

# UKRAINE

## WINTERIZATION PLAN Winter Priority Procurement & Repair Plan 2022 – 2023

Humanitarian workers deliver solid fuel to conflict-affected people living along the "contact line". Photo: OCHA/Yevhen Maloletka



### KEY PLANNING FIGURES

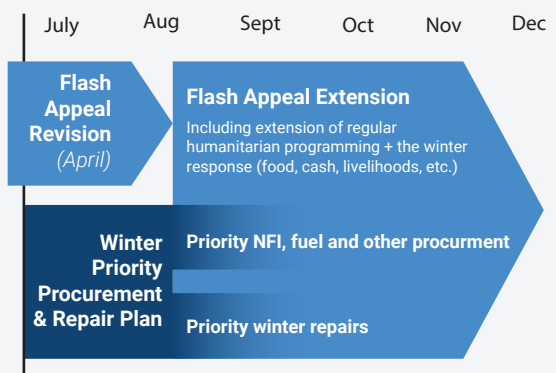


**1.7 million**  
persons in need of early  
winterisation intervention



**\$226 million**  
funding requirement

**A note on scope:** This plan is focused on critical procurement and repairs that need to be commenced well in advance of winter to protect vulnerable communities from the cold. It represents a focused and time-critical sub-set of the winter response, prioritized to ensure procurement processes and repair planning can be carried out in a timely fashion. The activities included in this plan will be complemented by the revision and extension of the Flash Appeal, which will describe additional priorities, including critical interventions related to cash for accommodation and heating, food assistance for the winter months, and livelihood interventions to better protect harvests. The focus through both phases of this approach is on the needs of the people, and on the best way to sequence meeting those needs to ensure priority activities are carried out as soon as possible. All of the activities in this plan will therefore be rolled into the upcoming Flash Appeal that will outline a more expansive multi-sectoral response, including winter-specific response activities.



