

Winterization Recommendations 2019-2020

Key figures

			In need (total)		In need (priority)	coverage (existing programmes)	
GCA	HHs in private houses and apartments	Donetsk obl. + Luhansk obl.	37,126	HHs	5,500	3,150	committed
						2,350	gap
	Indiv. in CCs and Social Institutions	All Ukraine	7,700	Ind	7,700	7,700	committed gap
						5,531*	gap
NGCA	HHs in private houses and apartments	Donetsk obl.	33,500	HHs	14,603	6,000	committed
						8,603	gap
		Luhansk obl.	20,700	HHs	9,000	2,500	committed
						6,500	gap
	Indiv. in non-specialized CCs and Social Institutions	Donetsk obl.	30,900	ind	NA	11,347	committed
						19,553	gap
	Luhansk obl.	19,100	ind	NA	NA	committed gap	
						23,182*	gap

* Note: # of individuals in CCs and social institutions were divided by Cluster coefficient of 2.42 in order to get the final number in HHs

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1. Winterization context and objectives

After almost five years of humanitarian response to the crisis in eastern Ukraine, the conflict - never completely frozen - still affects the lives of thousands of internally displaced persons (IDPs), returnees, non-displaced people and hosting communities.

In the first half of 2019, the conflict caused new damages to more than 400 houses on both sides of the line of contact (LoC). This confirmed the decreasing trend in new damages already registered the year before, but also showed that the civilian population and infrastructure remain a target.

Since the start of the crisis, the housing repair efforts of local authorities, communities and humanitarian agencies have resulted in a clear reduction of the number of families in need of shelter assistance, especially in government-controlled areas (GCA). At this point of the response, shelter agencies are preparing to hand over the sectoral responsibility to state agencies, limiting their **focus on filling gaps where state agencies cannot reach** (e.g. areas with difficult access, limited basic services and insecure locations along the LoC or not sufficiently covered by humanitarian assistance (non-government-controlled areas [NGCA])).

A similar approach needs to be applied to the winterization response. It should be recognized that almost five years of crisis have prevented the majority of conflict-affected people from recovering their livelihoods, and that more people have by now exhausted their financial savings and are not able to prepare adequately for the coming winter. At the same time, humanitarian agencies need to approach their winterization programmes as **actions complementary to the assistance provided by state agencies** in GCA and de-facto authorities in NGCA. The Shelter/NFI Cluster remains available to facilitate communications between government and non-government actors, since now more than ever closer co-ordination is required.

Assistance to Collective Centres and other social institutions should also be considered a priority, **even outside the 0-20 km** zone (away from the LoC).

Projects that pilot sustainable alternative winterization actions - highly recommended in the previous winterization guidelines - remain a direction that Cluster partners are still invited to explore, but bearing in mind relevant plans and programmes of recovery and development agencies.

All information included in the present document results from consultations with the main Cluster partners, in both GCA and NGCA, who contributed in the updating of last year's Recommendations - on which this document is largely based - building on the experience developed in the previous five winterization cycles.

2. Key recommendations

- Due to the high number of families unable to prepare adequately for the winter season, coupled by the decreasing attention by donors, humanitarian agencies are strongly recommended to develop and apply scoring systems on vulnerability criteria in the selection of beneficiaries of winterization assistance, keeping in mind the prioritization criteria proposed by the Cluster.
- For isolated settlements (see Annex 5), the Cluster recommends blanket coverage. For other types of locations among the priority areas (see table under section 3 below), partners are recommended to adopt instead an individual case management approach.
- While the first part of the guidelines is dedicated to providing indications for the prioritization of target groups, areas of intervention and activities, the very first filter applied by every organisation

should in every case be the verification that the potential beneficiary is not receiving state assistance, (see more in Section 7).

Agencies are also strictly recommended to **make sure** - through systematic information campaigns and, when needed, legal assistance - that **every household in their area of intervention who is eligible for state assistance** is aware of their entitlements, applies for these and actually receives them.

- Agencies are also encouraged to consider actions with low- or no-cost but high impact: (a) to cover solely the transportation costs of solid fuel (for locations that are distant or difficult to reach, where transportation costs charged by coal suppliers are particularly high); (b) to negotiate with suppliers (or otherwise create the conditions for) the delivery of coal, in all those cases in which suppliers are reluctant to reach a location because of security considerations.
- In GCA, all the unaddressed cases should be streamlined through the Cluster referral system. Further follow-up on the common referral system should be taken over in the medium term by the central government and local authorities.
- In GCA, whenever feasible, **monetized winter assistance** should be prioritized, according to the beneficiary vulnerability criteria, the proximity of functioning markets and the availability of the needed winter items. In most settlements with difficult access, though, monetized assistance is not efficient and therefore not recommended.
- There are three types of winterization activities considered by the Shelter/NFI Cluster - 1. Distribution of solid fuel and heating devices; 2. Personal insulation (distribution of winter clothing and blankets); and 3. Shelter insulation. All three are confirmed as effective ways to improve the preparedness to the cold season. However, given the shrinking of humanitarian funding and the need to prioritize more cost-effective activities in the short term, **shelter insulation is now recommended only within a recovery/development framework**.
- Similarly to shelter insulation, the piloting of alternative and more sustainable sources of heating (see more in Annex 2) is recommended within a recovery/development framework.
- Collective Centres and social institutions (e.g. schools, hospitals, community centres) throughout Ukraine should still be considered a priority within the humanitarian scope.
- Winterization assistance should be delivered ahead of the start of the cold season, to allow target groups to plan and prepare for the winter.

As in previous years, though, late programmes - starting in January-February - will also be considered, especially in case of late start of low temperatures. Late programmes should focus on families who - in the first selection round - were considered able to cope with the winter, but subsequently became in need of assistance. In this case, the extent of the assistance should, of course, be proportional to the number of months to be covered.

