



## Sub-National Shelter Cluster Northern Donetsk

### Winterisation Meeting | Severodonetsk

23<sup>rd</sup> June 2016

11:00-15:00

UN Common Premises Severodonetsk

#### Minutes of the meeting

**Present:** Sub-national Shelter Cluster, Adventist Development and Relief Agency (ADRA), International Organization for Migration (IOM), Norwegian Refugee Council (NRC), Mercy Corps (MC), Terre des Hommes (TDH), Office for the Coordination of Humanitarian Affairs (OCHA)

#### Action Points:

Action Points	Status
Sub-national Cluster to share Power Point and Last year (2015-2016) winterization guidelines	With minutes
Sub-national Cluster to create link on dropbox where partners can share PDMs from last year's programming	Link for upload documents: <a href="https://www.dropbox.com/request/kW3uCP3khNDLn49tITE">https://www.dropbox.com/request/kW3uCP3khNDLn49tITE</a>  Links to access folder: <a href="https://www.dropbox.com/sh/ndsuofq4fq1sqcr/AAC3lMaQwQ_hwbIO87_f0GPwa?dl=0">https://www.dropbox.com/sh/ndsuofq4fq1sqcr/AAC3lMaQwQ_hwbIO87_f0GPwa?dl=0</a>
Beneficiary Targeting: <ul style="list-style-type: none"> <li>Social institution database to be circulated</li> <li>Explore what is the coverage of LEO (electricity company in NGCA) households and which villages and households are impacted</li> </ul>	With minutes  OCHA before next meeting in Severodonetsk
Sub-national Coordinator to meet with Luhansk GCA to find complementarities for collaboration on winterization	Before next meeting in Severodonetsk
Discussion on final contents of winterization kit will continue and be discussed at next TWIG after getting input from other partners	Ongoing
Beneficiary Sensitization to be mainstreamed at relevant points of 2016-2017 winterization recommendations	Ongoing
Discuss with wider stakeholders alternatives to fuel	Ongoing



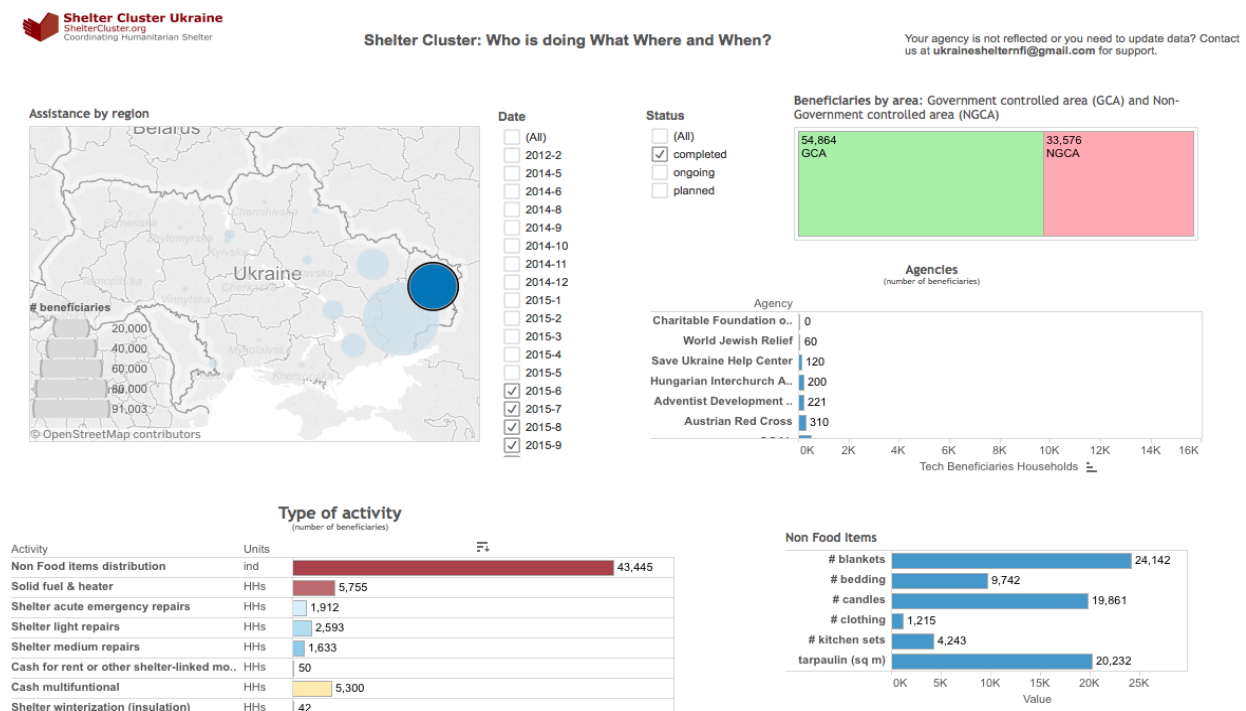
Discuss the idea of common procurement with greater number of stakeholders	31 <sup>st</sup> June Meeting in Kramatorsk
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## 1. Introduction of first Winterization TWIG

