

CCCM Cluster Ukraine: Terms of Reference 2025

Operational Context

As of January 2025, more than 78,000 internally displaced people (IDPs) resided in nearly 1,700 collective sites across Ukraine. Most collective sites—originally designed as dormitories, schools, or health centers—are unintended for long-term residence and often poorly equipped to meet the complex needs of IDPs. Since the full-scale invasion in 2022, CCCM partners have worked with the Government of Ukraine and sectoral partners to improve living conditions in collective sites, and while significant progress has been made, gaps remain especially in accessible infrastructure for people with disabilities and people with limited mobility. Most collective sites host long-term residents, with 82 per cent of IDPs staying for over 17 months. However, with intensified fighting in frontline areas leading to an increase in new displacement and evacuations, a growing number of sites (46 per cent) report receiving new arrivals, particularly evacuees from conflict-affected areas.

Material assistance needs are especially high in sites receiving newly displaced or evacuated people, highlighting the need for flexible rapid response to deliver essential items and conduct basic repairs and maintenance. Moreover, the demand for assistance in transit centers, which serve as hubs for multi-sectoral assistance and short-term accommodation for evacuees before onward travel to final destinations, increased in the second half of 2024, a trend that is expected to continue in 2025.

While collective site residents are a small proportion of the overall IDP population – about 2 per cent – they are a highly vulnerable group, often lacking alternative accommodation options and support networks and have high dependency on humanitarian and social assistance. Children are 20 per cent of collective site residents, and there is a higher number of adult women (18-59 years) as compared to men, 21 per cent and 8 per cent, respectively. Older people (60+ years) are more than half of the collective site population, with older women the largest demographic at 33 per cent, and older men 18 per cent. Moreover, 36 per cent of households include a person with a disability.

In 2025, the situation points to a need for an ongoing emergency response to meet immediate needs, alongside actions to support more appropriate accommodation and longer-term solutions. More detailed analysis on needs and gaps can be found in the [2025 CCCM Cluster Strategy](#).

Objectives

The CCCM Cluster and partners support the Government of Ukraine, local authorities, and site managers to ensure critical assistance and minimum living standards are maintained in collective sites and transit centers, with a focus on the high proportion of vulnerable displaced people in the sites.

CCCM partner activities in 2025 fall under three Cluster Objectives, which contribute to the overall Strategic Objectives of the 2025 Humanitarian Needs and Response Plan (HNRP) in Ukraine. Detailed information about activities under each Cluster Objective – including description and indicators – can be found in the [2025 CCCM Cluster Monitoring Matrix](#).

- **Objective 1: Provide emergency response and coordinate multi-sectoral assistance in collective sites and transit centers, ensuring critical needs are addressed and minimum standards are met.**
- **Objective 2: Support people-centred site management with a focus on the most vulnerable groups, promoting safety and dignity and enhancing participation and community engagement.**
- **Objective 3: Promote linkages to more sustainable solutions, including appropriate accommodation and critical services for vulnerable residents of collective sites.**

In 2025, humanitarian programming in the west and centre oblasts of Ukraine will scale down, reflecting a shift in operational and geographic prioritization of the humanitarian response toward the most severe multisectoral needs in frontline ‘crescent’ regions. This shift is also in recognition of the role of government-led basic services and social assistance, especially in west and center regions, and the role of recovery and development actors in supporting and reinforcing these capacities. The CCCM Cluster and partners will facilitate a transition period in 2025 that allows for a responsible scale down of humanitarian programming that ultimately links with government services and aims to prevent the most vulnerable from falling through the cracks.

Coordination Structure

The CCCM Cluster coordination structure is updated in 2025 to reflect the increased focus on the east ‘crescent’ while scaling down ongoing activities in the west and centre. At the same time, it is expected that the overall humanitarian architecture in Ukraine will evolve, meaning that flexibility and adaptability will be essential for smooth transitions and to maintain effective delivery of humanitarian assistance where it is needed most. A new Call for Expression of Interest for cluster Co-Coordinator will be issued in early 2025 aimed at national NGOs to enhance strategic leadership, promote localization, ensure accountability, and bring complementary expertise to the Cluster (despite attempts in 2024, an NGO Co-Coordinator could not be secured).