IMPORTANT - For any type of winterization assistance, **post-distribution monitoring** (PDM) is recommended, to evaluate the impact of the activities on the recipients. The Shelter/NFI Cluster has proposed a list of core questions (see Annex 3) that every partner's PDM questionnaire should include. This will allow the Cluster to compile a multi-agency comprehensive overview of the winterization campaign, to be used as the basis for the planning of the next winterization.

3. Winterization beneficiary prioritization

Priority areas

GCA	First priority:	<ul style="list-style-type: none"> isolated settlements¹ within 0-20 km of the LoC Collective Centres
	Second priority:	<ul style="list-style-type: none"> non-isolated settlements within 0-5 km of the LoC
NGCA	First priority:	<ul style="list-style-type: none"> locations within 0-5 km of the LoC
	Second priority:	<ul style="list-style-type: none"> locations within 5-20 km of the LoC

Target groups

For recommendations on the identification of the final recipients, the Shelter/NFI Cluster has taken into account the Protection Cluster's paper on Protecting and prioritising people with specific needs² in the Ukrainian humanitarian and development response as well as UNHCR's Terminologies and level of disaggregation for 2019 Performance Indicators. On this basis, the Shelter/NFI Cluster recommends cluster partners to use the system of subsequent "filters" proposed below. According to this system, the focus of humanitarian agencies who will deliver winterization assistance should be all those **families who** are unable to access basic winterization means, **and** who do not receive state subsidies for utilities/fuel, or social benefits for utilities, **and** are not assisted through official (government and de facto authorities) winterization programmes in both GCA and NGCA

and then

- i. who belong to one of the **Core Target Groups (C)**
 - > Non-displaced population (within 0-20 km of the LoC)
 - > Returnees (within 0-20 km of the LoC),
 - > IDPs (within 0-20 km or in Collective Centres)

and then

- ii. who belong to one of the **Basic Vulnerability Groups (B)**
 - > People with disabilities/injury
 - > Households with socio-economic hardship
 - > Members of minority groups

and then

- iii. who belong to groups with **Additional specific needs (A)**

A.1. Legal and physical protection needs: <ul style="list-style-type: none"> ▪ No civil documentation; ▪ No access to state services; ▪ Unmet basic needs; ▪ Multiple displacement; ▪ Marginalized from society or community; ▪ Single parent/caregiver; ▪ Salary debts. 	A.3. Specific needs based on age: <ul style="list-style-type: none"> ▪ Older persons (60+); ▪ Families with many children.
A.2. Specific needs based on serious medical conditions	A.4. Sexual and Gender-based violence (SGBV): <ul style="list-style-type: none"> ▪ Women/men; ▪ Girls or boys; ▪ LGBTI.

¹ The Shelter/NFI Cluster strongly recommends partners to focus on uncovered needs. The coordination on specific locations will be done at Subnational level.

² <https://www.humanitarianresponse.info/en/operations/ukraine/document/protection-cluster-guidance-note-prioritizing-people-specific-needs>

Summary on prioritization of activities (by area)

Location		Groups of beneficiaries	Type of assistance
GCA	isolated villages 0-20 km	All population	<ul style="list-style-type: none"> - Shelter repairs - NFI distribution - Solid fuel distribution - Assistance with solid fuel delivery
GCA	0-5 km	C x B	<ul style="list-style-type: none"> - Shelter repairs - Cash assistance - NFI distribution - Assistance with solid fuel delivery - Solid fuel distribution
GCA	5-20 km	C x B x A	<ul style="list-style-type: none"> - Shelter repairs - Cash assistance - Assistance with solid fuel delivery - Legal assistance
GCA	20+ km	IDPs in collective centres	<ul style="list-style-type: none"> - Cash for rent - Shelter repairs in case of returns
NGCA	0-20 km	C x B	<ul style="list-style-type: none"> - Shelter/infrastructure repairs - NFI distribution; - Solid fuel distribution
NGCA	20+ km	C x B x A	<ul style="list-style-type: none"> - Shelter/infrastructure repairs; - NFI distribution; - Solid fuel distribution



Source: UNHCR Ukraine

4. Heating

(a) GCA

GCA		unit price (USD)	tot cost ³ (USD/season)	notes	
Quantity for one family for one season*					
Coal	recommended	4 MT	140	560 280	Unit price does not include transportation.
	minimum	2 MT			
Firewood	recommended	8 m ³	28	230	Unit price does not include transportation. Cheaper than coal, but requires tending. Not recommended for elderly or disabled persons.
	minimum	4 m ³		115	
Briquettes	recommended	4,5 MT	132	600	Unit price does not include transportation. Easier to handle than coal. Recommended in case of unavailability of coal.
	minimum	2,25 MT		300	
Pellets	recommended	6,0 MT	121	720	Unit price does not include transportation. Easier to handle than coal (recommended for elderly); requires special stoves.
	minimum	3,0 MT		360	
Gas	recommended	2.400 m ³	0,264	640	
	minimum	1.200 m ³		320	
Electricity	recommended	13.500 ⁴ kW	0,038	450	
	minimum	7.000 kW		190	
Centralised heating	recommended	15 Gcal	45	680	Recommended amount of assistance refers to the whole season (6 months). The minimal amount means coverage of 3 winter months.
	minimum	7,5 Gcal		340	

* **Note:** the table above compares the costs of different sources of heating; its purpose is to provide guidance when choosing the type of intervention.

The suggested “**quantity for one family for one season**” refers to the indicative rough average quantity necessary for each type of source to produce 20 gigacalories, which is here assumed to be roughly equal to 80% of the heating needs of an average family for one winter (for “Centralised Heating”, though, the recommended quantity is set at 10 Gcal in consideration of the smaller volume of apartments, compared to individual houses). “**One season**” refers to the period from 1 October until 30 April.

