0.76%
People in Need	4,597	1,289	2.32%
Caritas	4,111	364	4.90%
PCPM	1077	117	8.56%
Save the Children	4,135	416	4.56%

³ This means, that with the given number of households observed during the PDM exercise, the stated in-table percentage of error variation is possible. Source for calculations: <http://www.surveysystem.com/sscalc.htm#one>

Cash coordination overview

In early September-October 2014, when the cash assistance cycle was at the planning stage, there was a lack of coordination among major stakeholders. As result, organizations provided cash assistance to households in amounts that were not fully harmonized. Furthermore, given the rapid deterioration of the economic and financial situation and fluctuations of the national currency in Ukraine, the amount of cash grant (in EUR or USD) was higher than the host community could receive as a regular income, therefore risking putting strain on relations between the IDP populations and host communities.

While some agencies coordinated on a bilateral level to eliminate overlap – on a geographical basis and to avoid beneficiary duplication (exchanging passport numbers only to avoid personal data disclosure) – this did not happen in a centralized manner. This means that it is possible (though never reported) that the same household might receive assistance from different agencies in different regions.

Between December 2014 and January 2015, the Shelter/NFI Cluster actively discussed and worked on vulnerability and targeting criteria for cash assistance (both multifunctional unconditional and shelter related conditional cash). Cluster partners came to the conclusion that targeting criteria for multifunctional cash grants should be more comprehensive and inclusive, whilst more strict for conditional cash grants (all vulnerabilities either properly documented or investigated by interview or home visit). As a result a recommended matrix of vulnerabilities was developed ([see matrix here](#)⁴).

Moreover, within the Shelter/NFI Cluster a Technical Working Group on cash for shelter and NFI has now been established to develop recommendations and work on sector specific cash interventions.



Following the end of the first program cycle and planning the future, major agencies together with donors, Shelter/NFI Cluster and Food Security Cluster Coordinators have met on 26 February 2015 to agree on the harmonization of the cash grant amount (for multifunctional cash assistance), which has been agreed at UAH 1,000 per person (without any difference as per sex or age) for 3 month period ([see meeting notes](#)¹).

⁴ See matrix available at:

<https://drive.google.com/file/d/0B7hnu2sHiPIRdU5wcnB1dIVwOTg/view?usp=sharing>

Cash assistance in Ukraine

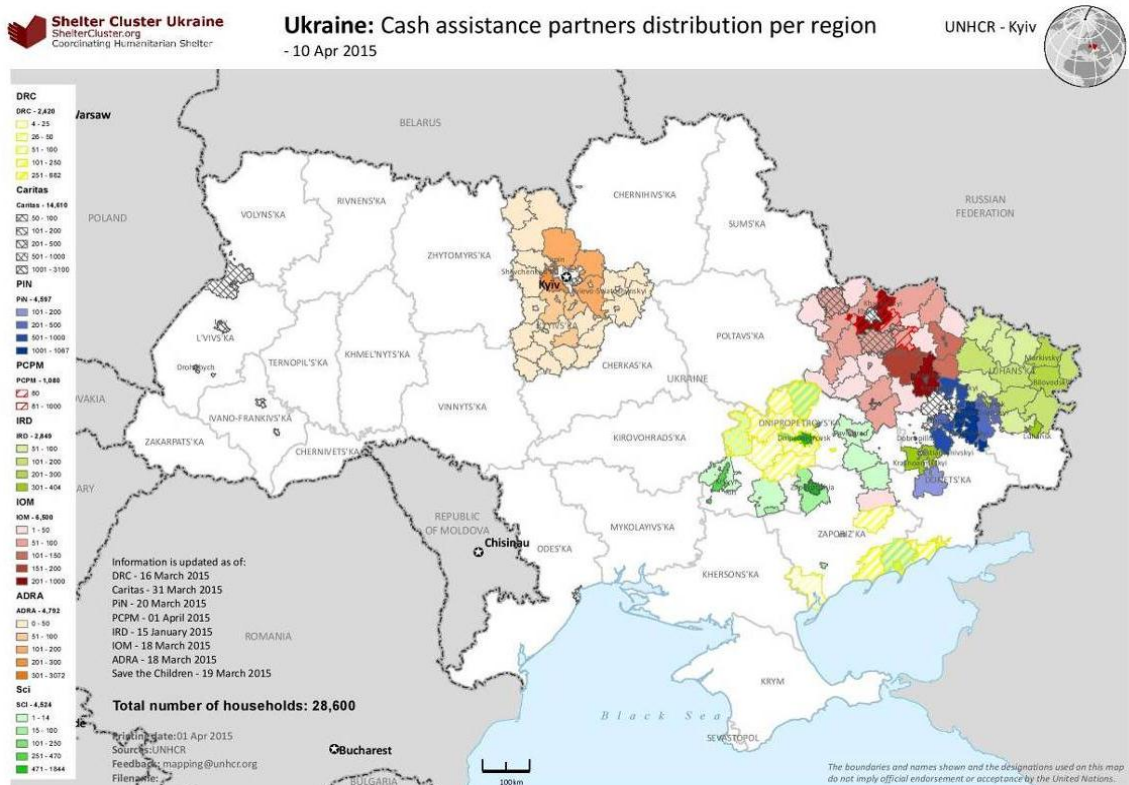


'IDP population' is taken to mean IDPs registered with the Ministry of Social Policy. Real numbers may differ as this figure includes commuters (people coming to and from the conflict area on a regular basis) and those who have registered as IDPs to have social payments transferred, while not including persons who are displaced but are not able or willing to register.

The 2015 Humanitarian Response Plan for Ukraine⁵ contains two activities under Shelter/NFI Cluster Strategic Objective 1 corresponding to cash assistance, "Consolidate assistance to IDPs stranded in the displacement area with preference for monetized help in order to maximize the impact on local economy":

- Multifunctional cash grant for shelter and NFI;
- Social cash assistance through regional authorities.

For the first activity there are eight organizations providing such type of assistance: DRC, Caritas, PiN, PCPM, IRD, IOM, ADRA and SCI (see map of coverage⁶).



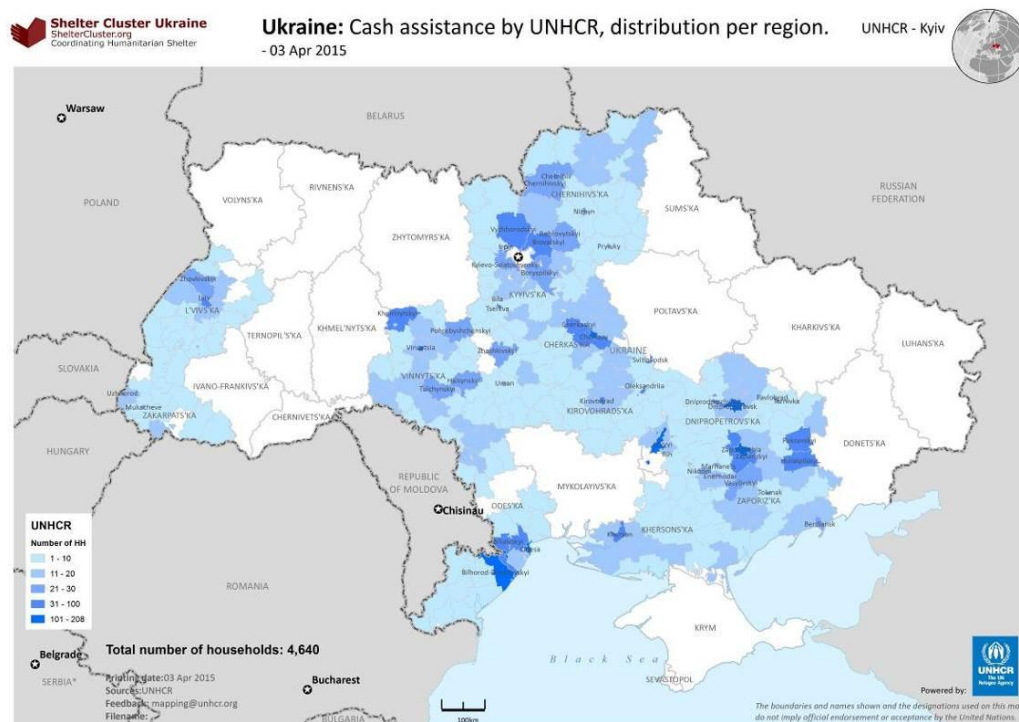
⁵ The document is available at:

https://www.humanitarianresponse.info/system/files/documents/files/UKRAINE_HRP_2015%20FINAL%20%281%29.pdf

⁶ Map is available at:

http://www.sheltercluster.org/sites/default/files/docs/unhcr_arcgis_cash_assistance_cluster_membersa4101.04.2015-2.pdf

The second activity, social cash assistance through regional authorities, has been implemented by UNHCR in close cooperation with regional social protection departments (see map below⁷).



The number of those assisted by the humanitarian community is 5.2% of displaced families (as reported by the MoSP). The general understanding at the moment of first publication was that it is better to give less money to more people, implemented through a multifunctional grant. At the same time, the idea of targeted conditional assistance in higher amounts is considered as an option for extremely vulnerable groups.

At the same time, the Government introduced social assistance to IDPs in October 2014 (Cabinet of Ministers Resolution no. 505). This assistance is designed to temporarily subsidize the housing costs and utility bills that IDPs incur. The Resolution provides financial assistance of UAH 442 (20 USD of October 2014 / 34 USD July 2015) per month for able-bodied, working age adults, on condition that they are actively seeking work and register with Employment Service at their location of displacement. It provides UAH 884 (68 USD of October 2014 / 40 USD July 2015) per month for children and pensioners and UAH 949 (73 USD of October 2014 / 43 USD July 2015) for disabled people. A family can receive a maximum of 2,400 UAH per month. The assistance is given for six months and is exempt from personal income tax.

As of 08 June 2015, 395,212 families had applied for government cash assistance under Resolution no. 505, while it had already been approved for 318,208 families (30% of the total number of registered IDP families⁸)

⁷ Map is available at:
http://www.sheltercluster.org/sites/default/files/docs/unhcr_arcgis_cash_assistance_unhcr-a4l-6.03.2015.pdf

⁸ Number of families registered by the Ministry of Social policy as of 08 June 2015

Coverage of cash partners by region/partner

Regions / Agencies	UNHCR**	SCI	PiN	ADRA	IOM	IRD	DRC	PCPM	Caritas*	Total, HHs	IDP population, HHs*	Coverage, %
Cherkaska	381									381	7,121	5.4%
Chernihivska	350									350	5,221	6.7%
Chernivetska										-	1,295	0.0%
Dnipropetrovska	709	2,908			1		839		1,000	5,457	50,221	10.9%
Donetska			4,100			404	826		3,100	8,430	50,221	16.8%
Ivano-Frankivska									770	770	50,221	1.5%
Kharkivska					6,758			1,080	6,300	14,138	50,221	28.2%
Khersonska	193									193	50,221	0.4%
Khmelnitska										-	50,221	0.0%
Kirovohradska	297									297	50,221	0.6%
Kyiv				3,072			4		555	3,631	50,221	7.2%
Kyivska	458			1,720						2,178	50,221	4.3%
Luhanska	-		497			2,445				2,942	50,221	5.9%
Lvivska	242								705	947	50,221	1.9%
Mykolaivska										-	50,221	0.0%
Odeska	717								555	1,272	50,221	2.5%
Poltavska										-	50,221	0.0%
Rivnenska										-	50,221	0.0%
Sumska										-	50,221	0.0%
Ternopil'ska										-	50,221	0.0%
Vinnitska	535									535	50,221	1.1%
Volynska									625	625	50,221	1.2%
Zakarpatska	159									159	50,221	0.3%
Zaporizska	596	1,616			1		751		1,000	3,964	50,221	7.9%
Zhytomyrska										-	50,221	0.0%
Total	4,637	4,524	4,597	4,792	6,760	2,849	2,420	1,080	14,610	46,269	1,118,499	4.1%

* - registered by the Ministry of Social policy as of 30 March 2015; this may include commuters (people coming to and from the conflict area on a regular basis) and those who have registered to have social payments transferred

** - regions reflected in light green were covered by PDM.

Date of arrival

Questions on date of arrival were asked by both IOM and ADRA, for Kharkiv and Kiev regions respectively. IOM's cash assistance program ran from December 2014 to the end of March 2015, and ADRA's from November 2014 to the beginning of March 2015. Immediately thereafter, PDMs were launched. This affects the estimation of the date of arrival: due to time needed for selection of beneficiaries, February 2015 was the last possible month of arrival reported.

The majority of the population reported arriving in the period between July to September 2014, as both IOM and ADRA findings show (see charts respectively).

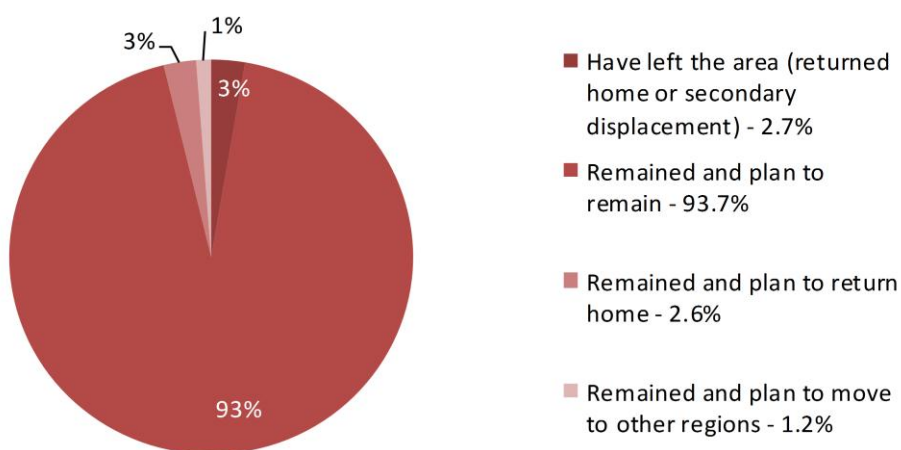
Findings on date of arrival correspond with general displaced population fluctuations as reported by SES and MoSP.



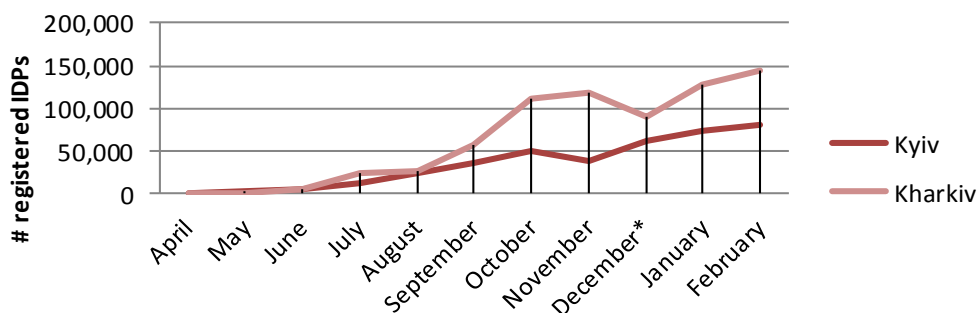
Note: this information is related to **KHARKIV** region.



