

Shelter Cluster Ukraine
ACTIVITIES HANDBOOK 2025



**UKRAINE
SHELTER CLUSTER**

Coordinating Humanitarian Shelter and Settlements

Version 1.1

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1. Purpose of this document

The purpose of this document is to compile the necessary information for planning, monitoring, and reporting Shelter Cluster Activities included in the [Humanitarian Needs and Response Plan \(HNRP\) 2025](#). It describes the intended outcome for each proposed activity, identifies the most suitable indicators for each activity, recommends modalities of assistance, shows the reference cost, and provides instructions for ensuring coherence in activity reporting among different partners. This document does not replace Shelter Cluster's technical guidelines and should be read together with them.

Important:

- Please ensure the latest updates of the Shelter Cluster's technical documentation (SOPs, etc.) are available to obtain up-to-date reference costs or scope for activities in concern.
- For repair activities, the reference cost per household represents an average guideline and should be considered as a basis for planning the whole project. These values serve as average estimates and may vary depending on the building configuration and the required repair work, but the aggregated average should be consistent with the reference figure.

2. Objectives

Below are the objectives framing the activities included in the HNRP 2025. Strategic objectives are common to all sectors, whereas cluster-specific objectives pertain to shelter and NFI sector activities.

Strategic Objective SO1: *Provide principled and timely multisectoral life-saving emergency assistance to the most vulnerable internally displaced people and non-displaced war-affected people, ensuring their safety and dignity, with a focus on areas with high severity levels of need.*

Cluster Objective CO1: Provide life-saving emergency shelter and non-food item (NFI) support to internally displaced people and non-displaced war-affected people, ensuring their safety and dignity with a focus on areas with high severity levels.

Cluster Objective CO2: Deliver life-saving emergency shelter and NFI assistance, mitigating the impacts of harsh winter weather for internally displaced people and non-displaced war-affected people, ensuring their safety and dignity with a focus on areas with high severity levels.

Strategic Objective SO2: *Enable access to prioritized essential services for the most vulnerable internally displaced and non-displaced war-affected people, with a focus on areas with high severity levels of need to ensure their protection, safety, and dignity.*

Cluster Objective CO3: Ensure access to adequate housing and common services for internally displaced people and non-displaced war-affected people, ensuring their protection, safety, and dignity and fostering linkages to longer-term solutions.

3. Geographical Context

The context determines which activities and forms of assistance are most appropriate. The nature of the crisis is geographically specific. Four different zones have been established to frame the expected intervention in each location.

- Context 1 refers to areas that are regularly attacked and, therefore, require emergency activities. While there are attacks all over the country, these are locations where attacks are recurrent, access to infrastructure and services is affected, and normal life is severely disrupted. It corresponds to the front line and the Russian border oblasts. The territories of active hostilities are defined by the Ministry for Development of Communities and Territories of Ukraine in [Order No. 376 of 28.02.2025](#). Areas within 20 km of these territories are considered high-risk and require special attention.
- Context 2 refers to areas receiving displaced people from other locations that require an effort by the authorities and humanitarian agencies to provide shelter and services. Services and housing stock, although functional, are under stress due to increased demand. This situation occurs in virtually every Oblast of the country.
- Context 3 pertains to areas where the Government of Ukraine (GoU) is regaining control. These are regions that have been under occupation and on the frontlines of war, where infrastructure and services have been severely affected. The remaining population has endured highly challenging conditions, and returning residents struggle to regain access to housing, services, and livelihoods.
- Context 4 refers to areas not under government control, where humanitarian access is extremely limited, needs assessment capacity is very low, markets are non-functional, and last-mile distribution poses a challenge.

The four contexts are neither mutually exclusive nor rigid. When formulating the intervention program, analyzing each context individually and determining the activities and assistance modalities most accurately aligned with the actual needs is essential.

		Cherkaska	Chernihivska	Chernivetska	Dnipropetrovska	Donetska	Ivano-Frankivska	Kharkivska	Khersonska	Khmelnitska	Kirovohradska	Kyiv	Kyivska	Luhanska	Lvivska	Mykolaivska	Odeska	Poltavska	Rivnenska	Sumska	Ternopil'ska	Vinnytska	Volyn'ska	Zakarpatska	Zaporizka	Zhytomyr'ska
Context 1	Frontline areas under constant attack and bombardment																									
Context 2	Hosting regions that are accommodating																									
Context 3	Newly accessible areas or recently retaken regions ¹																									
Context 4	Non-government controlled areas (NGCA)																									

¹ Shelter Cluster will update this data accordingly when there are changes in context

4. Activity Matrix 2025

The matrix illustrates the sub-activities the Shelter Cluster recommends for each parent activity. It aims to guide partners in selecting the most suitable activities and modalities of assistance for each context.

Strategic Objectives	Cluster Objectives	HRP PA code	Parent Activity	Sub-Code	Sub-Activities	Geographical Context				Indicators	Reference Cost
						Context 1	Context 2	Context 3	Context 4		
SO1	CO1	SN101	Emergency Shelter Support	A	Emergency Construction Materials (ECM) and Emergency Shelter Kit (ESK)	In-kind (IK)	In-kind (IK)	In-kind (IK)	In-kind (IK)	# of households supported with emergency shelter kits # of households supported with emergency construction materials # of individuals supported with emergency shelter kits # of individuals supported with emergency construction materials # of residential units supported with emergency shelter assistance	USD 110 per Household
SO1	CO1	SN101	Emergency Shelter Support	B	Emergency Construction Materials (ECM) for Social Facilities	In-kind (IK)	In-kind (IK)	In-kind (IK)	In-kind (IK)	# of buildings supported with emergency construction materials # of individuals supported with emergency construction materials	USD 63 per individual
SO1	CO1	SN102	Emergency Non-Food Item (NFI) Support	A	Donation of NFIs for Shared Use	In-kind (IK)	In-kind (IK)	In-kind (IK)		# of temporary sites reached through the donation of NFIs (invincibility points, bomb shelters, transit centers) # of individuals reached through the donation of NFIs (invincibility points, bomb shelters, transit centers)	USD 180 per individual
SO1	CO1	SN102	Emergency Non-Food Item (NFI) support	B	NFIs for Households	In-kind (IK)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK)	# of households supported with household NFI # of individuals supported with household NFI	USD 290 per Household
SO1	CO1	Non-HNRP	Emergency Non-Food Item (NFI) support	C	Provision of Appliances and Furniture	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)		# of households supported with appliances and furniture # of individuals supported with appliances and furniture	Fridge - USD 220 Cooking stove - USD 220 Bed - USD 180 Table set - USD 200 Wardrobe - USD 220
SO1	CO2	SN201	Winter Heating	A	Winter Cash for Utilities	Cash (C) Voucher (V)	Cash (C) Voucher (V)	Cash (C) Voucher (V)		# of households supported with cash for utilities # of individuals supported with cash for utilities	Average reference cost: USD 480 per Household per season, depending on energy source type as per Winterization Recommendations
SO1	CO2	SN201	Winter Heating	B	Winter Energy	In-kind (IK)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK)	# of households supported with winter energy # of individuals supported with winter energy	Average reference cost: USD 600 per Household per season, depending on fuel type as per Winterization Recommendations. Unified cash for solid fuel transfer value is 21,000 UAH for the 2024-2025 winter season
SO1	CO2	SN201	Winter Heating	C	Winter Heating Appliances	In-kind (IK)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK)	# of households supported with winter heating appliances # of individuals supported with winter heating appliances	USD 500 per Household
SO1	CO2	SN202	Personal Insulation	A	NFI for Winter	In-kind (IK) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)		# of households supported with NFI for winter # of individuals supported with NFI for winter	USD 105 per individual
SO1	CO2	SN202	Personal Insulation	B	Winter Clothing	In-kind (IK) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK) Cash (C) Voucher (V)	In-kind (IK)	# of households supported with winter clothes # of individuals supported with winter clothes	USD 176 per individual
SO1	CO2	SN203	Shelter Insulation	A	Insulation of Substandard Houses	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported through the insulation of substandard houses # of individuals supported through the insulation of substandard houses # of residential units upgraded	USD 2,900 per Household

Strategic Objectives	Cluster Objectives	HRP PA code	Parent Activity	Sub-Code	Sub-Activities	Geographical Context				Indicators	Reference Cost
						Context 1	Context 2	Context 3	Context 4		
SO2	CO3	SN301	Humanitarian Repair	A	Humanitarian Repairs of Common Spaces in Multi-Apartment Buildings	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported through repairs of common spaces # of individuals supported through repairs of common spaces # of multi-apartment buildings repaired # of residential units repaired	\$3,150 / HH for 2-3 floor buildings. \$915 / HH for 4-5 floor buildings. \$560 / HH for buildings with 6 floors or more. Up to 16 floors (included). The weighted average: USD 1,400
SO2	CO3	SN301	Humanitarian Repair	B	Category I Repairs	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported with light repairs # of households supported with medium repairs # of individuals supported with light repairs # of individuals supported with medium repairs # of buildings repaired # of residential units repaired	Average reference cost (USD/HH): Detached houses: Light - 2,500; Medium - 4,000 Apartments: Light - 950; Medium - 1,850
SO2	CO3	SN301	Humanitarian Repair	C	Category II (Heavy) Repairs	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported with heavy repairs # of individuals supported with heavy repairs # of buildings repaired # of residential units repaired	Average reference cost: USD 12,000 per HH
SO2	CO3	SN301	Humanitarian Repair	D	IDP House Repair	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)	In-kind (IK) Cash (C) Voucher (V) Mixed (M)		# of households supported with medium repairs # of individuals supported with medium repairs # of buildings repaired # of residential units repaired	Average reference cost: Detached houses: USD 4,000 per HH Apartments: USD 1,850 per HH
SO2	CO3	SN301	Humanitarian Repair	E	Humanitarian Repair of Social Facilities	In-kind (IK) Voucher (V)	In-kind (IK) Voucher (V)	In-kind (IK) Voucher (V)		# of buildings assisted with humanitarian repairs # of individuals supported through the repair of social facilities	USD 204 per individual
SO2	CO3	SN302	Refurbishment of Collective Sites	A	Refurbishment of Collective Sites	In-kind (IK)	In-kind (IK)	In-kind (IK)		# individuals supported through the refurbishment of collective sites	USD 690 per sleeping space
SO2	CO3	SN303	Rental Support	A	Rental Support	Cash (C) Voucher (V)	Cash (C) Voucher (V)	Cash (C) Voucher (V)		# of households received rental support (RMI) # of individuals received rental support (RMI)	Average reference cost: USD 2,200 per HH/6 months

5. Targeting, Prioritization & Vulnerabilities

For operational purposes and as a *guideline* and *recommendation* for the partners, Shelter Cluster outlines the recommended principles for targeting and prioritization in this chapter.

Targeting approaches

Humanitarian assistance can be delivered through either a blanket or a targeted approach². Shelter Cluster demonstrates an example of a standard procedure for targeting as a decision tree in [Annex A](#). To achieve a targeted approach, four key components contribute to appropriately prioritized targeting: *Geographical Prioritization*, *Preconditions*, *Activity Specific Vulnerability*, and *Individual/Household Vulnerabilities*. This chapter aims to define each of these components.

Geographical Prioritization

A variety of geographical factors can affect the prioritization of activities chosen for that location. For example, limited access, proximity to war zones, or onset emergencies following attacks can all impact the process. To address this, the Shelter Cluster has outlined the relevant [Geographical Contexts](#) for each activity in this handbook. Typically, during the assessment (this step occurs before and during the assessment), details such as Oblast, Hromada, settlements, and addresses are gathered. When prioritizing one area over another, Shelter Cluster strongly recommends coordinating with Shelter Cluster sub-national coordinators³, as well as engaging with the affected community and local authorities. This collaborative approach ensures that emergency assistance is directed to the most vulnerable areas.