Solid fuel

The provision (in kind or in cash) of coal, firewood, briquettes or pellets remains a core activity in the winterization response. Some of the problems reported in last years’ post-distribution monitoring - mainly poor quality of the material, rising prices, and challenges with procurement - still require attention and need to be taken into consideration when planning the response.

Stoves

As per the past years’ experience with winterization support, the provision of *burzhuika* stoves proves to be an effective response in case of disruption of supply lines, for instance in the aftermath of damages to

³ ACCESS Consortium partners (PIN, ACTED, MdM, and IMPACT) jointly with NRC and Save the Children have been undertaking a Joint Market Monitoring study in areas close to the line of contact in Donetsk and Luhansk oblasts (GCA) since August 2017. The dashboard with market trends and prices may be found here:

<https://app.powerbi.com/view?r=eyJrIjoieWY1MDFiYTgtYTU2OC00OGM0LWlxMTktNGRkYzBkNDRmMDliiwiidCIGlmQyMDBIOTAzLTE5YjAtNDUyZS1iZDlxLWQxYWwMTEZOTBkNSlslmMiOih9.>

⁴ Calculations are made based on the figures provided in the [UNECE 2013 report](#), and the assumption of an average house area of 50m².

civilian infrastructure. It is recommended to complement the provision of these stoves with a suitable amount of fuel⁵, and - more importantly - to make sure that fuel is accessible by recipient families.

(see also Annex 1 - Awareness of risks of Carbon Monoxide poisoning)

Utilities

Monetized assistance can be provided to help vulnerable families with the payment of utilities during one season. It is recommended that, in addition to distributing cash, agencies undertake regular protection and shelter monitoring according to the indicators found in the 2017 Shelter Cluster's guidelines on monetization⁶.

Agencies should align their monetized support with both the existing housing and utility subsidies from the Ukrainian State and the current prices of utilities. Some publicly available information on the State Statistics can be found in the footnotes⁷.



Source: UNHCR Ukraine

(b) NGCA

NGCA Donetsk		unit price (USD)	tot cost (USD/season)	notes
Quantity for one family for one season *				
Coal	recommended	3 MT	80	Unit price includes transportation
	minimum	-	-	
Firewood	recommended	8 m ³	25	Unit price does not include transportation. Cheaper than coal, but requires tending. Not recommended for elderly or disable.
	minimum	4 m ³	100	
Briquettes	recommended	4,5 MT	100	Unit price does not include transportation. Easier to handle than coal. Recommended in case of unavailability of coal.
	minimum	2,25 MT	225	
Gas	recommended	2.400 m ³	0,040	
	minimum	1.200 m ³	50	
Electricity	recommended	13.500 ⁸ kW	0,038	
	minimum	7.000 kW	190	
Centralised heating	recommended	6 months	10,00	
	minimum	3 months	30	

(* see explanatory note at the bottom of the table related to GCA)

⁵ In 2016 a mixed-modality approach was also tested, with a start-up (stove) in kind and the reminder (fuel) in cash.

⁶ <https://www.sheltercluster.org/ukraine/documents/guidance-monetization-shelter-nfi-humanitarian-response-ukraine>.

⁷ Average price of natural gas, Average price of electricity, Average subsidy given for gas heating per household:

<http://www.nerc.gov.ua/?id=18947>. Average wage: https://ukrstat.org/en/operativ/operativ2016/gdn/reg_zp_p/reg_zpp16_e.htm.

⁸ Calculations are made based on the figures provided in the [UNECE 2013 report](#) and the assumption of an average house area of 50m²

Donetsk NGCA - Similarly to last year, the de facto authorities in NGCA Donetsk oblast have organised co-ordination meetings on winterization with humanitarian actors in which they have announced their programme to assist a number of families with solid fuel for heating. Some vulnerable families, though, will remain excluded from the official assistance programme (see more in Section 8).

There are 14,603 households falling under those categories. Yet, according to the information available at the moment of drafting these guidelines, the few humanitarian agencies operational in the area have a coverage capacity of 6,000 families only, leaving **8,603 vulnerable households without assistance**.

Most of these 14,603 vulnerable families were indicated for - and actually received - winterization assistance also last year.

Also the areas indicated as a priority remain the same as last year: Donetsk, Horlivka, Makiivka, Dokuchayevsk, Debaltseve, Yenakieve, Zhdanivka, Kirovske, Snizhne, Torez, Khartsyzk, Shakhtarsk, Yasynuvata, and such raions as Amvrosiyevskiy, Novoazovskiy, Starobeshivskiy, and Telmanovskiy.

NGCA Luhansk		unit price (USD)	tot cost (USD/season)	notes	
Quantity for one family for one season *					
Coal	recommended	2,5 MT	40	100	Unit price does not include transportation. The quantity here indicated is aligned with the quantity provided by public assistance.
	minimum	- -			
Firewood	recommended	8 m ³	16	130	Unit price does not include transportation. Cheaper than coal, but requires tending. Not recommended for elderly or disable.
	minimum	4 m ³			
Gas	recommended	2.400 m ³	0,045	110	
	minimum	1.200 m ³			
Electricity	recommended	13.500 ⁹ kW	0,038	450	
	minimum	7.000 kW			
Centralised heating	recommended	N/A	N/A	N/A	
	minimum	N/A			

(* see explanatory note on the bottom of the table related to GCA)

Luhansk NGCA - For many years, the distribution of solid fuel in Luhansk NGCA was not indicated as a priority for humanitarian actors, as coal is easily available and the de facto authorities in that area used to have extensive programmes of winterization assistance to vulnerable families (14,000 households assisted in 2017; 19,000 in 2018).