## 1. Overview

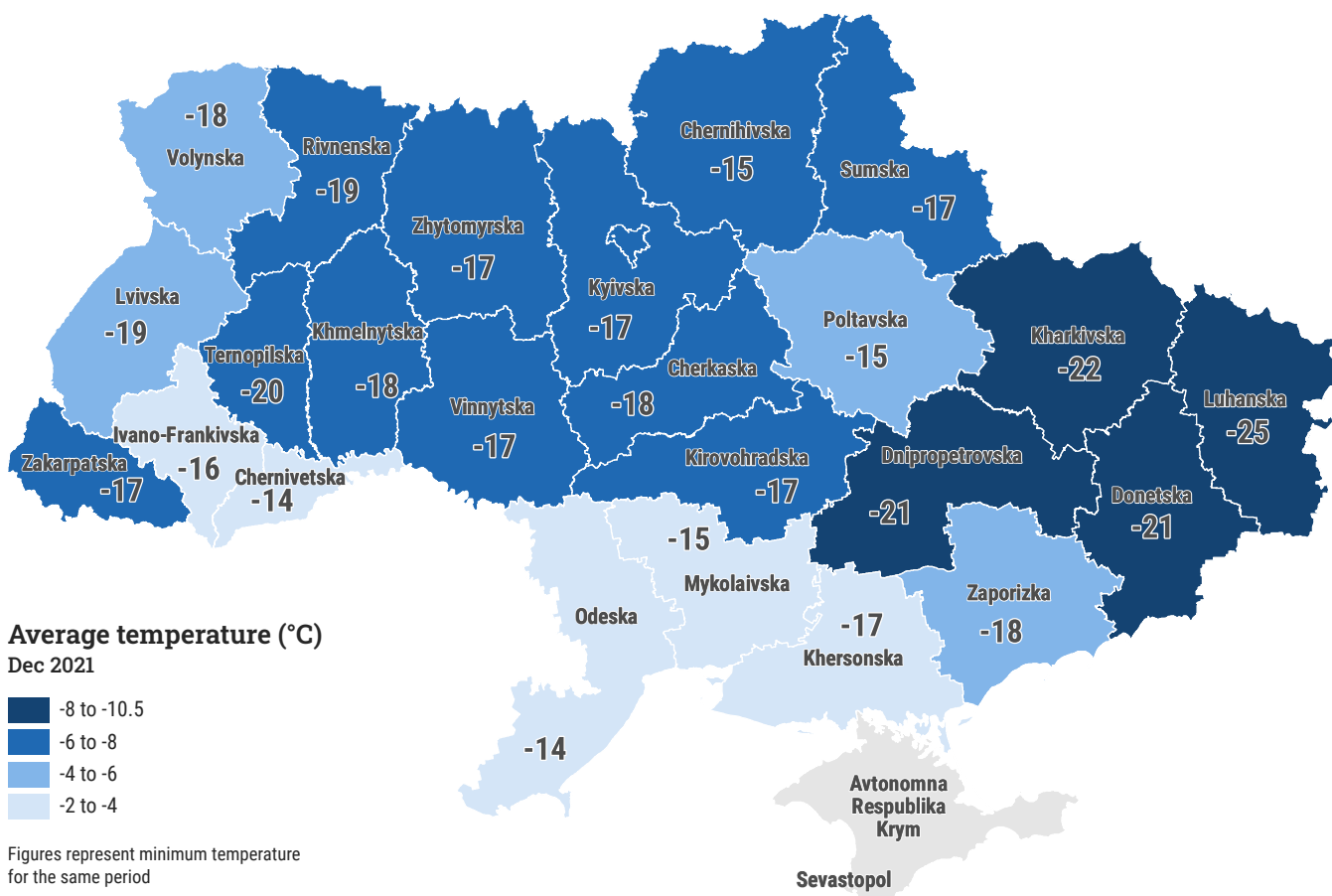
An estimated 15.7 million Ukrainians are in need of humanitarian assistance, including 7.1 million internally displaced persons (IDPs) living in both private homes and collective centres.<sup>1</sup> Millions of Ukrainians are living in damaged homes, or in buildings ill-suited to provide sufficient protection from harsh winter conditions. In anticipation of potentially the “worst winter since the independence of Ukraine”<sup>2</sup>, additional funds are urgently required to prepare at-risk communities and fast-track urgent activities that will have the most effective results for vulnerable individuals and families. As the winter temperature is predicted to plummet as low as -20 degrees Celsius in parts of the country, severe impact will be felt

by millions living in sub-standard conditions or without sufficient personal insulation or access to heating.

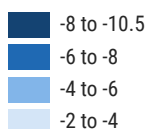
**Early planning is essential to ensure warm, safe and dignified living conditions** for affected people prior to the onset of winter. The Government of Ukraine is leading preparation and implementation of winterization activities, while the UN and humanitarian partners are collaborating to complement this through interventions to address acute humanitarian needs over the winter period. With adequate preparation and timely funding, many lives can be saved, particularly those vulnerable displaced and war affected, during months of freezing temperatures.

<sup>1</sup> These include public social institutions (e.g. education facilities, etc) temporarily used as such.

<sup>2</sup> According to the nightly address by the President of Ukraine on 8 June.



**Average temperature (°C)**  
Dec 2021





Figures represent minimum temperature for the same period

Source: APK-inform, <http://www.apk-inform.com/uk/crop/p/2>  
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

**This Plan is grounded in a people-centred approach,** prioritising IDPs and people living in sub-standard housing with critical interventions that can ensure warm, safe and dignified living conditions - complemented by targeted sectoral activities <sup>3</sup>. The Plan describes a multi-sector response aimed at providing critical, life-saving interventions to protect the most vulnerable from the depredations of winter through the early procurement and distribution of winter items and repairs, and calls for \$226 million to commence time-critical procurement, distribution and repair activities, providing an initial 1.7 million people with support in advance of the 2022/2023 winter season.

