Evaluation of UNHCR's L3 Response in Ukraine

ANNEXES
DECEMBER 2024

UNHCR Evaluation Office

UNHCR's Evaluation Policy confirms UNHCR's commitment to support accountability, learning and continual improvement through the systematic examination and analysis of organizational policies, strategies, and programmes. Evaluations are guided by the principles of impartiality, credibility and utility, and are undertaken to enhance the organization's performance in addressing the protection, assistance and solution needs of refugees, stateless people and other persons of concern.

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TABLE 01. ERG members

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Evaluation information at a glance	
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ABBREVIATIONS AND ACRONYMS

AAP	Accountability to Affected People
AGD	Age, Gender and Diversity
CBI	Cash-Based Intervention
CBP	Community-Based Protection
CCCM	Camp Coordination and Camp Management
CO	Country Operation
CWG	Cash Working Group
DESS	Division of Emergency Security and Supply
DIP	Division of International Protection
EPI	Evaluation Performance Indicator
EQ	Evaluation Question
EQA	Evaluation Quality Assurance
ERG	Evaluation Reference Group
ET	Evaluation Team
EVO	Evaluation Office
FGD	Focus Group Discussion
GBV	Gender-Based Violence
HCT	Humanitarian Country Team
HH	Household
HLP	Housing, Land and Property
HNO	Humanitarian Needs Overview
HNRP	Humanitarian Needs and Response Plan
HQ	Headquarters
IDP	Internally Displaced People
IOM	International Organization for Migration
KII	Key Informant Interview
MOU	Memorandum of Understanding
MPC	Multipurpose Cash Assistance
NFI	Non-Food Items
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PDM	Post-Distribution Monitoring
PSEA	Prevention of Sexual Exploitation and Abuse
QA	Quality Assurance
RBE	Regional Bureau for Europe
RTR	Real Time Review
SNFI	Shelter/Non-Food Items
SP	Social Protection
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

Annexes Section 1:
Context analysis and results achieved

ANNEX 1: CONTEXT OF UNHCR'S OPERATION

This annex provides background information to the situation in Ukraine and the context of UNHCR's operation in the country.

Summary of current context and response

Needs overview

FIGURE 01. Distribution of people in need in Ukraine as per the 2024 HNRP
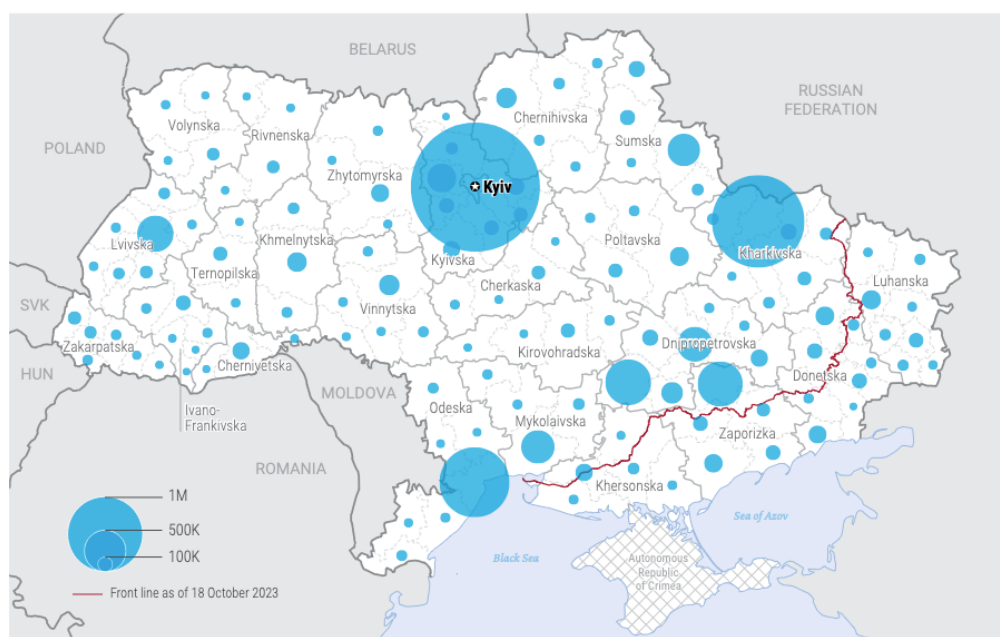
Source: OCHA (2024) Humanitarian Needs and Response Plan, Ukraine, February 2024.

1. **Speed and scale of the crisis**. Marking a dramatic escalation of the war that started in 2014, the Russian Federation's full-scale invasion of Ukraine on 24 February 2022, triggered one of the largest and fastest-growing humanitarian crises and forced displacement situations since the Second World War. On 25 February 2022, UNHCR declared a Level 3 (L3) emergency response for Ukraine to respond to the growing humanitarian crisis and ensure accelerated and scaled-up delivery of assistance. On 15 March, the L3 was extended to neighbouring countries,[1] Hungary, Moldova,

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[1] https://www.unhcr.org/ukraine-emergency.html.

Poland, Romania and Slovakia. On 19 September, the L3 emergency was prolonged in Ukraine and neighbouring countries until 31 December 2022, after which it was deactivated.

2. In its first two months, the full-scale war uprooted more than 30 per cent of Ukraine's population. As of December 2022, 7,968,510 individual refugees from Ukraine were recorded across Europe.[2] Overall in 2024, 14.6 million people, 40 per cent of the Ukrainian population, are estimated to be in urgent need of humanitarian assistance and protection (Figure 1). This is an increase from 3.4 million people who required assistance in 2021.

3. People in need have different displacement statuses and share a growing uncertainty about their ability to return.[3] Table 2 portrays the breakdown of the different types and numbers of people in need within Ukraine in 2024.

TABLE 02. Breakdown of people in need in Ukraine, 2024

	IDPs	Returnees	Conflict-affected, non-displaced people
People affected	4.0 m	3.8 m	8.5 m
People in need	3.6 m	2.6 m	5.8 m

Source: OCHA (2024) Humanitarian Needs and Response Plan, Ukraine, February 2024.

4. **Internally Displaced People**: As of December 2023, the International Organization for Migration (IOM) estimates that 3.5 million internally displaced people (IDPs) reside in Ukraine. Fifty per cent of IDPs are found in Kyiv City and three oblasts: Dnipropetrovska, Kharkivska and Kyivska (Figure 2).[4] The UN estimated that 800,000 resided permanently in government-controlled areas (pre-war figure), while others moved frequently across the "contact line" or registered as IDPs to maintain access to their pensions.[5] The average duration of displacement is 591 days as of April 2024.[6]

5. **Returnees:** With active hostilities largely confined to the frontline in eastern and southern Ukraine, return and early recovery are evident in parts of the country, as well as in areas reclaimed by the Government. Between May 2022 and September 2023, 4.6 million people (including 22 per cent from outside Ukraine) returned to their homes, mainly in Kyiv and northern parts of the country.[7] Of these, an estimated 1.4 million refugees have returned from abroad, with 900,000 having remained in Ukraine for periods in excess of three months. UNHCR's regular intentions surveys found that approximately 80 per cent of refugees and IDPs remain interested in eventual return, with safety and security, housing, and access to basic services and jobs as key enablers of sustainable

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[2] https://data.unhcr.org/en/documents/download/98163.

[3] UNHCR. 2024. Lives on hold: Intentions and Perspectives of Refugees, Refugee Returnees and IDPs from Ukraine #5 Summary Findings.

[4] 16th round of the IOM UKR Internal Displacement Report (dated Apr 2024), https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-16-april-2024?close=true

[5] From the evaluation Terms of References (see annex 3).

[6] 16th round of the IOM UKR Internal Displacement Report (dated Apr 2024), https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-16-april-2024?close=true

[7] Ukraine ABC, 'Strategy Report - Interim 2024' (UNHCR, January 2024).

return.[8] It is expected that up to 700,000 refugees could return in 2024, although this will ultimately depend on the situation in the country.[9]

FIGURE 02. Registered IDPs in Ukraine as of January 2024[10]
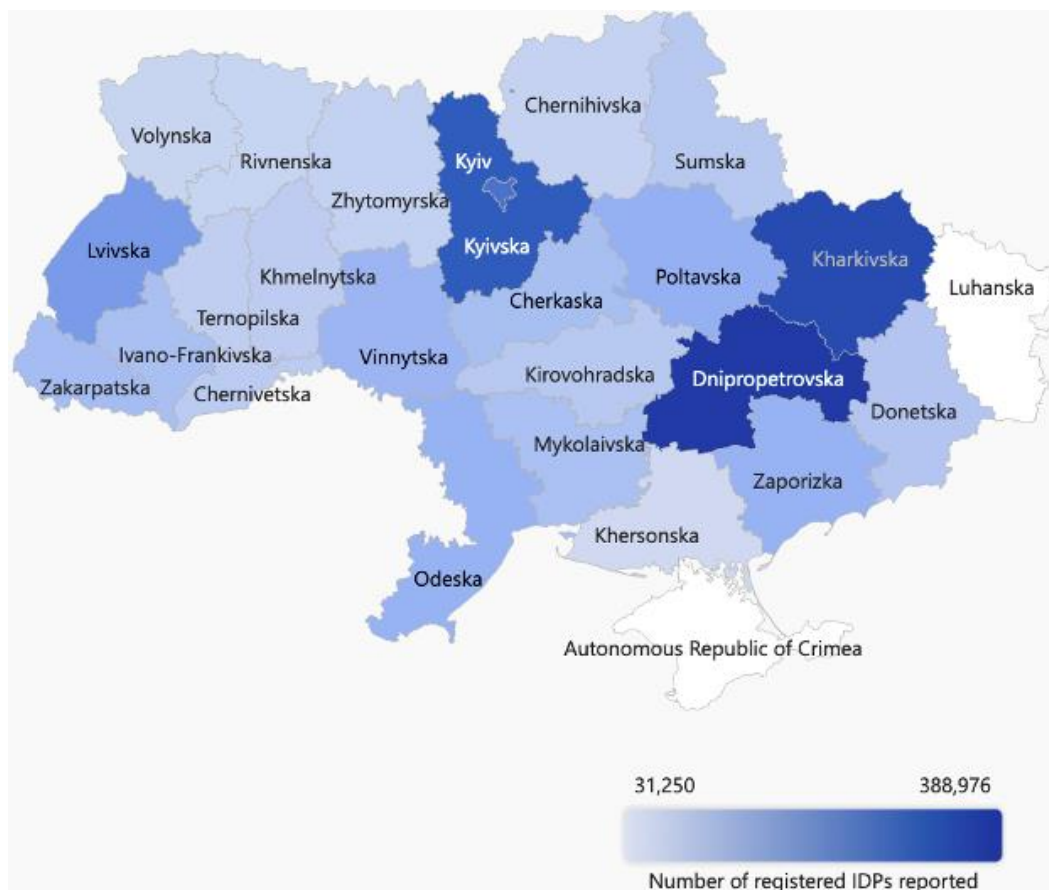
Source: IOM, 'Ukraine Internal Displacement Report: General Population Survey Round 15 (November – December 2023)', 8 February 2024.