This year, the de facto authorities have announced that their coverage will be limited (see more in Section 8) and have requested humanitarian actors to engage in the response. Many categories considered highly vulnerable by humanitarian actors will in any case not be part of the public programme. Partners active in Luhansk NGCA quantify in 9,000 the number of households that will need support from humanitarian actors. According to the information available at the moment of drafting these guidelines, the few humanitarian agencies operational in the area have a coverage capacity of less than 5,500 families, leaving more than **3,500 vulnerable households without assistance**.

The de facto authorities will grant access to 90-95 of the 113 locations where the target population resides. Observers agree that the distribution of solid fuel represents a life-saving activity, especially in isolated areas.

⁹ Calculations are made based on the figures provided in the [UNECE 2013 report](#) and the assumption of an average house area of 50m²

5. Personal insulation

Winter Clothing set Recommended quantities (per person) and indicative prices		
Item	Qty	Cost
Winter jacket	1	75 USD
'Valienke' felt boots	1	13 USD
Thick socks	2	3 USD
Woolen hat	1	5 USD
Woolen scarf	1	5 USD
Thermal underwear	1	25 USD

Financial constraints limit the purchase capacity of both displaced and non-displaced populations. This includes of course winterization items used for personal insulation, such as jackets, hats, thermal underwear, blankets.

In the past two years, winterization programmes that helped IDPs and other conflict-affected groups to purchase basic winter items had in general a particularly relevant impact and are still considered as a priority.

Such interventions should of course be informed by an assessment of local markets (where most of the potential beneficiaries usually purchase these items) and be followed by a PDM (post-distribution monitoring) campaign.



Source: UNHCR Ukraine

6. Shelter insulation

Shelter insulation is still considered an effective way to improve people's preparedness for the cold season. However, given the shrinking of humanitarian funds and the need to prioritize more cost-effective activities in the short term, shelter insulation is now recommended only within a recovery/development framework (for technical information see Annex 4).

7. Collective Centres

The winterization response includes projects that aim at assisting community facilities and infrastructure objects that provide services as collective centres to displaced population, and represent a heating point for members of the community.

Examples of winterization activities related to collective centres and other facilities where IDPs reside include:

1. Case-by-case support to vulnerable IDPs residing in Collective Centres.
2. Support to schools, hospitals, and communal areas that serve not only as residence for IDPs, but also as spaces where all members of small communities receive crucial services.
3. Provision of supporting construction materials to private or state companies who are able to conduct larger infrastructure projects.

8. Government Support Programmes

State assistance for winterization is covered by subsidies and social benefits available to Ukrainian citizens. In Ukraine, the program of housing subsidies was initiated in 1995 by a decision of the Government of Ukraine to help low-income families to pay for housing and communal services. For more than twenty years, this programme remains the main mechanism of social protection for the population during times of rising prices and tariffs for housing and communal services.

Housing subsidy – is gratuitous financial support provided by the State to inhabitants of residential premises who cannot cover the utility bills by themselves as well as for management of multi-story buildings.

There are two types of subsidies. The subsidy **for housing and communal services** is allocated from the month of application until the end of the heating season and is calculated according to seasons (non-heating season from 1 May to 30 September and heating season from 1 October to 30 April). The subsidy **for the purchase of liquefied gas, solid and liquid stove fuel** is assigned once a calendar year. For households with individual heating, the subsidy is calculated for the **heating season from 16 October to 15 April inclusive**.

Who is eligible for housing subsidies to cover utilities? Families whose utility bills are higher than the defined mandatory payment for utilities. The steps **to calculate** the mandatory payment for utilities are the following:

1. A family should calculate the cumulative income of all its members for the last 6 months.
2. This common income should be divided by 6 and then by each family member.
3. The figure received in step 2 should be divided by the living wage (which is 1853 UAH as of 1 January 2019).
4. The received result should be firstly divided by two and then multiplied by 0.15. The achieved on this step figure should be presented as percent (e.g. 0.09 – 9%). This percent shows how much from the cumulative family income should be allocated to pay the utilities.

There is a website available to Ukrainian citizens that shows how to calculate the amount of obligatory payment and the amount of possible subsidy - <https://teplo.gov.ua/calculation>.

There are cases in which the subsidy is **not provided** to a family:

- If the space to be heated is bigger than 120 m² (for apartments) or 200 m² (for houses);
- If anyone in the family has a vehicle that was produced in the last 5 years;
- If there are people older than 18 years and they a) **do not have any income** for the last 6 months at all; b) they have received an **income below the official minimum salary** and/or they did not pay the single social contribution in the minimal amount.
- If anyone has recently bought a land plot/apartment/vehicle.
- If there is a debt for at least one month for utilities;

- If a citizen has received a higher subsidy that he/she should have had and did not return the difference to the State.

The subsidy for purchasing solid fuel or gas is allocated once a year according to an individual request from Ukrainian citizens. The minimum amount of solid fuel is 2 metric tons per year for a household, while the minimal amount of gas that should be purchased with the help of a subsidy is 42 kg (2 cylinders) for 1-2 persons, 63 kg (3 cylinders) for 3-4 people, and 84 kg (4 cylinders) for 5+ people.

The marginal cost of solid fuel is set at 2603.55 UAH per metric ton, and 260.36 UAH per gas cylinder.

