



UKRAINE WINTER RESPONSE PLAN 2024-2025 | UPDATED SEPTEMBER 2024



77-year-old Kateryna lives alone in the village Huta Mezhyhirska in Kyivska oblast. At the start of the full-scale Russian invasion, she had to spend several weeks hiding in her basement, and sometimes in the nearby forest. Last winter, neighbours and social workers helped Kateryna insulate her home, including with materials provided in UNHCR's Rapid Thermal Kit. © UNHCR/Iryna Tymchyshyn

CONTEXT AND OVERVIEW

- **Large-scale Russian aerial attacks continue across Ukraine, with a sustained targeting of energy infrastructure.** According to estimates, Ukraine has lost more than 60% of its energy generation capacity, with potentially dire consequences on the quality of everyday life in Ukraine as winter approaches. Rolling power outages are now a common occurrence across the country and will likely worsen in the coming months. People will struggle to remain safe and warm in their homes as energy prices, including for solid fuel, are expected to soar, along with household expenditures. The situation is expected to be particularly severe in the north, east and south of Ukraine, where shelling and targeted attacks on civilian and critical infrastructure are daily occurrences. Local authorities in the nine frontline oblasts have provided preliminary estimates of more than 862,000 at-risk vulnerable people who will need additional support in winter.
- **Early investments in winterization programming and procurement—among humanitarian partners and donors—are crucial** if people are to remain safe and warm in their homes—and avoid being forced to relocate as temperatures drop. UNHCR's winter response will complement broader efforts to restore damaged energy infrastructure—and provide direct support to vulnerable people in need.
- **UNHCR is working closely with partners to prepare for an integrated, multi-faceted response to help people survive the harsh winter conditions in Ukraine.** In coordination with the Government, and as part of the broader [inter-agency winter response plan](#), UNHCR's winterization response will target war-affected people with specific vulnerabilities, including those displaced.

KEY FIGURES AT A GLANCE:



\$170 million overall financial requirements for UNHCR's 2024-2025 winterization response



Working with **20 partners** including 16 national NGOs, in coordination with the [Government of Ukraine](#), and contributing to the broader [Inter-agency Winter Response Plan](#)

MAIN RESPONSE AREAS

1. **Cash support for additional winter needs - \$140 million**
Cash assistance provides people agency to decide for themselves how best to address needs, supports local markets and suppliers, and has long been cited as the preferred modality of assistance. In collaboration with the Ministries of Social Policy and Reintegration of the Temporarily Occupied Territories, UNHCR will target **263,000 highly vulnerable households (approximately 550,000 people)** in Ukraine, including across the "crescent", who meet the established vulnerability criteria, in line with the Shelter Cluster 2024-2025 winterization recommendations and in collaboration with the Government. The transfer value of the cash assistance is **UAH 21,000 per household**.
2. **Alternative energy support - \$10 million**
As part of inter-agency efforts and in line with the priorities set by the Energy Coordination Group, UNHCR will contribute to building energy generation capacity, including through the provision of alternative energy sources such as generators or power banks, with a focus on strengthening household-level and community resilience.
3. **Shelter, housing, and essential items - \$20 million**
UNHCR will continue to provide housing support to help keep people warm. Activities include: (1) **distribution of "Rapid Thermal Kits"** for private houses, apartments and Collective Sites (CS) consisting of heaters and materials used by families to insulate their homes, such as reflective insulation screens, transparent plastic sheets, foam strips, and building tape; (2) **insulation of sub-standard houses, apartments and CS** to improve thermal properties of dwellings to retain heat, reduce heating costs and save energy through insulating roofs and attics, installation of doors and modern triple glazed windows and fixing any damage; (3) distribution of **blankets and other non-food items** in collective and transit sites and other forms of institutional living.