6. **Non-displaced people affected by the war:** 9 million people who were not displaced from their homes are directly impacted by the war, of which 8.5 million are in need of humanitarian assistance. The joint and intersectoral needs analysis identified that people who have not left their home are experiencing a higher severity of overlapping needs compared with those who have been displaced.[11]

7. **The scale of war-related damage is enormous** and continues to influence UNHCR's operational role and prioritization in the sectors of emergency shelter and housing, protection and legal counselling, psychosocial support and community-based approaches to early recovery, in cooperation with partners. The third Rapid Damage and Needs Assessment, undertaken jointly by the Government, the World Bank and the UN,

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[8] UNHCR, 'Annual Results Report 2023 - Ukraine ABC - DRAFT', n.d.

[9] Ukraine ABC, 'Strategy Report - Interim 2024'.

[10] Source: IOM, 'Ukraine Internal Displacement Report: General Population Survey Round 15 (November – December 2023)', 8 February 2024, https://reliefweb.int/report/ukraine/iom-ukraine-internal-displacement-report-general-population-survey-round-15-november-december-2023-enuk. https://dtm.iom.int/online-interactive-resources/registered-idp-area-baseline-assessment-dashboard-aba accessed April 2nd 2024.

[11] OCHA, 'Ukraine Humanitarian Needs and Response Plan 2024', December 2023.

estimated direct damages at \$152 billion, with damaged or destroyed homes accounting for over \$56 billion alone.[12] This also included the extensive damages resulting from the destruction of the Kakhovka Dam, which resulted in significant environmental and other damages, and in significant humanitarian needs among the affected population during 2023.

8. **Age, gender and diversity:** While the war has impacted all Ukrainians to varying degrees, it has particularly worsened the vulnerabilities of certain groups. The war in Ukraine is affecting women, men, girls and boys differently, endangering recent progress made towards greater gender equality and disability inclusion. For children, schools were damaged, destroyed, repurposed or closed; predictable routines and social networks disrupted. Parent-child relationships have changed due to changes in income generation and older children may have had to take on caregiving roles.[13] Women are often left alone to provide for their families, while men directly engage in the war effort. The limited capacity of disability inclusion mechanisms in the humanitarian response, including in evacuations, has resulted in disproportionately higher risks for older people and people with disabilities who face additional barriers to accessing assistance. These risks include injury, violations of protection, sexual exploitation and violence, household poverty, worse health outcomes and death. Marginalization factors compound gender, age and disability-related challenges, particularly affecting Roma ethnic minorities, lesbian, gay, bisexual, transgender, queer and intersex individuals, people living with HIV, and those struggling with addiction and substance abuse. These groups encounter discrimination in accessing humanitarian aid, including shelter, health services and livelihood support, and experience the effects of the invasion escalation differently based on their social status. Displacement further exacerbates their vulnerabilities due to disrupted social ties and barriers to accessing services in host communities.[14]

9. **The current situation also highlights numerous protection challenges.** Protection risks (i.e. exposure to violence, coercion and deliberate deprivation) significantly increased with the start of the full-scale war in February 2022, particularly for those living in areas close to the frontline or difficult to access. Exposure to shelling, missiles, air strikes and armed violence in populated areas resulted in over 6,884 civilians killed by the end of the year and 10,947 injured, while leaving a legacy of unexploded ordnance.[15] Other protection issues included loss of civil status and Housing, Land and Property (HLP) documentation, GBV, sexual exploitation, harassment and abuse, as well as trafficking of women and girls on the move, particularly at border crossing points, in transit/collective centres and in bomb shelters, family separation and psychological distress affecting both adults and children as people struggled to deal with loss, grief, anxiety and fear.[16] To date, the vast majority of reported GBV cases have been related to Intimate Partner Violence, although politically, conflict-related GBV (combined with

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[12] 'World Bank Group 'Third Rapid Damage and Needs Assessment, February 2022 – December 2023.'
[13] OCHA (2022) Flash Appeal Ukraine 2022, August Revision 2022 - Ukraine Flash Appeal (March to December 2022) [EN/UK] - Ukraine | ReliefWeb; Frankova, I. et al (2024), Mental Health and Psychosocial Support in Ukraine: Coping, Help-Seeking and Health Systems-Strengthening in Times of War, Vrije Universiteit Amsterdam & National Psychotrauma Centre 2024
[14] OCHA, 'Ukraine Humanitarian Needs and Response Plan 2024'.
[15] OHCHR (2022) Ukraine: civilian casualty update 26 December 2022, Ukraine: civilian casualty update 26 December 2022 | OHCHR.
[16] OCHA, 'Ukraine Humanitarian Needs and Response Plan 2024'.

reparations payments to survivors from frozen Russian Federation assets) has received significant attention.

10. Most of these protection risks remained over 2023 and into 2024, although the rate of displacement within Ukraine and across international borders abated and changed in nature, with some refugee and IDP returns, including to insecure areas. Coping mechanisms have become stretched and psychosocial distress has been magnified including for servicemen/women returning to their communities. The risk of intimate partner violence has escalated with future scenarios underlining this as a key potential issue. Emerging social tensions, cultural and linguistic differences between IDPs and host communities, mainly over employment and livelihood opportunities, have also reportedly surfaced.[17]

11. As the war shows no sign of ending and the capacity of regional and local authorities and communities to support those in need are overstretched, UNHCR can expect demand for it to continue to provide timely, and large-scale emergency interventions, while simultaneously delivering programmes and support that contribute to recovery and durable solutions.

Unique context identifiers

12. Beyond the scale and diversity of needs described above, a few unique context identifiers have influenced UNHCR's programmatic offer and modus operandi within Ukraine relative to other L3 emergencies:

13. Limited pre-existing humanitarian footprint: Prior to February 2022 and the scale-up of the response, a phase-out of international humanitarian assistance had been planned in areas controlled by the Ukrainian Government by 2023.[18] With little or no humanitarian infrastructure (office, staff, partners) in the country prior to the crisis – especially in the central and western parts of the country, to which a huge number of people initially fled in search of safety – many humanitarian organizations had to swiftly expand and adapt their capacity, as the scale and the speed of the emergency was unprecedented.

14. Financial requirements: The Ukraine response has been relatively well funded since 2022. The 2022 Flash Appeal for Ukraine has been the largest in history, both in terms of funding ($4.3 billion required and $3.8 billion raised) and of people in need of assistance (17.7 million).[19] UNHCR alone appealed for $729.3 million in 2022,[20] of which 88 per cent was funded, and $602.5 million in 2023, of which 75 per cent was funded.[21] Looking ahead, available funding may come under greater pressure as the situation evolves. As per the 2024 HNRP, the overall financial requirements for the response to the Ukraine crisis, within Ukraine, amounts to $3.11 billion to support 8.5 million people targeted and prioritized for humanitarian assistance in 2024.[22] UNHCR is appealing for

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[17] OCHA (2023) Humanitarian Needs Overview Ukraine 2023, December 2022 Ukraine Humanitarian Needs Overview 2023 (December 2022) [EN/UK] - Ukraine | ReliefWeb

[18] OCHA, 2023, Ukraine Humanitarian Response Plan 2023.

[19] OCHA, 2022, Ukraine Flash Appeal March to December 2022.

[20] UNHCR. 2022. Funding update.

[21] UNHCR. 2023. Funding update.

[22] OCHA, 'Ukraine Humanitarian Needs and Response Plan 2024'.

$599 million to implement its 2024 protection and solutions strategy[23] and reach over 2.7 million people with humanitarian assistance, protection, shelter and cash assistance.

