



**UKRAINE
SHELTER CLUSTER**

Coordinating Humanitarian Shelter and Settlements

ACTIVITIES HANDBOOK 2026

Version of June

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1. Purpose of this document

The purpose is to compile the necessary information for planning, monitoring, and reporting of Shelter Cluster Activities included in Annex 4.2.5 of [Humanitarian Needs and Response Plan \(HNRP\) 2026](#). It describes the intended outcome for each proposed activity, identifies the most suitable indicators for each activity, recommends modalities of assistance, shows the reference cost, and provides instructions to ensure coherence in activity reporting across different partners. This document does not replace the Shelter Cluster's technical guidelines and should be read alongside them.

Important:

- Please ensure the latest updates of the Shelter Cluster's technical documentation (SOPs, etc.) are available to obtain up-to-date reference costs or scope for activities of concern.
- For repair activities, the reference cost per household represents an average guideline and should be considered as a basis for planning the whole project. These values serve as average estimates and may vary depending on the building configuration and the required repair work, but the aggregated average should be consistent with the reference figure.

2. Objectives

Below are the objectives framing the activities included in the HNRP 2026. Strategic objectives are common to all sectors, whereas cluster-specific objectives pertain to shelter and NFI sector activities.

Two Strategic Objectives will guide the humanitarian response in 2026:

Strategic Objective SO1: *Provide principled and timely life-saving emergency assistance to the most vulnerable internally displaced and non-displaced war-affected people, ensuring their safety and dignity, with a focus on multisectoral high-severity levels of needs and flexibility to respond to emergencies.*

Cluster Objective CO1: Provide life-saving emergency shelter and non-food item (NFI) support to internally displaced people and non-displaced war-affected people, ensuring their safety and dignity with a focus on areas with high severity levels.

Cluster Objective CO2: Deliver life-saving emergency shelter and NFI assistance, mitigating the impacts of harsh winter weather for internally displaced people and non-displaced war-affected people, ensuring their safety and dignity with a focus on areas with high severity levels.

Strategic Objective SO2: Enable access to prioritized essential services for the most vulnerable internally displaced and non-displaced war-affected people, with a focus on multisectoral high-severity levels of need to ensure their protection, safety, and dignity.

Cluster Objective CO3: Ensure access to adequate housing and common services for internally displaced people and non-displaced war-affected people, ensuring their protection, safety, and dignity and fostering linkages to longer-term solutions.

For SNFI Cluster Response Strategy and Contribution to Strategic Objectives and Strategic Priorities, please refer to [Annex 4.2.5 of HNRP 2026](#).

3. HNRP 2026 Strategic Priorities

As part of efforts to advance the Humanitarian Reset in Ukraine, the Humanitarian Country Team (HCT) adopted an issue-based approach to sharpen the focus of the response on the key humanitarian needs. While the two Strategic Objectives provide the overarching vision of the response, the following four Strategic Priorities operationalize this vision:

Strategic Priority 1 – Frontline Response:

Supporting the most vulnerable who remain close to the front line. This contributes primarily to SO1 (lifesaving assistance) and SO2 (access to services) in frontline areas.

- Interventions delivered **within 50 km** of the front line.

Strategic Priority 2 – Evacuations:

Responding to vulnerable newly displaced and people evacuated from their places of origin to safer hosting areas, including through transit centers and collective sites. This contributes to SO1 during evacuation and immediate reception, and SO2 in initial settlement.

- Short-term assistance within six months for newly displaced people from areas within 0-20km of the frontline.
- **Country-wide** scope, including the **origin** in frontline areas (nominally 0-20km), **displacement routes** (reception), and **receiving areas** (initial settlement).

Strategic Priority 3 – Emergency Post-Strike Response

Providing immediate emergency response after strikes. This aligns with SO1 for the immediate 72-hour response and with SO2 for medium-term recovery (up to 3 months).

- **Country-wide**, including interventions within front-line areas and beyond.

Strategic Priority 4 – Vulnerable Groups:

Supporting the centrality of protection for vulnerable displaced people and severely vulnerable groups at risk of not being covered by social protection networks. This contributes to SO1 and SO2 through protection-centered, life-saving assistance for vulnerable displaced people and groups who are otherwise missing out on any form of support.

- Interventions for the **highly vulnerable**, e.g., IDPs in collective sites.
- **Country-wide**, excluding 0-20 km frontline belt.

By aligning priorities with the Strategic Objectives, the approach aims to strengthen coherence, promote targeted interventions, and ensure resources are directed to the most critical needs of affected people.

Each strategic priority is linked to the Strategic Objectives through a package of prioritized, multisectoral response activities.

NGCA (TOT) guidance: Activities in temporarily occupied territories are exceptional and subject to humanitarian access, partner presence, people safety, remote monitoring capacity, market functionality, and Do No Harm considerations. Only modalities that can be delivered and verified in line with humanitarian principles should be used. Cash, voucher modalities, and technically complex repair activities should be considered on a case-by-case basis rather than as default options.

4. Activity Matrix 2026

The matrix illustrates the sub-activities the Shelter Cluster recommends for each parent activity. It aims to guide partners in selecting the most suitable activities and modalities of assistance for each strategic priority.

Strategic Objectives	Cluster Objectives	PA code	Parent Activity	Sub-Code	Sub-Activities	HNRP 2026 Strategic Priority				Indicators	Reference Cost
						SP 1	SP 2	SP 3	SP 4		
SO1	CO1	SN101	Emergency Shelter Support	A	Emergency Shelter Materials (ESM) for Households	In-Kind (IK)		In-Kind (IK)		# of households supported with emergency shelter materials # of people supported with emergency shelter materials # of residential units supported with emergency shelter materials	USD 120 per Household
SO1	CO1	SN101	Emergency Shelter Support	B	Emergency Shelter Materials (ESM) for Social Facilities	In-Kind (IK)		In-Kind (IK)		# of people supported with emergency shelter materials (social facilities) # of institutions supported with emergency shelter materials (social facilities)	USD 59 per Individual
SO1	CO1	SN101	Emergency Shelter Support	C	Emergency Household Restoration Kit (EHRK)			Cash (C)		–	USD 110 per Household
SO1	CO1	SN101	Emergency Shelter Support	D	Emergency Repair Materials (ERM)	In-Kind (IK)		In-Kind (IK)		# of households supported with emergency repair materials # of people supported with emergency repair materials	USD 380 per Household
SO1	CO1	SN102	Emergency Non-Food Item (NFI) Support	A	Donation of NFIs for Shared Use	In-Kind (IK)	In-Kind (IK)	In-Kind (IK)	In-Kind (IK)	# of people reached through donation of NFIs (Collective Sites, Transit Centers, Invincibility Points, Bomb shelters) # of institutions reached through donation of NFIs (Collective Sites, Transit Centers, Invincibility Points, Bomb shelters)	USD 180 per Individual
SO1	CO1	SN102	Emergency Non-Food Item (NFI) support	B	NFIs for Households	In-Kind (IK)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	# of households supported with household NFI # of people supported with household NFI	USD 315 per Household
SO1	CO1	SN102 (Non-HNRP)	Emergency Non-Food Item (NFI) support	C	Provision of Appliances and Furniture	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	# of households supported with appliances and furniture # of people supported with appliances and furniture	Fridge – USD 240 Cooking stove – USD 240 Bed – USD 200 Table set – USD 220 Wardrobe – USD 240
SO1	CO2	SN201	Winter Heating	A	Winter Cash for Utilities	Cash (C) Voucher (V)	Cash (C) Voucher (V)	Cash (C) Voucher (V)	Cash (C) Voucher (V)	# of households supported with cash for utilities # of people supported with cash for utilities	Unified cash for heating utilities transfer value is UAH 19,400* for the winter season
SO1	CO2	SN201	Winter Heating	B	Winter Energy	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	# of households supported with winter energy # of people supported with winter energy # of collective sites supported with winter energy	Average reference cost*: USD 660 per Household per season, depending on fuel type as per Winterization Recommendations. Unified cash for solid fuel transfer value is UAH 19,400 for the winter season
SO1	CO2	SN201	Winter Heating	C	Winter Heating Appliances	In-kind (IK)	In-kind (IK) Cash (C) Voucher (V)		In-kind (IK) Cash (C) Voucher (V)	# of households supported with winter heating appliances # of people supported with winter heating appliances	Average reference cost: USD 580 per Household

Strategic Objectives	Cluster Objectives	PA code	Parent Activity	Sub-Code	Sub-Activities	HNRP 2026 Strategic Priority				Indicators	Reference Cost
						SP 1	SP 2	SP 3	SP 4		
SO1	CO2	SN202	Personal Insulation	A	NFI for Winter	In-kind (IK) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	# of households supported with NFI for winter # of people supported with NFIs for winter	USD 156 per Individual
SO1	CO2	SN202	Personal Insulation	B	Winter Clothing	In-kind (IK) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	# of households supported with winter clothes # of people supported with winter clothes	USD 170* per Individual
SO1	CO2	SN203	Shelter Insulation	A	Insulation of Substandard Houses	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		In-kind (IK) Cash (C) Voucher (V) Mixed (M)	# of households supported through insulation of substandard houses # of people supported through insulation of substandard houses # of residential units upgraded	Average reference cost: USD 3,320* per Household
SO2	CO3	SN301	Humanitarian Repair	A	Humanitarian Repairs of Common Spaces in Multi-Apartment Buildings	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported through repairs of common spaces # of people supported through repairs of common spaces # of multi-apartment buildings repaired # of residential units repaired	USD 3,465 / HH for 2-3 floor buildings. USD 1,000 / HH for 4-5 floor buildings. USD 620 / HH for buildings with 6 floors or more. Up to 16 floors (included). The weighted average: USD 1,540
SO2	CO3	SN301	Humanitarian Repair	B	Category I Repairs	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported with light repairs # of households supported with medium repairs # of people supported with light repairs # of people supported with medium repairs # of buildings repaired # of residential units repaired	Average reference cost (USD/HH)**: Detached houses: Light - 2,120; Medium - 4,925 Apartments: Light - 1,360; Medium - 2,325
SO2	CO3	SN301	Humanitarian Repair	C	Category II (Heavy) Repairs	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported with heavy repairs # of people supported with heavy repairs # of buildings repaired # of residential units repaired	Average reference cost: USD 12,000 per Household
SO2	CO3	SN301	Humanitarian Repair	D	IDP House Repairs		In-kind (IK) Cash (C) Voucher (V) Mixed (M)		In-kind (IK) Cash (C) Voucher (V) Mixed (M)	# of households supported with IDP house repairs # of people supported with IDP house repairs # of buildings repaired # of residential units repaired	Average reference cost: Detached houses: USD 4,925 per Household Apartments: USD 2,325 per Household
SO2	CO3	SN301	Humanitarian Repair	E	Humanitarian Repairs of Social Facilities	In-kind (IK) Voucher (V)	In-kind (IK) Voucher (V)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of social facilities supported through the repairs # of people supported through the repair of social facilities # of social facilities assisted with energy support # people benefited from the energy support of social facilities	USD 450 per Individual
SO2	CO3	SN302	Refurbishment of Collective Sites	A	Refurbishment of Collective Sites	In-Kind (IK)	In-Kind (IK)	In-kind (IK)	In-Kind (IK)	# of people supported through the refurbishment of Collective Sites # of Collective Sites supported through the refurbishment # of people supported through the refurbishment of Collective Sites (Care and Maintenance) # of Collective Sites supported through the refurbishment (Care and Maintenance) # of people supported through the repair of war-damaged Collective Sites # of war-damaged Collective Sites supported through the repair	USD 760 per Individual for Refurbishment USD 330 per Individual for Care and Maintenance
SO2	CO3	SN303	Rental Support	A	Rental Support		Cash (C) Voucher (V)	Cash (C) Voucher (V)	Cash (C) Voucher (V)	# of households benefited from Rental Support # of people supported with Rental Support	Average reference cost: USD 2,300 per HH/6 months

*Reference costs could be reviewed for the winter season of 2026-2027.

**Depending on the number of people living in the corresponding living space (see SOP Category I Repairs).

5. Targeting, Prioritization & Vulnerabilities

For operational purposes and as a *guideline* and *recommendation* for partners, Shelter Cluster outlines the recommended principles for targeting and prioritization in this chapter.

Targeting approaches

Humanitarian assistance can be delivered through either a blanket or a targeted approach¹. Shelter Cluster demonstrates a standard procedure for targeting, as a decision tree, in [Annex A](#). To achieve a targeted approach, four key components contribute to appropriately prioritized targeting: *Geographical Prioritization*, *Preconditions*, *Activity-Specific Vulnerability*, and *Individual/Household Vulnerabilities*. This chapter aims to define each component.

Geographical Prioritization

A variety of geographical factors can affect the prioritization of activities chosen for that location. For example, limited access, proximity to war zones, or the onset of emergencies following attacks can all impact the process. The HNRP 2026 presented four strategic priorities linked with the inter-cluster severity of needs levels at the hromada level. The [dashboard](#) can be used for identifying the severity of needs at the Oblast level. Typically, during the assessment, details such as Oblast, Hromada, settlements, and addresses are gathered. When prioritizing one area over another, Shelter Cluster strongly recommends coordinating with Shelter Cluster sub-national coordinators², as well as engaging with the affected community and local authorities. This collaborative approach ensures that emergency assistance is directed to the most vulnerable areas.

