



2016, Shelter Cluster in Ukraine

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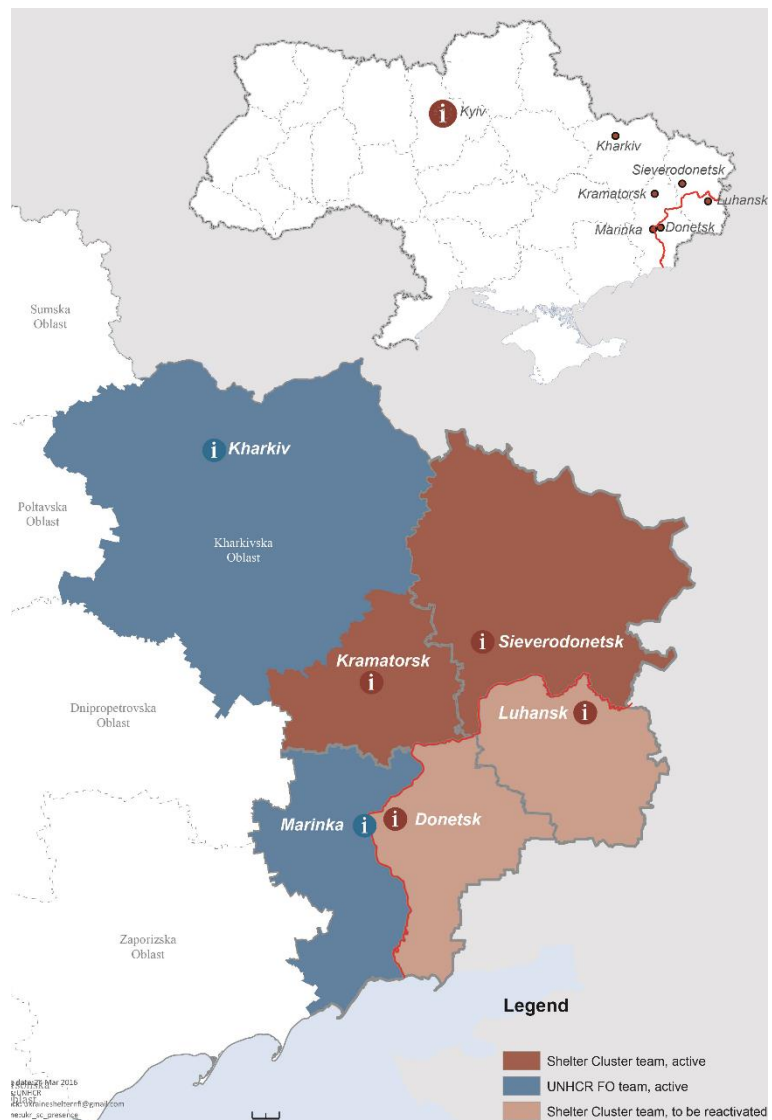
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Abstract

The Ukraine Shelter/NFI Cluster Annual report aims to analyze 2016 trends, achievements, and response to the crisis related Shelter and NFI needs. After 2 years of response, the report seeks to provide insight into where we stand in terms of achievements by providing a glimpse and comparison of several years of activities. While the report is limited to look at outcome and impact in terms of an objective, activity, and geographic location, it can provide a broad overview of Shelter/NFI activities in Ukraine to shape lessons learned for the upcoming years. In 2016, the Shelter/NFI Cluster and its partners assisted over 175,000 households contributing to a total of more than 456,000 households assisted or nearly 1,600,000 million people assisted since the start of Ukraine’s humanitarian crisis. While the majority of the cluster’s activities continue to be lifesaving, cluster partners filled an important gap not yet fulfilled by recovery and development donors in Donetsk and Luhansk government controlled areas by completing transitional and recovery measures such as cash for rent, heavy repairs, and reconstruction projects. Importantly, with the beginning of the 3rd winter of this response, humanitarian partners began the implementation of winter preparedness activities in August 2016 to ensure that households impacted by the conflict were able to stay warm. A particular phenomenon specific to Ukraine as a country with a strong winter climate, is the volume of activities that begin in the August-September period and realized their completion in the following year creating a “carry-over” effect. The phenomenon is described carefully in the report, but is an important observation for donors to be aware of when financing humanitarian response in such climates. Despite the significant work of Shelter/NFI partners, outstanding needs remained at the end of 2016 highlighting the challenges that this crisis has posed to the local population. While the neediest were residing in contact line communities of both government controlled and non-government controlled areas, access and prevailing shelling limited assistance delivered in these areas. 2016 was also a year of significant advancement for the Shelter Cluster and its partners in terms of use and production of coordination tools to facilitate operational coordination in responding to the needs. While these tools facilitated a quicker and more efficient response, some important lessons learned are detailed in the report for improving the use of such tools in 2017.



Cluster objectives presentation

Cluster Objective 1: To address essential shelter and NFI needs of the most vulnerable IDPs and conflict affected population through monetized/in-kind assistance and contingency



- Acute emergency shelter



- Solid fuel & heater distribution;



- Non Food Items distribution;



- Winterization cash grant transfers;



- Winterization (insulation) support

The primary activities of this cluster objective are life-saving aiming to provide a quick and rapid response to needs that arise either because of new shelling through acute emergency repairs or new displacement through the distribution of non-food items. In the cold climate of Ukraine, access to heating in exposed damaged homes or in collective centers without adequate heating meant the difference between life and death. Distribution of solid fuel, heaters, winterization NFIs, winterization cash grants, and the insulation of homes prior to the onset of winter were included under this objective

Cluster Objective 2: To contribute to adequate transitional solutions [monetized or in-kind] related to shelter and NFI needs meeting minimal international and national shelter standards



- Light and medium repairs



- Collective Center winterization



- Cash for rent or other shelter-linked monetized solutions

Humanitarian agencies implemented light and medium repairs to ensure that the minimum foundation of a damaged house was preserved. A majority of these interventions included window and roof repairs in government controlled and non-government controlled areas in Donetsk and Luhansk Oblasts. For recently displaced or evicted IDPs, winterization assistance sought to support those residing in inadequate collective centers in the five eastern oblasts in Ukraine. Cash for rent remained a relevant transitional solution for IDPs to move to adequate housing or to afford rent while damaged homes were repaired.

Cluster Objective 3: To provide/upgrade permanent shelter solutions for the most vulnerable conflict affected population



- Structural repairs ("heavy repairs)



- Permanent housing (incl. reconstruction)



- Essential utility network repairs and connection

In the absence of mobilization of early recovery and development actors in villages along the former contact line where damage has impacted homes and public infrastructure, cluster objective 3 sought to provide/upgrade permanent shelter solutions for the most vulnerable conflict affected population through structural repairs, access to permanent housing (including reconstruction), and essential utility network and repairs reconstruction

Cluster Objective 4: Shelter and NFI response is reinforced through decentralized coordination



- National and sub-national meeting are held regularly



- Regular Cluster information products



- Needs are regularly analyzed, needs assessment are coordinated,



- Cluster dedicated staff is in place

Overall results

5 W at glance

3025
Lines in the
2016 5W

Over-all 7668
total entries
from the
beginning of
the crisis

A backbone of shelter cluster coordination, the 5W (Who does What, Where, When and for Whom) coordination tool allows not only for monitoring partners' projects but also as an except and glimpse of the main trends to provide a multi-year analysis of the Shelter and NFI humanitarian situation.

The volume of assistance in 2016 was lower than in 2015; however, it still represents more than 40% of the assistance delivered since the beginning of the crisis. In 2016 alone, cluster partners assisted more than 1 million individuals.

In terms of access to and coverage of beneficiaries, the volume of assistance in 2016 in NGCA was still limited, while resources were optimized on both sides of the contact line. For example in 2016, over **520 locations** (settlements or villages along the contact line) were receiving assistance, which when analyzing the response over 3 years, represents more than 73% of the total locations receiving assistance.

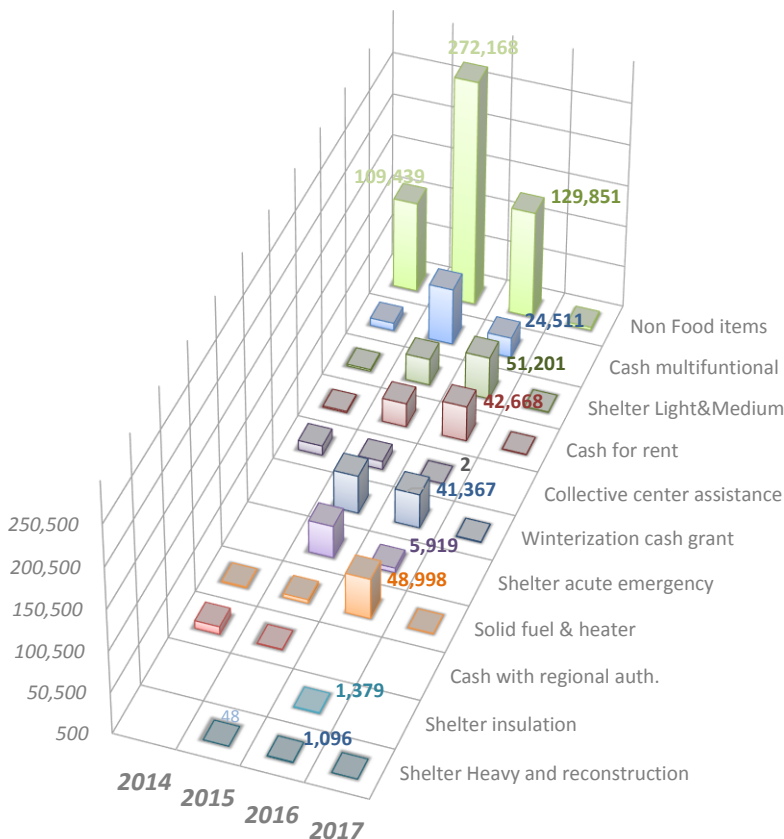
11,741 Different
Interventions
concerning buildings
repairs only for 2016

In term of repairs, 2016 saw significant achievements when beneficiaries decided to return to their property. Several of such households were able to receive phases of assistance throughout the crisis. For example, humanitarian shelter interventions

175,933 HOUSEHOLDS
equivalent to
460,325 people only for 2016

From the 3 years overall recorded
456,481 Households or
1,159,934 Individuals

initiated with roof repairs in 2014-15 and shifted towards activities to make the house fully adequate for permanent living in 2016 by structural and internal repairs. From the beginning of the crisis, damaged homes received **29,939 interventions** related to building repairs, although over 90% of them could be considered as single layer assistance. On the left, the graph is showing the complete breakdown of all activities from 2014 until today. 2015 has been the most important year in term of volume of assistance, which is totally understandable in regards to the apex of displacement. 2016 maintained a significant level of support through repairs and winterisation assistance, in kind or monetised.



