

# Ukraine – Complex Emergency

NOVEMBER 9, 2023

## SITUATION AT A GLANCE

**9,806**

UN-Confirmed  
Civilian Deaths  
Resulting From  
the Conflict

*OHCHR – October 2023*

**5.9**  
MILLION

Refugees From  
Ukraine Recorded  
Across Europe

*UNHCR – November 2023*

**3.7**  
MILLION

People Internally  
Displaced Across  
Ukraine

*IOM – September 2023*

**17.6**  
MILLION

People in Need of  
Humanitarian  
Assistance in Ukraine

*UN – January 2023*

**9**  
MILLION

People Reached With  
Humanitarian  
Assistance in Ukraine  
in 2023

*UN – September 2023*

- GoR aerial attacks in October and early November caused civilian casualties and damaged energy and port infrastructure throughout Ukraine.
- Relief actors—including USG partners—have identified and are responding to high winterization needs during the 2023/2024 winter season, particularly in frontline areas.
- Humanitarian organizations reached an estimated 9 million people throughout Ukraine with multi-sector humanitarian assistance between January and September. Additionally, 95 UN-led convoys reached more than 380,000 people in frontline areas with assistance between January and October.



<sup>1</sup> FY 2024 funding for the Ukraine Complex Emergency will be included in future products when committed/obligated. For information on the U.S. Government (USG)'s funding toward the response in FY 2023, refer to Ukraine Complex Emergency Fact Sheet #22 released on September 30, 2023, available on the USAID website at <https://www.usaid.gov/humanitarian-assistance/where-we-work>.

## KEY DEVELOPMENTS

### GoR Attacks Continue to Target Civilian, Energy, and Port Infrastructure, Causing Civilian Casualties

Government of Russia (GoR) forces continued to launch aerial attacks on civilian, energy, and port infrastructure throughout Ukraine during October and early November. On October 5, GoR forces conducted an aerial attack on a café hosting a funeral reception in Kharkiv *Oblast's* Hroza village, causing 59 civilian deaths, including two USAID Bureau for Humanitarian Assistance (USAID/BHA) partner staff, according to a report on the attack by the Office of the UN High Commissioner for Human Rights (OHCHR). There was no indication of military personnel or legitimate targets at or near the café at the time of the attack, according to the OHCHR report. Furthermore, the report concludes that GoR forces either failed to verify whether the target was a military objective or deliberately targeted civilians. Ongoing GoR attacks indiscriminately targeting civilians and civilian infrastructure represent human rights violations and war crimes, OHCHR reports.

GoR aerial attacks also damaged energy infrastructure in Ukraine during October and early November. A GoR aerial attack targeting nine *oblasts* on October 20 caused partial or total power blackouts in areas of Chernihiv, Dnipropetrovsk, Donetsk, Kharkiv, Kherson, Sumy, and Zaporizhzhya *oblasts*. Additionally, GoR shelling severely damaged a thermal power plant operated by DTEK—Ukraine's largest energy provider—on October 22, resulting in significant damage to equipment at the plant. As of October 23, GoR forces had targeted DTEK's energy facilities 35 times since September 2022, resulting in the deaths of three energy workers and injury to at least 28 others, DTEK reports.

GoR forces have also consistently launched aerial attacks targeting port infrastructure in southern Ukraine's Odesa *Oblast* following the GoR's withdrawal from the Black Sea Grain Initiative in July. For example, GoR forces launched 22 single-use unmanned aerial vehicles (UAVs) and four missiles targeting Odesa on November 6, injuring at least eight civilians and damaging an unconfirmed amount of grain, according to international media. Government of Ukraine (GoU) air defenses intercepted 15 of the UAVs and one of the missiles.

### Relief Actors Assess and Respond to Winterization Needs Across Ukraine

Relief actors continue to assess conditions and distribute winterization assistance ahead of the peak of the 2023/2024 winter season. Local vendors throughout Ukraine anticipate heightened demand of solid fuels—including briquettes, coal, firewood, and wood pellets—will lead to price increases in the coming months, particularly in areas close to the front line, according to an assessment by the International Organization for Migration (IOM). Following key informant interviews in Chernihiv, Dnipropetrovsk, Kharkiv, Kherson, and Kyiv *oblasts*, IOM found that less than half the population in the *oblasts* had access to solid fuel heating appliances as of mid-August, leaving them vulnerable to the effects of GoR attacks and resultant energy infrastructure damage. Residents of these *oblasts* also identified a high demand for residential insulation and expressed concerns about potential electricity shortages and the impact on reliable heating access during the winter season. Additionally, electricity costs have increased by an average of more than 50 percent since December 2022, making it a more costly and less viable heating option for those who cannot access or afford gas or firewood, IOM reports.

