

HUMANITAARTEGEVUSE ARUANNE

1. PÕHIINFO	
Aruande pealkiri	Talveks valmistumise ja üleelamise toetus konflikti tõttu kannatanud pagulastele ja sisepõgenikele Ukrainas ja Gruusias
Aruande pealkiri (EN)	Winterization support for conflict-affected refugees and IDPs in Ukraine and Georgia
Taotleja nimi	Eesti Pagulasabi
Taotleja nimi (EN)	Estonian Refugee Council
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Tegevuste planeeritud kestus (kuupäevad)	Algusaeg: 01.08.2025
	Lõppaeg: 31.12.2025
Sihtriik	Ukraine, Georgia

2. LÄBI VIIDUD TEGEVUSED JA TULEMUSED
2.1. Kasusaajate arv ja tegevuste tulemused (kasusaajad või muu indikaator) vastavalt tulemuste hindamise süsteemile.
<p>A) Cash for Heating for Ukrainian Refugees in Georgia</p> <p>During the reporting period, the Branch of the Estonian Refugee Council in Georgia (ERC) delivered winterisation cash assistance to vulnerable Ukrainian refugee households across Georgia to help them meet urgent seasonal needs, particularly heating, utilities, and other essential winter-related expenses. The programme supported 180 households, reaching 515 individuals in total, reflecting strong demand and confirming that winter-related vulnerability among refugee households remains high.</p> <p>Data shows that the assisted population included a high proportion of dependents and caregivers. Children accounted for nearly half of all beneficiaries, while older persons aged 60 and above represented almost one fifth of individuals reached, indicating elevated heating and health-related needs during the winter period. Households were generally small to medium in size (average household size: 2.9 persons), with most families consisting of two to three members.</p> <p>From a gender perspective, women were strongly represented among both beneficiaries and applicants. Approximately two thirds of individuals recorded were female, and the</p>

majority of applications (over 85%) were submitted by women. This reflects both caregiving responsibilities within displaced households and the heightened economic vulnerability faced by women, particularly in winter conditions.

While the programme started slightly later than initially planned due to the introduction of new Georgian government regulations requiring an additional application and approval step, implementation progressed rapidly once this process was completed, and cash disbursements were delivered in mid-to-late December, ensuring that assistance reached households during the coldest period of the year.

Geographic coverage was nationwide. The highest number of applications was received from urban centres, particularly Tbilisi and Batumi, where a large share of Ukrainian refugees reside. At the same time, the programme maintained a clear focus on reaching vulnerable households in rural areas, where access to services, heating options, and income-generating opportunities is more limited and winter conditions often pose additional challenges.

Beneficiary selection prioritised households meeting one or more vulnerability criteria, including single-parent households with children under 18, households with children under 6, households including persons with disabilities and/or chronic illnesses, and households with elderly members aged 60+. In practice, almost all assisted households met at least one vulnerability criterion, and many faced multiple overlapping vulnerabilities. Particular emphasis was placed on households including persons with disabilities or chronic health conditions, as well as those living in rural locations, due to their heightened exposure to winter-related risks. The high volume of applications received shortly after programme launch further underscored the relevance and timeliness of the assistance.

Post-distribution monitoring (PDM) will be conducted once sufficient time has passed to allow for a meaningful assessment of how the assistance was used and its effects on household wellbeing.

B) Cash for Heating Assistance Programme in Ukraine

Estonian Refugee Council implemented a Cash for Heating (CfH) activity to assist vulnerable households impacted by conflict, with a focus on frontline rural areas. The intervention aimed to support 150 households providing winterisation cash assistance to purchase solid fuels such as coal, firewood, briquettes, and pellets, as well as pay heating utilities.