Results per cluster objectives and activities

Per cluster objectives

Figure 1 illustrates how the number of beneficiaries shifted from live-saving activities (CO1) to transitional (CO2) or permanent (CO3) solutions from 2015 to 2016.

In 2016, the number of individuals receiving life-saving assistance decreased. Respectively, cluster objective 2 related to adequate housing and transitional measures almost doubled in 2016, as the displaced required transitional solutions adequate for their decision to stabilize and settle after their initial movements in 2015. At the same time, humanitarian actors sought to stabilize the structure of damaged homes who had perhaps only received acute emergency materials when initial shelling broke out.

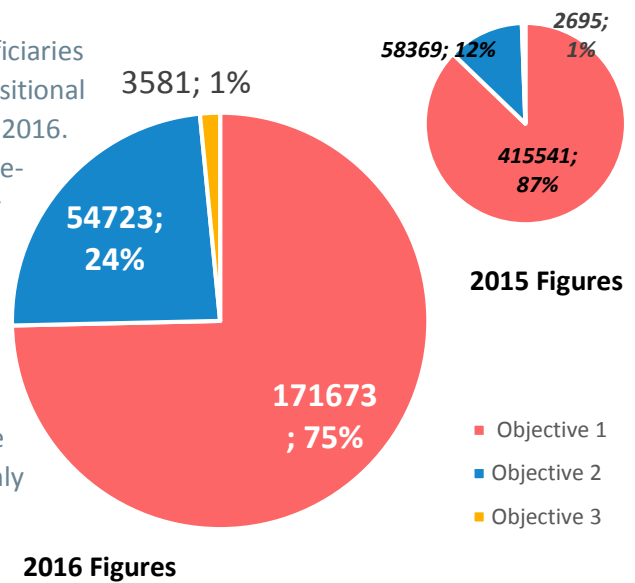


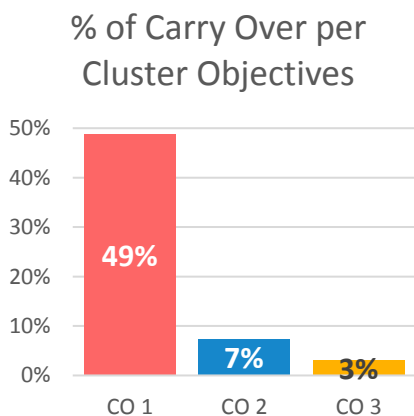
Figure 1 General breakdown per cluster objectives for 2016 vs. 2015. Figures expressed in theoretical # of beneficiaries converting and merging indicators expressed in Household into individual using pre crisis Donbas ratio 2.4 (SSSU 2013)

The response to Cluster objective 3 related to permanent solutions remained meager in spite of the fact that UNHCR and its implementing partners took the lead to initiate structural repair and community infrastructure repairs in frontline areas, where early recovery and development donors did not begin to intervene until the end of 2016. It is important to mention that CO3 related activities are usually requesting an implementation period over several months, and the impact of activities initiated in 2016 will be more obvious in 2017.

Carry-over from 2015

The carry-over from fiscal year 2015 could at first glance seem an important factor in analyzing assistance delivered in 2016. Nevertheless, some shelter and Ukraine specific factors explain this significant carry-over.

39% HRP 2016 Carry-Over



For the humanitarian response, donors have different fiscal years meaning that phases for financing of shelter projects could have easily started in 2015 yet not finish until 2016 depending on which phases of construction can be finished per the financial instalments received. Similarly, acute emergency repairs imply quick implementation. This would take shelter partners no more than a few days of implementation, and shelter actors are easily able to reflect this in the cluster's 5W monthly reporting. More

significant shelter interventions have a seasonal factor¹ as well, limiting the speed of implementation due to Ukraine's winter dynamics. A large part of the carry-over can be attributed to winterization activities. In the humanitarian response, donors and implementing agencies usually begin the planning for the winterization response in June-August regardless of secured funding. Throughout August-September 2015 and August-September 2016, humanitarian actors sought to record their planning figures and updates to the cluster as they coordinated their coverage of winterization specific needs. Implementation and available funding (for those who have not already secured it) becomes available by September-October with implementation ending in December or January and even as late as February of the next year, depending on access to contact line areas in both GCA and NGCA. Figure 2 largely reflects this winterization carry-over as Cluster Objective 1 accounted for 49% of carried-over 2015 fiscal activities, whereas the other two objectives do not surpass 7%.

Method of reconciliation for carry over

With a single year HRP format, activities include only those that began and were completed within 2016, with the exception of activities that were initiated in 2016 but carried over funding delivered in 2015.² Therefore, all activities beginning in 2015 but finishing in 2016 will be reconciled as carry-over activities in the final report for 2016.

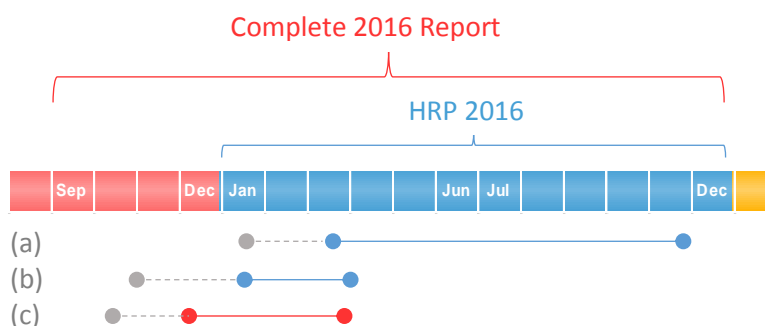


Figure 2 HRP versus Complete year report. 3 types of activities could be reported within or not HRP year 2016 report.

(a) if the activities is funded -in grey- in 2016, started & being completed in 2016 it is part of HRP.

(b) if the activity was funded in 2015 but started in 2016 it will be denominated as carry over & included in HRP 2016.

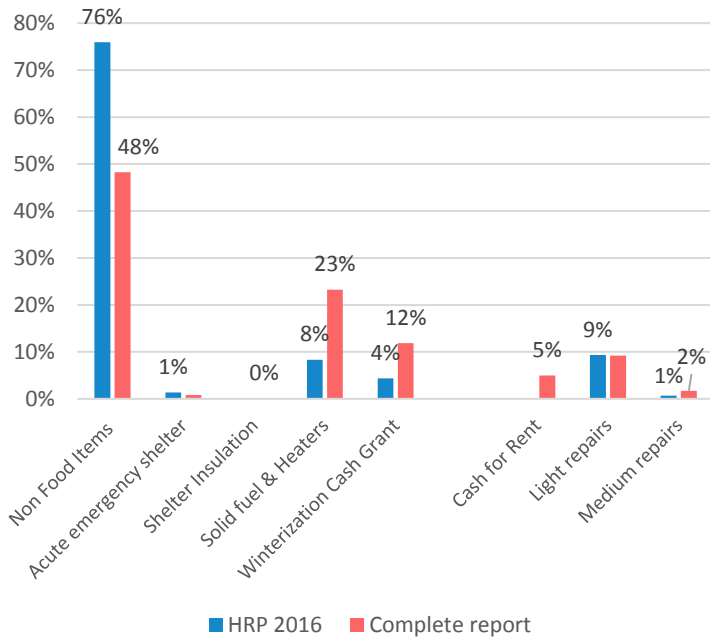
(c) if the activity was funded and started in 2015 but completed in 2016, they will be reconciled under a special chapter of the complete year report total & carry over. Winterisation is a good example of this cross-year thematic.

¹ If the optimum date for the repair season start in April, the 3-4 previous months for mobilization, beneficiaries selection, BoQ preparation, procurement, the optimum date for project signature and fund availability should be between December and January.

² This is due to the fact that the 5W only has the ability to track projects initiated at a time and agencies do not report financial instalments or specifications to the cluster.

Importance of Winterization on carry over 2015-16

Comparison of the activities source of carry-over between HRP & complete report



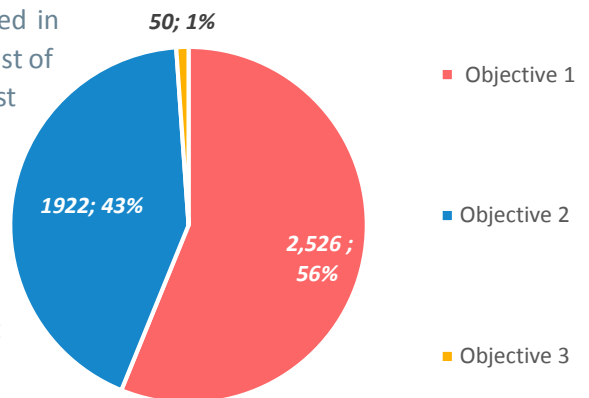
While NFI distribution seems to be the main origin for the carry-over, the HRP method under emphasizes the importance of fuel distribution. With limited capacity and supply, solid fuel is a priority procurement item and need and therefore is typically distributed earlier in the winter season (September-October). Though based on experience, coal delivery starting later than October will likely result in delayed completion of deliveries and carry-over to January or February of the following year. Other NFIs such as clothes and blankets are easier to deliver in second tranches of winterization delivery or later in the winter season as contingency.

It is important to note that proportionally the carry-over for cluster objective 2 with light and medium repairs is less than 10% as it is

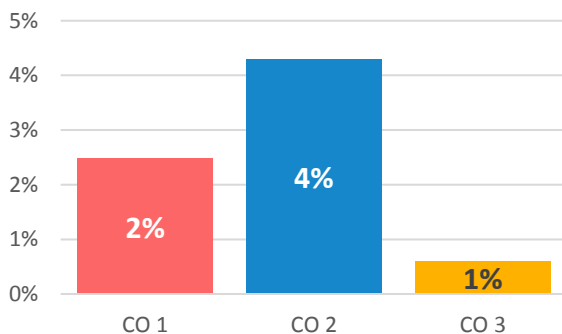
another activity with a shorter implementation period.

