



**Shelter Cluster Ukraine**  
ShelterCluster.org  
Coordinating Humanitarian Shelter

# Winterization 2016-17

## Lessons learned

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## Summary of Response

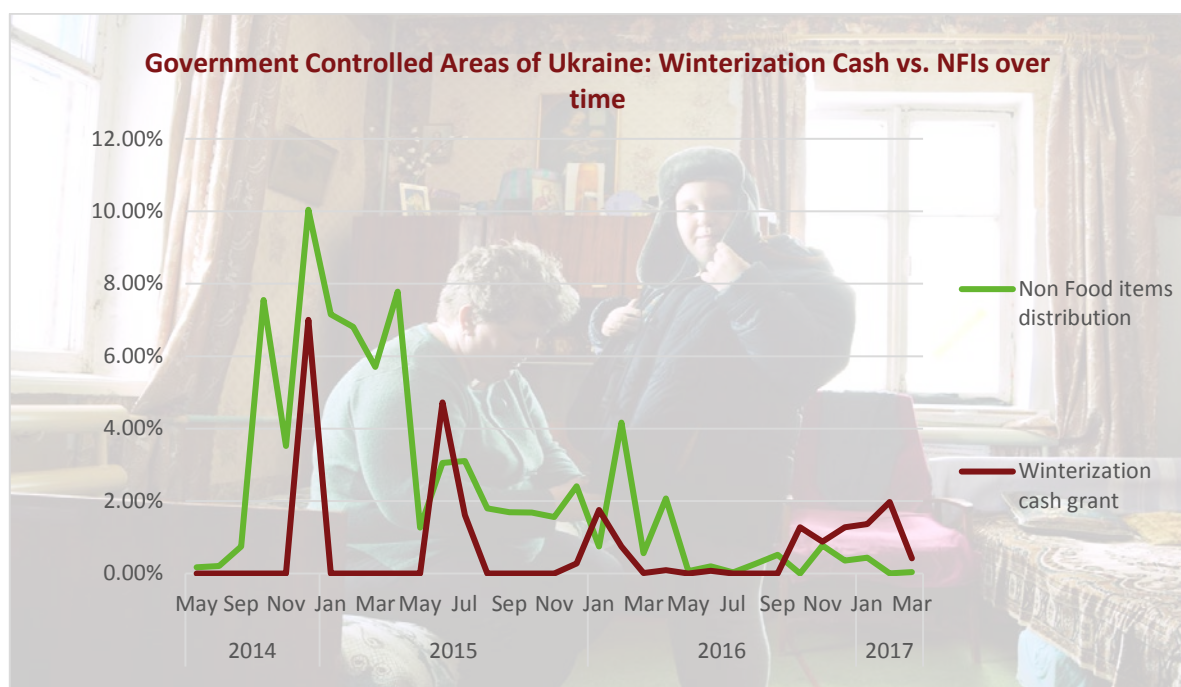
From August 2016 to March 2017, twenty-two partners across Ukraine conducted Shelter and NFI related winterization response activities. This year's winterization had four objectives largely focusing on implementation on both sides of the contact line in Donetsk and Luhansk Oblasts. Three partners, however, had available resources to assist the most vulnerable residing in other areas of Ukraine. The results of this year's winterization are represented in the table below:

Location of Assistance	Personal Insulation	Heating	Shelter Insulation	Community Facilities & Infrastructure
GCA	16,881 HHs	11,833	16,121	513
NGCA	6257 HHs	5965 HHs	15	None reported
Other Oblasts (Kyiv City, Kyivska, Kharkivska, Khesonska, and Zaporizka)	2790 HHs	240 HHs	None reported	None reported

Winterization 2016-2017 represented the **third year** of the Shelter/NFI Cluster's response to crisis-related winterization needs. Throughout the three years of the response, two main activities, **personal insulation** (ensuring core body temperature) and **heating** (heating of accommodation through solid fuel and heater distribution) have been the priority activities of Shelter actors. This year, however, partners also sought to ensure that homes damaged in the front line were equipped with adequate **insulation** and to address some of the root causes of lack of heating by targeting **communal facilities and infrastructure**.