- Meeting times were starting earlier than last year as requested by partners to mitigate some of the challenges that had been encountered with procurement times last year and the need to optimize timely delivery of emergency life-saving materials before October
- **Objectives** of the meeting were presented to participants:
  - Determining priorities and targeting criteria
  - Updating winterization guidelines for 2016-2017 period
  - Establishing modalities of coordination for winterization 2016-2017
- A quick recap of the challenges of **Ukraine's winter context** was done for participants as a reminder of the timing of aid delivery
  - The annual average temperature of Ukraine is estimated to be 9 degrees Celsius
  - For a 6-month period between October and April, the temperature is 10 degrees Celsius or below
  - Central heating systems across Ukraine usually operate between 15<sup>th</sup> of October-15<sup>th</sup> of April
  - Precipitation and the need for water proof materials is necessary
  - Late cold snaps experienced last year despite the milder winter was a reminder of the need for having adequate stock available to cover needs even late into the season.

## 2. Lessons learned from 2015/2016 winterization

Sub-national Cluster Coordinator presented an overview of activities done in Luhansk GCA during the winterization period from mid-2015- March 2016 using the Shelter Cluster's 5w system. Last year's activities covered distribution of basic NFIs (blankets, bedding, candles, clothing, tarpaulin, and other items) and solid fuel and heaters, winterization repairs, and winterization cash:





- The idea of general sharing of Post Distribution Monitoring was proposed. As an example, UNHCR’s Post Distribution Monitoring report was displayed by projector, in order to show how the information could be used in learning from last year’s program implementation, beneficiary selection, and targeting criteria.
- Partners were encouraged to share any reports that they might have available from the 2015-2016 period.
- Partners proposed to create a shareable link on dropbox. The sub-national coordinator agreed that this would be a good format for sharing.

What	Action Point
Sharing of Post Distribution Monitoring from Winterization 2015-2016	Sub-national Coordinator to share link on Dropbox where PDMs could be easily shared with Winterization stakeholders

**Sharing of Lessons Learned Discussion**

**IOM:**

IOM had finished some early distributions of winterization items. IOM could share raw data – Feedback on winterization kits which included regular blankets and heated water bottles. Without having complete data, IOM had noticed a trend that the heated water bottle was found to be not a useful item for distribution.

Shelter: IOM reported that some beneficiaries from their cash for rent programming had used the cash for making upgrades to their houses and could be considered as programming for winter but this activity has just concluded.

IOM could only anticipate slight change in locations and quantities for 2016-2017 planning.

IOM had questions on prices found in 2015-2016 winterization guidelines, and Sub-national coordinator clarified that this was to be discussed amongst partners as prices may vary from last year. (since finished before implementation of winterization activities, there may be alterations)

**Mercy Corps:**

Last year, Mercy Corps had implemented a cash for NFI program for winterization, so that vulnerable people could cover their most urgent needs. They paid \$100 per household.

Procurement of charcoal last year was very unsuccessful locally. Mercy Corps is interested in common procurement, because of this challenge.

PDM is being produced on the cash programming.

The question was posed on outcome of stove distribution, though partners present in the meeting did not have much feedback on this.

**NRC:**

Fuel and NFI winterization kits were delivered last year. 2 tonnes of coal and 2 cubic metres of wood. PDM was done.

NRC tried to change their fuel, coal, and wood delivery to fuel briquettes (oak wood). NRC procured 1000 tonnes of briquettes and sent to 3 villages: Novotoshkovskoe, Victorovka, and Zolote 4 in order to get beneficiary feedback. After 10 days, NRC did a PDM on this pilot distribution. Challenges with these briquettes were identified as:

- Quick burnt rate- which would require 7.5 tonnes per household over 4 months
- Storage to prevent dampening



NRC decided to return to coal and wood distribution. Amount was determined by last year and some items that remained in stock from 2015-2016 period.