Main figures for carry over 2016-17

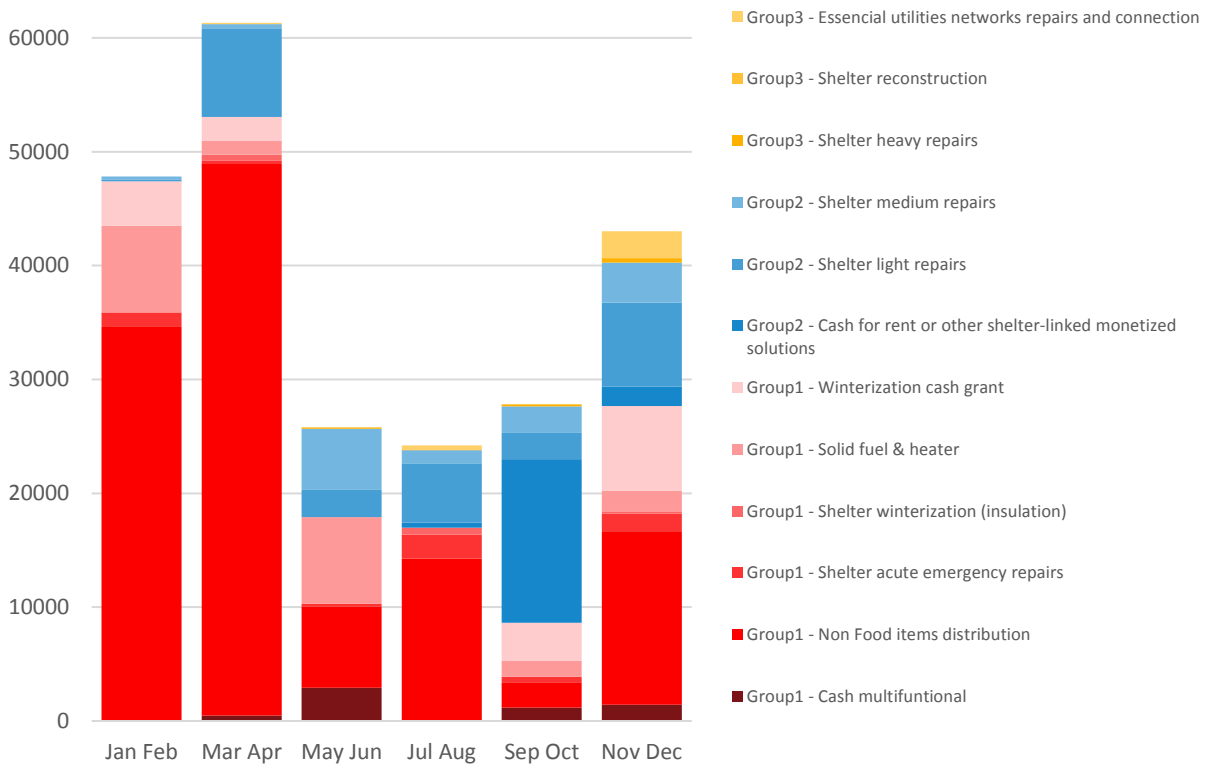
Already some activities started in 2016 will be completed in 2017. Based on the reported figures in January, the forecast of the carry over for 2016-17 could be estimated as almost 4,500 individuals with a breakdown of over 56% of the carry over related to winterization. As compared to last year, the carry-over is significantly less, but it is possible due to low reporting volume to the 5W that this number could rise. The second graph show proportionally to each independent cluster objective the component already reported.



% of Carry Over per Cluster Objective (in % of Target HRP 2017)



Seasonal distribution for activities in 2016³



The above graphic represents the seasonal distribution of activities throughout the year. It is important to note that most activities under Objective 3 were achieved between September to December. This is because activities were either completed at that time or initiated their implementation at the end of the year. This can be attributed to later signing of contracts, procurement, and preparation of BoQs for heavier construction activities. Activities in the first objective have a more even distribution throughout the year with a carry-over of winterization activities in January-February and an escalation of hostilities resulting in the distribution of NFIs and acute emergency shelter materials from March until August. Pleasant weather from July until October enabled an increase in roof and window repairs to fulfill light and medium repairs found under the second objective.

³ Activities in the graph represent the date of completion for activities.

Results per activities

To take a granular analysis of how Shelter/NFI Cluster activities have met each cluster objective, we can evaluate Humanitarian Response Plan targets and ultimate results as reported to the Cluster throughout 2016.

| Cluster Obj. | Activity | HRP 2016 | | | | Complete report | |
|--------------|-----------------------------------|-------------|--------|-------------|--------------|-----------------|--------------|
| | | Target | Status | Results | Carry over % | Results | Carry over % |
| 1 | Acute emergency shelter | 2,200 HHs | 131% | 2,892 HHs | 0% | 6,913 HHs | NA |
| 1 | Solid fuel & heater distribution | 9,430 HHs | 79% | 7,537 HHs | 42% | 19,050 HHs | 60% |
| 1 | NFI distribution | 81,268 ind. | 140% | 113,518 ind | 52% | 120,926 ind | 6% |
| 1 | Winterization cash grants | 10,833 HHs | 102% | 11,029 HHs | 14% | 19,050 HHs | 31% |
| 1 | Winterization (insulation) | 9,430 HHs | 15% | 1,370 HHs | 39% | 1,379 HHs | 15% |
| 2 | Light and medium repairs | 12,420 HHs | 124% | 15,453 HHs | 24% | 19,522 HHs | 26% |
| 2 | Collective Center winterization | 670 HHs | NA | NA | NA | NA | NA |
| 2 | Cash for rent | 24,356 HHs | 20% | 4,899 HHs | 0% | 18,215 HHs | 73% |
| 3 | Structural repairs | 1,420 HHs | 22% | 312 HHs | 0% | 420 HHs | 10% |
| 3 | Permanent housing | 795 HHs | 4% | 13 HHs | 2% | 21 HHs | 15% |
| 3 | Essential utility network repairs | 7,700 HHs | 14% | 1,076HHs | 4% | 1076HHs | 0% |

If we analyze reporting between partners who had projects submitted to the Online Project System which directly fed into the 2016 HRP's initial targets 2 dynamics are noticed:

1. Accountancy dynamics related with donor financing between the HRP year starting in January and finishing in December.
2. Actual start and end timing of activities at the village level.

The above chart is therefore showing a total carry-over of NFIs which can be reported per day. The NFIs accounted for in the chart above likely began at the end of December and could represent a certain number of blankets, clothing, or candles distributed. For example, 2000 blankets per day were distributed from the 20th of December to the 3rd of January to villages on both sides of the contact line. Other activities such as solid fuel and heater distribution, light and medium repairs, and cash for rent and other monetized solutions are typically recorded per week or per month of completion or planned activities in the 5W and are therefore contributing to a higher carry-over proportion from 2015 to 2016.

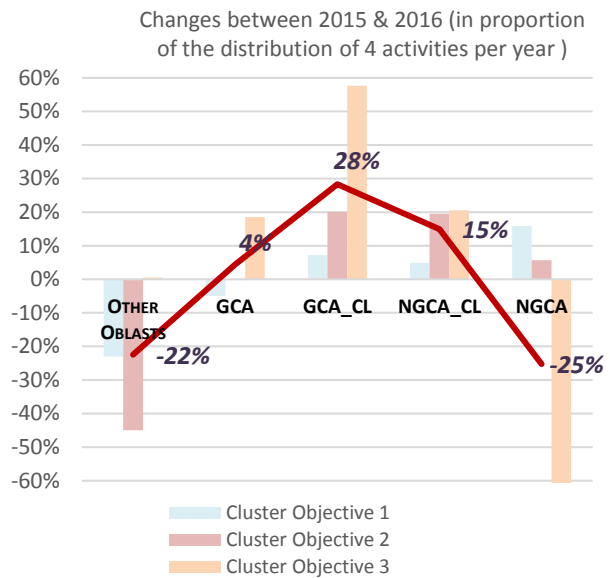
Broad analysis of general trend

Shift toward contact line and NGCA

Reconciliation per Independent Cluster Objective

By performing a reconciliation of activities according to **Cluster Objective** level, an analysis of changes between the 5 humanitarian geography areas of Ukraine **independent of the TOTAL volume of** (using only COUNT in excel according to the activities' objective) assistance can illustrate where the most important variations occurred. This method of analysis is showing the shift to move more assistance to contact line and NGCA Donetsk and Luhansk Oblasts.

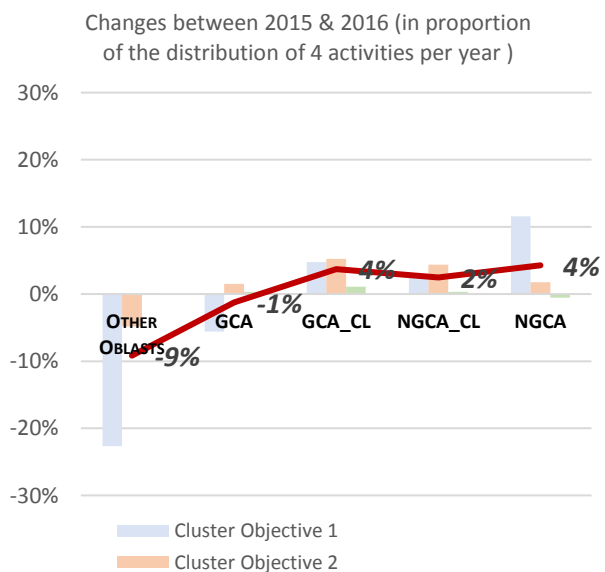
As humanitarian access became more limited in NGCA and resources for interventions reduced, humanitarians began to prioritize the most critical cases in contact line areas. Illustrating this dynamic, more aid was delivered in government controlled contact line communities. The efforts to move towards transition and durable solutions is reflected in this graph as increases in Cluster Objectives 2 and 3 were realized during this period, while the growth in these 2 other objectives pulls the dynamic downwards in NGCA, as overt focus was on life-saving activities.



Quantitative – Reconciliation per total number of beneficiaries

Once this dynamic is aggregated with the total number of beneficiaries (SUM in excel for total volume of assistance), Cluster Objective 1 has a significant weight against the other objectives that it eclipses the volume of assistance in each of the areas. The strategic shift and prioritization in geographic area from other oblasts to contact line and NGCA of Donetsk and Luhansk Oblasts is still notable from 2015 to 2016.

Furthermore, the carry-over impact from 2015 to 2016 caused a delay in donor's policies to distribute more aid in NGCA and specifically in the contact line. Therefore, these policies only achieved slight growth in NGCA Shelter and NFI assistance in terms of total volume of assistance.