Intentions of the displaced population

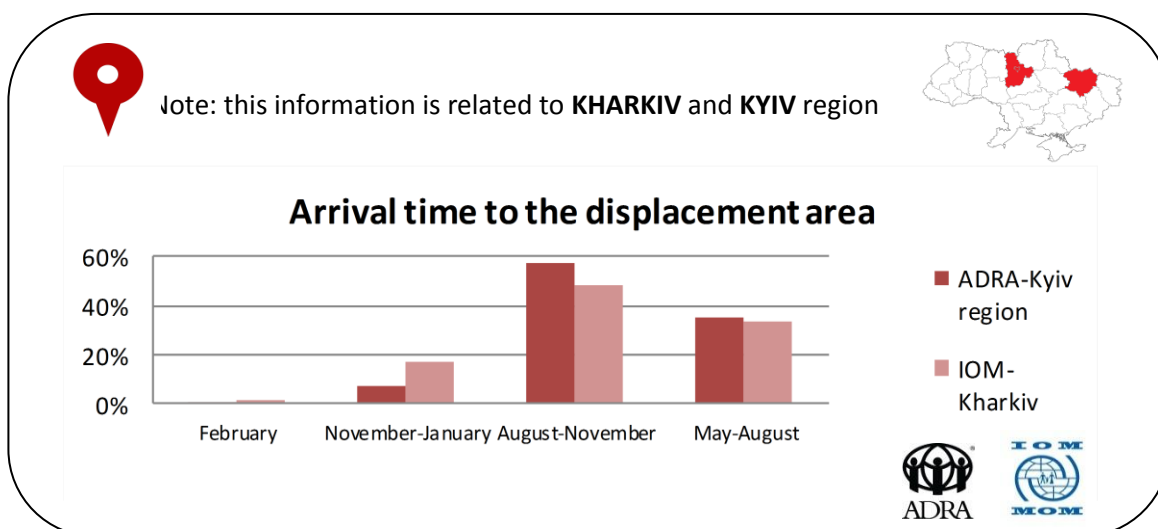


To compare the trend, the chart below shows registered IDP population by month for the period April 2014 – February 2015¹⁰.



For the period November 2014 – January 2015 the findings show that increase in new registered IDPs in Kyiv and Kharkiv are comparatively at the same level.

At the same time, for other months the trend is more or less the same for both regions.



Date of arrival during the early stage of the crisis, when the displaced population increase was rather moderate (April-June 2014), then rapid growth (July-September) followed by stabilization correspond with the general trend of displacement as shown by comparison between Kyiv and Kharkiv displacement statistics.



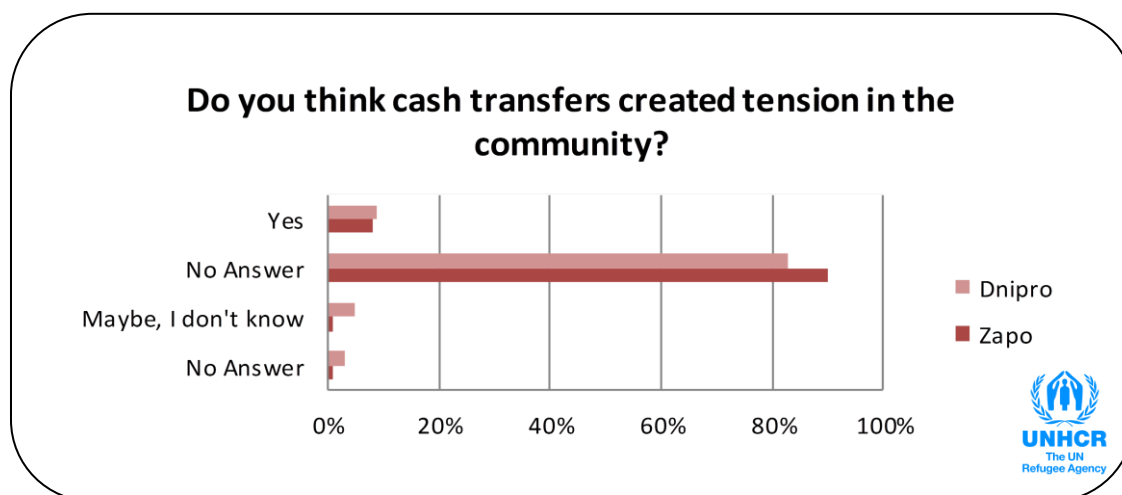
Actual displacement, registration, and provision of cash assistance may not take place at one time, which means there might be time in between these three processes.

¹⁰ Source: before December 2014 – State Emergency Service of Ukraine, December 2014 and after – Ministry of Social Policy according to number of registered IDPs under Resolution 509.

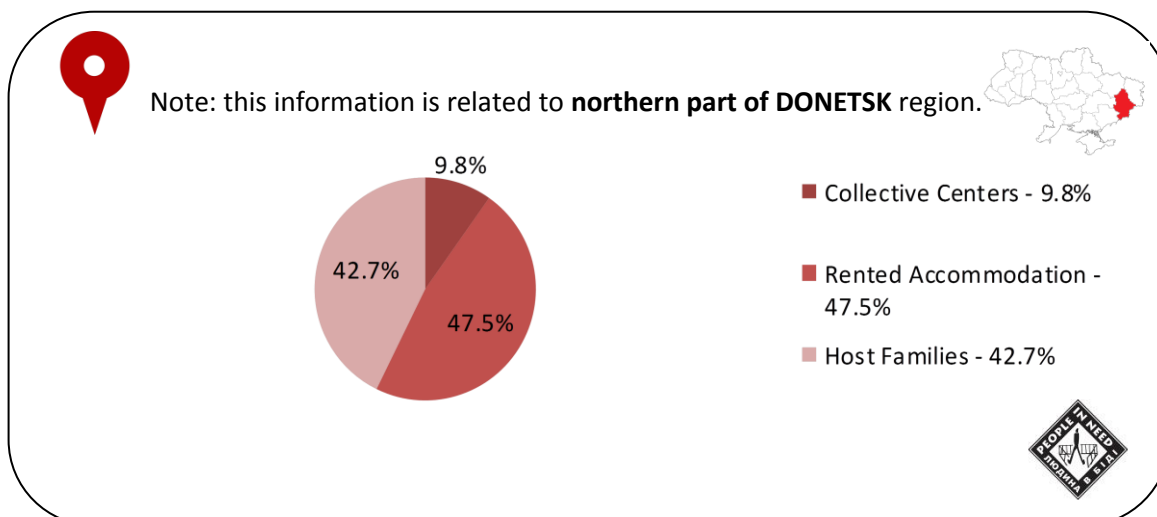
Type of Accommodation

Agencies providing cash assistance aimed to target vulnerable categories of population (see Targeting criteria, above), therefore the **findings presented here are relevant for the vulnerable population of the abovementioned categories (not all displaced people) and cannot be representative for all cases.**

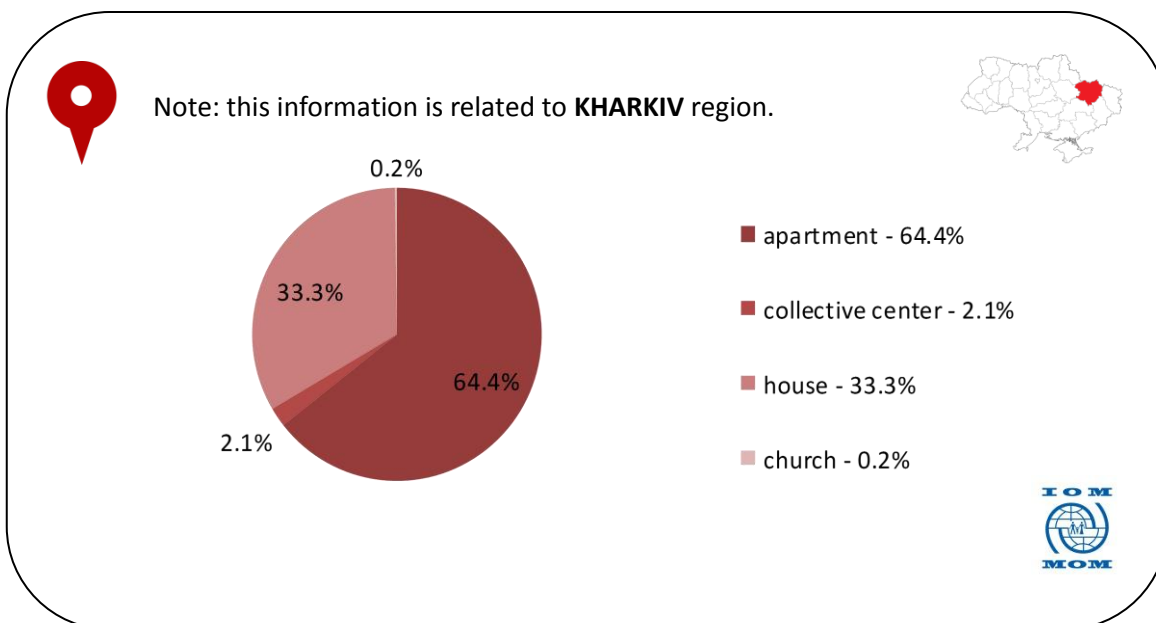
UNHCR findings show that **some 10% of respondents stay in Collective Centers, while over 80% do not (choosing rent or hosting family arrangements).** 4.5% cent of respondents report staying in privately-owned Collective Centers, which (according to PDM findings) constitute **50% of Collective Centers.** There are three types of Collective Center reflected: private, NGO/church-based and state-owned/communal).



People in Need (Donetsk region) findings show 9.8% of respondents reporting living in Collective Centers.



For Kharkiv region IOM has provided the below segregation: some 2% of respondents stay in Collective Centers ¹¹

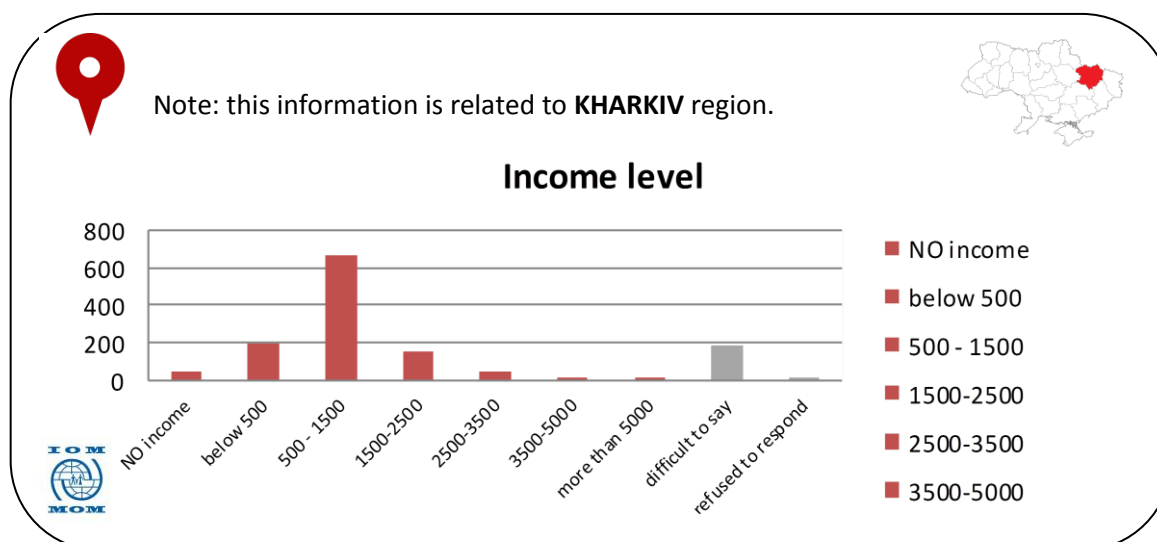


Early assumptions, based on PDM findings and key informant interviews, show that according to geographical location between 1 and 10 per cent of the displaced population stay in Collective Centers depending on proximity to the conflict zone (the closer to the conflict line – the higher the percentage of those staying in Collective Centers).

¹¹ Categories “Temporary shelter” and “church” stand for Collective Centers here.

Level of income

Average monthly level of income for reported by IDPs targeted by IOM in Kharkiv region is UAH 500-1,500. Some 2% reported receiving no income at all.



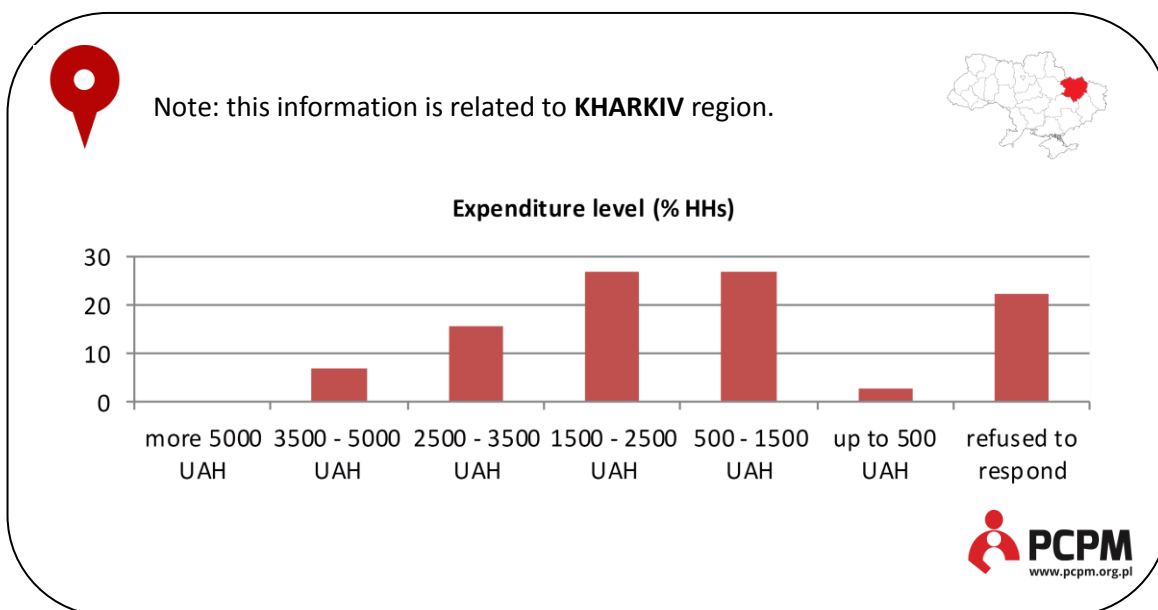
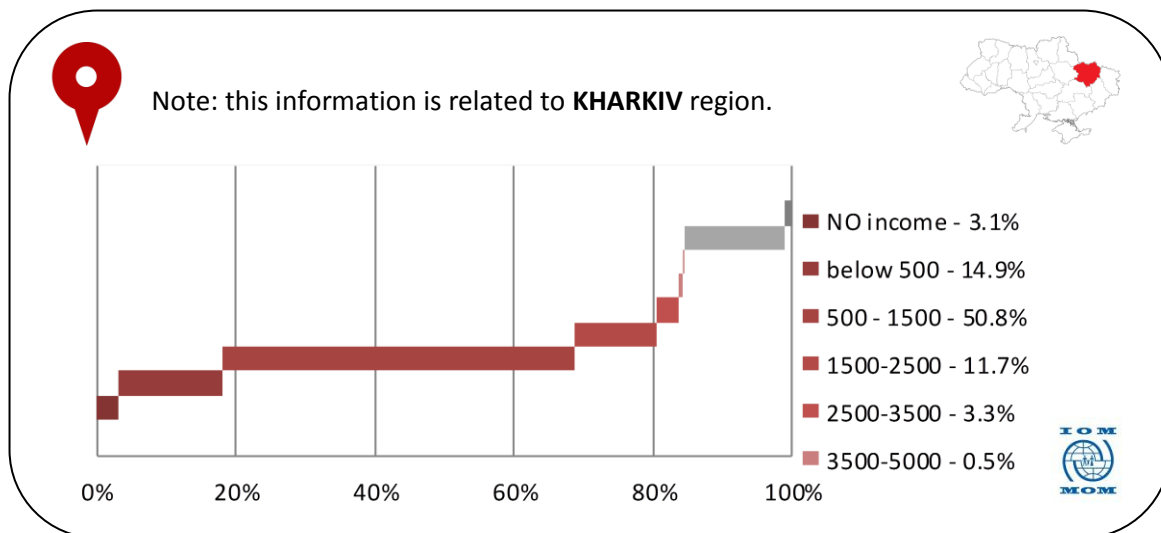
The minimum subsistence level in Ukraine for 2015, determined by the Government of Ukraine, is set at UAH 1,286 for children under 18, UAH 1,218 for people of working age and UAH 949 for disabled people. **The income level has exceeded the minimum subsistence level, which may mean that this minimum is not sufficient to meet the basic needs of the displaced population.**

The methodology used by the Government of Ukraine to calculate the minimum subsistence level includes price monitoring in three categories: food, non-food items, and services. The monthly allocation is estimated on the basis of minimum standards for each category of item and its use per month¹². However, the prices that the State Statistics Agency uses for this calculation are substantially lower than current market prices. In addition to this, there are several categories of expenses that are not included into calculation of the minimum subsistence level by the Government, including rent and health care – suggesting the figures may be an under-estimation of actual minimum expenditures.