Winterization/NFI kits: NRC's feedback to thermal electric blankets was that elderly were not properly using the thermal blankets and there was not so much demand for the blankets. Partners also shared the difficulty of cleaning these electric blankets.

Beneficiaries were also requesting trolleys to better transport some of these goods.

Because of these lessons learned, NRC had determined to include the following items in their 2016-2017 winterization kits: bed linen, trolley, towels, thermos bottles, water heated coil, toothpaste, and soap, and plastic bags. Though final consensus for all partners on what should be in this winterization kit was not agreed yet by all partners.

NRC explained that they are planning to target 1400 households in the following places with their current funding: Kalinovo-Popasnaya, Viskriva, Victorovka, Sizoe, Bolotennoe, Zolote 4, Krymskoe, Novotoshokovskoe, Stariy Aydar, and Zolote 3.

**TDH:**

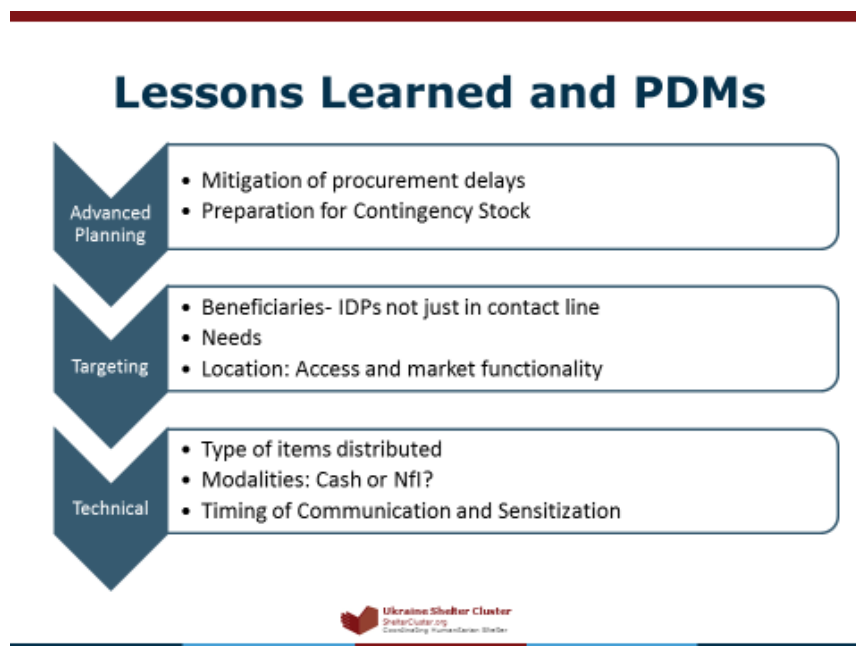
Last year, TDH had implemented NFI distribution and winterization cash programming. NFIs distributed included clothing, heaters, blankets, pillows: Children clothing distribution went well, while adults had more complaints about the size and color of clothes. TDH is planning only on winterization cash for the 2016-2017 period, and is still finalizing beneficiary selection. They are considering two types of beneficiary targeting unaccompanied children and front line/buffer zone.

**ADRA:**

Cash for winterization. The German funded project of ADRA will cover installation of heating systems under heavy repairs during 2016-2017: Partners were reminded of pricing for heating repairs in Structural repairs guidelines.

ADRA's projects: are light, medium, and heavy repairs in Lisichansk, Shastiya, Popasna, and Zolote (not determined which area of Zolote yet).

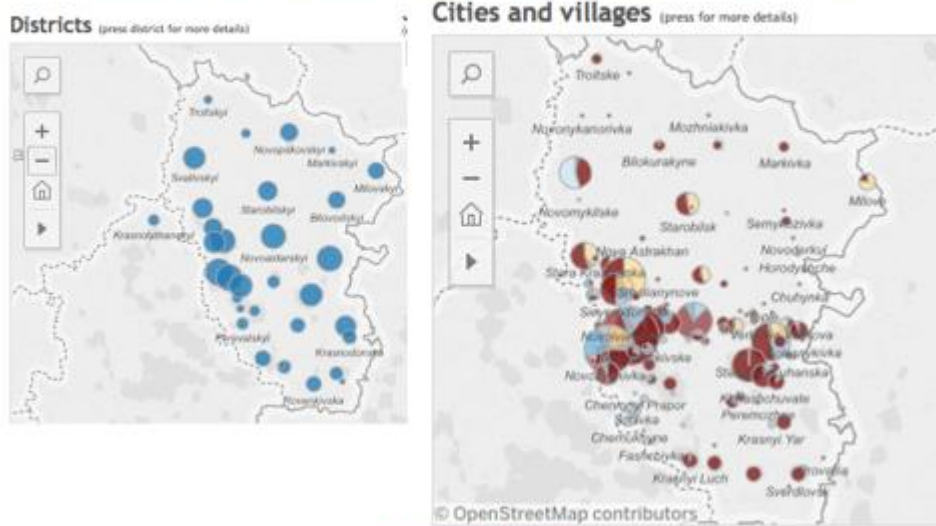
Sub-national Cluster did a quick recap of the main lessons learned from 2015-2016:





