COMITÉ D'AIDE MÉDICALE UKRAINE

CAM Ukraine Strategy

WINTER 2026-2027



This presentation has two objectives: to provide a concise analysis of the Humanitarian Needs Response Plan for Ukraine for the winter of 2026 – 2027, coordinated by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), and to demonstrate how the activities of the Ukraine Medical Aid Committee fit into this strategic plan, as well as to identify any gaps and attempt to address them, even though we are not funded by these United Nations agencies.

It is important to understand this collective plan of the international community, to recognise its strengths and weaknesses, and to examine how our specific characteristics and comparative advantages enable us to seek coherence and complementarity with the work of the wider humanitarian coordination framework. All our projects are designed with this response strategy in mind, and we liaise with the humanitarian coordination body in Ukraine to avoid duplication of aid.

We carried out a mission during the harshest part of winter in January–February 2026, when temperatures dropped below –20°C.

We implemented our 'Bridge of Heart, Warmth and Light for Ukraine' initiative and sought to learn from this experience.

An initial 'Preparing for Winter 2026–2027' mission to consult with various authorities in Ukraine was carried out over three weeks in late July and early August. We also took the time to meet with our two main Ukrainian partner organisations, the Zakarpattia Medical Aid Committee and Infinita Dignitas. Further monitoring and evaluation missions are planned for the coming winter.

In this document, we first set out the strategy of the Ukraine Medical Aid Committee and then, in the second part, provide a summary of the plan drawn up by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).



Maps and key indicators for assessing winter needs

OCHA has identified four strategic priorities for intervention :

1. Strategic Priority 1 (SP1)
Supporting the most vulnerable people located near the front line.

2. Strategic Priority 2 (SP2)
To meet the needs of recently displaced and evacuated people, including those in transit centres

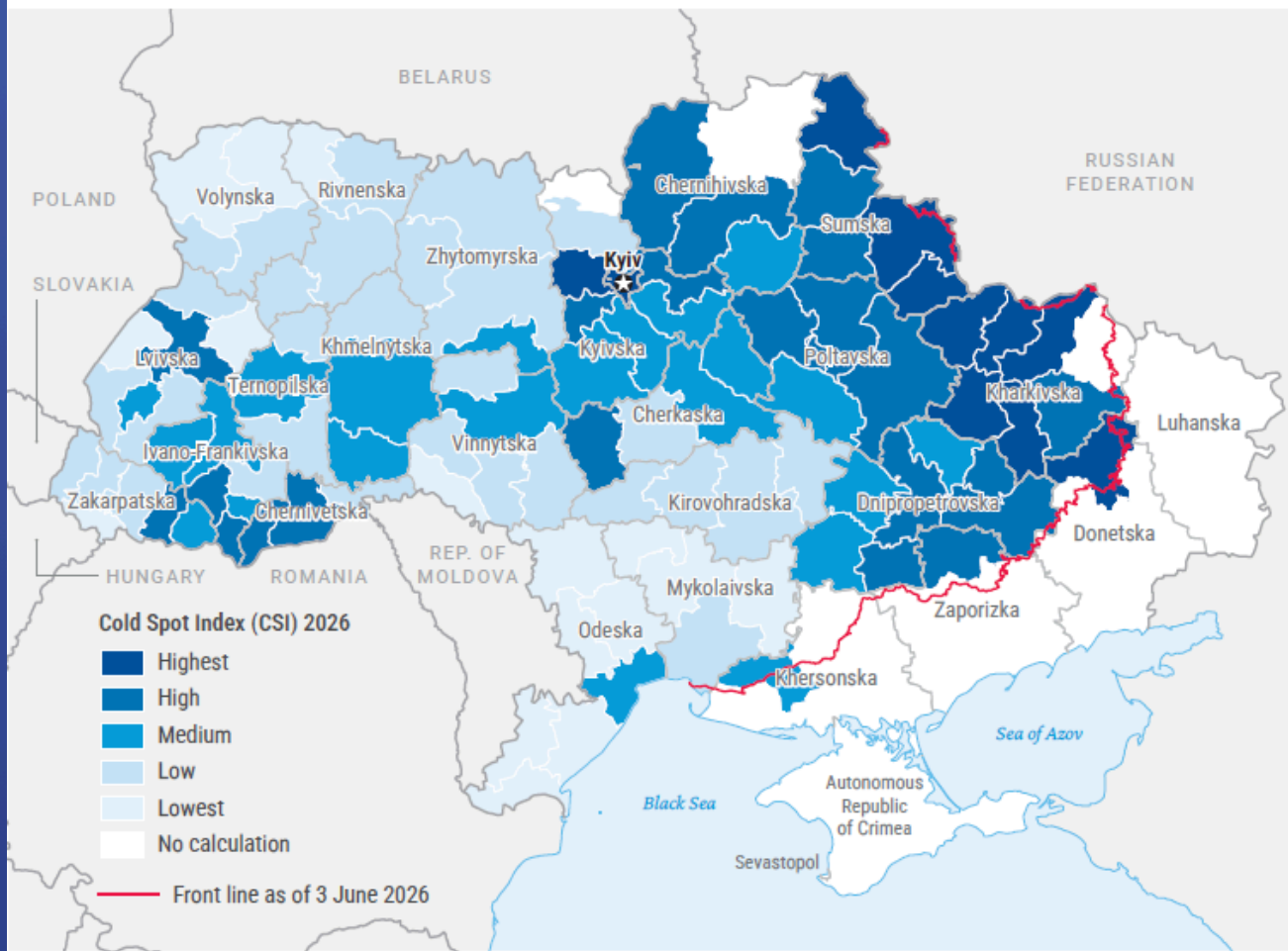
3. Strategic Priority 3 (SP3)
Provide an emergency response following air strikes