Preconditions

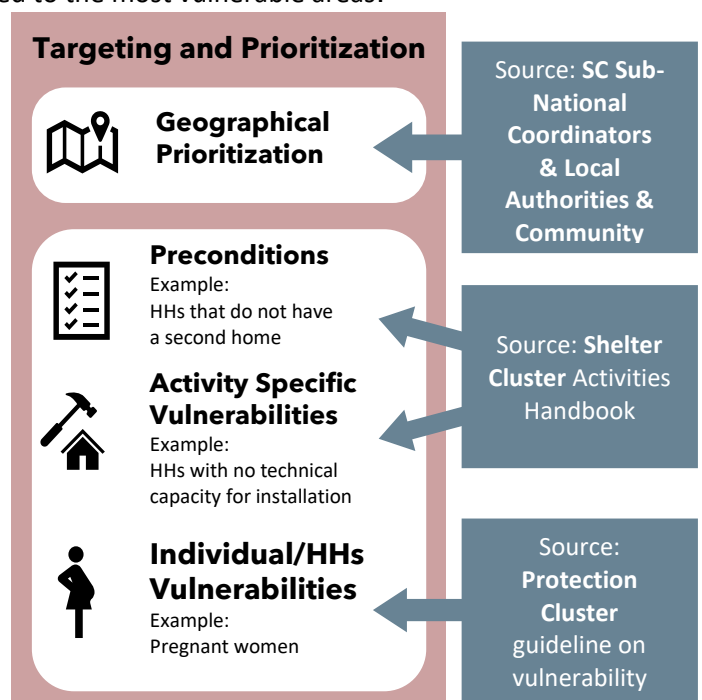
To ensure the effective use of available resources, the Shelter Cluster recommends a set of preconditions for each activity. This checklist guides humanitarian assistance to eligible individuals. Each activity section contains a list of such preconditions. It's important to note that these preconditions can inform the assessment process and may not encompass all possible conditions.³

Activity-Specific Vulnerabilities

Each activity is accompanied by its own set of specific criteria, highlighting the vulnerabilities the affected population may face depending on the type of assistance being provided. Each activity Section contains a list of Vulnerability Identifiers. It is important to note that these vulnerability identifiers can inform the assessment process and may not encompass all possible identifiers.⁴

Individual/HHs Vulnerabilities

These vulnerability criteria apply to all individuals and households, regardless of the type of activity. Organizations are advised to assess vulnerabilities by incorporating gender analysis and regular reviews to adapt to changing conditions and ensure a protection-focused response tailored to the diverse needs of the affected population. For this purpose, the Shelter Cluster refers to the Protection Cluster's [Protecting & prioritizing people with specific needs in the Ukrainian humanitarian response](#). Additionally, for operational purposes, a list of Individual/HHs vulnerabilities endorsed by the Protection Cluster is extracted and proposed in the [Annex B](#) section of this



¹ **Blanket Approach:** This involves assisting an entire population indiscriminately, typically right after an emergency like shelling. **Targeted Approach:** This method directs resources towards those in need based on specific criteria for vulnerability, using various targeting methods like geographic, community-based, categorical, and scorecard methods to reduce errors and improve outcomes.

² Please find the contact information of Sub-national coordinator at the bottom of Shelter cluster's [website](#).

³ Depending on the context, additional preconditions may be added to the list.

⁴ Depending on the context, additional vulnerability identifiers may be added to the list.

document as an example. These vulnerabilities are common to all activities. In particular, for people with disabilities, please follow the [Washington Group guidelines](#) for identifying them if the certificate has not been provided.

Methodology for selection

Targeting and prioritization in a *multisectoral approach* put the affected population's needs at the center. Many targeting methods (such as community-based approaches⁵, etc.) currently being used in Ukraine's context. The Scorecard⁶ method is one of the most frequently used methods. If the scorecard is utilized, the Shelter Cluster strongly recommends involving communities and local authorities in the process and following the Protection Cluster's guidelines.

Shelter Cluster partners are encouraged to coordinate with the head of the Hromada to implement Shelter/NFI activities in the location. This will ensure linkages with community members. During such exchanges, Shelter Cluster partners are often provided with official lists of people in need of various shelter or NFI-related interventions. These lists do not represent an official needs assessment and require Shelter Cluster partners to conduct their own needs assessments. Shelter Cluster partners should communicate their selection criteria to the persons they are assessing and also to the heads of the hromadas. For activities supporting internally displaced people, it is important to ensure coordination with the hromada in the area of origin and also the hromada where they are currently residing. This approach ensures complementary programming between local and state budget activities and that the provided activities fill a gap.

Involving the community and local authorities when targeting:

This includes local community participation in assigning scores to relevant vulnerability identifiers and selecting people, with verification by humanitarian actors (e.g., household visits). Organizations work with community leaders and representatives, as well as local community-based organizations that advocate for and support specific vulnerable groups (such as persons with disabilities and older persons), to determine appropriate and acceptable eligibility criteria and to involve communities in the selection process (e.g., by drawing up lists of people).

As much as possible, communities should be involved in establishing vulnerability criteria and, if relevant, weighting indicators (see [Annex B](#) of the Handbook for the *Questionnaire* for targeting and prioritization).

For information on creating a typical scorecard and setting the threshold score, visit [Annex C](#).

Risks and Mitigations

While the scorecard method offers several benefits, it's important to acknowledge its drawbacks as well. This approach can create expectations among interviewees, even those who aren't ultimately selected, complicating the explanation and justification of the process to the community. Additionally, it may be perceived as an insensitive selection method, relying solely on data and numbers. Furthermore, explaining the scoring system to the community without revealing sensitive household information can be challenging.

Shelter Cluster firmly recommends integrating strong **Protection and Accountability to Affected Populations (AAP)** components into assistance efforts whenever possible. Combining various qualitative and quantitative targeting methods is highly recommended to triangulate results, thereby minimizing errors and improving the veracity of overall outcomes. Common methods include geographic, community-based, categorical, and scorecard approaches.

⁵ **Community-Based Targeting** is a growing methodology in humanitarian practice. It is widely acknowledged to be effective in encouraging people in need participation and engagement and improving accountability. It can be an inclusive and locally driven process and is aligned with the principles of area-based programming. Community-based targeting may also be less time-consuming and costly than other data collection techniques. For more, please visit [A Community-based Approach in UNHCR Operations](#) and [Your Guide to Participatory Assessment of Local Building Cultures](#).

⁶ **Scorecard Targeting:** Utilizes a multi-indicator score to assess needs and vulnerabilities objectively, reducing bias and ensuring aid reaches those most in need. Scorecards use numerous variables (e.g., demographics, specific need codes, shelter conditions, expenditures, income sources, etc.) to indicate a household's vulnerability. Each household in the identified distribution area should be assessed according to the scorecard. The higher the score on the scorecard, the higher priority the household should have for receiving assistance. It is strongly recommended that partners have a computerized database (such as KoboToolbox) to record household assessment data and automatically calculate the score.

6. Shelter & NFI Activities

Below are the activities included by the Shelter Cluster in the HNRP 2025. The following does not encompass all possible assistance options but rather those the Shelter Cluster considers suitable for most cases and those promoted by the cluster. Recommendations on how to implement them are included, along with references to specific Standard Operating Procedures (SOPs), reference prices, and instructions on how to report them in the Cluster reporting tools.

Important:

- Please ensure the latest updates of the Shelter Cluster’s technical documentation (SOPs, etc.) are available to obtain up-to-date reference costs or scope for activities of concern.
- For repair activities, the reference cost per household represents an average guideline and should be considered as a basis for planning the whole project. These values serve as average estimates and may vary depending on the building configuration and the required repair work, but the aggregated average should be consistent with the reference figure.
- The top-up of up to 10% for accessibility improvements is calculated as a percentage of the projected (reference) cost of the repair intervention, regardless of the specific type of shelter repair activity. It is not incorporated into the activity reference cost itself. The decision to apply this top-up is made by the donor, subject to the availability of budget within the framework of the respective project.

The activities carried out by the Shelter Cluster partners are typically measured in the units most suitable for each type of activity (individuals, households, facilities, etc.). However, inter-sectoral response monitoring and tracking progress against targets is done individually to facilitate comparisons across different sectors. Shelter Cluster recommends using the actual household⁷ size data when available (for example, through needs assessments and distribution reports) for planning purposes. Only when accurate information is unavailable, it is recommended to use a generic household size (**2 individuals per household on average**).

For reporting purposes:

Reporting is required at both household and individual levels. It is mandatory to reflect the actual disaggregated figure of assisted individuals, SADDD⁸.

Generic disaggregation and household size ratios can only be accepted with a clear justification (geographical SP 4, hard-to-reach areas, flash emergency response, etc.). In such exceptional cases, reporting should be 50% Men (18-59) and 50% Women (18-59) to make it clear that these are estimates, not disaggregation.

If materials/items/clothing are distributed via interagency convoys, assistance can only be reported upon receipt of the complete distribution report, indicating the number of households and individuals assisted (SADDD). The Last Mile Delivery organizations must not report on the 5W. The donating agency (Reporting Partner) is responsible for doing so to avoid duplication.

⁷ The definition of “Household”: To enroll in shelter assistance, a household will comprise all people living in the same housing unit (house, apartment). It can include a group of core or extended family members living together or people living together in a housing unit without a family relationship.

⁸ Sex, Age, and Disabilities Disaggregated Data

ACTIVITY SN101A: Emergency Shelter Materials (ESM) for Households

Activity Description

The provision of emergency shelter support includes emergency shelter materials (ESM). They are provided immediately to minimize the impact of war-related damage to detached houses and multi-apartment buildings (apartments and common spaces) by sealing the building envelope. The activity includes a set of items that, based on experience and contextual insight, have been proven to provide the best practical benefit, while remaining easy to store, distribute, and install.

The primary objective of the activity is to provide immediate protection during emergencies by temporarily shielding households from potentially hazardous weather elements (such as rain, snow, wind, and moisture exposure) and preventing further deterioration of dwellings. Materials are not designed for long-term protection, such as humanitarian repair, which requires comprehensive assessments, additional resources, and specialized interventions. They are used to protect the building envelope or enclosure, but do not restore an adequate [thermal envelope](#). It might not be the ideal response when immediate, enduring repairs are feasible. In accessible areas where damage assessments are possible, and markets are functional (both materials and labor/contractor), it is recommended that humanitarian and other repairs be prioritized rather than relying solely on emergency materials.

The following primary materials are recommended: reinforced plastic tarpaulins (4x5 or 4x6 m), transparent plastic sheet (film), timber battens (25x100x2000mm), oriented strand boards OSB (125x250 cm), mounting foam, nails, and/or screws. Detailed technical specification of the materials can be found [HERE](#).

When partners distribute durable construction materials, such as slate (“shifer”), cement, plaster, or wooden laths, in the aftermath of shelling to seal the building envelope, either alone or together with some of the ESM, these materials must be reported only under the SN101D Emergency Repair Materials activity.

Within the regions of the Crescent and other areas targeted with shelling, it is noted that Shelter Cluster hubs have agreed to work within the 24-to-60-hour timeframe to close the building envelope with emergency shelter materials. Shelter Cluster partners should not treat ESM as a part of regular assistance but rather as emergency assistance. Detailed instructions on responding to an emergency are provided in the standard operating procedure (available in [English](#)).

Indicators and units

Indicator: # of households supported with emergency shelter materials
of people supported with emergency shelter materials
of residential units supported with emergency shelter materials

Unit and count of people: 1 Household = **REAL** # of people assisted

Reference cost: \$120/ Household⁹

Reporting instructions:

It is necessary to distribute the materials required to protect the building and its residents adequately. The quantities will depend on the extent of the damage and the dimensions of the building. Partial assistance is not allowed, i.e., leaving elements of the building envelope exposed.

For common spaces, the name of the relevant legal entity, e.g., co-owners association (OSBB), municipal maintenance organization (former ZhEK), etc., should be mentioned at the end of the distribution list instead of the name of the person, and the amount of ESM donated to this entity should be provided.

For emergency construction materials distributed to local authorities (Hromada/Starostat), the following steps are recommended for partners for proper reporting to the Shelter Cluster:

⁹ Labor and transportation costs are not included in the average price, as they may vary by individual organization practices and by location.

- 1) It is crucial that the Hromada provides the accurate addresses of the households to the humanitarian organization that has donated or is donating the requested materials.
- 2) At the Hub level, communicate with the relevant Sub-national coordinator about how much of the materials were used in response to individual shelling incidents of the construction stock to enable coordination with partners providing address-level assistance and ensure non-duplication of assistance. Additionally, track stocks dispersed from local authorities' warehouses to assess the capacity for new and upcoming emergencies.
- 3) Only mark the activity as completed when the final list of addresses with the number of households and individuals reached has been reported to your organization by the receiving authorities. This will ensure accurate reporting to the Cluster on the number of individuals reached.

Deduplication mechanisms:

Assistance should be deduplicated through the RAIS+ platform.

All Shelter Cluster partners are strongly encouraged to communicate their interventions through the Shelter Cluster groups in relevant messengers per Oblast to ensure coordination and reduce duplication of assistance. Shelter Cluster partners should always keep updated information available for the Shelter Cluster Hub regarding their geographical presence, active emergency stocks, and donated stocks in hromadas, as well as the modality (i.e., item composition, response time, type of distribution, etc.) and capacity of their possible partner response per specific region or hromada. According to the information on partners' geographical presence and capacity, primary and backup partners for emergency shelter response are identified and agreed upon in advance through the Shelter Cluster in the high-risk areas to facilitate coordination and deduplication.