Meaning of the subsidy for humanitarian agencies:

1. Agencies should verify whether the beneficiaries have received subsidies. This can be done through the link subsidi.mfsp.gov.ua with verification with local authorities (Admin. 4).
2. If a beneficiary family received subsidies, their basic winterization needs should be covered. Cluster agencies **should focus on those beneficiaries who do not receive subsidies** for objective reasons and who cannot cover their basic needs.
3. In case deserving beneficiaries did not receive subsidies, humanitarian agencies should involve housing/land/property (HLP) specialists to help beneficiaries access those subsidies.
4. Only if a beneficiary does not receive subsidies or faces delays in receiving a subsidy due to **proven objective reasons**, humanitarian agencies should consider them eligible for winterization assistance.

Social benefits are assigned to specific groups of the population according to their status/merits.

- Several groups of population have a significant reduction of their utility bills (75% or even 100%). This provides people who receive those benefits enough support during the winter season.
- People may receive only one type of assistance: either subsidies or social benefits, but not both.
- If people who are entitled to social benefits cannot access them and are forced to use other types of heating they should still be considered as beneficiaries in the winterization programmes of humanitarian agencies.

According to the adopted regional budgets for 2020, both Donetsk and Luhansk regions of Ukraine have foreseen funds for subsidies and assistance to the most vulnerable population. In Donetsk oblast¹⁰, the total amount of housing subsidies for utilities is 1.7 billion UAH, while the amount of funds allocated to fuel subsidies is 110 million UAH. In Luhansk oblast, housing subsidies amount to 721 million UAH, while the subsidies for purchasing fuel is just 23 million UAH.

According to the law on self-governance ¹¹, Ukrainian administrations at the raion and local/municipality levels have the right to allocate funds for one-time or repeated individual assistance (i.e. in form of conditional cash). This means that local authorities may provide winterization assistance from local budgets, if they have sufficient funds after the secured budget expenditures are fully covered.



Source: UNHCR Ukraine

¹⁰ There is a case of Svyatohirsk town, which is not receiving financing for any type of subsidy

¹¹ <https://zakon.rada.gov.ua/laws/show/280/97-%D0%B2%D1%80/stru>

9. Support in NGCA

Donetsk NGCA - As is the case in Luhansk NGCA, the de facto authorities in Donetsk NGCA have a winterization assistance programme, which excludes large groups of vulnerable families. Moreover, despite the numbers proposed by the de facto authorities, the winterization needs in Donetsk NGCA are estimated to be higher than in Luhansk. The proposed response to needs in Donetsk NGCA is similar to the response in Luhansk NGCA. The specificity of the response in Donetsk is defined by the higher number of population in need as well as by the quarterly planning cycles of the de facto authorities' budget. The groups identified by humanitarian agencies active in Donetsk NGCA who will remain excluded from the public programmes are the same as last year:

- persons living with disabilities of 1st and 2nd category;
- families with children living with disabilities; and
- elderly persons (75 years old and above).

Luhansk NGCA – During the 2018-2019 winter season (the same approach is expected for the 2019-2020 winter), two groups were entitled to receive cash assistance (7500 RUB, approximately 120 USD):

- (a) Pensioners, residing in the territory of Luhanska oblast (NGCA) and retired from mining enterprises and their branches¹²;
- (b) Population belonging to one of the following vulnerability groups¹³:
 - war veterans (disabled war veterans, combatants and war veterans);
 - family members of killed or deceased war veterans;
 - victims of Nazi persecution;
 - widows (widowers) of killed or deceased victims of Nazi persecution;
 - persons who performed special (labour) services for the “Motherland”, as well as widows (widowers) or parents of deceased persons who performed special (labour) services for the “Motherland”;
 - citizens who suffered injuries/sequels as a result of the Chernobyl disaster of the I and II categories, and the widows of deceased citizens whose death is associated with the Chernobyl disaster of the I and II categories;
 - large families, including family-type orphanages and foster families, in which three or more children live for at least a year; pensioners who previously worked as medical and pharmaceutical workers in rural areas and urban-type settlements and who live in these localities;
 - pensioners who previously worked as pedagogical workers in rural areas and urban-type settlements and live in these settlements;
 - retirees who have worked in state and municipal cultural institutions, educational institutions of the cultural sphere in rural areas and urban-type settlements and who still live there;
 - persons entitled to social support for the purchase of solid household fuel in accordance with Part 8 of Article 42 of the Mountain Law of the so-called “Luhansk People's Republic”;
 - family members of those killed in the defence of the “Motherland”.

Partners in NGCA Luhansk report that for many potential beneficiaries belonging to these categories, it was difficult to obtain the requested documentation in support of their eligibility.

10. List of annexes

Annex 1 - Awareness of risks of Carbon Monoxide poisoning

Annex 2 - Winterization, Recovery and Livelihoods. Three examples from 2017 winterization

Annex 3 – Post-Distribution Monitoring (PDM) Indicators

Annex 4 – House insulation

Annex 5 – List of isolated villages

¹² Source: <https://sovminlr.ru/akty-soveta-ministrov/postanovleniya/16280-o-predostavlenii-mery-socialnoy-podderzhki-v-denezhnom-vyrazhenii-dlya-priobreteniya-tverdogo-bytovogo-topliva-uglya-pensioneram.html>

¹³ Source: <https://nt1941.su/publication/7671-kak-oformit-pomosch-na-priobretenie-bytovogo-topliva.html>

