



WINTER RESPONSE PLAN

UKRAINE

OCTOBER 2024 - MARCH 2025

ISSUED JULY 2024

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PHOTO ON THE COVER

Nataliia, a local woman and mother of two from a village in the Chernihivska Oblast in the north of Ukraine, is warming up her house with firewood delivered by NGO ZOA. The project, supported by the Ukraine Humanitarian Fund, aims to help war-affected people during the cold season.
Photo: ©ZOA/Nataliia Bohdan

Key Figures

PEOPLE TARGETED* (WINTER ACTIVITIES)	REQUIREMENTS (US\$)	CLUSTERS	ACTIVITIES
1.8M	\$492.1M	5	18

* Inter-cluster target was calculated based on the data provided by Camp Coordination and Camp Management (CCCM), Food Security and Livelihood, Health and Shelter/Non-Food Items (NFI) Clusters.

This document gives an overview of the activities outlined in the [2024 Humanitarian Needs and Response Plan \(HNRP\)](#) to address specific humanitarian needs caused or exacerbated by the cold season in Ukraine in October 2024 to March 2025 in Camp Coordination and Camp Management (CCCM), Health, Livelihoods, Shelter and Non-Food Items (NFI), Water, Sanitation and Hygiene (WASH) services. It may also include, in some cases, a revision of the proposed activities and targets owing to the changes in needs. The number of people targeted and total funding required are part of the response prioritization and financial requirements of the HNRP and a further estimation to include the first three months of 2025. This Plan is developed in support of the efforts by the Government of Ukraine, including national, regional and local authorities. The clusters participating in the plan are tracking the funding available in 2024 against the overall financial requirements for the plan, and a breakdown will be provided with the first review of the plan.

The plan was developed at the beginning of July to support timely preparedness and response to winter-related humanitarian needs of the most vulnerable people and based on the information available. Additional assessments and planning, including through the ongoing Humanitarian Programme Cycle for 2025, will be carried out to inform the need to revise the key numbers before the winter period starts to ensure adequate response in the first months of 2025.

TSYRKUNY VILLAGE, KHARKIVSKA OBLAST, UKRAINE

Winter brought further hardship for Yurii and his family when their home and farm in Tsyркuny Village were severely damaged during an attack in 2023. Photo: ©HELP/Svitlana Dmytrenko





SNIHURIVKA TOWN, MYKOLAIVSKA OBLAST, UKRAINE

A local woman in Snihurivka Town receives fuel briquettes as part of the winter response programme run by humanitarian partners in Ukraine. Photo: ©Angels of Salvation NGO

Analysis of the Situation

As Ukraine approaches its third winter since the escalation of the war in February 2022, increased attacks on energy infrastructure since the end of 2023 and throughout the first half of 2024 and sustained hostilities impacting front-line cities, towns and villages continue to inflict severe suffering on millions of people.

With the coming cold season, which in Ukraine typically starts in October and lasts until March, and intensified attacks on energy infrastructure, the humanitarian situation is expected to deteriorate, notably for those living near the front line and already devastated by years of hostilities.

The war, which began in eastern Ukraine in 2014 and further escalated to a full-scale war across the country in 2022, has had a profound impact on the people of Ukraine, with 14.6 million people – about 40 per cent of people living in the country – in need of humanitarian assistance, according to the [2024 Humanitarian Needs and Response Plan](#). Since the escalation in 2022, the war has caused deaths and injuries, as well as massive damage and destruction to critical civilian infrastructure, decimating access to basic services, including health care, water and electricity. The WHO Surveillance System has verified over 1,800 attacks on health in Ukraine since February 2024. With the arrival of winter, millions of people across the country face increased health and protection risks, with temperatures dropping to minus 20 degrees Celsius. See the Cold Spot Risk Assessment Winterization 2024/2025 Factsheet [here](#).

Humanitarian needs are high among the nearly 4 million internally displaced people across Ukraine, particularly the

85,808 people currently living in collective sites. Many live in ill-suited conditions for the cold season, especially people in front-line communities remaining in damaged homes or without access to heating or electricity. Displacement continues across the front-line areas and communities bordering the Russian Federation, prompting government-led evacuations due to intensified hostilities. At least 18,000 people in Kharkivska Oblast were newly displaced after the Russian Federation's intensified attacks in May alone, according to [IOM](#). Increased strikes in Sumska Oblast have also prompted more residents from border areas to leave in search of safety, mainly within the oblast. Similarly, people are fleeing front-line hromadas in Donetsk Oblast, which, after years of hostilities, have seen a new escalation of fighting and consequent destruction.

At least 2 million people are estimated to have been impacted by damage or destruction to their homes across Ukraine since the escalation of the war, according to the [Ukraine Third Rapid Damage and Needs Assessment \(RDNA3\) February 2022 – December 2023](#), and the number is increasing as attacks continue. Front-line Donetsk, Kharkivska, Khersonska, Luhanska, Mykolaivska and Zaporizka oblasts have suffered large-scale damage. People

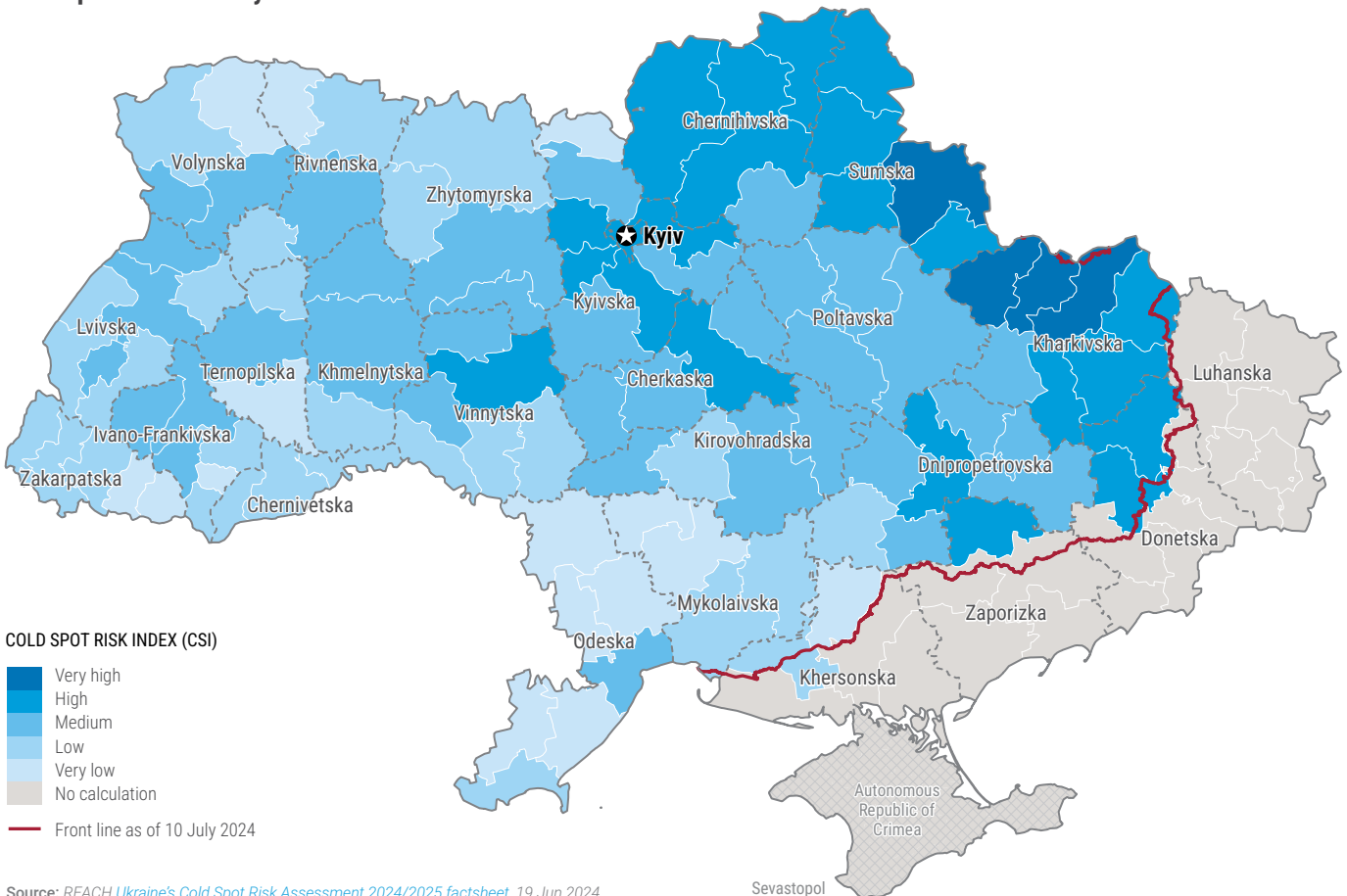
in front-line hromadas – mostly older people, people with disabilities and low mobility and other vulnerable groups – often remain in homes with leaking roofs, broken windows and damaged walls, struggling to keep warm and stay protected against harsh temperatures.

Since the beginning of 2024, intensified attacks on energy infrastructure have made life increasingly difficult for millions of civilians, especially in communities already overwhelmed by intense hostilities. These attacks damaged energy generation plants and electricity substations, temporarily disrupting access to electricity and water supply. In May 2024 alone, the Human Rights Monitoring Mission in Ukraine [documented](#) 24 attacks on energy infrastructure. Already in summer, scheduled power outages due to damage to energy infrastructure affect the operation of centralized water and sewage systems, and are expected to impact the operation of district heating systems in the winter months. Sustained damage could have severe implications for the winter season as the ability to restore and maintain essential services is significantly hampered and will subsequently impact access to basic services. According to some energy expert assumptions, should attacks on energy continue within the currently observed trend, Ukrainians could face up to 20 hours without electricity per day in the coming winter, which might lead to further displacement and increase needs, especially for the most vulnerable people.

The power deficit of the national grid implies extensive energy shortages in homes across the country, leading to heating shortages and increased costs as prices for services are expected to rise. While the country is impacted, the situation is particularly concerning in front-line and border communities across Chernihivska, Dnipropetrovska, Donetsk, Kharkivska, Khersonska, Mykolaivska, Odeska, Sumska and Zaporizka oblasts, where attacks continue to cause damage to homes and energy infrastructure, adding to the already massive destruction.