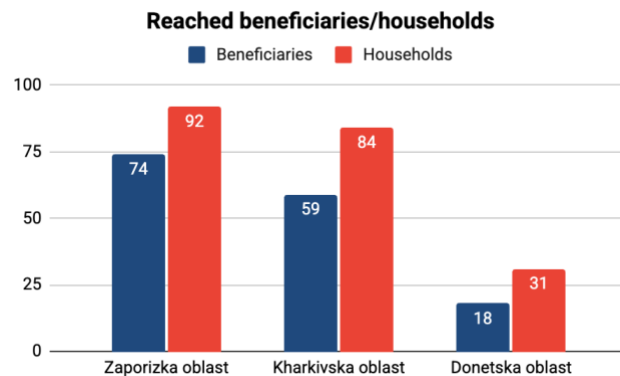
Key achievements:

- ERC reached 151 vulnerable households in frontline areas of Kharkivska, Zaporizka, and Donetsk oblasts against the planned target of 150 households.
- A comprehensive household assessment was conducted, including income, shelter conditions, and heating needs.
- Beneficiary registration was carried out with 83% face-to-face and 17% online.
- Targeting prioritised vulnerable groups, such as elderly, households with disabilities, and families with young children or medical needs.

- The assistance adhered to Shelter Cluster guidelines, ensuring the provision of cash for heating aligned with the recommended amount of 19,400 UAH (390 EUR) per household.

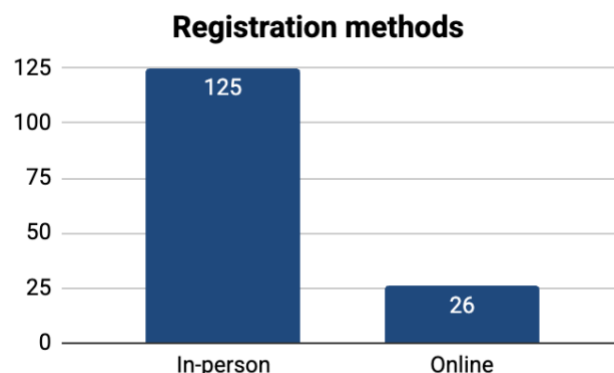
Implementation results

ERC reached 151 vulnerable households (207 individuals) in frontline and hard-to-reach areas in Kharkivska, Zaporizka, and Donetsk oblasts, based on the Ukraine Shelter Cluster assessments, using the Shelter Cluster hromada-level maps for solid fuel and utilities needs to plan target areas, and findings from REACH’s Cold Spot Risk Assessment Winterisation 2025-2026.



Additionally, ERC conducted a household income and status/composition assessment to evaluate beneficiaries' shelter conditions. During the Cash for Heating registration process, ERC gathered information on the type of heating used by households, the extent to which winterisation heating needs are already met, and the suitability of the cash modality for potential beneficiaries, ensuring alignment with the Shelter Cluster’s HNRP 2025 Activities Handbook. The calculation of the solid fuel amount followed the Ukraine Shelter Cluster recommended unified amount for 2025/2026 of 19,400 UAH per household (390 EUR).

83% of targeted beneficiary households were registered on-site face-to-face while 17% were registered online due to inaccessibility and the worsening security situation in frontline areas.



Of the total individuals assisted, 137 were women (66.2%) and 70 were men (33.8%).

In terms of age disaggregation, 147 individuals (71.0%) were elderly (60+ years old), 35 individuals (16.9%) between 18-59 years old, 25 individuals (12.1%) under 17 years old. Additionally, 17 individuals (8.2%), were persons with disabilities.

ERC followed Shelter Cluster Winter Response Strategy on targeting, prioritisation, vulnerabilities, and beneficiary selection. Assistance targeted households with unmet winterisation needs who lacked capacity and didn't receive winter-related state subsidies; households living in prioritised winterisation areas; prioritised groups including IDPs, non-displaced persons and returnees in damaged or substandard housing; vulnerable groups as persons with disabilities or chronic illnesses, elderly people, single-parent households, families with children, and other groups prioritised in Shelter Cluster 2025 Activities Handbook. Household data and documents were collected for verification, and cumulative vulnerability assessments were conducted in line with Shelter Cluster 2025 Activities Handbook and winterisation recommendations. Beneficiaries were identified by coordination with local authorities and Shelter Cluster, using face-to-face or online registration depending on security conditions, with ongoing settlement-level coordination on assistance modalities.