PCPM collected information on total expenditures per family, which is interesting to compare with reported level of income, collected by IOM in the same Kharkiv region (see charts below).

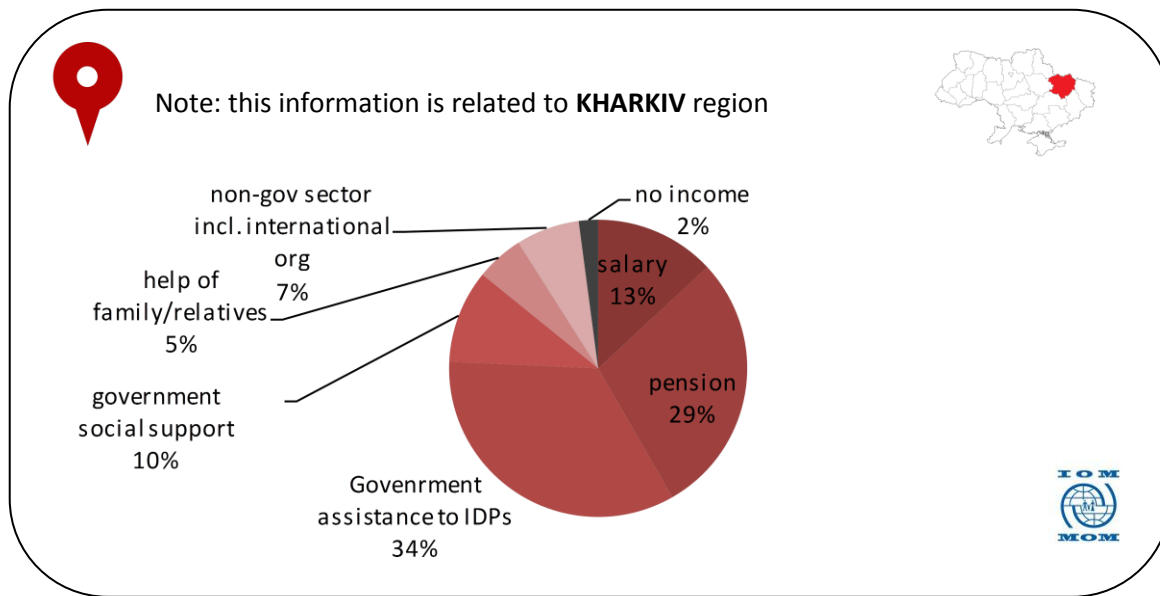
¹² See a table with prices at:
<https://drive.google.com/file/d/0B7hnu2sHiPIRTDBVTkVNdHJHd2M/view?usp=sharing>

Average expenditures reported by PCPM respondents exceed average incomes reported by IOM respondents. While 50.8% of respondents report a monthly income of 500-1,500 UAH, only 26% of respondents report expenditures within this range, while a further 26% report expenditures of 1,500-2,500 UAH. While the two datasets are not directly comparable, this suggests a likelihood of incomes not meeting expenditure needs for displaced families living in Kharkiv region.

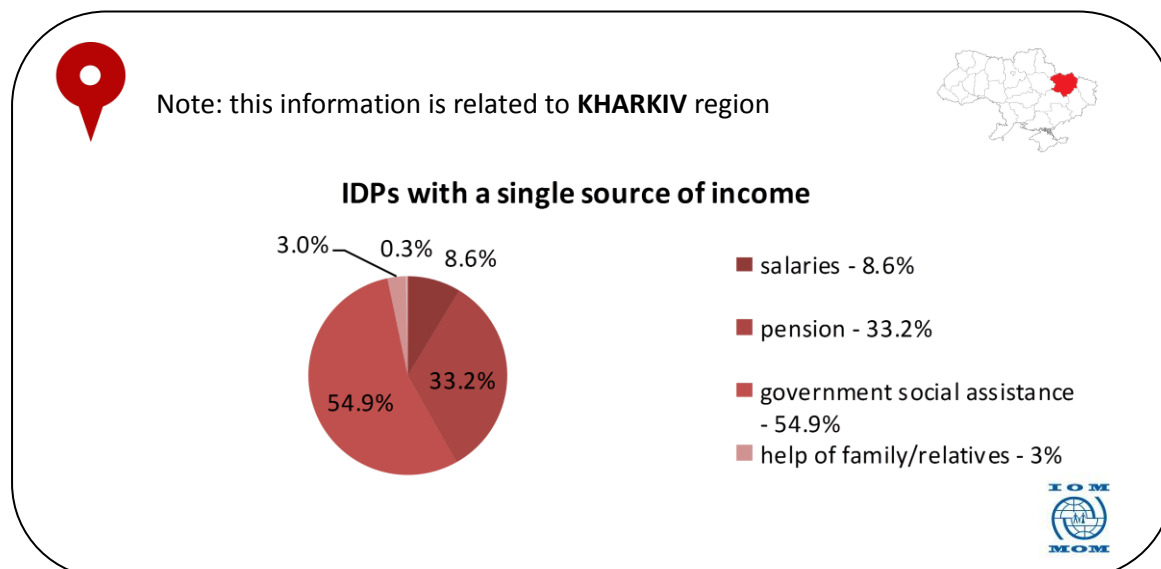


Sources of income

For Kharkiv region respondents report **three primary major income sources: Government assistance (34%), pension (29%) and salary (13%). 73% of income IDPs receive is paid by the Government, while only 27% is related to other sources.** At the same time **2% have stated no income at all**, 5% receive help from friends and/or relatives and some **7% from the humanitarian community. 10% of respondents receive government social support (other than government assistance under Resolution no. 505).**



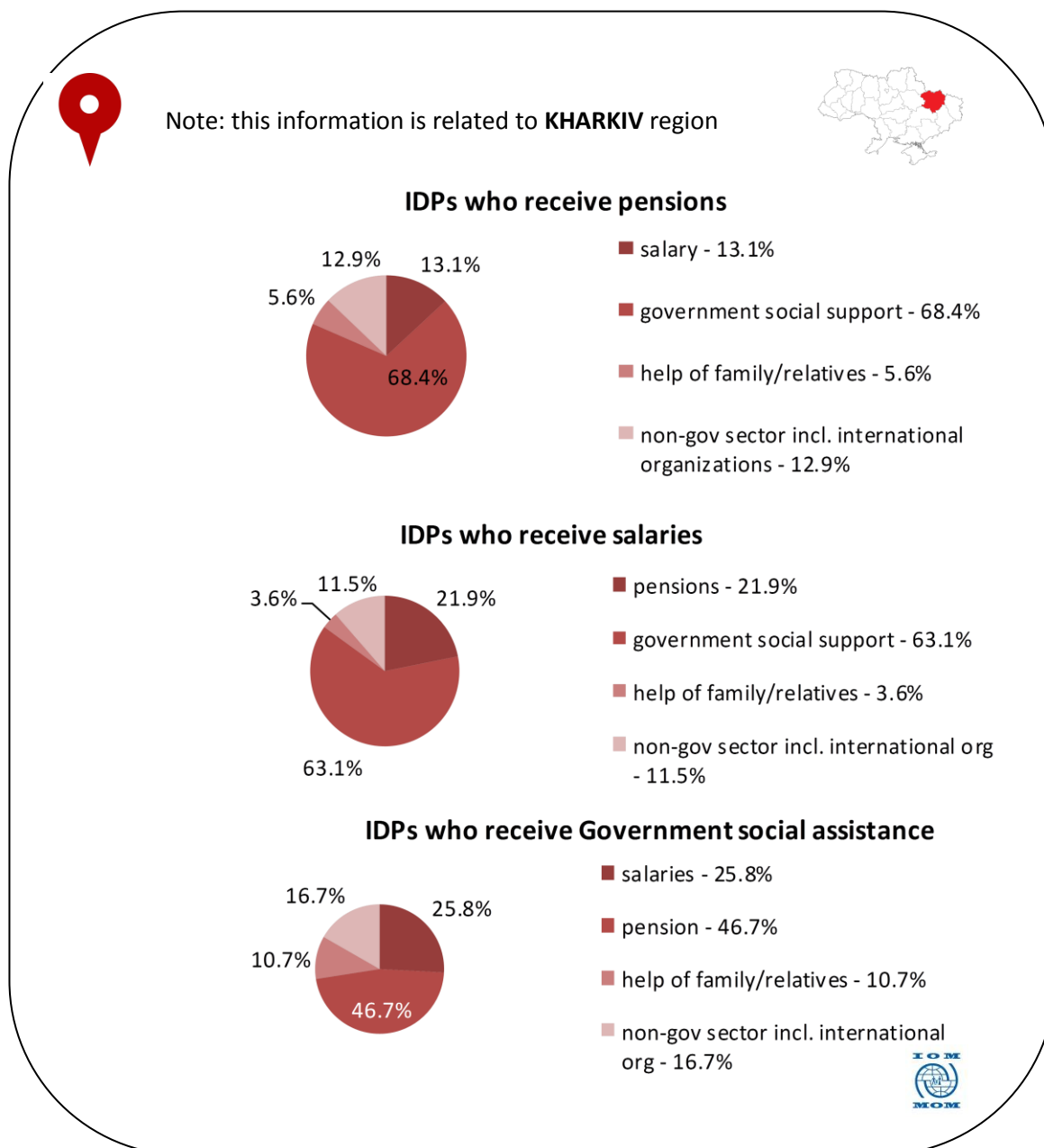
51.9% of IDPs reported receiving multiple sources of income, such as salary, pension, government social payments (including government support to IDPs), and help from family/relatives, international organizations, volunteers, or non-governmental sector. However, **48.1% of IDPs report having currently only one source of income.**



The Government covers needs of some 88 % of the officially registered population with a single source of income with pensions, government assistance and social benefits.

Secondary sources of income

The coping mechanism of IDPs is to rely on multiple sources of income, as the charts below confirm: IDPs often receive salaries, social assistance, pensions and other non-government related assistance at the same time. According to IOM findings in Kharkiv, 51.9 % of IDPs confirmed multiple sources of income, such as salary, pension, government social payments (incl. government support to IDPs), help from family/relatives, international organizations, volunteers, non-governmental sector. Please, see breakdown of secondary sourced of income:



13% to 22% of IDPs receive pensions and continue working at the same time.

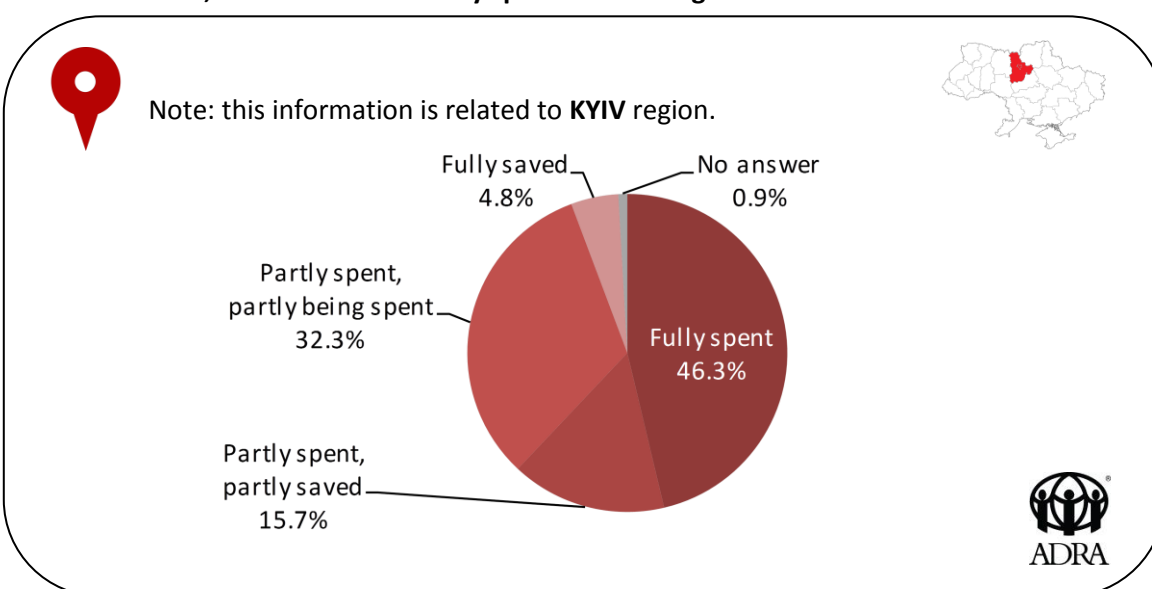


Given the multilayer coping mechanism, IDPs that have only one source of income become extremely vulnerable. At the same time, for those who have several sources of income, loss of even one source becomes substantial and may lead to serious lack of resources to support the family.

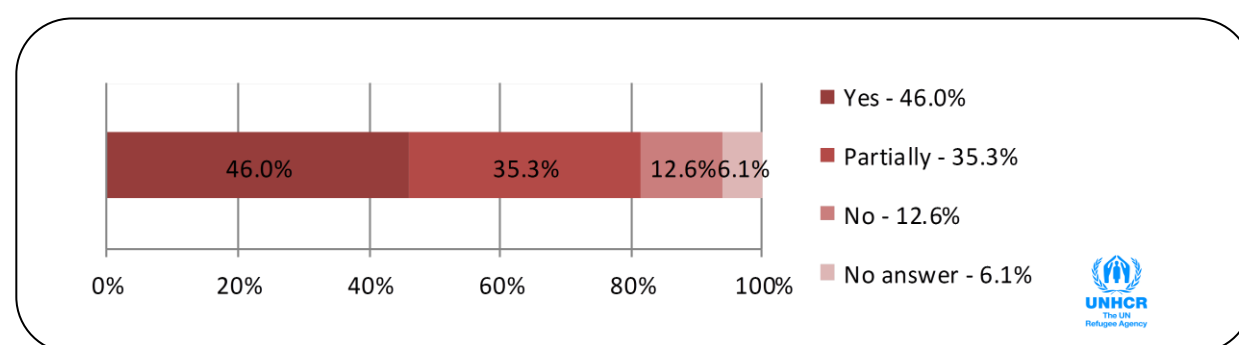
Expenditure level

Note: there is difference in time between arrival of the displaced population and provision of cash assistance, which means that immediate needs upon arrival might have already been met with other sources. If immediate needs are already met, than IDPs may be planning for the future.