Annex 1 - Awareness of risks of Carbon Monoxide poisoning

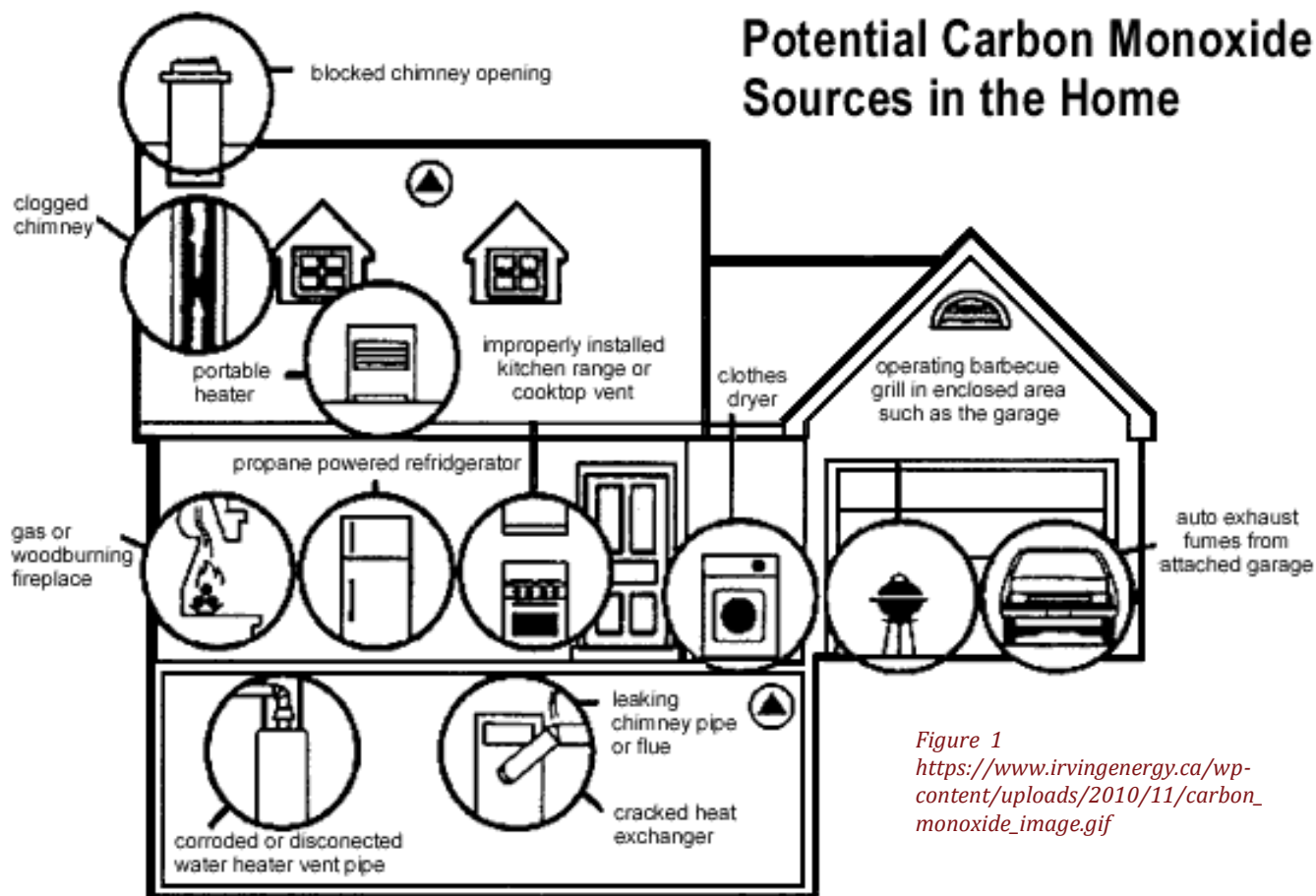


Figure 1
https://www.irvingenergy.ca/wp-content/uploads/2010/11/carbon_monoxide_image.gif

Carbon Monoxide is a gas produced when operating a stove, and is toxic when encountered in certain concentrations. Agencies distributing stoves should make sure that recipients are aware of the risks and of the recommendations on a safe use.

Houses with functioning chimneys are better able to mitigate this risk, while those that do not have chimneys should be encouraged to regularly ventilate their homes by simply opening windows and other openings to allow fresh air in.

The risks of carbon monoxide poisoning are high without regular ventilation, because the gas is odourless and non-visible. Symptoms are similar to the flu. Beneficiaries should also have proper information about the physical symptoms of carbon monoxide poisoning including headaches, weakness, dizziness, nausea or vomiting, shortness of breath, blurred vision, or loss of consciousness¹⁴.

¹⁴ <http://www.mayoclinic.org/diseases-conditions/carbon-monoxide/basics/symptoms/con-20025444>

Annex 2 - Winterization, Recovery and Livelihoods. Three examples from 2017 winterization

1. Biofuel production press

In government-controlled areas of Ukraine, the quality and delivery of coal have become problematic due to the dynamics of the conflict. As any form of biomass can be used as a substitute to coal, agencies have experimented different options, like coal dust, sawdust, buckwheat, peat, wood, crop residue (corn or rice husks for example), animal waste, grass and brushwood as alternative heating sources¹⁵.

Prior to being ready to be used as a source of fuel for the winter, materials need to undergo several forms of processing¹⁶. In the case of wood briquettes, for instance, beneficiaries may use available wood-cutters or hand presses as physical production tools to reduce the size of the materials gathered for the production of the wood briquettes. Once the items are prepared and cut, briquettes can be banded together using cellulose from wood-like materials, manure, and/or clay. A shredder and biomass briquette hand-press can cost less than 4000 UAH (some 150 USD). In some rural and farming communities, materials may already be available.

Biomass briquettes require twice as many tons of firewood or coal for one winter season as discovered by NRC Ukraine's pilot from 2016). The difference in energy produced depends on the type of biomass that beneficiaries will select. Due to the time and physical labour that this work entails, these activities should be programmed to run during the summer months in order to ensure that beneficiaries have enough briquettes to start the winter.

Regular monitoring of the households piloting such interventions is required during the project, because if materials are not properly compressed, the fuel source could burn at a faster rate than traditional coal or wood sources, which may leave beneficiaries unable to make it through a full winter using this source.