Preconditions

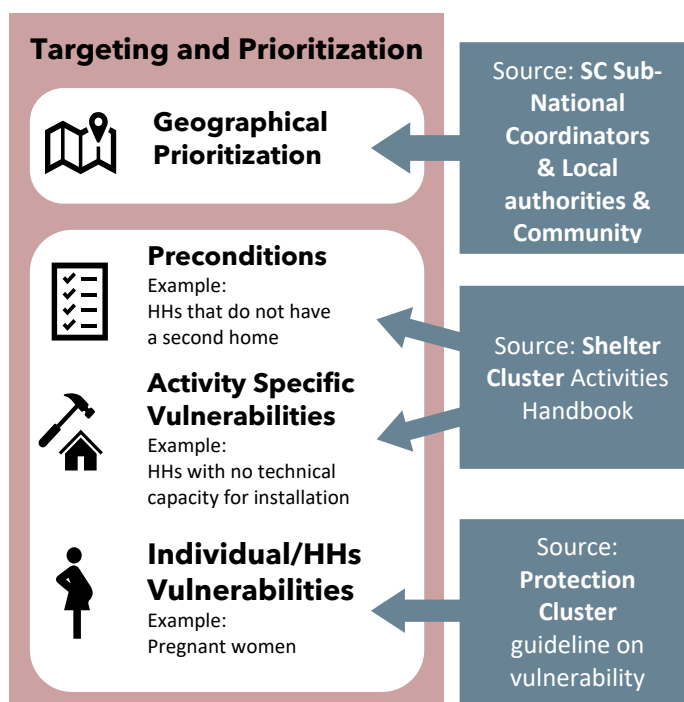
To ensure the effective use of available resources, the Shelter Cluster recommends a set of preconditions for each activity. This checklist guides the humanitarian assistance to those who are *eligible*. Each activity section contains a list of such preconditions. It's important to note that these preconditions can inform the assessment process and may not encompass all possible conditions.⁴

Activity-Specific Vulnerabilities

Each activity is accompanied by its own set of specific criteria, highlighting the vulnerabilities the affected population may face depending on the type of assistance being provided. Each activity Section contains a list of Vulnerability Identifiers. It is important to note that these vulnerability identifiers can inform the assessment process and may not encompass all possible identifiers.⁵

Individual/HHs Vulnerabilities

These vulnerability criteria apply to all individuals and households, regardless of the type of activity. Organizations are advised to assess vulnerabilities by incorporating gender analysis and regular reviews to adapt to changing conditions and ensure a protection-focused response tailored to the diverse needs of the affected population. For this purpose, the Shelter Cluster refers to the Protection Cluster's [Protecting & prioritizing people with specific needs in the Ukrainian humanitarian response](#). Additionally, for operational purposes, a list of Individual/HHs vulnerabilities endorsed by the Protection Cluster is extracted and proposed in the [Annex B](#) section of this



² **Blanket Approach:** This involves assisting an entire population indiscriminately, typically right after an emergency like shelling. **Targeted Approach:** This method directs resources towards those in need based on specific criteria for vulnerability, using various targeting methods like geographic, community-based, categorical, and scorecard methods to reduce errors and improve outcomes.

³ Please find the contact information of Sub-national coordinator at the bottom of Shelter cluster's [website](#). And the Shelter Cluster's hub divisions can be found [here](#).

⁴ Depending on the context, additional preconditions may be added to the list.

⁵ Depending on the context, additional vulnerability identifiers may be added to the list.

document as an example. These vulnerabilities are common for all activities. In particular, for people with disabilities, please follow the [Washington Group guidelines](#) for identifying people with disabilities if the certificate has not been provided.

Methodology for selection

Targeting and prioritization in a *multisectoral approach* puts the affected population's needs in the center. Many targeting methods (such as community-based approaches⁶, etc.) currently being used in Ukraine's context. The Scorecard⁷ method is one of the most frequently used methods. If the Scorecard is utilized, the Shelter Cluster strongly recommends involving communities and local authorities in the process and following the Protection Cluster's guidelines.

Shelter Cluster partners are encouraged to ensure coordination with the head of the Hromada for the implementation of Shelter/NFI activities within the location. This will ensure linkages with community members. During such exchanges, Shelter Cluster partners are often provided with official lists of people in need of various shelter or NFI-related interventions. These lists do not represent an official needs assessment and require Shelter Cluster partners to conduct their own needs assessments. Shelter Cluster partners should communicate their selection criteria to persons they are assessing and also to the heads of the hromadas. For activities supporting internally displaced people, it is important to ensure coordination with the hromada in the area of origin and also the hromada where they are currently residing. This approach ensures complimentary programming between local and state budget activities and ensures that provided activities are filling a gap.

Involving the community and local authorities when targeting:

This includes local community participation in assigning scores for relevant vulnerability identifiers and selecting beneficiaries, with verification by humanitarian actors (household visits, for example). Organizations work with community leaders and representatives, as well as local community-based organizations that advocate for and support specific vulnerable groups (such as persons with disabilities and older persons) to determine appropriate and acceptable eligibility criteria and involve communities in the selection process (e.g., drawing up lists of beneficiaries).

As much as possible, communities should be involved in establishing vulnerability criteria and, if relevant, weighting indicators (see [Annex B](#) of the Handbook for the *Questionnaire* for targeting and prioritization).

For information on creating a typical scorecard and setting the threshold score, visit [Annex C](#).

Risks and Mitigations

While the scorecard method offers several benefits, it's important to acknowledge its drawbacks as well. This approach can create expectations among interviewees, even those who aren't ultimately selected, complicating the explanation and justification of the process to the community. Additionally, it may be perceived as an insensitive selection method, relying solely on data and numbers. Furthermore, explaining the scoring system to the community without revealing sensitive household information can be challenging.

Shelter Cluster firmly recommends integrating strong Protection and AAP (Accountability to Affected Populations) components into assistance efforts whenever possible. Combining various qualitative and quantitative targeting methods is highly recommended to triangulate the results, this ensures that errors are minimized and improves the veracity of overall outcomes. Common methods include geographic, community-based, categorical, and scorecard approaches.

⁶ **Community-Based Targeting** is a growing methodology in humanitarian practice. It is widely acknowledged to be effective in encouraging beneficiary participation and engagement and improving accountability. It can be an inclusive and locally driven process and is aligned with the principles of area-based programming. Community-based targeting may also be less time-consuming and costly than other data collection techniques. For more, please visit [A Community-based Approach in UNHCR Operations](#) and [Your Guide to Participatory Assessment of Local Building Cultures](#).

⁷ **Scorecard Targeting:** Utilizes a multi-indicator score to assess needs and vulnerabilities objectively, reducing bias and ensuring aid reaches those most in need. Scorecards use numerous variables (e.g., demographics, specific need codes, shelter conditions, expenditures, income sources, etc.) to indicate a household's vulnerability. Each household in the identified distribution area should be assessed according to the scorecard. The higher the score on the scorecard, the higher priority the household should have for receiving assistance. It is strongly recommended that partners have a computerized database (such as KoboToolbox) to record household assessment data and automatically calculate the score.

6. Shelter & NFI Activities

Below are the activities included by the Shelter Cluster in the HNRP 2025. The following does not encompass all possible assistance options but rather those the Shelter Cluster considers suitable for most cases and those promoted by the cluster. Recommendations on how to implement them are included, along with references to specific Standard Operating Procedures (SOPs), reference prices, and instructions on how to report them in the Cluster reporting tools.

Important:

- Please ensure the latest updates of the Shelter Cluster's technical documentation (SOPs, etc.) are available to obtain up-to-date reference costs or scope for activities in concern.
- For repair activities, the reference cost per household represents an average guideline and should be considered as a basis for planning the whole project. These values serve as average estimates and may vary depending on the building configuration and the required repair work, but the aggregated average should be consistent with the reference figure.
- The top-up up to 10% for accessibility improvements is calculated as a percentage of the projected (activity reference) cost of the repair intervention, regardless of the specific type of shelter repair activity. It is not incorporated into the activity reference cost itself. The decision to apply this top-up is made by the donor, subject to the availability of budget within the framework of the respective project.

The activities carried out by the Shelter Cluster partners are typically measured in the units most suitable for each type of activity (individuals, households, facilities, etc.). However, inter-sectoral response monitoring and tracking progress against targets is done individually to facilitate comparisons across different sectors. Shelter Cluster recommends using the actual household⁸ size data when available (for example, through needs assessments and distribution reports) for planning purposes. Only when accurate information is unavailable, it is recommended to use a generic household size (**2 individuals per household on average**).

For reporting purposes:

Reporting is required at both household and individual levels. It is mandatory to reflect the actual disaggregated figure of assisted individuals, SADDD⁹.

Generic disaggregation and household size ratios can only be accepted with a clear justification (geographical context 4, hard-to-reach areas, flash emergency response, etc.). In such exceptional cases, reporting should be 50% Men (18-59) and 50% Women (18-59) so that it is clear that these are estimates and not real disaggregation.

If materials/items/clothing are distributed via interagency convoys, assistance can only be reported upon receipt of the complete distribution report, indicating the number of households and individuals assisted (SADDD). The Last Mile Delivery organizations must not report on the 5W. The donating agency (Reporting Partner) is responsible for doing so to avoid duplication.

⁸ The definition of "Household": To enroll in shelter assistance, a household will comprise all people living in the same housing unit (house, apartment). It can include a group of core or extended family members living together or people living together in a housing unit without a family relationship.

⁹ Sex, Age, and Disabilities Disaggregated Data

ACTIVITY SN101A: Emergency Construction Materials (ECM) and Emergency Shelter Kits (ESK)

Activity Description

The provision of emergency shelter support includes emergency construction materials (ECM) and emergency shelter kits (ESK). They are provided immediately to minimize the impact of war-related damage to detached houses and multi-apartment buildings (apartments and common spaces) by sealing the building envelope. The activity includes a set of items that, based on experience and contextual insight, have been proven to maximize utility, ease of storage, distribution, and installation.

The primary objective of the activity is to provide immediate protection during emergencies by temporarily shielding occupants from potentially hazardous weather elements (such as rain, snow, wind, and moisture exposure) and preventing further deterioration of dwellings.

Materials are not designed for long-term protection, such as humanitarian repair, which requires comprehensive assessments, additional resources, and specialized interventions. They are used to protect the building envelope or enclosure and do not ensure a continuous [thermal envelope for the building](#). They can temporarily alleviate cold-related suffering (with increased energy or fuel consumption), but it is not a sustainable winterization solution.

It might not be the ideal response when immediate, enduring repairs are feasible. In accessible areas where damage assessments are possible and markets are functional (both materials and labor/contractor), it is recommended that humanitarian and other repairs be opted for rather than relying solely on emergency materials.

The one ESK for a **detached house** is composed of the following materials: 2 reinforced plastic tarpaulins, 30 sqm of transparent plastic sheet, 10 timber battens (25x100x2000mm), 2 oriented strand boards OSB (125x250 cm), mounting foam, nails, and/or screws. Detailed composition of the kit can be found [HERE](#).

When partners distribute durable construction materials, such as slate (“shifer”), cement, plaster, or wooden laths, in the aftermath of shelling, either alone or together with some of the materials from the ESK list, these materials must be reported only under Emergency Construction Materials (ECM) distribution. While the following conditions are valid: no comprehensive needs assessment is conducted and/or no technical support is provided, and/or deduplication measures are not ensured. *Such interventions cannot be classified as Humanitarian Repairs in ActivityInfo (5W) ([on page 35](#)). All ECMs are intended for temporary sealing of the building envelope and protecting occupants from potentially hazardous weather elements.

If your objective is humanitarian repairs, such materials are a modality of repairs and should be reported in SIDAR as ongoing, and partners are required to do the required monitoring to ensure that the distribution of materials results in a repair, or if a complementary intervention from another cluster partner is required to complete works. Furthermore, under the Cabinet of Ministers Resolution 381, such materials can be counted towards the repairs of houses and are eligible to be reduced from the overall compensation that a household can receive. This will also support local authorities in not creating duplicate assistance with humanitarian assistance.