The UN released a revised Winter Response Plan on October 3, requesting \$435 million to reach more than 1.7 million people throughout Ukraine with winterization assistance between October 2023 and March 2024. Since September 1, U.S. Department of State's Bureau of Population, Refugees, and Migration (State/PRM) partner the Office of the UN High Commissioner for Refugees (UNHCR) reached more than 48,000 people

with cash assistance and winterization supplies. In total, UNHCR plans to provide 900,000 people with winterization assistance from September 2023 to the end of February 2024. In addition, USAID/BHA partners continue to procure and distribute winterization items, including winter clothing and blankets, amid the onset of the 2023/2024 winter season in Ukraine.

## Relief Actors Reach 9 Million People Between January and September

Humanitarian organizations—including USAID/BHA partners—reached an estimated 9 million people across Ukraine, more than 60 percent of whom were women and girls, with multi-sector assistance from January to September, according to the UN Office for the Coordination of Humanitarian Affairs (OCHA). This assistance included health services for approximately 7.1 million people; food and livelihood support for 4 million people; multi-purpose cash assistance (MPCA) for 3.5 million people; and protection services, such as gender-based violence (GBV) response interventions, for approximately 3.9 million people. IDPs comprised approximately 3.4 million people of the total population reached during the nine-month period, according to OCHA.

Additionally, 95 UN-led humanitarian convoys—including USAID/BHA partners IOM, the UN Children’s Fund (UNICEF), and the UN World Health Organization (WHO), as well as State/PRM partner UNHCR—reached more than 380,000 people in frontline areas with critical assistance—including emergency food assistance and winterization supplies such as blankets, generators, and shelter repair supplies—from January to October.

### KEY FIGURES



**1.2 Million**

People in Ukraine reached with USAID/BHA-supported in-kind food assistance via WFP in July 2023



**3.4 Million**

People able to receive health care with supplies distributed by USG partner UNICEF in 2023

## U.S. GOVERNMENT RESPONSE

### FOOD SECURITY

To meet increasing food needs since the GoR invasion, USAID/BHA is supporting the UN World Food Program (WFP) and two international nongovernmental organizations (INGOs) to provide food assistance in Ukraine. WFP continues to prioritize food distributions in eastern and southern Ukraine, where fighting and supply chain disruptions hinder food access for vulnerable populations in frontline areas. During July, WFP reached more than 1.2 million people in Ukraine with in-kind food distributions, including children who received supplementary feeding to prevent malnutrition.

### HEALTH

To support the health needs of conflict-affected populations, USG humanitarian partners are providing health care supplies, medicine, and other health assistance in Ukraine and neighboring countries. USAID/BHA is supporting the UN Population Fund (UNFPA), UNICEF, WHO, and five INGO partners to respond to emergency health needs in Ukraine. With USG and other donor support, UNICEF has supported access to health care services for more than 3.4 million children and women inside Ukraine through the distribution of medical supplies and equipment since the beginning of 2023. Meanwhile, as of late July, WHO had delivered more than 240 generators and nearly 2,400 metric tons of medical supplies to Ukraine since March 2022, the UN agency reports.

State/PRM is also supporting IOM, UNFPA, UNICEF, WHO, and other international organizations to provide health care services to refugees in neighboring countries. This support includes meeting urgent trauma care needs by deploying emergency medical teams, delivering essential medical supplies and equipment, providing support for persons with disabilities, and providing logistics support to fill urgent gaps. State/PRM health support in multiple countries in the region serves to strengthen the capacity of local health systems to support increased numbers of refugees.



### 3.3 Million

People supported with safe drinking water through USG partner UNICEF between January and late August

## WASH

Disaster-affected populations are often more susceptible to waterborne diseases due to reduced access to hygiene items, safe drinking water, and sanitation services. In response, USG partners are providing water, sanitation, and hygiene (WASH) support to conflict-affected populations, including distributing hygiene kits; repairing damaged WASH infrastructure; and transporting safe drinking water to conflict-affected areas. Overall, USAID/BHA supports IOM, UNICEF, nine INGO partners, and one Ukrainian NGO partner to address WASH needs in Ukraine. In 2023, UNICEF had provided access to safe drinking water for more than 3.3 million people through the rehabilitation of water networks, the provision of water treatment equipment, and the distribution of safe drinking water as of late August. State/PRM partners are also providing WASH assistance in Ukraine and to refugees in neighboring countries, including strengthening sanitation infrastructure in shelters.