Modality of assistance:

Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN101A	SP 1	SP 2	SP 3	SP 4
In-Kind	✓		✓	
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Is it necessary to seal the property to prevent further damage/keep it safe while waiting for the repair?
2	The municipal maintenance organization doesn't already have materials in stock to cover the building envelope.
3	Is ESM an appropriate response based on the degree of damage?
4	Is help or support available for those unable to install ESM?
5	If providing materials to local authorities, are you able to collect responses from the authorities on the assistance provided per address to ensure that technical assistance was provided to the above households?

#	Checklist*
6	Has it been confirmed that the household or managing entity has not received assistance from other agencies or local authorities?
7	Has the intervention been communicated to the Hub Emergency Response WhatsApp groups to provide timely coordination during emergencies?***

*Selection requires 'Yes' to answer any of the following questions/statements.

***Information on WhatsApp groups can be obtained from the subnational coordinators.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs cannot seal the property themselves (elderly without support, no adults physically able to install ESMs, lack of money to pay for installation)	In-kind assistance & installation
HHs with more extensive damage to the building envelope*	Additional ESMs may be needed

*For the definition, see the guidelines for Building and Thermal envelope [here](#).

ACTIVITY SN101B: Emergency Shelter Materials (ESM) for Social Facilities

Activity Description

Distribution of emergency shelter materials to seal the building envelopes of existing social infrastructure facilities that are currently unable to provide services due to war-related damage, including facilities providing basic social services, schools, and medical facilities. Assistance is intended for delivery in the immediate aftermath of shelling in order to help restore access to public services, support the inclusion of IDPs and returnees, and strengthen social cohesion. The goal is to prevent further deterioration of the building while awaiting repairs.

Social infrastructure facilities include, among others, collective sites, transit centers, resilience centers, community centers/multifunctional hubs, TsNAPs, youth centers, and other government-led facilities that provide social services.

Priority is given to facilities with war-related damage that are still partially operational or expected to remain operational if interventions are undertaken to protect the building envelope.

Indicators and units

Indicator: # of people supported with emergency shelter materials (social facilities)
of institutions supported with emergency shelter materials (social facilities)

Unit and count of people: *General:* Report # of institutions assisted as the primary output.
Report # of individuals supported based on the real number of current users of the facility, evidenced by official records, and adjusted to the facility's current operational capacity.

Cost-per-individual estimation metric:

If the direct count of individuals is unavailable, an estimation can be derived from the amount of money spent on the activity. Calculate the number of people by dividing the USD amount by 59, which represents the cost per individual in HRP for this activity.

Reference cost: \$59 / Individual

Reporting instructions: Acts of acceptance (donation documents) with relevant legal entity recipients should reflect the proper quantity of ESM per particular facility supported.

Deduplication mechanisms: The assistance plans must be shared with the Shelter Cluster coordination hubs to avoid overlaps.

Modality of assistance: Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN101B	SP 1	SP 2	SP 3	SP 4
In-Kind	✓		✓	
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Is the building providing vital (basic social, health, education) services to the community?
2	Is the building not-for-profit?

#	Checklist*
3	Has the intervention been coordinated with the relevant sectoral cluster (Education, Health)?

*Selection requires 'Yes' to answer any of the following questions/statements.

ACTIVITY SN101C: Emergency Household Restoration Kit (EHRK)

This activity provides immediate, small-scale in-dwelling support to households affected by strikes or conflict-related damage in order to reduce acute risks inside the home and support basic household stabilization pending more comprehensive repairs. Assistance may include minor handyman works, limited consumable materials, and other short, targeted measures to improve internal safety, contain immediate hazards, and address minor weather-related impacts within the dwelling, without replacing building elements or delivering durable repair solutions.

This intervention is integral to Unified Cash Transfer 3 and complements broader support for populations affected by strikes.

ACTIVITY SN101D: Emergency Repair Materials (ERM)

This activity aims to support extremely vulnerable households in near-frontline areas in securing the building envelope of their residence by providing and, where required, installing emergency repair materials (ERM). It is intended to restore basic safety and protection from weather conditions as an interim measure prior to more comprehensive repair interventions. State building codes define the enclosure structures (building envelope) as those that ensure energy conservation for heating and/or cooling of spaces and protect against climatic influences. The building envelope includes the roof, ceiling, windows, doors, external walls, and foundations. It should keep out moisture in vapor and liquid form, dust, wind, and heat.¹⁰ The current activity does not aim to close the thermal envelope.

The intervention should be implemented in near-frontline locations where humanitarian repairs are deemed infeasible and where eVidnovlennia 1st category of repairs is not operating (i.e., eligible recipients may only receive the housing certificate). **A key component of the activity also involves installing materials for households that may not have the capacity to do so themselves.** Accordingly, this activity typically includes the execution of works by the humanitarian organization or its contracted teams, rather than the provision of materials alone. The main challenge the organization should prepare for is contracting in advance or enhancing its procurement (similar to a framework agreement) to adapt to acute needs in a timely manner.

Such interventions cannot be classified as Humanitarian Category I Repairs if the following conditions **are not met**: the thermal envelope was closed, a comprehensive needs assessment was conducted/ technical support was provided, and deduplication measures were ensured.

Priority is given to households in rural areas where residents have not been able to seal the building envelope themselves. The ERM that may be included in such interventions are as follows:

- Timber beams (15mm thickness x 150mm width x 4000mm length).
- Timber beams (25x125x4000mm).
- Wooden battens (20x20mmx4000mm).
- Tarpaulin with a density of 200 g/m².
- Asbestos-free slate.
- OSB sheets (10 mm thickness).
- Mounting foam (750 ml).
- Bitumen sealing tape for fragment sealing of metal roofing.
- Construction staples (12 mm) to prevent sagging between structural elements.
- Nails (70 mm, 100 mm, 120 mm, 150 mm).

Consideration may also be given to interventions aimed at sealing the building envelope of common spaces of multi-apartment buildings in near-frontline areas heavily affected by active hostilities, particularly during the winter heating period. Such support may be justified where damage to common areas, including stairwells, corridors, or roofing elements, results in significant heat loss and risks disrupting or suspending centralized heating services for vulnerable households remaining in the building. Before supporting the sealing of unoccupied apartments, partners should verify that the relevant local authorities are unable to address these needs through their own available material stocks or response mechanisms. This intervention may include the following materials:

- Timber beams (15x150x4000mm).
- Timber beams (25x125x4000mm).
- Wooden battens (20x20x4000mm).
- Tarpaulin with a density of 200 g/m².
- Asbestos-free slate – depending on roofing type.
- OSB sheets (10 mm thickness).
- Mounting foam (750 ml).
- Bitumen sealing tape for fragment sealing of metal roofing.
- Construction staples (12 mm) to prevent sagging between structural elements.
- Nails (70 mm, 100 mm, 120 mm, 150 mm).

¹⁰<https://www.sheltercluster.org/east-hub/documents/emergency-shelter-kit-esk-building-and-thermal-envelopes-guidekerivnictvo>

- Transparent rigid panels (e.g., acrylic/polycarbonate sheets). Can be used depending on the type of window frames of the building.

The project cycle management steps are defined as follows:

- Damage assessment within the first 12 to 24 hours after the damage.
- Development of the Bill of Quantities and enrollment of people within the first 12 to 24 hours after the damage incident.
- Distribution of the materials within the first 24 to 60 hours after damage in line with the Shelter Cluster Standard Operating Procedures.

In the common spaces of multi-apartment buildings, ERM is not provided directly to people in need (unlike ESM for apartments). The recipient of the assistance is the managing entity (if any), such as the co-owners' association (OSBB). ERM support for common spaces in multi-apartment buildings is mainly required when authorities cannot complete the work in a timely manner.

- Determination of whether the household has the capacity to install the materials on its own or not.
- Installation of the materials within five days of the distribution of the materials.
- Post Distribution Monitoring within 14 days to 30 days of the distribution, and any corrective actions for households who have not yet had their building envelope closed.

Indicators and units

Indicator: # of households supported with emergency repair materials
of people supported with emergency repair materials

Unit and count of people: 1 Household = **REAL** # of people assisted

Reference cost: \$380 USD per household on average¹¹

Reporting instructions: Coordination with the Shelter Cluster through the Hub WhatsApp groups, in line with the Shelter Cluster SOP on emergencies, is required prior to distributions. Organizations are also encouraged to use RAIS+ as a complementary tool for their damage assessment and for developing detailed Bill of Quantities for the required materials

Deduplication mechanisms: RAIS+ is to be used as the primary deduplication tool for this activity.

Modality of assistance: Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN101D	SP 1	SP 2	SP 3	SP 4
In-Kind	✓		✓	
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Is the building envelope not closed?
2	Are the household owners able to install the materials themselves?
3	If a multi-apartment building, do local authorities lack the capacity to seal common spaces and unoccupied apartments?

*Selection requires 'Yes' to answer any of the following questions/statements.

¹¹ Labor costs are not included in the average price, as they may vary by individual organization practices and by location.

ACTIVITY SN102A: Donation of NFIs for Shared Use

Activity Description

The purpose of this activity is to provide shared-use non-food items that support safe, dignified, and functional temporary accommodation and reception arrangements in collective settings, including Interim Evacuation Points, Transit Centers, Collective Sites, Invincibility Points, and Safe Temporary Shelter Spaces. Assistance under this activity is intended to equip facilities and support the temporary presence of displaced and war-affected people by providing access to essential shared items for safety, basic daily functioning, and minimum living conditions. For facilities intended for very short stays, support should focus on immediate reception and short-term accommodation needs.

This activity covers shared-use items only. Where NFIs are provided for the direct personal or household use of individuals staying in the above settings, including items intended to remain with them upon departure, such assistance should be reported under SN102B “NFIs for Households” activity.

Transit Centers (TCs)

Transit Center – a temporary facility established to provide immediate assistance and short-term accommodation to IDPs upon arrival, pending transfer to an officially designated location or preferred places of stay by the IDPs (which could be within the same Oblast of arrival or another Oblast within the country). Most transit centers are existing government facilities managed by respective institutional structures and are officially part of the evacuation routes established by the Oblast Administration and local authorities.

Although advanced preparation (site selection, item distribution, and layout setup) is ideal, experience from 2024 indicates that rapid displacement often necessitates urgent setup post-event. Appliances, furniture, and disability ramps should be provided to meet minimum standards. Transit center referrals are managed through the Shelter Cluster’s system and reported to the service mapping tool. Items requested at transit centers may include the following: Bed Frames, Folding Beds/Chairs, Mattresses, Pillows, Blankets, Bed Linen, Towels, Kitchen Sets and related communal kitchen appliances, White Appliances, and Heaters.

Interim Evacuation Points (IEPs)

Similar in function to transit centers, interim evacuation points are, however, not part of the official evacuation routes designated by the Oblast Administration and are largely managed by private entities and civil society organizations, unlike the official transit centers. Humanitarian partners are encouraged to provide immediate short-term assistance if such facilities are made available. However, IEPs should not substitute the purpose of officially designated transit centers that are part of the formal evacuation routes by the Oblast Administration. It is worth noting that IEP management may differ from one location to another, and in some cases, a local government department (e.g., education, vocational institution, etc.) might have a lead role in its management and not necessarily be a private entity

Collective Sites (CSs)

Collective site – a facility where IDPs are accommodated for a temporary but extended duration (multiple weeks or months) pending a longer-term solution for their displacement. These sites are established in non-housing stock (e.g., dormitories, schools, sanatoriums) and are intended to temporarily provide safe, dignified, and appropriate living conditions for people forced to flee their homes due to the conflict. In many cases, IDP stays in collective sites can become protracted (1+ years), while more appropriate or longer-term solutions are jointly explored with local authorities and affected communities.

NFIs for the collective site may include a broad range of positions necessary for common areas, living areas, and shared facilities. It is furniture, items to arrange individual sleeping spaces, white appliances (fridges, stoves, etc.), and other items.

Invincibility Points

Since the start of the full-scale invasion, local authorities have established invincibility points as locations where the population can temporarily come together to recharge devices and access heating. Given the frequent

blackouts that may occur during the winter months due to damage to Ukraine’s energy infrastructure, these invincibility points provide temporary relief to residents who may not be able to access heating at home. Full details on the Shelter Cluster’s Invincibility Kit are available in the [Shelter Cluster’s Winterization Guidelines](#). Items needed for invincibility points could include the following: Insulating Floor Mats, Mattresses, Sleeping Bags, Folding Chairs/Benches/Beds, Power Banks, Heaters, Emergency generators, Water Storage (jerry cans/buckets), and Fire Extinguishers.

Safe Temporary Shelter Spaces

In areas under active shelling, equipping shelters (e.g., the simplest, bomb shelters) may still be necessary to ensure people have a temporary place to stay during periods of intense shelling. Items commonly requested at shelters could include the following: Insulating Floor Mats, Mattresses, Sleeping Bags, Blankets, Power Banks, Folding Chairs/Benches, Solar Lamps, and Jerry Cans.

Indicators and units

Indicator: # of people reached through donation of NFIs (Collective Sites, Transit Centers, Invincibility Points, Bomb shelters)
of institutions reached through donation of NFIs (Collective Sites, Transit Centers, Invincibility Points, Bomb shelters)

Unit and count of people: Report the REAL # of people assisted

Reference cost: \$180 / individual

Reporting instructions: For each supported institution, partners must report the number of individuals the social facility is designed to serve (based on verified capacity, not on estimates of daily flows). Otherwise, the estimated capacity should be reported based on local authority records.