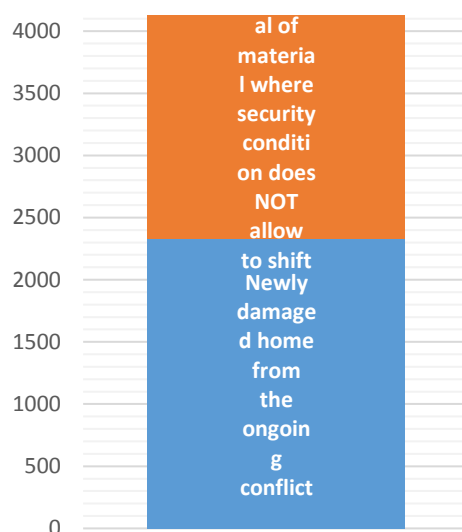


Unmet needs

Shelter, winterization, and accommodation for the displaced and conflict-affected non-displaced will continue to represent the three top needs of the Shelter/NFI sector. Shelter repairs are required in frontline areas where ongoing insecurity prevents easy delivery of humanitarian assistance. Acute emergency response will still be required for new shelling in concentrated areas. NGCA represents the largest need for shelter repairs. Winterization in Ukraine remains a life-saving priority, especially as many of the conflict-affected are not able to access government-provided subsidies or heat their homes due to pressures created by the conflict dynamics.

Unmet need Cluster Objective 1

3-5 homes at various locations were impacted by the crisis on a daily basis on both sides of the contact line in Donetsk and Luhansk Oblasts. Shelter actors need to be in place to provide acute emergency items in these cases. Unfortunately without significant improvement of the ceasefire conditions and peace negotiations, this regular baseline will be from time to time affected by flare up, for example in Avdiivka in January 2017, when an average of 22 homes were damaged per day. Therefore, it is important to identify a trend of around 2500-4000 acute emergency interventions to be programmed per year including renewal of plastic sheeting and emergency materials where the security condition does not allow for heavier construction repairs. Increasingly the Cluster has identified that in these cases, there needs to be a stronger documentation of the shelter situation including the number of people staying in the home, their intentions, their capabilities for repair, and vulnerabilities so as to operationalize the field response to such needs and report gaps for a longer-term response.



Rural areas in NGCA are the most underserved in terms of life-saving winterization assistance. IDPs in NGCA are not included in any of the social programs of the de facto authorities and lack of information on their plight prevents easy delivery of winterization or other necessary life-saving Shelter/NFI assistance.

Unmet need Cluster Objective 2

In government controlled areas, 12 international humanitarian shelter partners and roughly 10 national stakeholders have been able to cover about 83% of damages of the humanitarian caseload reported to the cluster. However, in non-governmental controlled areas, the coverage is only about 40% due to limited access constraints. While households have developed a resilience to the ongoing shelling, the most vulnerable including elderly, single headed households, disabled, and the unemployed require assistance with light and medium repairs due to financial and physical limitations. Only in GCA, between 6,000-10,000 IDPs have chosen to live in collective centres for more than 2 years since the start of the crisis for many reasons including basic affordability, access to social benefits, disabilities, lack of employment, and for social cohesion with others living in the centre who have shared experiences. While those residing in collective centres are the most marginal of the IDP population, they lack transitional solutions appropriate for their post-conflict situations. The ombudsman of de facto authorities reported over 40 Collective Centers in NGCA, but due to restricted access no significant interventions and assessments occurred. While activities under cluster Objective 1 could pose a risk of further harm to their prospects for recovery, transitional activities suited to their categories of displacement have not been prevalent in Donetsk and Luhansk Oblasts. Collective Center rehabilitation works are no longer among the strategic prioritization of many donors because such buildings are unsustainable accommodation mechanisms in the long-term. Assistance to collective centers on both sides of the

contact line included winterization, NFI support, and minor repairs for facilitating disabled access. The objective of collective center decommissioning was yet unrealized in 2016 as the number of involuntary displacements from such centers increased, the conflict continued, and adequate housing alternatives for the specific needs of those still remaining in collective centers remained elusive.

Unmet need Cluster Objective 3

Between 250,000-500,000⁴ IDPs have decided to not return to their pre-crisis place of origin yet lack the appropriate access to accommodation and other durable solutions that will facilitate their accommodation over the long term. 38.7% of those originally displaced at the peak of the Ukrainian crisis have indicated that they have family members who have decided to return to formerly conflict-impacted cities in Eastern Ukraine. Many of those returning have found their homes no longer livable and in need of structural repairs or completely new foundations. While a significant dent was made to helping those impacted, 28% of homes were still in need of structural or reconstruction repairs at the end of 2016 in GCA while the need may be greater in NGCA due to limited humanitarian coverage. Moreover, damage to civilian infrastructure leaves homes without adequate heating during the winter months. Progress to repair this infrastructure was limited in 2016 particularly in NGCA. In 2016, only very limited infrastructure repair works were done on infrastructure to facilitate adequate access to heating and electricity despite the cluster's initial goal of conducting such pilot projects for 7700 households. As the Early Recovery Cluster deactivated, the Shelter Cluster was designated as the focal point for partner repairs to such infrastructure. The handover of this responsibility is expected to take place sometime in 2017.



Figure 3- @R. Wynveen 2016

⁴ In the absence of consistent verification IDP database, population projection have a highly political dimension. Furthermore, in 2014, 2015 and 2016 the analysis of the particular segment of IDPs students linked to a certain stability of displacement was an entry point for estimating the population potentially concerned by local integration or resettlement in GCA (for 2014 286.020 pupils were enrolled, 75.222 for 2015 and 65.000 for 2016). Already in 2017, the ministry of Education communicated that it will not compile IDPs student population figures for the start of the September 2017 school year.

Detailed Cluster Objective 1

The following paragraphs aim to give more details on specific activities especially looking at the repartition between different areas. A description is provided near each activity to review its implementation and challenges in 2016.

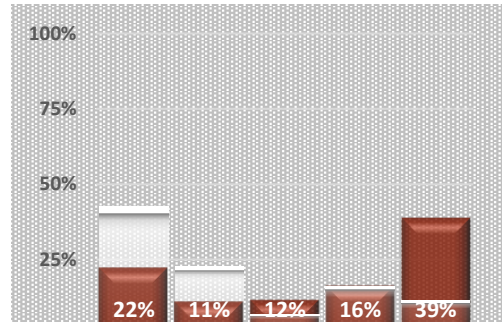
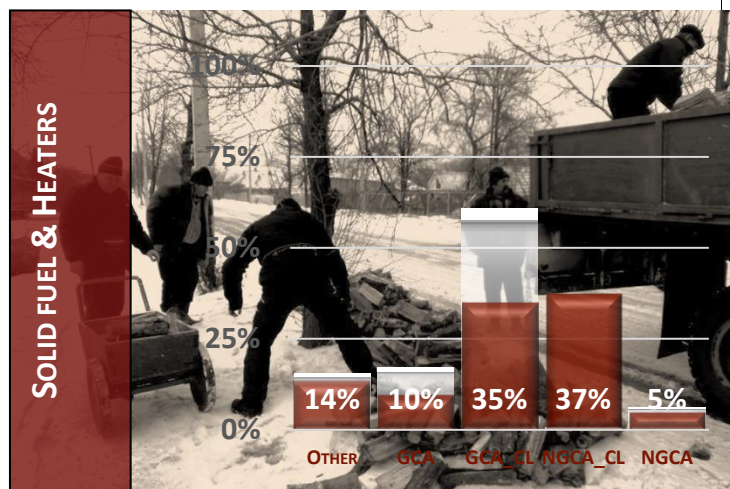


Figure 4 Activity breakdown per area. Other oblasts, GCA; GCA Contact Line; NGCA Contact Line; NGCA. White % on the red bar: 2016 achievements; white line on grey background: footprint from 2015.

Solid fuel & heaters

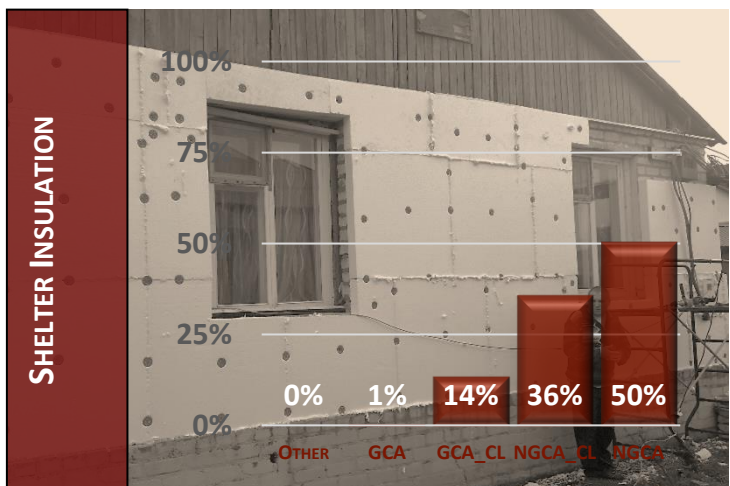
A critical component of winterization assistance, fuel and heaters distribution reached almost 20,000 most vulnerable households in 2016. This figure is concerning both winters, but the breakdown per area changed significantly. If for 2015, the total was one-third higher -28,000 individuals- the volume distributed in NGCA was very limited, with most of the assistance reaching only GCA with an apex in the contact line.



In 2016, the proportion dedicated for NGCA reached over 40% with the most significant growth found along the NGCA contact line. The proportion of assistance for contact line to other GCA or NGCA is over 70%, which is an increase from 60% in 2015.

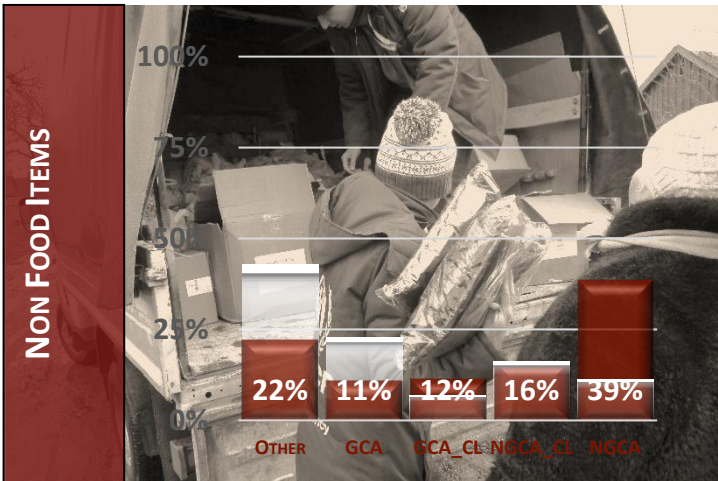
Shelter insulation

Even if included as the third crucial component of winterization for the 2016-2017 guidelines, shelter insulation was not implemented on such a great scale in 2015 due to prioritization of one warm room and scale of emergency response and is therefore not comparable. The majority of insulation works have been performed in NGCA in 2016 as accompaniments to repair works. This corresponded with Shelter actors and the Cluster’s observation that repair works are an opportunity to ensure that part of the whole of a house is insulated.