4. Strategic Priority 4 (SP4)
Supporting humanitarian protection

Planned Reach and Funding Requirement by Strategic Priority

STRATEGIC PRIORITY (SP)	ACTIVITIES	PLANNED REACH	REQUIRED FUNDING (US$)	CASH
SP1: Front-line response	15	1.7M	$257M	70%
SP2: Support to new displacement & evacuations	3	33K	$10.9M	82%
SP3: Emergency reponse after strikes	11	546K	$58.1M	58%

2026/2027 Cold Spot Index by Raion



1. CAM Ukraine's strategy for winter 2026–2027

This winter strategy is based primarily on **the collective experience of our Ukrainian partners** – from Uzhhorod to Kharkiv and from Sumy to Kherson and Mykolaiv – as well as on the experience of CAM Ukraine team members over the last four winters in Ukraine, and in particular on our assessments carried out since January 2026.

It represents an adaptation, tailored to our scale and **our knowledge of the situation on the ground**, of the Ukrainian authorities' Winter Preparedness Plan and the 2026 Humanitarian Needs Assessment for Ukraine led by **the UN Office for the Coordination of Humanitarian Affairs.**

1.1 Plan at the national level : establish an emergency reserve

The aim is to set up a flexible fund to enable **a very rapid response to emergency** needs arising from destruction, wherever in Ukraine, based on requests received via our partners.

This fund must have a minimum balance of between €50,000 and €100,000 to enable a rapid response in support of communities facing hardship due to the attacks, which are expected to be ferocious and aimed at making the winter as unbearable as possible for Ukrainians.



A resident of a bombed village in the Sumy region, January 2026 – Photo : Infinita Dignitas D.R



The generator powering the Iskra Dobra food truck in Kyiv, February 2026 – Photo: CAM Ukraine, D.R

1.2 With the Zakarpattia Medical Aid Committee (CAMZ) and its partners

Комітет медичної допомоги в Закарпатті

Based in the western part of the country, the organization primarily addresses the needs of displaced persons in areas near the front lines and in collective shelters, as well as in health facilities near the front lines. CAMZ also directly manages three shelters for displaced persons in Transcarpathia. This aligns with OCHA's PS1, PS2, and PS3 priorities.

CAMZ conducted a needs assessment to strengthen reception facilities for displaced persons in the western part of the country in the event of massive population movements from the eastern part of the country.

Depending on our financial resources and in-kind donations, we will continue to support them. In particular, we plan to send regular shipments of medications (including winter-specific medications) and medical supplies. Generators and portable power stations will also be delivered.

We have provided an **armored van, a mobile kitchen, and an 89 kVA generator** to the Iskra Dobra association to help distribute hot meals in high-risk areas and power one of their two food trucks. This food truck also operates in areas affected by airstrikes. This aligns with OCHA's PS1 and PS3 priorities.