WASH-related appliances in collective sites, such as washing machines, dryers, and hot-water boilers, should be [reported to the WASH Cluster](#).

Deduplication mechanisms: To avoid overlap in assistance, the assistance plans must be shared with the Shelter Cluster coordination hubs.

Modality of assistance: Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN102A	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Transit Centers: Has the Protection Cluster confirmed the opening of a transit center and referred verified shelter needs to the Shelter Cluster for partner coordination?
2	Collective Sites: Has the need for support at a collective site been confirmed with the responsible authority/site management, and has the proposed intervention been coordinated as a priority shelter response in line with minimum standards and the site-level response plan?

#	Checklist*
3	Invincibility Points: In areas with frequent blackouts, has the demand for an Invincibility Point been confirmed, and is there no suitable alternative available?
4	Bomb Shelters: In areas with frequent shelling, has the need for improved bomb shelters been confirmed, and have existing shelters been assessed for necessary upgrades to ensure adequate protection?

*Selection requires 'Yes' to answer any of the following questions/statements.

ACTIVITY SN102B: NFI for Households

Activity Description

This activity is defined by the essential household functions it is intended to restore or support, rather than by a single fixed kit composition. The purpose of household NFI assistance is to enable affected people to sustain basic domestic life in safety and dignity during displacement or return. In the Ukrainian context, this may include a Bedding Set (support for sleep and rest), Kitchen Set (preparing and consuming food, storing and carrying water), and managing other immediate household needs for daily living.

Partners should ensure that the assistance provided under this activity effectively fulfills the household functions outlined above. Item selection and kit composition should therefore be guided by whether the support enables affected people to meet their essential daily living needs in a safe and dignified manner.

Under this approach, kits are operational examples rather than the activity itself. Partners should adapt the content, combination, and delivery modality of assistance to the assessed needs and context, recognizing that some households may require only one set of items while others may require a combination of sets or a more comprehensive package. In case of repeated displacement, the kit does not need to be preceded by a needs assessment.

Distribution of NFI kits at places of accommodation (including collective sites). The kit includes essential items that displaced, non-displaced, and returnee families may have lost during the war or left behind during displacement. The recommended household kit includes reinforced bags, 2 bed linen sets, 2 blankets, 2 towel sets, 1 kitchen set, 1 jerry can, and 1 bucket. The [detailed composition](#) of the kit can be found [HERE](#). The “kits approach” facilitates planning and rapid distribution in case of emergencies, ensuring that the most urgent needs of the general population are addressed. However, when feasible, distribution based on needs analysis and post-distribution monitoring findings for a specific context is strongly recommended to avoid providing unnecessary items and better address the particular needs of the affected population. Agencies should consider the environmental impact of NFIs and prioritize locally sourced items, preferably with biodegradable or environmentally friendly wrapping.

Kits for evacuees distributed in transit centers or evacuation points address the needs of newly displaced IDPs who have not been able to carry NFI items with them. It is crucial to consider the needs of people with limited mobility, including older persons and persons with disabilities, by offering tailored NFI packages, designed to meet their accessibility and protection needs. These packages for individuals may include the following items: Backpack, Power bank, Thermal Mug, Umbrella, Raincoat, Lunchbox, Rechargeable Flashlight, Sleeping Bag, Pillow, etc.

Indicators and units

Indicator: # of households supported with household NFI
of people supported with household NFI

Unit and count of people: 1 kit = 1 Household = **REAL** # of people assisted

Reference cost: \$315 / Household for standard kit
\$157.5 / individual for tailored assistance

Reporting instructions: Assistance under this activity may be reported at the household or individual level only where the SNFI Cluster-specific items¹² provided, based on the needs assessment, are sufficient to meet the essential daily living functions for the assisted household or person. The provision of isolated items, or of quantities insufficient to achieve the intended outcome, should not be reported under this activity.

¹² Partners are encouraged to consult with the Shelter/NFI Cluster on the proposed household NFI kit compositions at the planning stage.

Deduplication mechanisms: Both cash and in-kind assistance should be deduplicated through the RAIS+ platform to prevent duplication of previous assistance to the same individual or household.

Modality of assistance:

Where market conditions and beneficiary profiles allow, the Shelter Cluster recommends and promotes the distribution of cash or vouchers as the best approach to offer people in need greater freedom of choice and stimulate local economies. It is noted that most communities likely have functioning markets or can purchase essential household items. Also, this is a key element of environmental mainstreaming and helps reduce the proliferation of unused or unwanted items. However, in-kind distribution may be valuable for people with limited access to markets (in both quantity and quality) for specific items, or for people with vulnerable profiles that make cash or disbursement-based methodologies inadvisable.

SN102B	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash		✓	✓	✓
Voucher		✓	✓	✓

Preconditions:

#	Checklist*
1	Has HH lost any equivalent household items due to displacement or damage to their home?
2	For the cash modality: Does a functioning local market imply that cash is preferred?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs lost their belongings in an emergency evacuation or shelling	Rapid distribution in case of emergencies

ACTIVITY SN102C: Provision of Appliances and Furniture

Activity Description

This is a non-HNRP activity. The distribution of white appliances and furniture **for households** enables a dignified life, prepares and stores food (fridge, cooking stove), and provides rest, social interaction, and storage (bed, table set, and wardrobe). The activity aims to facilitate a return to normal life for individuals whose lives have been disrupted by the war. Many households lost their appliances during the crisis due to attacks, looting, or flooding. Equipment for storing and preparing food is considered essential to ensure human dignity. Distributed cooking stoves should respond to users' preferences and the energy sources available to households (gas, electricity, or other options).

The provision of white appliances and furniture for collective sites and transit centers is not covered under this activity. The appropriate activity for such interventions – SN 102A Donation of NFIs for Shared Use.

Indicators and units

Indicator: # of households supported with appliances and furniture
of people supported with appliances and furniture

Unit and count of people: 1 Household = **REAL** # of people assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

Fridge \$240 / HH
Cooking stove \$240 / HH
Bed \$200 / HH
Table set \$220 / HH
Wardrobe \$240 / HH

Reporting instructions:

To consider 1 HH assisted, ensure the people's identified basic appliance and furniture needs are covered. Even if a household receives multiple appliances, it still counts as a single HH.

Deduplication mechanisms:

To avoid overlaps in assistance, sharing assistance plans with the Shelter Cluster coordination hubs is mandatory.

Modality of assistance:

When market conditions and beneficiary profiles allow, cash or voucher distribution is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for people with limited market access (in quantity and quality), especially in hard-to-reach areas.

SN102C	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash	✓	✓	✓	✓
Voucher	✓	✓	✓	✓

Preconditions:

#	Checklist*
1	Has HH lost appliances and/or furniture upon displacement or damage to their homes?
2	For cash modality: Is the functional market available if you choose cash?
3	Is the appropriate type of energy available (e.g., in areas with no ongoing power outages)?
4	Can the HH effectively manage the safety of the appliances and furniture?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs whose appliances and/or furniture are destroyed in the aftermath of the attacks	Prioritization of this indicator during needs assessment
Households whose livelihoods relied on household appliances	Prioritization of this indicator during needs assessment

ACTIVITY SN201A: Winter Cash for Utilities

Activity Description

This activity provides financial support to help cover heating utility bills during the winter season for vulnerable households living in dwellings with utility-based heating systems. It is particularly relevant in urban areas in multi-apartment buildings, where centralized/district heating¹³, individual gas boilers, or electric systems¹⁴ are the primary heating sources¹⁵. In the event of supply disruptions or damage caused by hostilities, mobile electric heaters can be used as a reserve heating source.

In private (detached) houses, especially in peri-urban or semi-rural areas, natural gas remains a common primary heating source. However, some may retain solid fuel stoves as a reserve (backup) or secondary option.

Current activity, as well as SN201B, is a **targeted intervention to meet households' winter heating needs and requires assessing** the household's heating source, energy needs, and the availability of solid fuels in the local market. Both activities may be complemented by the Multi-Purpose Cash Assistance (MPCA) to address broader basic needs.

Each household can receive support under only one of these activities (cash/voucher for winter utilities, cash/in-kind/voucher for solid fuel) to ensure that a single heating need is not covered more than once.

In highly vulnerable situations, the Shelter Cluster recommends covering accumulated arrears from previous months or years as part of this activity, particularly when such debts have resulted in disconnection risks or the loss of eligibility for state subsidies.

Additional information regarding winterization activities is available [HERE](#).

Indicators and units

Indicator: # of households supported with cash for utilities
of people supported with cash for utilities

Unit and count of people: 1 Household = **REAL** # of people assisted

Reference cost (for one household): *The reference costs could be reviewed in July 2026*

	Reference amount ¹⁶	Unit price
Electricity ¹⁷	6,480 kW / season	\$0.06 / kW
Natural gas ¹⁸	1,960 m ³ / season	\$0.20 / m ³
Centralized/district heating	8.27 Gcal / season	\$42.86 ¹⁹ / Gcal

While the reference values in the table reflect the estimated seasonal costs for each utility type, the final transfer value for this activity was recommended through a harmonization process conducted by the TWiG.

The unified cash transfer value for utilities (heating) is UAH 19,400 for one winter (6 months).

Reporting instructions:

Report the REAL # of individuals assisted
Report assistance at both household and individual (SADDD) levels in ActivityInfo.

¹³ [Law 2633-IV on Heat Supply](#)

¹⁴ [List of possible heating systems](#)

¹⁵ A limited number of low-rise multi-apartment buildings (2–3 storeys) may still rely on solid fuel as a primary heating source. In such cases, this activity does not refer to centralized boiler-room heating, but rather to individual stoves or furnaces operated at the residential unit level

¹⁶ For electric and centralized heating, amounts are based on the social norms for heating in [Resolution 409 dated August 2014](#), and humanitarian living area standards (36 m²).

¹⁷ Prices based on the approach of [Resolution No. 483 dated June 2019](#) (adjustment in [Resolution 1479 dated December 2024](#)). [Fixed prices by the end of October 2026](#).

¹⁸ Based on the natural gas calorific value and the amount of heat needed for one winter season (14.37 Gcal).

¹⁹ Average based on the <https://index.minfin.com.ua/ua/tariff/heating/>

Deduplication mechanisms:

RAIS+ tool must be used for deduplication at the household level across all modalities of assistance, different humanitarian programs, and partners.

Verification with state programs is recommended, but not always feasible; partners should apply household self-declaration where applicable.

Modality of assistance:

Given the nature of the assistance, the recommended modality is cash directly to people in need. The second possible modality is a voucher through utility companies.

SN201A	SP 1	SP 2	SP 3	SP 4
In-Kind				
Cash	✓	✓	✓	✓
Voucher	✓	✓	✓	✓

Preconditions:

#	Checklist*
1	Is the household reliant on utility-based heating (such as centralized heating, natural gas, or electricity) as its primary or only heating source?
	Is HH unable to pay for their utility bills?
2	Does the area have reasonably consistent power and utilities?
3	Is the household <i>not</i> classified as a non-compliant debtor? **

*Selection requires 'Yes' to answer any of the following questions/statements.
 **Such information can be provided by the utility provider, housing management company, or homeowners association (OSBB).

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHS lost access to their earnings/income	Prioritization
HHS in poverty (particularly in rented accommodation)	Prioritization of this indicator during the needs assessment to avoid secondary displacement
HHS did not receive any help last year.	Prioritization of this indicator during the needs assessment
HHS who have debts on utilities from previous months or year	Prioritization of these affected populations will enable them to apply for GoU's subsidies for energy bills
HHS with low income who don't receive any subsidies*	Prioritization through case management

* Especially households denied assistance due to existing housing and utility debts.

ACTIVITY SN201B: Winter Energy

Activity Description

Provision of firewood, coal, briquettes, pellets, and liquefied gas to vulnerable households for **heating** during the winter season. The type of fuel distributed should align with user preferences (storage capacity, ownership of heating appliances, special needs, etc.). Distribution should ideally take place **before October** (the start of the heating season) to ensure households are prepared for the coldest months. Fuel distributed from March onward could be considered a failure to meet that season's winter energy needs and could be excluded from the Cluster's reporting.

Households receiving assistance must demonstrate access to a functional solid-fuel or liquefied-gas heating appliance and to safe, sufficient storage capacity.

The quantities distributed should cover the household's **minimum needs for the entire winter season and be calculated based on the amount of heat required**, 14,367,096 kcal (14.37 Gcal). This amount of heat does not cover cooking needs.

If logistical reasons prevent distributing the total amount at once (due to available stock from suppliers or household storage capacity), subsequent distributions should be planned, with people informed of the quantity and distribution date to minimize uncertainty. For planning purposes, it is important to consider firewood as the most commonly used energy source by vulnerable households receiving humanitarian assistance.

The Cluster strongly recommends that partners arrange for the direct delivery of solid fuel to beneficiaries' yards or storage rooms (this is vital for briquettes, which are sensitive to moisture). The delivery should include unloading and stacking services.

For collective sites and transit centers that rely on individual boiler rooms or stand-alone heating systems, partners may support the provision of solid fuel to help maintain safe, warm, and dignified indoor conditions during the winter season. The required quantity should be defined through a site-specific technical assessment that considers the type and efficiency of the heating system, the level of building insulation, occupancy, and expected winter demand, in coordination with local authorities and relevant Cluster coordinators.

Additional information regarding winterization activities is available [HERE](#). The SOP contains recommendations for calculating the quantities of specific solid-fuel types for households and social facilities.