Moreover, for the 2016-2017 winterization recommendations, the Shelter Cluster decided to increase the amount for light and medium repairs to include insulation in these works. The higher proportion of insulation works in NGCA, is a demonstration of shelter actors using repairs as an opportunity to insulate a house, where humanitarian access does not guarantee that humanitarians may return to this house for winterization activities at a later date. In all, this number is related to 562 household equivalent to 1,370 persons.

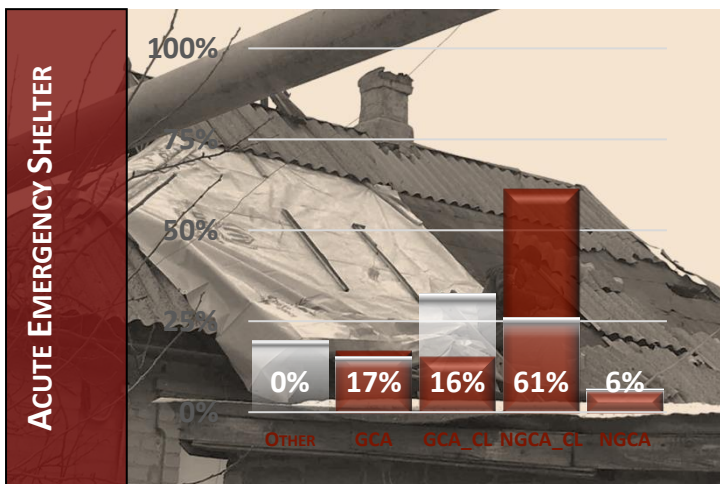
Non Food Items



2016 experienced a significant reduction of the number of in kind NFI distributions, partially related with the fact that these needs were already covered in 2015. At that time, 262,000 individuals received several Non-Food Items with the majority of these being reusable and with long lifespan (kitchen set, blankets, bedding set etc.). The decrease is notable in GCA and especially other oblasts further away from the contact line. The distribution of NFIs in other parts of NGCA was the most significant increase. Nevertheless, NFI distribution reached almost 120,926 individuals in 2016 representing the largest coverage in terms of

beneficiaries. Until now in NGCA, classical NFI distribution is still the most practical form of implementation according to the political context, lack of functioning financial systems, and humanitarian access.

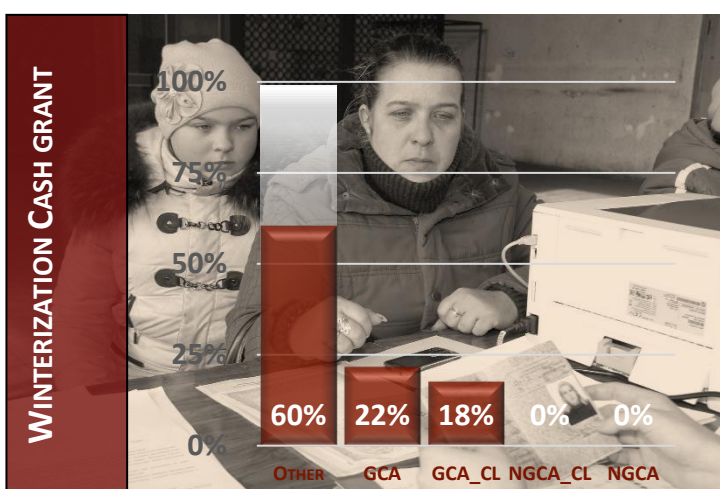
Acute Emergency Shelter



The first aid kit for shelter activities, acute emergency shelter with plastic sheeting and battens, reduced significantly in 2016 by almost 7 times. This reduction represents the completion of the bulk of the need, and 2016 represents mainly distribution to newly damaged houses located in zones of active shelling but also to a lesser extent replacing plastic sheeting for houses that require replenishment of such materials. In general, in places where security stabilized, light, medium, and heavy repairs replaced acute emergency shelter. In terms of balance, 77% of acute emergency shelter distributions were

concentrated on the contact line with an emphasis in NGCA. The 23% of activities reported not along the contact line could represent renewal of materials, where families have not yet returned on a permanent basis. With a lifespan of 6-12 months, the urgency to preserve the structural integrity of such damaged buildings remained.

Winterization Cash grant



Representing the monetization of NFI and fuel distribution, winterization cash grants in 2015 represented exclusively other oblasts such as Kharkiv, Dnipro, Zaporizhia, or Kyiv.⁵ With a decrease in terms of volume of 25% in 2016, winterization cash grants were rebalanced significantly toward the contact line. No cash grants were distributed in NGCA, as cash transfers are still highly questionable in terms of feasibility and legality.

⁵ 95% of winterization cash grants were implemented in these oblasts as compared to 5% in the Eastern Oblasts in 2015.

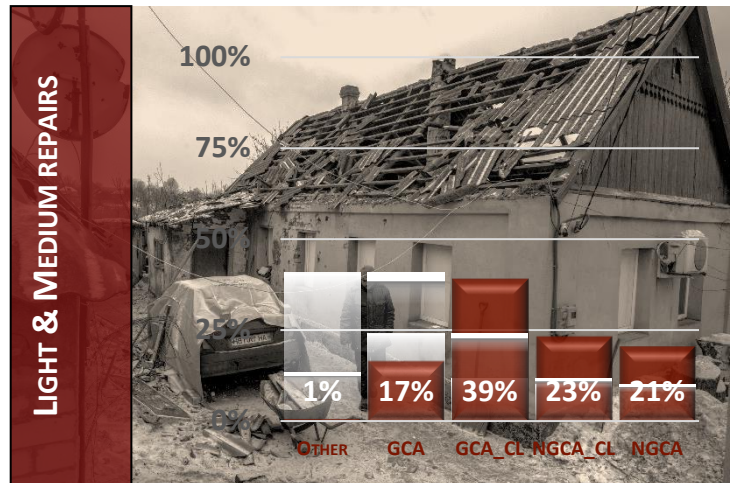
Detailed Cluster Objective 2

The second cluster objective regroups several activities for a transitional approach, which represents the continuity of the emergency aspect of CO1.

Not all activities foreseen under CO2 found support and resources in 2016. For example, the assistance related to the maintenance of Collective Centers in 2016 was not supported and/or reported to the cluster team. Further some houses requested multiple layers of intervention firstly to preserve the structural integrity and then to ensure adequate living conditions and through 5W analysis it is not clear how many homes received these multiple layers of intervention.

Light & medium repairs

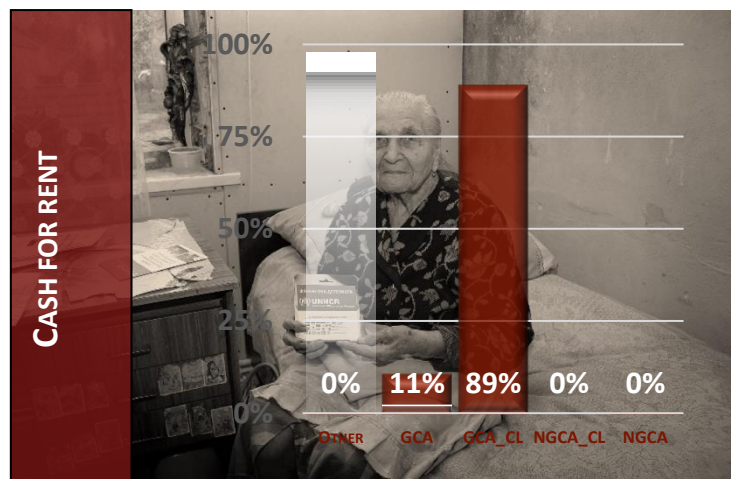
Mainstay shelter cluster activities such as light and medium repairs were increasing in 2016 by about 30%. In parallel, it is interesting to note the shift of the volume of repairs to contact line and NGCA. It is also important to note an important correction to the graph on the right side that 'Other oblasts' were marked as the location of these activities, but the agencies working there did not provide the city or village name to contextualize the findings.



In 2016, a proportion of repairs channeled to NGCA exactly doubled with the most significant changes noted along the contact line. The contact line represents more than two-thirds of assistance. This phenomenon is linked to ongoing shelling in specific and concentrated areas.

Cash for rent and other monetized shelter solutions

Even if designed to be the proper transitional measure to face expenditure related to adequate housing conditions, cash for rent had very little resonance in 2016 partially because in 2015 cash for rent was promoted and implemented in the other oblasts mainly in Kharkiv, Dnipropetrovsk and Zaporizhia Oblasts.



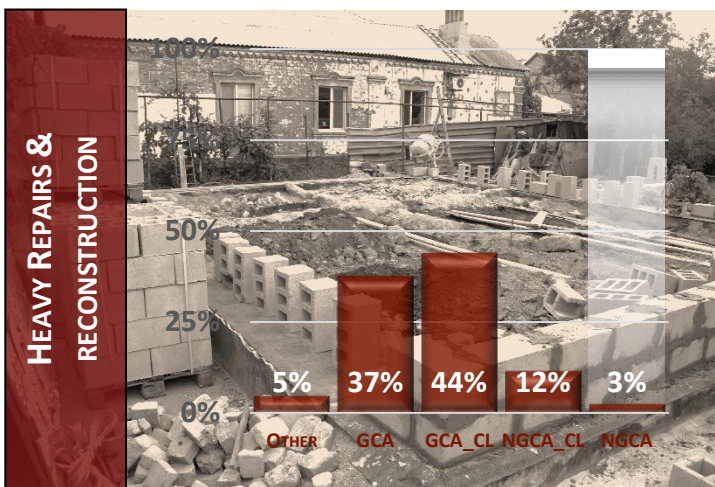
In 2016, the bulk of implementation in other oblasts disappeared. High implementation in GCA and GCA contact line areas likely account for cash programs supplementing utilities and other communal services. The difference in accounting for the number of people reached is difficult, because the Cluster elected to name this activity "Cash for Rent and other monetized shelter solutions" in 2016. Therefore, it is really not apparent how many agencies implemented the Cash for Rent according to the Cluster's 2015 Recommendations and how many were just cash supplements for portions of rental coverage. Analyzing the impact requires one to note that the actual number of beneficiaries in 2016 for cash for rent activities were only 1/10th of the number of people assisted in 2015.