For common spaces of multi-apartment buildings, the provision of ECM is not made directly to the beneficiaries (unlike ECM for apartments). The recipient of the assistance is the managing entity (if any), such as the co-owners' association (OSBB). ESK/ECM support for common spaces in multi-apartment buildings is mainly required when authorities cannot do it themselves in a timely manner. The immediate installation of ESK/ECM in common spaces and apartments is vital for resuming the utility supply (heating, gas, etc.).

Within the regions of the Crescent and other areas targeted with shelling, it is noted that Shelter Cluster hubs have agreed to work within the 24-to-60-hour timeframe to close the building envelope with emergency shelter kits. Shelter Cluster partners should not treat ESK as a part of regular assistance but rather as emergency assistance. Detailed instructions on responding to an emergency are provided in the standard operating procedure (available in [English](#)).

Indicators and units

Indicator:	# of households supported with emergency shelter kits
	# of households supported with emergency construction materials
	# of individuals supported with emergency shelter kits
	# of individuals supported with emergency construction materials

of residential units supported with emergency shelter assistance

Unit and count of beneficiaries: 1 Household = **REAL** # of individuals assisted

Reference cost: \$110 / Household

Reporting instructions:

It is necessary to distribute the materials or kits required to protect the building and its residents adequately. The quantities will depend on the extent of the damage and the dimensions of the building. Partial assistance is not allowed, i.e., leaving elements of the building envelope exposed.

For common spaces, the name of the relevant legal entity, e.g., co-owners association (OSBB), municipal maintenance organization (ZhEK), etc., should be mentioned at the end of the distribution list instead of the name of the beneficiary, and the relevant amount of ESK/ECM donated to it should be provided.

For emergency construction materials distributed to local authorities (Hromada/Starostat), the following steps are recommended for partners for proper reporting to the Shelter Cluster:

- 1) It is crucial that the Hromada provides the accurate addresses of the households to the humanitarian organization that has donated or is donating the requested materials.
- 2) At the Hub level, communicate with the relevant Sub-national coordinator about how much of the materials were used in response to individual shelling incidents of the construction stock to enable coordination with partners providing address-level assistance and ensure non-duplication of assistance. Additionally, track stocks dispersed from local authorities' warehouses to assess the capacity for new and upcoming emergencies.
- 3) Only mark the activity as completed when the final list of addresses with the number of households and individuals reached has been reported to your organization by the receiving authorities. This will ensure accurate reporting to the Cluster on the number of individuals reached.

Deduplication mechanisms:

Assistance should be deduplicated through the RAIS+ platform.

All Shelter Cluster partners are strongly encouraged to communicate their interventions through the Shelter Cluster groups **in relevant messengers** per Oblast to ensure coordination and reduce duplication of assistance. Shelter Cluster partners should always keep updated information available for the Shelter Cluster Hub regarding their geographical presence, active emergency stocks, and donated stocks in hromadas, as well as the modality (i.e., kit composition, response time, type of distribution, etc.) and capacity of their possible partner response per specific region or hromada. According to the information on partners' geographical presence and capacity, primary and backup partners for emergency shelter response are identified and agreed upon in advance through the Shelter Cluster in the high-risk areas to facilitate coordination and deduplication.

Modality of assistance:

Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN101A	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Is it necessary to seal the property to prevent further damage/keep it safe while waiting for the repair?
2	The municipal maintenance organization doesn't already have materials in stock to cover the building envelope.
3	Is ESK/ECM an appropriate response based on the degree of damage?
4	Is help or support available for those unable to install ESK/ECM?
5	If providing materials to local authorities, are you able to collect the response on the assistance provided per address from the authorities in question to ensure that technical assistance for the above households was provided?
6	Has it been confirmed that the household or managing entity has not received assistance from other agencies or local authorities?
7	Has the intervention been communicated with the Hub Emergency Response WhatsApp groups to provide timely coordination during emergencies?***

*Selection requires 'Yes' to answer any of the following questions/statements.

***The information on WhatsApp groups can be acquired from the subnational coordinators.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs cannot seal the property themselves (elderly without support, no adults physically able to install ESK/ECM, lack of money to pay for installation)	In-kind assistance & installation
HHs with more extensive damage to the building envelope*	Additional ESK or ECM may be needed

*For the definition, see the guidelines for Building and Thermal envelope [here](#).

ACTIVITY SN101B: Emergency Construction Materials (ECM) for Social Facilities

Activity Description

Distribution of emergency construction materials for temporary repairs of existing/not in use social infrastructure (basic services, schools, medical facilities, etc.). To be distributed in the immediate aftermath of war-related damage to government-led social infrastructures, focusing on reducing reliance on humanitarian assistance, promoting the inclusion of IDPs/returnees in public service provision, and enhancing social cohesion. The goal is to prevent further deterioration of the building while awaiting repairs.

Social infrastructure includes schools, medical facilities, resilience centers, community centers/multifunctional hubs, TsNAPs, youth centers, and other government-led services that provide social services, such as centers for the provision of social services.

Priority is given to facilities that have war-related damage but are still partially operational, or are expected to remain operational if interventions are undertaken to protect the building envelope in the aftermath of the shelling.

Indicators and units

Indicator: # of buildings supported with emergency construction materials
of individuals supported with emergency construction materials

Unit and count of beneficiaries: Report the # of individuals assisted based on the calculation below

Reference cost: \$63 / Individual

Reporting instructions:

Cost-per-beneficiary estimation metric:

Calculate the number of individuals by dividing the amount spent on materials in USD by the reference cost (HNRP) for one individual.

Acts of acceptance (donation documents) with relevant legal entity recipients should reflect the proper quantity of ECM per particular facility supported.

Deduplication mechanisms:

The assistance plans must be shared with the Shelter Cluster coordination hubs to avoid overlaps.

Modality of assistance:

Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN101B	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Is the building providing vital (health, protection, education) services to the community?
2	Is the building not-for-profit?

*Selection requires 'Yes' to answer any of the following questions/statements.

ACTIVITY SN102A: Donation of NFIs for Shared Use

Activity Description

The purpose of the activity is to distribute non-food items (NFIs) to residents of temporary sites, such as Transit (Reception) Centers, Interim Evacuation Points, Invincibility Points, and Bomb Shelters, to support individual living conditions and cover immediate household needs. This activity aims to ensure that displaced persons residing in temporary facilities can access essential items necessary for dignity, safety, and basic daily functioning. Distributed NFIs are for individual use and not considered property of the facility.

Transit Centers for Internally Displaced Persons

Transit Center - a temporary facility established to provide immediate assistance and short-term accommodation (limited to a few nights only) to IDPs upon arrival, pending transfer to an officially designated location or preferred places of stay by the IDPs (which could be within the same Oblast of arrival or another Oblast within the country). Most transit centers are existing government facilities managed by respective institutional structures and are officially part of the evacuation routes established by the Oblast Administration and local authorities.

Transit centers should be designed considering registration processes and seasonal shelter needs. With the Transit Center Owner's approval, Shelter Cluster partners may provide emergency shelter solutions (e.g., tents) and heating appliances during the colder months. Although advanced preparation (site selection, item distribution, and layout setup) is ideal, experience from 2024 indicates that rapid displacement often necessitates urgent setup post-event. Appliances, furniture, and disability ramps should be provided to meet minimum standards. Transit center referrals are managed through the Shelter Cluster's system and reported to the CCCM Cluster's service mapping tool. Items requested at transit centers may include the following: Bed Frames, Folding Beds, Folding Chairs, Mattresses, Synthetic Pillows, Blankets, Bed Linen, Towels, Kitchen sets and related communal kitchen appliances, Appliances for equipping Transit Centers, and Heaters.

Invincibility Points

Since the start of the full-scale invasion, local authorities have established invincibility points as locations where the population can temporarily come together to recharge devices and access heating. Given the frequent blackouts that may occur during the winter months due to damage to Ukraine's energy infrastructure, these invincibility points provide temporary relief to local residents who may not be able to access heating at home. Full details on the Shelter Cluster's Invincibility Kit are available in the [Shelter Cluster's Winterization Guidelines](#). Items needed for invincibility points could include the following: Insulating Floor Mats, Mattresses, Sleeping Bags, Folding Chairs/Benches, Power Banks, Electric heaters, Emergency generators, Water storage (jerry cans/buckets), and Fire extinguishers.

Bomb Shelters

In areas that are actively shelled, equipping bomb shelters may still be necessary to ensure that people have a temporary place to stay during periods of intense shelling. Items commonly requested at bomb shelters could include the following: Insulating Floor Mats, Mattresses, Sleeping Bags, Blankets, Power Banks, Folding Chairs/Benches, Solar Lamps, and Jerry Cans.

Indicators and units

Indicator:	# of temporary sites reached through the donation of NFIs (invincibility points, bomb shelters, transit centers) # of individuals reached through the donation of NFIs (invincibility points, bomb shelters, transit centers)
Unit and count of beneficiaries:	Report the REAL # of individuals assisted

Reference cost: \$180 / individual

Reporting instructions: For each supported site, partners must report the number of individuals the temporary site is designed to serve (based on verified site capacity,

not estimates of daily flows). The real (verified) number of individuals supported should be reported wherever possible; otherwise, the estimated site capacity should be reported according to local authority records.

Deduplication mechanisms:

To avoid overlap in assistance, the assistance plans must be shared with the Shelter Cluster coordination hubs.

Modality of assistance:

Due to the nature of the assistance, in-kind distribution only is recommended. Cash and voucher assistance to authorities or third-party actors is not accepted.

SN102A	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	
Cash				
Voucher				

Preconditions:

#	Checklist*
1	Transit Sites: Has the CCCM Cluster confirmed the opening of a transit center and referred verified shelter needs to the Shelter Cluster for partner coordination?
2	Invincibility Points: In areas with frequent blackouts, has the demand for an Invincibility Point been confirmed, and is there no suitable alternative available?
3	Bomb Shelters: In areas with frequent shelling, has the need for improved bomb shelters been confirmed, and have existing shelters been assessed for necessary upgrades to ensure adequate protection?"

*Selection requires 'Yes' to answer any of the following questions/statements.

ACTIVITY SN102B: NFI for Households

Activity Description

Distribution of Shelter Cluster NFI kits (essential items that displaced, non-displaced, and returnee families may have lost because of the war or not taken with them in displacement). The items included in the kit encompass those considered essential to meet basic needs in the context of Ukraine. The kit consists of reinforced bags, 2 bed linen sets, 2 blankets, 2 towel sets, 1 kitchen set, 1 jerry can, and 1 bucket. The [detailed composition](#) of the kit can be found [HERE](#). The “kits approach” facilitates planning, prepositioning (should not be reported as a completed activity in the 5W), and rapid distribution in case of emergencies, ensuring that the most urgent needs of the general population are addressed. However, when feasible, distribution based on needs analysis and post-distribution monitoring findings for a specific context is strongly recommended to avoid providing unnecessary items and better address the particular needs of the affected population. Agencies should consider the environmental impact of NFIs and prioritize locally sourced items, preferably with biodegradable or environmentally friendly wrapping. In 2025, Shelter Cluster will use RAIS+ as the main item-tracking tool to also support further contextualization of needs. The recommended assistance modality is cash whenever possible, with at least a feasibility study advised, except in the 40km area from the frontline.

Indicators and units

Indicator:	# of households supported with household NFI # of individuals supported with household NFI
Unit and count of beneficiaries:	1 kit = 1 Household = REAL # of individuals assisted

Reference cost:

\$290 / Household for standard kit
\$145 / individual for tailored assistance

Reporting instructions:

If the context analysis suggests modifications to the composition of the standard kit, to report a kit = 1 HH assisted, the following conditions must be met: The beneficiaries' essential NFI needs are met, and the kit must comprise at least **70%** of the items included in the standard kit, **OR** the value of the elements distributed should be equivalent to at least **70%** of the Reference Cost.