FIGURE 03. Funding requirements vs available budget 2022–2024
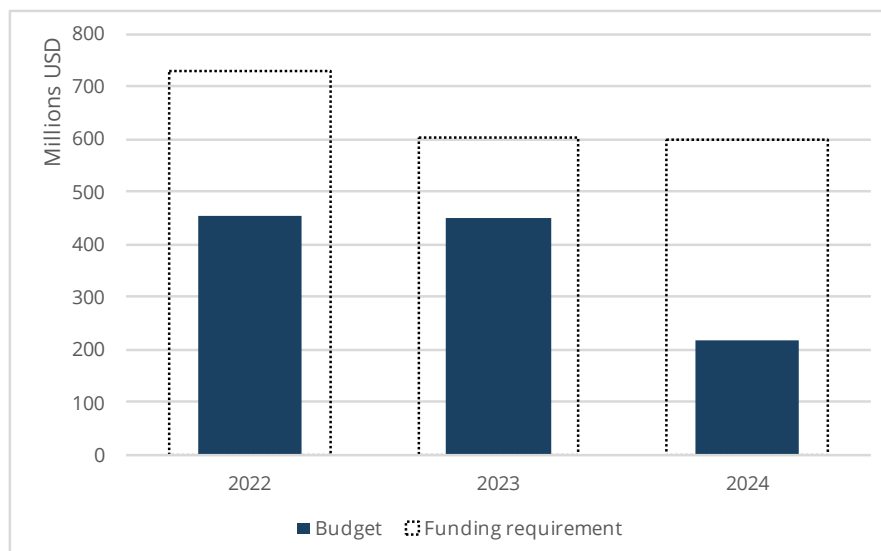
Source: For Funding requirements: https://reporting.unhcr.org/operational/operations/ukraine, Ukraine Budget_ 2022-24 & Ukraine Expenditure_2022-24 & 2022-24 Budget WOL- EXP - UKR - 17 04 2024 excel sheets (provided by UNHCR) for available budget and expenditure.

TABLE 03. Breakdown of Ukraine's OL budget for 2022 and 2023 by outcome area and as percentage of the overall OL budget

Outcome Areas	2022 OL	% of 2022 total OL	2023 OL	% of 2023 total OL
OA1: Access to territory, registration, and documentation	$25,807,833	5.7%	$19,261,582	4.3%
OA2: Status determination	$1,258,829	0.3%	$609,384	0.1%
OA3: Protection policy/Law	$1,722,130	0.4%	$3,755,406	0.8%
OA4: GBV	$4,282,454	0.9%	$4,362,967	1.0%
OA5: Child protection	$3,444,038	0.8%	$8,216,339	1.8%
OA7: Community Engagement and women's empowerment	$10,659,900	2.4%	$30,370,098	6.7%
OA8: Well-being and basic needs	$356,325,038	78.6%	$281,160,352	62.3%
OA9: Housing	$48,030,171	10.6%	$96,935,259	21.5%
OA16: Local integration and other solutions	$1,880,530	0.4%	$6,300,071	1.4%
Total	**$453,410,923**		**$450,971,457**	

Source: UNHCR Ukraine Country Operation

15. **Widespread use of cash-based interventions (CBI):** CBI holds a central role across the response, in particular multipurpose cash assistance (MPC), with an overall cash response that was quick to scale and enabled by strong market functionality and infrastructure, widespread digital literacy and high CBI acceptance among crisis-affected

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[23] UNHCR, 'Ukraine Situation: UNHCR's 2024 Plans and Financial Requirements', January 2024.

households.[24] MPC represented 46 per cent of the total 2022 Ukraine Flash Appeal ($1.7 billion out of $3.8 billion in total funding),[25] and 23 per cent of the 2023 Appeal ($959 million out of $3.9 billion).[26] UNHCR's response similarly largely used CBI while being quick to scale up through the establishment of a Cash Hub to support financial payments of cash assistance in Ukraine, Poland, Moldova and Slovakia.[27] Between March 2022 and January 2024, UNHCR Ukraine distributed more than $387.6 million of CBI[28] with $246 million distributed in MPC to nearly 1 million people in 2022 alone.[29] In 2023, UNHCR Ukraine reached more than 900,000 people across 22 regions with its cash assistance.[30] MPC funding requirements represent 43 per cent of UNHCR's financial requirements for 2024.[31]

16. UNHCR aligned its cash operation with CWG guidance, seeking alignment and complementarities with national social protection schemes, including through a Memorandum of Understanding (MoU) concluded with the Ministry of Social Policy in April 2022 to receive referrals from the Government of Ukraine.[32] CBI was also used by UNHCR across sectors to meet shelter outcomes. Community Cash Grants were also used in 2022 to support community projects (e.g. creation of information hubs, awareness-raising campaigns, social and cultural events, psychosocial and recreational activities for children, youth or older people).[33]

17. **IDP Councils:** A unique feature of the Ukraine response (lauded in other publications, notably the Independent Review of the Humanitarian Response to Internal Displacement)[34] has been the self-organization of displaced people in IDP Councils. IDP Councils constitute officially recognized entities operating under local or regional governments and focus on the unique needs of people affected or displaced. They comprise both IDPs and host community members, who serve as advocates for IDP rights and benefits, develop policies to address challenges faced by IDPs, and provide a platform for dialogue and cooperation between host communities, governments and IDPs, enabling the self-organization of displaced individuals.[35] The Protection cluster in Ukraine promotes and supports IDP Councils to ensure the participation of IDPs in decision-making processes, ownership of solutions to their displacement and that specific needs and concerns are considered in local policy development.[36] Support to IDP Councils by the humanitarian organizations is reported to the Protection cluster under community-based protection (CBP) activities.

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[24] OCHA' Ukraine response External Review of the Humanitarian Cash Programme 2022–2023'.
[25] OCHA, 2022, Ukraine Flash Appeal March to December 2022.
[26] OCHA, 2023, Ukraine Humanitarian Response Plan 2023.
[27] UNHCR. 2023. CBI Internal audit.
[28] UNHCR. 2024. Cash Assistance Factsheet.
[29] UNHCR.2023. Annual Results Report for 2022.
[30] UNHCR.2024. Annual Results Report for 2023.
[31] UNHCR, 'Ukraine Situation: UNHCR's 2024 Plans and Financial Requirements'.
[32] UNHCR.2023. Annual Results Report for 2022.
[33] UNHCR, 'Ukraine ABC - Annual Results Report 2022. Internal.', 2022.
[34] ODI. 2024. Independent Review of the Humanitarian Response to Internal Displacement. March 2024.
[35] https://www.irex.org/success-story/idp-councils-emerge-vital-advocacy-approach-ukraine.
[36] Protection Cluster, 'Recommendations on Cooperation between Humanitarian Organizations and IDP Councils', February 2024, https://reliefweb.int/report/ukraine/recommendations-cooperation-between-humanitarian-organizations-and-idp-councils-enuk?_gl=1*1gta713*_ga*NjE3MjExODQ3LjE3MTQxMzYzMjk.*_ga_E60ZNX2F68*MTcxNDIzNzAwMy4yLjEuMTcxNDIzODE0Ni42MC4wLjA.

18. **Strong government capacity and an extensive social protection system (SP):** Ukraine has a relatively well-established and comprehensive SP system that provides support to individuals through social insurance, social assistance, active labour market interventions and social care services.[37] Seventy-three per cent of the pre-war population received at least one SP benefit,[38] and since March 2022, the Government has scaled up social assistance to those worst affected by the war.[39] There is great diversity in social protection and a high degree of decentralization in the management and delivery of payment,[40] leading to challenges in how to map and subsequently create bridges between humanitarian assistance (in particular CBI) and social protection. UNHCR is a key partner in the Steering Committee and Technical Working Group of the PeReHid[41] Initiative that aims to operationalize linkages between humanitarian MPC and shock-responsive social protection.[42] Furthermore, in April 2022, UNHCR signed MoUs with three key ministries to align its activities with government social programmes.[43]

19. **Digitalization of assistance**: While not unique to this crisis, the unprecedented speed and the scale of forced displacement, along with the high level of digital literacy and internet access of the affected population, has prompted UNHCR to expand the application of digital technology to support in-person humanitarian assistance and protection services. Innovative applications and services, including the development of secure and trusted online spaces such as the messaging applications, UNHCR's HELP pages, Digital Blue Dots, as well as the wide use of affected populations' preferred and trusted digital social networks and platforms, have been deployed to complement physical services. These were used to provide reliable information and support, and facilitate interactive exchanges with displaced communities. The evaluation will also examine the extent to which the increased use of digital technology to implement a two-way communication system has contributed to improving the quality of UNHCR's interventions.

Summary of the subject of the evaluation

20. **An organization-wide mobilization:** An L3 emergency response declaration triggers the set-up of an organization-wide mobilization to streamline internal emergency procedures and mobilize the operational capacities and resources needed to match the scale, complexity and urgency of the crisis. Specifically, the L3 emergency response activates UNHCR's emergency response mechanisms and guides response activities that encompass enhanced leadership, and the coordination and mobilization of resources, including staffing and funding.

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[37] Ukraine cash consortium, 'Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System', June 2023, https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-ukrainian-social-protection-system.
[38] ILO, 'World Social Protection Report 2020–22', 2021.
[39] STAAR, 2022, Ukraine: A social protection country profile for the Ukraine crisis response.
[40] There are over 45 national and local level contributory and non-contributory SP programmes. CCD and UCC, 2023. Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System.
[41] A technical assistance collaboration between international donors, United Nations agencies (including UNHCR), civil society, and the Government of Ukraine which aims to guide the transition of the humanitarian multipurpose cash assistance caseloads to an inclusive shock-responsive social protection system.
[42] Ukraine ABC, 'Strategy Report - Interim 2024'.
[43] The Ministry of Social Policy, the Ministry of Reintegration of the Temporarily Occupied Territories of Ukraine, and the Ministry of Communities and Territories Development of Ukraine.