Detailed Cluster Objective 3

Articulated around permanent solutions and the recovery process, cluster objective 3 is a way to initiate good practices through pilot projects in a more holistic manner. Further, it is important to note that the deactivation of the early recovery cluster earlier in fall 2016 did not result in a physical handover of information related to infrastructure.

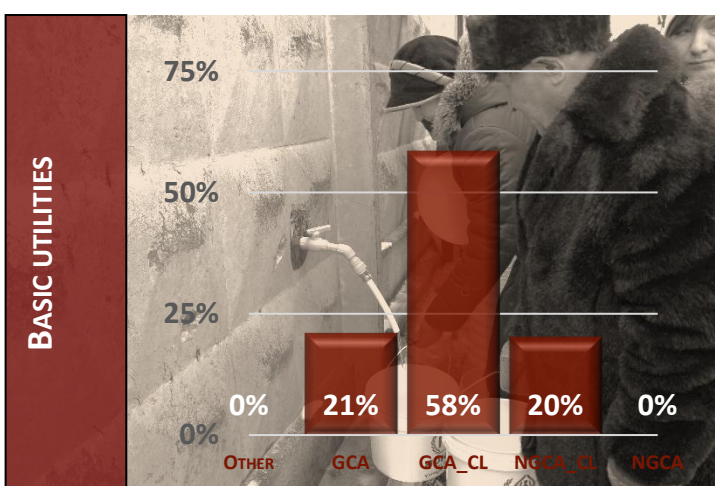
As a lesson learned, many cluster partners are fine-tuning their program control and operational mechanisms for monetizing assistance for reconstruction including delivering of tranche of payments for different phases and stages of construction completion.

Heavy repairs and reconstruction



While these activities were implemented to a lesser extent in 2015, the number of heavy repairs and reconstruction activities grew by twelve times in 2016. While the main area of implementation last year was Luhansk and Donetsk GCA far from the contact line, this year saw the activities starting in NGCA mainly in areas in front line communities who had not experienced shelling for half a year or more. While the ratio of non-contact line to contact line areas was 95% to 5% last year this year the ratio rose this year to half of interventions away from the contact line and over half along the contact line.

Basic utilities

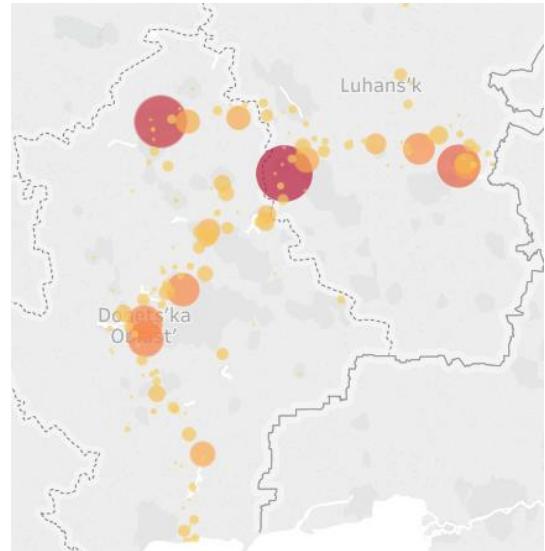


An activity linked closely with reconstruction, basic infrastructure repairs were not largely implemented despite the outstanding need in many communities. These small-scale projects do not target significantly heavier infrastructure interventions usually included in the projects of development and recovery actors. As communities attempt to return to regular functionality after conflict and crisis and as individuals attempt to resume their lives, these activities are still required on a larger scale.

TOOL: Damage Database

Objective: To provide a coordination tool that can be used by local authorities for response to damages caused by the conflict in Eastern Ukraine in government controlled areas

Status: As of today, 12 shelter humanitarian agencies have submitted over 12,500 entries to a database that started with over 11,000 entries submitted by Donetsk and Luhansk Oblasts. Of the information compiled there have been 17,500 unique addresses submitted to this database. While the database has received a significant amount of input, partners have not yet reported to all information agreed with by the Oblast authorities on the results. When comparing the initial database in February 2016 with the reconciliation made with humanitarians



due to the high volume of entries, it is possible to come to a statistical conclusion about the scale of damages incurred in government-controlled areas of Ukraine.⁶ With 99% certainty for both apartments and private homes (give or take 1.97 percentage points), 59% of homes incurred light damages, 34% of homes incurred medium damages, 6% incurred heavy damages, and 1% incurred full destruction. These assessments have a higher degree of reliability, because humanitarian shelter agencies provide the damage rankings to the addresses referred by local actors who may be biased by perception or by self-interest. This finding represents the total of all damages therefore the red circle in the figure below.

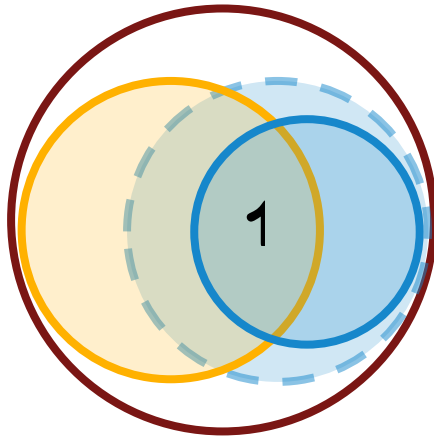


Figure 5 Scheme representing main screening layers.

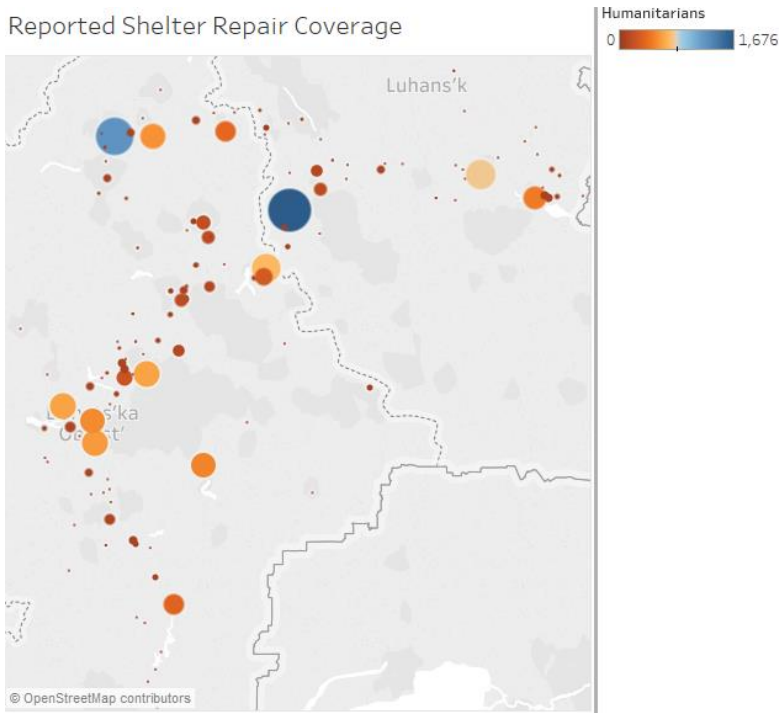
- In red, the total # of buildings damaged indistinctly to other factors.
- In yellow, damaged buildings still in need of repair.
- In blue dashed line, house occupied by owner or tenant.
- Blue plain line, house occupied with beneficiaries who qualify for humanitarian assistance.

Point 1, the intersection of these 4 points represents the **potential area for humanitarian intervention**.

For humanitarian repairs, with 99% certainty for both apartments and private homes, (give or take 1.38 percentage points), 1% of damaged homes were assisted with reconstruction projects, 71% received assistance with light repairs, 24% of homes received assistance with medium repairs, and 5% received assistance with heavy repairs. The overall damage database seeks to help authorities have a bridge between the humanitarian caseload and the overall repairs that may be required in case of returns in the future or future interventions by the local authorities to support house damage imposed by the crisis.

⁶ It is important to note that this analysis corresponds with the GCA denominations for the beginning of the year in 2016. It does not take account of the recent developments in December 2016, when several front line communities came under the control of Ukrainian government forces.

Reported Shelter Repair Coverage



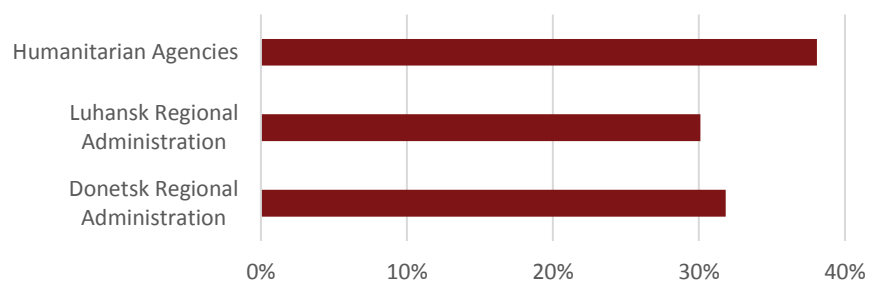
Lessons learned: The introduction of this tool in early 2016 corresponded with the time of signing of grant agreements with donors and shelter assessments for implementation. The excitement to use this tool and to mark the address was high, but the time it took shelter agencies to integrate additional information requested by local authorities into data assessment forms has been about 1 year. Therefore, there are still information gaps about the specifications of damage and repairs for each address. Data from 2015 to 2016 is mostly reconciled to the damage database, although some data in early 2015 and late

2014 is not available to all agencies. Some agencies had a tendency to use the tool as a way to avoid the bilateral coordination aspect of meeting the needs on the ground or in the place of conducting an on the ground needs assessment. Similarly very few agencies reported the assessments that they conducted on homes, which they decided to exclude from their shelter programming for the year. This lack of information means that the cluster team and the authorities are not in a position to say which homes are occupied and not occupied. Moreover, for duplicate addresses, the Shelter Cluster team was not able to interpret secondary damages to homes, as agencies did not always record the specific date of damages.

Ways ahead:

Already the damage database as a coordination tool operationalizes coordination and provides significant benefits to all stakeholders to the tool. Turning data entry into a [standard questionnaire form](#)

Unique Address Reported to Damage Database since Feb 2016



may be a way to facilitate more updated information on the database and make conclusions about trends in a protracted conflict situation. Moreover, additional capacity building of local authorities on repairs and rating of damages is required for ease of information sharing between humanitarian agencies and local authorities. Enabling agencies to indicate shelter needs that they may not be able to easily address with a proposed deadline of when they may be able to repair the house could facilitate coordination and information sharing, enabling agencies to [enrol beneficiaries in their programming](#). The Cluster has also engaged in discussions within the Housing, Land, and Property Technical Working Group as to how the tool can be a useful for longer-term recovery discussions for local authorities.