ADRA monitored spending patterns in Kyiv region (whether money has been spent or saved). 46% of respondents reported having fully spent their cash grant, while 5% fully saved it. **In total, over 78% had entirely spent their cash grant or intended to do so.**



UNHCR findings reflect this trend of spending: over 81% of respondents reported having spent or partially spent their cash grant, while only 13% have not spent their grant.



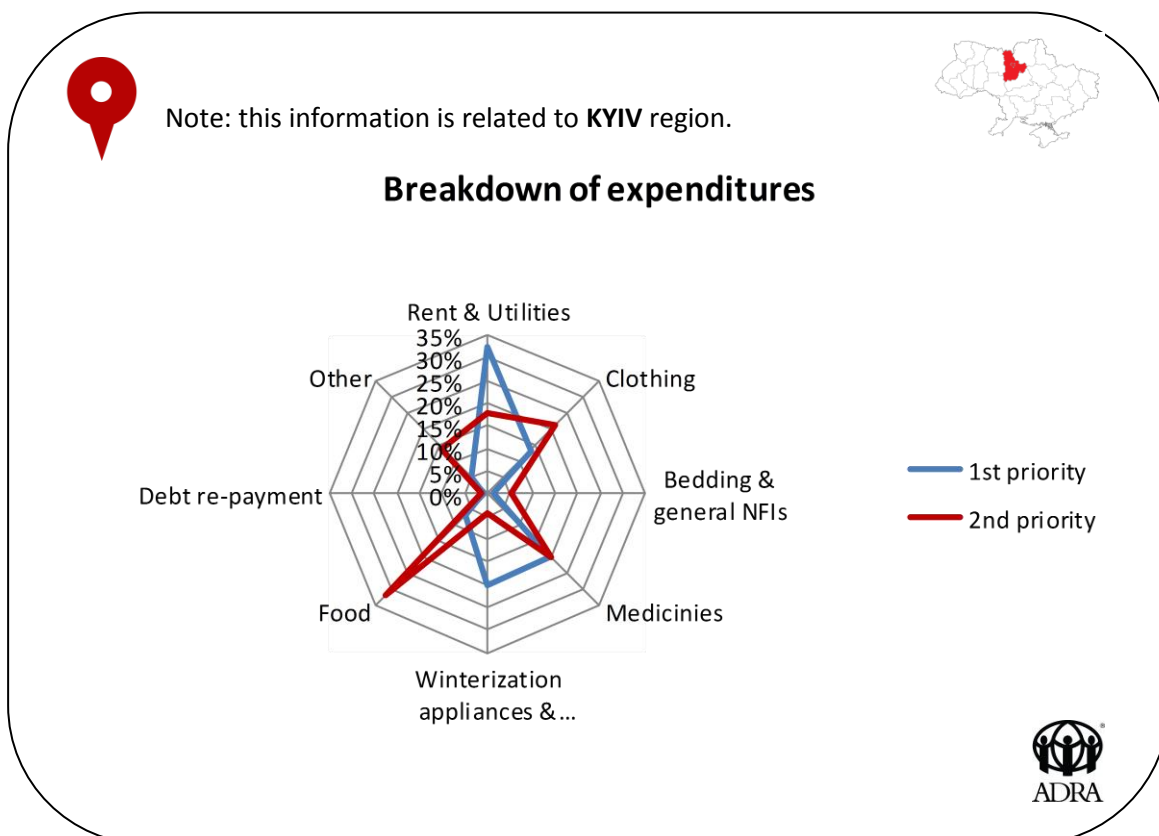
The already mentioned above multilayered coping mechanism allows IDPs to stage expenditures according to their needs. Moreover, the ratio between those who have fully spent and fully saved could serve as a good indicator for the exhaustion of their own resource; 2 persons out of 10 has saved all the cash grant received, while 8 have spent it all.

Type of expenditures (general)

Expenditure patterns and prioritization of cash grants may vary depending on recipients' general situation: there may be regional differences and impact of time difference between the arrival of the individual and cash grant disbursement (in this case expenditures show immediate needs at the moment of spending, though not at the moment of arrival).

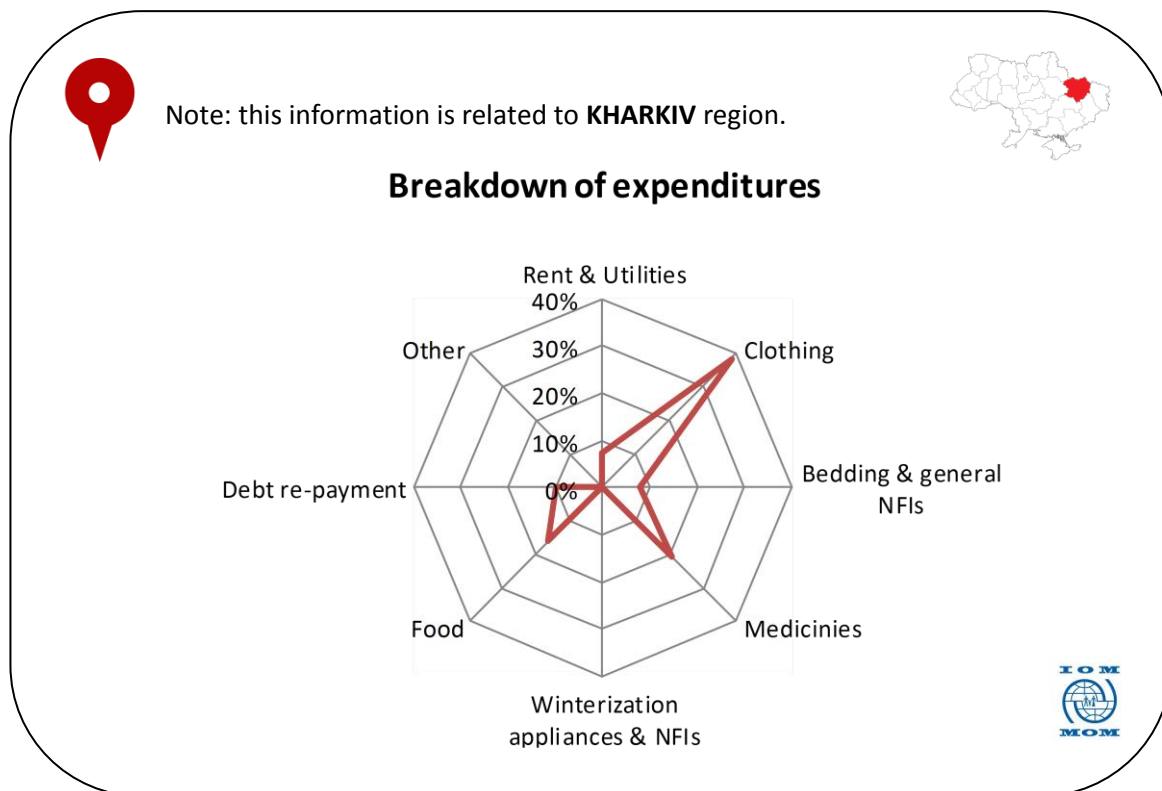
Several factors may have an impact on spending pattern: region to which person is displaced and time between arrival and actual provision of assistance. Time between arrival and cash transfer should be taken in to account for the reason that upon arrival IDPs have immediate urgent needs that differ from needs of the displaced population that has arrived several months ago. Moreover, time of transfer is important as well: depending on weather conditions and weather expectations (like preparations for winter) needs and types of expenditures change.

Division of expenditures into categories for this PDM were not standardized, therefore organisations' findings should not be considered as directly comparable. For the purpose of this report, all the types of expenditures were regrouped into 8 categories: rent & utilities; clothing; bedding & general NFIs; medicines (including medical treatment); winterization appliances & NFIs (including heaters and solid fuel); food; debt-re-payment; and other.



In Kyiv region, as the ADRA study shows respondents' reported priorities are: **rent/utilities** are in the first place, followed by medicines and clothing. Food and bedding rank as second the priority of expenses (red line on the chart).

In Kharkiv region, as IOM respondents state¹³, clothes (39%) are the primary type of items purchased, followed by medicines and food. Surprisingly, the rent & utilities category is not reported as the top priority expenditure.



Cash transfers in Kharkiv were done in December 2014 – January 2015 primarily, which means that cold weather may have had impact on the urgent need for warm clothing for people to survive harsh weather conditions.

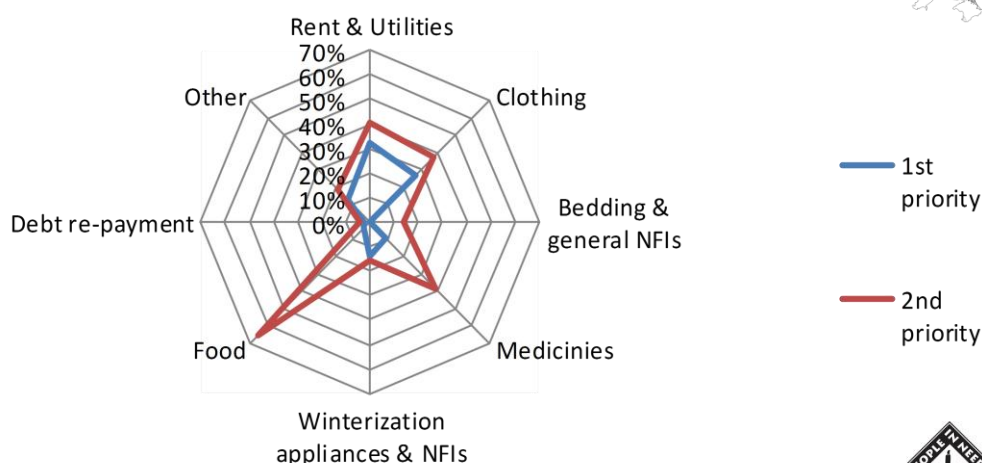
¹³ The categories were regrouped; initial are the following: utilities, medication, health care, non-food items, clothes, financial services and food.

People in Need¹⁴ (covering northern Donetsk and one district from northern Luhansk) have found that **major spending categories were rent & utilities, clothing, winterization appliances and NFIs**. The second main priority was food.

Repairs were 10 per cent of total expenditures as the first priority and 3 per cent as second priority among others. Given People in Need was providing cash assistance in areas where shelling occurred, repairs become a substantial use of the cash grant.

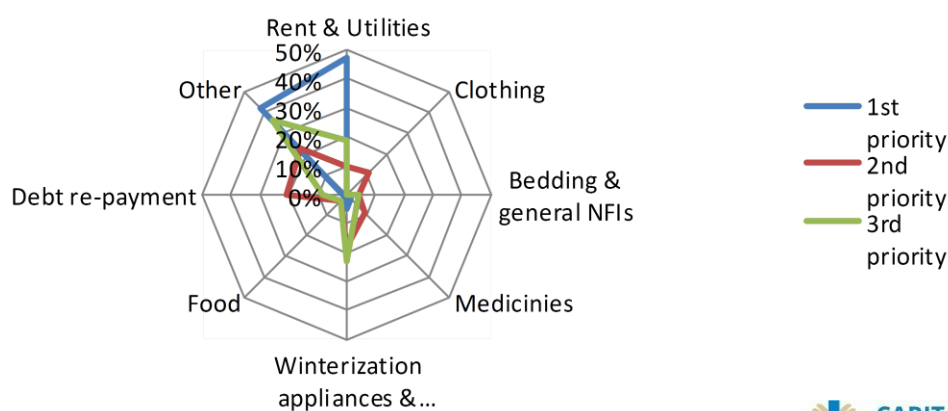


Note: this information is related to **northern part of DONETSK** region



Caritas study shows that **rent & utilities together with winterization appliances and NFIs are top priorities** and were the first largest expenses for cash grants.

Breakdown of expenditures (by priorities)



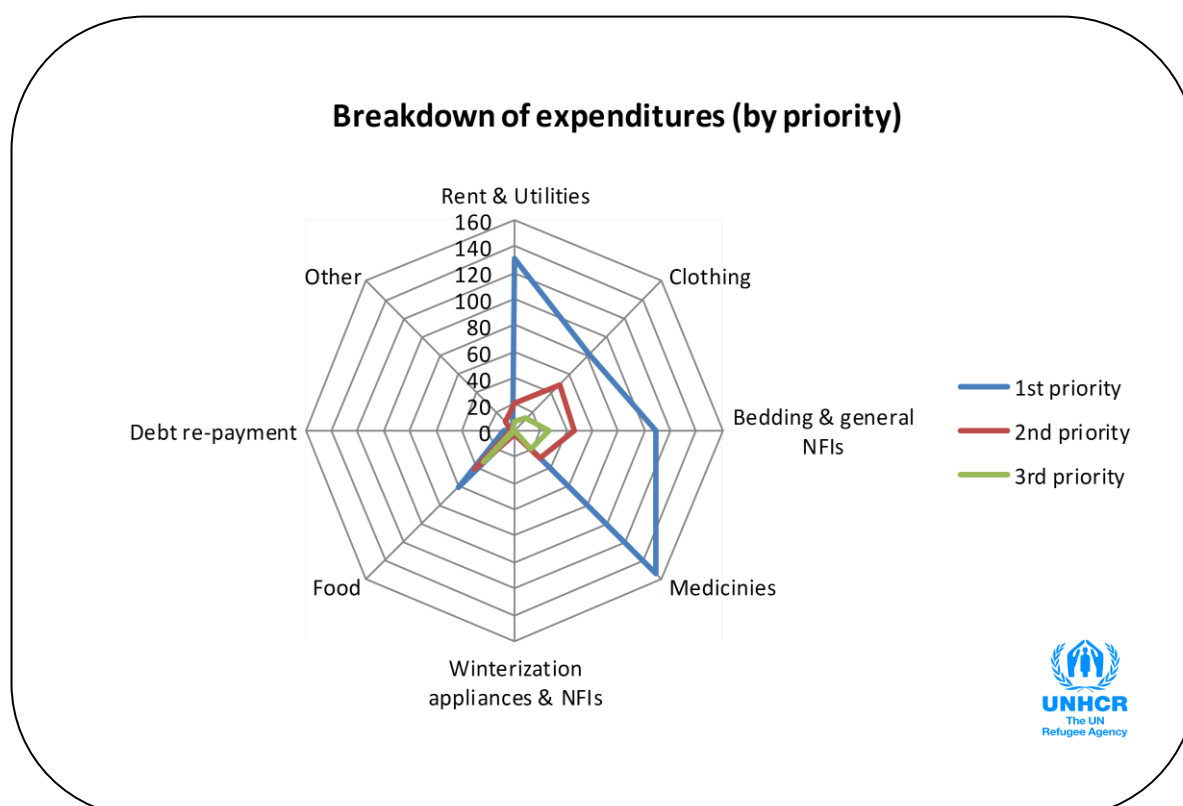
¹⁴ Initial types of expenditures included also repairs, but were placed under category "Other".

Savings as a separate expenditure category are not reflected here, though they are reported to amount to 21% as a first priority by Caritas. This means that for areas covered by Caritas (Dnipropetrovsk, Donetsk, Ivano-Frankivsk, Kharkiv, Kyiv region and Kyiv city, Luhansk, Lviv, Vinnytsia and Zaporizhia regions) displaced populations saves for some reasons. The explanation for this may be that there is period of time between arrival and cash transfer, during which they manage to meet acute needs.