C) Winterization Support for Livestock Programme in Ukraine:

The Winterization Support for Livestock programme helps conflict-affected rural households secure animal feed, insulate animal barns, and access veterinary services and medicine. This assistance sustains their livestock through the winter season 2025-2026, supporting basic food production needs via self-sustaining methods.

ERC applied best practices from prior winter programmes (2023-2024 and 2024-2025) in Kharkivska, Mykolaivska, and Zaporizhzhia oblasts, focusing on shelter repairs, feed, and veterinary assistance. Assistance was provided for one or mixed purposes: insulation of animal shelter/barn (up to 9,600 UAH (200 EUR, August 2025 rate), feed for animals (up to 14,500 UAH (300 EUR), veterinary services (vaccination, winter disease treatment): (up to 2,400 UAH (50 EUR).

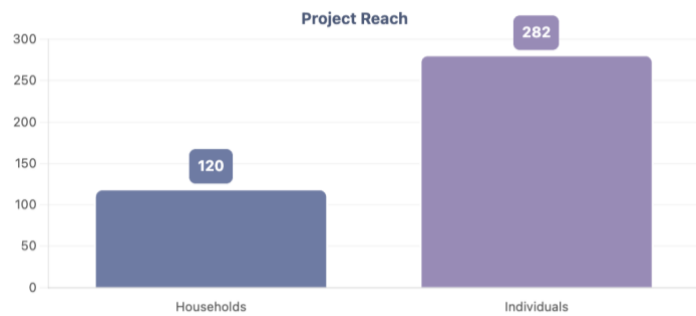
The total transfer value averages 550 EUR (26 671 UAH) per household, drawn from past needs assessments and aligned with the FSL Cluster guideline.

Hrushivska hromada (Kryvyi Rih raion, Dnipropetrovska oblast), selected for intervention, is included in the Ministry of Communities and Territories Development of Ukraine, Order No. 376 dated 28 February 2025 "On Approval of the List of Territories Where Hostilities Are (Were) Being Conducted or Temporarily Occupied by the Russian Federation".

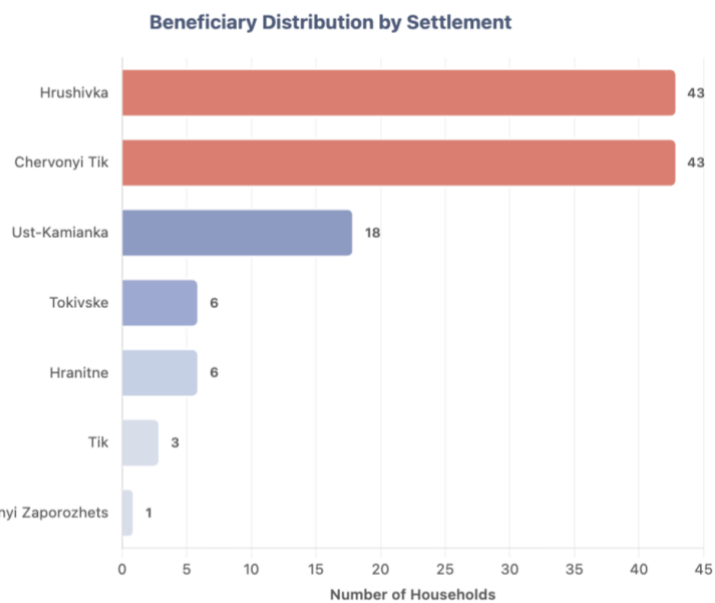
ERC Livelihoods Team collaborated closely with local authorities to identify and register beneficiaries for the program. Information about the programme and the registration process was shared with residents of the Hrushivka hromada via internal communication channels (Facebook, Viber, and Telegram groups). Alongside, the information was shared via phone calls and emails, providing a registration link and a link to the ERCs' complaint and feedback mechanism (CFM).

Online applications were accepted in all rural settlements of Hrushivka hromada, Kryvyi Rih raion, Dnipropetrovsk oblast, in November 2025.