At the same time, prolonged displacement has pushed many people to the brink, as their resources and capacity to cope have been depleted with the loss of jobs or income. The situation has increased their exposure to exploitation and abuse and may push them to resort to other negative coping strategies. Due to the war’s impact on the national economy and increased energy costs, the most vulnerable people across the country could face a choice between paying heating or energy bills or covering health or other critical needs.

Cold Spot Risk Index by Raion





SNIHURIVKA TOWN, MYKOLAIVSKA OBLAST, UKRAINE

A local woman in Snihurivka Town receives a heater as part of the winter response programme run by humanitarian partners in Ukraine. Photo: ©Angels of Salvation NGO

Response Strategy

From October 2023 through the first half of 2024, humanitarian organizations assisted over two million war-affected people across Ukraine with at least one form of assistance. The assistance aimed to ensure that people most impacted by the intensified hostilities are adequately protected and can cope with harsh weather conditions in a dignified manner. This support will again increase in the coming months.

Under this Winter Response Plan, humanitarian partners are appealing for about US\$492.1 million to provide winter assistance to around 1.8 million people across Ukraine. The Plan provides an overview of the activities outlined in the 2024 Humanitarian Needs and Response Plan (HNRP) to address specific humanitarian needs caused or exacerbated by the cold season in Ukraine, the intensification of hostilities in Donetsk, Kharkivska and Sumska oblasts, and the impact of the attacks on energy infrastructure. The Plan will support efforts by the Government of Ukraine, including national, regional and local authorities, and will be complemented by regular humanitarian programming, which targets 8.5 million people out of 14.6 million in need of assistance across Ukraine in 2024.

The response for 2024-2025 will build upon efforts carried out during the last winter, where over two million people received at least one form of assistance: in-kind supplies and cash for energy needs, heaters, rental support and repairs for collective sites. Partners also provided warm blankets, sleeping bags, winter clothes and other essential supplies. District heating systems were supported and repaired, and

farmers received agriculture and livestock inputs. Many people also received solid fuel or cash to meet their energy needs for the winter. These key deliveries also built upon efforts in 2022-2023 when humanitarians distributed over 4,000 generators and provided winter support to hundreds of thousands of people, which were essential to ensure electricity for hospitals, water pumping facilities, heat generation, schools and places hosting displaced people. The response also included the distribution of generators, heaters and solid fuel to the most at-risk collective sites.

Ensuring that assistance is provided as close as possible to people in need, for the 2024-2025 winter response, humanitarians will prioritize support to the most vulnerable people along the front-line and oblasts bordering the Russian Federation in Kharkivska, Sumska, Donetsk, Mykolaivska, Dnipropetrovska, Khersonska, Zaporizka, Odeska, and Chernihivska with provision of shelter/non-food items, health, WASH, collective sites services and livelihoods.

To effectively address the diverse needs of war-affected communities during the cold season, the response outlined in this Plan will be delivered through a combination of services, in-kind and cash assistance. Whenever feasible and appropriate, cash assistance will be prioritized according to the vulnerability criteria, access and proximity of functioning markets and availability of much-needed winter items and services. In all regions, a range of services, including critical repairs, will complement the response package.

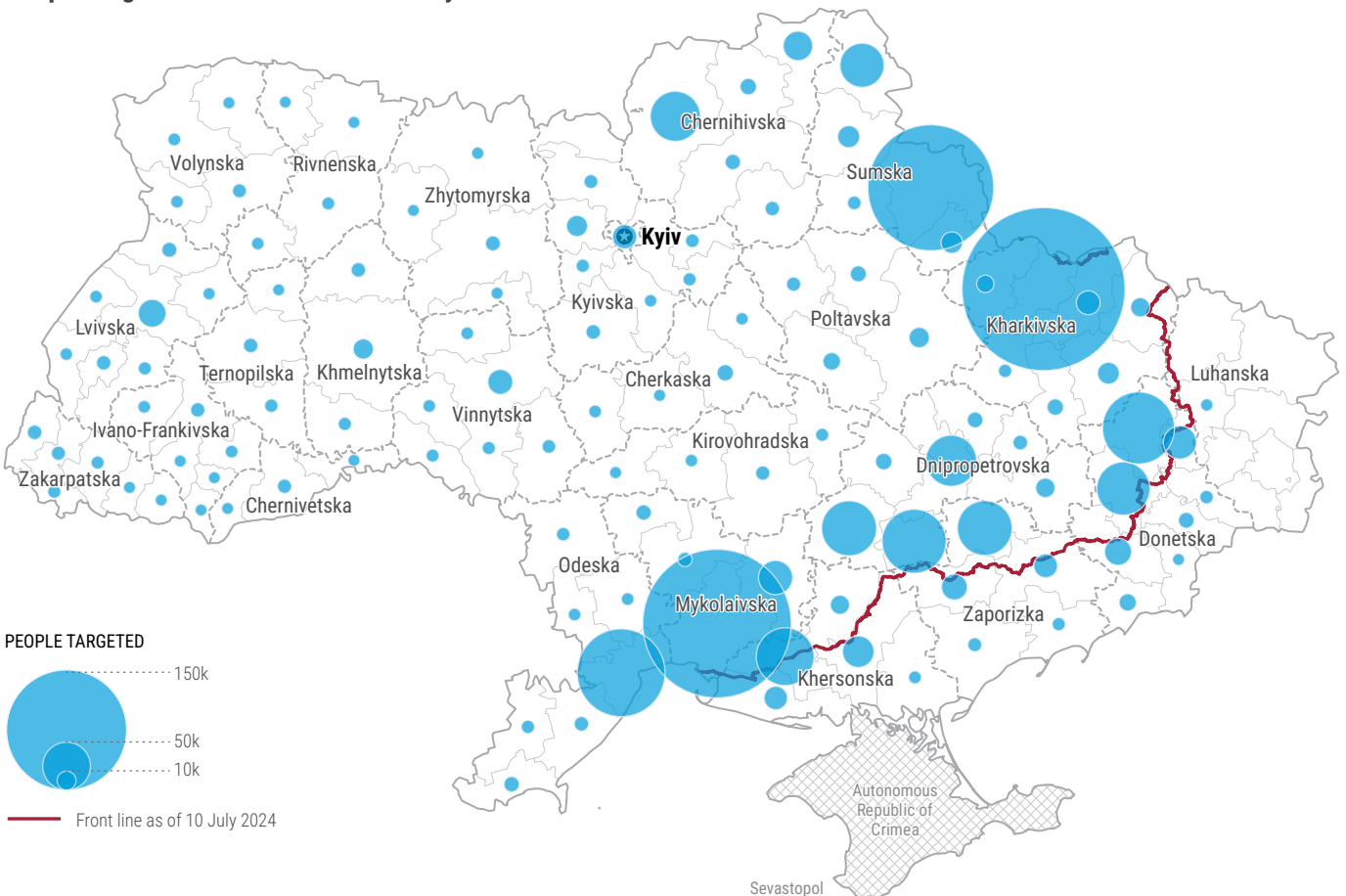
The Plan will be complemented by development and recovery actors that are scaling up their activities to contribute to building the country's resilience to the cold season and strengthening longer-term response systems. The Energy Working Group, in coordination with UN agencies and the Shelter/NFI and WASH Clusters, will support the Government on decentralization of energy generation and co-generation, diversifying energy supply and efficiency. Significant support to the energy sector has already been committed by G7+ members in the form of equipment, grants and loans. While some coverage of the gap is expected before the winter months, given the considerable lead times in both procurement and installation, regular power outages can be expected during the upcoming winter months. Given the complex interactions of utilities at a local level, this will likely have significant knock-on impacts at an institutional, neighbourhood and community level.

Although some planning assumptions can be made, and are being estimated, it is difficult to predict behaviour patterns around affected population movements, coping strategies for heat, and the scale and impact of attacks. In case of large-scale displacements, the winter response plan will be adjusted to respond to the emergency needs of vulnerable people.

Over two years since the escalation of the war in Ukraine and despite significant humanitarian response efforts, the situation remains dire for millions of war-affected Ukrainians. It is the third winter since the escalation, and people's exposure to extremely harsh winter conditions is exacerbated by the damage from attacks on energy infrastructure.

While the whole country is impacted, the situation is particularly concerning in front-line and border communities across Chernihivska, Dnipropetrovska, Donetsk, Kharkivska, Khersonska, Mykolaivska, Odeska, Sumska and Zaporizka oblasts, where attacks and hostilities continue to cause damage to homes and power infrastructure, adding to the already massive destruction.

People Targeted with Winter Activities by Raion



The boundaries and names shown and the designations used on these maps do not imply official endorsement or acceptance by the United Nations.

Centrality of Protection and Cross-Cutting Issues

The protection and dignity of people worst affected and more vulnerable people is at the heart of this Plan.

Throughout 2024, the war continued to wreak havoc in Ukraine. The killing and injury of thousands of civilians, including children, the targeting of civilian infrastructure, the disruption of livelihoods and vital social services and prolonged displacement have triggered a massive humanitarian and protection crisis. Trauma rooted in the scourge of war is impacting millions across the country. Children have endured the loss of their closest family members, their homes and schools. Scars that may last a lifetime. Risks of gender-based violence have heightened while the most vulnerable people, often women and older people, grapple with the most significant challenges.

In line with global Inter-Agency Standing Committee (IASC) commitments, the Humanitarian Country Team (HCT) in Ukraine on 30 November 2023 endorsed the revised HCT Centrality of Protection Strategy. Goal 1 of this Strategy aims to place protection at the centre of humanitarian response, including ensuring that the response remains principled, avoids doing harm and serves the most vulnerable people in need. The Plan will contribute to achieving this goal both at the planning and implementation stages. Humanitarian actors engaged in winter response will mainstream protection, including child protection and prevention of gender-based violence, in their sectoral responses and privilege the special needs of vulnerable, higher-risk groups, including those directly affected by the war, internally displaced people, women and men at risk, children, people with disabilities and older people, as elaborated in the specific cluster response sections of this Winter Response Plan.