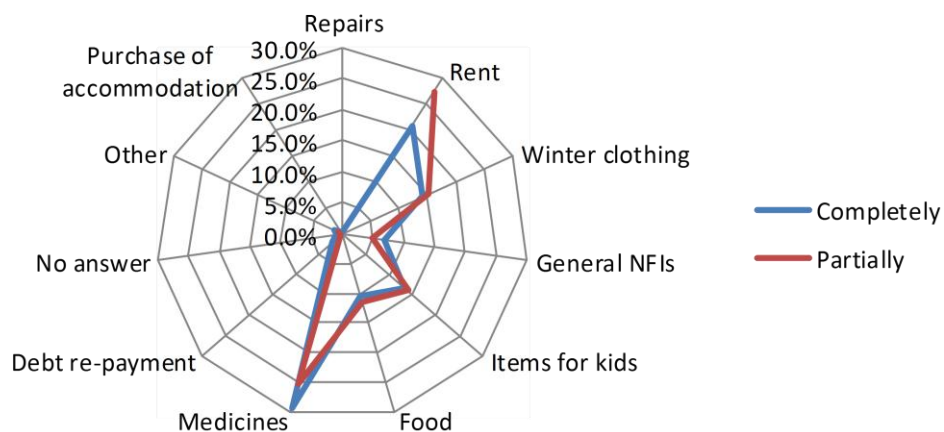
The Caritas PDM report also allows viewing of the breakdown by region of the first three largest expenses. **Top priorities for Kharkiv, Donetsk, Dnipropetrovsk and Zaporizhzhia are similar: utilities & rent, clothing, food and medicines.**

Second and third priorities provide more details and differences. The second largest priorities for Kharkiv are food, health care and utilities with savings; for Donetsk they are debt repayments and insulation materials; for Dnipropetrovsk debt repayments, clothing, insulation; for Zaporizhzhia they are debt repayments and heating fuel.

As UNHCR PDM shows, top priorities are medicines, rent & utilities and clothing. At the same time, with priorities broken down (three levels of priorities as options), rent & utilities and medicines are the most prioritized, while they never appear as second or third priorities. This means, that if people face health care problems or urgently need accommodation, this type of expense is the most important. Winter clothing and food together with items for children are the second priority (see charts below).



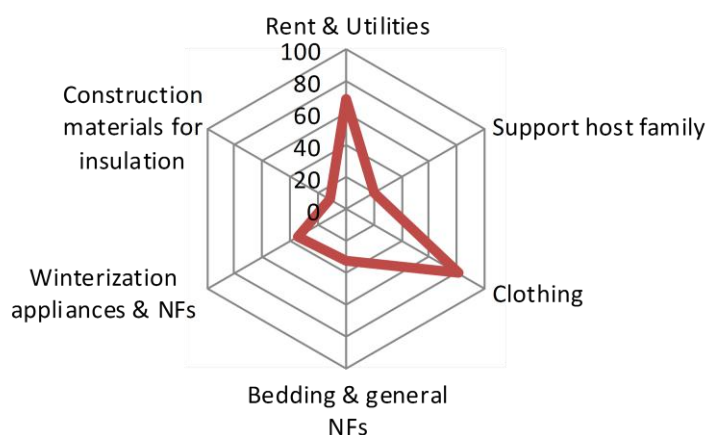
At the same time, **for those who have completely spent the full amount of the cash grant and those who have only partially spent it, there is no substantial difference in the spending pattern.**



PCPM worked in Kharkiv and general findings correspond with IOM findings: clothing are top priority (at the moment of use of cash), however prioritisation of rent & utilities is substantially higher, which may be explained by coverage of cash programming and related rural/urban costs: PCPM operated primarily in Kharkiv city, while IOM program had wider district coverage.

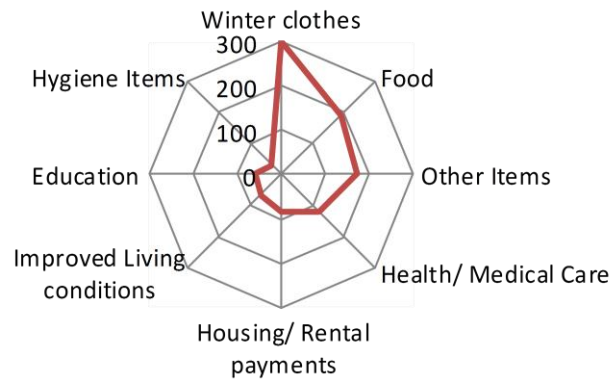


Note: this information is related to **KHARKIV** region.





Note: this information is related to **Dnipropetrovsk & Zaporizhzhia** region.



Save the Children

In Dnipropetrovsk Save the Children's PDM respondents reported winter clothes, food and health care as top priorities.



Rent & utilities, clothing and medicines appear as top priorities at the moment of cash grant spending (February-March 2015). Despite regional and seasonal variations, rent, utilities, clothing and NFIs are usually the main expenditure. Health services and food also constitute a recurrent need.

Type of expenditures (vouchers)

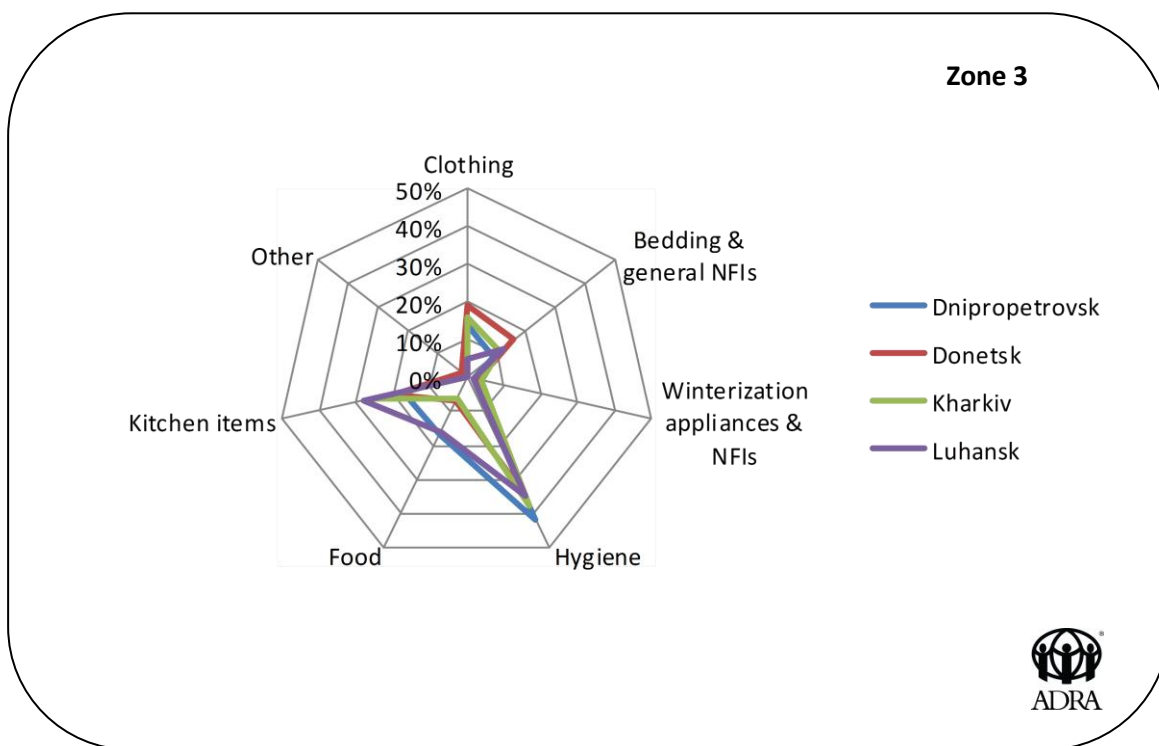
With a voucher approach it is possible to monitor actual expenditures per item and not rely on beneficiary recollection and accurate reporting. At the same time, important to note that medical costs, rent, and utilities are not possible expenditures.

ADRA's voucher program PDM gives an interesting and useful insight, with a contracted shop network providing a detailed breakdown per item of purchases.

Note: the breakdown of items purchased by region may be affected by the availability of goods in particular shops at the moment of voucher spending.

There is a general pattern for 7 regions (Dnipropetrovsk, Donetsk, Kharkiv, Kyiv, Luhansk, Poltava and Vinnytsia): **kitchen and hygiene items are purchased the most often.**

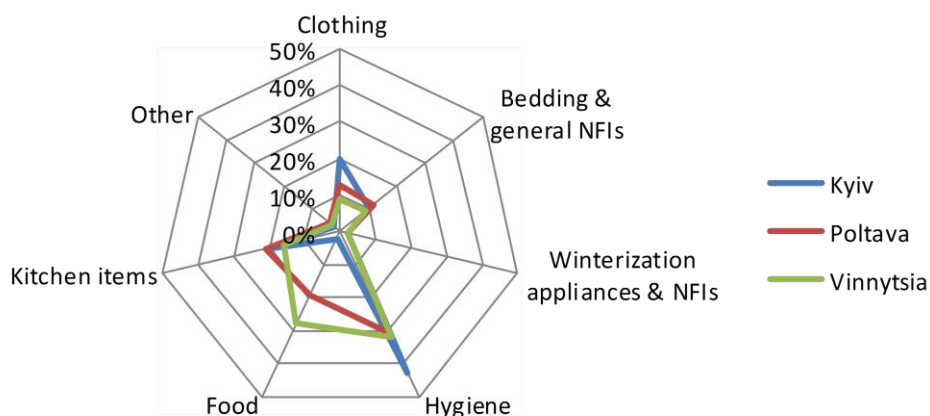
The purchases breakdown has been grouped according to zoning¹⁵: Zone 3 – Dnipropetrovsk, Donetsk, Kharkiv and Luhansk, where the majority of IDP population stays and which are closer to the conflict zone; and Zone 4 – Kyiv, Poltava and Vinnytsia, with other displacement pattern: fewer IDPs.



¹⁵ See OCHA map for Zoning:

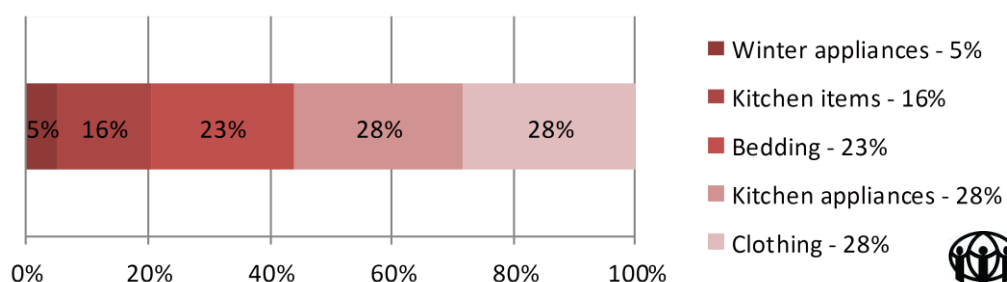
<http://www.humanitarianresponse.info/operations/ukraine/infographic/ukraine-5-million-need-four-zones>

Zone 4



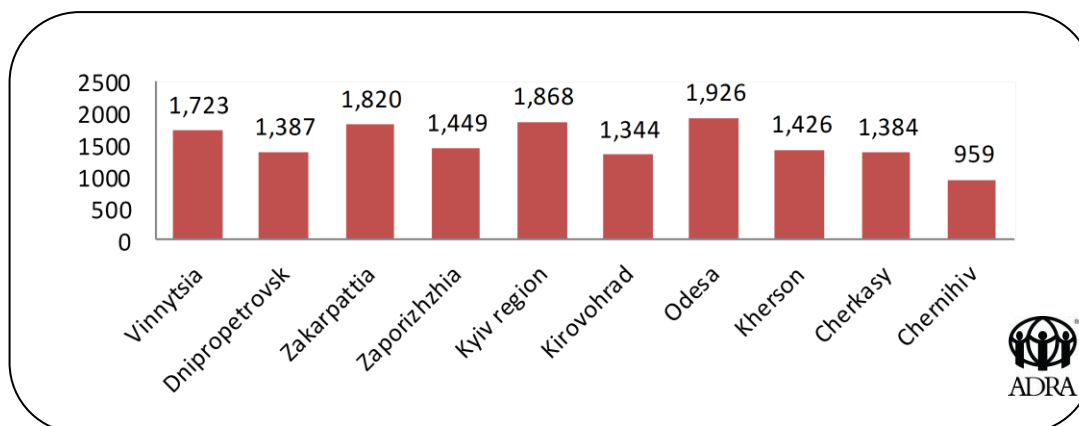
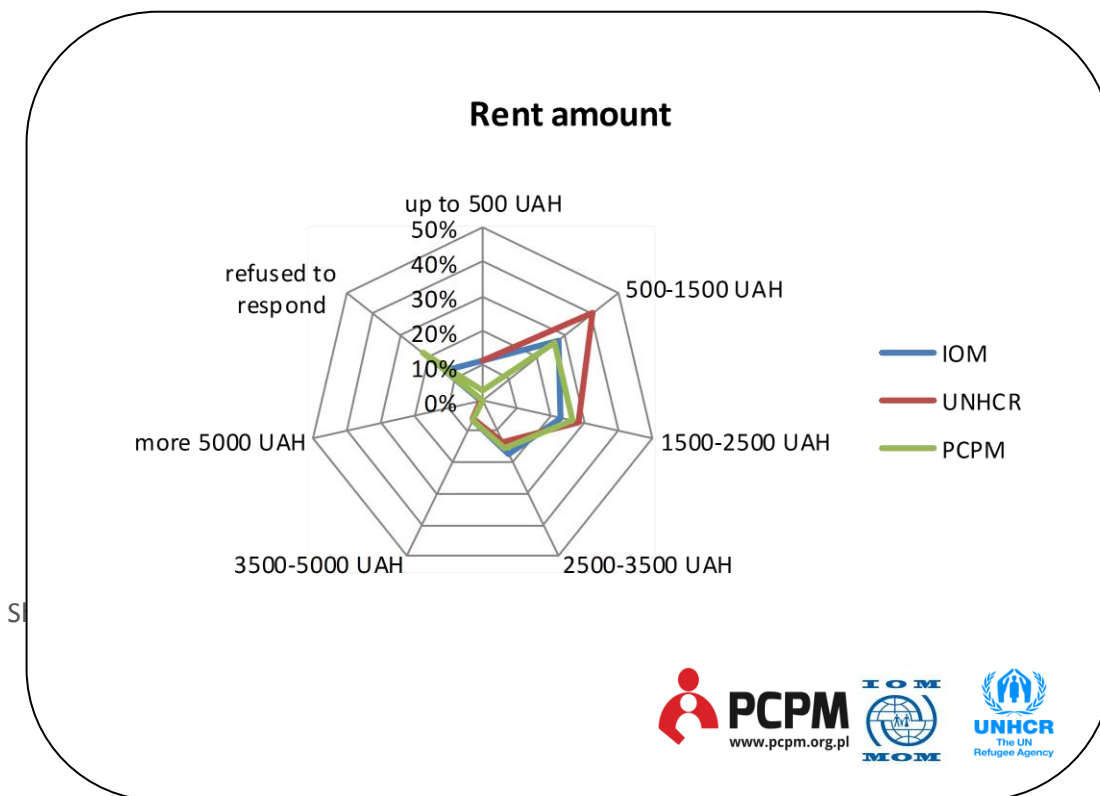
Spending pattern is similar in all the mentioned regions. Food as top expenditure type appears in Vinnytsia, which constitutes a deviation from the standard pattern.