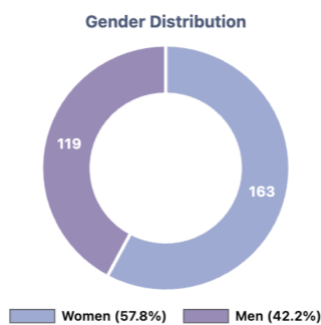
In December 2025, ERC processed applications and assisted 120 families (households) (282 individuals) in Hrushivka hromada. Details on the provided assistance are provided below.



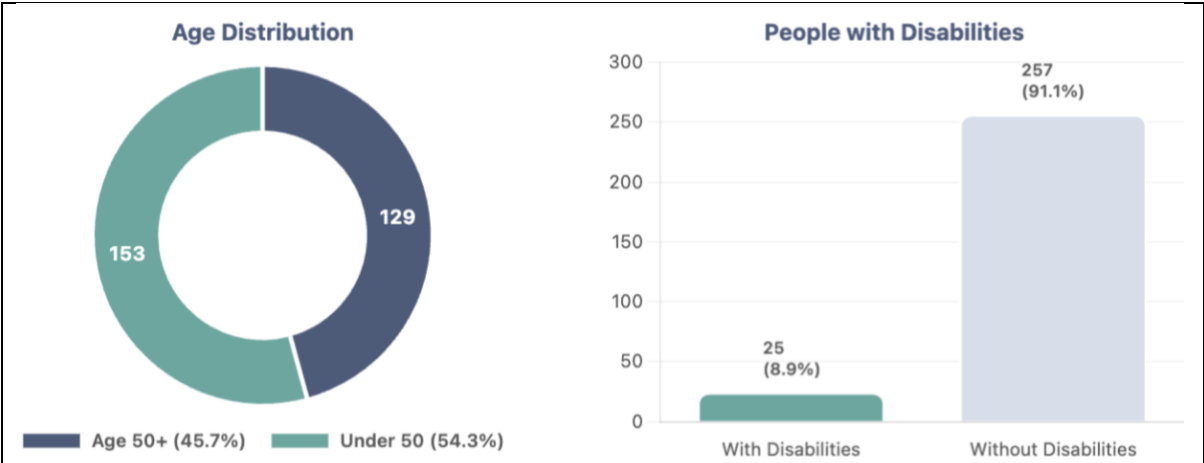
The project reached 7 settlements within Hrushivska Hromada.



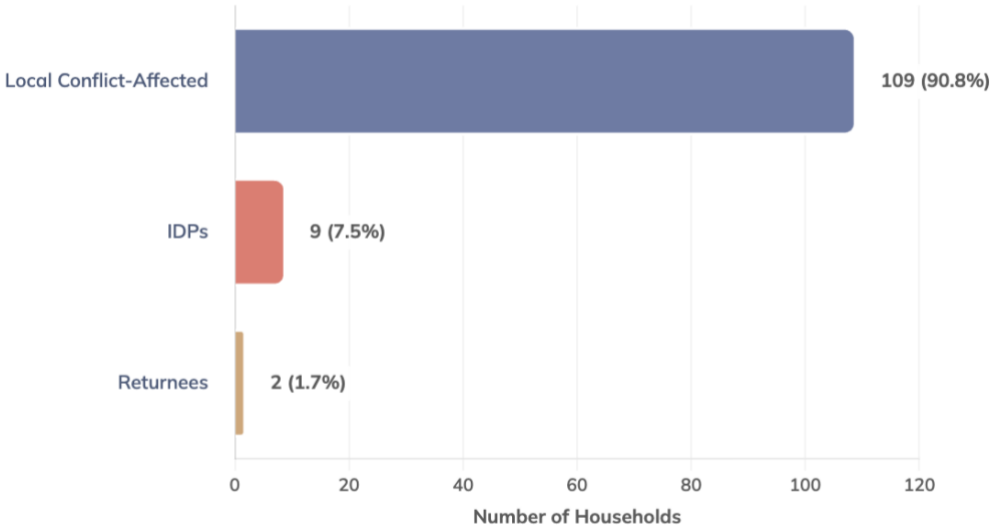
Of the total individuals assisted, 163 were women (57.8%) and 119 were men (42.2%).



