


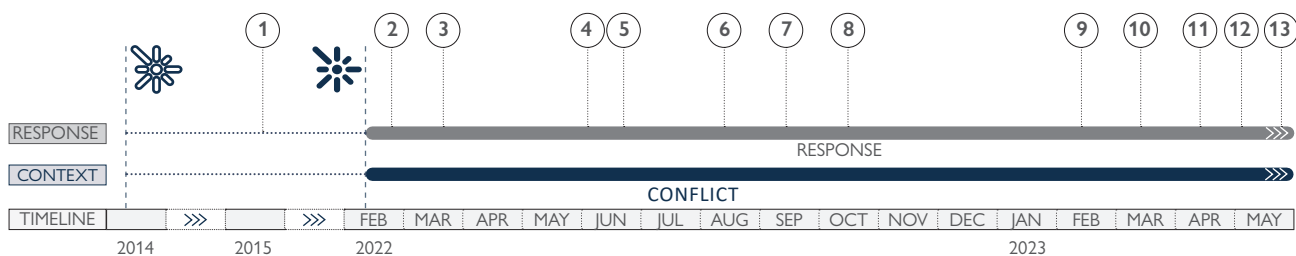
## OVERVIEW

## UKRAINE 2022–2023 / CONFLICT

<b>CRISIS</b>	<b>Russian invasion of Ukraine (2022)</b>	
<b>PEOPLE AFFECTED</b>	<b>21.3 million</b> people affected <b>17.6 million</b> people in need*	
<b>PEOPLE DISPLACED</b>	<b>5.35 million</b> IDP** <b>8.17 million</b> refugees across Europe***	
<b>HOMES DAMAGED/ DESTROYED</b>	<b>1.4 million****</b> residential units have been damaged 499,056 units (Over one-third of the damaged units) are destroyed, while two-thirds are partially damaged.	
<b>PEOPLE WITH SHELTER NEEDS</b>	<b>8.3 million</b> individuals with shelter and NFI needs*	
<b>LOCATION</b>	<b>Whole of Ukraine</b> with following contexts: <ul style="list-style-type: none"> <li>1. Oblasts receiving displaced populations, mainly Western and some Central oblasts.</li> <li>2. Conflict-affected-mainly Eastern oblasts.</li> <li>3. Newly accessible areas, liberated and where it is foreseen the situation might remain stable in terms of security.</li> </ul>	<b>SUMMARY OF THE RESPONSE</b>  The Ukraine Shelter Cluster is currently coordinating three different shelter responses to the ongoing conflict in Ukraine, tailored to different geographical areas affected by the ongoing conflict. In the western areas and where there has been a large influx of IDPs, the focus of the response has been on improving and creating accommodation options in collective sites, finding rental solutions, and distributing essential goods. In the areas that were formerly occupied, (N & E) the response has focused on repairing damaged homes and replacing NFIs. In the areas of contact, NGCA, and difficult to reach areas, the response has been to distribute Emergency Shelter Kits and provide NFI for bomb shelters. Winterization activities have been carried out throughout the territory reaching out to the neediest households. Overall, the Ukraine Shelter Cluster has been and will need to continue evolving and adapting to the dynamic situation in the country to address the diverse needs arising from the conflict and maintaining its relevance as the crises evolves beyond emergency ensuring the affected populations have access to safe and adequate living conditions.
<b>PEOPLE SUPPORTED IN THE RESPONSE</b>	Over <b>4,336,000</b> individuals reached*****	
<b>RESPONSE OUTPUTS</b>	<b>605,806</b> individuals reached with <b>shelter emergency support</b> <b>28,547</b> individuals reached with <b>rental support</b> <b>2,084,876</b> individuals were distributed <b>NFI kits at HH level</b> <b>901,803</b> individuals received <b>NFIs in collective and reception sites</b> <b>24,086</b> with <b>NFI kits for bomb shelters</b> <b>70,732</b> with <b>light &amp; medium repairs</b> <b>76,850</b> with <b>basic refurbishment</b> of buildings to be used as collective sites <b>44,251</b> with <b>hosting families' support</b> <b>1,988,920</b> individuals supported through <b>winterization</b>	
	*Humanitarian Response Plan 2023 ** IOM Internal Displacement Report *** Operational Data Portal, UNHCR **** Rapid Damage and Needs Assessment (Round 2) ***** Ukraine Shelter Cluster dashboard	



A residential building destroyed by shelling in Irpin, Ukraine, March 2, 2022, and the same building in May 2015.