Integration: Education and Health Clusters

Critical for village level recovery is the rebuilding of damaged schools, hospitals, and community infrastructure. Linked with the strategic direction of the Shelter/NFI Cluster and transition plan, Shelter is **more than just a roof** and has to be linked with access to adequate services and community infrastructure in addition to livelihoods.

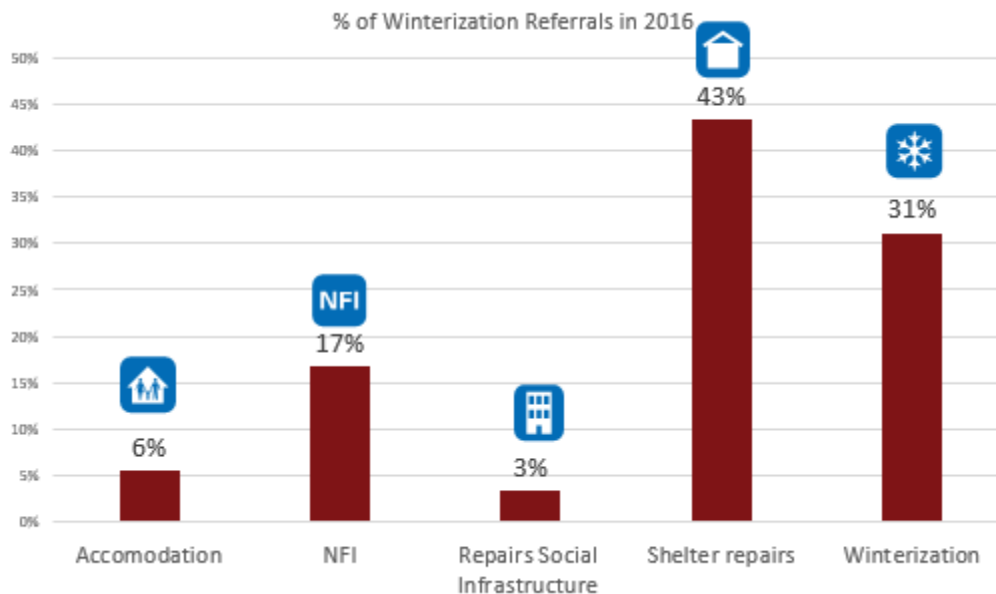
In May 2016, the Shelter/NFI Cluster began working with Education and Health Clusters to reconcile repairs made to schools and hospitals. The Education Cluster damage and repair database has 108 repairs recorded from 6 humanitarian agencies in both Government and Non-Government Controlled Areas of Donetsk and Luhansk Oblasts. 77% of the repairs were acute emergency repairs, 15% of these were heavy repairs, 6% were medium repairs, and 2% were light repairs.

The introduction of the Health Damage and Repairs Database encountered a delay due to human resource challenges for both Health and Shelter Clusters. The Health Cluster database will be introduced in 2017 with a starting list of 211 health facilities of which 18% incurred damage and 3% have already been repaired. More detailed work will have to be realized by Health and Shelter partners in 2017 to reconcile outstanding damages with repair works.



Figure 6- @R. Wynveen Avdiivka 2016

TOOL: Winterization Referral



In October 2015, as winterization needs began to increase, the Subnational Shelter/NFI Cluster became an appropriate focal point to centralize all referrals received from both shelter agencies and protection monitors, and other sources such as OCHA, OSCE, and the Oblast administration. Since that time, the referral system has grown to mobilize shelter partners to meet needs, conduct assessments that would inform other partners, and has also helped tag other clusters and working groups to follow up with outstanding needs. In 2016, the Subnational Shelter/NFI Cluster received **90 referrals** mostly focusing on shelter repairs and winterization. Emergency NFIs also played a significant role in the referrals received. This year, agencies also contacted the cluster with a request for assistance for improved accommodation. These requests typically came from internally displaced persons reaching out to humanitarian agencies or municipalities requesting agencies' financial support in converting older buildings into accommodation for the internally displaced. Requests concerning the vulnerability of social infrastructure to winter and to damaged community facilities necessary for community recovery represented a smaller proportion of the cluster's referral system. 60% of the referrals were immediately closed within **1 week at most**. 8% took a longer time to close because of the following reasons:

- Sensitization with local authorities about where humanitarian assistance ended and where social protection responsibilities began
- Waiting for resources to become available as January and February represent a gap in resources for humanitarians to immediately respond
- Humanitarian access to areas where heavy fighting was ongoing to facilitate more significant forms of assistance

30% of referrals remain open or unaddressed, because of lack of resources available at the end of 2016 as projects and grants ended, **lack of humanitarian access and coverage**, and limited development and early recovery funding to address the needs of populations living in non-contact line areas. 2% of referrals are pending as one humanitarian agency has agreed to assess the feasibility to support labour costs to complete repair works where beneficiaries have already received the available shelter materials. The referral system is a good illustration of **cross-cutting humanitarian coordination** as 30% of referrals originated through oblast authorities, 28% came from unaffiliated agencies, 21% came from implementing international agencies, 18% came from local NGOs, 2% came from other clusters, and 1% of the referrals came from donor agencies. The Shelter/NFI Cluster also referred 4 % of these referrals to the WASH Cluster and 2% of the referrals to the Cash Working Group.

TOOL: Collective Center Database

Since the beginning of the crisis, the Shelter/NFI Cluster has been monitoring 271 Collective Centers in Government Controlled Areas of Ukraine. The tool initiated by monitoring common trends in these centers including demographics, occupancy rates, duration of stay of IDPs, duration of operations, risk of evictions, whether IDPs pay for utilities or rent, and available capacity to respond to additional displacement as a contingency measure. In May 2016, the Shelter Cluster identified that **28% less of IDPs were living in the centres since 2015, and that 52 collective centres had closed over the course of the year**. In July 2016, the Shelter/NFI Cluster and its partners consulted with the Joint IDP Profiling Service to advise on the development of a Collective Centre Durable Solution Assessment Methodology on **two levels**: i) collective center trends ii) population dynamics within the individual collective centers. Two profiling technical working groups met in July and August to plan the ways forward. Currently, the Shelter/NFI Cluster has collaborated with the Protection Cluster and other agencies to monitor items that were not considered yet in the database. Therefore, partners are currently in the process of updating the database with the following information:

1. **Status of Collective Centres**- Is it still functioning? If it closed, why did it close?
2. **Contact details** for other partners to follow up with assistance and support
3. **Vulnerabilities** per category as determined by the Ukrainian Protection Cluster
4. **Payments provided by residents** (rent, heating, utilities, other services)
5. **Population demographics** particularly in Donetsk Oblast
6. **Recorded evictions, risks of evictions** and the reasons for such cases

Such information can inform transitional activities such as partners' response in order to support finding durable alternative solutions for IDPs still residing and depending on collective centres and to develop a national strategy in the case of increasing risk of collective centre closure which will include a capacity building component with local stakeholders.

TWIG: HLP, Housing Land and Property

In 2016, the Housing Land and Property Working Group worked to advance its terms of reference in further documenting and mapping housing, land and property challenges and activities in Ukraine while also providing guidance and capacity building to shelter actors to include such perspectives in their programs. In early January 2016, the Housing, Land, and Property TWIG circulated guidance documentation on a Checklist for Shelter Actors for use before starting construction work.

During 2016, the group established regular field meetings in addition to the regular meetings held at Kyiv level. This was seen as a solid way to encourage shelter and protection actors to see how they were dealing with complimentary issues at the same time in implementation of their projects. The major emphasis in 2016 was focusing on the issue of occupation of housing by the military. At the end of 2016, the HLP TWIG discussed draft guidance on this topic and how to proceed in a way to sensitize not only those affected by such expropriation but also those in positions of authority. Due to the sensitivity of such cases, the group found the documentation of such cases to be its most formidable challenge.

In November and December 2016, the group produced a work plan to shape its strategy for 2017. The work plan was elaborated around how the work would work to advise partners in the field and to assess situations:

- Expropriation of housing by military
- Compensation for Damaged Housing
- Taxation of real estate to which there is no access
- Registration for real estate transactions
- Providing IDPs with Shelter
- Loans
- Privatization of accommodation in NGCA
- HLP Glossary



Figure 7 Beneficiary consultations @UNHCR

TWIG: Permanent Shelter Solutions and Linkages to Integration

The TWIG on Permanent Shelter Solutions and linkages to integration produced the outcome of discussions launched in 2015 with the [Shelter Cluster Guidelines on Structural Repairs and Reconstruction](#). The guidelines provided technical details about methodology, construction drawings, beneficiary involvement, protection mainstreaming, and housing, land, and property issues to consider in implementing such projects in Ukraine.

As talks of transition advanced throughout the year while the conflict continued to protract, the Shelter Cluster published an [essay](#) providing an overview of challenges in the housing sector that had plagued Ukraine prior to the start of the crisis and how those factors would continue to challenge Ukraine's longer-term prospects for recovery. The essay reviewed both the position of IDPs and those whose homes had incurred damages during the conflict. The Cluster also tried to provide insight into which housing policies and ways forward may facilitate recovery in Ukraine.

In the latter half of 2016, the Shelter Cluster received several requests from partners who had been approached by municipal councils related with the issue of provision of Social Housing for those internally displaced by conflict. While up to 500,000 IDPs may have made the choice to permanently remain in their current location, housing affordability is a significant obstacle for those looking into their communities of displacement. The TWIG Terms of Reference was therefore revised in November 2016 to focus on the following goals:

- Identification, follow up, revision, and analysis of pilot projects related to the TWIG's thematic
- Conduct a desk review of the standards enforced in Ukraine including Housing, Land, and Property, existing housing market phenomena, housing stock, and regional prices
- Identify the methodology and work process related to social housing and critical and compulsory steps needed for such projects
- Proceed on the financial cost analysis and existing and potential projects using a classification per technical solution
- Document such cases in written form with a revision of the first technical guidelines on structural repairs guidelines that the cluster produced in April 2016.

A first meeting on the thematic of social housing was held in November 2016. The Cluster presented various data and indicators that would need to be reviewed in the preparation of such a pilot project. These indicators included % of income spent on housing and other expenses and amount of income required for eligibility for such projects. At the conclusion of the meeting, it was decided that partners needed to prepare information on the following topics prior to the next meeting:

- Analysis of socio-economic criteria for beneficiary selection which will be headed by the Protection Cluster
- Engineering criteria which will be organized by the Shelter Cluster
- Legal aspects which will be organized by the HLP technical working group.