Partners implementing the winter response will align their activities with the relevant Protection Cluster guidance, particularly the Guidance on protecting and prioritizing people with specific needs in the Ukrainian humanitarian response. This means, among others; community participation approaches at all stages of targeting for winter response in an inclusive, timely, systematic and transparent manner, taking into consideration the specific risks the diverse groups maybe be exposed to in the cold season due to their vulnerabilities, as explained in the section below. Whenever possible, humanitarian actors implementing the Winter Response Plan engaging with the national systems will also advocate that the most vulnerable and people in need be prioritized. It is also recommended that partners also apply key principles of the Protection Cluster Guidance on Protection Assistance to Former Combatants.

Identifying and reducing protection risks must be understood first and foremost from the perspective of crisis-affected people. Hence, in line with the HCT Centrality of Protection Strategy (Goal 2: promote the access of people affected

by the war to services and protection), the partners implementing the Winter Response Plan will listen to affected men, women, children, older people and people with disabilities and ensure that their programmes integrate their respective views and expectations from response strategies. This includes stepped-up information dissemination measures across all winter response sectors about available government and humanitarian winter inter-sectoral assistance as well as risk communication and awareness raising regarding, for example, risks related to cold weather for various vulnerable groups, as indicated by the Health Cluster. The Accountability of Affected Populations Working Group will support these efforts.

Gender, Age and Disability

Of the 14.6 million people in need of humanitarian aid, around 3.6 million are internally displaced people, 4.6 million are women, 3.4 million are older adults, and 2.1 million people are with disabilities, the latter being identified as a key driver of humanitarian needs. Demographic data shows that people living close to the front line are mostly older people, people with limited mobility; there are also many female-headed households. These groups have pre-existing inequalities that negatively impact their ability to cope with additional shocks, such as severely damaged infrastructure, economic challenges and limited available services. In the delivery of services and support, it is recognized that older people, people with disabilities, minority groups, such as LGBTQI+ people, single female-headed households and pregnant and lactating women frequently experience additional barriers to accessing humanitarian services and support, and that is exacerbated by winter conditions. For example, single-female-headed households with children tend to require additional support to receive assistance, which requires time-consuming inputs on the part of the recipient, such as long waiting times or long distances for distributions. People with low mobility and people with disabilities may require additional cash assistance to cover labour costs for light to medium repairs or delivery costs where they live in isolated areas.

Central to the winter response plan is consistent and coordinated consideration of such complex needs based on age, gender and disability. Data disaggregated by gender, age and disability will be collected, analyzed and reported to inform evidence-based vulnerability targeting, tailored assistance and monitoring. Outlined are the specific needs of vulnerable groups in accessing safe shelter, addressing health needs and protection risks, and ensuring access to services and targeted support to facilitate access during the winter period.

Humanitarian partners are working with women's rights organizations (WRO) and organizations of people with disabilities (OPDs) to facilitate accessible information sharing and inclusive participation to ensure access to services. Inter-cluster coordination and collaboration, including with these partners, inform joint referral pathways

inclusive of specialized services and service providers and comprehensive assistance to high-risk groups with complex gender- age- and/or disability-related needs during the winter period.

LIVIVSKA OBLAST, UKRAINE

IOM delivered energy-efficient pumps, frequency converters and insulated pipes for heating system repairs in Livivska Oblast, March 2024. Photo: ©IOM/Dariia Dovzhenko



Protection from Sexual Exploitation and Abuse (PSEA)



Winter brings additional challenges exacerbating the existing vulnerabilities or discrimination of displaced people (women, children, Roma communities, people with disabilities, or LGBTQI+), making them more vulnerable and susceptible to sexual exploitation and abuse and facing human rights-related barriers to humanitarian assistance. Additionally, a significant increase in accommodation demands leads to deprioritizing their humanitarian assistance for special needs. Information materials on protection from sexual exploitation and abuse (PSEA) aiming to raise awareness should be accessible in all humanitarian partners' sites, particularly in shelters and collective sites, and disseminated by humanitarian actors in distribution points. Information should focus on rights and existing services, such as equal access and the fact that all humanitarian assistance is free, expected standards of conduct by humanitarians, and existing reporting channels to provide feedback or lodge a complaint on how the assistance has been received.

Key PSEA messages shall be distributed when providing assistance or cash or when distributing key items during winter, such as clothes, blankets, power banks, etc. The PSEA Network will continue supporting awareness-messaging with information, education and communication (IEC) material.

The PSEA Network will continue supporting the roll-out of PSEA training, as well as with the AAP WG on ensuring two-way communication channels aiming to ensure that humanitarian workers are aware of their code of conduct and that those engaged in complaints and feedback mechanisms are trained for sensitive handling of sexual exploitation and abuse (SEA) allegations, as well as to provide timely and updated information on rights of the affected people, including on available services to refer survivors of gender-based violence (GBV), including SEA, for care and support.

Robust two-way communication channels are also being established, ensuring that affected people have safe and confidential ways to voice concerns and report any incidents.

These concerted efforts, combined with rigorous monitoring and evaluation, underscore a commitment to not only meet the immediate needs of people during the harsh winter months but also to protect their dignity and safety.

HOLMY VILLAGE, CHERNIHIVSKA OBLAST, UKRAINE

Hostilities in Chernihivska Oblast have brought many families to the brink of survival. Humanitarians provided firewood to help people during the cold season as part of an NGO ZOA winter response project funded by the Ukraine Humanitarian Fund. Photo: ©NGO ZOA/Natalia Bohdan



POKROVSK VILLAGE, DONETSKA OBLAST, UKRAINE

Homes of local families were damaged and destroyed as a result of hostilities in the front-line Donetsk Oblast. Photo: @Angels of Salvation NGO.

Access Challenges and Other Risks

Access challenges, insecurity, disruptions of utility provision and funding constraints may impact the ability of humanitarian actors to support people in need.

Non-stop fighting along the entire front line and cross-border attacks in the communities in the north and north-east of the country, bordering the Russian Federation as well as significant damage to homes and civilian critical infrastructure across Ukraine, have negatively impacted humanitarian access in 2024. Over 80 incidents impacting humanitarian operations were reported between January and May, highlighting the complex environment humanitarian organizations in Ukraine face. The situation is not expected to improve in the coming months. There has been no improvement to the dire humanitarian access constraints to areas occupied by the Russian Federation.

Since the beginning of 2024, intensified attacks on energy infrastructure have made life increasingly difficult for millions of civilians, especially in communities already overwhelmed by intense shelling. These attacks damaged power generation plants and electricity substations, temporarily disrupting access to electricity and water supply. Ukrainians could face up to 20 hours [without electricity](#) per day in the coming winter, which might lead to further displacement and increased needs, especially for the most vulnerable people.

These pose a significant threat to Ukraine's capacity for sustainable power supply across the country, and an increased demand for generators and backup power sources is expected leading up to the winter season. Rising prices and the need for fuel deliveries are likely. Public services

dependent on energy supply, including health, may be compromised, further limiting access of affected population to basic services and impeding the humanitarian community's ability to intervene. Remote communities and areas with difficult physical access are of particular concern, and a potential fuel shortage could hinder snow removal efforts, leaving some settlements isolated or hard to reach.

The adoption and enforcement of new legislation on mobilization are having direct and indirect impacts on the ability of humanitarian organizations to assist affected people in a timely and effective manner. If this trend continues, it could reduce the operational capacity of humanitarian partners.

Early funding is needed to provide assistance in time. Without this support, further large-scale displacement is likely, with most people expected to move in search of safety within Ukraine.

Predictable and flexible financing of humanitarian response is vital to providing timely life-saving assistance, especially critical in front-line areas. Without this support, millions would be in dire need without hope this winter. As of early July, humanitarian actors in Ukraine have received around 39 per cent of the \$3.1 billion requested in the 2024 HNRP. Timely and increased funding will be crucial to ensure aid workers can respond to increasing and deepening humanitarian needs as they are compounded by the winter.

Activities and Funding Required by Cluster

HOLMY VILLAGE, CHERNIHIVSKA OBLAST, UKRAINE

A displaced family in Holmy Village is able to enjoy the warmth of their new home after their old wooden windows were replaced with new ones as part of an NGO ZOA winter response project funded by the Ukraine Humanitarian Fund. Photo: ©NGO ZOA/Nataliia Bohdan



Camp Coordination and Camp Management (CCCM)



2024 – 2025 WRP

2024 HNRP

PEOPLE TARGETED (WINTER ACTIVITIES)	REQUIREMENTS (US\$)	FUNDING AVAILABLE (US\$)	PEOPLE IN NEED	PEOPLE TARGERED	REQUIREMENTS (US\$)
27k	\$3.9M	TBD	263k	157k	\$16.9M

ACTIVITIES, TARGETS & COST	PEOPLE TARGETED	REQUIREMENT (US\$)	RESPONSE MODALITY	LINK TO HNRP
Winter small repairs and maintenance (quick-fixes and minor insulation work to improve warmth and heat retention in collective sites).*	13k (226 collective sites)	1.5M	Cash/ In-kind	Winter-specific addition to the plan
Winter heating and fuel (heating appliances, solid fuel (wood, coal and gas))** ***	13k (278 collective sites, excluding generators) 20k (540 collective sites, including generators)	2.4M (excluding generators)	Cash/ In-kind	Winter-specific addition to the plan

* Medium and large insulation work and repairs to be implemented under the Shelter Cluster
 ** Winter clothing in collective sites to be distributed under the Shelter Cluster
 *** Generators and generator fuel to be determined based on the Energy WG activities

Response strategy

Considering the continuous attacks on critical energy infrastructure and the approaching cold season of 2024-2025, it is a stark reality that the needs in collective sites, which serve as temporary housing for the most vulnerable groups among internally displaced people, including older people, people with disabilities, women and children at risk, could surpass those reported in previous seasons, requiring further support and despite significant humanitarian response. Damage to heating and electricity supply systems underscores the need to review the initial planning until the end of the year and into early 2025.