Following the distribution and reconciliation of beneficiary lists, this activity can be reported ideally in the month following the distribution.

Deduplication mechanisms:

Both cash and in-kind assistance should be deduplicated through the RAIS+ platform to ensure the non-duplication of previous assistance to the same beneficiaries.

Modality of assistance:

Where market conditions and beneficiary profiles allow, the Shelter Cluster recommends and promotes the distribution of cash or vouchers as the best approach to offer beneficiaries greater freedom of choice and stimulate local economies. It is noted that most communities likely have functioning markets or the ability to purchase essential household items. Also, this is a good element of environmental mainstreaming and reduces the proliferation of unused or unwanted items. However, in-kind distribution may be valuable for beneficiaries with limited access to markets (in quantity and quality) for specific items or for beneficiaries with vulnerable profiles that make cash or disbursement methodology inadvisable.

SN102B	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash		✓		

SN102B	Context 1	Context 2	Context 3	Context 4
Voucher		✓	✓	

Preconditions:

#	Checklist*
1	Has HH lost equivalent household items upon displacement or damage to their home?
2	For the cash modality: Does a functioning local market imply that cash is preferred?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs lost their belongings in an emergency evacuation or shelling	Rapid distribution in case of emergencies

ACTIVITY SN102C: Provision of Appliances and Furniture

Activity Description

This is a non-HNRP activity. The distribution of appliances and furniture for households allows for a dignified life, prepares and stores food (fridge, cooking stove), and enables rest, social interaction, and storage (bed, table set, and wardrobe). The activity aims to facilitate a return to normal life for individuals whose lives have been disrupted by the war. Many households lost their appliances during the crisis due to attacks, looting, or flooding. Equipment for storing and preparing food is considered essential to ensure human dignity. Distributed cooking stoves should respond to the users' preferences and the energy source available to households (gas, electricity, or others).

Indicators and units

Indicator: # of households supported with appliances and furniture
of individuals supported with appliances and furniture

Unit and count of beneficiaries: 1 Household = **REAL** # of individuals assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

Fridge	\$220 / HH
Cooking stove	\$220 / HH
Bed	\$180 / HH
Table set	\$200 / HH
Wardrobe	\$220 / HH

Reporting instructions:

To consider 1 HH assisted, ensure the beneficiaries' identified basic appliance and furniture needs were covered. Even if a household receives multiple appliances, it still counts as a single HH beneficiary. *All appliances in collective sites, including washing machines, dryers, and water boilers, should be reported under the CCCM Cluster. Washing machines, dryers, and other such appliances installed in social institutions should be reported under the WASH Cluster.*

Deduplication mechanisms:

To avoid overlaps in assistance, sharing the assistance plans with the Shelter Cluster coordination hubs is mandatory.

Modality of assistance:

When market conditions and beneficiary profiles allow, cash or voucher distribution is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for beneficiaries with limited market access (in quantity and quality), especially in hard-to-reach areas.

SN102C	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	
Cash	✓	✓	✓	
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
1	Has HH lost appliances and/or furniture upon displacement or damage to their homes?
2	For cash modality: Is the functional market available if you choose cash?
3	Is the appropriate type of energy available (e.g., in areas with no ongoing power outages)?
4	Can the HH effectively manage the safety of the appliances and furniture?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs whose appliances and/or furniture are destroyed in the aftermath of the attacks	Prioritization of this indicator during needs assessment
Households whose livelihoods relied on household appliances	Prioritization of this indicator during needs assessment

ACTIVITY SN201A: Winter Cash for Utilities

Activity Description

Provision of grants to help vulnerable families pay the increased utility bills during winter months **for primary heating sources** (electricity, natural gas, and district heating) and electricity as a reserve heating source. For electricity, the primary heating source is an electric heating system, and the reserve source is mobile electric heaters.

This assistance does not aim to cover 100% of the utilities' needs but rather to prevent families from being unable to meet essential needs due to the increase in energy costs and the decline in economies resulting from the war. Energy costs are more closely related to the conditions of the house (size, insulation, climate zone, energy prices, and regulations) than to the number of occupants. Additional information regarding winterization activities is available [HERE](#).

The Cluster strongly recommends combining this activity with [SN203A "Insulation of substandard house"](#) when applicable to maximize resources and promote a higher impact of the intervention.

Indicators and units

Indicator: # of households supported with cash for utilities
of individuals supported with cash for utilities

Unit and count of beneficiaries: 1 Household = **REAL** # of individuals assisted

Reference cost (for one household):

The prices will be updated in July 2025

	Quantity	Unit cost	Cost
Electricity ¹⁰	6480 kW / season	\$ 0,07-0,11 / kW	\$ 453,6-712,8 / season
Natural gas	1840 m ³ / season	\$ 0,20 / m ³	\$ 368,0 / season
District heating	7,0 Gcal / season	\$ 41,36 / Gcal	\$ 289,5 / season

Reporting instructions:

Report the REAL # of individuals assisted

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

In 2025, RAIS+ will be the deduplication mechanism across both in-kind and cash modalities. Partners must also ensure that deduplication efforts comply with the Cash Working Group (CWG) approach and tools, where applicable.

Modality of assistance:

Given the nature of the assistance, the recommended modality is through cash directly to beneficiaries. The second possible modality is voucher through utility companies.

SN201A	Context 1	Context 2	Context 3	Context 4
In-Kind				
Cash	✓	✓	✓	

¹⁰ The new prices are approved starting from 01.06.2024 and will be applied during the coming winter season according to the Resolution No. 632 dated 31.05.2024. For more information, see Section 8.1.3 of the [Winterization Recommendations](#).

SN201A	Context 1	Context 2	Context 3	Context 4
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
1	Is HH unable to pay for their utility bills?
2	Does the area have reasonably consistent power and utilities?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs lost access to their earnings/income	Prioritization
HHs in poverty (particularly in rented accommodation)	Prioritization of this indicator during the needs assessment to avoid secondary displacement
HHs did not receive any help last year.	Prioritization of this indicator during the needs assessment
HHs who have debts on utilities from previous months/year	Prioritization of these affected populations will enable them to apply for GoU's subsidies for energy bills
Those with low income who don't receive any subsidies*	Prioritization through case management

* Especially those denied assistance due to existing housing and utility debt.

ACTIVITY SN201B: Winter Energy

Activity Description

Distribution of firewood, coal, briquettes, pellets, and liquefied gas for home heaters. The type of fuel distributed should align with user preferences (storage capacity, ownership of heating appliances, special needs, etc.). The fuel must ideally be available in the home before the winter season starts (by September/beginning of October). The quantities distributed should cover the household's minimum needs for the entire season (between October and April) and be calculated based on the amount of heat - 14367096 kcal (14.37 Gcal). Fuel distributed from March onward could be considered a failure to cover the winter energy needs of the particular winter season and could be excluded from the Cluster's reporting. If logistical reasons prevent distributing the total amount at once (available stock from suppliers, storage capacity in households), subsequent distributions should be planned, informing beneficiaries of the quantity and distribution date to avoid uncertainties. For planning purposes, it is important to consider firewood as the most commonly used energy source by vulnerable households receiving humanitarian assistance. The Shelter Cluster strongly recommends that partners arrange solid fuel delivery directly to beneficiaries' homes. Additional information regarding winterization activities is available [HERE](#).

Indicators and units

Indicator: # of households supported with winter energy
of individuals supported with winter energy

Unit and count of beneficiaries: 1 Household = **REAL** # of individuals assisted

Reference cost¹¹:

The prices will be updated in July 2025

	Quantity ¹²	Unit Cost	Cost
Firewood	7.51 stacked m ³ / season	\$69.9 / stacked m ³	\$525 / season
Briquettes	3,42 MT / season	\$287.5 / MT	\$983.3 / season
Pellets	3.42 MT / season	\$287.5 / MT	\$983.3 / season
Coal	2.52 MT / season	\$293.4 / MT	\$738.4 / season
Liquefied gas	483 L / season	\$0.67 / L	\$323.7 / season

Reporting instructions:

Report the REAL # of individuals assisted.

The distributed quantities must cover the minimum needs for the season (to provide 14.37 Gcal of heat). Partial coverage may leave households vulnerable, as they may not be eligible for assistance from other organizations. Partial distributions are only accepted when justified (for example, households that have partially covered their needs independently and receive assistance to fill the gap).

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

In 2025, RAIS+ will be the deduplication mechanism across both in-kind and cash modalities. Partners must also ensure that deduplication efforts comply with the Cash Working Group (CWG) approach and tools, where applicable.

¹¹ Minimum standards for assistance to affected populations.

¹² The precalculated reference amount of **high-quality** fuel. Details of the calculation of the volume of solid fuel can be found [HERE](#)

Modality of assistance:

The preferred modalities of assistance, depending on the context, is shown in the table below. For more information, see Section 6.1 of the [Winterization recommendations 2024-2025](#).

SN201B	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash		✓	✓	
Voucher		✓	✓	

Preconditions:

#	Checklist*
1	Has an assessment of HH's fuel/energy type and needs been considered?
2	For cash modality: Are appropriate materials available in the local market to allow cash as an optional modality?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs who will be exposed to UXOs due to using nearby forests for collecting fuel	Assistance in-kind
HHs with only solid fuel heaters as the heating source option	Activity starts before the cold season
Those with low income who don't receive any subsidies and have had their regular source of heating disrupted*	Prioritization through case management

* Especially those denied assistance due to existing housing and utility debt.

ACTIVITY SN201C: Winter Heating Appliances

Activity Description

The distribution of winter heating appliances includes solid fuel stoves and electric or liquefied gas heaters, along with all necessary accessories required for their safe operation and installation.

The objective of this activity is to equip beneficiaries with the essential hardware needed to generate heating energy and protect themselves against winter weather conditions.

To ensure the effectiveness of the intervention, it must be accompanied by an assessment of household fuel and energy needs, as well as an evaluation of each household's capacity to meet these needs.

Where households are unable to safely install appliances (such as solid fuel stoves or closed-type gas heaters) independently, installation services should be integrated into the intervention.

IEC materials should be provided by partners to households on advice for safe installation and to raise awareness of the risk of carbon monoxide poisoning¹³.

Indicators and units

Indicator: # of households supported with winter heating appliances
of individuals supported with winter heating appliances

Unit and count of beneficiaries: 1 appliance = 1 Household = **REAL** # of individuals assisted

Reference cost: from \$ 153.8 to \$ 761.9 / Household

Reporting instructions: Report the REAL # of individuals assisted.

1 appliance per household is considered sufficient to meet humanitarian needs. For households of more than 2 individuals, additional heaters are required to meet needs; for example, 4 individuals should receive 2 heaters. If the distribution is cash-based, the equivalent dollar value should be met.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

To avoid overlaps in assistance, share the assistance plans with the Shelter Cluster coordination hubs. Data on assistance should be uploaded to the RAIS+ deduplication tool.

Modality of assistance:

When market conditions and beneficiary profiles allow, cash or voucher distribution is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for beneficiaries with limited market access (in quantity and quality) for specific items and vulnerable households due to the technical knowledge necessary for a correct and safe installation.

SN201C	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash		✓	✓	
Voucher		✓	✓	

Preconditions:

#	Checklist*
1	Has an assessment of HH's Fuel/Energy needs been considered?

¹³ Winterization Recommendation 2024-25 Section 12.3

#	Checklist*
2	For cash modality: Is a functional market available if Cash is chosen?
3	Can the HH effectively manage the safety of the appliances?
4	Is installing and running a fixed heating appliance or a heater possible?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs with no technical capacity for installation	Training or assistance to be provided
HHs with disrupted or lost the primary source of heating (gas or electricity)	Provision of the whole kit is advised
Those with low income who don't receive any subsidies*	Prioritization through case management

* Especially those denied assistance due to existing housing and utility debt.