1.3 With Infiinita Dignitas
An NGO based in Kharkiv and Sumy

INFINITA DIGNITAS
NGO

Response plan for the Kharkiv Oblast

– Infinita Dignitas provides a regular medical presence at the two regional transit centres which are taking in newly displaced people from the front line (0–20 km). This aligns with OCHA's strategic priorities PS2 and PS4.

– Infinita Dignitas provides regular medical consultations in 17 centres for internally displaced persons. This aligns with OCHA's strategic priorities PS2 and PS4.

– Infinita Dignitas runs mobile clinics for particularly vulnerable people (around 1,500 beneficiaries), some of whom are near the front line. This aligns with OCHA's strategic priority PS1.

CAM Ukraine provides monthly financial
support for the mission. We fund and supply medicines and medical consumables.

Response plan in the Sumy Oblast

– Infinita Dignitas maintains a regular medical presence at the regional transit centre, which accommodates newly displacedpeople arriving from the front line (0–20 km) in the collective accommodation section. This aligns with OCHA's strategic priorities PS2 and PS4.

– Infinita Dignitas provides regular medical consultations in four centres for internally displaced persons. This aligns with OCHA's strategic priorities PS2 and PS4.

– Infinita Dignitas runs mobile clinics for particularly vulnerable people (over 500 beneficiaries), some of whom are near the front line. This aligns with OCHA's Strategic Priority PS1.

CAM Ukraine provides monthly financial support for the mission. We fund and supply medicines and medical consumables.

– As part of our emergency preparedness, we are planning to build up a stock of essential supplies (energy-rich food, flexible water tanks and pumps, generators and portable power stations, solar lamps, etc.) and to strengthen Dignitas's logistical capabilities. Dignitas's armoured van will be able to assist with civilian evacuations if required. The ambulance and the 4x4 ambulance will be able to assist with medical evacuations.



Mobile clinic in Sumy, January 2026
– Photo: Infinita Dignitas D.R.

The aim is to contribute to the 'Sumy Preparedness Plan' drawn up by the local OCHA coordination team and the NGOs operating in the Sumy region.

This plan sets out various scenarios in the event of a deterioration in the military and humanitarian situation.

We have received support from **the city of Orléans** and several organisations and businesses : Les Bricos du Coeur, Kalyna, Ukraine Grenoble Isère, les Filles du Cœur de Marie, Tulipe, Corben…

1.4 In collaboration with the authorities of the oblast and the city of Sumy

Project with the Nouvelle-Aquitaine region

The priority at this stage is to prepare for the coming winter, which everyone is awaiting with concern following the experiences of the winter of 2025–26, with regard to both electricity needs and the need for decentralised heating systems. It is against this backdrop that the 'Solar' project, supported by the Nouvelle-Aquitaine Region, is being rolled out; it comprises two strands :

– a 'light support' initiative involving solar kits (panels and batteries) intended for various types of facilities (social, educational or cultural centres) which, due to their location within the region, which play an important role in the region's resilience to power cuts and the approaching winter.

– a dedicated 'Health' strand, which involves installing 15 kVA solar power stations at a health centre and a hospital, and equipping a third health centre with lightweight batteries.



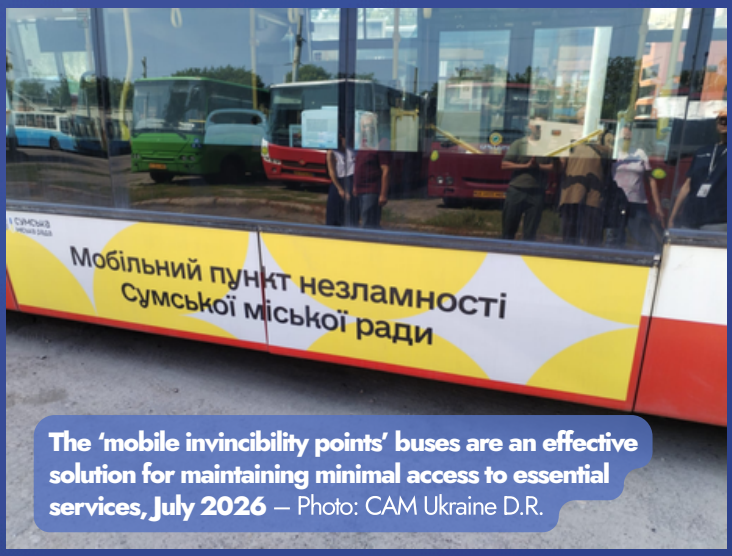
Delivery of generators and solar solutions to Soumy as part of winter preparations, July 2026 – Photo: CAM Ukraine D.R.