In terms of age distribution, 153 individuals (54.3%) were under 50 years old, while 129 individuals (45.7%) were aged 50 and above. Additionally, 25 individuals (8.9%), representing 23 households (19.2%), were persons with disabilities.



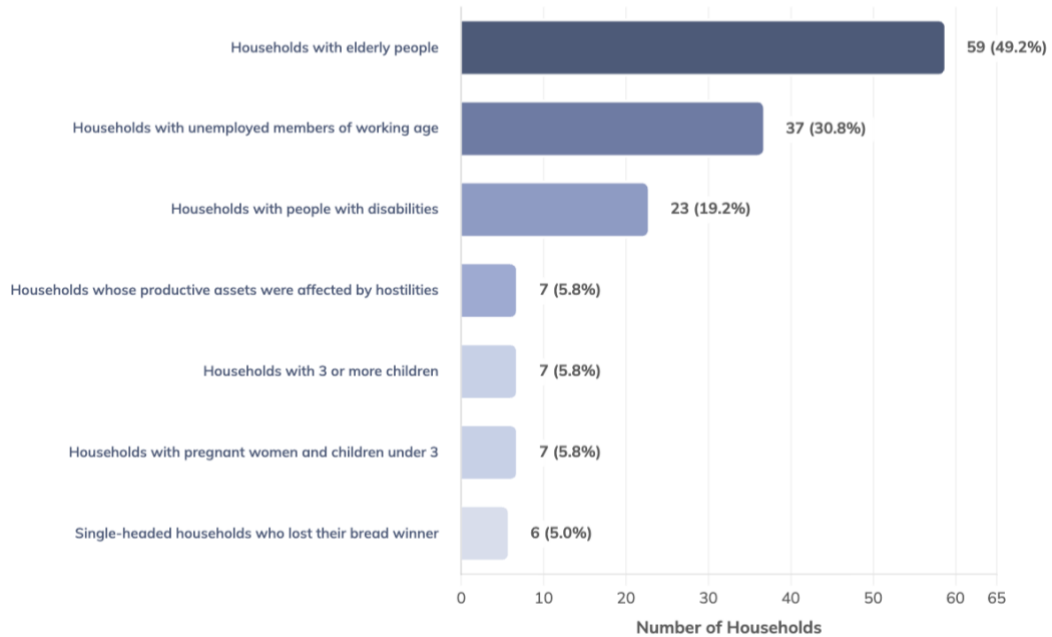
The vast majority of households were local conflict-affected, non-displaced, accounting for 109 households (90.8%). Internally displaced households comprised 9 households (7.5%), while returnees accounted for 2 households (1.7%).



Among local conflict-affected households and households who returned, key vulnerabilities were primarily related to age and employment status. The majority of assisted households included elderly people (59 households). Unemployed members were identified in 37 households (30.8%), followed by people with disabilities in 23 households (19.2%). Other identified vulnerabilities included households with affected assets, households with three or more children, and households with pregnant women or children under three years old (7 households each, 5.8%), as well as single-headed households (6 households, 5.0%). Beneficiaries had an opportunity to select multiple response options; as a result, responses are not mutually exclusive and aggregated totals may exceed 100%.