If hygiene and food are excluded, then it is possible to look into real NFI spending breakdown. **Clothing (28%), kitchen appliances (28%) and bedding (23%) are top purchased items.**



Rent & utilities

According to IOM respondents, **average monthly expenditure for rent in Kharkiv region is UAH 500-1,500 (32%), followed closely by 1,500-2,500 (27%).** 13% report paying less than UAH 500. IOM findings correspond with UNHCR observations as the chart below shows.



The average rent and utilities payment as reported by respondents is UAH 1,529, while there are several regional peculiarities: cost is higher in Odesa, Kyiv region, Zakarpattia and Vinnitsia.

¹⁶ See rent prices available at:
<http://www.sheltercluster.org/sites/default/files/docs/Rent%20price%20in%20Ukraine%2012.01.2015.pdf>

Future needs

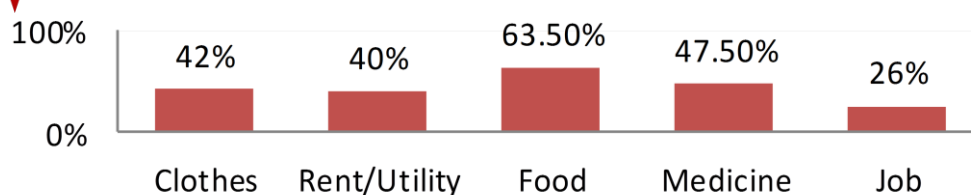


Unfortunately, PDM questionnaire wording at the moments is methodologically different among all agencies; therefore results are not always comparable. Hence it is strongly recommended to include in the recommended questionnaire the same methodological approach.

People in Need respondents identified food (63.5%), medicines (47.5%) and clothes (42%) as three top priority needs for the population surveyed.



Note: this information is related to **northern part of DONETSK** region



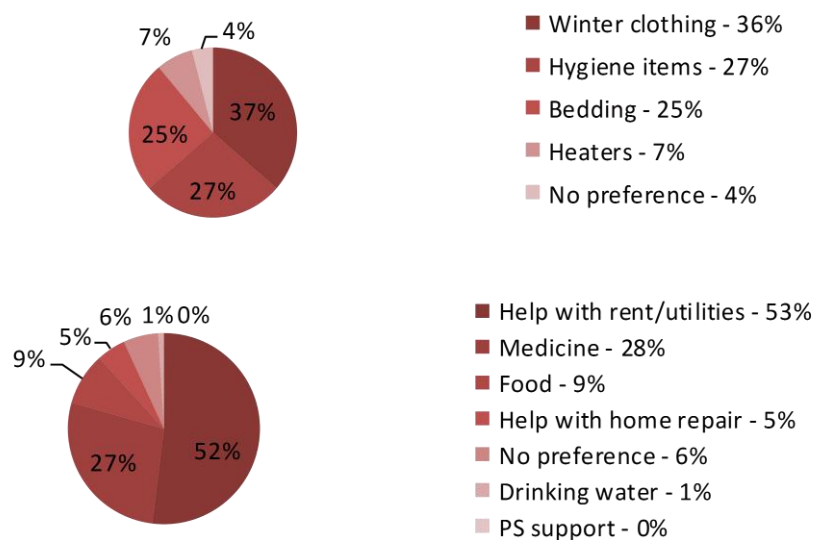
According to ADRA reports in Kyiv region, primary needs are winter clothing, hygiene items, bedding and help with rent/utilities.



Note: this information is related to **KYIV** region.



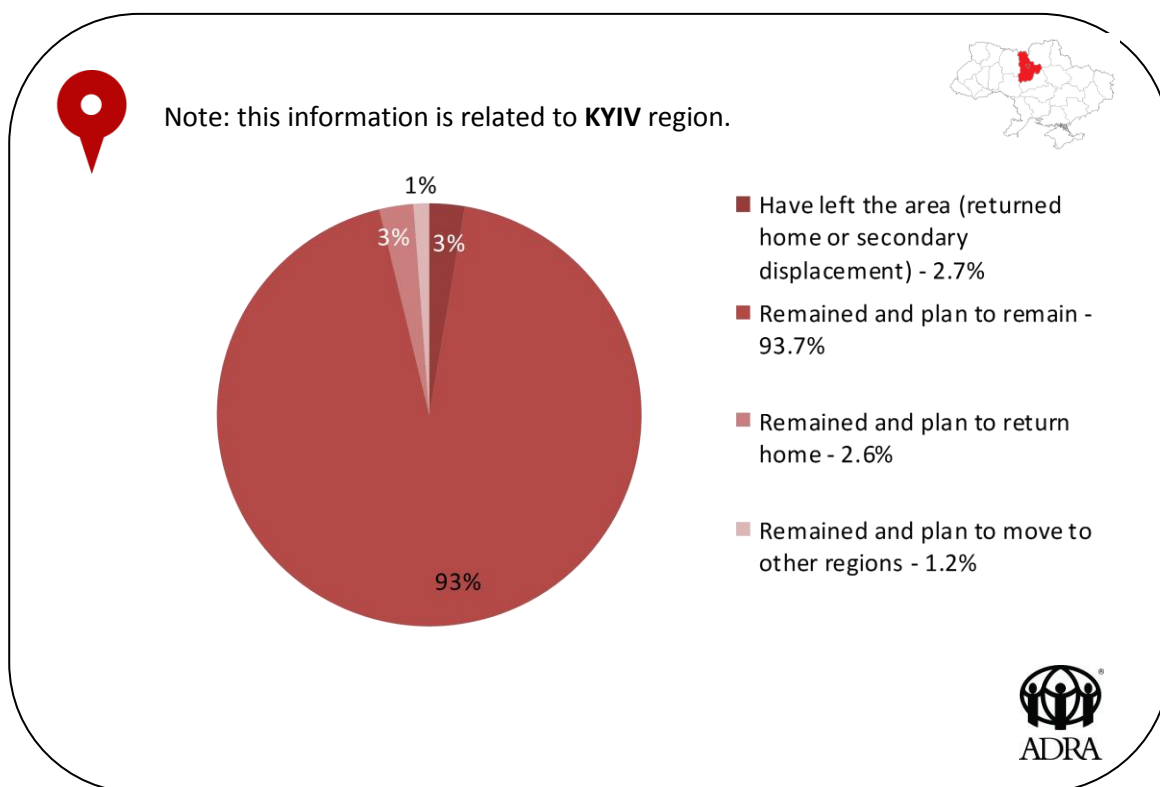
Primary and secondary needs reported by respondents



Future plans

ADRA asked its respondents whether they had subsequently left the area where they received assistance (Kyiv region); and, if not, if they planned to remain, return home, or move to other regions.

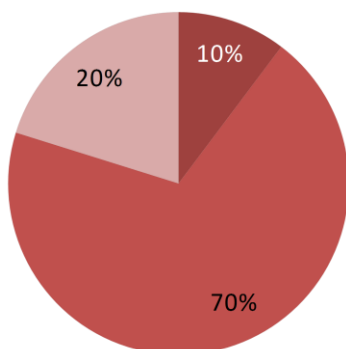
- **3% of respondents reported having left the area**
- **93% of the respondents reported remaining in the same area and planned to stay**
- **Only 3% indicated a willingness to return back home and 1% to move to other regions (secondary displacement)**



IOM also investigated the future plans of the displaced population. **10% of respondents expressed intention to return home, with 70% intending to remain in Kharkiv region.**



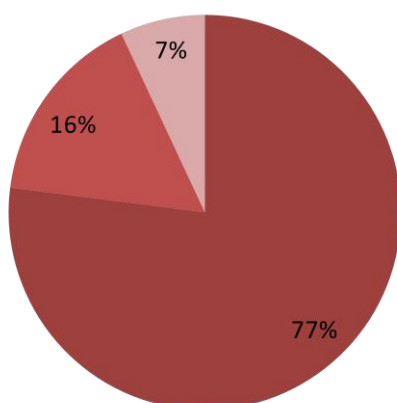
Note: this information is related to **KHARKIV** region.



- Will to return home - 10.3%
- Intention to remain in Kharkiv region - 69.5%
- Difficult to say - 20.2%



Note: this information is related to **northern part of DONETSK** region



- Intention to stay - 77%
- Intention to come back home - 16%
- Intention to relocate to another district - 7%



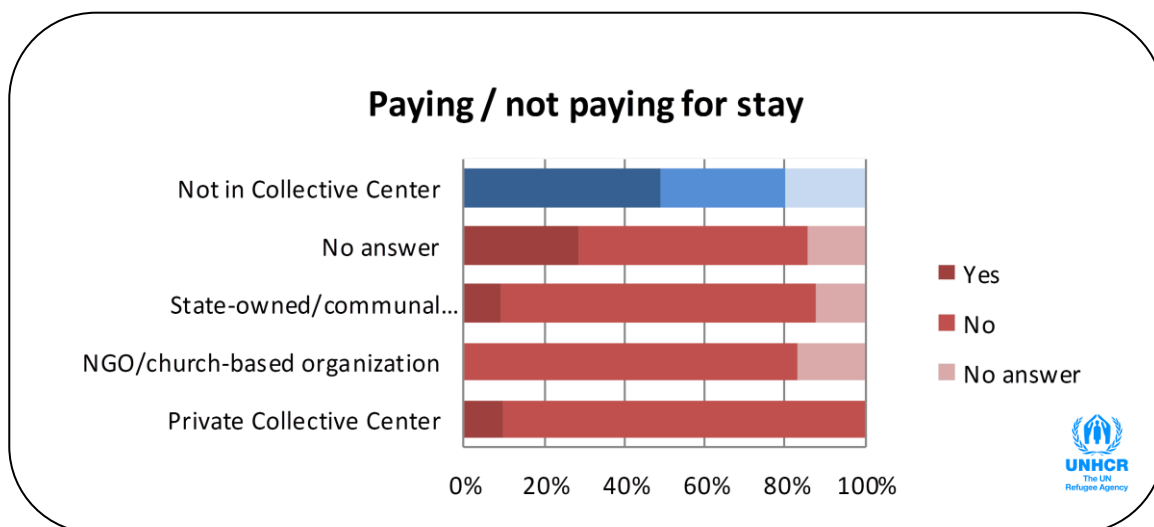
The will to return home is greater in areas more close to the conflict, while in regions further away, the displaced population already plans to stay longer with less likelihood of intentions to return home. This means that the need for long-term solutions significantly increases.

70% to 93% of the surveyed participants reported their willingness to remain at their current place of stay.

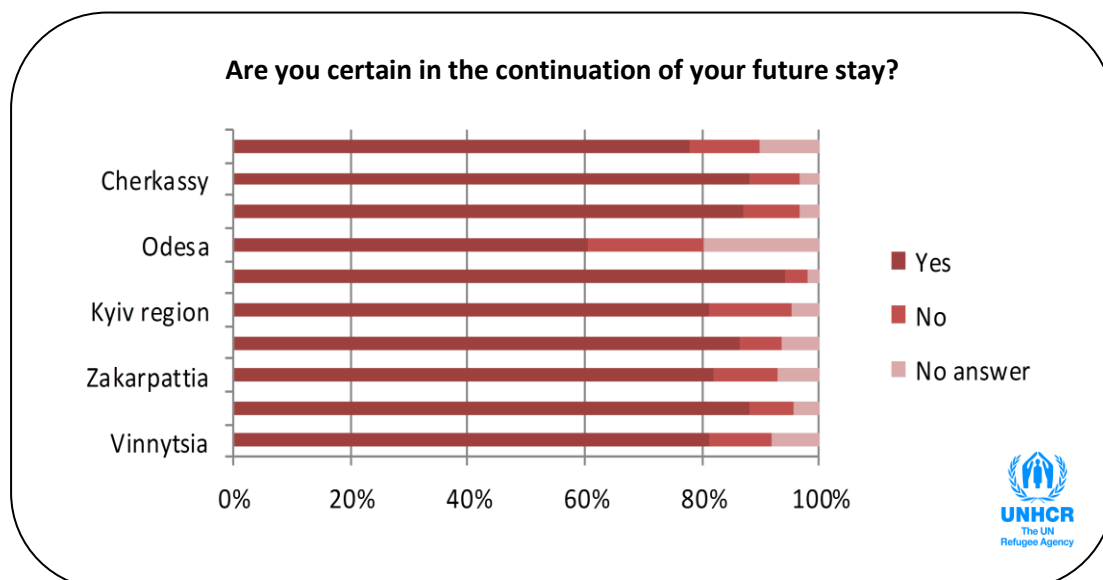
Living conditions

Both UNHCR and ADRA asked participants about living situation and intentions, for those who live in Collective Centres.

Among UNHCR respondents, over 50% of the population not staying in Collective Centers report paying for their stay. At the same time the rate is much lower for different types of Collective Centers: **around 9% of those who stay in private, communal or state owned Collective Centers pay for their stay, while none are reported to pay if they stay in NGO or church-based Collective Centers.**

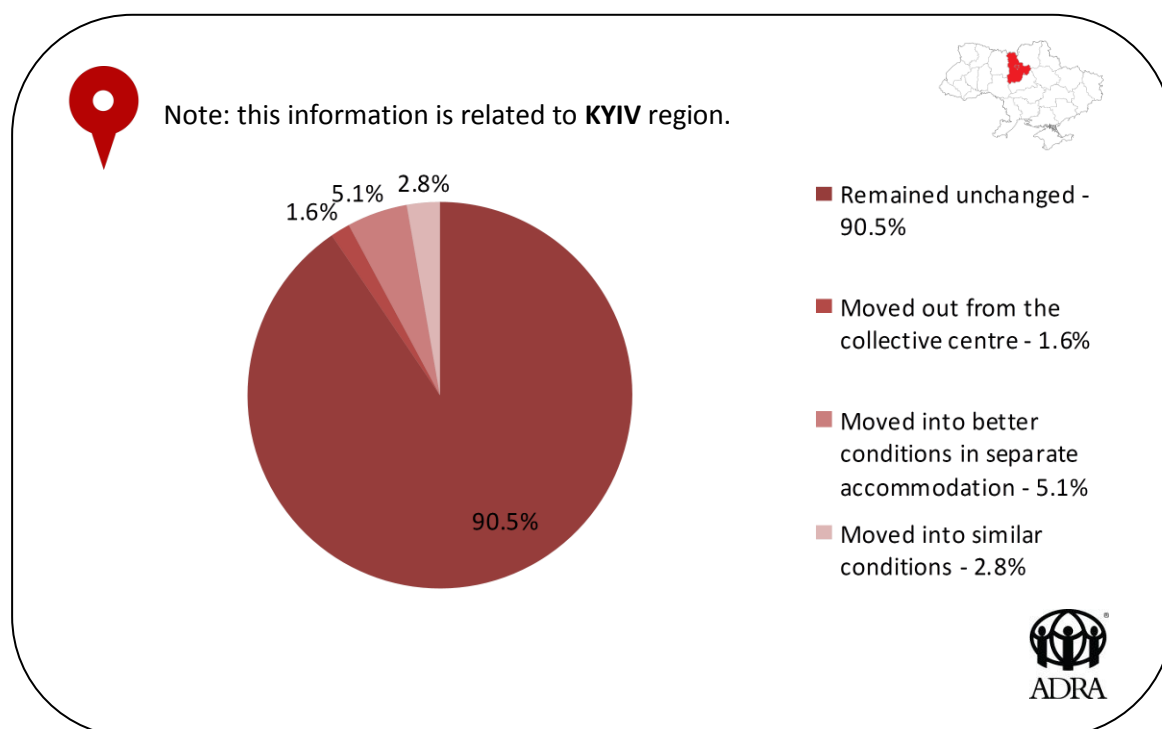


The other indicator is the possibility to continue stay in the same accommodation for the next three months: **the majority of respondents out of those who stay in Collective Centers reported that they have the opportunity to remain in the same accommodation.** As an exception, **the level of certainty in the continuation of accommodation is lower in Odesa and Kyiv regions (20% and 14% respectively are not sure whether they will be able to remain in the same accommodation).**



ADRA's survey indicates, of total respondents when cash grants were received, that:

- **1.6% of respondents managed to move out of the Collective Center**
- **5.1% managed to move into better conditions in separate accommodation**
- **90.5% indicate that living conditions remained unchanged**



Aside from families living in Collective Centres, another key indicator for living conditions is **the number of persons per room, which shows the likelihood that people may stay in overcrowded accommodation with lack of privacy.**

The chart below shows likelihood of accommodation being overcrowded and that people stay in places with lack of privacy. Color code corresponds to number of persons per room, which stands for the situation description: from low concern to critical.