CAM Ukraine has signed partnership agreements with the city and region of Sumy.

In consultation with these authorities and Infinita Dignitas, we are focusing on access to energy. We have sent several generators for essential facilities (water supply) and 'resilience buses', and four portable power stations for two healthcare facilities.



Equipping air-raid shelters is a priority as the bombardment of the city of Sumy intensifies, July 2026 – Photo: CAM Ukraine D.R.



The 'mobile invincibility points' buses are an effective solution for maintaining minimal access to essential services, July 2026 – Photo: CAM Ukraine D.R.

Strengthening fixed and mobile 'invincibility points' and air-raid shelters

We were asked to help strengthen the 'mobile invincibility points' strategy, which involves buses equipped to provide heating, electricity and communication for people in affected areas.

We have been asked to provide water dispensers, microwaves, kettles, blankets, phone charging stations, small generators and, for each team in charge of an 'invincibility point', personal protective equipment (bulletproof vests and helmets).

We have sent 8 generators for the "mobile invincibility points" buses.

The authorities are asking us to help increase the capacity of existing air-raid shelters, specifically by providing additional mattresses, blankets, small generators, and portable power stations (Ecoflows).

Our response during the winter of 2025–2026

and the lessons learnt for the coming winter

CAM Ukraine raised approximately €382,000

We sent **32 high-power generators** ranging from 15 to 900 kVA, with a total output of more than 2.2 MW, about 30 low-power generators, and more than 100 EcoFlows.

We supported the **NGO Iskra Dobra**, which distributes hot meals, by providing them with financial support, a mobile kitchen, and an 89 kVA generator for their food truck semi-trailer.

Комітет медичної допомоги в Закарпатті

INFINITA DIGNITAS NGO

ІСКРА ДОБРА В КОЖНОМУ

Lessons learnt

Overall, we will work to ensure that the equipment already shipped during the winter of 2025–26 is in good condition and operational.

It was essential to seek optimal coordination with the relevant Ukrainian ministries as well as with regional and municipal authorities.

We recognized the importance of timing and began mobilizing at the start of summer, conducting identification missions and launching initial initiatives.

During the winter of 2025–2026, we realized the importance of coordinating with donors**—and particularly with the embassy—**at a very early stage. We will continue to do so for the coming winter.

Breakdown of expenditure

Purchases

(generators, eco-flows, mobile kitchen and financial support)

274 000 €

In-Kind donations of generators

87 000 €

National transport

21 000 €

2. Summary of the United Nations Winter Response Plan led by the Office for the Coordination of Humanitarian Affairs (OCHA)

2.1 Objective

The most vulnerable people affected by the war are protected from the winter cold through the provision of essential multisectoral aid and services.

The 2026–2027 Winter Response Plan aims to provide multi-sectoral winter assistance to more than 2.1 million people, including nearly 430,000 displaced people and 1.7 million non-displaced people, through 17 activities carried out between October 2026 and March 2027.

This response requires funding of $358.4 million. It reflects the overarching decisions taken by the UN in New York as part of the so-called 'Humanitarian Reset', which aims to achieve the best possible results under severe budgetary constraints, whilst changing coordination methods in light of the situation in Ukraine.

In Ukraine, the UN Humanitarian Action Plan, or HNRP (Humanitarian Needs Response Plan), is based **on four priorities :** frontline areas, support for people who do not wish to be evacuated, support for displaced persons, and relief for people in areas under bombardment. Experience shows just how fluid these categories are, which makes coordination difficult.

The Winter Response Plan is a targeted component of the broader humanitarian response, addressing winter-specific humanitarian needs and complementing the ongoing multisectoral activities implemented throughout the year under the **2026 Humanitarian Needs and Response Plan (HNRP)**, which must continue in parallel.