21. A large-scale multisectoral UNHCR response: Inside Ukraine, UNHCR designed and delivered programmes to address immediate needs while seeking to strengthen and reinforce national and local capacity. UNHCR worked with its operational partners to reach 4.32 million people in 2022,[44] 2.63 million in 2023[45] and plans to reach a further 2.7 million in 2024[46] by delivering cash and in-kind assistance to war-affected civilians, providing emergency shelter repair kits to those with damaged homes, carrying out housing repairs, providing protection assistance, and legal support and psychological counselling for those affected by trauma.[47]

22. Of the 2.63 million people reached with humanitarian assistance by UNHCR and its partners in 2023, 1,480,928 received protection information, counselling and support; 899,039 received cash assistance (MPC and/or cash for winter energy needs), 575,273 received essential items, including in areas that were hard to access, and 247,160 were assisted with emergency shelter and housing support, including in collective sites. Finally, 99,008 individuals were supported with safe access to multisectoral services (including winterization support) in collective sites.[48] Figure 4 shows the distribution of individuals reached in 2023 across Ukraine by UNHCR and its partners.

FIGURE 04. Spread of UNHCR assistance delivered with partners per location from January to December 2023
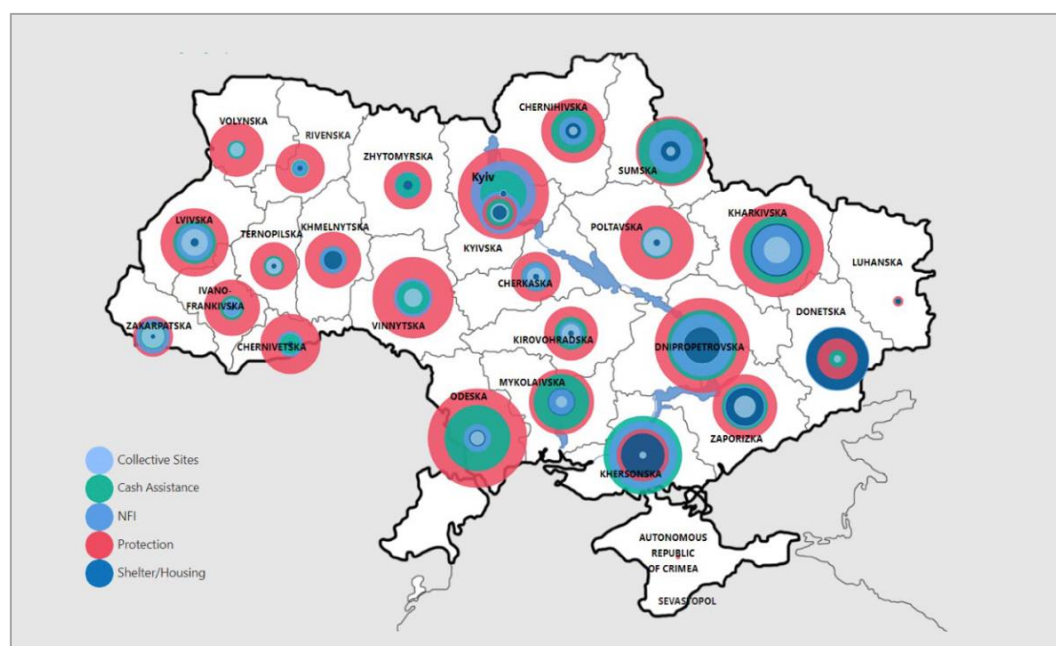
Source: UNHCR delivery Updates, 22 December 2023 - https://reporting.unhcr.org/ukraine-emergency-operational-response-and-delivery-updates-6627.

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[44] Ukraine: Monthly Operational Update 2022 https://data.unhcr.org/en/documents/download/99117.

[45] UNHCR, 'Annual Results Report 2023 - Ukraine ABC - DRAFT'.

[46] UNHCR, 'Ukraine Situation: UNHCR's 2024 Plans and Financial Requirements'.

[47] https://www.unhcr.org/emergencies/ukraine-emergency.

[48] UNHCR, 'Ukraine Operational Monthly Update December 2023', December 2023, ,
 https://reporting.unhcr.org/ukraine-operational-update-7400.

23. **Development and overview of UNHCR's Protection programming:** Across Ukraine, humanitarian actors mounted a protection response to support targeted IDPs, war-affected/non-displaced and returnee populations – outlined in table 4 below (for the formal IASC system).

TABLE 04. Ukraine-wide protection response targets 2022 – 2023

Protection sector	Number of People Targeted 2022	Number of People Targeted 2023	Number of People Targeted 2024
Protection Generally	7.8 m	4.4 m	3 m
Child Protection	2.0 m	3.0 m	2.2 m
Gender-Based Violence (GBV)	1.3 m	1.2 m	0.8 m

Source: OCHA (2022) Flash Appeal Ukraine 2022, August Revision 2022; OCHA (2022) Humanitarian Needs and Response Plan Ukraine, February 2023; OCHA (2023) Humanitarian Needs and Response Plan Ukraine, December 2023.

24. In the immediate weeks following the 2022 escalation/full-blown war, UNHCR partners responded by using their own funding to meet whatever needs they could – whether food and support at railway stations to people evacuating or psychosocial support. In the months that followed, UNHCR and its partners' response began to incorporate the following core components: legal assistance and information on rights, entitlements and available services; general protection case management (with a limited cash component); child protection services; support for GBV and psychosocial support for adults and children alike. Community-based protection services straddled many of these elements, supporting social cohesion initiatives. A proportion of UNHCR's investments over 2022 were directed to strengthening the quality and outreach of the protection response. This was further strengthened in 2023 with a stronger focus on recovery/solutions programming.

25. An emphasis on solutions from the start: Concurrently with focusing on the provision of immediate emergency relief, UNHCR laid the groundwork for early recovery, promoting the design and implementation of protection, shelter and assistance programmes that supported sustainability and durable solutions. UNHCR has also been participating in working groups in the framework of the National Recovery platform, put in place by the government to coordinate the planning of recovery and solutions. The aspects addressed by these working groups include the return and reintegration of refugees and displaced persons, housing policy and human rights.[49]

26. In areas closest to the frontlines, UNHCR has participated in initiatives that seek to support populations daily via "last-mile deliveries" of assistance via inter-agency convoys. Moreover, UNHCR has also provided access to protection and solutions to refugees, asylum-seekers and stateless people within Ukraine.[50] UNHCR has worked with the Ministries of Restoration, Reintegration of the Temporarily Occupied Territories,

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[49] UNHCR, 'Ukraine Operational Monthly Update June 2022', June 2022.
[50] UNHCR, 'Annual Results Report 2023 - Ukraine ABC - DRAFT'.

Social Policy, Education, the Ministry of Foreign Affairs and the Ombudsperson's Office, the State Border Guard Service and the State Migration Service to complement services and inform law and policy reforms.

27. A decentralized approach: UNHCR in Ukraine had to scale and expand its field presence while establishing partnerships to deliver assistance and protection. As of February 2024, UNHCR operates through eight sub- and field offices, and one country office (CO) in Kyiv, with the support of over 360 staff.[51] More than three quarters of the UNHCR team is national, with two thirds (66 per cent) having less than two years' experience with the agency.[52] UNHCR has signed 18 MoUs with Oblast Governors, allowing collaboration with Oblast and Hromada authorities to implement programmes.[53]

28. A localized and humanitarian-development nexus approach: UNHCR's operation aims to contribute to the government's commitment to recovery and durable solutions, and seeks to align with the Government's National Recovery Plan,[54] UN's Transitional Framework and the HNRP. UNHCR has prioritized forming partnerships with local entities, particularly national non-governmental organizations (NGOs) and community-based organizations, many led and staffed by the affected communities themselves. In 2023, 20 of UNHCR's 29 partners were national NGOs and MoUs were signed with four national ministries.[55] In 2024, UNHCR is working with 20 funded partners, 16 of which are national partners and four international.

29. **A multi-cluster coordination role**: In line with UNHCR's Policy on Engagement in Situations of Internal Displacement, UNHCR's L3 response has been conducted in the context of an inter-agency response under the leadership of the UN Humanitarian Coordinator and ultimately, that of the Ukrainian Government. As per policy, UNHCR has also assumed the coordination of the following clusters: i) Protection and Legal Aid Task Force, ii) Shelter and Non-food items (SNFI) and iii) Camp Coordination and Camp Management (CCCM).[56] UNHCR is also a member of the Prevention of Sexual Exploitation and Abuse (PSEA) Working Group and Accountability to Affected Populations (AAP) task force. UNHCR leverages its coordination roles as well as its co-leadership of the Community Planning for Durable Solutions Steering Committee to promote sustainability, local leadership and ownership, self-reliance, dignity, early recovery and solutions for those displaced as well as returnees.[57]

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[51] Chernivtsi, Dnipro, Kharkiv, Kyiv, Lviv, Odesa, Uzhhorod, and Vinnytsia. Source: List of Personal Ukraine February 2024.
[52] UNHCR. 2024. Ukraine Staff Statistics January 2024.
[53] UNHCR, 'Annual Results Report 2023 - Ukraine ABC - DRAFT'.
[54] National Recovery Council. 2022. Ukraine's National Recovery Plan.
[55] Ukraine ABC, 'Strategy Report - Interim 2024'.
[56] UNHCR, 'Ukraine: UNHCR 2003 Programme Summary', n.d.
[57] UNHCR, 'Annual Results Report 2023 - Ukraine ABC - DRAFT'.