### Section A. Personal Insulation- core NFIs

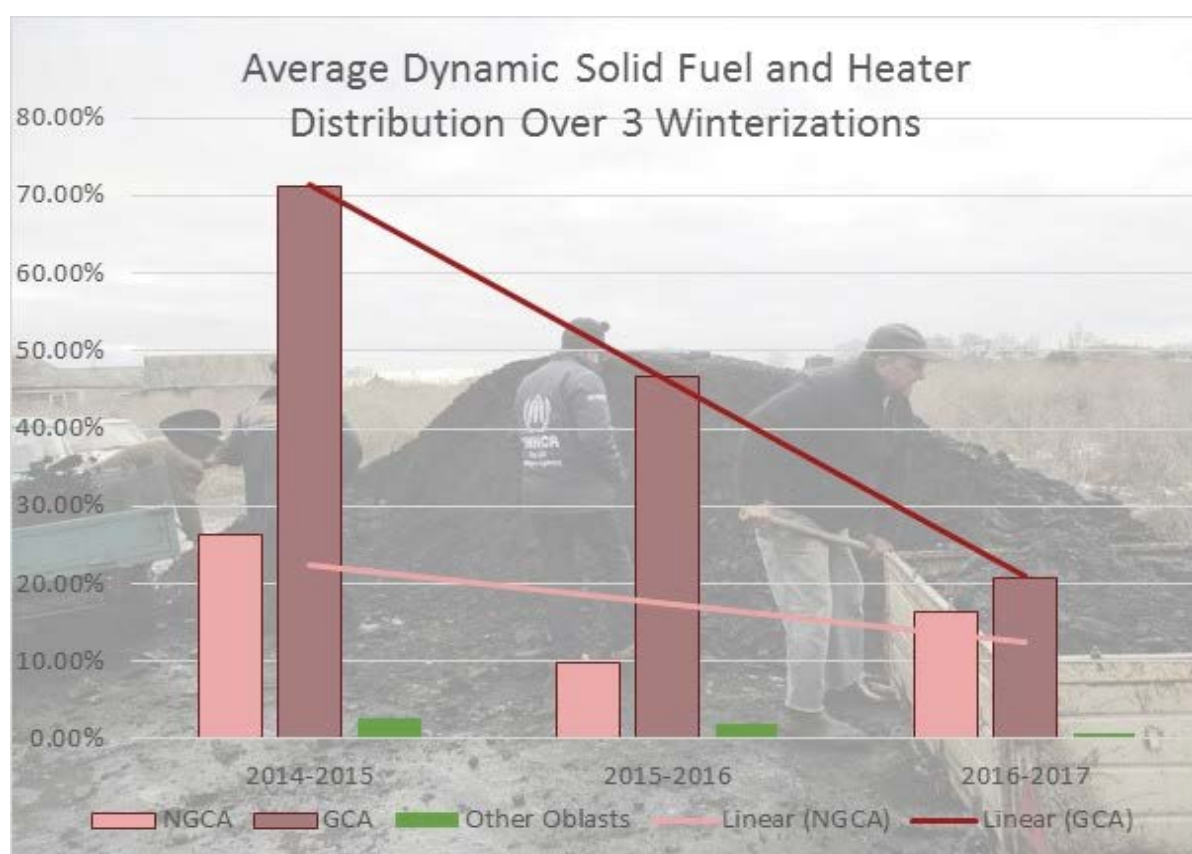
40% of the winterization response was directly targeting personal insulation. In government-controlled areas of Ukraine, personal insulation represented 55% of the response. 66% of this was targeted with **winterization cash grants** and 33% was provided **in-kind**. The chart at the right illustrates the dynamic over the last three winterizations, and an **increase of cash assistance to meet winterization purchases such as blankets, mattresses, and winter clothing**.



This corresponds with a rise in markets opening and direct targeting of vulnerable IDPs displaced in non-contact line areas. NFIs were distributed **in-kind** by several agencies especially for **the elderly and other vulnerable people living in contact line areas who required high quality thermal blankets or quilts** to ensure that those residing in **damaged homes where floors are not adequately covered** can be properly insulated from the impacts of the cold. Nevertheless, in November and December when agencies were not so able to deliver materials, beneficiaries along the contact line requested cash over in-kind assistance. This **eased the logistical burdens of delivering aid when these communities became more inaccessible**. This is also a positive sign of market activity re-emerging in even contact line communities in GCA. In NGCA, direct distribution is still the only method of choice given the contextual peculiarities of performing monetary transfers in this context. Because of the difficulties in procurement lead times, many agencies still encountered delays in delivery emphasizing the importance of **early procurement and timely delivery of goods prior to the start of the first snow**.