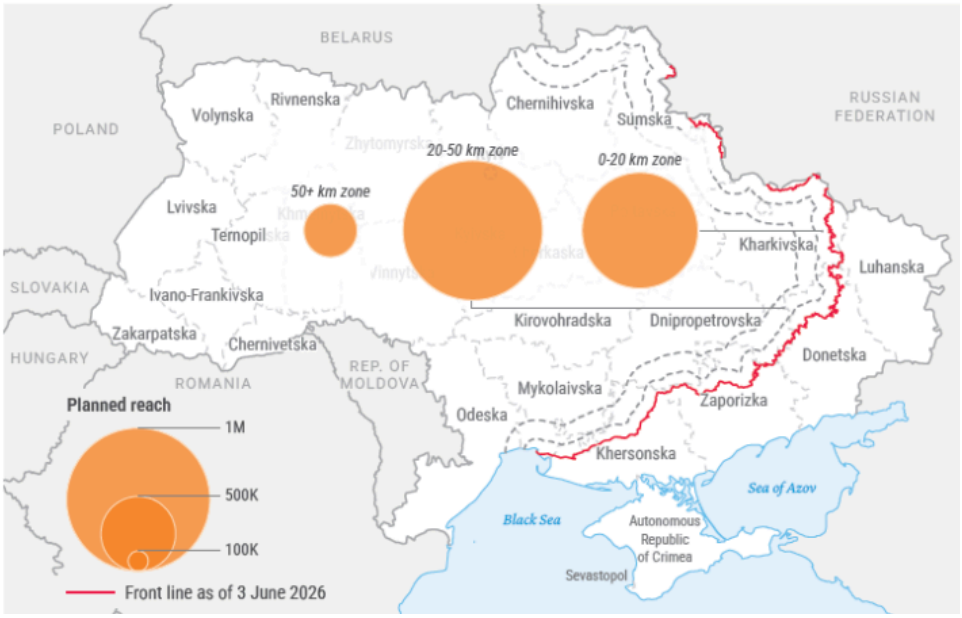
The Plan implements the winter-specific activities identified in the 2026 HNRP and incorporates planning assumptions for the period January–March 2027, which will be refined through the analysis that will inform the 2027 HNRP.

Drawing on lessons learned from previous winter responses and an updated needs assessment, the plan outlines how the humanitarian community will help **vulnerable people affected by the war cope with harsh winter conditions and disruptions to essential services resulting from attacks on civilian infrastructure during the coldest months.**

PLANNED REACH	REQUIREMENTS (US$)	CASH ASSISTANCE	ACTIVITIES
2.1M	$358.4M	70%	17

0.4M Internally Displaced People | 1.7M Non-Displaced People

People to be Assisted with Winter Activities



Compared with previous winter responses, the 2026–2027 Plan adopts a more differentiated approach, **maintaining support in frontline, hard-to-reach and rural areas**, whilst seeking opportunities to help address the humanitarian consequences of prolonged power and service cuts in urban centres.

The aim is to ensure that the most vulnerable people can enjoy safe, warm and dignified living conditions throughout the winter season. This plan serves as a tool for planning, **advocacy, resource mobilisation and coordination with government authorities regarding the priorities for humanitarian response during the winter.**

2.2 The 2026–2027 Winter Response Plan

sets out a multi-sectoral approach aligned with the four strategic priorities of the 2026 HNRP

The plan emphasises the provision of vital and urgent winter assistance through proven and trusted humanitarian actors. They receive technical support in the areas of water, anitation and hygiene (WASH), shelter and non-food items (NFIs), health, protection, as well as food security and livelihoods.

The aid will prioritise the most vulnerable older people, people with disabilities, women and children, both among displaced and non-displaced populations.