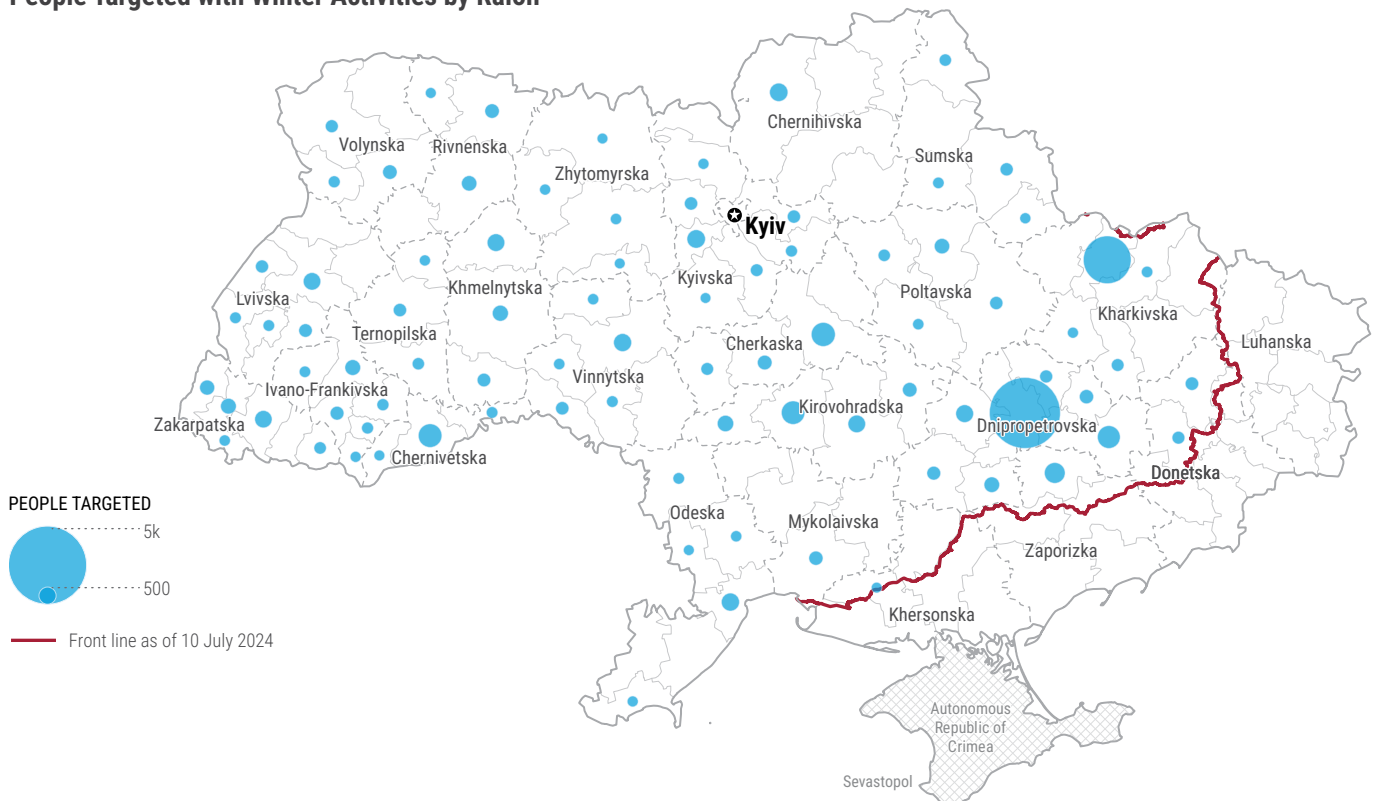
Camp Coordination and Camp Management (CCCM) Cluster Winter Plan 2024-2025 will be carried out in support of the efforts of the Government of Ukraine, including local authorities, and will be complemented by regular humanitarian programming as per 2024 HNRP. In preparation for the cold season, CCCM Cluster and partners will work to ensure minimal life-saving conditions for almost 27,000 internally displaced people residing in collective sites across the country (29 per cent of women between 18 to 60 years old and 20 per cent women above 60 years old, and 20 per cent children)¹. The geographic focus of the cluster covers the whole of Ukraine, where collective sites are present, with particular focus on the facilities in Kharkivska and Dnipropetrovska oblasts, which host the most significant number of people at risk due to winterization needs. This is followed by a range of oblasts in the central and western areas, where significant needs are also demonstrated.

According to CCCM Cluster Collective Site Monitoring, 37 per cent of collective sites use central heating as their primary heating source, while 53 per cent rely on individual boiler rooms, and 10 per cent use electricity. Energy cut-offs will negatively impact all heating modalities, with sites using electricity systems being the most vulnerable. Sites with individual boiler rooms will also be affected, as these systems depend on electricity for heat circulation. The dependency on electricity for heating highlights the importance of timely generator distribution and fuel availability. While the Energy Working Group coordinates generator distribution, the CCCM Cluster will assist in identifying sites in need of generators and fuel.

The response will build upon efforts from the previous cold season, which included the distribution of generators, heaters and solid fuel to the most at-risk collective sites. However, the CCCM Cluster [Collective Site Monitoring](#) as of December 2023 indicated that over half (53 per cent) of collective sites in Ukraine still required winterization support. The most frequently reported winterization-related needs include winter clothing (25 per cent), generators (23 per cent), building insulation (21 per cent), alternative heating sources (18 per cent), fuel for heating or power sources (wood, coal, gas) (18 per cent), financial assistance for utility bills (10 per cent), and repairs or upgrades to heating systems (10 per cent). Additionally, partners have identified 11 sites hosting 521 people with non-functional or destroyed heating systems, including in Khmelnytska, Dnipropetrovska, Odeska and Vinnytska oblasts. These facilities require immediate repairs, combined with the assistance of CCCM partners in resettlement from the most at-risk

¹ https://www.cccmcluster.org/sites/default/files/2024-06/CCCM_CSM_R12_Brief_March%20April_2024_ENG.pdf

People Targeted with Winter Activities by Raion



sites. For the cold season, the CCCM Cluster and partners will prioritize small repairs and insulation work to improve the thermal envelope, distribution of heating appliances, and provision of solid fuel (wood, coal or gas – cash or in-kind) for collective sites.

As per Resolution 261, the reserve fund of the state budget is recommended to be used to compensate for utility bill coverage, CCCM partners will focus on complementing support. Furthermore, The CCCM Cluster will share with the Shelter Cluster an overview of the situation in the collective sites to address the remaining needs for winter clothes and heating support. An estimated 513 sites with over 20,500 residents reported needs for adult and children’s winter clothing, and 203 sites with over 8,500 residents reported needs for heating system repairs – these activities fall under the Shelter Cluster’s scope, and CCCM Cluster will provide an overview of these needs to be included under the Shelter Cluster winterization plan.

Sites will be targeted based on the severity of needs, geographic location, number of people hosted, and legal status per Resolution 930, in close consultation with local authorities to ensure response complementarity. Priority will be given to sites officially included in the Ministry for Reintegration’s list of collective sites unless the response is critical and time-sensitive for non-legalized sites. Further prioritization will go to sites hosting vulnerable people, such as older people, people with disabilities and other groups with specific needs. The CCCM Cluster will support partners in site prioritization by sharing the results of quarterly nationwide [Collective Site Monitoring](#), which provides site-level information on demographics, legal status, compliance with legislative minimum standards and multi-sectoral needs, including winter-related.

The response outlined in this Plan will be delivered via a combination of services, in-kind and cash assistance. Whenever feasible and appropriate, cash assistance will be prioritized to ensure more independence in the planning and management of the resources by site managers and better relevance of support to the needs of sites (and particular age, gender and diverse groups) given the significant differences in conditions from site to site. In areas with limited access and proximity to functioning markets, partners will prioritize in-kind assistance.

Partners capacity

Following the lessons learned from the Winter Response 2023-2024, CCCM partners started early preparations to assess winter-specific needs in collective sites and to consider funding requirements. Cluster partners have reported extensive geographic presence across the country and sufficient human and logistical capacities to respond to sites in need. Two major CCCM partners have limited budgets specifically allocated for winter needs, while other partners plan to address the most critical needs through their regular programming and are actively seeking additional funding opportunities. However, the lack of funding for providing heating appliances and fuel in collective sites remains a critical challenge for an effective winter response.

Challenges

Increasing damage to critical energy infrastructure could heighten demand for specific NFIs, fuel and materials for small insulation works while limiting their availability in local

markets. Therefore, it is essential to ensure early planning and initiation of procurement processes to enhance financial efficiency and timely response. Increased prices for fuel along with the limited resources of the local authorities and site managers may lead to inability to use generators provided by humanitarian actors for the heating needs. The unpredictability of the context poses additional challenges to anticipating possible population movements triggered by cold temperatures in their housing. In case of a massive influx to collective sites, CCCM partners will reprioritize their resources and geographic presence based on increased demands to ensure life-saving assistance and trigger an update to this plan.

Lessons learned

Lessons learned from previous winter seasons highlighted the need for more targeted and timely assistance in collective sites, as well as a careful selection of winter response activities that meet specific needs. Additionally, the limited presence of humanitarian partners in areas with higher concentrations of collective sites in the central and western regions created gaps that CCCM partners partially addressed by reprioritizing their programming. As a result, the CCCM Cluster assumed coordination of the winter response in collective sites, including in oblasts outside the areas affected by hostilities, to ensure enhanced timeliness and effectiveness.

