



UKRAINE  
FOOD SECURITY  
& LIVELIHOODS CLUSTER

UHF

Ukraine  
Humanitarian  
Fund

**A COMPREHENSIVE GUIDANCE NOTE**  
to Winterization for Food Security & Livelihoods  
Cluster (FSLC) Partners When Submitting Ukrainian  
Humanitarian Fund (UHF) Proposals for  
**UHF Reserve Allocation**

Ukraine, 2023

Photo: [The New Yorks Times](#)

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## Purpose

This paper is designed to provide practical information to Food Security & Livelihoods Cluster (FSLC) partners who plan to submit a Ukrainian Humanitarian Fund (UHF) Reserve Allocation application aimed at supporting livestock and poultry farmers' livelihoods throughout the winter. In times of emergency, livelihood support strategies encompass any action that protects people's capabilities and assets while promoting livelihood activities.

The Humanitarian Coordinator has stated that only the sectoral cash/voucher modality should be used, and therefore projects offering an in-kind modality will be rejected by the proposal review panel. The FSLC position would be to always conduct a market assessment to determine the viability of sectoral cash/vouchers and only if this was not possible to then opt for an in-kind modality. However, due to the short time of the UHF Reserve Allocation, the FSLC is encouraging partners to read existing assessments<sup>1</sup> (secondary data) in Ukraine by reputable entities such as REACH, Kyiv Institute of Economics, Food and Agriculture Organization (FAO), and World Food Programme (WFP), among other actors, complemented by rapid qualitative and/or quantitative localized assessments of at least one targeted geographical location. The assessments should provide evidence of the need for cash/vouchers/in-kind modalities and how the modality would be best implemented in the sector. Consult with local stakeholders to ensure the cash/voucher program meets community needs. This will need to be agreed before the proposal submission.

2023 winterization actions are purposefully chosen to reduce or mitigate winter impacts on livestock and poultry in vulnerable households as we continue to meet the immediate food needs of the affected population through in-kind food support and/or cash. The winterization activities are aligned with the FSLC Objective 2: Strengthen vulnerable conflict-affected households' self-reliance and contribute to the economic capacity by protecting and restoring agricultural and nonagricultural livelihoods.

## Key Winterization activities

The ongoing war in Ukraine has damaged livestock barns/shelters and restricted livestock access to grazing fields, resulting in animal losses and loss of feedstock. Access to grazing areas has been reduced, primarily owing to land contamination by unexploded ordnances (UXOs). Animal feed, mineral supplements, barn/shelter renovation, and veterinary medicines are all required to protect livestock and vulnerable farmers, especially in rural areas along the front lines, during winter. FSLC identified nine priority oblasts for the winterization response, which are listed on page 5.

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<sup>1</sup> <https://response.reliefweb.int/ukraine/assessment-and-analysis-working-group-aawg>.

According to the FAO assessment<sup>2</sup> on the impact of the war on rural livelihoods, around 25 percent of rural households either reduced or stopped agricultural production due to the war; this is more pronounced in front-line oblasts. Adding to these challenges, the loss of agricultural assets and drastic increase in production costs have resulted in an unprecedented economic crisis. Therefore, in line with the overarching priority of the FSLC to ensure food security, the winterization strategy aims to protect rural livestock (including poultry), and in particular vulnerable farmers, during the winter season.

Winterization is a critical component of emergency livelihood response and is focused on the protection of productive livestock assets of vulnerable households. The critical livestock production inputs for winter include feed, animal shelters, and veterinary health care through in-kind distributions, and cash and/or vouchers to safeguard livestock assets. Livestock is particularly vulnerable in cold weather and needs specific care to survive and thrive during extreme weather events.

The winter months in Ukraine can be very harsh, with average temperatures between –8 to –12 degrees Celsius.<sup>3</sup> Every year, the winter lasts more than four months, beginning around November and lasting well into February and sometimes March. Winter-related needs are different for different households, particularly for war-affected populations—and any gap in assistance for livestock may have negative consequences for the lives and livelihoods of rural households.