Indicators and units

Indicator: # of households supported with winter energy
of people supported with winter energy
of collective sites supported with winter energy

Unit and count of people: 1 Household = **REAL** # of individuals assisted

Reference cost (in-kind modality): *The reference costs could be reviewed in July 2026*

	<u>Reference amount</u> ²⁰	<u>Unit Price</u>	<u>Cost</u>
<i>Firewood</i>	7.51 stacked m ³ / season	\$79.5 / stacked m ³	\$596.3 / season
<i>Briquettes (wood)</i>	3.44 MT/ season	\$214.5 / MT	\$738 / season
<i>Pellets</i>	3.44 MT / season	\$218.5 / MT	\$752 / season
<i>Coal</i>	2.52 MT / season	\$321 / MT	\$808.9 / season
<i>Liquefied gas</i>	483 L / season	\$0.83 / L	\$400.9 / season

Unified cash for solid fuel transfer value is UAH 19,400 (including transportation cost) for one winter season (6 months)

²⁰ The precalculated reference amount of **high-quality** fuel. Details of the calculation of the volume of solid fuel can be found [HERE](#).

Reporting instructions:

Report the REAL # of people assisted.

The distributed quantities must cover the minimum needs for the season. Partial coverage may leave people vulnerable, as they may not be eligible for assistance from other organizations. Partial distributions are only accepted when justified (for example, households that have partially covered their needs independently and receive assistance to fill the gap).

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

Use RAIS+ as a platform for deduplication mechanisms across both in-kind and cash modalities.

Cross-check with SN201A (cash for utilities) to ensure households are not double-assisted. Focus on private houses that use both natural gas and solid-fuel heating appliances.

Modality of assistance:

The preferred modalities of assistance, depending on the context, are listed in the table below. Regardless of modality, the assistance must cover the equivalent of 14.37 Gcal of heating energy.

SN201B	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash	✓	✓	✓	✓
Voucher	✓	✓	✓	✓

Preconditions:

#	Checklist*
1	Is the household reliant on solid fuel as the primary or only heating source?
2	Does the household have a functional heating appliance for solid fuel (traditional stove, heating boiler, “Burzhuika, etc.) or for liquefied gas (heater, convector)?
3	For cash modality: Are appropriate materials available in the local market to allow cash as an optional modality?
4	If briquettes are provided, does the household have a suitable dry storage space for them inside the building?

*Selection requires ‘Yes’ to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs who will be exposed to UXOs due to using nearby forests for collecting fuel	Assistance in-kind
HHs with only solid fuel heaters as the heating source option	Activity starts before the cold season
HHs with low income who don’t receive any subsidies*	Prioritization through case management

*Especially households denied assistance due to existing housing and utility debts.

ACTIVITY SN201C: Winter Heating Appliances

Activity Description

The distribution of winter heating appliances includes solid-fuel stoves and electric or liquefied-gas heaters, along with all necessary accessories for safe operation and installation.

The objective of this activity is to equip households with the essential equipment needed to generate heat and protect themselves against winter weather conditions.

To ensure the intervention's effectiveness, it must be accompanied by an assessment of household fuel and energy needs and an evaluation of each household's capacity to meet them.

Where households are unable to safely install appliances (such as solid fuel stoves or closed-type gas heaters) independently, installation services should be integrated into the intervention. IEC materials should be provided by partners to households on advice for safe installation and to raise awareness of the risk of carbon monoxide poisoning²¹.

Indicators and units

Indicator: # of households supported with winter heating appliances
of people supported with winter heating appliances

Unit and count of people: 1 appliance = 1 Household = **REAL** # of people assisted

Reference cost: \$580 / Household

Reporting instructions: Report the REAL # of individuals assisted.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

To avoid overlaps in assistance, share assistance plans with the Shelter Cluster coordination hubs. Data on assistance should be uploaded to the RAIS+ deduplication tool.

Modality of assistance:

When market conditions and beneficiary profiles allow, cash or voucher distribution is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for those with limited market access (in terms of quantity and quality) for specific items and vulnerable households, due to the technical knowledge required for correct and safe installation.

SN201C	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓		✓
Cash		✓		✓
Voucher		✓		✓

Preconditions:

#	Checklist*
1	For cash modality: Is a functional market available?
2	Can the HH effectively manage the safety of the appliances?
3	Is the dwelling suitable for installing and operating a heating appliance (for a stationary one)?

*Selection requires 'Yes' to answer any of the following questions/statements.

²¹ Winterization Recommendations, Annex "Awareness of Carbon Monoxide Poisoning."

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
Households whose primary/regular heating source (usually natural gas) has been disrupted.	Prioritization of this indicator during the needs assessment
HHs with no technical capacity for installation	Training or assistance to be provided
HHs with disrupted or lost the primary source of heating (gas or electricity)	Provision of the whole kit is advised
Those with low income who don't receive any subsidies*	Prioritization through case management

*Especially those denied assistance due to existing housing and utility debt.

ACTIVITY SN202A: NFI for Winter

Activity Description

NFI for Winter is a seasonal, function-based top-up intended to protect affected people from cold conditions through essential items that improve personal thermal comfort, sleeping conditions, and basic protection against winter exposure. It complements, but does not replace, regular household NFI assistance and remains distinct from winter clothing, heating support, and shelter insulation.

In the current context, assistance under this activity may include bedding, thermal, and other winter-specific items required to address seasonal gaps in displaced and inadequate living conditions (substandard and war-damaged residential buildings). Partners should ensure that the assistance provided effectively addresses the identified winter NFI needs and enables the assisted household or person to maintain safe and dignified living conditions during the cold season.

Under this approach, kits are operational examples rather than the activity itself. Partners should adapt the content, combination, and delivery modality of assistance to the assessed needs, context, season, household composition, living arrangement, and operational environment, recognizing that some households or individuals may require only a limited winter top-up while others may require a more comprehensive package.

The list of items that may fall under this reporting line includes mattresses, sleeping bags, high-thermal blankets, rescue blanket foils, thermos flasks, and portable stoves using dry fuel or candles. Additional information is available [HERE](#).

Indicators and units

Indicator: # of households supported with NFI for winter
of people supported with NFI for winter

Unit and count of people: **REAL** # of people assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost: \$ 156 / individual

Reporting instructions: Assistance under this activity may be reported at the household or individual level only where the winter-specific items²² provided, based on the needs assessment, are sufficient to address the identified gaps and support personal thermal comfort, sleeping conditions, or basic protection against winter exposure for the assisted household or person. The provision of isolated items, or of quantities insufficient to achieve the intended outcome, should not be reported under this activity.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms: To support comprehensive deduplication of winterization NFI coverage, Shelter Cluster partners should utilize RAIS+ to ensure deduplication across both modalities of assistance (cash and in-kind) and among implementing partners operating within the same modality.

Modality of assistance: When market conditions and beneficiary profiles allow, cash or voucher distribution is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for people with limited market access to specific items (quantity and quality).

²² Partners are encouraged to consult with the Shelter/NFI Cluster on proposed NFI compositions at the planning stage.

SN202A	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash		✓	✓	✓
Voucher	✓	✓	✓	✓

Preconditions:

#	Checklist*
1	Has HH lost their equivalent items due to displacement, damage to their homes, or evacuation?
2	For cash modality: Are appropriate NFIs available in the local market to allow cash as an optional modality?
3	For In-kind modality: Does the Household need or prefer in-kind support?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs with no access to a functioning market	Assistance in-kind Activity starts before the cold season
HHs lost their belongings in an emergency evacuation	Rapid distribution in case of emergencies

ACTIVITY SN202B: Winter Clothing

Activity Description

The purpose of the activity is to provide crisis-affected people with seasonally appropriate clothing that supports personal thermal comfort and meaningful protection from cold conditions. In the Ukrainian context, this may include outerwear, footwear, thermal layers, and essential accessories needed for safe, dignified daily functioning during the winter season. Additional information is available [HERE](#). This activity is defined by the individual winter clothing needs it is intended to address, rather than by a single fixed kit composition.

Under this approach, clothing kits are operational examples rather than the activity itself. Partners should adapt the content, combination, and delivery modality of assistance to the assessed needs and context, taking into account size, age, gender, mobility, and health-related needs.

Indicators and units

Indicator: # of households supported with winter clothes
of people supported with winter clothes

Unit and count of people: **REAL** # of people assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost: \$ 170 / individual

Reporting instructions: Assistance under this activity may be reported at the household or individual level only where the winter clothing items provided, based on the needs assessment, are sufficient to address the identified gaps and support adequate thermal comfort and meaningful protection from cold conditions for the assisted household or person. The provision of isolated items, or of quantities insufficient to achieve the intended outcome, should not be reported under this activity.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms: To support the deduplication of coverage for winter clothing, Shelter Cluster partners should use RAIS+ to ensure deduplication across cash and in-kind assistance modalities.

Modality of assistance: When market conditions and beneficiary profiles allow, cash or vouchers are strongly recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for people with limited market access (in quantity and quality) for particular items.

SN202B	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash		✓	✓	✓
Voucher	✓	✓	✓	✓

Preconditions:

#	Checklist*
1	Has an assessment of HH's winter clothing needs been considered? (A blanket approach is generally not advisable)
2	For cash modality: Is appropriate clothing available in the local market to allow cash as an optional modality?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs lost their belongings in an evacuation	Rapid distribution in case of emergencies
HHs did not receive any help last winter	Prioritization of this indicator during the needs assessment
HHs have limited heating sources	Prioritization of this indicator during the needs assessment
HHs have outdoor WASH facilities (e.g, outdoor toilets).	Prioritization of this indicator during the needs assessment

ACTIVITY SN203A: Insulation of Substandard Houses

Activity Description

Interventions under this activity aim to improve the thermal envelope efficiency and overall winter habitability of structurally sound **detached houses** in substandard condition that were not damaged by war-related activities. In the Ukrainian context, this may include ceiling or attic insulation, replacement of old windows and entrance doors with more energy-efficient ones, and, where justified, complementary improvements to internal heating systems. The purpose of the activity is to enable safe, warm, and dignified living conditions during the cold season by improving the dwelling's thermal performance.

This activity responds to the widespread lack of adequate thermal comfort and energy performance in residential housing across Ukraine. Partners should prioritize comprehensive thermal envelope improvements over isolated works limited to a single element, such as attic insulation or window replacement only. Standalone measures may be applied where justified by the technical assessment or operational constraints, but they should not be considered the preferred approach when a broader package of insulation works is possible.

IEC materials should be provided to households to explain the purpose of thermal envelope improvements, good ventilation practices, moisture management, and safe and efficient heating methods. The outcome of this activity is not insulation for its own sake, but improved thermal comfort, reduced exposure to cold, and more dignified living conditions for households living in substandard housing.

Indicators and units

Indicator: # of households supported through the insulation of substandard houses
of people supported through the insulation of substandard houses
of residential units upgraded

Unit and count of people: **REAL** # of people assisted
Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost: \$ 3,320 / HH
The reference cost could be reviewed in July 2026

Reporting instructions: To be counted as assistance to 1 HH, the intervention must significantly improve the building's overall energy efficiency. However, thermal insulation improvements should not be assessed in isolation, since upgrading only selected components may not improve the building's overall efficiency.
Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms: To avoid overlaps in assistance, sharing assistance plans with the Shelter Cluster coordination hubs is mandatory.

Modality of assistance: When market conditions and beneficiary profiles permit, distributing cash or vouchers is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for people with limited market access (in both quantity and quality) for specific items and where skilled labor is unavailable or scarce. The decision to provide cash assistance does not exempt agencies from their responsibility to offer technical support, ensuring the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of money itself.

SN203A	SP 1	SP 2	SP 3	SP 4
In-Kind	✓*	✓		✓
Cash	✓*	✓		✓
Voucher	✓*	✓		✓
Mixed	✓*	✓		✓

*The execution of insulation works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any insulation beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as the term “active hostilities” is defined in Order No. 376). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.

Preconditions:

#	Checklist*
Technical	
1	Is the dwelling in poor condition?***
2	Is the unit non-energy-efficient?
3	Is it feasible to make improvements to the insulation of this property?
Non-technical	
1	For cash modality: Are appropriate materials available in the local market to allow cash as an optional modality?
2	Is support available for those lacking the capacity to install the insulation themselves?
3	In the case of rental properties, is the owner aware of the intervention and willing for it to be carried out?
4	Is the intervention in line with social cohesion aspects (especially with damaged houses in the vicinity)?

*Selection requires ‘Yes’ to answer any of the following questions/statements.

***For the definition, see the guidelines for Building and Thermal envelope [here](#).

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs are displaced to dwellings with substandard insulation in the frontline oblasts	Confirmation of permanent residence from the local authority is required. Families with this confirmation have priority.
HHs with no technical capacity for installation (elderly without support, no adults physically able to install insulation, lack of skills or money for installation)	Training or assistance to be provided for installation

ACTIVITY SN301A: Humanitarian Repairs of Common Spaces in Multi-Apartment Buildings

Activity Description

The activity aims to restore essential functionality and safety of common areas affected by war-related damage. The intervention focuses on repairs necessary to prevent further deterioration and to enable residents to access their apartments under dignified conditions.

This activity is coordinated with managing entities (OSBBs, former ZhEKs, etc.) and local authorities to enable access to government compensation programs, as per [Resolution No. 381](#), which may deny compensation if damage to common spaces is not addressed.