ACTIVITY SN202A: NFI for Winter

Activity Description

This activity involves the distribution of items that help alleviate difficulties caused by winter temperatures and are not specifically included in other activities. The list of items that may fall under this reporting line includes mattresses, sleeping bags, high thermal blankets, rescue blanket foils, thermos flasks, and portable stoves with dry fuel or candles. The list of items included in this activity is relatively flexible, as it seeks to fill gaps in winter needs not covered by standard NFI distributions. Additional information regarding winterization activities is available [HERE](#). In 2025, Shelter Cluster will use RAIS+ as the main item-tracking tool to also support further contextualization of needs.

Indicators and units

Indicator: # of households supported with NFI for winter
of individuals supported with NFI for winter

Unit and count of beneficiaries: **REAL** # of individuals assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost: \$ 111 / individual

Reporting instructions:

To consider 1 HH assisted, the following conditions must be met: The beneficiaries' winter NFI needs gap is covered, assistance is deduplicated and logged in RAIS+, **AND** the value of the elements distributed should be equivalent to at least **70%** of the Reference Cost.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

To support comprehensive deduplication of winterization NFI coverage, Shelter Cluster partners should utilize RAIS+ to ensure deduplication across both modalities of assistance (cash and in-kind) and implementing partners operating within the same modality.

Modality of assistance:

When market conditions and beneficiary profiles allow, cash or voucher distribution is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for beneficiaries with limited market access (quantity and quality) for particular items.

SN202A	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash	✓	✓	✓	
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
1	Has HH lost their equivalent items upon displacement or damage to their homes or evacuation?
2	For cash modality: Are appropriate NFIs available in the local market to allow cash as an optional modality?
3	For In-kind modality: Does the Household need or prefer in-kind support?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs with no access to a functioning market	Assistance in-kind Activity starts before the cold season
HHs lost their belongings in an emergency evacuation	Rapid distribution in case of emergencies

ACTIVITY SN202B: Winter Clothing

Activity Description

Distribution of warm clothes and thermal underwear. This activity aims to provide beneficiaries with suitable garments to raise their core body temperature as a first defense to protect them from the cold. To maximize resources and ensure a sustainable approach, this activity should address identified needs specific to individuals and refrain from distributing unnecessary or inappropriate items (incorrect sizes, garments unsuitable for the climate they are intended for, duplicate items, etc.) through blanket distributions whenever possible. Items in the list are not to be considered (procured, distributed, and reported) as a kit. The recommended list encompasses winter jackets and boots, thick socks, winter hats, scarves, and thermal underwear. The specificity of this activity regarding sizes, gender, and personal preferences suggests considering the feasibility of conducting it preferably via cash or vouchers. Additional information regarding winterization activities is available [HERE](#).

Indicators and units

Indicator: # of households supported with winter clothes
of individuals supported with winter clothes

Unit and count of beneficiaries: **REAL** # of individuals assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost: \$ 160 / individual

Reporting instructions:

The distributed garments should address the identified needs and not be guided by existing stock (supply-driven). Distributions that only partially cover the needs are not recommended. To consider a person assisted, the following conditions must be met: The beneficiaries' essential NFI needs are met, assistance is deduplicated and logged in RAIS+, **AND** at least **50%** of the items included in the recommended list **OR** the value of the elements distributed should be equivalent to at least **50%** of the Reference Cost.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

To support the deduplication of coverage of winterization clothing, Shelter Cluster partners should use RAIS+ to ensure deduplication between cash and in-kind assistance modalities.

Modality of assistance:

When market conditions and beneficiary profiles allow, cash or vouchers are strongly recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind distribution remains highly valuable for beneficiaries with limited market access (in quantity and quality) for particular items.

Donations from manufacturers sometimes drive the in-kind assistance modality for this activity. Supply-led assistance is welcomed for acute phases of crisis, but distributing items unsuitable or preferred by users is unacceptable when there is the opportunity to assess needs and tailor assistance.

SN202B	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	✓
Cash	✓	✓	✓	
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
1	Has an assessment of HH's winter clothing needs been considered? (A blanket approach is generally not advisable)
2	For cash modality: Is appropriate clothing available in the local market to allow cash as an optional modality?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs lost their belongings in an evacuation	Rapid distribution in case of emergencies
HHs did not receive any help last winter	Prioritization of this indicator during the needs assessment
HHs have limited heating sources	Prioritization of this indicator during the needs assessment
HHs have outdoor WASH facilities (e.g, outdoor toilets).	Prioritization of this indicator during the needs assessment

ACTIVITY SN203A: Insulation of Substandard Houses

Activity Description

Interventions aimed at improving the thermal envelope efficiency of houses and apartments, including ceiling insulation, energy-efficient windows, and doors, as well as an internal heating system to make the dwelling habitable in a dignified manner. This activity refers to houses in substandard conditions but not damaged by war-related activities. In cases where interventions provide both the repair of war-related damage and the improvement of insulation capacity, report under Humanitarian Repairs. The rationale for this activity is that the destruction of residential units, on the one hand, and the increase in internally displaced people, on the other, has led to tensions in the available supply of habitable housing. At the same time, a significant number of residential units could be incorporated into the residential stock if a series of improvement works were carried out. These units have not been damaged by the war and were initially considered as summer or short-term residences, or they were not in use anymore, and they have a high [thermal](#) energy-consumption rate. IEC materials should be provided to households, explaining the thermal envelope and recommending safe heating methods for the home. The outcome of this activity is to provide safe and dignified accommodation for IDPs and not the insulation of the building itself, so it is only accepted if there is an actual demand for such housing.

Indicators and units

Indicator: # of households supported through the insulation of substandard houses
of individuals supported through the insulation of substandard houses
of residential units upgraded

Unit and count of beneficiaries: **REAL** # of individuals assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

from \$ 268 to \$ 522 / HH for ceiling insulation*

Up to \$ 3,000 / HH for completed insulation**

**The ceiling here means the attic flooring*

***Replacement of windows (including internal and external slopes), doors, and ceiling insulation*

Reporting instructions:

To consider 1 HH assisted, the building's energy savings must have been significantly increased. Note that improving a building's thermal insulation requires more than analyzing its elements in isolation, and improving only some elements may not enhance the efficiency of the whole.

Refer to Table 1 of the [Winterization Recommendations](#) for instructions on when to report the activity as completed.

Deduplication mechanisms:

To avoid overlaps in assistance, sharing assistance plans with the Shelter Cluster coordination hubs is mandatory.

The activity "Insulation of Substandard Houses" must be added to SIDAR or other deduplication tools.

Modality of assistance:

When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind / contractor-driven interventions remain highly valuable for beneficiaries with limited market access (in quantity and quality) for specific items and where skilled labor is unavailable or is scarce. The choice to assist with cash does not exempt agencies from their responsibility to provide technical support to ensure the proper

execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of money itself.

SN203A	Context 1	Context 2	Context 3	Context 4
In-Kind	✓*	✓	✓*	
Cash	✓*	✓	✓*	
Voucher	✓*	✓	✓*	
Mixed	✓*	✓	✓*	

**The execution of insulation works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any insulation beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as this term is defined in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.*

Preconditions:

#	Checklist*
Technical	
1	Is the dwelling in poor condition?***
2	Is the unit non-energy-efficient?
3	Is it feasible to make improvements to the insulation of this property?
Non-technical	
1	For cash modality: Are appropriate materials available in the local market to allow cash as an optional modality?
2	Is support available for those lacking the capacity to install the insulation themselves?
3	In the case of rental properties, is the owner aware of the intervention and willing for it to be carried out?
4	Is the intervention in line with social cohesion aspects (especially with damaged houses in the vicinity)?

**Selection requires ‘Yes’ to answer any of the following questions/statements.*

****For the definition, see the guidelines for Building and Thermal envelope [here](#).*

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs are displaced to dwellings with substandard insulation in the frontline oblasts	Confirmation of permanent residence from the local authority is required. Families with this confirmation have priority.
HHs with no technical capacity for installation (elderly without support, no adults physically able to install insulation, lack of skills or money for installation)	Training or assistance to be provided for installation

ACTIVITY SN301A: Humanitarian Repairs of Common Spaces in Multi-Apartment Buildings

Activity Description

The activity aims to restore essential functionality and safety of common areas affected by war-related damage. The intervention focuses on repairs necessary to prevent further deterioration and enable residents to access their apartments under dignified conditions.

This activity is coordinated with managing entities (OSBB, ZhEK, etc.) and local authorities to enable access to government compensation programs, as per [Resolution No. 381](#), which may deny compensation if damage to common spaces is not addressed.

Repairs include restoring roof waterproofing; replacing or repairing common area windows and entrance doors; repairing stairwells and corridors (walls, ceilings, flooring, etc.); and restoring critical internal MEP (mechanical, electrical, and plumbing) systems essential for safe habitation. All works must meet minimum quality standards by Shelter Cluster that are outlined in [SOP Humanitarian Repairs of Common Spaces in Multi-Apartment Buildings](#) and ensure accessibility for persons with disabilities. The heavy (structural) repairs of damaged multi-apartment buildings are considered beyond the humanitarian response's scope.

The restoration of housing should prioritize the safety of residents. Safety assessments must include inspections of external MEP systems, such as heating, water supply, and sewage, to prevent emergencies after restoration.

Indicators and units

Indicator:

- # of households supported through repairs of common spaces
- # of individuals supported through repairs of common spaces
- # of multi-apartment buildings repaired
- # of residential units repaired

Unit and count of beneficiaries:

REAL # of individuals assisted

If the roof is damaged, partners count all households in the building section under the damaged roof. The same approach is for:

- Windows – all HHs in section(s) with damaged window(s).
- External doors (entrance group) – all HHs in section(s) with damaged doors.
- Staircase platforms (including ceilings, flooring, and walls) – all HHs in section(s) with damaged platforms.
- Internal MEP systems – all HHs in section(s) with damaged MEP system(s) in common spaces.

Partners count only households whose inhabitants are currently in place or plan to return to the apartment for permanent accommodation after repairs. The following households should not be counted: arrested, ownerless, and bank-owned/foreclosed properties.

Reference cost:

The activity reference cost is calculated at the household level based on the number of floors in a multi-apartment building:

USD 3,150 per household for buildings 2-3 floors.

USD 915 per household for buildings 4-5 floors.

USD 560 per household for buildings with 6 floors or more. Up to 16 floors (included).

The weighted average is USD 1,400.

Reporting instructions:

The Shelter Cluster considers unique beneficiaries only, excluding the addition of beneficiaries from each intervention. Households benefiting from individual repairs in their apartments should be counted only once.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to register individual assistance on the deduplication platform, “Shelter Information Damage Assessment and Response” (SIDAR). SIDAR allows partners to add a damaged common area together with damaged apartments when assessing a new address and marking all damaged elements.

Modality of assistance:

Given the communal nature of the spaces to be repaired, a clear, responsible party must manage the funds for the cash modality. If the situation is not clear, cash assistance is not recommended. In-kind / contractor-driven interventions are recommended in most cases. The decision to provide assistance in cash does not exempt agencies from their responsibility to provide technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of money itself.

SN301A	Context 1	Context 2	Context 3	Context 4
In-Kind	✓*	✓	✓*	
Cash	✓*	✓	✓*	
Voucher	✓*	✓	✓*	
Mixed	✓*	✓	✓*	

**The execution of repair works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any repair beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as this term is defined in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.*

Preconditions:

#	Checklist*
Technical	
1	Are the common spaces damaged by war?
2	There is no 'structural damage' to the shelter elements.
3	Are the building's essential services (electricity, water supply, heat supply, sewerage, etc.) functional or easily repairable for future use?
Non-technical	
1	Are the HHs not eligible for GoU's Compensation program due to the damaged common spaces?*
2	Is there approved permission from the property owners and managing entities to do repairs?
3	Are the residents unable to do repairs in the common areas themselves?
4	The multi-apartment building has not received assistance for repairs of common spaces from other sources (e.g., Fund for the Elimination of the Consequences of Armed Aggression, VidnovyDIM program , etc.).