### 12

USG implementing partners providing MPCA

## MULTIPURPOSE CASH ASSISTANCE

The USG supports the International Federation of Red Cross and Red Crescent Societies (IFRC), IOM, UNHCR, WFP, and seven INGOs to provide MPCA. Assistance in the form of cash-based transfers and vouchers allows displaced or other conflict affected people to meet their immediate needs—such as clothing, food, fuel, shelter, or utilities—through local markets and provides a more efficient means of reaching vulnerable communities than providing in-kind commodities. With support from USAID/BHA and other donors, WFP provided cash transfers for food to more than 165,000 conflict-affected individuals across Ukraine in July alone. State/PRM is also supporting IOM and UNHCR to provide MPCA to refugees in neighboring countries, as well as UNICEF to provide cash assistance to vulnerable households with children in transit. UNHCR reached more than 160,000 Ukrainian refugees in Bulgaria, Moldova, Poland, Romania, and Slovakia with cash assistance between January 1 and September 29.



### 20

USG implementing partners providing essential protection services

## PROTECTION

Armed conflict often exacerbates protection risks. Civilians must cope with threats such as sexual violence, family separation, exploitative labor, exclusion from life-saving humanitarian assistance, and domestic abuse. In response, USAID/BHA supports IOM, UNFPA, UNICEF, UN Women—

through USAID/BHA's partnership with the UN Development Program (UNDP)—and WHO, as well as ten INGOs and two Ukrainian NGOs to implement protection interventions for conflict-affected populations in Ukraine. USAID/BHA partners provide mental health and psychosocial support (MHPSS) services to children, persons with disabilities, and older people; operate mobile protection teams to reach remote communities with GBV prevention and response activities, legal assistance, and MHPSS; and conduct other protection activities. Since the beginning of 2023, UNICEF-supported MHPSS interventions had reached nearly 1.5 million children and caregivers to help them cope with the psychological effects of conflict and displacement as of August 31. UNICEF had also provided more than 367,000 women and children with GBV prevention, response services, and risk mitigation as of the same date.

## CONTEXT IN BRIEF

- The GoR commenced a full-scale invasion of Ukraine on February 24, 2022, after mobilizing hundreds of thousands of military forces and heavy weaponry near its border with Ukraine and subsequently launching widespread attacks. Immediately prior, the GoR had ordered forces into non-GoU-controlled areas of Donetsk and Luhansk *oblasts* after recognizing the areas' independence from Ukraine on February 21.
- The GoR invasion marked a major escalation of conflict in Ukraine, where fighting in the country's eastern *oblasts* had caused large-scale population displacement and widespread damage to infrastructure since March 2014. The heaviest fighting had occurred in the easternmost *oblasts* bordering Russia, particularly Donetsk and Luhansk; however, the large influx of internally displaced persons from these areas had also impacted neighboring *oblasts*. The UN estimated that 2.9 million conflict-affected people in eastern Ukraine required humanitarian assistance as of early 2022, prior to the February 24 GoR invasion.
- On February 24, 2022, USAID announced the activation of a Disaster Assistance Response Team (DART) to lead the USG humanitarian response to the crisis in Ukraine, with initial staff in Rzeszów, Poland; Chişinău, Moldova; Budapest, Hungary; Bucharest, Romania; and Bratislava, Slovakia. To support the DART, USAID activated a Response Management Team in Washington, D.C. State/PRM staff in Brussels, Belgium; Chişinău, Moldova; Warsaw, Poland; Geneva, Switzerland; Kyiv, Ukraine; and Washington, D.C., also continue to support response activities. As of November 2023, USAID maintains staff in Krakow, Poland; Kyiv, Ukraine; and Washington, D.C.
- On October 14, 2023, U.S. Ambassador to Ukraine Bridget A. Brink renewed the declaration of humanitarian need for Ukraine for FY 2024 due to widespread displacement and continued humanitarian needs of vulnerable populations in Ukraine resulting from Russia's full-scale invasion.

---

## PUBLIC DONATION INFORMATION

- The most effective way people can assist relief efforts is by making cash contributions to humanitarian organizations that are conducting relief operations. A list of humanitarian organizations that are accepting cash donations for disaster responses around the world can be found at [interaction.org](https://www.interaction.org).
- USAID encourages cash donations because they allow aid professionals to procure the exact items needed, often in the affected region; reduce the burden on scarce resources, such as transportation routes, staff time, and warehouse space; can be transferred very quickly and without transportation costs; support the economy of the disaster-stricken region; and ensure culturally, dietarily, and environmentally appropriate assistance.
- More information can be found at:
  - USAID Center for International Disaster Information: [cidi.org](https://www.cidi.org)
  - Information on relief activities of the humanitarian community can be found at [reliefweb.int](https://www.reliefweb.int).

USAID/BHA bulletins appear on the USAID website at [usaid.gov/humanitarian-assistance/where-we-work](https://www.usaid.gov/humanitarian-assistance/where-we-work)