Repairs include restoring roof waterproofing, replacing or repairing common area windows and entrance doors, repairing stairwells and corridors (walls, ceilings, flooring, etc.), and restoring critical internal MEP (mechanical, electrical, and plumbing) systems essential for safe living conditions. All works must meet the minimum quality standards set by the Shelter Cluster, as outlined in the [SOP Humanitarian Repairs of Common Spaces in Multi-Apartment Buildings](#), and ensure accessibility for persons with disabilities. The heavy (structural) repairs of damaged multi-apartment buildings are considered beyond the humanitarian response's scope.

The restoration of housing should prioritize residents' safety. Safety assessments must include inspections of external MEP systems, such as heating, water supply, and sewage, to prevent emergencies after restoration.

Indicators and units

Indicator:

- # of households supported through repairs of common spaces
- # of people supported through repairs of common spaces
- # of multi-apartment buildings repaired
- # of residential units repaired

Unit and count of people:

REAL # of people assisted

If the roof is damaged, partners count all households in the building section under the damaged roof. The same approach is for:

- Windows – all HHs in section(s) with damaged window(s).
- External doors (entrance group) – all HHs in section(s) with damaged doors.
- Staircase platforms (including ceilings, flooring, and walls) – all HHs in section(s) with damaged platforms.
- Internal MEP systems – all HHs in section(s) with damaged MEP system(s) in common spaces.

Partners count only households whose inhabitants are currently in place or plan to return to the apartment for permanent accommodation after repairs. The following households should not be counted: arrested, ownerless, and bank-owned/foreclosed properties.

Reference cost:

The activity reference cost is calculated at the household level based on the number of floors in a multi-apartment building:

USD 3,465 per household for buildings 2-3 floors.

USD 1,000 per household for buildings 4-5 floors.

USD 620 per household for buildings with 6 or more floors. Up to 16 floors (included).

The weighted average is USD 1,540.

Reporting instructions:

The Shelter Cluster considers unique beneficiaries only, excluding the addition of beneficiaries from each intervention. Households benefiting from individual repairs in their apartments should be counted only once.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to register individual assistance on the deduplication platform, “Shelter Information Damage Assessment and Response” (SIDAR). SIDAR allows partners to add a damaged common area, along with damaged apartments, when assessing a new address and marking all damaged elements.

Modality of assistance:

Given the communal nature of the spaces to be repaired, a clear, responsible party must manage the funds for the cash modality. If the situation is not clear, cash assistance is not recommended. In-kind / contractor-driven interventions are recommended in most cases. The decision to provide assistance in cash does not exempt agencies from their responsibility to provide technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of money itself.

SN301A	SP 1	SP 2	SP 3	SP 4
In-Kind	✓*		✓	
Cash	✓*		✓	
Voucher	✓*		✓	
Mixed	✓*		✓	

**The execution of repair works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any repair beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as the term “active hostilities” in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.*

Preconditions:

#	Checklist*
Technical	
1	Are the common spaces damaged by war?
2	There is no 'structural damage' to the shelter elements.
3	Are the building's essential services (electricity, water supply, heat supply, sewerage, etc.) functional or easily repairable for future use?
Non-technical	
1	Are the HHs not eligible for GoU’s Compensation program due to the damaged common spaces?*
2	Is there approval from the property owners and managing entities to proceed with repairs?
3	Are the residents unable to do repairs in the common areas themselves?
4	The multi-apartment building has not received assistance for repairs to common spaces from other sources (e.g., the Fund for the Elimination of the Consequences of Armed Aggression, the VidnovyDIM program , etc.).

**Selection requires ‘Yes’ to answer any of the following questions/statements.*

*** GoU’s compensation program refers to [eVidnovlennia](#) (or eRecovery) program*

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs in multi-apartment buildings with a larger number of damaged units during targeting	Buildings with a higher number of impacted HHs and a realistic scale of the damage to common spaces are generally advised
Multi-apartment buildings with significant numbers of empty or abandoned apartments result in a limited capacity to organize repairs among the residents	Such properties should not be prioritized
HHs living in older apartments in Brick Buildings (vs Reinforced Cast Concrete Buildings)	Old multi-apartment brick buildings are usually more vulnerable to explosions.*

* Please see pages 19-21 of the [Cluster Guidelines Structural Repairs and Reconstruction](#) for understanding the typologies.

ACTIVITY SN301B: Category I Repairs

Activity Description

This activity covers limited-scope humanitarian light and medium repairs to private houses and apartments in multi-apartment buildings affected by category I war-related damage. It aims to restore minimum habitability and prevent further deterioration of living conditions by closing the essential thermal envelope of the dwelling, particularly ahead of and during the winter and off-season periods. The intervention supports safe, dignified, and minimally adequate living conditions and helps households remain in, or return to, their usual place of residence, thereby reducing the risk of forced displacement.

Category I repairs are intended for dwellings that have sustained minor or non-structural damage that can be feasibly and safely repaired. The primary focus is on works required to restore minimum functionality. This activity does not include repair of structural load-bearing elements or interventions in buildings with structural damage or that are totally destroyed.

In line with the principle of complementarity with state initiatives, this activity should target households with documented ownership and whose repair needs remain unmet, including cases where needs were not covered, or were only partially covered, through state compensation mechanisms or previous assistance. Humanitarian repairs are intended to complement, and not replace, government recovery programs, including eVidnovlennia.

Assistance under this activity should be based on a technical assessment and cover all essential humanitarian works needed to restore minimum habitability. Interventions consisting only of the provision of durable construction materials after shelling, without proper assessment, technical support, and deduplication measures, should not be considered humanitarian repairs and should not be reported as such. Depending on context and operational modality, assistance may be delivered through contractor-led works, construction materials, cash, or voucher-based support, in line with applicable technical and accountability requirements.

Humanitarian category I repairs are recommended in locations where the eVidnovlennia program is operational and in areas of potential active hostilities no closer than 20 km to areas of active hostilities. They should not be implemented in temporarily occupied territories.

Detailed guidance is available in the [SOP for Category I Repairs](#).

Humanitarian repair of common spaces in multi-apartment buildings is addressed separately under SN301A activity.

Indicators and units

Indicator:

- # of households supported with light repairs
- # of households supported with medium repairs
- # of people supported with light repairs
- # of people supported with medium repairs
- # of buildings repaired
- # of residential units repaired

Unit and count of people:

REAL # of people assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

Average reference cost (USD/HH):

Detached houses:

Light repairs - 2,120; Medium repairs - 4,925

Apartments in multi-apartment buildings:

Light repairs – 1,360; Medium repairs - 2,325

Reporting instructions:

To consider 1 HH assisted, the following conditions must be met: All the “assessed damage” “within the humanitarian scope” are repaired, **AND** the value of the intervention must be broadly consistent with the minimum Reference Cost for the given type of dwelling, acknowledging that the reference cost represents an average guideline and that

individual cases may vary depending on building configuration and specific repair needs.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to register individual assistance on the deduplication platforms within the cluster (SIDAR) and to share the assistance plans with the Shelter Cluster coordination hubs. The GoU has a [compensation mechanism](#) for homes damaged by the war. Households that have received assistance from Shelter Cluster partners can apply for compensation for damages not covered by humanitarian assistance. Households not eligible for compensation mechanisms should be considered for humanitarian assistance if they meet the necessary requirements.

Modality of assistance:

When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for people with limited market access (in both quantity and quality) to specific items and where skilled labor is unavailable or scarce. Instructions for implementing this activity using cash and vouchers have been incorporated in the [SOP for Category I Repairs](#). **The choice to assist with cash does not exempt agencies from their responsibility to provide technical support to ensure the proper execution of the works.** The outcome of the activity is to provide dignified and safe shelter, not the distribution of cash itself.

SN301B	SP 1	SP 2	SP 3	SP 4
In-Kind	✓*		✓	
Cash	✓*		✓	
Voucher	✓*		✓	
Mixed	✓*		✓	

**The execution of repair works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any repair beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as the term “active hostilities” is defined in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.*

Preconditions:

#	Checklist*
Technical	
1	Is the house/apartment damaged by war?
2	Does the degree of damage correspond to the Shelter Cluster’s guideline on Light and Medium repair? Broken Windows <input type="checkbox"/> Broken Doors <input type="checkbox"/> Minor Roof Damage <input type="checkbox"/>
3	There is no 'structural damage' to the shelter elements.
4	Are the building's essential services (electricity, water supply, heat supply, sewerage, etc.) functional or easily repairable for future use? (mainly for multi-apartment buildings)

#	Checklist*
5	Does the organization conducting the assessment have the capacity to do adequate repairs according to the Shelter Cluster guidelines? (partial repairs are prohibited)
Non-technical	
1	This household does not own an alternative accessible (habitable) dwelling in a government-controlled area.
2	Is there approval from the property owner, Homeowner's association, local municipal services, or private management company (the last three for the multi-apartment buildings) to carry out repairs?
3	Is the intervention in line with social cohesion aspects (especially where there are multiple damaged properties in the vicinity)?**
4	Is the household not registered to receive eVidnovlennia, or was it not eligible to receive eVidnovlennia?
5	Do the residents have the right to remain for a reasonable time (min. 1 year) following repairs?
6	Has the agency checked the address on SIDAR ?

*Selection requires 'Yes' to answer any of the following questions/statements.

** Referring to the "Do no harm!" approach, if needed, seek support from the Protection cluster

Activity-Specific Vulnerabilities:

Common	
Vulnerability Identifier	Recommendation
HHs are not included in GoU's compensation programs* (e.g., rejected due to HLP issues)	Prioritization of this indicator during the needs assessment
Damaged HHs concentrated in one area (e.g., on the same street)	Assistance taking into consideration social cohesion & minimizing social friction
HHs are currently living in their damaged dwelling	The priority is to avoid displacement unless security risks or evacuation have been issued.
Specific to Multi-Apartment Building	
Vulnerability Identifier	Recommendation
HHs living in older apartments in Multi-Apartment Brick Buildings (vs Reinforced Cast Concrete Buildings)	Old multi-apartment brick buildings are usually more vulnerable to explosions**
Specific to Rural Houses	
Vulnerability Identifier	Recommendation
HHs living in houses built with lower-quality materials.	Priority is given to houses constructed with wattle and daub, followed by those made of timber, and finally, those built with burnt bricks.**

* GoU's compensation program refers to [eVidnovlennia](#) (eRecovery program)

** Please see pages 19-21 of the [Cluster Guidelines Structural Repairs and Reconstruction](#) for understanding the typologies.

ACTIVITY SN301C: Category II (Heavy) Repairs

Activity Description

This activity aims to cover the necessary repairs to restore the habitability of **private homes** that have suffered war-related structural damage. Structural damage refers to any type of damage that affects the core integrity of a building or structure. This includes harm to the essential components that support the structure, such as the foundation, beams, columns, load-bearing walls, and other critical elements. Structural damage can compromise a building's stability and safety, rendering it unsafe for occupancy.

Turnkey house repairs are recommended for the most vulnerable individuals and families so they can move into already constructed, finished housing.

Shelter actors are encouraged to cooperate with local authorities and beneficiaries on capital repairs and reconstruction works to ensure proper documentation is in place to prevent the possibility of eviction or loss of property for those residing in the repaired homes. Implementation modalities should explore ways to synergize the shelter response with other response sectors to ensure the conditions for 'permanent stay' are in place. Repairing a house alone cannot guarantee adequate standards if the requisite services are not in place for maintaining one's health, education, and livelihood. Detailed guidance regarding this activity is provided [HERE](#).

Indicators and units

Indicator: # of households supported with heavy repairs
of people supported with heavy repairs
of buildings repaired
of residential units repaired

Unit and count of people:

REAL # of people assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

\$12,000 / HH

Reporting instructions:

To consider 1 HH assisted, the following conditions must be met: All the "assessed damage ... within the humanitarian scope", including structural damage, is repaired, **AND** the value of the intervention must be broadly consistent with the minimum Reference Cost for the given type of dwelling, acknowledging that the reference cost represents an average guideline and that individual cases may vary depending on building configuration and specific repair needs.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to register individual assistance on the existing deduplication platforms within the cluster ([SIDAR](#)) and share the assistance plans with the Shelter Cluster coordination hubs. The GoU has a [compensation mechanism](#) for homes damaged by the war. Households that have received assistance from Shelter Cluster partners can apply for compensation for damages not covered by humanitarian assistance. Households not eligible for compensation mechanisms should be considered for humanitarian assistance if they meet the necessary requirements.

Modality of assistance:

When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for people with limited market access (in quantity and quality) for specific items and where skilled labor is not available or is scarce. The choice to assist with cash does not exempt agencies from their responsibility to provide

technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of money itself.

SN301C	SP 1	SP 2	SP 3	SP 4
In-Kind	✓*		✓	
Cash	✓*		✓	
Voucher	✓*		✓	
Mixed	✓*		✓	

*The execution of repair works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any repair beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as this term is defined in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.

Preconditions:

#	Checklist*
Technical	
1	Is the house damaged by war?
2	Does the degree of damage correspond to the Shelter Cluster’s guideline on Heavy repairs?
3	There is 'structural damage' to the shelter elements.
4	Does the organization conducting the assessment have the capacity to perform adequate repairs in accordance with the Shelter Cluster guidelines for heavy repairs? (partial repairs are prohibited)
Non-technical	
1	This household does not own an alternative accessible (habitable) dwelling in a government-controlled area.
2	Is there permission from the property owner to proceed with repairs?
3	Is the intervention aligned with social cohesion aspects (especially where multiple damaged properties are nearby)?
4	The household has not received assistance for repairs from other sources (including the eVidnovlennia program).
5	Does the resident have the right to remain for a reasonable time (min. 1 year) after repairs are completed?
6	Has the implementing organization checked the address on SIDAR ?