## B. Heating and Fuel

Over the three years of the response, the distribution of solid fuel and heaters depending on the type of heating source available has been another priority area. This year, heating and fuel represented 31% of the total winterization response. Largely this need was targeted through an in-kind modality, as those residing in government- controlled areas are no longer able to procure coal directly from many of the mines, which are found in NGCA. As damage to public infrastructure impacted hundreds of households in Marinka and Krasnohorivka in Donetsk Oblast (GCA), several partners worked alongside the Donetsk Oblast authorities to deliver stoves and heating sources. Although as demonstrated by the chart in the right, the total volume of assistance is decreasing over time, while delivery of assistance to NGCA **grew by about 10% since winterization 2015-2016**. However, NGCA still lacks enough active partners to cover the extent of needs.



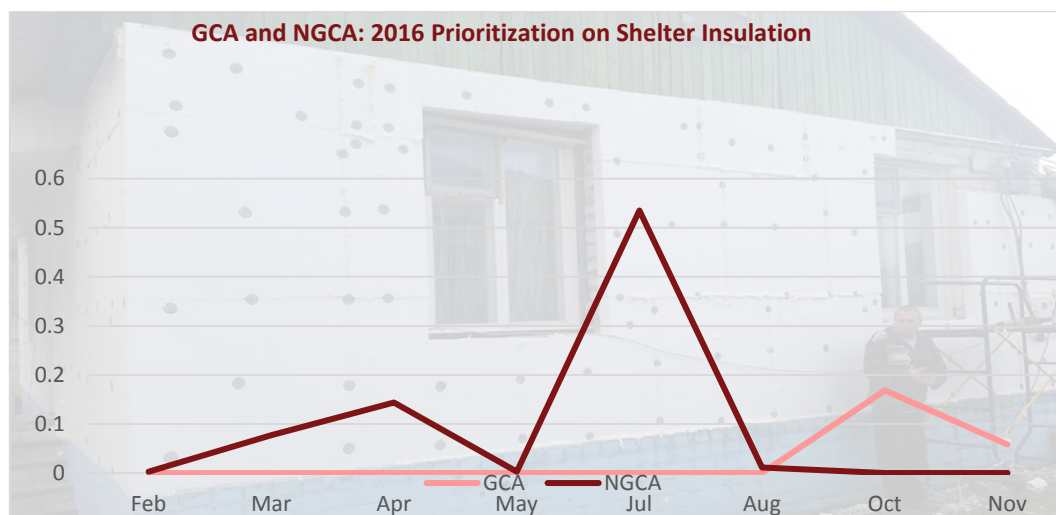


**15% of Ukraine's electricity depends on anthracite coal from NGCA**, which has been put under strain from the government blockade. According to Ukrainian Railways, of the 13,424.7 thousand tons of cargo sent from GCA to NGCA in 2016, **44.5% of it was coal**, while 19,422.4 tons of cargo were sent from NGCA to GCA of which **61.6% of it was coal**.<sup>1</sup> Consumers who depend on this electricity are also paying a higher price than the real international market price for the quality of coal, which generates this electricity.<sup>2</sup> While coal was agreed as the dominant form of heating particular to the Donbass in 2016-2017, the price of coal rose by over 25% from August 2016 until the end of the winter season.<sup>3</sup> Moreover, the price distortion has also lead local coal suppliers (from which Shelter Cluster partners contract) to **collude into a monopoly** which resulted in a lower supply of quality coal reaching humanitarian beneficiaries.

Several partners began to experiment with **alternative heating sources** in order to avoid the complications that have impacted their programs by the rising price of coal and fuel. In Luhansk Oblast, the Norwegian Refugee Council distributed wood shredders to five households and taught them to use this to produce eco-friendly heating briquettes to serve a dual purpose of income generating activity and heating source. Several lessons learned for those interested in further piloting these activities indicate that target beneficiaries should have the adequate strength to operate such shredders and should be able to begin the production of the briquettes during the summer months, as the average burn rate is much higher than coal. Compared to the two to three tons of coal recommended by the cluster in the last two winterization seasons respectfully, this form of heating would require six tons of briquettes to last through the winter months.