For 2025, the CCCM Cluster maintains a national coordination team in Kyiv with dedicated coordination and information management capacity. The national coordination team will represent the Cluster in the Inter-Cluster Coordination Group (ICCG) and other national-level coordination forums. At sub-national level, coordination hubs aim to provide a strengthened response coordination in the east and south and facilitate scale-down and transition in the west and centre while maintaining emergency response capacity.

- East Hub is based in Dnipro with sub-hubs in Kharkiv and Odesa to provide a more robust engagement with partners, authorities and OCHA coordination mechanisms. Dnipro Hub leads engagement with the Inter-Cluster Coordination Group (ICWG) East, oversees operation of sub-hubs (including ICWG-South), and coordinates CCCM response in Dnipropetrovska, Donetsk, Kirovogradska and Zaporizka oblasts. The Kharkiv Sub-Hub reports to the Dnipro Hub and coordinates CCCM response in Kharkivska, Poltavska and Sumska oblasts. The Odesa Sub-Hub reports to the Dnipro Hub and coordinates CCCM response in Khersonska, Mykolaivska and Odeska oblasts.
- West and Centre Hub is based in Kyiv covering Cherkaska, Chernihivska, Chernivetska, Ivano-Frankivska, Khmelnytska, Kyivska, Lvivska, Rivnenska, Ternopilska, Vinnytska, Volynska, Zakarpatska, Zhytomyrska oblasts. The Cluster will roll out an CCCM area-based approach (ABA) adapted and contextualized based on the guidance of the Global CCCM Cluster ABA Working Group. For Ukraine context, a system of Lead Partner focal points will be introduced for each oblast supporting coordination and cohesion of the CCCM response, with a focus on responsible scale-down, longer-term solutions and emergency response when needed ([see TOR for the ABA CCCM in Ukraine](#)).

Responsibilities

The CCCM Cluster coordination team will undertake to fulfil the following responsibilities in line with the six core cluster functions as outlined by the [IASC](#) and based on contextualized priorities for the humanitarian response in Ukraine.

1. Coordinate assistance and services

- **Provide platforms that ensure assistance and service delivery** in collective sites and transit centres is driven by the 2025 Humanitarian Needs and Response Plan and its strategic objectives, and the 2025 Cluster Strategy and priorities. This includes a national-level Cluster coordination in Kyiv, and sub-national

platforms in key hubs (West-Centre and East hubs). In the East, special attention will be paid to linkages with civil society and volunteer groups involved in evacuations.

- **Develop / maintain tools to address needs and gaps, avoid duplication, and ensure effective and prioritized delivery of assistance** and services. Ensure uptake of the Activity Planning Module (APM) in Activity Info; maintain the collective site [Master List](#); update reference maps of [active collective sites](#); continue operationalization of the [Referral and Escalation Tool](#); and maintain evacuation trackers for [Collective Sites](#) and [Transit Centres](#).
- **Represent the CCCM Cluster in coordination forums** and working groups at national and sub-national level (e.g. ICCG, ICWG, GCM) to ensure multi-sectoral approaches and strategic alignment across clusters operating in collective sites and transit centres.
- **Coordinate with key government authorities** responsible for leading the overall humanitarian response. At national level this includes the Ministry for Development (from 2025 responsible for coordination of IDP issues), the Ombudsman Office (collaboration on monitoring), and the Ministry of Social Policy (collaboration to improve accessibility). At sub-national level this includes, but not limited to Civil Defence, Social Protection and Education departments, depending on the context.

2. Inform strategic decision-making

- **Prepare assessments and analysis of needs and gaps** in collective sites and transit centers to inform priority-setting and strategic directions. This will be guided by ongoing quarterly [Collective Site Monitoring \(CSM\)](#) and [multi-sectoral needs analysis](#) at the site level, complemented by partners' assessments and monitoring. Present analysis to HCT and other decision-making bodies as needed.
- **Identify and find collaborative solutions for challenges and obstacles.** Engage with partners to ensure strategic decision-making is informed by realities in the field. Key to this will be the CCCM Strategic Advisory Group (SAG) comprising UN, INGO and NNGO partners (see separate TORs) at the national level; a Community of Practice for oblast Lead Partners in the West-Centre Hub; and regular consultations with partners and multi-sectoral stakeholders through hub- and oblast-level coordination groups in the East Hub.