**Selection requires 'Yes' to answer any of the following questions/statements.*

*** GoU's compensation program refers to [E-Vidnovlenia](#) (or eRecovery program)*

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs in multi-apartment buildings with a larger number of damaged units during targeting	Buildings with a higher number of impacted HHs and a realistic scale of the damage to common spaces are generally advised
Multi-apartment buildings with significant numbers of empty or abandoned apartments result in a limited capacity to organize repairs among the residents	Such properties should not be prioritized
HHs living in older apartments in Brick Buildings (vs Reinforced Cast Concrete Buildings)	Old multi-apartment brick buildings are usually more vulnerable to explosions.*

* Please see pages 19-21 of the [Cluster Guidelines Structural Repairs and Reconstruction](#) for understanding the typologies.

ACTIVITY SN301B: Category I Repairs

Activity Description

This activity aims to cover the necessary repairs to restore the habitability of homes with category I war-related damage.¹⁴ Repairs ensure the safety and dignity of individuals living in houses or apartments, enabling them to remain in their usual residences by sealing the thermal envelope. Partial interventions that leave basic needs unaddressed are unacceptable. Damage is classified as I category when the house's structural elements (such as basement, load-bearing walls, etc.) are unaffected, and the house, although no longer fit to provide dignified and efficient protection from the weather, is safe and structurally sound.¹⁵

The light and medium repairs of houses with minor damage are minimal interventions aimed at restoring the essential thermal envelope and establishing a core habitable space. Shelter agencies should choose the type of repair that covers "all the assessed damage" "within the humanitarian scope." Detailed information about the scope of the activity and guides on its implementation can be found [HERE](#) (general) and [HERE](#) (cash-based interventions).

In cases where partners provide durable construction materials, such as slate and PVC windows, in the aftermath of shelling, along with ESK/ECM, without comprehensive assessment, technical support, and deduplication measures, such interventions cannot be considered humanitarian repairs, nor can they be reported as such. (on page 10)

In cases of secondary damage to houses or apartments previously repaired or partially repaired through humanitarian assistance, Shelter Cluster recommends considering second-time assistance upon compiling a new commission damage inspection act. Secondary damage is considered unpredictable, and humanitarian interventions aim to ensure safe living conditions. Given the high probability of repeated damage or destruction, partners should limit the scope of interventions in areas located within 20 km of the territories of active hostilities, which are defined by the Ministry for Development of Communities and Territories of Ukraine in [Order No. 376 of 28.02.2025](#).

Humanitarian repair of common spaces in multi-apartment buildings is addressed as a separate activity under SN301A.

Indicators and units

Indicator:	# of households supported with light repairs
	# of households supported with medium repairs
	# of individuals supported with light repairs
	# of individuals supported with medium repairs
	# of buildings repaired
	# of residential units repaired

Unit and count of beneficiaries: **REAL** # of individuals assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

Average reference cost (USD/HH):
 Detached houses:
 Light repairs - 2,500; Medium repairs - 4,000
 Apartments in multi-apartment buildings:
 Light repairs - 950; Medium repairs - 1,850

Reporting instructions:

To consider 1 HH assisted, the following conditions must be met: All the "assessed damage" "within the humanitarian scope" are repaired, **AND** the value of the intervention must be broadly consistent with the minimum Reference Cost for the given type of dwelling, acknowledging

¹⁴ DSTU 9273:2024, "Guidelines for the inspection of buildings and structures to determine and assess their technical condition. Mechanical resistance and stability"

¹⁵ Order of the Ministry of Communities and Territories Development of Ukraine dated August 6, 2022, No. 144 "On the Approval of the Methodology for Inspection and Documentation of Its Results"

that the reference cost represents an average guideline and that individual cases may vary depending on building configuration and specific repair needs.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to register the individual assistance in the deduplication platforms existing within the cluster ([SIDAR](#)) and share the assistance plans with the Shelter Cluster coordination hubs. The GoU has a [compensation mechanism](#) for homes damaged by the war. Households that have received assistance from Shelter Cluster partners can apply for compensation for damages not covered by humanitarian assistance. Households not eligible for compensation mechanisms should be considered for humanitarian assistance when meeting the necessary requirements.

Modality of assistance:

When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for beneficiaries with limited market access (in quantity and quality) for specific items and where skilled labor is unavailable or is scarce. Instructions have been specifically developed to implement this activity through cash and vouchers [HERE](#). The choice to assist with cash does not exempt agencies from their responsibility to provide technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of cash itself.

SN301B	Context 1	Context 2	Context 3	Context 4
In-Kind	✓*	✓	✓*	
Cash	✓*	✓	✓*	
Voucher	✓*	✓	✓*	
Mixed	✓*	✓	✓*	

**The execution of repair works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and "Do No Harm!" must be applied. Any repair beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as this term is defined in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.*

Preconditions:

#	Checklist*
Technical	
1	Is the house/apartment damaged by war?
2	Does the degree of damage correspond to the Shelter Cluster's guideline on Light and Medium repair? Broken Windows ☐ Broken Doors ☐ Minor Roof Damage ☐
3	There is no 'structural damage' to the shelter elements.
4	Are the building's essential services (electricity, water supply, heat supply, sewerage, etc.) functional or easily repairable for future use? (mainly for multi-apartment buildings)

#	Checklist*
5	Does the organization conducting the assessment have the capacity to do adequate repairs according to the Shelter Cluster guidelines? (partial repairs are prohibited)
Non-technical	
1	This household does not own an alternative accessible (habitable) dwelling in a government-controlled area.
2	Is there approved permission from the property owner, Homeowner's association, local municipal services, or private management company (the last three for the multi-apartment buildings) to do repairs?
3	Is the intervention in line with social cohesion aspects (especially where there are multiple damaged properties in the vicinity)?**
4	Is the household not registered to receive e-vidnovlennya, or was it not eligible to receive e-vidnovlennya?
5	Do the residents have the right to remain for a reasonable time (min. 1 year) following repairs?
6	Has the agency checked the address on SIDAR ?

*Selection requires 'Yes' to answer any of the following questions/statements.

** Referring to the "Do no harm!" approach, if needed, seek support from the Protection cluster

Activity-Specific Vulnerabilities:

Common	
Vulnerability Identifier	Recommendation
HHs are not included in GoU's compensation programs* (e.g., rejected due to HLP issues)	Prioritization of this indicator during the needs assessment
Damaged HHs concentrated in one area (e.g., on the same street)	Assistance taking into consideration social cohesion & minimizing social friction
HHs are currently living in their damaged dwelling	The priority is to avoid displacement unless security risks or evacuation have been issued.
Specific to Multi-Apartment Building	
Vulnerability Identifier	Recommendation
HHs living in older apartments in Multi-Apartment Brick Buildings (vs Reinforced Cast Concrete Buildings)	Old multi-apartment brick buildings are usually more vulnerable to explosions**
Specific to Rural Houses	
Vulnerability Identifier	Recommendation
HHs living in houses built with lower-quality materials.	Priority is given to houses constructed with wattle and daub, followed by those made of timber, and finally, those built with burnt bricks.**

* GoU's compensation program refers to [E-Vidnovlenia](#) (or eRecovery program)

** Please see pages 19-21 of the [Cluster Guidelines Structural Repairs and Reconstruction](#) for understanding the typologies.

ACTIVITY SN301C: Category II (Heavy) Repairs

Activity Description

This activity aims to cover the necessary repairs to restore the **habitability** of private homes that have suffered war-related structural damage. Structural damage refers to any type of damage that affects the core integrity of a building or structure. This includes harm to the essential components that keep the structure standing and safe, such as the foundation, beams, columns, load-bearing walls, and other critical elements. Structural damage can compromise the stability and safety of a building, making it unsafe for occupancy.

Turnkey house repairs are recommended for the most vulnerable individuals and families so that they can move into already constructed and finished housing.

Shelter actors are encouraged to cooperate with local authorities and beneficiaries on capital repairs and reconstruction works to ensure proper documentation is in place to prevent the possibility of eviction or loss of property for those residing in the repaired premises. Implementation modalities should explore ways of synergizing shelter response with other response sectors to ensure the conditions for ‘permanent stay’ are in place. Repairing a house alone cannot guarantee adequate standards if the requisite services are not in place for maintaining one’s health, education, and livelihood. Detailed guidance regarding this activity is provided [HERE](#).

Indicators and units

Indicator:	# of households supported with heavy repairs
	# of individuals supported with heavy repairs
	# of buildings repaired
	# of residential units repaired

Unit and count of beneficiaries:	REAL # of individuals assisted
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Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:	\$12,000 / HH
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Reporting instructions:	To consider 1 HH assisted, the following conditions must be met: All the “assessed damage ... within the humanitarian scope”, including structural damage, is repaired, AND the value of the intervention must be broadly consistent with the minimum Reference Cost for the given type of dwelling, acknowledging that the reference cost represents an average guideline and that individual cases may vary depending on building configuration and specific repair needs.
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Deduplication mechanisms:	To avoid overlaps in assistance, it is mandatory to register individual assistance on the existing deduplication platforms within the cluster (SIDAR) and share the assistance plans with the Shelter Cluster coordination hubs. The GoU has a compensation mechanism for homes damaged by the war. Households that have received assistance from Shelter Cluster partners can apply for compensation for damages not covered by humanitarian assistance. Households not eligible for compensation mechanisms should be considered for humanitarian assistance when meeting the necessary requirements.
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Modality of assistance:	When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for beneficiaries with limited market access (in quantity and quality) for specific items and where skilled labor is not available or is scarce. The choice to assist with cash does not exempt agencies from their
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responsibility to provide technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of money itself.

SN301C	Context 1	Context 2	Context 3	Context 4
In-Kind	✓*	✓	✓*	
Cash	✓*	✓	✓*	
Voucher	✓*	✓	✓*	
Mixed	✓*	✓	✓*	

**The execution of repair works in high-risk areas may create a false sense of security and promote the stay or return of affected individuals. The principles of prevention and “Do No Harm!” must be applied. Any repair beyond emergency essentials should be avoided within a radius of 20 km from the territories of active hostilities (as this term is defined in [Order No. 376](#)). Partners must regularly check for updates to Order No. 376 within the program implementation timeframe. Activities already initiated may proceed, but no new cases should be started if the area is reclassified as high-risk.*

Preconditions:

#	Checklist*
Technical	
1	Is the house damaged by war?
2	Does the degree of damage correspond to the Shelter Cluster’s guideline on Heavy repairs?
3	There is 'structural damage' to the shelter elements.
4	Does the organization conducting the assessment have the capacity to do adequate repairs according to the Shelter Cluster guidelines for heavy repairs? (partial repairs are prohibited)
Non-technical	
1	This household does not own an alternative accessible (habitable) dwelling in a government-controlled area.
2	Is there approved permission from the property owner to do repairs?
3	Is the intervention aligned with social cohesion aspects (especially where multiple damaged properties are nearby)?
4	The household has not received assistance for repairs from other sources (including the eVidnovlennia program).
5	Does the resident have the right to remain for a reasonable time (min. 1 year) following repairs?
6	Has the implementing organization checked the address on SIDAR ?

**Selection requires ‘Yes’ to answer any of the following questions/statements.*

Activity-Specific Vulnerabilities:

Common	
Vulnerability Identifier	Recommendation
HHs not included in GoU’s compensation programs* (e.g., rejected due to HLP issues)	Prioritization of this indicator during needs assessment

Common	
Vulnerability Identifier	Recommendation
Damaged HHs concentrated in one area (e.g., on the same street)	Assistance taking into consideration social cohesion & minimizing social friction
HHs are currently living in their damaged dwelling	The priority is to avoid displacement unless security risks or evacuation have been issued.