### C. Shelter Insulation

In terms of response, Shelter insulation represented 27% of the 2016-2017 implementation period, however 77% of it was implemented in NGCA. People in Need who was one of the key shelter actors there in 2016 took advantage of the warmer summer months and their access to many of the conflict-affected communities in order to ensure that damaged homes would be properly insulated well in advance of the winter



<sup>1</sup> <http://uacrisis.org/53813-price-blockade>

<sup>2</sup> <https://voxukraine.org/2017/03/06/false-coal-pricing-and-contracting-en/>

<sup>3</sup> [http://mpe.kmu.gov.ua/minugol/control/uk/publish/article;jsessionid=AEA2FFBBE8E3B6DB35CADE4DA73B58CA.app1?art\\_id=245197129&cat\\_id=35081](http://mpe.kmu.gov.ua/minugol/control/uk/publish/article;jsessionid=AEA2FFBBE8E3B6DB35CADE4DA73B58CA.app1?art_id=245197129&cat_id=35081)

It is recommended that the limited shelter actors who are remaining in NGCA attempt similar targeting of non-displaced damaged homes while they have access during the summer months. In GCA, partners are adding insulation as a necessary package for completing heavy repairs packages to ensure the longer-term access to heating for those whose homes were damaged during the conflict. While gas prices continue to rise beyond the rate of affordability, the conflict affected residing in old homes or apartments, which have not received proper maintenance for decades, suffer the most dramatically. Those seeking to alleviate heating expenses through restricted cash programming have also found that directly adding insulation to these homes is a way to **treat the root cause of the rising heating bills and overall heating efficiency of the home.**

## D. Communal Facilities and Infrastructure

In winterization 2016-2017, this component of winterization only **represented 1% of the response.**

Activities under this category including heating of community points such as schools or medical centres and the creation of heating points at some of the checkpoints along the contact line. The NGO People in Need through its grant with the United Nations High Commission for Refugees purchased materials for



*Figure 1- Photo Credit People in Need Verkhnotoretske December 2016*

the electrical company DTEK to repair electrical lines in Verkhnotoretske in Yasynuvatskiy Raion in Donetsk Oblast. Repair works should ensure that water, heating, and electrical systems are able to heat private homes and multi-storey buildings in a way that enhances their heating efficiency. Concerns are mounting about the vulnerability of community infrastructure. As this document went to publication, Ukraine made the decision to stop supplying electricity to Luhansk NGCA<sup>4</sup>, while concerns that power stations may not be able to continue to operate throughout the winter period require a careful analysis of how many households this would impact.

### Anticipated Carry-Over to Winterization 2017-2018

Carry-over for winterization at the end of March to the next 2017-2018 season is anticipated to be small only **12% of activities.** In government controlled areas, this impacts 23% of activities originally planned to be distributed during the winterization 2016-2017 period. In Non-Government Controlled Areas this represents 7% of originally targeted activities.

### Coordination throughout Winterization 2016-2017

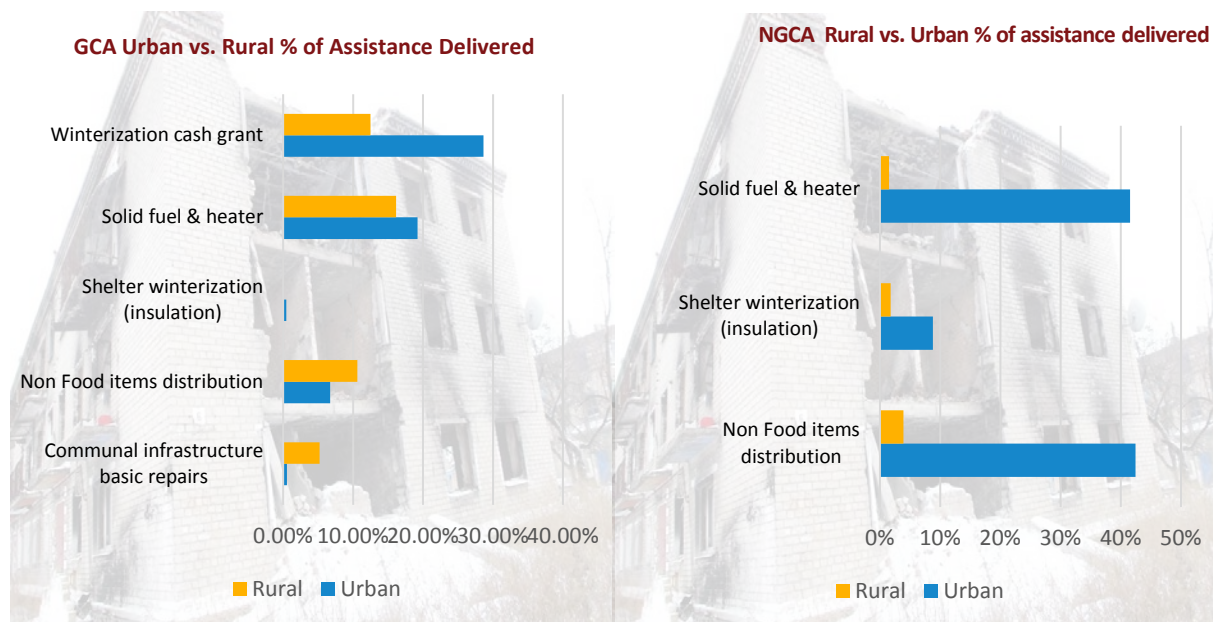
As the winterization matrix was agreed between partners early in the winter season, this year in government-controlled areas, the Shelter Cluster facilitated an [interactive map](#) for all stakeholders to