Food produced by backyard livestock is the principal source of proteins and other critical nutrients for smallholders, who have limited access to food markets due to financial and logistical obstacles. Sufficient reserves of animal feed are necessary to sustain self-production of nutritious food products such as eggs, meat, milk, and honey for vulnerable families.

The winterization activities below are in line with the Livestock Emergency Guidelines and Standard (LEGS).<sup>4</sup> The LEGS handbook provides minimum standards and guidelines for use in responding to humanitarian emergencies, in support of the livelihoods of livestock-owning communities in lower- and middle-income countries.<sup>5</sup>

According to the LEGS handbook, winterization activities for livestock during emergency response include:

- Providing adequate shelter for animals to protect them from cold weather and wind;
- Providing adequate feed and water to maintain animal health and productivity;
- Providing veterinary care to prevent and treat diseases that are common during winter.

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<sup>2</sup> <https://data-in-emergencies.fao.org/documents/5297b5697cbb463290fa23350782bda9/explore>.

<sup>3</sup> <https://climateknowledgeportal.worldbank.org/country/ukraine/climate-data-historical>.

<sup>4</sup> <https://www.livestock-emergency.net/>.

<sup>5</sup> <https://www.livestock-emergency.net/wp-content/uploads/2021/09/LEGS-Handbook-2nd-edition-web-version-1.pdf>.

## Activities for winterization include the activities listed in the following three tables.

**Table 1. Rehabilitation of animal shelters/barns**

Type and number of animals	Estimated cost per household <sup>6</sup>	Recommended modalities	Project duration	Comments
Cattle 1–3, shoats <sup>7</sup> 1–4, poultry 3–20, pigs 1–4	USD 400	Sectoral cash/voucher	September 2023 – December 2023	<p>FSLC strongly encourages partners to prioritize vulnerable rural households within 5–100 km of the front line within the targeted oblasts.</p> <p>Key repair materials: bricks, wood, plywood, metal panels, roof panels, cement, nails, screws, etc. <i>Animals are often kept in separate rooms under one roof.</i></p> <p>FSLC encourages the use of sectoral cash to the household to support the repair of their animal barn before January 2024.</p> <p>FSLC partners are strongly encouraged to consult their local veterinary department for advice and building material suppliers for prices and availability of required materials. Before writing the proposal, determine the needs of the vulnerable household, and access the available products on the market and their prices. Note that prices may differ. Therefore, run a quick diagnostic survey of your targeted areas.</p>

<sup>6</sup> Based on costs shared by the partners for activities implemented during the winter and accounting for inflation.

<sup>7</sup> Sheep and goats (shoats).

**Table 2. Animal feed for vulnerable rural households**

Type of animal <sup>8</sup>	Estimated cost per individual animal per month (USD)	Estimated cost per individual animal for five months (USD)	Maximum number of animals supported per household (HH)	Estimated composition of food assistance package	Comments
<b>Milking/lactating cow</b>	USD 40	USD 200	3	Average daily consumption of hay is 20 kg per milking/lactating cow. In addition, 2 kg of concentrated feed per day is needed. A 2-kg mineral block is also recommended.	FSLC partners are strongly encouraged to consult their local veterinary department for advice, and to consult livestock feed suppliers for availability and prices of feed. Before writing the proposal, determine the needs of the vulnerable household, and access the available products on the market and their prices.
<b>Dry cow</b>	USD 25	USD 125	3	Average daily consumption of hay is 20 kg per dry cow. In addition, 2 kg of concentrated feed per day is needed. A 2-kg mineral block is also recommended.	
<b>Shoat</b>	USD 30	USD 150	4	Average daily consumption of hay is 1 kg and 200 g of concentrated feed (wheat). 1 kg of feed costs 1 Ukrainian hryvnia (UAH); 1 kg of wheat costs UAH 5.	
<b>Pig</b>	USD 20	USD 100	2	Rural households may need 1,000 kg of wheat and 500–1,000 kg of barley per pig for 6–9 months. One kg of wheat costs UAH 5; 1 kg barley grain can cost UAH 5. Approximately USD 100 is needed to support pig feed per pig for 4–5 months.	
<b>Poultry</b>	USD 1.5	USD 7.5	20	Poultry (chickens, turkey, quail, geese, ducks, rabbits), cost of USD 1.5 per poultry per month. Cost USD 7.5 for 5 months. Total cap of 20 poultry to be supported.	