*Selection requires ‘Yes’ to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Common	
Vulnerability Identifier	Recommendation
HHs not included in GoU’s compensation programs* (e.g., rejected due to HLP issues)	Prioritization of this indicator during needs assessment



Common	
Vulnerability Identifier	Recommendation
Damaged HHs concentrated in one area (e.g., on the same street)	Assistance taking into consideration social cohesion & minimizing social friction
HHs are currently living in their damaged dwelling	The priority is to avoid displacement unless security risks or evacuation have been issued.

* GoU's compensation program refers to [eVidnovlennia](#) (or eRecovery program)

ACTIVITY SN301D: IDP House Repairs

Activity Description

This activity supports light repairs and limited rehabilitation of privately owned houses or apartments occupied by internally displaced persons, whether through ownership, loan, lease with a purchase option, free use, or longer-term rental arrangements, where the dwelling has no war-related damage but remains substandard, unsafe, or inadequate for dignified living. The intervention is intended to help IDPs remain in, or relocate to, adequate housing in areas supportive of local integration and return, while also reducing pressure on host communities. Priority should generally be given to small towns and rural areas, where housing may be available but often does not meet minimum living standards.

Assistance under this activity should be based on a technical assessment and focused on the minimum scope of work required to restore the dwelling to safe, functional, and dignified use. Priority should be given to repairs that directly affect habitability, including works needed to ensure safe access and continued use of the house, restore the main non-structural elements that protect the dwelling from weather exposure, re-establish essential basic services and sanitary conditions where these are missing or non-functional, and, where justified, undertake limited non-structural improvements that strengthen usability, thermal performance, accessibility improvements and basic living conditions. Purely cosmetic improvements should not be prioritized unless they are necessary to complete the intervention or are directly linked to safe and dignified use of the dwelling.

In line with a protection-centered and choice-based approach, and where operationally feasible, eligible households may receive support through contractor-led repairs, provision of construction materials for self-managed repairs, or cash for repairs, depending on household capacity, technical feasibility, market conditions, and protection considerations.

Target groups:

- IDPs residing in rural areas or small towns.
- IDPs occupying privately owned houses or apartments through ownership, loan, lease with a purchase option, free use, or longer-term rental arrangements.

Security of tenure requirements:

- Repairs may be undertaken only where the owner provides written consent through a Memorandum of Understanding.
- The owner should agree that the IDP household may remain in the dwelling for at least 12 months after completion of the repairs.
- The property should not be sold within 12 months following completion of the repairs, unless sold to the current occupants with full consent.

Indicators and units

Indicator:	# of households supported with IDP house repairs # of people supported with IDP house repairs # of buildings repaired # of residential units repaired
Unit and count of people:	REAL # of people (IDPs) assisted Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.
Reference cost:	Average reference cost (USD/HH): Detached houses: 4,925 Apartments in multi-apartment buildings: 2,325

Reporting instructions:

To consider 1 HH assisted, the following conditions must be met: the value of the intervention must be broadly consistent with the minimum Reference Cost for the given type of dwelling, acknowledging that the

reference cost represents an average guideline and that individual cases may vary depending on building configuration and specific repair needs.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to share the assistance plans with the Shelter Cluster coordination hubs. Addresses are cross-checked to avoid overlaps with similar programs.

Modality of assistance:

When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide people with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for people with limited market access (in quantity and quality) for specific items and where skilled labor is unavailable or scarce. The choice to assist with cash does not exempt agencies from their responsibility to provide technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of cash itself.

SN301D	SP 1	SP 2	SP 3	SP 4
In-Kind		✓		✓
Cash		✓		✓
Voucher		✓		✓
Mixed		✓		✓

Preconditions:

#	Checklist*
1	Is the damaged property currently occupied by the IDP household as their primary place of residence?
2	Does the IDP household have legal rights to occupy the property (ownership, rental agreement, or official permission)?
3	Is the household unable to return to their place of origin in the foreseeable future due to ongoing insecurity or unsuitable living conditions?
4	Has the household not received assistance for repairs to the same dwelling from other sources (including humanitarian programs)?

*Selection requires 'Yes' to answer any of the following questions/statements.

ACTIVITY SN301E: Humanitarian Repairs of Social Facilities

Activity Description

Humanitarian repairs or refurbishment of war-affected social facilities (such as providing basic social services, schools, medical facilities, etc.) that are government-led, focusing on reducing reliance on humanitarian assistance, promoting the inclusion of IDPs/returnees in public service provision, and enhancing social cohesion. Examples of social facilities include, among others, resilience centers, community centers/multifunctional Hubs, TsNAPs, youth centers, and other government-led facilities that provide social services.

The presence of damage to the facility does not automatically require its repair. A comprehensive assessment should also consider the current context and community development projections to ensure an informed decision. Priority is given to facilities that are expected to remain operational if interventions are undertaken.

The structural repairs to war-damaged social facilities are considered beyond the scope of the humanitarian response.

Eligible repair works under this activity are limited to technically necessary shelter works required to restore the facility to a minimum safe and functional level in line with Shelter Cluster standards. This primarily includes closing the thermal envelope and justified accessibility improvements. The scope of works must be based on a technical assessment and remain proportionate to the identified damage and the minimum intervention required to restore basic functionality. Works falling outside the humanitarian shelter scope, including works not directly linked to the restoration of minimum building functionality, should not be budgeted or reported under this activity.

Shelter and WASH clusters strongly advise partners to implement [WA04](#) and the current Shelter Cluster activity as complementary activities to ensure the facility's functionality.

Partners may provide energy support under this activity when necessary to restore or maintain the minimum safe and functional operation of the social facility. This may include the provision and installation of generators, solar panels, or related basic energy equipment to support critical facility functions during power outages or heating disruptions, provided such support is technically justified, proportionate to the facility's function, and reported under the relevant energy support indicators.

Indicators and units

Indicator:

- # of social facilities supported through the repairs
- # of people supported through the repair of social facilities
- # of social facilities assisted with energy support
- # people benefited from the energy support of social facilities

Unit and count of people:

General: Report # of buildings assisted as the primary output.
Report # of individuals supported based on the real number of current users of the repaired facility, evidenced by official records, and adjusted to the facility's current operational capacity.

Cost-per-individual estimation metric: If the direct count of individuals is unavailable, an estimation can be derived from the amount of money spent on materials/works. Calculate the number of individuals by dividing the USD amount by 450, which represents the cost per individual in HRP for this activity.

Reference cost:

\$450 / Individual

Reporting instructions:

All repairs done to Social Facilities providing should be reported only to the Shelter Cluster, except for [WASH-related activities](#). Social facilities with educational or health functionality should be reported to the Shelter Cluster only if they have been officially referred by the Education or Health Cluster.

Deduplication mechanisms:

To avoid overlaps in assistance, sharing the assistance plans with the Shelter Cluster coordination hubs is mandatory. Referrals from the Health and Education clusters for the relevant facilities are needed.

Modality of assistance:

SN301E	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	
Cash				
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
Technical	
1	Does the intervention aim to revitalize the community's functionality?
2	There is no 'structural damage' to the shelter elements.
3	Are the building's essential services (electricity, water supply, heat supply, sewerage, etc.) functional or easily repairable for future use?
Non-technical	
1	Have the local authorities/community endorsed the activity?
2	Is the intervention in line with social cohesion aspects (especially where multiple damaged properties are in the vicinity)?
3	Have the relevant stakeholders been consulted as to which facility should be prioritized?
4	Will the facility be accessible to the most vulnerable community members?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs near social facilities with no adequate accessibility for people with disability	Sites with good access to public transport should be prioritized.

ACTIVITY SN302A: Refurbishment of Collective Sites

Activity Description

The activity aims to improve living conditions, safety, hygiene, accessibility, and basic functionality for internally displaced persons residing in existing collective sites (CSs). It covers the refurbishment of collective site premises affected by physical deterioration and non-compliance with minimum living conditions, which prevent the site from meeting the minimum standards under [Resolution No. 930](#) on collective site functioning.

Repairs of war-damaged collective sites are also covered by this activity.

Assistance should primarily support existing collective sites that are included in the official government list and the Collective Sites Master List, have a CS-Pcode, and either meet or can realistically meet Resolution No. 930 requirements through refurbishment works. The targeting should consider the site's legal status, ownership type, building type, technical condition, number of residents and their vulnerabilities, access to essential services, markets and livelihood opportunities, safety considerations, and the site's potential for local integration.

Only activities that directly affect the welfare of IDPs may be considered, excluding work on administrative or auxiliary buildings.

Care and maintenance of collective sites includes routine maintenance works aimed at preserving the functionality, safety, and basic condition of the premises and ensuring acceptable living conditions for residents. These are small-scale tasks that can typically be carried out at the site level without full repair works. Such interventions are intended to address day-to-day maintenance needs and prevent the site's physical deterioration. Typical examples include replacing door locks and minor lighting work.

The Cluster recommends using the indicative list of works, as specified in [Order #150](#) under “1.1. Sanitary and technical maintenance, maintenance of internal building utility networks, lighting, and elevators (lifts).”

Refurbishment of collective sites includes works equivalent to current repairs as well as certain non-structural repairs that may be classified as capital repairs under the Ukrainian building code, with the purpose of restoring, upgrading, or bringing collective site living and common areas up to minimum standards (Resolution No. 930). Structural repairs (first of all, of war-damaged collective sites) are not permitted under this activity. That is, works that affect the load-bearing capacity, structural stability, building dimensions, or technical-economic parameters of the building.

The recommended works, among others, include door and window repairs/replacement, roof repairs to ensure a sealed thermal envelope, and accessibility improvements. “Cosmetic” repairs are not considered a priority under this type of activity.

Currently, the Shelter Cluster recommends interventions that aim to bring existing site conditions up to the minimum standard and not create new sleeping places for IDPs.

Accessibility improvements are integral to refurbishment works in collective sites and should support the inclusiveness of buildings and structures. They should enable residents, including persons with disabilities, older persons, and people with reduced mobility, to safely and dignifiedly access and use essential site spaces, where technically feasible. As a minimum, improvements should focus on entrance areas, accessible toilets and showers/bathrooms, and critical internal access routes to sleeping areas, common spaces, sanitary facilities, and essential services. Measures may include ramps, handrails, threshold adjustments, widened doors where feasible, non-slip surfaces, improved lighting, accessible signage, grab bars, and adapted sanitary spaces.

In the event of war-related damage, the non-structural repair of transit centers established to provide immediate assistance and short-term accommodation to IDPs should be prioritized and treated under the same approach as the repair of collective sites.

Indicators and units

Indicator	# of people supported through the refurbishment of Collective Sites
	# of Collective Sites supported through the refurbishment
	# of people supported through the refurbishment of Collective Sites (Care and Maintenance)
	# of Collective Sites supported through the refurbishment (Care and Maintenance)

of people supported through the repair of war-damaged Collective Sites

of war-damaged Collective Sites supported through the repair

Unit and count of people:

of actual people (IDPs) benefited

Reference cost:

\$760²³ per individual for Refurbishment

Note: When calculating the actual cost of works, the maximum number of benefited individuals cannot exceed the official collective site capacity, expressed in available sleeping spaces.

The reference cost includes accessibility improvement interventions where such works are technically feasible and required to ensure safe and dignified use of the collective site by residents. The final detailed costing approach may be further refined through the relevant SOP/TWiG process.

\$330 per individual for Care and Maintenance

Reporting instructions:

Only activities carried out in CS with CS-Pcode can be reported. The **lower** of the following values must be reported: the maximum capacity of the collective site (from the Master List) **OR** the ratio between the value invested in Shelter Cluster concerned activities and the Reference Cost.

All care & maintenance works and accessibility improvements in collective sites should be reported to Shelter/NFI.

Where refurbishment works intersect with WASH facilities, partners should separate costs in the Bill of Quantities. General construction, waterproofing, finishing, flooring, door adjustments, handrails, grab bars, lighting, and accessibility-related works in toilets and showers/bathrooms should be reported under Shelter/NFI. Rehabilitation or installation of WASH systems, water supply, sewage, boiler units, and other WASH-specific components should be reported under the WASH Cluster, in line with the WASH Cluster Indicators Handbook.

Deduplication mechanisms:

To avoid assistance overlaps, the assistance plans must be shared with the Shelter Cluster coordination hubs. Relevant **mapping tools** should be used to identify potential overlaps and gaps in interventions, supporting effective deduplication efforts.

Modality of assistance:

The recommended modality of assistance is in-kind.

SN302A	SP 1	SP 2	SP 3	SP 4
In-Kind	✓	✓	✓	✓
Cash				
Voucher				

Preconditions:

#	Checklist*
Technical	

²³ Including +15% contingency rate seems reasonable for older buildings, where there is a high risk of hidden defects.

#	Checklist*
1	Following the support implementation, will the collective site meet the minimum standards set by Resolution #930?
2	There is no structural damage to the building.
3	Has an accessibility assessment been conducted to identify feasible minimum accessibility improvements, including the entrance area, toilets, showers/bathrooms, and critical internal access routes?
4	Where full accessibility cannot be achieved due to technical, structural, ownership, or budget limitations, has the partner documented the justification and prioritized the most critical feasible measures?
Non-technical	
1	Has the planned intervention been reported to the appropriate Subnational Shelter Cluster as a planned and confirmed activity at the Pcode level?
2	Is the Head of CS aware of the intervention?
3	Is the CS located in an area with reasonable access to livelihood opportunities?