Across Ukraine the situation is not critical, with only Odesa being a separate critical case, where the concentration of Collective Centers is higher.

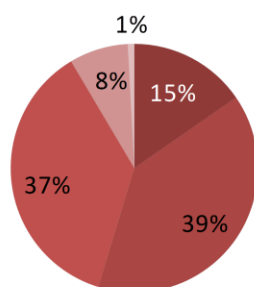
PCPM has also asked respondents about number of persons living in the same apartment (see findings below in the chart).



Note: this information is related to **KHARKIV** region.



persons per apartment

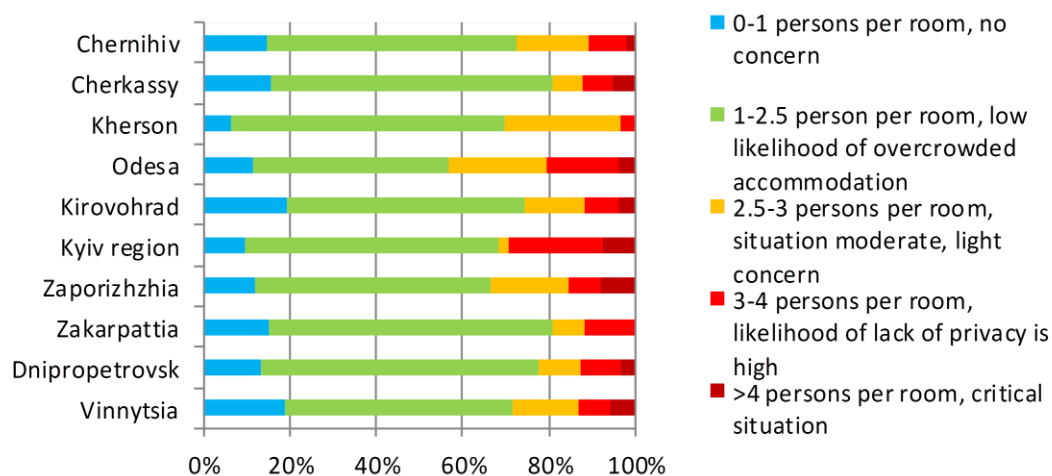


- 1-2 persons
- 3-4 persons
- 5-8 persons
- 9-15 persons
- No answer



As PCPM findings show, over 55% of the population stay 1-4 persons per one accommodation.

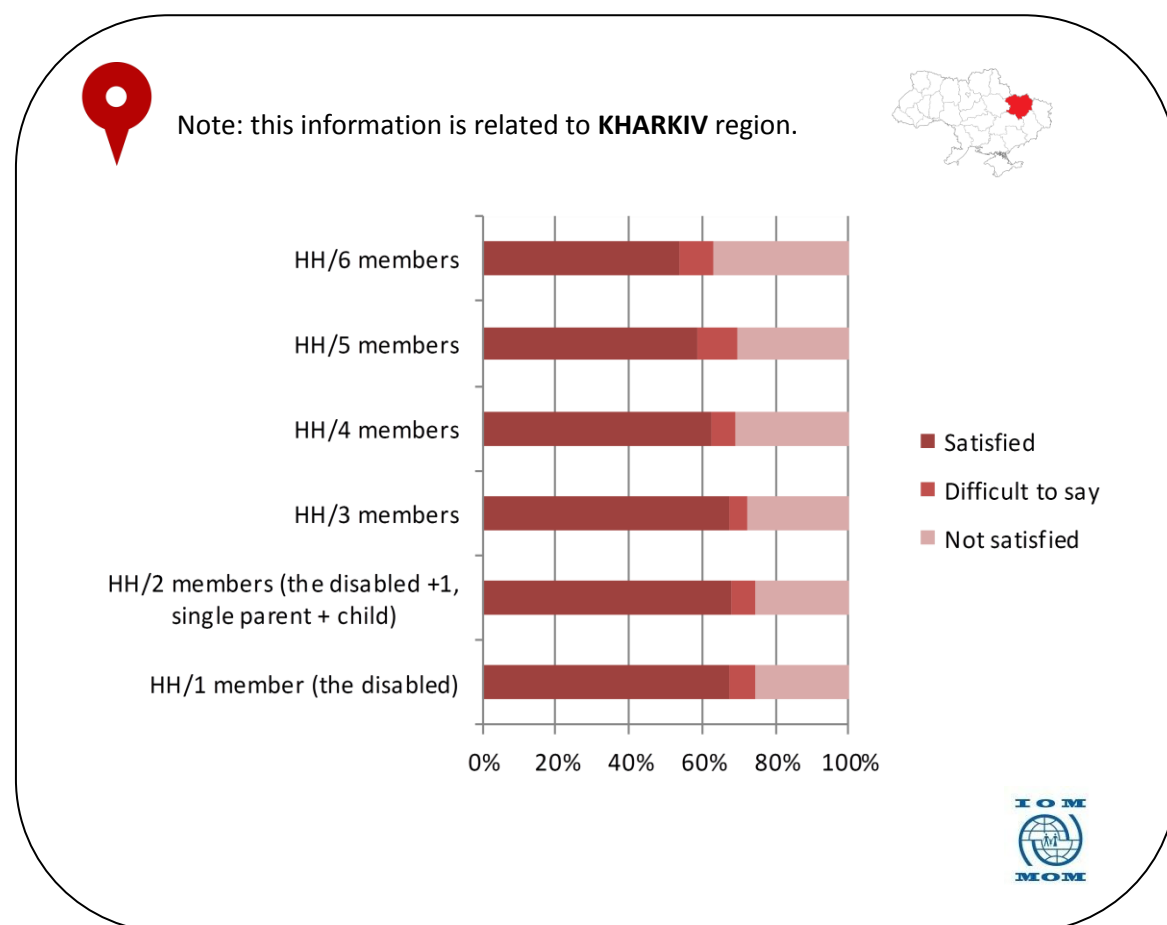
Moreover, UNHCR findings allow to calculate number of persons per room, which is a good indicator for over crowdedness.



Outreach and satisfactory level

Several organizations asked about beneficiary satisfaction level of the assistance provided, and of communication and outreach strategy in order to measure whether the communication brought through the correct messages, which are the best ways to communicate with displaced communities.

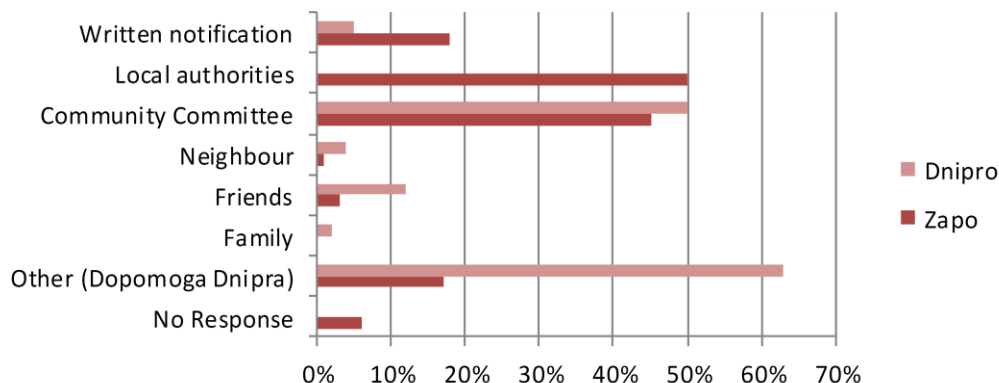
According to IOM findings, when there is a fixed amount of cash grant per household (as it was for the majority cash programs in 2014 – beginning 2015), satisfactory levels decreases when family is bigger (see chart below).



In terms of communicating with beneficiaries, after beneficiaries were selected, Save the Children and its partners telephoned beneficiaries and requested they attend community meetings where they would receive information about the cash transfer process and were then registered to receive the cash transfer through personal banking transfers. PDM respondents were asked about how they heard about the date, time, and location of the community meeting/cash transfer registration. Respondents stated:



Note: this information is related to **Dnipropetrovsk & Zaporizhzhia** region.



Save the Children

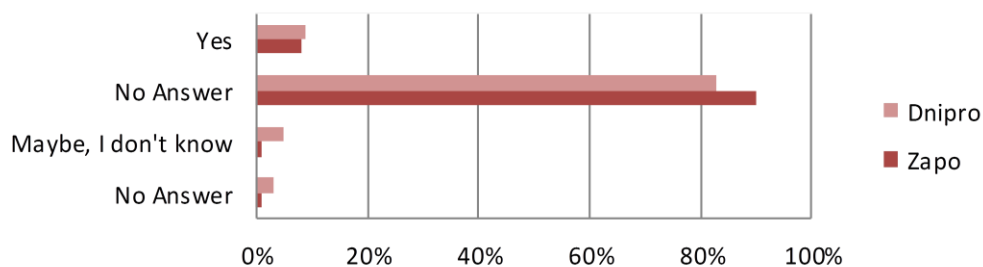
The other aspect related to satisfaction was tension within communities. As discussed above, the amount of cash grant in several situations led to tensions because the criteria were often either misunderstood and/or the difference between those who were targeted and others was small. Some 8% of respondents reported that amount of cash grant has created tensions in the community.



Note: this information is related to **Dnipropetrovsk & Zaporizhzhia** region.



Do you think cash transfers created tension in the community?



Save the Children

Abbreviations

ADRA	Adventist Development and Relief Agency
CC	Collective Center
DRC	Danish Refugee Council
EU	European Union
HH	Household
IDP	Internally Displaced Person
IOM	International Organization for Migration
IRD	International Relief and Development
MoSP	Ministry of Social Policy of Ukraine
NFI	Non Food Item
NGO	Non-Governmental Organization
PCPM	Polish Center or International Aid
PDM	Post Distribution Monitoring
PiN	People in Need
SCI	Save the Children International
SES	State Emergency Service of Ukraine
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees

ANNEX I - Cash technical working group meeting – WAY FORWARD

Cash technical working group meeting

Venue: UNHCR Office, Kyiv (14, Lavrska St.)
Date: 26 February 2015
Time: 17h00-18h30
Participants: ECHO (will liaise with DFID), OFDA, UNHCR, UNOCHA, Save the Children, DRC, ACF, PIN (all in representation of the INGOs Forum), WFP, Food Security and Shelter Cluster Coord.

The purpose of the meeting is to agree among all the participants on the harmonization of the amount of the grant with regard to multifunctional cash. With beginning of the new program funding cycle many agencies have proposed drastically different standards to cash.

Outcomes of previous discussions (23.02.2015) within Shelter/NFI Cluster were presented by Marc Gschwend (UNHCR Cash Expert):

- *Rapid devaluation of the UAH.*
- *Govt. assistance to be considered when designing CBI.*
- *Baseline is for adult UAH 1500 UAH, for a child UAH 500 UAH, that means a family with 3 children: UAH 4'500 UAH (EUR 150 or USD 170).*
- *Cash grant shall cover a three months need of support of a household.*
- *Next revision of cash grant amount – may 2015 (conducted by Shelter/NFI Cluster).*

Actions

- *Monitor the exchange rate between UAH and USD (Euro)*
- *Get formal agreement at Cluster level and Donors level*
- *Establish baseline market survey by the end of the first week of March (baseline indicator).*
- *Monitor market prices regularly*
- *Revise baseline of grants every three months*
- *Next revision: April 2015*

Discussion on multifunctional unconditional cash grant amount:

In the context of limited funding and significant levels of need, it is better to meet more of the most vulnerable by giving a less (as opposed to a smaller number of the most vulnerable with a higher value transfer of cash). This is also based on feedback from the \$300 USD per family transfer through the winterization program, and concerns that we were creating tensions between who gets/doesn't get and with host communities also. To abide by the Do No Harm principle and to mitigate protection risks, a lower average package of support was agreed.

- **For multi-sector cash over 3 months, we would give 1000 UAH per person (i.e. the equivalent 333 UAH per person per month).** This works out at 2,000 UAH per person over a 6 month grant.

- We would NOT be distinguishing between adults and children, with children getting less (500 UAH versus 1,500 UAH). All HH members to get 1000 UAH.

- We agreed the average HH size is 3 people. As we now have a fixed value per person in the HH (1000 UAH over 3 months) for extra family members we use the per head figure to increase the package size.

- **So for an average family of 3 people x 1000 UAH per person = 3,000 UAH (approx 95 Euro OR \$100 USD) over 3 months.**

- As the UAH is devaluating significantly we agreed we needed a fixed transfer amount in UAH, and it will be communicated between implementing agencies and donors what we would do with any unspent budget lines. The general feeling amongst INGOs was either a) reach more beneficiaries or b) increase package of support, especially if prices were going up.

- We also agreed to a minimum of market price monitoring every 3 months, starting April 2015. UNHCR to lead on this, supported by the Cash working group when functional. Monitoring of prices and noting trends in fluctuation, this information will be circulated also to the cluster and recommendations for adjusting the value of the support package (up or down, depending on the UAH value and market prices/affordability) would be proposed.

- The frequency of transfers was discussed but it was agreed this depended on whether work was in Govt/non Govt areas, and so was also limited by access. It was noted by SCI's the preference for regular, sustained support as opposed to one-off distributions for the most vulnerable. One-off cash injections are remain appropriate to meet immediate needs i.e newly displaced or newly crisis-affected. It was also noted due to the chronic nature of the crisis the longer term shift should also be towards some form of conditionality (i.e. cash for work) as a more sustainable means of supporting IDPs.

- Vulnerability criteria (Vulnerable & Extremely vulnerable) were already broadly agreed – all agencies had categories but most were similar (elderly, disabled, female-headed household, households with more than 2 children). It was suggested to follow the same method as proposed at an ECHO meeting to have a 'tick-box' approach as a basic way to separate vulnerable from extremely vulnerable. Agencies who have the capacity to do more in-depth analysis i.e household income, benefits received would do so, but this is time consuming and not possible for all agencies. It was noted that, in general, are more people who need of assistance than assistance available, and multiple filters to find the most in need are applied.

- Operational modalities would dictate how the cash is transferred, both in terms of mechanism (cash v voucher v in kind) and frequency. This is predominantly dictated by location and security and therefore complete alignment is not possible between agencies.

- Cash is a mechanism NOT a programme intervention itself, and as such all agencies had a responsibility to ensure their programme objectives were being met (i.e. families able to afford their rent/shelter repair/food package etc etc) through post-distribution, HH surveys and market monitoring, and feed this back through the Clusters. It was noted there was a need for greater inter-cluster coordination due to the increasing use of multi-sector cash.

- Agreed this is not an exact science and is just a starting point – very much subject to change based on monitoring/feedback, but we needed the new funding being released by the donors to be in alignment and coordinated, and to enable implementing agencies to move ahead with project proposals. Better to test it and adjust than not start at all.