<sup>4</sup> <http://www.rferl.org/a/ukraine-electricity-cuts-luhansk/28450855.html>

easily see which partners they had to coordinate activities with in the field. While an independent agency, ICRC also widely circulated the list of their target villages and programs so that they could easily coordinate with other Shelter and NFI partners. **Through information sharing at an early stage coordination proceeded relatively smoothly;** however new funding made available at the end of the season required partners to occasionally adjust to new winterization partners in their villages of operations. Timely communication both with the cluster and bilaterally can mitigate challenges experienced by a later than anticipated start to winterization implementation.

### Rural vs. Urban Needs

The Shelter Cluster's Winterization recommendations for 2016-2017 highlighted the difference in needs based on urban and rural locations. Shelter Cluster partners largely distributed assistance in **cities (53%) and metropolises (suburbs) (17%) compared to 30% in rural areas.** This dynamic is particularly evident in **NGCA, where only 6% of assistance in that area reached rural areas.**



Beyond the rural and urban divisions, there are also sub-realities for households in communities impacted by the conflict. Due to the rising prices of fuel, several partners have reported cases of beneficiaries removing their connection to the city gas because they could no longer afford the expense, as the average price of gas is said to be 6879 UAH per 1000 cubic metres. Heating is now on average 1043 UAH/gcal. The price of hot water is 85,93 UAHm<sup>3</sup> in Donetsk Oblast and 89,19 UAH/m<sup>3</sup> in Luhansk Oblast. Concentration of vulnerabilities tend to be greater in communities that do not have access to such heating infrastructure. In the faces of rising prices, needs assessments should assess both **financial burden that the winter months impose in addition adequacy of insulation.**

## Modality

Of the total winterization cash grants distributed, 88% of winterization cash grants were used to meet the objective of personal insulation, while 11% were used to meet the objective of heating, and 1% was used on shelter insulation.<sup>5</sup> As partners tried to diversify monetized winterization assistance, beneficiaries may have received a **different cash grant amount depending on the need** the grant was targeting. Partners implementing these types of program emphasize the importance of agencies reporting this to the cluster to ensure coordination, but also delivering the amounts in **tranches linked with post distribution monitoring** to avoid situations where tension is created between the population.<sup>6</sup> **Profiling of vulnerable categories** prior to monetized assistance and **early start of programming** is necessary to ensure that beneficiaries are adequately prepared for the winter are important reminders to success of monetized winterization assistance.

## Government Involvement

During this year, the Donetsk Civil Military Oblast Administration reported its involvement in meeting the winterization needs particularly in Avdiivka, Krasnohorivka, and Marinka as the needs in these communities were the highest because of damage to public infrastructure and also an escalation of hostilities in the latter half of the winterization season. At the local level, raion and municipal and village councils actively engaged with partners to ensure proper distribution of winterization assistance. In southern Donetsk, raion officials gave feedback on how they were able to work with partners to reduce the cluster's recommendation of 3 tons of coal (appropriate for early August and September) to 1 ton of coal for those partners who began winterization programs in December or even January.

## Subsidies

Nationwide in January 2017, 604.9 thousand households received subsidies for reimbursement for **housing and communal services**, of which **69% lived in urban areas and 31% lived in rural areas**. The average size of designated grants per household in January was 1521, 2 UAH (in December - 1364, 5 UAH). In January 2017, 23,000 households received cash subsidies to reimburse the purchase of liquefied natural gas and solid and liquid heating fuel. 18% of these subsidies were administered in urban areas and 82% in rural areas. The average size of such a subsidy per household was 2127.4 UAH (in December 2016. - 2145.9 UAH).