3. **Targeting**- Two forms of targeting were presented: **beneficiary type** and **geographical coverage**:

## Geographical Coverage of '15-'16



### Geographical Targeting:

Partners discussed how IDPs in communities 2 or 3 hours away from the contact line were likely to have the most uncovered needs despite the overt emphasis on contact line needs highlighted in HRP and by donors. Ensuring robust targeting of the needs will also need to include this vulnerable and often over-looped population. Partners shared their feedback on geographical coverage:

#### **IOM:**

IOM is still not sure of geographic coverage because it also depends on the humanitarian access question. They have a larger hygiene component that would also include some winterization items.

#### **OCHA:**

OCHA shared that they have traveled to remote areas of Luhansk GCA and noticed that IDPs who had relocated because of fear of conflict and need for shelter were struggling the most without easy access to employment and flowing markets.

#### **Mercy Corps:**

Mercy Corps planned to make their winterization coverage consistent with their shelter activities consistent with consultation with other partners. It was asked whether they plan to work in Donetsk's Mirovskiy, and Mercy Corps said they would consider after consulting with various actors and the local authorities there to determine the needs and whether they could implement activities.

Mercy Corps announced that given recent security developments that they would be ending all activities in NGCA. Mercy Corps had already been in contact with People in Need to discuss taking over Shelter projects, and for the winterization they could discuss with other partners. ICRC was not in attendance, and PIN is now the only accredited actor. IOM is still uncertain of what could be their presence for this year.



**Beneficiary Targeting:**

**Last year’s beneficiary criteria for winterization 2015-2016:**

- IDPs
- Non displaced conflict affected population
- Persons with disabilities
- Elderly persons
- Persons with chronic illness
- Large families
- Very low or no income.

Some partners suggested to expand criteria to single headed households, lactating women, and school aged children. The question was also raised as to how to better assist those residing in social institutions, as this would target larger amount of beneficiaries at one time than the more isolated cases of private households:

- Sub-national Shelter Cluster mentioned that the idea of an assessment of Social Institutions was posed to the Age and Disability Working Group.
- TDH mentioned that there are several social institutions for children. There should be also households for elderly.
- Either way, Shelter Cluster has a database of social institutions and could be shared with partners if they wanted to consider this as part of their beneficiary targeting.

OCHA mentioned an electricity company called LEO which is registered in NGCA which also provides electricity to some communities and households found in GCA areas, so these would also constitute winterization beneficiaries. Without payments, LEO has started cutting off electricity to households. This is also effecting these social institutions especially for lighting and heating in the winter. OCHA could look into the matter to see what the coverage of LEO is and how many residents this could be impacting.

In response, participants briefly discussed utilities and how they could be impacted by these electrical cuts. Participants discussed how they had heard of possible price hikes in the area of gas and electricity, which was a concern that was also being raised by private household residents.

<b>What</b>	<b>Action Point</b>
Consider inclusion of social institutions in winterization beneficiary targeting	Sub-national cluster to share social institution database for partners, so they could assess possibility of needed winterization programming
OCHA to look into households/communities affected by cut off from payments from LEO	To share available information with the Cluster for referral to Shelter/NFI partners

**4. Modalities of Implementation**

**Environmental Impact of Use of Coal**

Coal seemed to still be a favored choice of participants, because of the following reasons:

- Practicality and longer-lasting
- Economically efficient
- Storage challenges
- Beneficiary facility/familiarity of the products- Stoves found in most beneficiary households are older and not feasible for briquettes
- Lack of alternative forms of energy