Food Security and Livelihoods (FSL) (only livelihoods component)



2024 – 2025 WRP

2024 HNRP

PEOPLE TARGETED (WINTER ACTIVITIES)	REQUIREMENTS (US\$)	FUNDING AVAILABLE (US\$)	PEOPLE IN NEED (FOR FOOD & LIVELIHOOD)	PEOPLE TARGETED	REQUIREMENTS (US\$)
215k	\$26.1M	\$4.2M	7.3M	1.8M*	\$250.0M*

*The figure represents only the livelihood component of the Cluster in the 2024 HNRP

ACTIVITIES, TARGETS & COST	PEOPLE TARGETED	REQUIREMENT (US\$)	RESPONSE MODALITY	LINK TO HNRP
Provision of animal feed to vulnerable households	140k	16.2M	Cash/vouchers	Activities are aligned with the 2024 HNRP and FSLC priorities and within its funding requirements.
Support to the rehabilitation of destroyed animal barns/shelters	54k	9.3M	Cash/vouchers	
Support for animal health	22k	663K	Cash/vouchers	

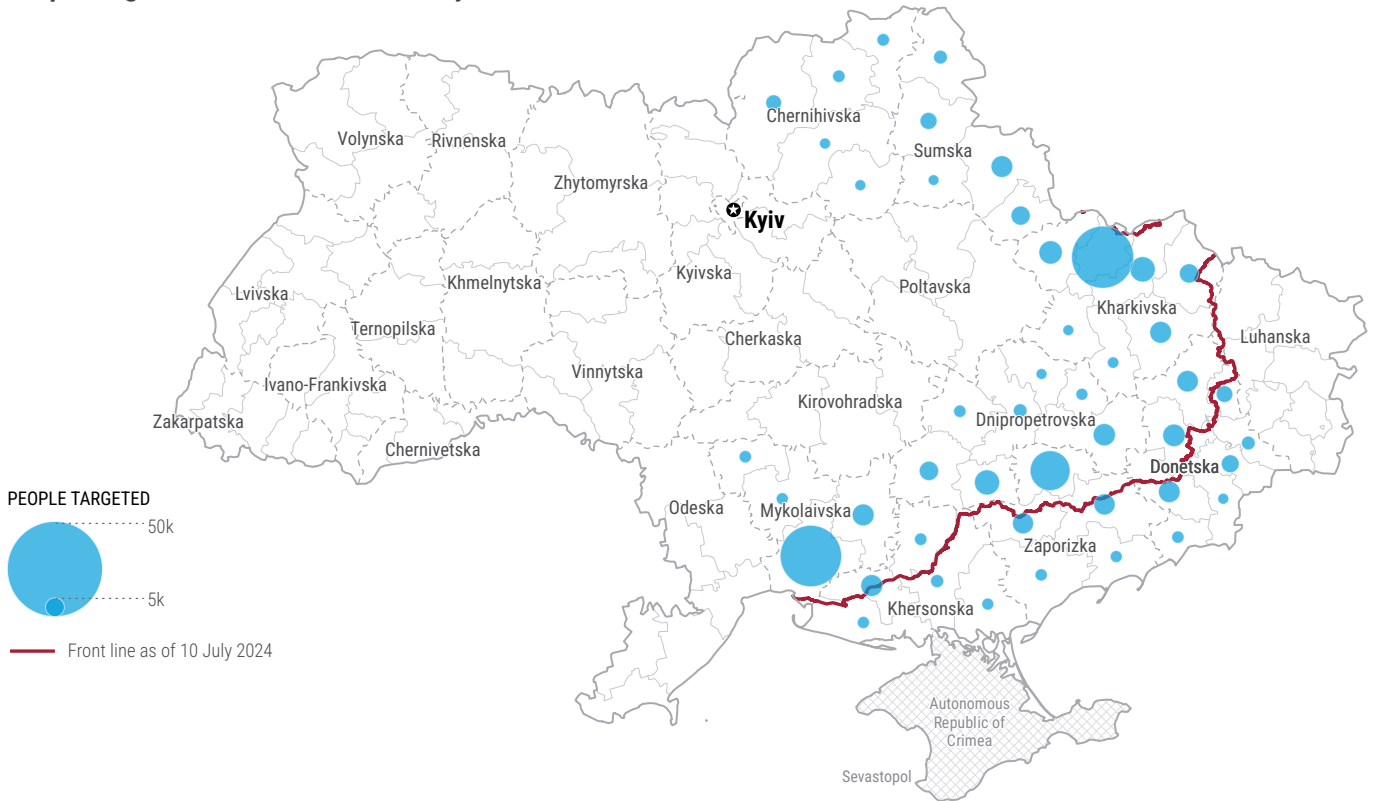
Response strategy

It is recommended that livestock be protected as an essential livelihood asset with an emphasis on basic needs such as feed, shelter and veterinary care. Livelihoods winter strategy mirrors the 2024 HNRP response strategy, which focuses on using cash and vouchers where markets exist and banking systems are functional. While the strategy emphasizes using cash and vouchers as the primary modality, the choice of modality must be contextual and determined by the market’s accessibility. Vulnerable communities near the front line may not have access to markets and may require in-kind support rather than cash or vouchers. It is essential to assess the capacity of vendors to deliver needed goods and services before they are selected. To ensure transparency and accountability, the FSLC will implement a comprehensive monitoring plan. The FSLC emphasizes the need for partners to conduct participatory need assessment

and response design with communities and local service providers. Partners will collect systematic data and analysis on the impact of winter interventions, both quantitative and qualitative, are essential for informing future planning, identifying best practices and continuously improving the effectiveness of the response.

The response strategy is based on the premise that rural communities access services through shared communication channels such as Viber, WhatsApp and Telegram. These platforms are considered valuable resources for identifying and understanding local community resources. Additionally, they can be used to disseminate information on vulnerability and target criteria for various interventions. By embracing these communication channels, partners can strengthen their engagement with rural communities and ultimately improve their overall response to community-level challenges.

People Targeted with Winter Activities by Raion



The selected activities (animal feed, barn rehabilitation and health) are similar to the 2023 winter response. The Food Security and Livelihoods (FSL) Cluster will address immediate life-saving needs while protecting vulnerable household livelihoods during the winter.

Although food assistance is not part of the Winter Response Plan, the FSL Cluster stresses the importance of increasing the number of people targeted for food assistance during the winter season. Winter is the hardest season in Ukraine, as agricultural production plummets, including small-scale subsistence agriculture, while the market price of food commodities rises.

Regarding the geographical targeting, the FSL Cluster food assistance partners will mainly focus on affected people in the seven front-line oblasts, namely in Dnipropetrovska, Donetsk, Kharkivska, Khersonska, Mykolaivska, Luhanska and Zaporizka oblasts from December 2024 to February 2025. FSL Cluster partners will target vulnerable non-displaced, returnee, and displaced people - inclusive of gender, age, and disability considerations - along the front line, covering the seven oblasts where food security analysis finds the winter highest levels of food insecurity and complementing livelihood winter support. Whereas, for emergency livelihood winter support, partners will focus on eight front-line oblasts such as Chernihivska, Dnipropetrovska, Donetsk, Kharkivska, Khersonska, Mykolaivska, Sumska and Zaporizka oblasts.

Link to HNRP (extracted from 2024, reprioritization of 2024 planning, 2025 estimations): The FSL Cluster winter response activities were extracted from the 2024 HNRP (see page

62). The partners are familiar with the activities listed above, constituting a subset of the key winterisation activities for the winter livelihoods response. The FSL Cluster allocates 25 per cent of the HNRP target of agriculture and livestock inputs (cash) to sub-activities, including livestock feed and health, with the remaining 24 per cent allocated towards agricultural infrastructure and supply chain support (e.g., rehabilitation of livestock barns or shelters destroyed by the war). The total financial requirement to support 215,000 people during winter is 10.1 per cent of the 2024 financial requirement (\$250 million) for emergency livelihood assistance. The FSL Cluster tailored the response according to the degree of vulnerability of the households.

Capacity

The FSLC partners have significantly improved their capacity to respond to vulnerable households' emergency livestock and food assistance needs. Their improved ability to provide cash and voucher modalities, work effectively with local governments and strengthen their ability to identify and target vulnerable households have all contributed to this progress. Focusing on livelihoods, with a deep understanding of the context in which they operate, the partners are well-positioned to provide support to protect vulnerable household livelihoods in alignment with the Livestock Emergency Guidelines and Standards (LEGS) and FSL Cluster Winter Guidance Note. The partners have strengthened the supply chains and demonstrated the ability to deliver on time. For example, the partners delivered all the responses as per the deadline set in 2023 and reached 40 per cent of the FSL Cluster target due to funding.

Challenges

Funding winter livelihood activities was a significant challenge in 2023, with most funds allocated to partners from the Ukraine Humanitarian Fund (UHF) only. Some partners also encountered difficulties working with their suppliers due to their limited delivery capacity. Some used postal services to deliver supplies to the most vulnerable households who could not reach the distribution points.

The need (and demand) for the winter livestock-based response was a lot higher, especially for vulnerable households close to the front line. Therefore, targeting vulnerable households in communities close to the front line - inclusive of gender, age, disability considerations - has proven challenging due to the homogeneous nature of the needs and the limited resources available for reaching all vulnerable households. Some community members raised concern with hromada leaders over the selection criteria for vulnerable households due to increased needs.

Lessons learned

The key lesson learned was that the winter response protects household livelihoods and increases resilience. Inaction carries a significantly higher cost for vulnerable households, as their animals may perish due to harsh winter conditions, significant weight loss or even death. According to the LEGS, experience shows clear links between early livestock-related response, livelihood benefits and cost-effectiveness. As a result of the winter response, vulnerable households met their food needs and kept their animal alive.

Beneficiaries found the project relevant but recommended early response, especially during the summer, rather than implementing the winter project in the winter. The early winter response prepares vulnerable households to better protect their livestock during the winter. Access to veterinary pharmaceuticals was challenging due to insufficient veterinary supplies in the front-line oblasts. The distribution of vet items is required, but the capacity of suppliers and the list of drugs included in the vouchers need careful review. Vulnerable households rely on social media to access services by asking others where to find what they need. This approach is effective; therefore, partners should explore its use before deciding what modalities to use. FSLC partners have demonstrated their capacity to deliver on time and the ability to absorb more funding and reach more vulnerable households if funding is available.