The winterization plan focuses on two broad areas of intervention:

-  Provision of winterised core relief items, including thermal blankets, winter clothing, heating appliances, and solid fuel.
-  Winterization repairs to collective centres providing shelter for IDPs; insulation and repairs for damaged homes in isolated rural areas and repairs for livestock shelters to ensure livelihood survival over the winter months.

<sup>3</sup> Programmatically, this winterization plan has been put together based on the assessment findings that have been made available to date and may require the adjustment and expansion of some planned activities already included herein should additional data comes in. The plan considers operational constraints due to insecurity, movement and access restrictions.

## 2. A changed winterisation environment

**The onset of conflict in February has significantly altered the scope, scale and type of winterization needs in Ukraine** compared to previous years. Unprecedented displacement across the country, destruction of housing, property and productive assets, and loss of employment has undermined the ability of millions of people to provide for themselves. This Plan is developed based on key considerations reflecting the evolving realities on the ground and that those most vulnerable to the impacts of winter would be prioritized.

**Housing conditions for millions of Ukrainians have become increasingly perilous since the war commenced.** Displacement, property damage, sudden loss of livelihoods and disruption to supply chains have left many families living in uncertain conditions or buildings ill-prepared for winter. In rural communities, winterization efforts are even more challenging and costly, with materials and skills shortages likely to hamper self-recovery efforts. It is estimated that there are 44 million sqm of damaged housing, with a current damage estimate of more than \$39 billion for the housing sector nationally.<sup>4</sup> While this plan does not seek to address the totality of shelter needs, central to the winterization response will be addressing acute winter shelter needs for those homes with basic damage that can be repaired and improved.

**Priority population - People in remote and rural areas:** In terms of housing and geographic vulnerability, many displaced and non-displaced people reside in substandard rural dwellings or damaged homes. Some of the substandard rural dwellings are only recently occupied by IDPs and exist across all oblasts, but predominantly in the east and central regions, where living costs are lower than in urban areas. While local authorities have sourced and provided basic repairs to cottages and simple dwellings, partners will augment this support with winterization activities and repairs, to help ensure warm conditions over winter.

**A number of affected population groups have specific vulnerabilities with the onset of winter,** notably: IDPs in collective centres ill-suited to winter; and IDPs, non-displaced persons and returnees living in rural and remote areas, often in shelter poorly insulated or prepared for winter. The Plan is cognizant of a significant degree of movement within and between the various living situations, reflecting the ongoing dynamism in the war situation. The exact number of IDPs living in collective centres remains in flux, and work continues with the Government to identify the most accurate baseline figure. Recent Government estimates identify over 950,000 IDPs in some form of collective centre or other temporary accommodation<sup>5</sup> with many collective centres being based in educational facilities. While all displaced and conflict-affected communities are vulnerable to different degrees, specific vulnerabilities continue to exist for older persons (particularly those who are single or displaced), people with disabilities and those impoverished<sup>6</sup>, many of whom have limited capacity to physically and financially undertake efforts required to repair or improve damaged or substandard buildings.

<sup>4</sup> According to [a study by the Kyiv School of Economics](#) in March 2022.

<sup>5</sup> Office of the President of Ukraine, [Information Dashboard on the Number of Vacancies for IDPs](#), as of 20 June 2022

<sup>6</sup> Estimating the ultimate poverty impacts of the war is impossible at this point and, depending on the course of the war, poverty could well rise to almost 60 percent of the population by 2023. The previous conflict in 2014/15 led to a six-fold increase in poverty, while simulations examining the likely effects of short-term fiscal stresses show that poverty levels (based on the international poverty line of US\$5.50/day) could rise from 2.1 percent in 2021 to as high as 58 percent in 2023. Such poverty would likely be unequally spread – certainly across Ukraine's geography, where there are different impacts of the war in different regions – but also across different population groups.

**Priority population - IDPs in collective centres:**

The Government estimates approximately 950,000 IDPs are currently living in 5,670 collective centres. Initial assessments indicate a significant number of the occupied collective centres will require some form of repair in order to ensure they are winter-ready. While many IDPs may move to rental accommodation, host living situations or back to their places of origin, for those still needing to stay in a collective centre, it is vital that necessary repairs be carried out in advance of October.