The opportunity for this type of activity to be further developed in the Donbass is rich, as Ukraine is already an exporter of such biomass pellets to countries such as Poland, the Czech Republic, and other countries in the EU¹⁷. Agencies who are already piloting this intervention have shared that they established relations with the local Forestry Department to agree that they would complement such interventions by replanting trees. In addition to promoting recovery of the local population, the activity will also promote the environmental rejuvenation of forests that were depleted due to conflict activity.

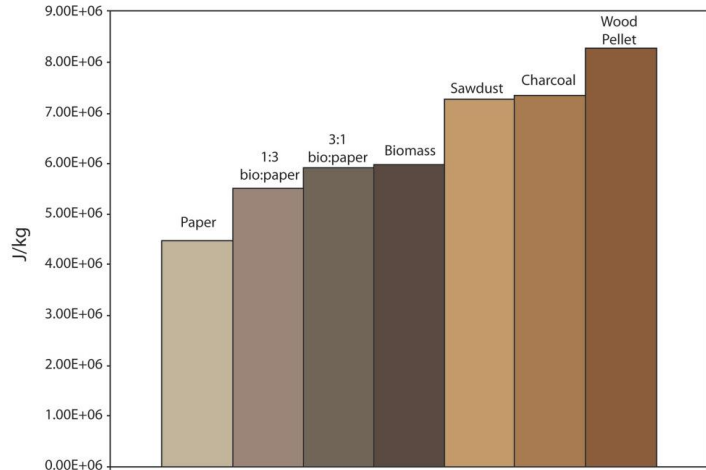


Figure 2- <http://biomassmagazine.com/articles/5148/biomass-briquettes-turning-waste-into-energy>



Figure 3- Hand press from NRC pilot project

¹⁵ <http://www.developmentbookshelf.com/doi/pdf/10.3362/9781780447698.011>

¹⁶ <http://www.developmentbookshelf.com/doi/pdf/10.3362/9781780445762.009>

¹⁷ <http://biomassmagazine.com/articles/14090/eastern-europe-exporters>

2. Support to small businesses with production of winter items (especially GCA contact line)

Construction and clothing companies are main source of winterization goods within areas of the former contact line. Livelihood activities could be targeted at these beneficiaries to be sustainable providers of personal winterization items as a source of their livelihoods. A social business activity could also be created where existing markets are encouraged to provide winter items to conflict-affected families at a lower price for several months. In the past, agencies in Ukraine have implemented voucher programs in GCA to stimulate these businesses while providing making these goods available to the conflict-affected.

3. Support of construction businesses in production of alternative forms of insulation and beneficiary access to purchase of the same.

Due to the underuse of insulation and the conflict's negative impact on reliance on gas heating, agencies can consider supporting beneficiaries with the purchase and then subsequent installation of insulation of their households. As a job creation strategy, beneficiaries can be trained in the production of shelter insulation materials from available raw materials including straw bale or processed wheat and rice straw.¹⁸ One of the cheapest eco-friendly construction techniques, straw bale is using the thermic insulation property of a medium thick wall to increase the energy efficiencies of the house which can be shaped into a modern design. The technology is functioning on the principle of walls made from large straw bales bonded together by planks every two layers and/or tied with a metallic cable. Usually straw bales for construction are prepared using the same machine but are more compacted and drier than the agricultural one.¹⁹ A similar project of straw-bale product was piloted in Ukraine in 2016 in Khmelnytsky, Ukraine. By using a hydraulic press, the process of production requires two or three people to produce four to eight panels in one shift as the machine works at 3kW/h. The average dimensions of a straw-bale insulation panel is 1250*3000*400 weighing roughly 200 kg and panels will have a density of 100-130 kg/m³. To generate demand for such businesses, a secondary element of the program could use vouchers and technical assistance to help beneficiaries with the installation of such ecological fundaments as insulation.²⁰

¹⁸ <https://www.treehugger.com/green-architecture/greenbuild-agriboard-structural-insulated-panels.html>

¹⁹ <http://home.howstuffworks.com/home-improvement/construction/green/straw-bale-house.htm>

²⁰ <http://eco-bud.com/cena-2>

Annex 3 - PDM Indicators

This is the list of core questions that the Shelter Cluster recommends agencies to include in their Winterization PDM (post-distribution monitoring) questionnaires, in order to harmonise the collection of data and allow the consolidation of PDM findings from different agencies in one single document.

- Accommodation type (rented apartment, rented room, rented house, private owned household, hosting situation, collective centre, hotel, dormitory, other)
- Number of people per household
- Square meters or number of rooms as proxy if not available
- Heating type (Communal, electrical heater, coal stove, briquette/pellet, wood stove²¹)
- Damage or Non-Damaged accommodation – If Damaged (which category of damages²²)
- Inspection of accommodation to check for adequate insulation: (no leaking roof & windows, cracks in the walls or floor, there are windows, doors and flooring)
- Rating of heating source as good or poor
- Number of months that the heating source lasts
- Sources of income and average income
- Average cost of rent per month from October-April
- Average cost of heating per month from October-April
 - > Pre and post installation of insulation
- Average cost of utilities per month from October-April
 - > Pre and post installation of insulation
- Average cost of water per month from October-April
- Availability of hot water
- Status: IDP, Non Displaced, Host Community
- Other vulnerability category: E.g. persons with disabilities, elderly persons, persons with chronic illnesses, large families, etc.