Health



2024 – 2025 WRP

2024 HNRP

PEOPLE TARGETED (WINTER ACTIVITIES)	REQUIREMENTS (US\$)	FUNDING AVAILABLE (US\$)	PEOPLE IN NEED	PEOPLE TARGERED	REQUIREMENTS (US\$)
499k	\$16.0M	\$2.7M	7.8M	3.8M	\$145.0M

ACTIVITIES, TARGETS & COST	PEOPLE TARGETED	REQUIREMENT (US\$)	RESPONSE MODALITY	LINK TO HNRP
Ensure a safe and warm environment for staff and patients.* Repair/ upgrade heating systems in health facilities. Provide and/or install backup generators to maintain heating and essential services during power outages and provide fuel where needed. Provide backup boilers and fuel to maintain heating and essential services during power outages. Set up prefabricated units as temporary health centres to ensure uninterrupted health provision, especially in areas with high attacks on health-care facilities. (HE 201)	4k	10.0M	In-kind	Linked to C02 - addition to HNRP
Ensure uninterrupted health service delivery.* Ensure availability of integrated primary health care (PHC) in health facilities and standard outreach with a focus on winter-related injuries, cold seasonal diseases, and respiratory illnesses. Stockpile cold-related medical and laboratory supplies. (HE101, HE 104)	452k (337k in-kind) (115k cash)	5.0M	Direct, In-kind, CVA for Health	Linked to C01 addition to HNRP

ACTIVITIES, TARGETS & COST	PEOPLE TARGETED	REQUIREMENT (US\$)	RESPONSE MODALITY	LINK TO HNRP
Risk Communication and Community Engagement (RCCE). * Educate and engage the community on preventing cold-related health issues. Engage community leaders, civil society organizations (CSOs), organizations of persons with disabilities (OPDs) and volunteer organizations to amplify outreach efforts. (HE103)	42K	0.8M	Direct	Linked to C01 - addition to HNRP
Equip health workers and communities to manage cold-related injuries and infections. * Conduct training sessions on recognizing and treating cold-related injuries, including frostbite and hypothermia, Acute Respiratory Infections (ARI), and Infection Prevention and Control (IPC) measures specific to winter. Train CSOs and volunteer groups on first aid and referral pathway for people with health conditions, low mobility and disabilities who are most vulnerable to negative health outcomes due to cold exposure. (HE105)	476	0.2M	Direct, capacity building	Linked to C01 - addition to HNRP

Rationale

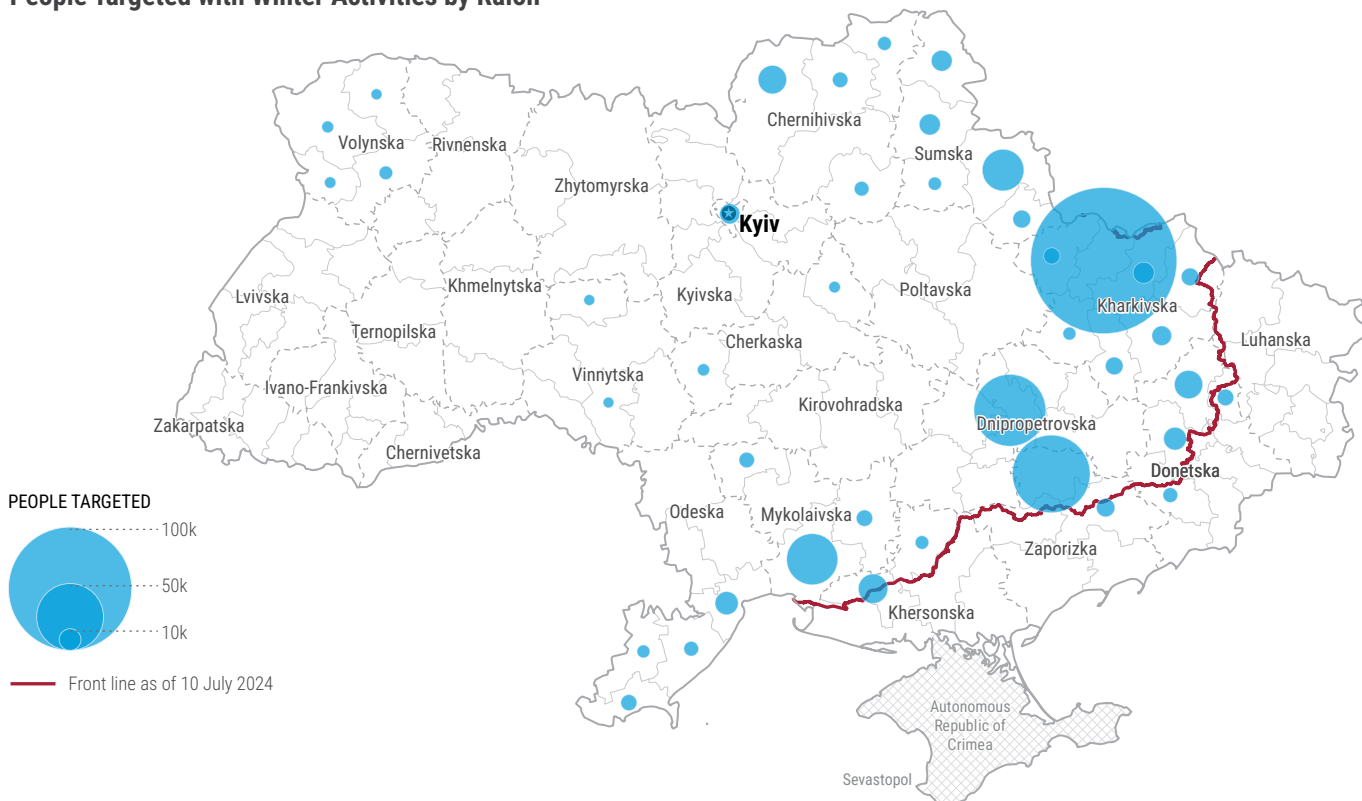
Intensified fighting, massive displacement and attacks on health care and energy infrastructure have increased the vulnerability of people affected by the war. As a result, Ukraine has lost much of its energy generation capacity which is essential for operations in health facilities to run **operating rooms and support infrastructure, maintaining critical biomedical devices and equipment.** An inconsistent energy supply poses a threat to the life and well-being of inpatients and disrupts the continuity of in-hospital care, as well as the efficiency of outpatient and emergency departments. Irregular voltage can damage biomedical equipment and lead to the deterioration of thermosensitive supplies, including vaccines, insulin and blood transfusion products.

Response strategy

As the war escalates and the energy system continues to be targeted, winter health readiness, health-related winter infrastructure support, capacity building of health workers and communities in line with the winter season, and awareness raising for cold-related risks and priority actions are essential for communities and the health system to remain resilient during the winter season and extreme weather events. The table above highlights key activities² to guide the Health Cluster’s response in preparedness for winter by health partners.

² Activities with an (*) indicate a winter-specific activity.

People Targeted with Winter Activities by Raion



Link to HNRP

The above winter health response strategy links to the 2024 HNRP Health Cluster objectives. While activities aiming at supporting direct service delivery link with the first cluster objective to “Ensure access to quality life-saving health care to the most vulnerable people and communities affected by the war,” other preparedness activities aligning with creating a conducive health facility set-up caused by damage to health facility and energy infrastructure link with the second cluster objective to “strengthen readiness and all-hazards preparedness to respond to emergencies.” Although the prioritization of activities will focus on locations in the eastern and southern oblasts, it will also identify locations in the northern oblasts which have been significantly impacted by the recent escalation of the war.

While humanitarian actors have relied on support provided in 2022 mostly through generator provision, several challenges have been reported with installation and maintenance. Health Winter Risks Assessments conducted by WHO and presented to Health Cluster partners in 2022 and 2023 enabled a more accurate analysis of winter risks and identified activities to engage in. Additionally, the Health Cluster will use information from the ongoing WHO Winter Risk Assessment and Energy Assessment of health facilities (to be released in August 2024) to refine planning for the health winter response, given the recent escalation of war, resulting in increased attacks affecting health-care infrastructure. This information will be triangulated with information from consultations with the Departments of Health (DoH) at the oblast level.

It is expected that the continued destruction of civilian infrastructure, including residential buildings, energy systems and health facilities, will result in dire public health consequences, including cold-related injuries, mental health issues, acute respiratory illnesses, influenza, and other infectious diseases. With wider consequences for the health system because of the increased disease burden, the health system has a decreased capacity to respond.

Capacity

Although all health partners support health facilities with activities aligning with the first cluster of direct service delivery as part of the 2024 HNRP, these services are not adapted to cover the needs following the disruption of energy and damage to health infrastructure during winter. As of June 2024, several health partners have expressed their interest and support for the MoH as part of winter preparedness and response. Additional health partners may revert to the Health Cluster following the initial information received.

Challenges

Despite the Health Cluster's preparedness to support health facilities during winter, limited information exists on the areas most affected by energy gaps and funding allocation for public facilities required for effective winter response preparation. To adapt to the response, health partners will continue working closely with the DoH to assess the changing situation with electricity coverage for health facilities and address possible gaps and constraints. Special attention will be paid to supporting the operation of health facilities closest to the front line, which are already heavily impacted by hostilities

Lessons learned

- Health facilities on the front line do not have back-up boiler rooms, generators, or enough fuel and lubricants required to ensure an uninterrupted operation of generators. This has resulted in recent requests from some hospitals to health partners to provide fuel which had not been envisaged in the HNRP demonstrating the necessity of preparedness planning.
- The coordination of efforts of preparedness with local authorities is important to identify individual responsibilities, timelines and to avoid duplication of efforts.

Shelter/Non- Food Items (SNFI)



2024 – 2025 WRP

2024 HNRP

PEOPLE TARGETED (WINTER ACTIVITIES)	REQUIREMENTS (US\$)	FUNDING AVAILABLE (US\$)	PEOPLE IN NEED	PEOPLE TARGERED	REQUIREMENTS (US\$)
1.7M	\$371.1M	TBD	7.9M	3.9M	\$604.3M

ACTIVITIES, TARGETS & COST	PEOPLE TARGETED	REQUIREMENT (US\$)	RESPONSE MODALITY	LINK TO HNRP
Insulation of substandard houses	24k	3.0M	In-kind and cash	HNRP activity Target increased to reflect increased need
Winter cash for utilities	258k	72.7M	Cash	
Winter heating appliances	236k	16.7M	In-kind and cash	
Winter energy	581k	197.6M	In-kind and cash	
Winter clothing	191k	40.1M	In-kind and cash	
NFI for winter	434k	41.0M	In-kind and cash	

Response strategy

More than two years since the escalation of war in Ukraine, and despite significant humanitarian response efforts, the situation remains dire for millions of war-affected Ukrainians. The situation ahead of the upcoming and third winter is extremely grim as people’s exposure to extremely harsh winter conditions will be exacerbated by the impact of increased attacks on energy infrastructure across the country and will compound the severity of needs for the upcoming winter. The power deficit of the national grid implies extensive energy shortages in homes across the country leading to heating shortages as well as increased costs as rising prices are predicted in order to stimulate lower consumption. This grim reality has given rise to even greater humanitarian shelter and NFI needs required for our 2024-2025 winter response.

The Shelter/Non-Food Items (SNFI) Cluster Winter Plan 2024 – 2025 will build on [lessons learned](#) from last season and be coordinated in consultation with the Government of Ukraine, local authorities and other stakeholders. Core winter activities are already a major component of the 2024 HNRP through cluster strategic objective 2, which aims to provide “emergency shelter and NFI assistance mitigating the impacts of harsh winter weather for internally displaced people, returnees and non-displaced people while minimizing environmental impact”. As well as the lessons learned document referenced above the [HNRP 2024 SNFI handbook](#) and the recently released [shelter cluster winterization recommendations \(2024/25\)](#) are the key guiding documents for partners.