**The war has caused significant damage to public utilities and infrastructure in many areas**, leaving over 650,000 people across Ukraine without access to electricity and gas<sup>7</sup> and an additional population at risk of losing access to heating due to potential war-related damage to centralised heating systems. In buildings where heating systems exist, hostilities, inability to repair damage have left them functioning sub-optimally. With a risk of further damage during the winter months, contingency solutions are critical.

**Priority population – People living in war-damaged areas**

, particularly vulnerable people in isolated living conditions, not connected to main energy and heating infrastructure, and need prioritised technical support. Due to increased security risks, delivery of solid fuel to insecure areas may be intermittent or in some instances impossible. Particular housing vulnerability exists in Kharkivska, Sumska, Zhytomyrska and Kyivska oblasts identified as ‘at-risk’ areas by the Government due to extensive damage to energy and heating infrastructure.

**Many affected communities face significant limitations in accessing functioning markets** for solid fuel, stoves, winter clothes, and other winter essentials. Availability of safe/affordable transportation to and from markets is varied. Areas particularly impacted by market access constraints include Sumska and Kharkivska oblasts, with large areas of the occupied Donbas region remaining inaccessible.

Noting the above, this Plan prioritizes those communities most in need of immediate assistance given their current and likely situation going into winter. Winterization activities for this plan will be prioritised in:

- (a) **western and central oblasts:** areas with high concentrations of collective centres
- (b) **central and eastern oblasts:** areas of return; isolated locations, with difficult access to services and markets; and individual damaged houses

<sup>7</sup> Ministry of Energy as of 13 June 2022

### 3. Planned activities

#### Area of intervention 1 Provision of core relief items

Provision of core relief items specific to winter, including thermal blankets, winter clothing, heating appliances, and solid fuel.

##### 1.1 NFI – Household items

DESCRIPTION	TARGET	REQUIREMENTS
Prepositioning and stockpiling of non-food items, notably appropriate items to increase thermal comfort (high thermal blankets, quilts, mattresses).	300K people	\$19.5 million

##### 1.2 NFI – Winter clothing

DESCRIPTION	TARGET	REQUIREMENTS
Prepositioning and stockpiling of core relief items, notably winter jacket; 'valienke' felt boots; thick socks; woollen hats; woollen scarves; thermal underwear.	300K people	\$34.5 million

##### 1.3 NFI – Heating

DESCRIPTION	TARGET	REQUIREMENTS
Prepositioning and stockpiling of core relief items, notably stoves, heaters, radiators and other heating appliances.	75K households	\$18.8 million

##### 1.4 Solid Fuel

DESCRIPTION	TARGET	REQUIREMENTS
In-kind distribution of coal, wood or pellets, in isolated locations where solid fuel stoves are used, cash approaches do not meet local needs, and access to market is difficult, dangerous or expensive. Whenever needed, distribution of solid fuel will be undertaken with the provision of a stove.	50K households	\$22.5 million

##### 1.5 Mobile boiler units

DESCRIPTION	TARGET	REQUIREMENTS
Procurement of mobile boiler units to support at-risk central heating infrastructure in the event of conflict or other events impacting system capacity.	650K people	\$10 million

## Area of intervention 2 Provision of critical winterization repairs

**Winterization repairs to:** collective centres providing shelter for IDPs; insulation and repairs for homes in isolated rural areas; and, repairs for livestock shelters to ensure livelihood survival over the winter months.