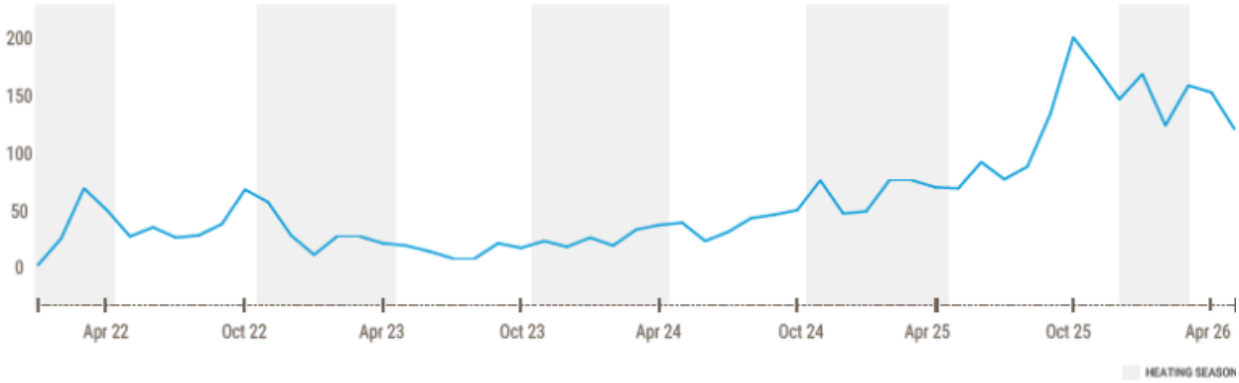
The response focuses on rural areas, frontline oblasts and high-risk urban centres in the oblasts of Chernihiv, Dnipropetrovsk, Donetsk, Kharkiv, Kherson, Kyiv, Mykolaiv, Odesa, Sumy and Zaporizhzhia, where harsh winter conditions are exacerbated by hostilities and attacks on energy infrastructure, as well as disruptions to essential services.

The prioritisation is based on the HNRP's strategic priorities, an analysis of severity and vulnerability, geographical targeting based on the 'cold zone' risk index, impact trends observed during the winter of 2025–2026, and proximity to combat zones. Assistance will be provided in the form of cash, in-kind aid, services or complementary measures, depending on needs and operational feasibility.

Lessons learnt from the 2025–2026 winter response highlighted both the value and the limitations of humanitarian action

Whilst the aid helped to mitigate the immediate effects of the cold and service disruptions on vulnerable people, the large-scale damage to **energy, heating and water supply networks** has created needs that go beyond the scope of the humanitarian response. To address these challenges, long-term, system-wide investments, led by the authorities and development partners, are required. The humanitarian response outlined in this plan therefore remains focused on **urgent, life-saving and protective measures that help vulnerable people stay warm, safe** and able to access essential services throughout the winter season.

Number of Attacks on Energy Infrastructure in 2022-2026



Source: ACLED Conflict Monitor, July 2026

2.2 The 2026–2027 Winter Response Plan sets out a multi-sectoral approach aligned with the four strategic priorities of the 2026 HNRP

Compared with the previous winter intervention, the initial planning assumptions for 2026–2027 anticipated an increase in scope and funding requirements, primarily due to rising costs for heating, utilities, insulation and fuel delivery, as well as the inclusion of new activities. Given limited resources, activities have been prioritised to focus on the most critical and urgent interventions.

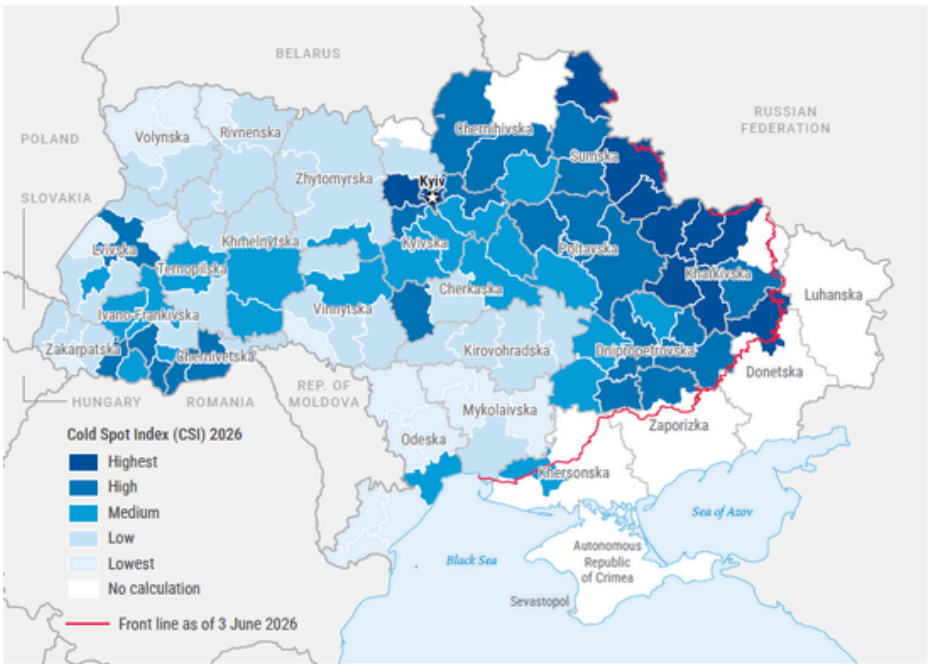
A total of 33 raions (districts within the oblasts) are classified as 'high' or 'very high' according to the Cold Spot Index, making them priority areas for intervention. The winter of 2025–2026 highlighted how the combined effects of severe weather conditions and recurring attacks on critical infrastructure have exacerbated humanitarian needs, particularly amongst those with limited coping capacities.