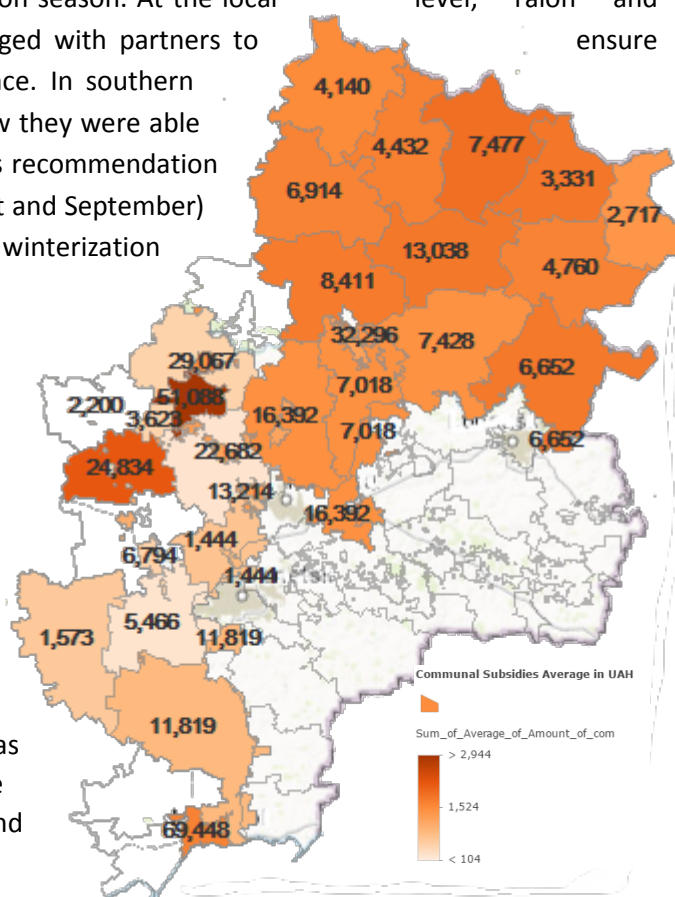


Figure 2- Subsidies for communal services and number of households receiving subsidies per raion in Donetsk and Luhansk Oblast GCA: State Statistics March 2017- Shelter Cluster map created only for humanitarian purposes

<sup>5</sup> Shelter Cluster 5W March 2017

<sup>6</sup> <https://www.sheltercluster.org/ukraine/documents/guidance-monetization-shelternfi-humanitarian-response-ukraine>



## Suggested Indicators for Post Distribution Monitoring of Winterization Assistance.

- Accommodation type (rented apartment, rented room, rented house, private owned household, hosting situation, collective centre, hotel, dormitory, other)
- Number of people per household
- Square meters or number of rooms as proxy if not available
- Heating type (Communal, electrical heater, coal stove, briquette/pellet, wood stove<sup>7</sup>)
- Damage or Non-Damaged accommodation – If Damaged (which category of damages<sup>8</sup>)
- Inspection of accommodation to check for adequate insulation: (no leaking roof & windows, cracks in the walls or floor, there are windows, doors and flooring)
- Rating of heating source as good or poor
- Number of months that the heating source lasts
- Sources of income and average income
- Average cost of rent per month from October-April
- Average cost of heating per month from October-April
  - Pre and post installation of insulation
- Average cost of utilities per month from October-April
  - Pre and post installation of insulation
- Average cost of water per month from October-April
- Availability of hot water
- Status: IDP, Non Displaced, Host Community
- Other vulnerability category: E.g. persons with disabilities, elderly persons, persons with chronic illnesses, large families, etc.

## Main Participating Agencies in Winterization 2016-2017<sup>9</sup>



<sup>7</sup> Wood stoves may be used in only very rare and particular cases due to the high-level risks of fire. Certain categories of vulnerabilities are not as easily able to operate these stoves. In case of traditional individual solid fuel stove, increasing the thermic inertia with burn brick masonry could be considered

<sup>8</sup> Refer to the Shelter Cluster's Note on Scale of Emergency for a summary of the categories of damages

<sup>9</sup> Not all agencies are listed due to request for anonymity or lack of available logo provided