²¹ Wood stoves may be used in only very rare and particular cases due to the high-level risks of fire. Certain categories of vulnerabilities are not as easily able to operate these stoves. In case of traditional individual solid fuel stove, increasing the thermic inertia with burn brick masonry could be considered

²² Refer to the Shelter Cluster's Note on Scale of Emergency for a summary of the categories of damages

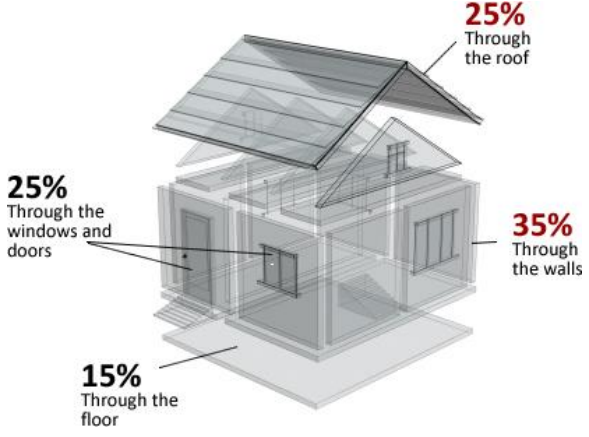
Annex 4 – House insulation

Considering the limits of gas systems (due to escalating prices, but also - in areas directly affected by the conflict - to the frequent service disruptions), and with the crisis turned into a prolonged situation, shelter insulation represents the most effective long-term solution in both GCA and NGCA for properly winterized and therefore more energy-efficient homes and for reducing the cost of utilities over time.

The purchase and installation of insulation material represents an effective assistance not only for non-displaced population along the LoC, but also for IDPs, as high costs of utilities remain a major concern for the most vulnerable displaced families.

On a longer-term perspective, and especially when assisting families with two or more members, agencies should consider the opportunity of adopting a higher standard than the “one-warm-room” principle recommended by the Cluster in the earlier stages of the response.

Shelter insulation options are presented in the following tables.

Diagram	Element / Heat loss	Recommendations
 <p>Diagram only for individual house. Heat loss could significantly changes according design premises (multi-storey etc.)</p>	<p>Windows²³ and other openings 25 - 35% [priority]</p>	<p>Primary point of heat loss: Even if undamaged, double glazed windows of poorly heated premises could be upgraded by adding an extra layer(s) of transparent plastic sheeting, Insulation foam or tape</p>
	<p>Doors and windows 15 - 25% [priority]</p>	<p>If existing draft, glass or rock wool panels on ceiling.</p>
	<p>Roof 25 - 35% [optional]</p>	
	<p>Floor 10 - 20% [optional]</p>	<p>If ground floor or without wooden/linoleum cladding, matt or carpet like material could improve</p>
	<p>Wall (external) 10 - 20% [optional]</p>	<p>Usually too expensive for humanitarian interventions, but could be considered part of recovery</p>

²³ Heat loss estimation refers to undamaged windows.

Glazing			
#	Item	Quantity	Price est.
1	Individual house with minimum of double glazing (preferential – triple for PVC windows) replacement and insulation all around opening perimeters	Up to 3 or 5 windows per individual house	Around 37 USD/ m2 Up to 278 USD/house
2	Insulation foam	0.5 can / window	74 UAH/can 1.6 USD/room

Roofing insulation			
#	Item	Quantity	Price est.
1	Glass wool roll 100mm 6 m ² each	60 m ²	185 USD/house
2	Vapour barrier	60 m ²	38 USD/house

Wall insulation			
#	Item	Quantity	Price est.
1	Stone wool 100mm, protection layer	60 m ²	2400 USD/house

Annex 5 – List of isolated villages

adm4Pcode	adm4NameLa	a2Name_lat	adm1NameLa	Population Proliska_Data	Population of concern	Population_type	REACH_Access_Level	Comments SC
UA1421584002	Bohdanivka	Volnovaskyi	Donetska	9	9	rural	No access	
UA1420985002	Dacha	Bakhmutskiyi	Donetska	16	16	rural	No access	
UA4423183601	Krymske	Novoaidarskyi	Luhanska	577	577	rural	No access	
UA4423187705	Lobacheve	Novoaidarskyi	Luhanska	181	181	rural	No access	
UA4423856502	Novooleksandrivka	Popasnianskyi	Luhanska	20	20	rural	No access	
UA4424883503	Pishchane	Stanychno-Luhanskyi	Luhanska	47	47	rural	No access	
UA1411245309	Shumy	Toretska	Donetska	3	3	rural	No access	
UA1421589002	Vodiane	Volnovaskyi	Donetska	15	15	rural	No access	
UA1411245900	Pivdenne	Toretska	Donetska	1535	460	urban	No access	30% of tot. population live in isolated area as per Cluster's observation
UA4424880502	Bolotene	Stanychno-Luhanskyi	Luhanska	49	49	rural	No access	
UA1421588402	Berdianske	Volnovaskyi	Donetska	105	105	rural	No access	
UA4423187704	Lopaskyne	Novoaidarskyi	Luhanska	49	49	rural	No access	
UA1420986204	Travneve	Bakhmutskiyi	Donetska	64	64	rural	No access	
UA1425585602	Vodiane	Yasynuvatskyi	Donetska	102	102	rural	No access	
UA1425585601	Pisky	Yasynuvatskyi	Donetska	64	64	rural	No access	
UA1425582104	Novoselivka Druha	Yasynuvatskyi	Donetska	70	70	rural	No access	
UA4424880505	Syze	Stanychno-Luhanskyi	Luhanska	14	14	rural	No access	
UA1425587606	Opytne	Yasynuvatskyi	Donetska	41	41	rural	No access	
UA4423810800	Zolote	Popasnianskyi	Luhanska	8546	2563	urban	Limited access	30% of total population live in isolated area as per Cluster's observation
UA1421583701	Lebedynske	Volnovaskyi	Donetska	240	647	rural	Limited access	
UA1421585801	Pavlopil	Volnovaskyi	Donetska	402	374	rural	Limited access	