Food Security Cluster and WFP outlined that this approach (for various reasons that were explained) cannot be applied to CASH for food actions.

Food Security Cluster Coord. arrived in country only recently and needs 10 days to come up with an agreed standardized per beneficiary per month Cash and Voucher amount in UAH. The mechanism to adjust/adapt the value of the food package can also be revised every three months based on market assessment. An agreed standardized daily caloric intake value per person to be recommended.

- Food Security Cluster presents its findings and recommendations with regard to cash grant for food not later than 09 March 2015.

All participants to share this recommendation:

- NGOs with their programme teams
- NGO Forum Steering Committee (DRC, SCI, PIN) to share with other NGO Forum Members.
- Donors to check with the HQs

ECHO would urge OCHA and the overall cluster system to adopt temporary measures to facilitate the cash and voucher WG regular meetings. Inter-cluster coordination should be also beefed-up.

END

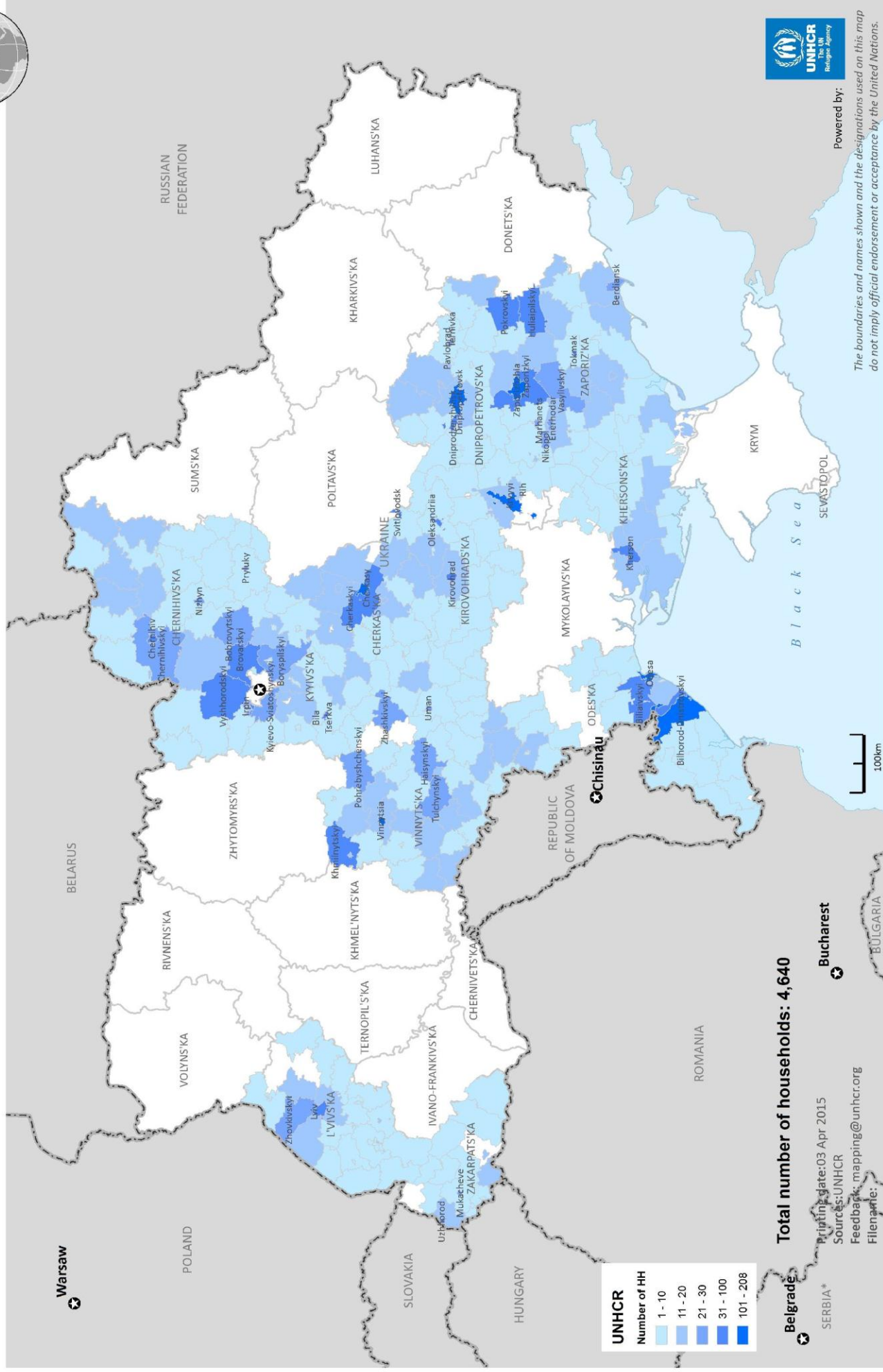
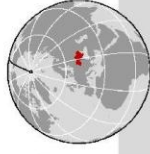
ANNEX II - Vulnerability criteria – WAY FORWARD

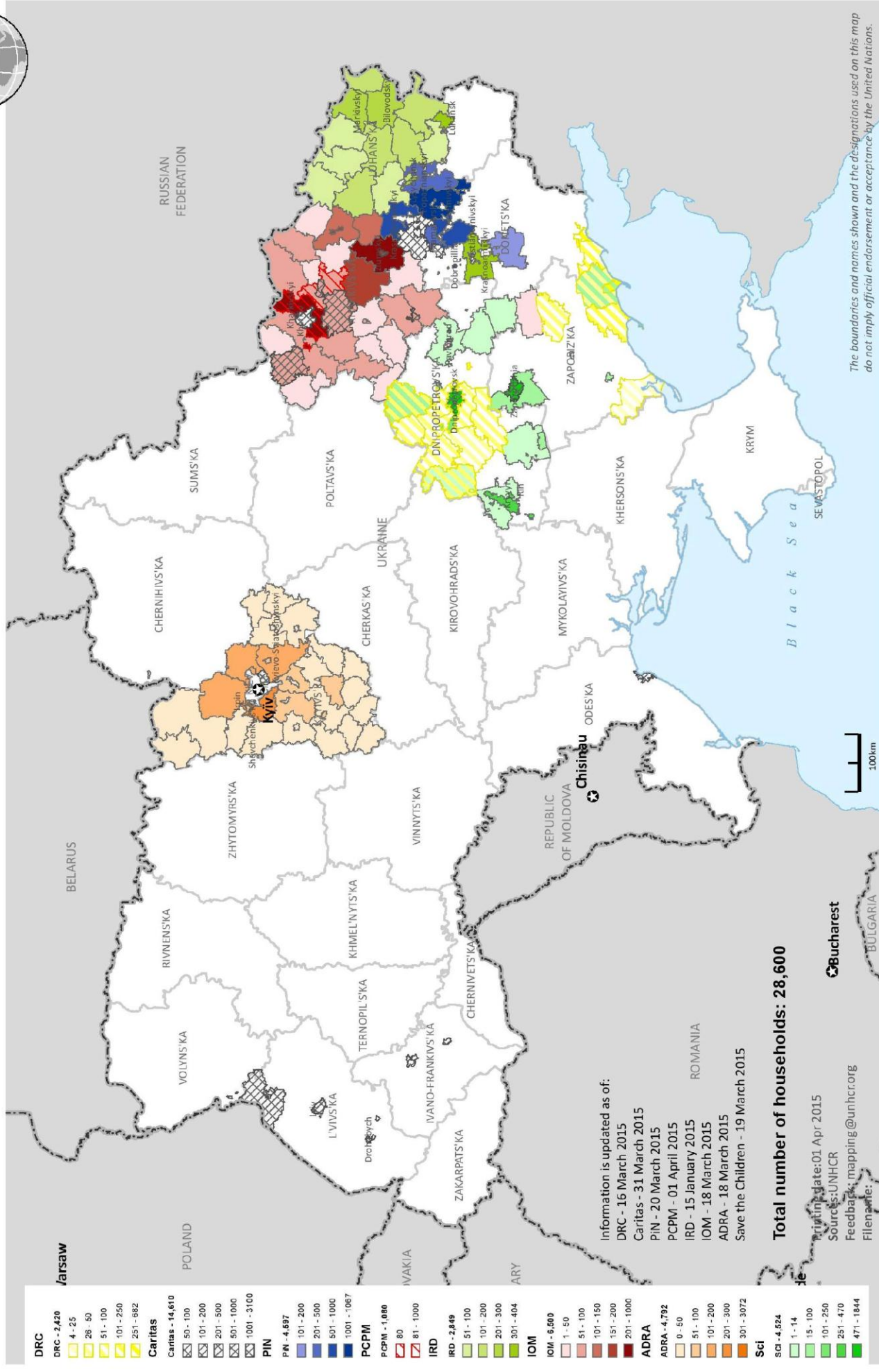
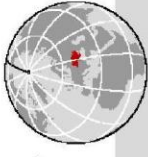
Vulnerability criteria for cash assistance

		Multifunctional one time assistance	Conditional assistance with grading		Documentation
			Serious	Severe	
Personal Vulnerabilities	Elderly	Over 60	Over 70	Over 80	Any certifying age documents: passport, passport to travel abroad, driving licence etc
	Mobility	Light challenge	Medium (2 sticks)	Completely immobile/ bed, Serious (de-ambulator)	Medical certificate or NTF of verified observations
	Pregnant/lactating women	Pregnant less than 6 months or lactating after 6 month	6 month of Lactating	3 last month of pregnancy	Medical certificate, Certificate, certificate of death of a spouse, divorced with proof of no aliments
	Single parent	1 child or more	1 children & 1 dependent	3 or more dependents	Certificate of a large family, certificates of birth of children
	Numerous families	3 & more	5 & more	7 & more	Disability certificate
	Disabilities	CAT III	CAT II	CAT I	Medical certificate (by the hospital)
	Chronic diseases	no regular monthly payment	medical treatment > 200 < 1000 UAH month	more than 1000/month	
Socio Economical	Incomes level	Irregular job, spouses with regular low paid job	No income but got access to some social payment (s)	No income with person who did registered with employment services and no other social payment	As option: registration with unemployment service; interview, documented home visit
	Financial resilience	Job profile of low need	Damaged housing left behind/business	Nothing left or accessible	registration with unemployment service; interview, documented home visit; proof of destroyed house
	Relatives/ social network	Support from few friends, relatives	Support from few friends, relatives on the verge of exhaustion	No other support, friends or relatives in the area	interview, home visit
Shelter related	House destroyed	N/A	N/A	House totally destroyed	It on the territory under Gvt control - documented assesment by local authorities; if not - interview, option - check visit by partner if security situation allows
	House seriously damaged	Windows, opening and other Occasional housing is available from time to time	None useable, no roof Sleeping in churches, at train stations	Non useable, structural work	the same
	Homeless			Sleeping in the street	interview
	Collective Center	Stay more than 10 days during the last 2 months	Permanent stay in collective center(more than 3 months)	Permanent stay in a specialized collective center(more than 3 months) - elderly house, special care institution	interview, documentation of stay in CC, visit
	Risk of eviction	Exhaustion of resources foreseen	Already notified	Imminent, un-mitigable	eviction letter, interview, check with owner/manager
	House/ accommodation not to standard	Water and sanitation outside / on floor level/ not sufficient (1 cubical for 10 p)	Non winterized/ not hotwater, less than 9 m2 / person, wat san (1 cubical for 20 p)	Less than 3.5 m2 per person	house documents, home visit
	No access to place of origin	No infrastructure at the place of origine	Conflict in district but not affecting the village or less 10 km from conflict line	Direct documented life risk, shelling on village	interview, situation research,

ANNEX III – Core Cash Post-Distribution Questionnaire

Common PDM questions for multi-purpose cash										
Date of interview										
Name of enumerator										
Gender of respondent		Male				Female				
A. PERSONAL INFORMATION										
What is your address?		Oblast		Raion		Town				
What is your place of origin (prior to the displacement)?		Oblast		Raion		Town				
How old is the head of household?										
Is the head of household male or female?						Male		Female		
What is the marital status of the head of household?		Single				Divorced				
		Married				Widowed				
How many people are in your household (including yourself)		0-2	3-5	6-17	18-35	36-59	60+			
M										
F										
Does any member of your household have a disability?									Yes	No
Yes		How many disabled people are in your household?								
What are the three main sources of income of your household (in order of importance)?		Salary				Savings				
		Humanitarian assistance				Remittances				
		Gifts				Debts				
		Social benefits				Other (please specify)				
What is the income level of your household?		<dropdown>*							UAH	
B. DISPLACEMENT STATUS										
Are all or some of the people in your household registered with the MoSP?		Yes (all)				No (none)		Yes (not all)		
No		Please, indicate why members of your household are not registered with the MoSP:				Not enough benefits		Time consuming		
						Perception of IDP status		Money consuming		
When did you arrive in the current location?		Month				Year				
When did you register with the MoSP?		Month				Year				
How many places of displacement did you change in total?										
Did any member of your household go back permanently to the area of origin since your original displacement?									Yes	No
Yes		How many members of your household did go back permanently to the place of origin?								
Did any member of your household go back temporarily to the place of origin since your original displacement?									Yes	No
Yes		How many times have household members gone back temporarily to the place of origin since you first left?								
What type of accommodation does the household currently reside in?		Rented accommodation		Collective center		Hotel				
		Host family accommodation		Self-owned home		Other (specify)				
Rented		What is the amount of the rent payment your household pays for the accommodation?				UAH				
If your household pays utilities what is its cost?						UAH				
How many rooms (living rooms or bed rooms) are in your accommodation?										
C. COLLECTION OF CASH										
Are you satisfied with the amount of the cash received?		Very Satisfied		Satisfied		Neutral				
		Dissatisfied		Very dissatisfied						
Are you satisfied with the selection/distribution process?		Very Satisfied		Satisfied		Neutral				
		Dissatisfied		Very dissatisfied						
Which amount did you receive?		UAH								
Did received amount correspond with the amount it was communicated to you?									Yes	No
No		What was the difference?								
Was the purpose of cash assistance explained to you?									Yes	No
Are you aware of complaint mechanism to report problems with the programme?									Yes	No
Did your household experience difficulties while receiving the cash?									Yes	No
Yes		Please, indicate difficulties your household experienced while receiving the funds:				Expired card		Blocked account		
						Limited location to withdraw the cash		Bank deductions		
						Other (specify)				
Did your household receive other type of assistance in the past month?									Yes	No
Yes		Please, indicate which type(s) of assistance has been delivered to your household in the past month:				Food		Cash		
						NFI		Accommodation		
						Cash for work		Vouchers		
						Other (specify)				
Yes		Please, mention the organization(s) from which your household received assistance:								
D. USE OF CASH										
Please, indicate how much the cash received under the program was used for each item:		Rent	UAH	Utilities	UAH	Food	UAH			
		Saved	UAH	Debt repayment	UAH	NFI	UAH			
		Renovation	UAH	Medicine	UAH	Travel to homeland	UAH			
		Education	UAH	Hygiene	UAH	Other expense	UAH			
UAH dropdown*: 0-250; 251-500; 501-1000; 1001-2000; 2001-3000; 3001-4000; 4001-5000; 5001-7500; 7501-10.000; 10.001-15.000; 15.001-30.000; >30k										





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Shelter/NFI Cluster Google Group:

<https://groups.google.com/forum/?hl=uk#!forum/ukraineshelternfi>

To access the most recent documents and maps, please visit:

<http://www.sheltercluster.org/response/ukraine>