* GoU's compensation program refers to [E-Vidnovlenia](#) (or eRecovery program)

ACTIVITY SN301D: IDP House Repair

Activity Description

This activity aims to support the repair and rehabilitation of privately owned houses or apartments occupied (purchased housing or rented for a long term) by IDPs that do not have war-related damage but are substandard, unsafe, or unfit for dignified living. The assistance enables IDPs to remain in or relocate to adequate housing while relieving pressure on host communities, particularly safe or relatively safe oblasts.

The activity focuses on the minimum necessary improvements and repairs that restore the essential functionality and safety of the house. The recommended works include closure of the thermal envelope (windows, doors, and roof repairs). They don't include thermal insulation.

Target groups:

- IDPs residing in rural or small-town areas.
- IDPs occupying privately owned houses through ownership, loan, free use, or rental agreements.

Security of tenure requirements:

- Repairs can only be conducted when the owner consents in writing via a Memorandum of Understanding (MoU).
- The owner must allow IDPs to remain rent-free for at least 12 months post-repair.
- Property must not be sold within 12 months unless sold to the current tenants.

Indicators and units

Indicator:

of households supported with medium repairs
of individuals supported with medium repairs
of buildings repaired
of residential units repaired

Unit and count of beneficiaries:

REAL # of individuals (IDPs) assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed.

Reference cost:

Average reference cost (USD/HH):

Detached houses: 4,000

Apartments in multi-apartment buildings: 1,850

Reporting instructions:

To consider 1 HH assisted, the following conditions must be met: the value of the intervention must be broadly consistent with the minimum Reference Cost for the given type of dwelling, acknowledging that the reference cost represents an average guideline and that individual cases may vary depending on building configuration and specific repair needs.

Deduplication mechanisms:

To avoid overlaps in assistance, it is mandatory to share the assistance plans with the Shelter Cluster coordination hubs. Addresses are cross-checked to avoid overlaps with similar programs.

Modality of assistance:

When market conditions and beneficiary profiles allow, the distribution of cash or vouchers is recommended to provide beneficiaries with greater freedom of choice and stimulate local economies. However, in-kind/contractor-driven interventions remain highly valuable for beneficiaries with limited market access (in quantity and quality) for specific items and where skilled labor is unavailable or scarce. The choice to assist with cash does not exempt agencies from their responsibility to provide technical support to ensure the proper execution of the works. The outcome of the activity is to provide dignified and safe shelter, not the distribution of cash itself.

SN301D	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	
Cash	✓	✓	✓	
Voucher	✓	✓	✓	
Mixed	✓	✓	✓	

Preconditions:

#	Checklist*
1	Is the damaged property currently occupied by the IDP household as their primary place of residence?
2	Does the IDP household have legal rights to occupy the property (ownership, rental agreement, or official permission)?
3	Is the household unable to return to their place of origin in the foreseeable future due to ongoing insecurity or unsuitable living conditions?
4	Has the household not received assistance for repairs to the same dwelling from other sources (including humanitarian programs)?

*Selection requires 'Yes' to answer any of the following questions/statements.

ACTIVITY SN301E: Humanitarian Repair of Social Facilities

Activity Description

Humanitarian repairs of war-affected social facilities (basic services, schools, medical facilities, etc.) that are government-led, focusing on reducing reliance on humanitarian assistance, promoting the inclusion of IDPs/returnees in public service provision, and enhancing social cohesion. Examples of social facilities include education facilities, medical facilities, resilience centers, community centers/multifunctional Hubs, TsNAPs, youth centers, and other government-led services that provide social services, such as centers for the provision of social services.

The presence of damage to the facility does not automatically indicate a need for its repair. A comprehensive assessment should also consider demographic trends, the current context, and community development projections to ensure an informed decision. Priority is given to facilities that are expected to remain operational if interventions are undertaken. The heavy (structural) repairs of social facilities with war-related damage are considered beyond the humanitarian response's scope.

The recommended works are the minimum necessary to maintain the building functionality, including closure of the thermal envelope (windows, doors, and roof repairs) and accessibility improvements (when the intervention is part of other repair works). They don't include thermal insulation.

Shelter and WASH clusters strongly advise partners to implement [WA104IK](#) and current Shelter Cluster activity as complementary activities to ensure the facility's functionality.

Indicators and units

Indicator:	# of buildings assisted with humanitarian repairs # of individuals supported through the repair of social facilities
Unit and count of beneficiaries:	Report the # of individuals assisted based on the calculation below

Reference cost: \$204 / Individual

Reporting instructions: Cost-per-beneficiary estimation metric:

Calculate the number of individuals by dividing the amount spent on materials/works in USD by the reference cost (HNRP) for one individual.

All repairs done to Social Facilities should be reported only to the Shelter Cluster, except for WASH-related activities. Social facilities with educational or health functionality should be reported to the Shelter Cluster only if they have been officially referred by the Education or Health Cluster.

Deduplication mechanisms: To avoid overlaps in assistance, sharing the assistance plans with the Shelter Cluster coordination hubs is mandatory. Referrals from the Health, Education, or Protection clusters are needed if the facility is under their AOR. ([All Inter-linked Activities With Shelter Cluster Activities](#))

Modality of assistance:

SN301E	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	
Cash				
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
Technical	
1	Does the intervention aim to revitalize the community's functionality?
2	There is no 'structural damage' to the shelter elements.
3	Are the building's essential services (electricity, water supply, heat supply, sewerage, etc.) functional or easily repairable for future use?
Non-technical	
1	Have the local authorities/community endorsed the activity?
2	Is the intervention in line with social cohesion aspects (especially where multiple damaged properties are in the vicinity)?
3	Have the relevant stakeholders been consulted as to which facility should be prioritized?
4	Is the facility going to be accessible to the most vulnerable community members?

*Selection requires 'Yes' to answer any of the following questions/statements.

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs near social facilities with no adequate accessibility for people with disability	Sites with good access to public transport should be prioritized.

ACTIVITY SN302A: Refurbishment of Collective Sites

Activity Description

The activity aims to improve living conditions, safety, hygiene, and accessibility for internally displaced persons (IDPs) residing in collective sites (CSs). The intervention focuses on repairs to ensure dignified and habitable conditions in alignment with [Resolution No. 930](#) on collective site functioning. Works include door and window repairs, roof repairs that ensure sealing the thermal envelope of the building, and accessibility improvements (e.g., ramps and handrails, door widening and threshold adjustments) in key areas. Cosmetic repairs are not considered a priority under this type of activity. This includes, but is not limited to, interior wall finishes (such as plastering and wallpaper application), ceiling works, floor repairs, and repairs to internal electrical wiring.

The insulation of collective sites constitutes a distinct activity and must be addressed solely as part of winterization programming.

All works must be carried out in buildings listed on the official government list (compiled by oblast authorities and published by the Ministry of Reintegration) and included in the CCCM Cluster [Collective Sites Master List](#). The targeting of buildings should consider technical aspects, such as structural soundness and cost-effectiveness ratio.

Shelter, CCCM, and WASH clusters strongly advise partners to use the joint [Criteria for prioritization of collective sites for repairs and infrastructure upgrades](#) guidelines for collective sites prioritization. In line with guidelines, the targeting should consider the site's legal status, ownership type, building type, technical condition, number of residents and their vulnerabilities, access to essential services, markets and livelihood opportunities, safety considerations, and the site's potential for local integration.

Currently, the Shelter Cluster only accepts activities that aim to bring existing site conditions up to minimum standards, and not create new collective sites for IDPs, unless there is a referral from the CCCM Cluster.

Interventions may be considered in buildings with a clear separation between the part used as a collective site and other uses. In cases where no such separation is ensured, such as in student dormitories where IDPs and students live in mixed conditions, interventions are not generally recommended.

Only activities that directly impact the welfare of IDPs can be considered, excluding works in administrative or auxiliary buildings.

The refurbishment of transit centers established to provide immediate assistance and short-term accommodation to IDPs is considered to be under the same approach as the refurbishment of collective sites.

Indicators and units

Indicator	# individuals supported through the refurbishment of collective sites
Unit and count of beneficiaries:	# individuals (IDPs) living in CSs and benefiting from the improvements made.
	Individuals refer to the potential # of IDPs that the CS can accommodate. The number of residents may not necessarily correspond to the capacity of the CSs because it depends on the composition of the families occupying it at any given time and may change over time.

Reference cost: \$690 per sleeping space

Reporting instructions: Only activities carried out in CS with CS-Pcode can be reported. The **lower** of the following values must be reported: the maximum capacity of the collective site (from the CCCM Cluster master list) **OR** the ratio between the value invested in Shelter Cluster concerned activities and the Reference Cost. All major refurbishment works of collective sites related to Resolution #930 should be reported to the Shelter Cluster. All regular maintenance and minor repairs should be reported to the CCCM Cluster. Refurbishment works related to the WASH component [should be reported under the WASH Cluster](#). For instance, rehabilitating and installing showers and toilets, and supplying boiler units.

Deduplication mechanisms:

To avoid assistance overlaps, the assistance plans must be shared with the Shelter Cluster coordination hubs. Relevant **mapping tools** should be used to identify potential overlaps and gaps in interventions, supporting effective deduplication efforts.

Modality of assistance:

The recommended modality of assistance is in-kind.

SN302A	Context 1	Context 2	Context 3	Context 4
In-Kind	✓	✓	✓	
Cash				
Voucher				

Preconditions:

#	Checklist*
Technical	
1	Following the support implementation, will the collective site meet minimum standards according to Resolution #930?
2	There is no 'structural damage' to the shelter elements.
3	Are there existing access elements for people with disabilities, or can they be installed in the building?
Non-technical	
1	Is the intervention informed to the CCCM Cluster?
2	Has the planned intervention been reported to the appropriate Subnational Shelter Cluster as a planned and confirmed activity at the Pcode level?
3	Is the Head of CS aware of the intervention?
4	Is the CS located in an area with reasonable access to livelihood opportunities?

*Selection requires 'Yes' to answer any of the following questions/statements.

** Please see the document "[All interlinked activities with Shelter cluster activities.](#)"

Activity-Specific Vulnerabilities:

Vulnerability Identifier	Recommendation
HHs with no access to CSs up to the standards of Resolution 930 for People with Disability	Consultation with the CCCM Cluster
HHs in Collective sites at risk of eviction	Consultation with the CCCM Cluster
HHs in collective sites are in areas without adequate facilities (schools, health facilities, transport, etc.).	Consultation with the CCCM Cluster

ACTIVITY SN303A: Rental Support

Activity Description

This activity aims to support households affected by the war by providing grants to help pay for the rent and utilities of their dwelling, move from collective sites (CS), or find better accommodation. The activity requires a thorough process of beneficiary identification and locating houses and owners that meet the minimum requirements. It is not solely a cash provision activity; sustainability beyond the project's duration is sought. Detailed guidance regarding this activity is provided in the [Rental Assistance Recommendations and Guidelines for Ukraine](#).

In January 2025, the Government of Ukraine introduced a new support tool for IDPs – a rental subsidy ([Resolution No. 1225](#)).

Indicators and units

Indicator: # of households received rental support (RMI)
of individuals received rental support (RMI)

Unit and count of beneficiaries: **REAL** # of individuals assisted

Due to the tailored nature of the assistance, only real figures of individuals assisted are allowed. 1 household can only be counted once per year, even if the assistance period is extended over the recommended six-month period.

Reference cost:

Around \$2,200 / HH for a 6-month period

The reference cost is taken as the average cost of renting a two-room apartment, including utilities and a start-up grant

More detailed information about the cost of the intervention can be found in the [guidelines](#), considering the intervention area and the size of the families.