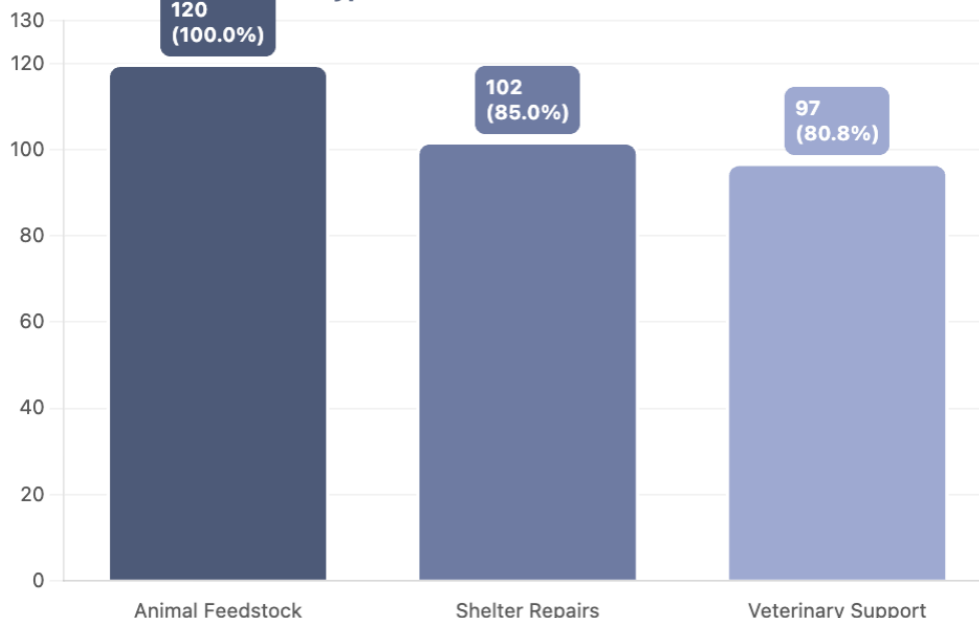
Vulnerability Analysis

Vulnerability categories, displacement status excluded



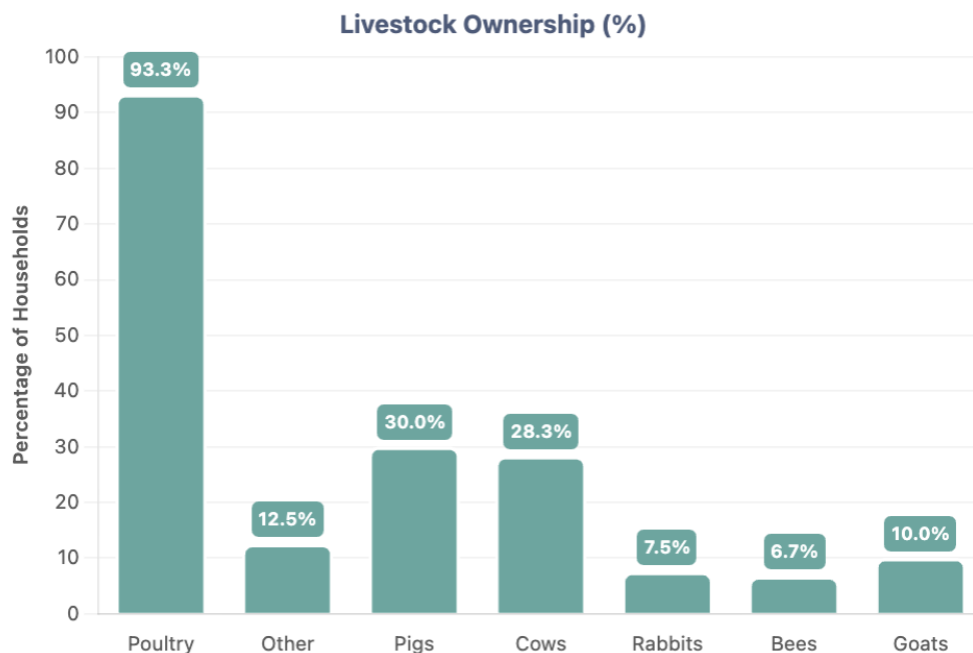
In terms of assistance provided, all 120 households (100.0%) received animal feedstock support. Shelter repair assistance was provided to 102 households (85.0%), while veterinary support was delivered to 97 households (80.8%). Beneficiaries had an opportunity to select multiple response options; as a result, responses are not mutually exclusive and aggregated totals may exceed 100%.