The question was posed on how partners could explain this when being asked by donors to show how their programming was environmentally friendly. Donors are increasingly making an appeal for demonstrating that interventions are environmentally friendly. Coal may be the most practical option, but how should partners explain this in their proposals to donors. Partners were suggesting that through the cluster they could find a common position for explaining why coal is the preferred choice for procurement. Sub-national Coordinator suggested that agencies through their earlier pilot PDMs could provide statistical evidence as to why the preferred fuel for heating systems. Fuel and wood are not considered having the best environmental impact. Discussion highlighted the benefits and ease of delivery:

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What	Action Point
How to justify environmental impact of coal usage	Partners to share PDMs in order to measure impact of alternative fuel usages which could form common messaging to address aforementioned challenges

### **Cash and Complementary Market interventions**

Partners were reminded of the important complementarity between cash and shelter. The question already having been raised at the last sub-national shelter cluster meeting in Severodonetsk, partners were reminded that the cluster can provide technical feedback especially at the PDM phase of multi-purpose cash interventions. Sub-national coordinator clarified that winterization cash, monetized shelter solutions, cash for rent, and other shelter/NFI cash related activities would be under Shelter Cluster reporting. Sub-national Coordinator would continue to ensure greater coordination on this point, especially as other partners planning Luhansk GCA partners more fully developed their implementations.

An idea was proposed by Mercy Corps to stimulate a fuel market and demand for more environmentally friendly forms of heating. Partners had noticed some available market infrastructure in Stantsia Luhanska and Shastia, where perhaps markets could store these environmentally friendly briquettes while at the same time stimulating demand. This could be one way in which the storage questions are addressed while also serving a secondary purpose of facilitating the rebuilding of livelihoods. Mercy Corps had suggested that they were considering this option and it may be an activity that could be complimentary to winterization planning, especially as people are looking to rebuild their lives and have access to employment options. A supply chain analysis could be relevant for this type of question and had been proposed to Donetsk Regional Administration as one way which cluster partners could provide information to authorities to support these types of interventions.

### **Utilities Discussion**

The winterization guidelines would have to be updated with this year's prices. A point that has already been discussed in sub-national cluster was to know in which way regional budgets and plans put in place by regional authorities could assist conflict-affected and IDP populations in affording some of these arduous utilities. Sub-national Coordinator suggested stronger inclusion of Luhansk Regional Administration in winterization activities to see how partners could compliment any government plans through winterization programming in this regard.

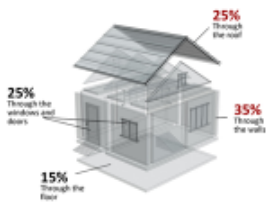
What	Action Point
Greater participation of Luhansk GCA authorities	Sub-national cluster to continue to liaise with Luhansk Deputy Governor for Humanitarian Affairs for greater cooperation on winterization and how provision on utilities subsidies can be complimented by winterization activities



**Winterization Activities**

For Shelter repairs, Sub-national Coordinator presented some diagrams on fuel and heating at household level from last year’s winterization guidelines and from the Shelter Cluster’s Guidelines on Structural Repairs to discuss common practices for sealing off openings to the house to guarantee warmth. Partners were informed that for ease of reporting, repairs to households could be recorded on the damage database.

**Heating Households**

Diagram	Element	Heat loss	Recommendation
<p>Diagram only for individual house. Heat loss could significantly change according design premises (multi-storey etc.)</p> 	Windows & opening [priority]	25-35%	Previously detailed
	Draft [priority]	15-25%	Insulation foam or tape
	Roof [optional]	25-35%	If existing draft, glass or rock wool panels on ceiling.
	Floor [optional]	10-20%	If ground floor or without wooden/linoleum cladding, matt or carpet like material could improve.
	Wall (external)	10 - 20%	Usually too expensive for humanitarian intervention



**Fuel & heating**

**Insulation**

**Structural repair**

Estimated cost if applicable: up to 315 USD

Construction/reconstruction  
Estimated cost if applicable:  
up to 520 USD



**Heating System**

Each house should be assessed for most appropriate heating type:

1. Communal heating system
2. Electrical heater
3. Coal stove
4. Briquette/pellet

Estimated cost if applicable:  
up to 240 USD

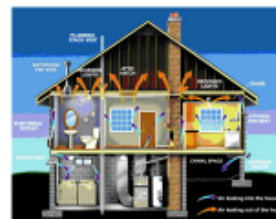


Figure 33 Classic air leak affecting insulation performance



**Beneficiary Sensitization and One Warm Room:**

Partners held a discussion on how to address emergency repairs for newly damaged houses from shelling:

Sub-national Coordinator emphasized the importance of the concept of “one warm room” sealing off at least one area of the house, so that a family can be protected from the elements despite damage to other parts of the house, especially as structural repairs are not an option. There are some concerns that beneficiaries will be spending their third winter in partially destroyed households, which is compounding their vulnerability



during the winter months. In the longer term, there are risks of foundational weakness to these houses despite earlier repairs that have been done to create this warm enclosed space.