263,000 households (approximately 550,000 people) targeted with cash support for additional winter needs



420 generators and 2,400 portable power stations provided



19,700 households (approximately 41,400 people) to be supported with better insulated homes and living spaces



16,000 households (approximately 33,600 people) to be supported with essential items



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Anton is 85 years old, born in the village of Kyselivka, Mykolaivska oblast in southern Ukraine. His village was occupied by Russian Federation armed forces for nine months. He lived there his whole life, and only left as fighting intensified and after being wounded in a missile strike. He was taken to a hospital and underwent surgery. After the village was retaken by Ukrainian forces, he was able to return and now lives there with his wife, Evdokia. They do small scale farming and look after animals for a living. His house was almost completely destroyed by Russian shelling. UNHCR, through our local NGO partner The Tenth of April (TTA), helped Anton repair his home and provided him with a dry heater last winter to help the family stay warm as temperatures dropped below freezing.

SUMMARY FINDINGS POST DISTRIBUTION MONITORING 2023-2024 WINTERIZATION RESPONSE

Post distribution monitoring (PDM) is a core-component of UNHCR's ongoing effort to **ensure accountability** to those we serve and our donors, **understand the impact** of our interventions, and to **adapt and course correct** our response in future. The key findings from the 2023-2024 winterization response PDM are crucial in informing our planning for the forthcoming winter:

- **Cash assistance is an impactful, flexible, as well as the preferred means (among recipients) of mitigating adverse impacts of severe cold and heightened energy costs:** The majority of people (86%) preferred cash assistance as the modality of support to winter. The PDM also found that markets throughout the country remained resilient and relatively well-supplied throughout the winter—giving people agency to prioritize what to buy and supporting local businesses and suppliers. Overall, 86% of respondents who received cash assistance for winter highlighted one or more positive changes in their lives, with people being able to buy winter clothes, shoes, firewood, coal for heating, as well as pay utility bills for gas and electricity.
- **Effective coordination with the Government of Ukraine is essential—and significantly expands to the reach of UNHCR to quickly assist those most in need:** In coordination among the Ministry of Social Policy, the Pension Fund, the Ministry of Reintegration of the Temporarily Occupied Territories, UNHCR and partners—including through enrolment at multi-purpose protection centres—ensured the most vulnerable households were quickly reached and assisted. Across the board, households referred by the Government noticed positive changes after receiving UNHCR's cash assistance, stressing that the cash assistance kept them warm, that they could now pay for utilities, or buy warm clothes. The biggest positive impact was reported by Government referrals from frontline villages in Kharkivska oblast, where 83% felt a significant improvement in their living conditions.

- **Non-food items (NFIs) remain useful and impactful, but cash is the preferred mode of assistance:** While people reported that they are satisfied with the items received in the UNHCR NFI packages in terms of quality (85%), quantity (90%), and usefulness (78%), 71% of people noted that they would have preferred to receive cash assistance. The most useful items were the blankets, bed linen, and kitchen sets.
- **Rapid Thermal Kits had a positive impact and helped people insulate their homes:** 88% of the families reported the kits improved the thermal comfort of the houses and 98% said the quality of the materials used were average or above.

For more information, read the full PDM key findings [here](#).



Elina is a single mother and has experienced multiple displacements since 2016. Thanks to free legal assistance provided by UNHCR's partner Right to Protection, Elina was able to renew her documents and access the state allowance for IDPs. UNHCR also provided the family with cash assistance to help cover basic needs such as food and medicine, as well as winter heating costs and utility bills. "It was a miracle. We did not expect to receive this assistance. Now, I feel more confident about the future. I understand that we will manage to pay the bills and stay warm," she says. © UNHCR/Viktorii Tiutiunyk

FOR MORE INFORMATION:

- Visit Ukraine's **Operational Data Portal** for more information products [here](#).
- UNHCR's **Regional Flash Update** on the Ukraine situation can be found [here](#).
- **Ukraine Protection Cluster Response Dashboard** can be found [here](#).
- **CCCM Cluster Collective Sites Mapping** [here](#)
- **Shelter Cluster Response Dashboard** [here](#).

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