### 2.1 Collective centre repair

DESCRIPTION	TARGET	REQUIREMENTS
Critical repairs to improve heat retention and winter efficiency, including fixing leaking roofs, sealing gaps and replacing inefficient windows, with the aim at assuring minimum insulation standards (restoration of the “thermal envelope”, similar to the scope of light and medium repairs of houses). Include repairing existing (or installing a new) heating system where necessary.	40K people	\$80.0 million

### 2.2 Insulation

DESCRIPTION	TARGET	REQUIREMENTS
Providing critical insulation repairs and installation for individual homes for displaced and non-displaced persons, accompanying repairs programs as appropriate. Many newly-occupied dwellings have not been subject to thermal upgrades previously, and would include doors and window improvements including double-glazing, and installation of ceiling insulation. An element of this activity will also include the provision of toolkits for people with necessary skills to perform minor repairs and winterization of shelters and housing in the rural areas.	18K households	\$27.0 million

### 2.3 Livestock shelter repairs

DESCRIPTION	TARGET	REQUIREMENTS
As livestock are considered an important asset, especially for agricultural households, this activity seeks to preserve livelihoods that will allow for rapid recovery after the winter period. A program of repair to livestock shelters damaged by the hostilities will be undertaken.	15K households	\$6.8 million

### 2.4 Heating & Water repair

DESCRIPTION	TARGET	REQUIREMENTS
Supporting repairs to district heating infrastructure and water networks that support heating infrastructure.	650K people	\$7.0 million

## 4. Ensuring gender considerations are central to the approach

**Central to the plan are gender considerations** prioritising specific needs of women, men, girls and boys in vulnerable situations and from different marginalized groups in accessing safe and winter-adequate shelter.<sup>8</sup> This includes accounting for the reality that, in many cases, displaced women and children have to rely on informal and unvetted sources of shelter, which poses a potential security risk. Displaced men face challenges in finding shelter, as women and children are often prioritized over them, while there remains a lack of sex-disaggregated toilets and WASH facilities in collective centres, thereby increasing the protection risks to women and children. In rural areas,

accessing fuel or cash requires travel to bigger cities as well as long queues, increasing the protection concerns for women, girls, people with restricted mobility or older persons. Women are particularly reliant on social support, access to which is hindered particularly in the occupied and war-affected areas. Finally, in the delivery of services and support, it is recognized that the elderly, persons with disabilities, minority groups such as the Roma and LGBTQI+ individuals, single female-headed households and pregnant and lactating women, frequently experience additional barriers to accessing humanitarian services and support, and that this can be exacerbated by winter conditions.

## 5. Engagement with the Government

**Since 2014, the United Nations and humanitarian partners have worked closely to support the Government's winterization response.** Close coordination with central and local government counterparts has been and remains critical in developing and delivering feasible and effective winterization support. The unprecedented impact of the war and subsequent large-scale displacement throughout the country, including to new locations not previously targeted in past winterization efforts, means that effective, contextualised local approaches have required analysis of differing damage, housing and energy supply conditions as well as economic conditions of affected households.

**The assessment, capacity mapping and repair of critical infrastructure, including central fuel and energy supply services, will be essential** to much of the response by government and private sector providers. This humanitarian response seeks to fill more immediate gaps based on direct and in-kind approaches targeted toward vulnerable families and individuals.

In support of close coordination with the Government of Ukraine, the Plan will ensure:

- humanitarian actors will coordinate closely with Ukrainian Government plans, to ensure that information is shared, and support provided for targeted and effective activities;
- humanitarian actors will also make sure that their activities complement and don't overlap with existing similar government programmes (for example, winterization subsidies and social benefits).
- Implementation planning, including pre-positioning of winterised relief stocks at sub-national level, is an essential part of the Plan. Strategic locations selected in partnership with government will improve responsiveness. With the unpredictable, dynamic nature of the conflict, affected populations are being subjected to multiple rounds of displacement, and humanitarian preparedness plans need to take the dynamics of conflict sensitivity into account, in terms of contingency quantities and partnership arrangements.

The activities included in this plan will be folded into the revision and extension of the Flash Appeal to cover until the end of 2022. The extended Flash Appeal is expected to be released by the end of July/early August.

<sup>8</sup> These include, for not limited to, single female heads of household, persons with disabilities, older people, pregnant and breastfeeding women, Roma and LGBTQIQA+ persons.