3. Plan and implement strategy

- **Develop / update plans, objectives and indicators** that support achievement of the overall response's strategic objectives. Ensure an adaptable strategic approach in responding to evolving needs and contexts.
- **Support capacity building** for CCCM partners and stakeholders through Induction Training (contextualized in 2024 through the Capacity Development Working Group) and other targeted support, especially on request of national actors.
- **Develop or update guidance** (e.g. [Prioritization Criteria](#), [Gender Mainstreaming](#), etc.) and provide updated Activity Descriptions to ensure standards and guidelines are effectively applied.
- **Guide the Cluster's HNRP** data collection, analysis, planning, funding and overall strategy process.

4. Monitoring and evaluation

- **Monitor and report on activities and needs.** Maintain the [Cluster 5W](#), oversee Activity Info reporting, and implement the [2025 CCCM Monitoring Matrix](#) to track progress against the cluster strategy. Produce

periodic and thematic reports (e.g. [Mid-Year Progress Analysis](#)) based on monitoring and assessment data and ensure course correction when needed through engagement with relevant partners and stakeholders.

- **Ensure inputs to OCHA-led reporting** and monitoring (draft, collect and analyze inputs).

5. Preparedness and response planning

- **Lead preparedness planning and implementation** for the cluster, guided by the CCCM Cluster national-level [Preparedness and Response Plan for Evacuations and New Displacement](#) and promote necessary awareness and capacity building. Ensure operationalization of the [Preparedness and Response Plan for Western and Central regions](#), supported by coordination of the [Multi-sectoral response package](#) approach. In the East, provide contextualized and simplified [oblast-level response plans](#), with a focus on support and reception for evacuees, linked to relevant [SOPs and checklists](#).
- **Lead inputs to OCHA-led plans** including multi-sectoral preparedness for evolving situations.

6. Advocacy and resource mobilization

- **Undertake advocacy on behalf of the cluster**, cluster members, and affected people. Identify core advocacy concerns and contribute key messages to ICCG, HCT and other multi-sector advocacy initiatives.
 - Key focus areas would include, but not limited to, attaining minimum standards for IDPs living in collective sites (Resolution 930); ensuring multi-sector response for evacuees; promoting responsible site closure and consolidation; and supporting longer-term solutions for IDPs in collective sites.
- **Advocate for resources for CCCM Cluster partners.** Engage with key donors in bilateral discussion or formal meetings to present the needs and achievements of cluster partners and identifying gaps and priorities requiring additional funding support. Lead CCCM Cluster engagement in the UHF process, advocating for sectoral funding, inputting to the strategy paper, guiding proposal development, strategic and technical review.
- **Engage actively with authorities** at national and sub-national levels to ensure that CCCM and other humanitarian partners can conduct their work safely and in accordance with humanitarian principles (e.g. maintaining civilian character of sites). Maintain relationships e.g. with Ombudsman Office to support and scale advocacy efforts.

Membership: The CCCM Cluster is open to any humanitarian organization – UN, international and national NGO – that is active in collective sites and transit center management, carrying out activities within the CCCM Cluster Activity Matrix. Membership is as inclusive as possible, on a voluntary and self-nominated basis.

Meetings

- **National:** Cluster coordination meetings will take place monthly. Meeting invitations and agendas will be shared in advance.
- **East Hub:** Sub-National Cluster coordination meetings for East Hub will take place on a quarterly basis (online), while Oblast (11) Cluster meetings will take place on a monthly basis (in-person).
- **West-Centre Hub:** Sub-National Cluster coordination meeting for West and Centre will take place monthly (online for 13 oblasts) with ad-hoc in-person oblast-level operational meetings (quarterly). Within the West-Centre Hub CCCM area-based approach, a Community of Practice for Lead Partners in the West-Centre Hub will take place monthly.

Amendments to this TOR will be made as necessary in consultation with the CCCM Cluster Strategic Advisory Group.