In frontline areas and along the borders with the Russian Federation, insecurity, damaged infrastructure, market disruption and restricted access to essential services have exacerbated winter-related vulnerabilities.

Although they more often have access to firewood and stoves in their homes, rural communities have faced additional challenges due to damaged housing, reliance on solid fuels and **individual water supply systems,** limited transport options, restricted access to healthcare and disruption to livelihoods.

These factors have led to a significant increase in the need for energy assistance – including electricity – as well as for shelter, non-food items, safe drinking water and sanitation services, healthcare, food aid and livelihood support. The risk of isolation has remained a major concern, particularly during prolonged service disruptions and periods of restricted access.

2026/2027 Cold Spot Index by Raion



In urban areas, particularly those reliant on centralised electricity, water and district heating networks – notably Chernihiv, Dnipro, Kharkiv, Kherson, Kyiv, Odesa and Sumy – as well as in medium-sized towns, attacks on critical infrastructure have led to widespread disruption of services.

These prolonged outages have affected access to heating, lighting, water, healthcare and protection services, thereby **exacerbating humanitarian needs, particularly amongst older people living in high-rise blocks** and those who depend on uninterrupted access to essential services and reliable information. Power cuts at substations led to the bursting of numerous pipes through which water was no longer flowing.

2.3 Impact of the energy crisis and damage to infrastructure

Repeated attacks on energy, heating and water supply infrastructure throughout the winter of 2025–2026 reduced the availability and reliability of essential services, particularly during peak periods. Sixty-two per cent of households with central heating reported outages or limited heating.

In early 2026, the reduction in electricity generation capacity led to prolonged power cuts in both urban and rural areas, making daily life even more difficult.

Widespread power cuts, lasting from several hours to 16 hours a day during peak periods – with some areas even experiencing cuts lasting more than 72 hours – disrupted water supplies, heating, telecommunications and other essential services in major cities, including Chernihiv, Dnipro, Kharkiv, Kherson, Kyiv, Odesa, Sumy and Zaporizhzhia, as well as in medium-sized urban centres located in frontline and border areas.

2.4 Priority activities by strategic priorities

Strategic Priority 1 (SP1)

Supporting the most vulnerable people living near the front line

This represents 1.7 million people, including 0.8 million within 0–20 km of the front line

Strategic Priority 2 (SP2)

Addressing the needs of recently displaced people and those who have been evacuated, including those in transit centres

It is estimated **that 33,000 more people** could be evacuated during the winter from the 0–20 km

Strategic Priority 3 (SP3)

Providing an emergency response following air strikes

It is estimated that this will **affect 546,000 people**

Strategic Priority 4 (SP4)

Supporting humanitarian protection

It is estimated that **145,000 displaced people** or those at risk are affected, particularly those living in centres for internally displaced persons, who are at risk of being excluded from social protection schemes

Planned Reach and Funding Requirement by Strategic Priority

STRATEGIC PRIORITY (SP)	ACTIVITIES	PLANNED REACH	REQUIRED FUNDING (US$)	CASH
SP1: Front-line response	15	1.7M	$257M	70%
SP2: Support to new displacement & evacuations	3	33K	$10.9M	82%
SP3: Emergency reponse after strikes	11	546K	$58.1M	58%
SP4: Humanitarian protection support	9	145K	$32.4M	79%

COMITÉ D'AIDE MÉDICALE UKRAINE

cam-ukraine.org

François GRÜNEWALD
Chairman
Email : francoisgrunewald@gmail.com
Tel : +33 6 68 64 52 26

Jacques DUPLESSY
Director
Email : comiteaidemedicalefr@gmail.com
Tél : +33 6 82 57 82 77