<sup>8</sup> N.B. The Cluster recognizes that rural HHs may have additional livestock, such as horses and rabbits. Therefore, partners are encouraged to determine feed costs of these animals prior to project implementation.

**Table 3. Animal health**

Type and number of animals	Estimated cost per household <sup>9</sup>	Recommended modalities	Project duration	Comments
Cattle 1–3, shoats 1–4, poultry 10–20, pigs 1–2	USD 140	Vouchers/ sectoral cash	September 2023 – February 2024	Veterinary services could include antiparasite treatments, vaccines, and other veterinary support as per the need of the vulnerable farmers. Consult the local veterinary department or a private veterinarian. Identify existing veterinary services or service providers.

The costing of temporary rehabilitation of livestock shelter, feed and health were determined by costs shared by the partners and therefore, partners need to consider the following when preparing their winterization projects:

- Per-activity costs are calculated based on the costs shared by partners implementing similar activities. It is estimated that the vulnerable rural household owns 1 to 2 cows, or at most 3 cows;
- FSLC recognizes that actual activity costs may change based on access and availability of products in the local market.
- The above costs do not include delivery to vulnerable households or administrative and staffing expenses. Consider these prices a guide for estimating the cost of your activity;
- Consult the local veterinary department before the project is developed and after it has been funded, as prices may change when the project is developed. In addition, it is advisable to conduct a rapid market assessment to determine the appropriate price rather than exceeding current market prices;
- Direct purchases should only be contemplated following an extensive market assessment and discussion with FSLC.

## Project locations

The FSLC identified nine priority oblasts based on proximity to the front line. FSLC priority oblasts align with oblasts identified by the Cluster 2023 Humanitarian Response Plan (HRP). The oblasts are Chernivetska, Sumska, Kharkivska, Donetska, Dnipropetrovska, Khersonka, Mykolaivska, Zaporizka, and Odesa. FSLC recommends partners prioritize targeting vulnerable rural households within 100 km of the front line and border areas. Infrastructure damage within 100 km of the front line is massive. Therefore, partners must ensure animal barns/shelters are ready for winter to protect vulnerable household livelihoods

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<sup>9</sup> Based on costs shared by the partners for activities implemented during the winter and accounting for inflation.

## Vulnerability criteria and targeting

The household is targeted if it has animals and needs assistance in animal barn/shelter repairs; animal feed; and veterinary support to keep their animals (assets) alive. Targeting such households within 100 km of the front line is a priority.

According to the Food Security Cluster terminology guide, vulnerability is the condition determined by physical, social, economic, and environmental factors or processes that increase the susceptibility of an individual, a community, assets, or systems to the impacts of hazards. Vulnerability is an important concept in food security. It is defined as the probability of an acute decline in food access or consumption levels below minimum survival needs. It is a result of both exposure to risk factors—such as drought, conflict, or extreme price fluctuations—and of underlying socioeconomic processes that reduce people’s ability to cope. Thus, vulnerability can be viewed as follows: vulnerability = exposure to risk + inability to cope. The government of Ukraine has identified 15 vulnerability criteria.

However, for the purpose of this guide, the FSLC prioritizes the following vulnerable rural farmers: pensioners; those with a disability; households that have lost their breadwinner; single parents with low income (< UAH 2,500) with no remittances; households with more than three children; households with a bedridden member; low-income households; and mixed rural host/nondisplaced households with or without internally displaced persons (IDPs) with animals.