The SNFI cluster’s winter objective (CO2) represents approx. 45 per cent of the overall people targeted by HNRP. While

winter affects vulnerable groups across the country, the cluster has strongly prioritized the most vulnerable people along the front-line Chernihivska, Sumska, Kharkivska, Donetsk, Dnipropetrovska, Zaporizka, Khersonska, Mykolaivska and Odeska oblasts. The response modality will follow a mixed approach focusing on both cash and in-kind modalities for six key activities: winter energy needs, cash for utilities, heating appliances, winter NFIs, winter clothing and the insulation of sub-standard homes. Activities are categorised under three winter objectives: Personal Insulation, Heating & Shelter Insulation.

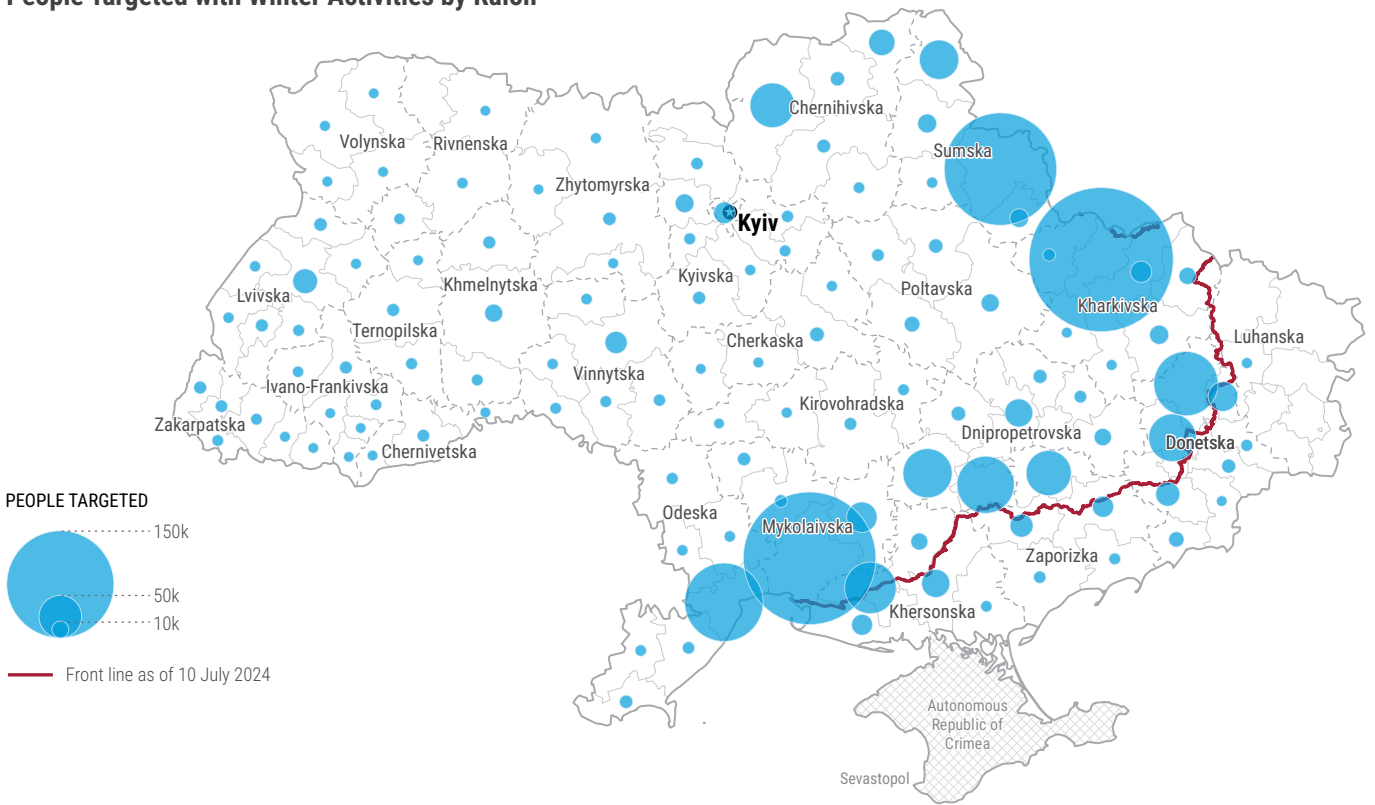
The Shelter Cluster recommends to all partners that communities be consulted and informed of all plans. In coordination with the AAP WG, the Shelter Cluster will disseminate information on available services and assistance.

These activities and the associated procurement chains will require considerable time and financial resources. The Government of Ukraine (GoU) is taking the lead in preparing and implementing Winterization initiatives, while humanitarian agencies will also play a complementary role.

Last winter, cluster partners collectively reached some 1.9M people highlighting strong collective capacity to respond and target where the needs are greatest when funding is available. This winter the Ministry of Social Policy has indicated continued strikes on civilian energy infrastructure have increased the humanitarian need by an additional 50 per cent (factor of 1.5). Considering this, the SNFI cluster will target 1.7M people with a focus on priority front-line and border oblasts.

* All referenced guidance documents are available at <https://sheltercluster.org/Ukraine>

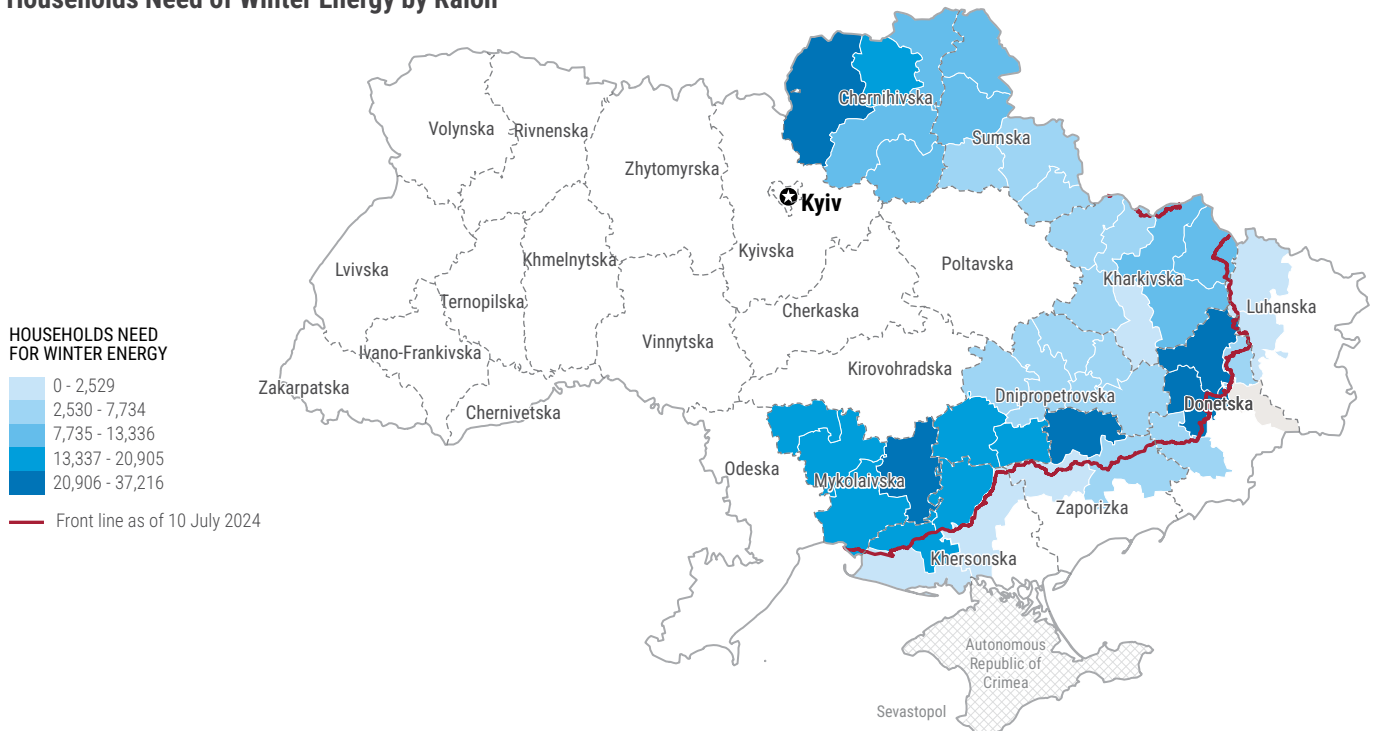
People Targeted with Winter Activities by Raion



The outcome of this year’s winter needs assessment by local authorities, in consultation with the Shelter Cluster, indicates their priority needs for winter energy support for particularly vulnerable people surpassing 862,000 people in eight oblasts alone. This detailed information along with information on the location of specific vulnerability groups, analysis of gaps identified during last winter and a cold spot index highlighting particularly vulnerable locations will help inform partners prioritization and targeting.

The main take away from last winter is to start early, in planning, procurement and making funds available to respond. The main challenge to responding to these needs and providing life-saving assistance during the cold season is a shortfall in humanitarian funding. As of now, none of the major winter actors have received funding for winter response.