ANNEX 2: RESULTS DATA 2022–2023

The table below summarizes the breakdown of people reached by UNHCR between 2022 and 2023.

Year	Sector	Number of supported beneficiaries	% Female	% Male	% PWD	% Older persons
2022	Protection	1,239,401	NA	NA	NA	NA
	NFI	1,778,452	NA	NA	NA	NA
	MPC	987,308	NA	NA	NA	NA
	Shelter	164,129	NA	NA	NA	NA
	CCCM	153,782	NA	NA	NA	NA
2023	Protection	1,480,928	73%	27%	NA	NA
	NFI	575,273	60%	40%	7%	26%
	MPC	899,039	62%	38%	NA	NA
	Shelter	247,160	NA	NA	NA	NA
	CCCM	99,008	60%	40%	NA	NA

Source: UNHCR delivery update January 2024 for 2023 data and 18 January 2023 operational update for 2022 data. Monthly operational update December 2023 for the 2023 gender split. 2023 protection cluster achievement dashboard for figures on PWD and older persons in 2023 for protection.

The tables below summarize UNHCR's results for key activities for 2022 and 2023. It was obtained from activity info and extracted by UNHCR on 15 July 2024.

1.1.1 Cash

Output Statement	Year	Indicator	OP Target	Results	% reach of target
Multipurpose cash assistance is available to ensure basic needs	2022	# of PoC receiving cash grants	1,080,000	987,308	91%
	2022	# of persons newly registered/enrolled	1,080,000	809,030	75%
	2023	# of PoC receiving multipurpose cash for basic needs	900,000	899,039	100%

1.1.2 NFI

Output Statement	Year	Indicator	OP Target	Results	% reach of target
Households in need access sufficient and timely core relief items	2022	# of HHs receiving UNHCR core relief items	40,000	45,680	114%

Output Statement	Year	Indicator	OP Target	Results	% reach of target
	2022	# of PoC receiving non-standard NFIs	-	1,641,412	NA
Non-food items are provided to ensure sufficient basic and domestic items	2023	# of households benefiting from generators	-	3,552	NA
	2023	# of households supported with heating appliances (in-kind)	-	13,647	NA
	2023	# of PoC receiving UNHCR standard non-food items	1,000,000	476,797	48%

1.1.3 CCCM

Output Statement	Year	Indicator	OP Target	Results	% reach of target
IDPs have strengthened safe access to multisectoral services at the site level through improved site coordination	2022	# of people residing at collective sites supported by CCCM services and other services	50,000.00	153,782	308%
	2023	# of people residing at collective sites supported by CCCM services	150,000	99,008	66%
	2023	# of collective sites supported by CCCM services	900	669	74%

1.1.4 Shelter

Output Statement	Year	Indicator	OP Target	Results	% reach of target
Materials for emergency repairs provided	2022	# of HHs receiving emergency shelter kits	30,000.00	33,067	110%
Shelter repairs (long-term) provided	2022	# of HHs benefiting from house repairs	-	3,889	NA
Reception centres and collective centres with dignified conditions are established	2022	# of people residing in the reception centres covered through UNHCR shelter interventions	-	13,891	NA
Conflict-affected and returnee populations supported with house repairs	2023	# of households benefiting from house repairs	24,450	22,221	91%
Conflict-affected populations supported with immediate shelter needs	2023	# of households supported by emergency shelter assistance (including ESKs)	166,667	83,737	50%

Output Statement	Year	Indicator	OP Target	Results	% reach of target
Internally displaced populations supported with improvement and creation of accommodation.	2023	# of sleeping spaces created or improved for IDPs	45,900	11,198	24%

1.1.4.1 Protection

Output Statement	Year	Indicator	OP Target	Results	% reach of target
IDPs and conflict-affected people have access to information related to rights and services, and to feedback and complaints mechanisms (CWC)	2022	# of PoC who received protection information or counselling	600,000	398,633	66%
	2022	# of people in transit receiving information	0	109,530	NA
Vulnerable people at risk, including children, women and girls at risk of GBV, older persons and people with disabilities, are identified, receive appropriate mental health and psychosocial support, including through referral	2022	# of PoC receiving psychosocial support	150,000	114,379	76%
	2022	# of PoC receiving social accompaniment	0	23,349	NA
Individuals receive legal assistance to obtain essential documents or access services without discrimination	2022	# of PoC receiving legal assistance	200,000	84,885	42%
	2022	# of legal consultations provided	-	138,228	NA
A coordinated and articulated protection response, supportive and inclusive of local, national and regional institutions is set up under the leadership of UNHCR with an efficient data collection and protection monitoring system	2022	# of monitoring missions conducted and recorded	25,000	15,780	63%
Services of government and non-government child protection actors are accessible to IDPs and conflict-affected children at risk	2022	# of children at risk including children with specific needs identified and assisted	200	2,736	1368%

Local actors are trained to identify GBV and SEA risks as well as vulnerable groups, and support the adoption of risk mitigation measures across sectors	2022	# of persons receiving targeted GBV services	-	2,050	NA
Individuals receive legal assistance to obtain essential documents or access services, territories and freedom of movement	2023	# of PoC receiving legal assistance	160,000	98,542	62%
Local actors are trained to identify GBV and SEA risks as well as vulnerable groups, and support the adoption of risk mitigation measures across sectors	2023	# of persons receiving targeted GBV services	2,000	3,739	187%
Children at risk have access to services of government and non-government child protection actors	2023	# of children at risk including children with specific needs identified and assisted	10,000	8,787	88%
Community members of affected groups are empowered to participate in decision-making structures and to engage in the identification of protection needs, referral and information dissemination about services available	2023	# of community members benefiting from leadership and project management training	16,000	10,676	67%
Individuals at heightened risk are identified and provided with case management and social assistance	2023	# of individuals who received case management services and social assistance	48,300	32,515	67%
PoCs and conflict-affected people have access to information related to rights and services, and to feedback and complaints mechanisms	2023	# of PoC who received protection information or counselling	650,000	473,199	73%

Vulnerable people at risk, including children, women and girls at risk of GBV, older persons and people with disabilities receive appropriate psychosocial support, including through referral	2023	# of individuals provided with mental health and psychosocial support services	180,000	102,128	57%

Annexes Section 2: Additional tools and documentation

ANNEX 3: TERMS OF REFERENCE

TERMS OF REFERENCE

L3 EMERGENCY EVALUATION INSIDE UKRAINE

(ToR Finalized in October 2023)

Key Information at a glance about the evaluation	
Title of the Evaluation:	Evaluation of UNHCR's Response in the L3 Emergency Response in Ukraine
Timeframe Covered:	January 2022-March 2024
Type of Evaluation:	L3 Emergency Evaluation
Evaluation commissioned by:	UNHCR Evaluation Office
Evaluation Manager contact:	Joel Kinahan
ToR Date:	October 2023

1. INTRODUCTION

UNHCR is mandated to provide international protection and humanitarian assistance and to seek permanent solutions for persons within its core mandate responsibilities. In the countries where it operates, UNHCR aims to work effectively to pursue protection and solutions, and to support the inclusion of internally displaced, returnees and refugees.

In line with UNHCR's Emergency Response and Evaluation policies, an evaluation of all level-3 (L3) emergency operations are to be conducted within 18 months of the L3-level emergency declaration.[58] Evaluations in UNHCR are conducted for learning and accountability purposes. They enable Senior Management and other stakeholders to

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[58] *See UNHCR Evaluation policy, available at: https://www.unhcr.org/research/eval/3d99a0f74/unhcrs-evaluation-policy.html The new UNHCR draft emergency and new draft evaluation policy will revise the target date to 15 months.*

make informed decisions, demonstrate results to stakeholders, and improve strategies, plans, programmes and policies. Furthermore, evaluations provide UNHCR with a structured approach to obtain an impartial reflection on, and analysis of, its performance and results.

These Terms of Reference relate to UNHCR's L3/corporate emergency response in Ukraine. This document presents the background context for the evaluation, as well as the evaluation's overall objectives, purpose and scope, its users, the intended methodological approach, and the evaluation questions. It outlines roles and responsibilities throughout the evaluation process as well as key engagement and communication activities. Finally, it builds on an internal audit of the Ukraine operation that focused on, inter alia, cash and non-food items (NFIs) programming.

The evaluation is commissioned by the Evaluation Office (EVO) and is intended to analyse the extent to which UNHCR is providing a timely and effective response to the crisis in Ukraine, taking into consideration the complex enabling and constraining factors since the escalation of the war in February 2022 by the Russian Federation. This evaluation offers an opportunity for learning from the organizational adaptations and innovations that may be relevant for future regional emergency responses of such a scale, complexity and length. The evaluation will document achievements, challenges, lessons learned, and future positions and adaptation required to further strengthen UNHCR's programming, response and advocacy in Ukraine. The period under review will be **January 2022 until March 2024 with a strong focus on current programming and future scenarios.**

The intended users of the evaluation include the Ukraine Country Operation, the Representative and Senior Management Team, the Regional Bureau of Europe, several Divisions in HQ (e.g. the DESS, Division of International Protection, donors, Governments, implementing partners, and other UN entities). Of note is that several other agencies are conducting independent evaluations of their Ukraine responses. A jointly managed synthesis exercise is planned in late 2024.