The household is targeted if they have animals and need assistance in animal barn/shelter repairs; animal feed; and veterinary support to keep their animals (assets) alive.

## Key elements to consider when responding to call for UHF Reserve Allocation applications

The UHF Reserve Allocation strategy does not require multisectoral responses for the winterization response as early as the previous allocation strategy. Therefore, the FSLC encourages partners to develop sectoral/cluster projects. Only undertake multisectoral projects involving water sanitation and hygiene (WASH) or shelter/nonfood items (shelter/NFIs) (the other eligible clusters along with FSL) if you possess the necessary expertise. In addition, we strongly encourage partners to seek guidance from FSLC when developing their projects.

Align the FSLC winterization project with Cluster Objective (CO2) and HRP [Strategic Objective 1](#).

### Kindly consider the following:

Pay close attention to the UHF 2023 Second Reserve Allocation Strategy. Section 5 of the document highlights the critical areas partners need to consider. Note that the review panel assigns a score to each proposal section, and therefore carefully ensure each section is well written to avoid score reduction. It’s a competitive process, so ensure the cross-cutting sections are well developed. The FSLC has deliberately listed project selection criteria below to emphasize their importance.



## Project selection criteria

In addition to supporting the above-mentioned strategic and operational priorities, all projects to be funded through this allocation should pursue the following cross-cutting principles and key programmatic considerations.

1. **Localization:** Direct submissions from eligible national nongovernmental organizations (NGOs) and submissions from eligible international NGOs and UN agencies with sub-implementing partnerships with national and local partners, including small civil society organizations (CSOs) and volunteer groups operating in targeted communities, will be prioritized. For the submissions that include sub-implementing partnerships, main partners leading the submission are encouraged to include in the project log frame appropriate capacity support to the sub-implementing partners and monitoring activities for quality control and risk assurance, and to budget these activities accordingly. Budget and program support costs (overhead costs) should be shared fairly among the partners based on their operational coverage.
2. **Access and operational capacity:** Only submissions by partners with demonstrated operational presence/access in target locations and capacity to absorb the allocated funds and implement prioritized activities in line with the sectoral technical requirements in time for the winter season will be recommended for the Strategic Review. For this, partners should have consulted and reported their activities to relevant clusters before submitting a proposal under this allocation.
3. **Protection mainstreaming:** Incorporate protection principles and promoting meaningful access, safety, and dignity in humanitarian aid, including for the prevention of, mitigation of, and response to gender-based violence.
4. **Accountability to affected populations (AAP):** Project design should demonstrate the involvement of affected people in all phases of the project cycle and accessibility of collective feedback and complaints mechanisms for affected people across gender, age, disability, and other diversity factors, in line with the 2022 Ukraine AAP Action Plan.
5. **Evidence-based approach:** Needs are clearly identified and articulated and supported by beneficiary data disaggregated by gender, age group, type, disability, and other factors contributing to the need for specialized assistance.
6. **Cost effectiveness:** The budget is fair and proportionate in relation to the context. Proposals demonstrating better cost effectiveness will be prioritized, where: a) for comparable activities and outputs, the total cost is less; b) cost per assisted person is competitive and within an acceptable range for the cluster (based on activity-based costing and cluster-specific standard costs); c) the level of support and personnel costs are reasonable and in line with a given type of implementation modality; and d) the proposed period of implementation is adequate and represents best use of resources at that time.