Types of Assistance Provided

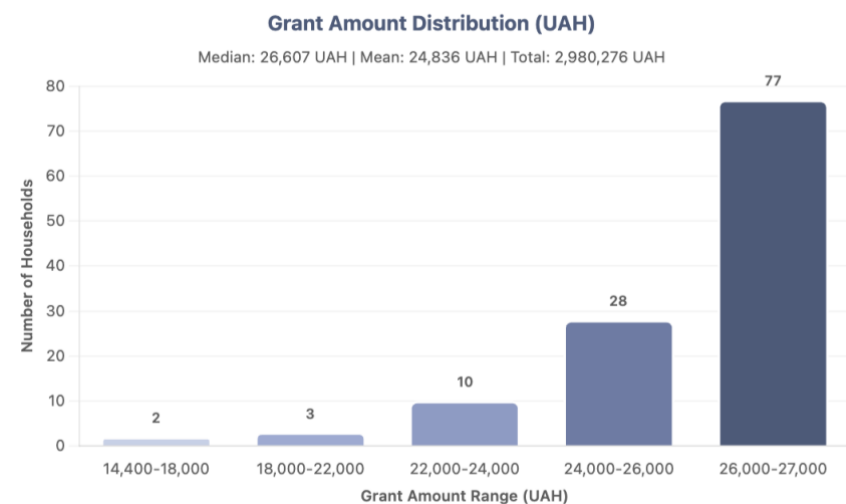


Beneficiaries who received assistance keep the following types of livestock/poultry: the vast majority of households kept poultry (93.3%). Pig ownership was reported by 30.0% of households, followed by cows (28.3%). Smaller proportions of households owned goats

(10.0%), rabbits (7.5%), and bees (6.7%), while 12.5% reported ownership of other types of livestock.



Grant amounts were primarily concentrated in the higher ranges, with the majority of households (77) receiving grants between 26,000–27,000 UAH, followed by 28 households receiving between 24,000–26,000 UAH. The average grant amount per household was 24,836 UAH, with a median grant value of 26,607 UAH. In total, 60,831.40 EUR (2,980,276 UAH) in assistance was distributed, with grant amounts ranging from a minimum of 14,400 UAH to a maximum of 26,671 UAH.



2.2. Hinnang tegevuste elluviimisele ning eesmärkide ja tulemuste saavutamisele. Vajadusel põhjendus kavandatud ja tegelike tegevuste ning tulemuste erinevuste kohta.

A) Cash for Heating for Ukrainian Refugees in Georgia

Overall, programme implementation was largely on track and aligned with the proposal objectives. Although activities started slightly later than planned due to new Georgian government regulations requiring an additional approval step, the programme proceeded smoothly once this process was completed, and cash disbursements were successfully delivered in mid-to-late December.

The programme generated a high number of applications within a short timeframe, clearly demonstrating that financial pressure and winter-related vulnerabilities remain strong among Ukrainian refugee households in Georgia. This was particularly evident among households with dependents, elderly members, persons with disabilities, and female-headed households, who were strongly represented among applicants.

ERC delivered assistance through established cash delivery and accountability mechanisms, including the [ERC Humanitarian Assistance Platform](#) for applications and registration, as well as inter-agency coordination and de-duplication through UNHCR's RAIS system. These systems supported transparent, needs-based targeting, reduced duplication risks, and ensured that assistance reached vulnerable households across both urban and rural settings in a coordinated manner.

While it is too early to report post-distribution monitoring (PDM) results, early implementation experience indicates that the assistance was timely and relevant, enabling households to address urgent winter expenses, including heating, utilities, warm clothing, and other essential needs at the peak of the winter season. The disaggregated beneficiary profile and strong demand observed during implementation further confirm that winterization cash assistance remains an appropriate and critical response in the current context.

B) Cash for Heating Assistance Programme in Ukraine

Implementation of the Cash for Heating programme in Ukraine largely met the planned objectives and targets. ERC successfully reached 151 vulnerable households (207 individuals) across Kharkivska, Zaporizka, and Donetska oblasts, exceeding the target of 150 households.