2. BACKGROUND AND CONTEXT

The Russian Federation launched a military offensive in Ukraine on 24 February 2022, triggering one of the fastest-growing refugee emergencies in history, and the largest since the Second World War in Europe.[59] Since the onset of the full-scale Russian invasion, more than 13 million people crossed the Ukrainian border into neighbouring countries.[60] Currently, 7.4 million refugees from Ukraine are recorded across Europe, while another 5.1 million people are internally displaced.[61] Overall, in 2023 some 17.6 million people are estimated to be in urgent need of humanitarian assistance and protection.[62] The invasion occurred against the backdrop of existing displacement

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[59] https://reporting.unhcr.org/ukraine-situation
[60] See: Ukraine situation flash update No 1 08 03 2022.pdf (ldi.sk)
[61] See: Document - Ukraine situation Flash Update #38 (unhcr.org)
[62] See: Ukraine 2023 Humanitarian Response Plan.

following the start of the war in 2014 and annexation of Crimea. By March 2015, over 1.6 million people were displaced mainly internally in Ukraine, but also outside of the country.[63] Of these, the UN estimated that 800,000 resided permanently in Government-controlled areas, while others moved frequently across the "contact line" or registered as IDPs in Ukrainian Government-controlled areas. Most of the IDPs have had to live in displacement since the start of hostilities in 2014, unable to return home in the absence of a just and lasting peace.[64]

Map 1: IDPs by Oblast September 2023[65]
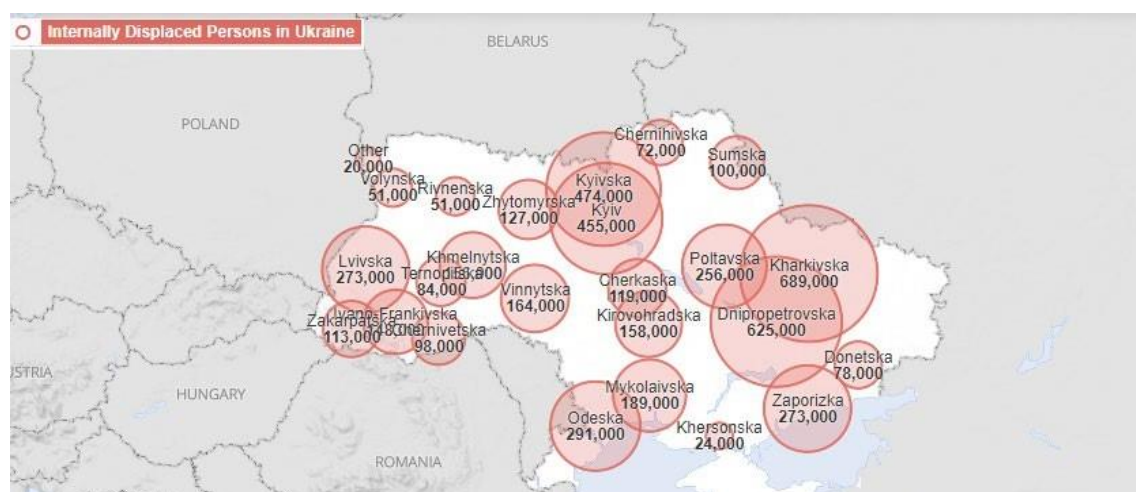
In light of the emergency and the scale of humanitarian needs, UNHCR scaled up its presence and declared a Level 3 Emergency in Ukraine and a Level 2 Emergency in the neighbouring countries on 25 February 2022. On 15 March, a UNHCR Level 3 Emergency was also declared for Hungary, Moldova, Poland, Romania and Slovakia. On 19 September, the L3 Emergency was extended in Ukraine and neighbouring countries until 31 December 2022 – after which it was deactivated. UNHCR's regional refugee response in Hungary, Moldova, Poland, Romania and Slovakia was recently evaluated in a now-completed evaluation.

The full-scale war has resulted in a large-scale displacement of the population. Out of an estimated population remaining in Ukraine of 35.6 million in 2023,[66] 17.6 million are estimated to require assistance, with the severity of the needs being greatest in the east of the country bordering the Russian Federation. The number of internally displaced persons (IDPs) peaked at 7.1 million in April 2022, subsequently decreasing to 5.4 million by January 2023[67] due to partial returns. There are currently 5.1 million estimated IDPs.[68] The displacement dynamics have led to a notable increase in female-headed households, single-earner households, households with individuals with

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[63] For further information see: Article: Years After Crimea's Annexation, Integr. | migrationpolicy.org

[64] For further information on UNHCR presence in Ukraine and displacement in Ukraine prior to 2021 see: UNHCR-25years-in-Ukraine_ENG_30_06_2021_compressed.pdf

[65] Source: Country - Ukraine (unhcr.org)

[66] See: Ukraine Population 2023 (Live) (worldpopulationreview.com)

[67] See: Ukraine Humanitarian Needs Overview 2023 (December 2022) [EN/UK] - Ukraine | ReliefWeb

[68] ibid

disabilities, and children. Many of the IDPs in Ukraine have been displaced more than once within Ukraine over the past 10 years.

The 2023 Humanitarian Needs Overview (HNO) notes women and children constitute the majority of the IDPs in need, and face significantly increased safety and protection risks.[69] Towards the end of September 2022, women represented 61 per cent of the total IDP population in Ukraine, and women and girls represent 59 per cent of the displaced people in need of humanitarian assistance.[70] Similarly, the HNO records that one quarter of IDP respondents indicated that at least one member in their current household has a disability, 39 per cent of IDP respondents indicated that at least one member of their household is an older person, and 30 per cent of IDP respondents indicated that one of their household members is chronically ill.[71]

The 2024 HRP is in the process of being finalized, including people in need figures totalling an expected 14.6 million, a modest but not insignificant decrease from 2023. Moreover, an estimated 8 million people in critical need of humanitarian assistance are non-displaced, marking a shift from the year prior, when compared with the IDP population.

Graph 1: Population breakdown of People in need inside Ukraine:[72]

By Population Group

POPULATION GROUP	PEOPLE IN NEED	
Internally Displaced People	6.3M	
Non-Displaced People	6.9M	
Returnees	4.4M	
Total	17.6M	

By Gender**

GENDER	PEOPLE IN NEED		% PIN
Girls	2.0M		11.5%
Boys	2.1M		12.0%
Women	7.8M		44.5%
Men	5.6M		32.1%

Population Condition & Gender

CONDITION	BY GENDER WOMEN | MEN (%)	
People with Disabilities	52 | 48	
Internally Displaced People	59 | 41	
Returnees	59 | 41	

By Age

AGE	PEOPLE IN NEED		% PIN
Children (0 - 17)	4.1M		23.4%
Adults (18 - 59)	9.5M		54.1%
Older People (60+)	3.9M		22.4%

The ongoing war in Ukraine, marked by infrastructure destruction, including in the energy sector, has had a significant impact. Millions of Ukrainians have lost their homes and

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[69] *ibid*
[70] *ibid*
[71] *ibid*
[72] *See: Ukraine Humanitarian Needs Overview 2023 (December 2022) [EN/UK] - Ukraine | ReliefWeb*

livelihoods, leading to significant disruptions in access to essential services.[73] The World Bank has estimated the cost of reconstruction to be $411 billion, a significant burden for a country classed as a lower-middle income country.[17]

Humanitarian Funding and Humanitarian Response Plan

For 2022, the UN humanitarian response required $4.3 billion for the Ukraine flash appeal, which was 86.6 per cent funded.[74] An additional, $676 Million outside the flash appeal was tracked by OCHA for inside Ukraine. For 2023, the Humanitarian Response Plan, targeting 11.1 million of the 17.6 million people in need, was costed at $3.9 billion for Ukraine. As of June, the 2023 HRP was funded at 51.5 per cent.[75]

3. UNHCR'S RESPONSE

The UN Refugee Agency (UNHCR) has been active in Ukraine since 1994, initially supporting the repatriation of Crimean Tatars and establishing a Host Country Agreement with the Ukrainian government in 1996. In 2014, UNHCR intensified its presence in eastern Ukraine to provide humanitarian aid and support to those affected by the war following the annexation of Crimea and hostilities in the Donetsk and Luhansk regions of Ukraine. Following the full-scale invasion by the Russian Federation in February 2022, UNHCR further expanded its operations across various regions in Ukraine and is now present in Chernivtsi, Dnipro, Kyiv, L'viv, Poltava, Odesa, Uzhhorod and Vinnytsia. As of January, this year, there are over 320 UNHCR staff in Ukraine.

Since the start of the humanitarian emergency, UNHCR has designed its response to address immediate protection and assistance needs, while simultaneously strengthening and reinforcing the national and local capacity, to support sustainability and national leadership and ownership. In 2022, UNHCR assisted 4.32 million people out of an initial target of 4.3 million. In 2023, UNHCR targeted to assist 3.6 million individuals in Ukraine with protection, emergency shelter, housing support, cash, and in-kind assistance. This assistance is intended to complement and support the Ukrainian authorities' response.[76]

To uphold the government's commitment to durable solutions, encompassing safe, dignified, and sustained returns, reintegration, and recovery, UNHCR aims to contribute to area-based and participatory approaches. These strategies aim to support returnees in their communities of origin and drive economic recovery and reconstruction in collaboration with various stakeholders, including development actors.