Households Need of Winter Energy by Raion



Water, Sanitation and Hygiene (WASH)



2024 – 2025 WRP

2024 HNRP

PEOPLE TARGETED (WINTER ACTIVITIES)	REQUIREMENTS (US\$)	FUNDING AVAILABLE (US\$)	PEOPLE IN NEED	PEOPLE TARGERED	REQUIREMENTS (US\$)
1.6M	\$75.0M	\$40.0M	9.6M	4.9M	\$410.7M

ACTIVITIES, TARGETS & COST	PEOPLE TARGETED	REQUIREMENT (US\$)	RESPONSE MODALITY	LINK TO HNRP
Support to water and waste-water providers remains a critical support in both summer and winter – continuity of water service is essential for public health and to ensure the heating medium for district heating companies: <ul style="list-style-type: none"> • Backup energy in strategic 'upstream' facilities is key to maintain minimum / emergency levels of service in a power blackout. • Replacement of energy intensive equipment / supporting energy efficiency measures. 	TBD	TBD*	Direct, In-Kind	Re-prioritization within the HNRP activity
Support to district heating service providers in the summer months is key to prepare systems for winter: <ul style="list-style-type: none"> • Development of independent water sources for district heating – notably where there exist fragilities in centralized water supply beyond energy. • Support provision of equipment / materials for repairs (thermal/leak detection, shut-off valves, etc.) in the distribution network. • Where co-generation equipment is installed – to ensure transfer of information to the Energy Coordination Group. 	465K	75.0M	Direct, In-Kind	Geographic re-prioritization within the HNRP activity
Support to institutions <ul style="list-style-type: none"> • Development of independent water supply, or water storage, in key reference institutions. • Provision / installation of modular boilers / generators in key reference institutions 	TBD	TBD*	Direct, In-Kind	Directed by the relevant sector, and re-prioritisation within the HNRP activity

*Although no additional funds are requested for these 'regular' activities, re-prioritization of existing resources is encouraged where feasible

Background

The intensification of attacks in 2024 has seen the targeting and significant damage to critical energy, water and heating infrastructure, creating significant gaps and risks for the upcoming winter period. Risks to water and waste water services are primarily linked to the energy required to provide the service, and potential damage to equipment and infrastructure from unplanned power cuts. Importantly, water supply is often a critical requirement for fire-fighting and for the functioning of centralized district heating systems – alongside gas or another energy supply. Breakdowns and outages can have knock-on impacts on other critical social institutions, such as hospitals, notably those that lack independent connections/ backups for water and heating.

While Oblasts determine energy requirements/allocations for critical infrastructure installations, continued damage to energy, water and district heating installations are expected and create the risks of extended breakdowns in service. Initial indications from an ongoing assessment of the largest water

utilities in the county suggest only minimum levels of service could be maintained during an extended power blackout.

Rationale

A WASH Cluster response is already underway, in line with the Ukraine HNRP 2024, and includes support to district heating, water and waste-water services, in addition to support to key utilities – all of which can contribute to winter services.

The winter plan below outlines current response priorities until the winter months, to which a re-prioritization of available resources can be aligned. Two assessments are currently ongoing with results expected towards the end of July to help prioritize support for district heating and water/wastewater utilities. A further assessment will be needed during the winter months to evaluate more recent damage, how best to complement or complete the support coming from the G7+ members and mobilize resources to initiate repairs at the end of winter. This will help to ensure

resources are available at the onset of spring to allow speedy engagement of repair works, and ensure effective use of humanitarian support in complement or to complete the G+ response.

Response strategy and link to 2024 HNRP

The WASH HNRP response framework includes activities critical to ensure continuity of services in both the summer and winter periods. As such, a winter WASH response strategy is primarily one of focus or re-prioritization of existing resources, as outlined in the table above:

- **Water utilities:** Support for backup energy for strategic upstream installations, and energy efficiency / system optimization measures to reduce energy usage.
- **District heating companies:** support for materials and equipment for repairs; support for installation of energy generation equipment (technical design and auxiliary materials).
- **Institutions:** [at the request of other clusters] provide support for backup water supplies and/or storage; through the energy coordination group, contribute to technical guidelines on alternative energy/efficiency measures; support the installation of existing generators/modular boilers.
- Tracking of damage and identification of gaps during the winter period, to be able to complement and/or complete the support provided by the G7+ members.

Lessons from past winter responses

Continued targeted attacks on the energy infrastructure make it critical to ensure backup generation capacity and risk mitigation measures for critical infrastructure. However, backup energy and/or heat generation require complex procurement, manufacturing and logistics processes, exacerbated by supply chain risks and installation capacities, that cause delays (typically a 1-year minimum project). Furthermore, procurement of equipment should be coupled with transportation and installation support, and capacity building of service providers and local authorities, to avoid unused equipment. Where feasible, priority should be given to restoring basic services to vulnerable groups and disadvantaged communities. Critically, repairs on district heating systems are typically implemented during the summer months, consequently, damage needs to be tracked and resources mobilized during the winter months.

Challenges

The highly sensitive nature of installations creates significant challenges for detailed data sharing and coordination at the national level. This impacts the comprehensive understanding/visibility of support provided, including tracking generators provided in the last winter response in a centralized way, and estimation of what critical response needs might remain. Although each cluster is seeking to

clarify generator/alternative energy requirements, support often comes from non-cluster or non-humanitarian actors. Procurement of assets for utilities (e.g. emergency repair vehicles, excavators, etc.) are an ongoing challenge for humanitarian donors/programme, despite being frequently flagged as a priority need by service providers.

Capacity

A relatively small number of WASH Cluster members / observers initiated projects in support of district heating service providers in several locations in March 2024, and to date have reached 315,000 people in Mykolaivska and Kharkivska oblasts, but also a further 455,000 people in non-HNRP prioritized oblasts in the center and west. This represents 20 per cent of the HNRP 2024 priority targets. Further support currently underway in the city of Kharkiv will provide an important contribution to both energy generation and water supplies for district heating services. A larger number of WASH cluster members/ observers provide support to water and waste water service providers in most front-line oblasts, and other areas of the country. Although the current focus is on maintaining functionality and strategic improvements, greater focus will be needed on backup energy and the interaction between utilities in the face of expected power outages and blackouts:

Although the current focus is on maintaining functionality and strategic improvements, greater focus will be needed on backup energy and the interaction between utilities in the face of expected power outages and blackouts. Donor flexibility / reprioritization will be needed given current limitations on WASH cluster partners to support backup energy.

Monitoring

The Winter Response Plan is a sub-set of the 2024 HNRP and monitoring of activities, tracking of funding will follow the same monitoring structure of the HNRP through the clusters and the HCT for advocacy and resource mobilization. Analysis from new assessments including as part of the 2025 HNRP will inform a revision of the plan to update changes in needs and funding requirements in January – March 2025. Analysis of gaps and the impact of damage to energy systems will be provided by the Energy Coordination Group for advocacy with the Government including national, regional and local authorities to prioritise humanitarian response as critical infrastructure.

Why this Plan Requires Particular Attention?



The most vulnerable are at risk

With the non-stop massive destruction, the war caused to homes and other critical infrastructure, including energy and heating systems, the most vulnerable people of Ukraine are at particular risk when the winter arrives. Many villages and towns close to the front line are cut off from heating, gas or water, leaving thousands of people at risk. Those who remain in these areas – normally older people, people with disabilities, people with low income or other vulnerable groups – often live in damaged houses, exacerbating the challenges imposed by the lack of essential services. Affordable heating options via district heating systems which rely on water supply, are crucial. Options to access heating can be extremely limited. Some displaced people across the country are also living in houses that do not meet the right conditions to protect them from freezing temperatures. People displaced who had their income and livelihoods impacted are exhausting their coping mechanisms – and may be forced to make hard decisions between food or health and warmth. Without adequate support to keep their places warm during the winter, the lives and well-being of the most vulnerable people of Ukraine will be at stake during the winter.



Due to intensified air attacks, Ukraine has lost a significant portion of its power generation capacity. Thermal and hydroelectric power plants have been severely affected. This loss of electricity production has critical implications for health facilities as it compromises the operation of medical equipment, heating water, and maintaining suitable temperatures within the facilities, especially during the winter.



Humanitarian action will be vital!

The harsh winter only adds a layer of risk to people already facing dire humanitarian needs – they already need assistance now. In addition, hostilities will continue to critically impact their ability to have a safe and warm place to live, and their access to water, food, electricity, and heating. Family's eroding purchasing power is coupled with the disruption of markets, making their access to vital winter items and services extremely challenging. For them, humanitarian action is vital. The delivery of winter energy (firewood, coal, etc.), the repair of heating systems, the insulation of houses or preparation of warm and dignifying displacement centres, and the support to pay the rent so they have a roof over their heads will be truly life-saving when freezing temperatures knock at the doors of the most vulnerable people in Ukraine. Immediate action is needed now to prevent loss of life and ensure the well-being of people already living under harsh conditions due to the war.

How to Contribute



Contribute towards Ukraine Humanitarian Response Plan

Donors can contribute directly to aid organizations participating in the international humanitarian coordination mechanisms in Ukraine, as identified in this Humanitarian Response Plan. For more information on Ukraine's 2024 Humanitarian Needs and Response Plan and other monitoring reports or on how to donate directly to organizations participating in the plan, please visit:

<https://response.reliefweb.int/ukraine>

Donate through the Ukraine Humanitarian Fund (UHF)

Donors can contribute through the [Ukraine Humanitarian Fund \(UHF\)](#). This country-based pooled fund (CBPF) contributes to a coordinated humanitarian action, supporting the highest-priority projects of the best-placed responders (including international and national NGOs and UN agencies) through an inclusive and transparent process that follows the priorities set out in the 2024 Humanitarian Needs and Response Plan for Ukraine (HNRP). The UHF allows donors to pool their contributions into single, unearmarked funds to support local humanitarian efforts which will, in turn, not only enable a coordinated, flexible and inclusive humanitarian response but also strategically maximize available resources. Visit the [website](#) for information on how to contribute to the 2024 HNRP:

<https://www.unocha.org/ukraine/about-uhf>

For questions, send an email at: OCHA-UHF@un.org

Donate through the Central Emergency Response Fund (CERF)

CERF is a fast and effective way to support rapid humanitarian response. CERF provides rapid initial funding for life-saving actions at the onset of emergencies and poorly funded, essential humanitarian operations in protracted crises. The OCHA-managed CERF receives contributions from various donors – mainly governments, but also private companies, foundations, charities and individuals – which are combined into a single fund. This is used for crises anywhere in the world. Find out more about the CERF and how to donate by visiting the website:

www.unocha.org/cerf/donate

In-kind relief aid

The United Nations urges donors to make cash rather than in-kind donations, for maximum speed and flexibility, and to ensure the aid materials that are most needed are the ones delivered. If you can make only in-kind contributions in response to disasters and emergencies, please send an email with relevant information concerning your contribution to:

logik@un.org

Registering and recognising your contributions

OCHA manages the Financial Tracking Service (FTS), which records all reported humanitarian contributions (cash, in-kind, multilateral and bilateral) to emergencies. Its purpose is to give credit and visibility to donors for their generosity and to show the total amount of funding and expose gaps in humanitarian plans. Please report yours to FTS, either by email to fts@un.org or through the online contribution report form at:

<http://fts.unocha.org>