- 2014:** Russia-Ukraine conflict.
- ① **2015:** Activation of shelter cluster in Donbas.
- Feb 2022:** Russia full scale invasion of Ukraine.
- ② **Feb 2022:** Transformation of the Ukraine Shelter Cluster scope and structure to extend beyond Donbas region.
- ③ **Mar-Apr 2022:** Flash appeal for the humanitarian response in 2022 was published in March and reviewed in April.
- ④ **Apr 2022:** Shelter Cluster Damaged building assessment Technical Working Group (TWiG) was activated.
- ⑤ **Jun 2022:** Ukraine Shelter Cluster strategy was approved.
- ⑥ **Mar-Jun 2022:** Technical Working Group (TWiG) for Collective sites was activated in March. Collective sites Guiding Framework was published in June.
- ⑦ **Apr-Aug 2022:** Cash for rent Technical Working Group (TWiG) was activated in April. Shelter Cluster Recommendations on Cash for Rent was published in August.

- ⑧ **Mar-Sep 2022:** Light and medium repairs Technical Working Group (TWiG) was activated in March. Shelter Cluster Light and Medium repairs SOP was published in September.
- ⑨ **Apr-Oct 2022:** Winterization Technical Working Group (TWiG) was re-launched in April. Shelter Cluster Winterization recommendations was published in October.
- ⑩ **Feb 2023:** Ukraine Humanitarian Response Plan (HRP) 2023 was published.
- ⑪ **Mar 2023:** Shelter Cluster Refurbishment of Collective Sites - Building targeting criteria was released by Collective Sites TWiG
- ⑫ **May 2023:** Shelter Cluster CBI Implementation Guidelines for L&M Repairs was released by Light and Medium repairs TWiG
- ⑬ **May 2023:** Expression Of Interest for renewal of SAG and TWiG for durable housing solutions. Elaborate the cluster role in shift to more durable solutions as GOU compensation scheme is launched. Commencement of the development of a multi-year Shelter Clus-

## CONTEXT

On 24 February 2022, a full-scale invasion of Ukraine by the Russian Federation began – causing massive loss of life, catastrophic suffering, and immense infrastructure destruction throughout the country. For 2023, the estimation of people in need of humanitarian aid is more than 17 million. Given the intensity of the conflict, including missile attacks in cities all over the country, the crisis has led to the largest displacement crisis in Europe since World War II. The latest estimations note that (of a population of 42 million) 5 million Ukrainians are internally displaced and 8 million have been registered as refugees across Europe – primarily in Poland, Germany, and the Czech Republic.

Inside the country, the eastern oblasts (sometimes translated as region or province) have been the most frequently attacked areas, facing humanitarian access constraints and limitations to the movement of civilians. One of the worst affected cities in this sense – Mariupol – was besieged for more than two months. The western oblasts were also affected by bombardments and struggled to deliver adequate shelter and access to services to newly arrived individuals. In parallel, in a third context, reconstruction work began as soon as some areas were liberated from the presence of Russian troops.

An additional level of complexity is added to the crisis due to the fluidity of the boundaries between the three situations mentioned. Furthermore, temperatures in Ukraine can drop below -20°C during the coldest months and many areas have suffered during the past winters’ significant disruptions to electricity and heating supply due to targeted attacks on energy infrastructures.



A neighborhood in Mykolaiv. 300,000 of the pre-war population of 600,000 have left the city to find refuge, protection, and safety elsewhere.

## SITUATION BEFORE THE CRISIS

Since 2014, Ukraine has faced a humanitarian crisis caused by the conflict between the government and pro-Russian separatists in the Donetsk and Luhansk oblasts.