UNHCR prioritizes partnerships with local entities, particularly national NGOs and community-based organizations led by the affected communities. Working **within the inter-agency response under** the guidance of the UN Humanitarian Coordinator and under the ultimate leadership of the Ukraine government, UNHCR has coordinated the

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[73] *See UKRAINE HUMANITARIAN RESPONSE 2023 | Situation Reports (unocha.org) for further details 17 See: Ukraine | Data (worldbank.org)*
[74] *See Ukraine Flash Appeal 2022 | Humanitarian Action*
[75] *Data from FTS OCHA at Ukraine Humanitarian Response Plan 2023 | Financial Tracking Service (unocha.org) September 2023*
[76] See: 2023 UNHCR Ukraine Programme Summary_Final (3).pdf

humanitarian clusters on Protection, Shelter and Non-Food Items (NFI), and Camp Coordination and Camp Management (CCCM). Additionally, it approaches the Durable Solutions Steering Group, leads the Legal Aid Task Force under the national Protection cluster, and co-leads the Accountability to Affected Populations (AAP) Task Force with OCHA. Furthermore, UNHCR is a member of the Prevention of Sexual Exploitation and Abuse (PSEA) Steering Committee and its Working Group.

Despite the ongoing war, the government remains focused on recovery and reconstruction through the National Recovery Plan. The plan encompasses programs enabling refugees and internally displaced persons (IDPs) to return, reintegrate, and contribute to the economic revival and reconstruction of Ukraine. In April 2022, UNHCR signed memoranda of understanding (MoUs) with three key Ministries - the Ministry of Social Policy, the Ministry of Reintegration of the Temporarily Occupied Territories of Ukraine, and the Ministry of Communities and Territories Development of Ukraine – in an effort to align its activities with government social programs. In January 2023, a new MoU was signed with the merged Ministry of Communities, Territories, and Infrastructure Development to bolster cooperation regarding access to housing repairs and solutions. Furthermore, UNHCR supports municipalities and local communities hosting IDPs by developing and implementing activities that aim to facilitate durable solutions including local integration. These efforts include employment initiatives and social cohesion and community empowerment projects.

UNHCR Funding

UNHCR's response inside Ukraine has been generally well funded since February 2022 but the funding available for Ukraine is anticipated to come under greater pressure as time passes and the war becomes increasingly protracted. In 2022 UNHCR received 88 per cent of the $792.3 Million required for its response.[77]

As of September 2023, UNHCR's 2023 financial requirement for its work in Ukraine was $602.5 Million, 63 per cent of which has been funded.[78]

4. PURPOSE, OBJECTIVES AND SCOPE

The purpose of this evaluation is to inform UNHCR's future positioning and response to the ongoing war in Ukraine and provide accountability for the response, with a focus on 2023 operations. The evaluation should contribute to real-time reflection, course correction, and have recommendations that speak to UNHCR's future priorities in a dynamic and continuously evolving context.

The evaluation covers the **UNHCR Emergency L3 response** inside Ukraine from the period January 2022- March 2024 in response to the Ukraine crisis and aims to assess **UNHCR's whole-of-organization response in all geographic areas covered under the HRP**. Due to access constraints and security constraints, however, the evaluation team (ET) will predominantly focus on areas controlled by the Ukraine government.

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[77] See: _Ukraine Funding Update - 2022 | Global Focus (unhcr.org)_
[78] See: _Ukraine Funding Update - 2023 | Global Focus (unhcr.org)_

The objectives of the evaluation are as follows:

- Contribute to the design of UNHCR's operations in Ukraine 2024/25.

- Improve the results achieved for IDP's and returnees and – through an analysis of the engagement, partnerships and results of UNHCR's activities as part of a broad, inter-agency effort.,

- Help UNHCR plan for and support recovery and durable solutions for IDPs and returnees, including the potential return of large numbers of refugees from neighbouring host countries, under the leadership of the government of Ukraine.

Scope

Geographical Coverage: As noted above, the geographical coverage will be limited to the territories inside Ukraine that are controlled by the Ukrainian government.

Timeframe: While the evaluation should consider the full length of UNHCR's response in Ukraine, the focus of the analysis should be on the 2023 response.

Note on interoperability with other evaluation efforts in Ukraine: The ET should consider the other evaluation efforts underway in Ukraine and this should inform data collection strategies. There is similarly likely to be an Inter-agency Evaluation Synthesis managed by OCHA and may require the ET to take into account common questions, on for example, inter-agency coordination.

While the evaluation should consider broader regional dynamics related to potential refugee returns, given that an Evaluation on UNHCR's Regional Refugee Response has recently been completed, UNHCR's response in refugee-hosting countries are considered out of the scope of this evaluation.

5. EVALUATION CRITERIA- PERFORMANCE BENCHMARKS

In general, humanitarian performance can and should be judged based on both normative frameworks, and standards of good practice – and by what the organization promised to do (as reflected in its own commitments and programmatic documents). In this regard, the following may be relevant and useful for the ET to consider:

- ALNAP guidelines on evaluating humanitarian action using the OECD-DAC criteria

- ALNAP Evaluation of Protection in Humanitarian action

- ALNAP's Evaluation of Humanitarian Action Guide

- UNHCR's funding appeals

- UNHCR's emergency handbook and policy

A range of other policies and guidance that should be considered by the evaluation can be found in the **annexes**. The assessment will also align with **UN Norms and Standards for Evaluations** and **UNEG Ethical Guidelines for Evaluation** (**See Annexes 6-7**) and UNHCR Operational Guidance on AAP

The evaluation should refer to the following OECD DAC Evaluation criteria but remain forward-looking: **relevance** (analysis of UNHCR's strategic priorities, operation design, and implementation seen in relation to needs and context); **effectiveness/coverage** (analysis of results and achievements – including drivers and constraints); **efficiency**

(measures the outputs -- qualitative and quantitative -- in relation to the inputs); **coordination/partnerships** (analysis of internal coordination and programmatic synergies, and partner coordination, complementarity, and harmonization) and **connectedness/sustainability** (analysis of institutional capacities, environmental impact of results, exit strategies and the likelihood of benefits and solutions continuing over the medium and longer-term).

6. EVALUATION QUESTIONS AND KEY AREAS OF INQUIRY

These **indicative** areas of inquiry will be further developed during the inception phase to produce key questions and sub-questions**, and reflect the different realities, challenges, and achievements.**

1. To what extent are UNHCR's interventions relevant, appropriate and sufficiently agile considering the dynamic operational context and the nature of needs, vulnerabilities, and capacities of the IDPs and refugee returnees?

   - To what extent have UNHCR and partners achieved intended outputs and targets and contributed to envisaged outcomes? What lessons can be learned from existing effort that should inform future planning for UNHCR's programming in Ukraine?

   - To what extent has UNHCR's response effectively harnessed local expertise and capacities in the emergency response and early recovery efforts?

   - To what extent have UNHCR and its partners interventions and strategies mainstreamed gender, Accountability to Affected Populations (particularly vulnerable women, older people and people living with disabilities) & protection? In the context of recovery and durable solutions planning, what actions and approaches should UNHCR consider to ensure that Age, Gender and Diversity as well as Accountability to Affected Populations are incorporated in programme and response design?

   - To what extent does UNHCR's current approach integrate humanitarian principles, do no harm, and conflict-sensitive approaches to avoid unintended negative consequences and maximize positive effects across its programming in Ukraine?

   - To what extent were learning and recommendations from the Real-Time Review (RTR) and other oversight activities reflected in course corrections and operational strategy during the response?

2. To what extent is UNHCR's strategically positioned to contribute and deliver protection and solutions for IDPs and refugee returnees? Which recovery and solutions approaches and strategies should UNHCR invest in to support protection centred outcomes for IDPs and refugee returnees?

   - Where is UNHCR's greatest value add in the recovery and durable solutions efforts? What capacities and expertise should UNHCR invest it to be most effective in the future in Ukraine?

   - How effective are UNHCR's current partnership efforts and what partnerships and approaches should UNHCR invest in (including with non-traditional actors

such as the private sector, IFIs and development banks) to support a sustainable protection centred approach to recovery and durable solutions efforts?

- How effectively are the Area Based Approaches being supported by UNHCR? What is working well and what could be improved to ensure protection and solutions are available to IDPs, refugee returnees and vulnerable host communities?

- How effectively has UNHCR worked with INGO and NGO partners to deliver protection assistance to IDPs, refugee returnees and other vulnerable communities? What further actions can UNHCR take to support localization in Ukraine?

3. To what extent are UNHCR's efforts in Ukraine coherent to and aligned with the National and Local government recovery plans, including the national social protection systems and National Recovery Plan?

- To what extent has UNHCR been successful in advocating for and supporting government capacity and new policies to ensure socio-economic inclusion and incorporating mid/long-term protection perspectives in the design and delivery of the operational response?

- What lessons can be learned from how UNHCR has worked with the Government of Ukraine and where should UNHCR make further investments to ensure it is providing the most appropriate support to the Ukrainian authorities?

- What steps has UNHCR taken, in conjunction with its partners, to ensure programmes including cash-based interventions, are aligned with existing government social protection systems, and complementary with UNHCR's broader advocacy and capacity-building support to strengthen national systems (such as engagement in the PeReHid initiative)? How could this alignment be further strengthened?

4. To what extent is UNHCR contributing effectively within the United Nations Country Team (UNCT), Humanitarian Country Team (HCT) and inter-agency structures in Ukraine? What areas should UNHCR invest in to build further coherence and ensure both immediate and longer terms needs are met?

- How effective and strategic is UNHCR leadership of the Shelter, Protection and CCCM clusters in a context of strong Government leadership and mature, but stretched, response capacities? What lessons can be learned from the current structure and leadership? What role should UNHCR play in ensuring an appropriate and coherent inter-agency coordination model in Ukraine?

- How should the inter-agency ecosystem in Ukraine, specifically those UNHCR is leading, adapt to better facilitate the HDP Nexus, transition toward recovery and preparation for refugee returnees? What type of different approaches and designs could be adopted by the clusters UNHCR leads?