The programme followed Shelter Cluster guidelines for winter response and targeting of vulnerable groups, ensuring alignment with recommended cash amounts (19,400 UAH / 390 EUR per household). Beneficiary selection prioritized households with unmet winterisation needs, including elderly persons, households with children, persons with disabilities, and those in substandard or damaged housing. Coordination with local authorities, the Shelter Cluster, and REACH assessments allowed for precise targeting of communities with the greatest winter-related vulnerabilities.

Registration processes combined face-to-face (83%) and online (17%) approaches, addressing both security and accessibility challenges. Comprehensive household

assessments ensured that assistance matched actual heating needs and household capacities.

The programme demonstrated strong relevance and timeliness: funds reached households ahead of peak winter months, enabling them to purchase solid fuels and pay heating utilities. Due to time constraints PDM results will be provided at a later date.

C) Winterization Support for Livestock Programme in Ukraine:

The ERC Livelihoods Team implemented winterization activities in line with the approved proposal objectives and in coordination with the Food Security and Livelihoods (FSL) Cluster. According to the FSL Cluster, there was a significant gap in winterization assistance, and only a few actors provided livelihood-related support during the 2025/2026 winter period. As a result, coordination and deduplication challenges were minimal.

The selected intervention area - Hrushivka hromada - is included in the Ministry of Communities and Territories Development of Ukraine Order No. 376, dated 28 February 2025, "On Approval of the List of Territories Where Hostilities Are (Were) Being Conducted or Temporarily Occupied by the Russian Federation."

During the online application campaign conducted in November 2025, a total of 161 applications were received. Of these, 120 families from Hrushivka hromada, Kryvyi Rih raion, Dnipropetrovsk oblast, met the project eligibility criteria and were selected to receive assistance. To ensure data accuracy, the ERC MEAL team reviewed a random sample representing 20% of the selected application forms.

In January–February 2026, the ERC Livelihoods Team will collect beneficiary feedback reports to inform lessons learned and enhance the overall quality of programme implementation.

Due to time constraints and the nature of the activity, where a longer timeframe is required to meaningfully assess results, PDM results will be provided at a later date.

2.3. Finantsülevaade.

Planeeritud eelarve ja tegelikult kulunud vahendid (s.h. jääk). Vajadusel põhjendus kavandatud ja tegelike kulude erinevuste kohta.

The activities were completed with an expenditure of €250 000.

3. TEAVITUSTEGEVUS

Koduleht, sotsiaalmeedia jm.

ERC shared general programme updates through its social media channels, including Facebook, Instagram, Bluesky and LinkedIn, to support transparency, public awareness, and visibility of the assistance provided. In addition, project updates are included in ERC's monthly overviews, which are published on the ERC website and distributed to the Estonian press. Donor visibility requirements were consistently respected: public-facing communication related to the programme clearly acknowledged the support of the Estonian Ministry of Foreign Affairs, and the MFA logo was displayed alongside ERC's logo on relevant materials, posts and web-based registration platform.

Ukraine:

During project implementation, the ERC's team disseminated information about the project eligibility criteria and registration process through social media, e-mail, and phone communication (examples in social media: [example 1](#), [example 2](#)).

Georgia:

Information about the winterization programme, including eligibility criteria and the application process, was shared through ERC's Humanitarian Assistance Platform, which served as the primary channel for publishing the call and collecting applications. To ensure broad and timely dissemination, ERC also shared the programme information through UNHCR's inter-agency Cash Working Group, enabling UNHCR and partner organisations to circulate the opportunity through their networks and reach potentially eligible households across the country. The strong and rapid response, reflected in the high volume of applications received shortly after launch, confirmed that winter-related needs remain significant among Ukrainian refugees in Georgia.

ARUANDE KINNITAMINE

Kinnitan kõigi esitatud andmete ja dokumentide õigsust ning annan loa neid kontrollida. Kinnitan, et vastan kõigile aruande kohta esitatud küsimustele.

Taotleja esindusõiguslik isik

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