This situation resulted in a total internal displacement of 1.3 million people. The population in need during this specific crisis reached a peak in 2015 when the figure was estimated at approximately 5 million people the moment the clusters were activated. A total of 21 Shelter Cluster partners worked for almost seven years in a shelter response focused on light, medium, and heavy repairs, the improvement of conditions in collective sites, and the distribution of household and winterization items. The Shelter Cluster was in the process of being deactivated and handed over to the national authorities at the beginning of 2022. A protocol was developed to transition responsibilities to relevant ministries. (For more information on the cluster deactivation and handover to national authorities, see [A.16, Shelter Projects 8th edition](#)).



When the current crisis escalated and full-scale war began, the cluster coordination structure and the Shelter Cluster partners initiated a process of adaptation to the new humanitarian crisis. While this was considerably larger and more complex, previous work on coordination tools and technical guidelines provided a solid foundation for the new structure.

Particularly important during the early stages was contingency planning prepared by the cluster during the hand-over process, with an identification of priority activities, a first draft of the kit composition, and the latest calculation of activity costs. By utilizing information from contingency planning and determining the most relevant interventions using existing technical guidelines – reaching a consensus among the Shelter Cluster (SC) partners on strategy was not difficult. Another key tool that supported the foundation for relevant cluster work was a pre-existing damaged infrastructure database.

### SITUATION DURING THE CRISIS

The war with Russia has substantially damaged and destroyed the residential housing stock and key basic infrastructure in the country. This has increased the level of vulnerability of the affected population, especially during winter months. In many geographical locations, the harsh living conditions are linked to challenges with repairing homes and accessing basic needs and public services. In other cases, this is due to the lack of safety to remain because of the ongoing attacks, the lack of privacy and space when living in collective sites or with host families, and the difficulty to find suitable accommodation and to be able to pay the rent.

### NATIONAL SHELTER-NFI STRATEGY

The Shelter Cluster has designed the humanitarian response for 2023 with two objectives:

**Objective 1:** Provide shelter assistance responding to the needs of IDPs, people who remain at home, and returnees.

This is to be done through emergency shelter support, temporary housing, light and medium repairs (in-kind and in cash), heavy repairs, the rehabilitation of collective sites, rental support, and host family support.

**Objective 2:** Provide essential Non Food Item (NFI) support based on the needs for IDPs, people who remain at home, and returnees at the household level, including those residing in collective sites.

The second objective is to be achieved through the distribution of NFI kits for collective sites, NFI kits for individuals, NFIs for bomb shelters, and the provision of winter clothes and winter heating and support for winter energy needs (in-kind and in cash).

For the adequate implementation of the shelter response and the provision of guidance to Shelter Cluster partners, the different Technical Working Groups set up within the Cluster structure played a key role.



*The impact of the full-scale war, the freezing winter temperatures coupled with the energy crisis, exacerbate pre-existing needs and are likely to lead to new multi-sectoral humanitarian needs.*



*Specialists were consulted and engaged with the Shelter Cluster for debris management prior to reconstruction due to the presence of unexploded ordnance and asbestos.*



*Reconstruction work began as soon as some areas were liberated from the presence of Russian troops.*

The winterization TWiG was instrumental in coordinating partner efforts across the entire country to assist the most vulnerable households in coping with harsh winter conditions.

By defining and coordinating the strategic allocation of resources and implementation of activities, the SC partners have provided essential support, including insulation materials, heating equipment, warm clothing, and fuel supplies, to improve living conditions and enhance resilience.

The next phase of Shelter/NFI strategy development will focus on creating a multi-year document covering ongoing emergency shelter and NFI needs, as well as outlining activities to pave the way for a smooth transition to sustainable shelter solutions and longer-term recovery activities and actors.