A point was also raised that when sealing off areas of houses, beneficiaries may have to be reminded of the importance of proper ventilation to facilitate fresh air and prevent risks of penetration of carbon monoxide.

Some target houses have had decorative chimneys for years, and in order to warm themselves in the presence of damaged stoves and lack of heating, may turn to use these chimneys as a source of heat. Because of lack of regular use in these cases, these chimneys may not have been cleaned. Beneficiaries may not be aware that a chimney should be cleaned at least once a year if they are using charcoal or wood, so some recommendations on beneficiary sensitization should be included in the winterization guidelines. Partners suggested that chimney maintenance could be a cash for work activity.

What	Action Point
Sensitization of Beneficiaries	Sub-national cluster to integrate relevant recommendations to enhance beneficiary sensitization to ventilation, chimney cleaning

### Pricing

On the excerpts for structural guidelines, Sub-national Coordinator was asked whether prices were including labour. To further clarify on feedback provided in the meeting, the prices were including labour but excluding VAT and special services for larger contracts.

Prices from last year’s winterization for heating types were presented, and partners had preliminary feedback on some of the changes. NRC, for example said that they were able to find a cheaper supplier for wood than what they had last year.

Partners agreed that final contents of winterization kits could be decided at next winterization meeting when they are at more advanced stage of planning.

Partners would also review final number of households they were targeting.

Partners agreed to exchange information to create comprehensive supplier mapping through exchange of basic BoQs.

## **5. Tools for Coordination**

### **Winterization Matrix**

In addition to the continuance of the Sub-national referral system, the draft winterization matrix was presented to partners for their feedback. Sub-national Coordinator explained how in addition to this matrix, the cluster could support tools for visual representation such as the interactive 5W and the Luhansk shelter coordination map circulated a couple of weeks ago.

Damage database would be kept as a separate source this year for winterization, while pure winterization activities would be recorded on this matrix.

It was suggested that partners could include number of households for ease of reporting and to serve the purpose of coordination, though some agencies for their projects wanted to make sure they could count the number of vulnerable individuals.

Sub-national Cluster Coordinator explained that the database would have clickable lists for ease of representation especially when labeling the geographic areas of winterization interventions.

IOM queried if it was necessary to have Administration 4 levels and if they were able to only record at Administration 2 levels. Sub-national Coordinator suggested that if plans were not known up to the administration 4 level, then it would be possible to indicate the Administration 2 level, while indicating in a comment column, that the administration 4 data would be forthcoming. However, it was reiterated that the



coordination at administration 4 level would continue to facilitate coordination on the implementation of winterization.

## **6. AOB**

**Request on what is defined as close to the contact line:** In terms of geographical coverage, partners requested greater clarity as what was the geographic delineation of the contact line/grey zone/buffer zone. It was replied that this was a discussion with OCHA at national level. Shelter Cluster, however, would represent common humanitarian understanding of geographic points.

**Common procurement for items that all partners would need in bulk:** It was proposed to create a common procurement pipeline especially for procurement of larger quantities of items that are common to all winterization items such as coal. This was not fully endorsed by all partners, though it was agreed that this idea could be considered depending on what type of product (especially for those products like coal where larger quantities are necessary). This was thought to be appealing because of how markets work in order to ensure timely delivery. It was proposed to further discuss this issue with UNHCR and Caritas.

## **7. Ways Ahead**

The next meeting on winterization will be held on the 31<sup>st</sup> of June in Kramatorsk. The results of this meeting would be shared to facilitate a continued discussion between all stakeholders for winterization.

The idea of having a Skype format for partners was also proposed.

The next meeting in Severodonetsk will be held within a month, and partners will decide over email, selecting from available options for dates.

## **8. Attachments**

**Attachment 1-** 2015-2016 Winterization Recommendations

**Attachment 2-** Power Point Presentation for First TWIG meeting

**Attachment 3-** List of social institutions