7. **Monitoring:** A realistic monitoring and reporting plan is incorporated in the project to measure the achievements against planned outputs and timeline and the quality of assistance provided, including through sub-implementing partners.
8. **Risk management:** Assumptions and risks are comprehensively and clearly spelled out, along with risk mitigation and management strategies. We added some examples of risks below.
9. **Coordination and complementarity:** Demonstrate the partner's coordination with relevant clusters and key stakeholders (including local authorities, Ministry of Agriculture, the vet services providers, and other humanitarian partners in the project location), as well as complementarity between the proposed project and activities implemented with other funding sources.
10. **Gender and age considerations:** Specific needs of different gender and age groups and response to address them are articulated in the project design and implementation plan (including in needs assessments, log frame, monitoring, and accountability mechanisms, with appropriate resources budgeted).
11. **Disability inclusion:** Programming includes strategies to reduce discrimination and barriers for persons with disabilities to fully engage with and benefit from the response.
12. **Prevention of sexual exploitation and abuse (PSEA):** Demonstrate that the partner (and any sub-implementing partners) has mechanisms in place to prevent, detect, report, and manage incidents of SEA.

## Risk management

As in any assistance intervention, there are risks associated with the use of cash and vouchers. These risks must be considered before and after implementation according to the FAO Manual section entitled: Livestock-Related Interventions during Emergencies. Partners are to contextualize the risks and utilize the FAO Manual section that is relevant for the intervention.<sup>10</sup>

**Table 4. Examples of risks and mitigation**

Risk	Mitigation option
Inflation of prices of key goods and distortion of local markets	Carry out market assessment (before the cash/voucher program begins) and perform market monitoring (during and after the program).
Inaccessible target location due to the snow	Distribute cash or project inputs to the targeted beneficiaries before December.

<sup>10</sup> <http://www.vetnetwork.org.uk/userfiles/Livestock-related%20interventions%20during%20emergencies.pdf>.

Poor-quality housing materials, forage, veterinary services	Ensure that proper quality control measures are in place and monitor how they function throughout the project.
Undue interference from local authorities (over-targeting, selection of suppliers, etc.)	Create a strong management that knows how to negotiate with local authorities.
Irregular exchange of vouchers for inputs, livestock services	Monitor exchanges during voucher programs. As far as possible, set grievance and corrective mechanisms for beneficiaries to report irregularities.
Theft, corruption, and misuse of cash vouchers	Implement effective monitoring and ensure segregation of duties.
Problems with electronic delivery mechanisms	Test the functioning of e-voucher readers, smart cards, mobile phone coverage, etc.
Funds transferred to financial institution to fund operations are diverted.	Transfer limited amounts in tranches.
Disruption of market prices from a substantial, external buyer entering the market	Try to purchase services from existing service providers.
Disruption and undermining of local private service providers	Ensure that the private-sector service providers are beneficiaries through subcontracting agreements. Avoid free or subsidized services if possible.
Inadvertently, larger livestock owners benefit much more than vulnerable households.	Ensure greater attention to selection criteria and targeting in the beneficiary's selection process, e.g., use of veterinary vouchers.
Competition between agencies offering similar animal health service but applying different conditions	Ensure proper collaboration between implementing agencies. Inform the cluster immediately of the situation.
Potential for private-sector opportunism and racketeering	Ensure program design is pragmatic and flexible, based on locally prioritized needs.
Evaluation and impact assessments compromised by poor program design, and lack of assessment criteria and baseline data	Ensure valuation and impact assessment is an integral component of the program's design.

## Examples of indicators

*Note:* **process indicators** measure the implementation of project activities, or what is being done. Most emergency livestock projects focus on process indicators, which is relatively easy, as it involves the simple counting of items or people, such as the number of bottles of medicine provided to a veterinary worker.

Process indicators are important because they often relate to project expenditure and are therefore used for financial accountability.<sup>11</sup>

Process indicators
Number of individuals receiving livestock inputs disaggregated by household status, age, and gender
Number of individuals supported with sectoral cash/vouchers to repair their livestock shelters/barns disaggregated by household status, age, and gender
Number of animals vaccinated at the household
Number of households receiving animal feed disaggregated by household status, age, and gender
Number of individuals provided with emergency agriculture and livestock inputs, disaggregated by household status, age, and gender.



Photo: [The New Yorks Times](#)

<sup>11</sup> <http://www.vetnetwork.org.uk/userfiles/Livestock-related%20interventions%20during%20emergencies.pdf>.