### MAIN CHALLENGES

- There were strong access constraints for some populations during extended periods, particularly in the case of besieged cities. The organization of humanitarian convoys was in some cases the only way to send NFIs among other supplies to select locations.
- Target locations were in extremely different contexts: areas under heavy attacks, areas receiving displaced populations, and newly liberated areas. The shelter-specific response was designed to address the needs of the population in each of them, but flexibility in programming was required to adapt to the situation's evolution.
- Complexity of debris management prior to reconstruction due to the presence of unexploded ordnance and asbestos. Specialists were consulted and engaged with the Shelter Cluster for this matter.
- Scarcity of detailed information about specific shelter and NFI needs for each of the target population groups.
- The perception that the cluster system is not necessarily fit-for-purpose for the Ukrainian context has put additional pressure on the Shelter Cluster to perform. It took time for the cluster to scale up to appropriate capacity from a position where it was transitioning to national structures. Ukraine is a large and developed country with a strong functioning and competent civil service. Additionally, there are many local entities providing shelter and NFI services. The cluster – through its national and four sub-hub structure – is working hard to widen cluster participation with non traditional localized actors (volunteer groups, civil society organizations, etc.) while forging positive relationships with authorities.
- Localization and the perception that area-based coordination (ABC) mechanisms were required led to the creation of a 'reorienting coordination task force,' and the exploration of several pilot initiatives. It is necessary that OCHA articulates exactly what is required from this approach and how ABC mechanisms will connect efficiently with established cluster sub-hub mechanisms.
- Need for humanitarian shelter initiatives to reassess and remain focused on their mandate while considering how they can be a conduit for a smooth transition to durable housing solutions in parallel with the government's longer-term reconstruction programs.



For the adequate implementation of the shelter response and the provision of guidance to Shelter Cluster partners, different Technical Working Groups were set up within the Cluster structure.



The cluster provided shelter assistance across Ukraine through shelter support, temporary housing, light and medium repairs, heavy repairs, the rehabilitation of collective sites, rental support, and host family support.



The winterization TWiG was instrumental in coordinating partner efforts across the entire country to assist the most vulnerable households in coping with harsh winter conditions.

### WIDER IMPACTS

The Government of Ukraine passed laws addressing infrastructure damage compensation schemes and recently launched its housing restoration – or “eVidnovlenia” – program. The Shelter/NFI Cluster is developing a damage assessment platform, called ‘SIDAR’, in collaboration with an international agency, to facilitate improved coordination of humanitarian assistance at the address level among participants, local authorities, and humanitarian organizations. By providing comprehensive information on the shelter needs and resources available in conflict-affected areas, SIDAR aims to enable a more effective and efficient response to the ongoing crisis in Ukraine.





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### LESSONS LEARNED

- Localization measures should be implemented (coordination and response) from the start of programming to ensure project mechanisms are fit for purpose.
- Key to the success of the project was adequate staff contributing to quality shelter coordination at the national and sub-national levels.
- National staff capacity-building efforts to promote suitable contractual modalities should be undertaken to retain strong candidates.
- Establishing an effective collaboration with government bodies should start from the beginning of the crisis.
- It is key to enhance integration with relevant sectors such as WASH, CCCM, Livelihoods, etc. as well as strengthen collaboration with cash coordination actors for a more efficient response.
- Contingency planning must be systematic and informed as a preparatory measure to avoid being caught unaware when situations rapidly deteriorate.
- It is important to have a strong field presence through enhanced partner collaboration and co chair mechanisms.
- A multi-year strategy should be developed considering the immediate shelter and NFI needs of the most vulnerable individuals in collaboration with relevant stakeholders. Exit strategies for sustainability should be considered during design.

### RECOMMENDATIONS MOVING FORWARD

- A multi-year Shelter and NFI strategy need to evolve and include relevance for emergency responses while acting as a catalyst for the development of longer term housing solutions linking to reconstruction schemes of the government with a feasible exit plan.
- The humanitarian Shelter and NFI Cluster coordination mechanism should transition effectively to longer term sectoral coordination suitably resourced with expertise and aligned with national development policies as the conflict unfolds. Scenario based contingency planning is critical to ensure shelter and NFI needs are adequately considered to address the needs and severity of both displaced and non displaced vulnerable Ukrainians.



#### FURTHER READING ON SHELTER PROJECTS

**On local govt. engagement:** [A.12 / ECUADOR, 2016 – 2018](#); [A.16 / UKRAINE, 2016 – 2021](#); [A.18 / IRAQ, 2018-2021](#)

**On rental assistance:** [A.8 / BAHAMAS, 2019 – 2020](#)