*Selection requires 'Yes' to answer any of the following questions/statements.

** Please see the document ["All interlinked activities with Shelter cluster activities."](#)

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
Collective sites are in areas without access to essential social services facilities (schools, health facilities, transport, etc.).	Consultation with the Protection Cluster

ACTIVITY SN303A: Rental Support

Activity Description

This activity aims to support households affected by the war by providing grants to help pay rent and utilities for their dwelling, move from collective sites (CS), or find better accommodation. The activity requires a thorough process of identifying people in need and locating houses and owners that meet the minimum requirements. It is not solely a cash provision activity; sustainability beyond the project's duration is sought. Detailed guidance regarding this activity is provided in the [Rental Assistance Recommendations and Guidelines for Ukraine](#).

In January 2025, the Government of Ukraine introduced a new support tool for IDPs – a rental subsidy ([Resolution No. 1225](#)).

Indicators and units

Indicator: # of households benefited from Rental Support
of people supported with Rental Support

Unit and count of people: **REAL** # of people assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed. 1 household can be counted only once per year, even if the assistance period exceeds the recommended six-month period.

Reference cost:

\$2,300 / HH for a 6-month period

The reference cost is taken as the average cost of renting a two-room apartment, including utilities and a start-up grant.

More detailed information on the intervention's cost is available in the [guidelines](#), taking into account the intervention area and family size.

Reporting instructions:

The cash provision alone is not sufficient to consider the objective of the activity achieved. Individuals may receive the first payment (including the start-up grant) and not leave collective sites or move to a rented house, but cannot secure their stay. In these cases, the project may be considered a failure. There can be many reasons behind these failures, so strict monitoring is necessary. To minimize drop-off cases and make agencies accountable for the success of the project, the reporting must be done as follows:

Upon confirmation that the HH has moved into the accommodation and confirmed living for at least 6 months in the rented accommodation.

Deduplication mechanisms:

To avoid overlaps in assistance, share assistance plans with the Shelter Cluster coordination hubs. Once Shelter Cluster introduces an "individual deduplication tool," partners should be ready to use it.

Modality of assistance:

Given the nature of the assistance, the recommended modality is cash. Recommendations on disbursing in installments to increase the project's success rate are outlined in the [guidelines](#).

SN303A	SP 1	SP 2	SP 3	SP 4
In-Kind				
Cash		✓	✓	✓
Voucher		✓	✓	✓

Preconditions:

#	Checklist*
Beneficiary	
1	Are individuals currently unable to secure accommodation due to financial barriers?
2	Does the HH have the capacity to find livelihood activity (work) in the area?
Landlord	
1	Does the house or apartment meet the minimum common living standards set out in the Rental Assistance Recommendations and Guidelines for Ukraine?
2	Does the owner have the proper documentation for the rental unit (HLP)**
Common	
1	Is the accommodation accessible, considering the HH's specific needs, including proximity to essential services and facilities?

* Selection requires 'Yes' to answer any of the following questions/statements

Rental support is not suitable if the household is unlikely to be able to continue paying rent beyond the support period. Please also read the [Rental Assistance Recommendations and Guidelines for Ukraine](#).

** Please see the due diligence checklist section in the [Rental Assistance Recommendations and Guidelines for Ukraine](#).

Activity-Specific Vulnerabilities:

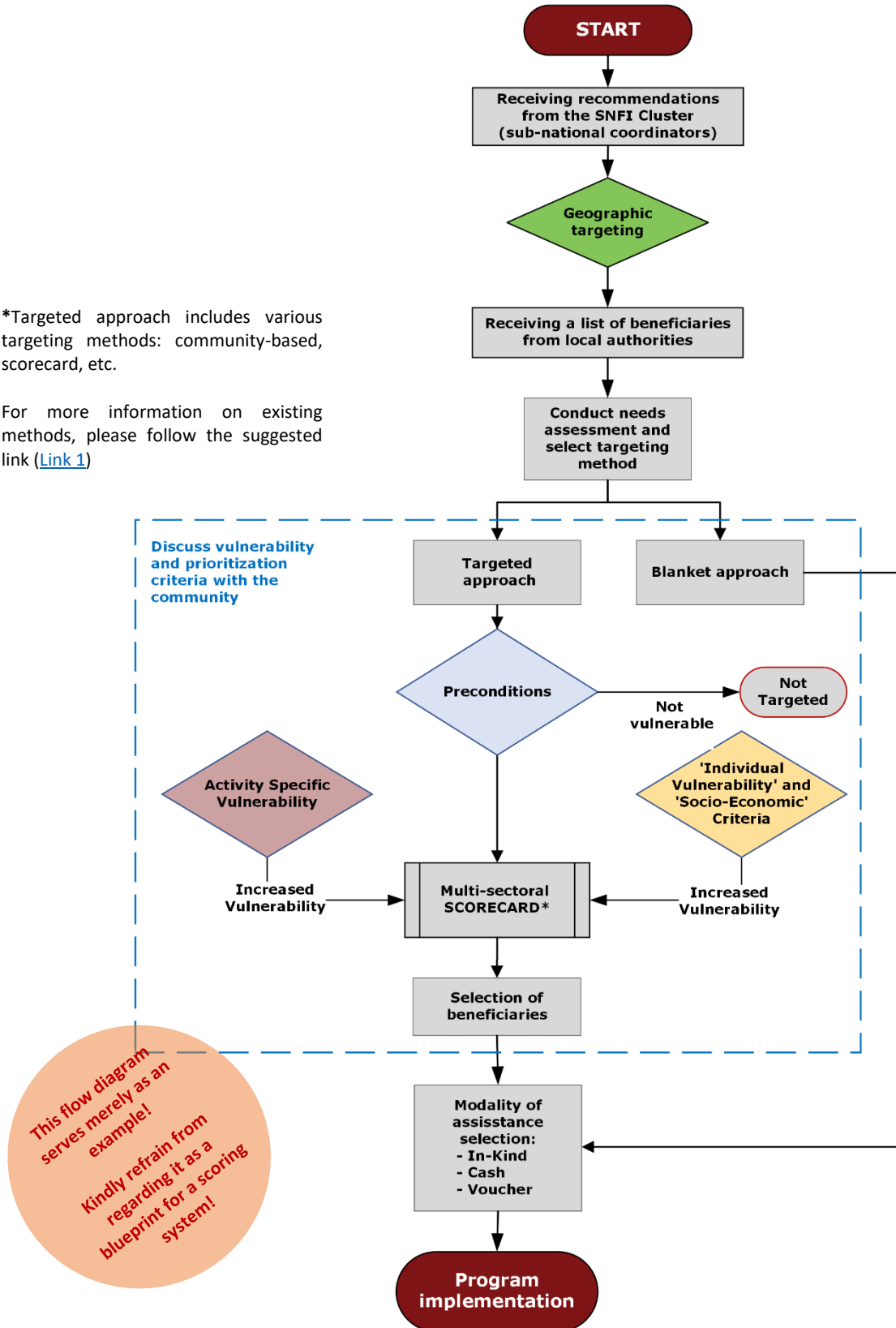
Vulnerability Identifier	Recommendation
HHs that can sustain the rent or find another alternative at the end of the rental period	Priority is given to such households. A combination of livelihood programs with this activity is strongly recommended.
HHs do not have a formal rental agreement	Verifying property ownership of the dwelling rented by the partners is crucial to protecting participants
HHs that are at imminent risk of eviction	Prioritization of this indicator during the needs assessment
Non-displaced HHs during the repair period of their home	Prioritization of this indicator during the needs assessment
HHs have not received any other rental support	Prioritization of this indicator during the needs assessment

7. Annexes

Annex A - An Example of Shelter/NFI Targeting Decision Tree

*Targeted approach includes various targeting methods: community-based, scorecard, etc.

For more information on existing methods, please follow the suggested link ([Link 1](#))



Annex B - An Example of the Questionnaire (for Shelter Support Non-technical Assistance Stage)

Precondition: This criterion must be met before proceeding with this checklist		Yes/No ²⁴	
1	This household does not own an alternative accessible (habitable) dwelling in a government-controlled area.		
2	Is the intervention in line with social cohesion aspects (especially where multiple damaged properties are in the vicinity)?		
3	The household has not received assistance for repairs from other sources.		
4	Has the implementing organization checked the address on SIDAR ?		
Vulnerability criteria for priority assistance			
A	Individual Vulnerability and Socio-Economic Criteria	Points²⁵	Score
1	Single-headed households and/or women who are the main caregivers for the family		
2	People with disabilities ²⁶		
3	Older persons (60+)		
4	Families with three or more children (under 18 or 23 years if they are studying)		
5	Pregnant women and families with children under three years old		
6	Foster families		
7	Members of minority groups (Roma community, stateless persons, persons with undetermined nationality, LGBTIQ+ persons, Crimean Tatars, etc.)		
8	People who are unable to meet basic needs and achieve a minimum standard of living ²⁷		
9	Persons with chronic illness and serious medical conditions (including mental health issues)		
10	Unemployed people who lost their jobs due to the war (including the disruption of economic ties) or cannot access them.		
11	Any other case that does not fit in the above list and appears to have special needs (use Protection Cluster Guidelines)		
Total A			
B	Activity Specific Vulnerability	Points	Score
1	HHs that currently living in their damaged dwelling		
2	Damaged HHs concentrated in one area (e.g., on the same street)		
3	Any other case that does not fit the above list and appears to have special needs		
Total B			
Total (A+B)			

This table serves merely as an example!
Kindly refrain from regarding it as a blueprint for a scorecard!

²⁴ If the answer to the following statements is 'Yes,' apply the allocated score. If the answer is 'No,' the overall score is 0.

²⁵ It is recommended to have a range between 0-5 for each identifier.

²⁶ Including an adult or child physically or mentally impaired by illness, infection, or injury, which impacts daily life and restricts independent movement. In particular, please follow the [Washington Group guidelines](#) for identifying persons with disabilities if the certificate has not been provided.

²⁷ It has been recommended that expenditure (consumption) be used as an indicator of poverty rather than income data

Annex C – Operational Guidelines on Scoring Vulnerabilities

Each response to each question in the scorecard is assigned a score. The value, or weight, of each score is determined by the level of vulnerability the indicator represents (e.g., a response indicating no or limited vulnerability may score 0; a response indicating some vulnerability scores 1; a response indicating high vulnerability may score 5). Those indicators considered to be most critical should be assigned relatively higher scores. Assigning high scores to indicators that are not strong determinants of vulnerability will increase the weighting of these responses and skew the findings.

Scoring/weighting of responses within an indicator

In cases where a question has multiple possible answers, each response must be assigned a score, and there are various ways in which this can be done:

- Each response can be considered to be on a scale of increasing vulnerability and allocated a different score (i.e., 0, 1, 2, 3, etc.). For example, a question on the number of household income sources is needed. When assigning scores in this way, it's essential to keep in mind the relative range of high scores from other indicators. Assigning increasingly high scores to responses within an indicator can risk increasing their weighting and skewing the findings.
- Several responses may be given the same score to define clear tiers in vulnerability. For example, in the case of a question about accommodation type, a rented apartment or an own house may both score 1; an unfinished building, a communal shelter, or living with a host family may score 3, while living in a tent scores 5.

Explain the targeting mechanism to the target communities

Ensuring community participation in verifying the final scorecard may be difficult, as agencies will not want to risk biasing responses during the survey. Nevertheless, communities have a right to understand the process, and their engagement here can also provide feedback to validate the indicators being used.

- As a minimum, program teams should explain:
 - Program objectives.
 - The broad criteria on which eligibility is based.
 - The process of calculating a 'total vulnerability score for each household.'
 - That the scores will be compared to a threshold.
- Activities can include:
 - Meeting with individuals/organizations representing the affected communities, including local authorities.
 - Hosting community meetings in municipal buildings.
 - Dissemination of information through social media forums and literature within services accessed by the population.

Set the threshold score

Once data collection is completed and all surveys are uploaded, the program manager/staff member responsible for managing data in Kobo/equivalent can log in to the database and generate a household index, which ranks all households surveyed in a low-to-high vulnerability continuum according to their cumulative score. All relevant program managers should now be involved in the analysis to identify the caseload of eligible households.

A household's eligibility is determined by the household score relative to a threshold score. All households with scores over this threshold are considered eligible for assistance. The setting of the threshold score, however, is essentially arbitrary, so defining the eligible population will need to be done in stages:

1. The team proposes a threshold score based on some agreed parameters. For example, this might be based on the average score for the sample as a whole. Or it could be based on a relatively high, medium, or low score for each question on the scorecard. This will consider what the team knows about the levels of vulnerability in the population, based on assessments and observations from the targeting team, and on the project budget (what proportion of surveyed households can the organization realistically support).
2. Based on this score, the household index can then be analyzed to see the numbers/proportions of included and excluded households.
3. If a large proportion of the surveyed households are excluded from assistance with this threshold or if many households are clustered around the line, the team can increase the threshold to increase the number/proportion of households that can be assisted, in line with project resources.

8. Revision History

Version	Status	Date	Description	Comments
1.0	Published	02.06.2026	Endorsed by SC SAG	



UKRAINE SHELTER CLUSTER

Coordinating Humanitarian Shelter and Settlements

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