Reporting instructions:

The cash provision alone is not sufficient to consider the objective of the activity achieved. Individuals may receive the first payment (including the start-up grant) and not leave collective sites or move to a rented house, but cannot secure their stay. In these cases, the project may be considered a failure. There can be many reasons behind these failures, so strict monitoring is necessary. To minimize drop-off cases and make agencies accountable for the success of the project, the reporting must be done as follows:

Upon confirmation that the HH has moved into the accommodation and confirmed living for at least 6 months in the rented accommodation.

Deduplication mechanisms:

To avoid overlaps in assistance, share the assistance plans with the Shelter Cluster coordination hubs. Once Shelter Cluster introduces an “individual deduplication tool,” partners should be ready to use it.

Modality of assistance:

Given the nature of the assistance, the recommended modality is cash. Recommendations on how to make disbursements in installments to increase the project success rate are explained in the [guidelines](#).

SN303A	Context 1	Context 2	Context 3	Context 4
In-Kind				
Cash	✓	✓	✓	
Voucher	✓	✓	✓	

Preconditions:

#	Checklist*
Beneficiary	
1	Are individuals currently unable to secure accommodation due to financial barriers?
2	Does the HH have the capacity to find livelihood activity (work) in the area?
Landlord	
1	Does the house/apartment condition meet minimum common living standards per the Rental Assistance Recommendations and Guidelines for Ukraine ?
2	Does the owner have the proper documentation for the rental unit (HLP)?**
Common	
1	Is the accommodation accessible, considering the HH's specific needs, including proximity to essential services and facilities?

* Selection requires 'Yes' to answer any of the following questions/statements

Rental support is not suitable if the household is unlikely to be able to continue paying rent beyond the support period. Please also read the [Rental Assistance Recommendations and Guidelines for Ukraine](#).

** Please see the due diligence checklist section of the [Rental Assistance Recommendations and Guidelines for Ukraine](#).

Activity-Specific Vulnerabilities:

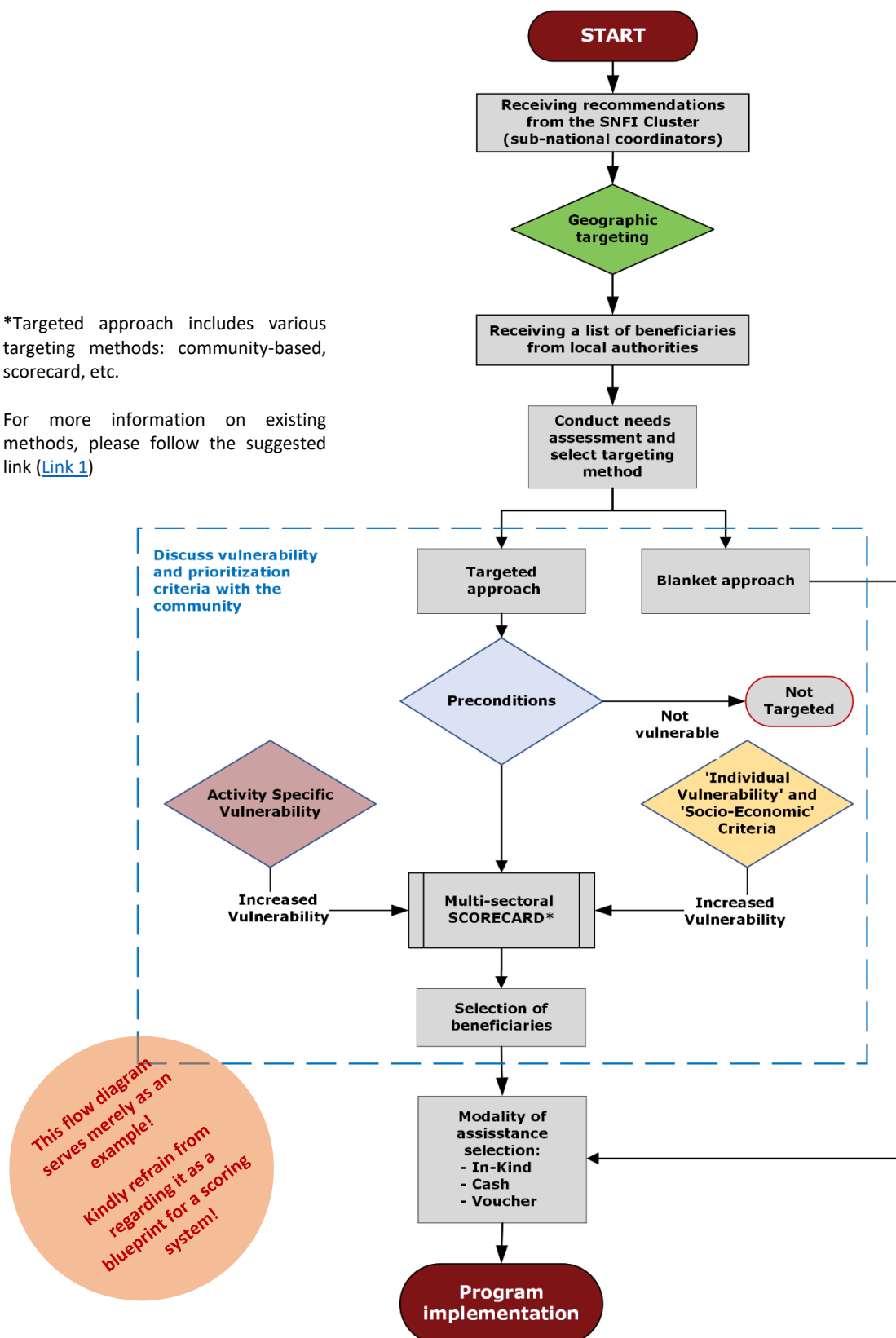
Vulnerability Identifier	Recommendation
HHs that can sustain the rent or find another alternative at the end of the rental period	Priority is given to such households. A combination of livelihood programs with this activity is strongly recommended.
HHs don't have the proper documentation for rental.	Verifying property ownership of the premises rented by the partners is crucial to protecting participants
HHs that are at imminent risk of eviction	Prioritization of this indicator during the needs assessment
Non-displaced HHs during the repair period of their home	Prioritization of this indicator during the needs assessment
HHs have not received any other rental support	Prioritization of this indicator during the needs assessment

7. Annexes

Annex A - An Example of Shelter Beneficiary Targeting Decision Tree

*Targeted approach includes various targeting methods: community-based, scorecard, etc.

For more information on existing methods, please follow the suggested link ([Link 1](#))



Annex B - An Example of the Questionnaire (for Shelter Support Non-technical Assistance Stage)

Precondition: This criterion must be met before proceeding with this checklist		Yes/No ¹⁶
1	This household does not own an alternative accessible (habitable) dwelling in a government-controlled area.	
2	Is the intervention in line with social cohesion aspects (especially where multiple damaged properties are in the vicinity)?	
3	The household has not received assistance for repairs from other sources.	
4	Has the implementing organization checked the address on SIDAR ?	
Vulnerability criteria for priority assistance		
A	Individual Vulnerability and Socio-Economic Criteria	Points¹⁷ Score
1	Single-headed households and/or women who are the main caregivers for the family	
2	People with disabilities ¹⁸	
3	Older persons (60+)	
4	Families with three or more children (under 18 or 23 years if they are studying)	
5	Pregnant women and families with children under three years old	
6	Foster families	
7	Members of minority groups (Roma community, stateless persons, persons with undetermined nationality, LGBTIQ+ persons, Crimean Tatars, etc.)	
8	People who are unable to meet basic needs and achieve a minimum standard of living ¹⁹	
9	Persons with chronic illness and serious medical conditions (including mental health issues)	
10	Unemployed people who lost their jobs due to the war (including the disruption of economic ties) or cannot access them.	
11	Any other case that does not fit in the above list and appears to have special needs (use Protection Cluster Guidelines)	
Total A		
B	Activity Specific Vulnerability	Points Score
1	HHs currently living in their damaged dwelling	
2	Damaged HHs concentrated in one area (e.g., on the same street)	
3	Any other case that does not fit the above list and appears to have special needs	
Total B		
Total (A+B)		

This table serves merely as an example!
Kindly refrain from regarding it as a blueprint for a scorecard!

¹⁶ If the answer to the following statements is 'Yes,' apply the allocated score. If the answer is 'No,' the overall score is 0.

¹⁷ It is recommended to have a range between 0-5 for each identifier.

¹⁸ Including an adult or child physically or mentally impaired by illness, infection, or injury, which impacts daily life and restricts independent movement. In particular, please follow the [Washington Group guidelines](#) for identifying persons with disabilities if the certificate has not been provided.

¹⁹ It has been recommended that expenditure (consumption) be used as an indicator of poverty rather than income data

Annex C – Operational Guidelines on Scoring Vulnerabilities

Each response to each question in the scorecard is assigned a score. The value, or weight, of each score, is in accordance with the level of vulnerability that the indicator represents (e.g., a response indicating no or limited vulnerability may score 0; a response indicating some vulnerability scores 1; a response indicating high vulnerability may score 5). Those indicators considered to be most critical should be assigned relatively higher scores. Assigning high scores to indicators that are not strong determinants of vulnerability will increase the weighting of these responses and skew the findings.

Scoring/weighting of responses within an indicator

In cases where a question has multiple possible answers, each response must be assigned a score, and there are various ways in which this can be done:

- Each response can be considered to be on a scale of increasing vulnerability and allocated a different score (i.e., 0, 1, 2, 3, etc.). For example, a question on the number of household income sources is needed. When assigning scores in this way, it's essential to keep in mind the relative range of high scores from other indicators. Assigning increasingly high scores to responses within an indicator can risk increasing the weighting of these responses and skewing the findings.
- Several responses may be given the same score to define clear tiers in vulnerability. For example, in the case of a question on the accommodation type, a rented apartment or own house may both score 1; an unfinished building, communal shelter, or living with a host family may score 3, while living in the tent scores 5.

Explain the targeting mechanism to the target communities

Ensuring community participation in verifying the final scorecard may be difficult as agencies will not want to risk biasing responses during the survey. Nevertheless, communities have a right to understand the process, and their engagement here can also provide feedback to validate the indicators being used.

- **As a minimum, program teams should explain:**
 - Program objectives.
 - The broad criteria on which eligibility is based.
 - The process of calculating a 'total vulnerability score for each household.'
 - That the scores will be compared to a threshold.
- **Activities can include:**
 - Meeting with individuals/organizations representing the affected communities, including local authorities.
 - Hosting community meetings in municipal buildings.
 - Dissemination of information through social media forums and literature within services accessed by the population.

Set the threshold score

Once data collection is completed and all surveys uploaded, the program manager/staff member responsible for managing data in Kobo/equivalent can log in to the database and generate a household index, which ranks all households surveyed in a low to high vulnerability continuum according to their cumulative score. All relevant program managers should now be involved in the analysis to identify the caseload of eligible households.

A household's eligibility is determined by the household score relative to a threshold score. All households with scores over this threshold are considered eligible for assistance. The setting of the threshold score, however, is essentially arbitrary, so defining the eligible population will need to be done in stages:

1. The team proposes a threshold score based on some agreed parameters. For example, this might be based on the average score for the sample as a whole. Or it could be based on a relatively high, medium, or low score for each question on the scorecard. This will consider what the team knows about the levels of vulnerability in the population, from assessments and observations from the targeting team, and consideration of the project budget (what proportion of surveyed households can the organization realistically support).
2. Based on this score, the household index can then be analyzed to see the numbers/proportions of included and excluded households.
3. If a large proportion of the surveyed households are excluded from assistance with this threshold or if many households are clustered around the line, the team can increase the threshold to increase the number/proportion of households who can be assisted, in line with project resources.

8. Revision History

Version	Status	Date	Description	Comments
1.0	Published	30.04.2025		
1.1	Published	24.05.2025		- The hyperlink errors have been rectified. - Updated reference from Order No. 309 (22.11.2022) to Order No. 376 (28.02.2025)