Transitional Plan

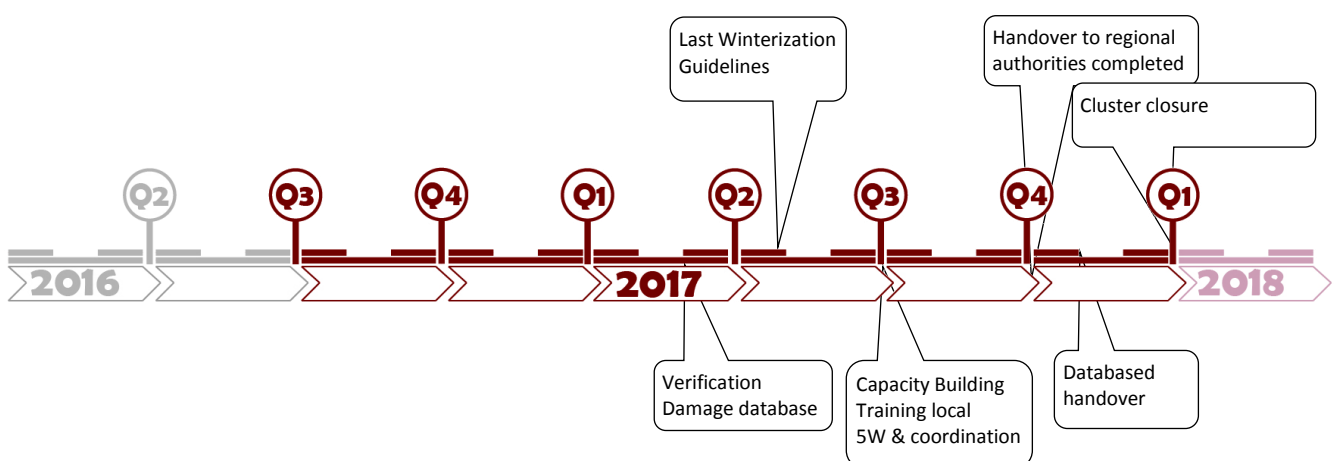
Following the mission of the humanitarian architecture review in March 2016, the cluster underwent a performance appraisal and produced a transitional plan, which was presented during the Strategic Advisory Group on May 30th 2016 and to the HCT extended retreat in July 2016.

The transitional plan was drafted around the assumption of indicators such as identification of the government/authorities counterpart, their mobilization and their capacity building. In Government Controlled Areas, the newly created Ministry of Temporary Occupied Territory and Internally Displaced Person played the function of a coordinating body for several ministries sharing competencies with several governmental counterparts: Ministry Of Social Policies, Ministry of Finance, Ministry of Regional Development and Infrastructure. On the national level, the handover of the coordination structure is concerned with the aggregation of needs, referrals, and macro indicators in order to decide general orientation, support the policy making process and facilitate the implementation of reforms.

On oblast level, the coordination is ensured through the CIMIC governorate and focuses more granularly on involving numerous stakeholders including strong presence of civil society in a problem solving approach of referred humanitarian cases. On the lower geographical level, coordination has involved directly beneficiaries, municipalities, Community Based Organization, NGO and sometimes raion (district), and representatives of technical competencies for specialized services (as public health, social services, building inspection etc.).

In 2016, one of the challenges encountered is to prepare the transition on every level in order to work jointly in a parallel fashion to preserve the information flow between different stakeholders. With the recent establishment of an information management project hosted by the Ministry of Temporarily Occupied Territories and supported by the World Bank, the perspective to handover the many coordination tools that the cluster has developed including the damage database, collective centre database, and the referral system has become more realistic. Even with this support, **capacity building will have to be provided** by the cluster team **on the national level** playing the role of advisor and advocate on different topics such as social housing, compensation, inclusiveness of disability in design and legislation **and also on subnational level** with a direct interaction to hand over the maintenance and coordination of databases.

Timelines



Annex 1: 2016's documents on www.sheltercluster.org

| Recommendations/Guidance's | | | |
|---|----------------------|----------------------|----------------------|
| Cluster Guidelines on Structural Repairs and Reconstruction | Eng. | Ukr. | Rus. |
| Shelter/NFI Cluster Winterisation Recommendations 2016-2017 | Eng. | Ukr. | Rus. |
| Shelter Cluster Transitional Plan (December 2016) | Eng. | Ukr. | Rus. |
| Shelter Cluster Transitional Plan (June 2016) | Eng. | Ukr. | Rus. |
| Meeting notes | | | |
| <i>Kyiv</i> | | | |
| National Shelter/NFI Meeting January | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting February | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting March | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting April | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting June | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting July | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting August | Eng. | Ukr. | Rus. |
| National Shelter/NFI Meeting December | Eng. | Ukr. | Rus. |
| <i>Kramatorsk/Sloviansk/Mariinka</i> | | | |
| Mariinka - Meeting February | Eng. | Ukr. | Rus. |
| Kramatorsk - Meeting February | Eng. | Ukr. | Rus. |
| Kramatorsk - Meeting March | Eng. | Ukr. | Rus. |
| Mariinka - Meeting March | Eng. | Ukr. | Rus. |
| Kramatorsk - Meeting April | Eng. | Ukr. | Rus. |
| Kramatorsk - Meeting May | Eng. | Ukr. | Rus. |
| Kramatorsk - TWIG Winterization and Sub-National Meeting July | Eng. | Ukr. | Rus. |
| Kramatorsk - TWIG Winterization and Sub-National Meeting July | Eng. | Ukr. | Rus. |
| Kramatorsk - Meeting September | Eng. | Ukr. | Rus. |
| <i>Severodonetsk</i> | | | |
| Severodonetsk – Meeting February | Eng. | Ukr. | Rus. |
| Severodonetsk - Meeting March | Eng. | Ukr. | Rus. |
| Severodonetsk - Meeting April | Eng. | Ukr. | Rus. |
| TWIG Winterization 2016-2017 June | Eng. | Ukr. | Rus. |
| TWIG Winterization and Sub-National Meeting July | Eng. | Ukr. | Rus. |
| Factsheets | | | |
| Factsheet No 11 (January 2016) | Eng. | Ukr. | Rus. |
| Factsheet No 12 (February 2016) | Eng. | Ukr. | Rus. |
| Factsheet No 13 (March 2016) | Eng. | Ukr. | Rus. |
| Collective Centers in Ukraine - May 2016 | Eng. | Ukr. | Rus. |
| Factsheet No 15 (June 2016) | Eng. | Ukr. | Rus. |
| Factsheet No 16 (July 2016) | Eng. | Ukr. | Rus. |
| Factsheet No 18 (October 2016) | Eng. | Ukr. | Rus. |
| Factsheet No 20 (Nov - Dec 2016) | Eng. | Ukr. | Rus. |
| Technical Working Group(TWG/TWiG) | | | |
| <i>Housing, Land and Property (HLP)</i> | | | |
| Terms of Reference: HLP TWG | Eng. | Ukr. | Rus. |
| HLP Technical Working Group Workplan | Eng. | Ukr. | Rus. |
| Meeting Minutes HLP 23rd March | Eng. | Ukr. | Rus. |
| Meeting Minutes HLP 6th June | Eng. | Ukr. | Rus. |
| Severodonetsk - Meeting s HLP July | Eng. | Ukr. | Rus. |
| Kyiv - Meeting Minutes of HLP Nov | Eng. | Ukr. | Rus. |
| Checklist for Shelter actors before starting construction work | Eng. | Ukr. | Rus. |
| Керівні принципи для агенцій «Shelter» («Укриття») | Eng. | Ukr. | Rus. |
| <i>TWIG Permanent Shelter Solutions and linkage to integration</i> | | | |
| Terms of Reference for the TWIG Permanent Housing and Linkages with durable solutions TWIG Meeting November | Eng. | Ukr. | Rus. |
| Technical Essay on Housing Situation in Ukraine | Eng. | Ukr. | Rus. |
| <i>Profiling TWIG</i> | | | |
| Annex 1 - to the JIPS Mission Report - Mission's TORs | Eng. | Ukr. | Rus. |
| Annex 4 - to the JIPS Mission Report - Collective centres durable solutions assessment methodology | Eng. | Ukr. | Rus. |
| Annex 5 - to the JIPS Mission Report - Working Group TORs | Eng. | Ukr. | Rus. |
| JIPS Mission Report (on profiling exercise) | Eng. | Ukr. | Rus. |
| Протокол зустрічі Технічної робочої групи з питань профайлінгу від 11 липня 2016 року | Eng. | Ukr. | Rus. |
| Minutes of Profiling TWiG meeting August | Eng. | Ukr. | Rus. |
| Presentation of JIPS on Mission Findings | Eng. | Ukr. | Rus. |
| Other | | | |
| <i>Documents</i> | | | |
| Shelter Cluster Vocabulary | Eng. | Ukr. | Rus. |
| Humanitarian Response Plan 2016 | Eng. | Ukr. | Rus. |
| Humanitarian Needs Overview 2016 | Eng. | Ukr. | Rus. |
| Shelter Cluster Winterization 2015-2016 | Eng. | Ukr. | Rus. |
| Strengthening the Protection of Persons with Disabilities | Eng. | Ukr. | Rus. |
| Grey zone winterization gaps March 2016 | Eng. | Ukr. | Rus. |
| Evaluation of the Emergency Shelter and Non-Food Items Cluster in the Ukraine | Eng. | Ukr. | Rus. |
| Presentation - SAG meeting May 2016 | Eng. | Ukr. | Rus. |
| Strategic Advisory Group meeting May | Eng. | Ukr. | Rus. |
| Cash for rent Post distribution monitoring, IOM - June | Eng. | Ukr. | Rus. |
| PRESENTATION: Cash for rent Post distribution monitoring, IOM - June | Eng. | Ukr. | Rus. |
| Standard Operating Procedures for Referrals to Shelter/NFI Cluster | Eng. | Ukr. | Rus. |
| <i>3W Operational update</i> | | | |
| UKRAINE: Shelter/NFI Cluster 3W (January 2016) | Eng. | Ukr. | Rus. |
| 3W for Dnipro region (January 2016) | Eng. | Ukr. | Rus. |
| 3W for Donetsk region (January 2016) | Eng. | Ukr. | Rus. |
| 3W for Kharkiv region (January 2016) | Eng. | Ukr. | Rus. |
| 3W for Luhansk region (January 2016) | Eng. | Ukr. | Rus. |
| 3W Zaporizhzhia region (January 2016) | Eng. | Ukr. | Rus. |

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