- How effectively has UNHCR exercised its leadership role within the inter-agency and UNCT and HCT system on planning for IDP and refugee returns?

- To what extent has UNHCR been able to build linkages between Ukraine and UNHCR operations in refugee receiving countries to coordinate and plan for refugee returns?

5. What good practices, innovations and lessons learned emerged from the L3 response inside Ukraine that have broader relevance for UNHCR?

7. EVALUATION APPROACH AND METHODOLOGY

This is a forward-looking strategic evaluation aiming to assess the appropriateness of UNHCR emergency response, overall approach, positioning for the evolving responses and needs and lessons learned for future L3 emergency responses as a starting point for the evaluation. The evaluation should then address necessary changes and strategic and operational shifts required to ensure UNHCR remains relevant to future emerging needs and to ensure an effective and protection centred transition to a medium/longer-term response.

As a whole-of-organization response, the participation of UNHCR staff (national and international) at HQ, regional, country, and sub-office levels alongside relevant partners is a requirement throughout the evaluation process to foster real-time learning and ownership of findings and recommendations.

The evaluation will adopt a theory-based evaluation design conducive for the review and analysis of strategy documents and contribution analyses, this could include retroactively building a theory of change.

The ET will visit Kyiv and at least three other Oblasts which should be identified in the inception phase on the following criteria:

- UNHCR presence and operational footprint.
- Ensure coverage of areas with both refugee returnees and IDP populations.
- Security and access constraints.

8. QUALITY ASSURANCE

UNHCR applies quality assurance (QA) measures for all evaluations based on a set of criteria in order to provide qualitative feedback to evaluation managers and ETs to strengthen the overall quality of the processes and products. These measures are applied at ToR, Inception Report, and Draft Final report stages and are based on UNEG Norms and Standards for Evaluation.

The evaluation is also expected to adhere to **"Evaluation Quality Assurance" (EQA) guidance**, which clarifies the quality requirements expected for UNHCR evaluation processes and products. The Evaluation Manager will share and provide an orientation to the EQA at the start of the evaluation – including standards for the format and structure of key deliverables. Quality assurance will be provided both by the Evaluation Manager and by an external QA service provider contracted by UNHCR. In addition, the Evaluation

Firm is expected to ensure a **high level of internal quality assurance**, prior to submission of deliverables including professional copy editing of final products.

9. ETHICAL CONSIDERATIONS, GENDER, HUMAN RIGHTS

The ET will be required to sign the [UNHCR Code of Conduct](#), complete UNHCR's introductory protection training module, and respect UNHCR's confidentiality requirements. This includes protecting sources and data, informed consent, respect for dignity and diversity and the minimization of risk, harm and burden upon those who are the subject of or participating in the evaluations, while at the same time not compromising the integrity of the evaluations.

In line with established standards for evaluation in the UN system, and the UN Ethical Guidelines for evaluations, evaluation in UNHCR is founded on the interconnected principles of independence, impartiality, credibility, and utility, which in practice, call for protecting sources and data; systematically seeking informed consent; respecting dignity and diversity; minimizing risk, harm and burden upon those who are the subject of, or participating in the evaluation, while at the same time not compromising the integrity of the exercise.

UNHCR's EVO supports the inclusion of refugees and displaced persons in the evaluation, in line with UNHCR's participatory approach, [Age, Gender and Diversity policy](#) and [Framework for](#) [Accountability to Affected Persons.](#) Therefore, the ET will be required to have a clear policy on the participation of refugees and displaced persons, outlining the measures to protect those who participate in the evaluation.[79]

The ET will also take a rigorous approach to maximize the quality, credibility, and use of the evaluation. Attention will be paid to ensuring that gender and protection analyses are mainstreamed throughout this process. The methodology will feature participatory components, with a focus on the inclusion of IDPs, throughout the evaluation process and include strong qualitative data collection methods to inform some of the evaluation questions. Impartiality and lack of bias will be assured by relying on a cross-section of information sources, including refugees, and using a mixed methods approach to ensure triangulation of information obtained through a variety of sources and from a range of perspectives.

The evaluation is expected to be conducted in full respect of UNHCR's participatory, gender-sensitive and diversity approaches to ensure that all groups and identities within the people assisted have equitable opportunities to be consulted, and to contribute to the evaluation, irrespective of age, gender, disability, ethnic-, political-, or religious affiliation, or sexual identity. Furthermore, the evaluation process should support and respect the ethical participation of persons UNHCR serves and meet the standards and ethics of UNHCR and the UN Evaluation Group. As the scope of the evaluation includes the participation of displaced persons, the evaluation protocol and tools pertaining to the

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[79] To this purpose, the evaluation team is expected to ensure that the methodology includes actions to promote inclusion of all refugees and IDP groups and sub-groups (women, children, men, the elderly, boys, girls, unaccompanied children, children who were in institutional care in Ukraine, people with disabilities, individuals who identify themselves as LGBTQI, etc).

collection and management of data pertaining should be reviewed by an institutional ethics review board (IRB) and received clearance prior to commencing.

Gender and human rights considerations must be integrated into UNHCR evaluations in accordance with the Norms and Standards for Evaluation in the UN System, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation, and the CEB-endorsed Evaluation Performance Indicator (EPI) of the United Nations System-Wide Action Plan for Gender Equality and Empowerment of Women (UN-SWAP). Further information, guidance, and good practices can be found on the UNEG site **here**.

 The ET is expected to include an analysis of the actual, or potential exclusion of certain groups from existing representative structures, either within the displaced populations, or as a result of the habitual norms, customary beliefs, and traditions of the population in the area. As discussed above given the nature of the response and demographics of refugee and IDP flows and populations inside Ukraine, the ET is asked to **be especially aware of**, older persons, female-headed households and persons with disabilities. The evaluation should as part of its forward-looking approach consider how age, gender and diversity (AGD) and needs of women and girls could evolve in the eventuality of refugee returns into Ukraine.

10. TIMELINE, WORKPLAN AND DELIVERABLES

The evaluation should be carried out between **November 2023 (starting with the desk review)** and June **2024**, with management response in the 3 months following the completion of the evaluation.

UNHCR expects the following key deliverables:

1. Inception report (20-30 pages) - confirming the scope of the evaluation, the evaluation questions, methods to be used, a field plan, data gathering tools, as well as the analytical framework – and summarizing findings derived from a review of existing documentation;

2. Debriefs with UNHCR EVO after each phase (e.g. Inception, Field Mission) including a PowerPoint Presentation;

3. Workshops with relevant staff in HQ, Regional Bureaux and Ukraine, to validate the findings and co-create recommendations;

4. Draft and Final evaluation reports (30-50 pages), including a 4-6-page stand-alone executive summary and annexes;

5. A series of 2-3 presentations (to senior management in Ukraine, Regional Bureau and Headquarters) at the different stages of the Evaluation, including a PowerPoint Presentation;

6. A set of key messages (up to 5) to be used for external and internal audiences to reflect on the key findings of the evaluation;

7. Biweekly/weekly meetings with UNHCR; other ad hoc meetings as required;

8. Any training material used during the data collection phase;

9. Any photo/video material collected during the data collection phase.

Deliverable	Description* see below	Deadline
Inception Phase		
Inception phase remote interviews for colleagues in HQ (GVA)	TL: 5 days TM 1: 5 days TM 2: 5 days	January 2024
Inception mission (in person) Ukraine	TL: 5 days (7 including travel) TM 1 or TM 2: 5 days (7 including travel) National Consultant: 5 days	Prior to February 2024 – exact dates to negotiate with Ukraine CO
Inception and desk review report including evidence and data mapping (preparation, submission, finalization, debrief and presentation), draft programme for the data-gathering mission and justification for any revision to the evaluation questions and/or approach as suggested in this TOR.	TL: 10 days TM1: 5 days TM2: 5 days National consultant: 5	February 2024
Total days Inception Phase 57 days		
Data-gathering Phase		
Preparation, additional document review	TL: 5 days TM 1: 5 days TM 2: 5 days National Consultant: 5 days	March 2024
Field mission	TL: 14-day mission (12 working days plus travel) TM 1: 14 days (12 working days plus travel) TM 2: 14 days (12 working days plus travel) National Consultant 14 days	April 2024
Data coding, preliminary analysis and internal analytical workshops	20 days to be shared between the ET	April 2024
Total days Data-gathering Phase 96 Days		
Reporting Phase		
Analysis and presentation to UNHCR Preparation, Submission and Finalization of Draft Report	TL: 10 days TM 1: 7 days TM 2: 7 days National Consultant 5 days	May 2024
Total days Reporting Phase 29 days		
Finalization and Dissemination Phase		

Validation workshops and recommendation co-creation event with Ukraine CO**	Whole team: 2 days per team member**	May 2024
EQA Review	TL: 8 days	End May 2024
Preparation and Submission final report +ppt and executive summary Circulation of final report for comments	TM 1: 5 days TM 2: 5 days National consultant 5 days	
Presentation of final report-Remote	TL: 1 day TM 1: 1 day	End May 2024
Total days Finalization and Dissemination Phase 33 days		

*On the above table, there can be space to shift days between different team members with the negotiation between UNHCR and the ET. There may also be an opportunity to visit Geneva during the inception phase to meet with relevant HQ and Bureau functions.

** There is a potential with the negotiation with the Ukraine CO and ET for the validation workshops to be conducted in Ukraine. Should this be preferred additional travel could be considered for the Team Lead and Team Members. Otherwise, the ET should presume that the workshop will be conducted remotely.

11. Management and Communication

Management: The Head of Evaluation appoints an Evaluation Manager for, who will be responsible for managing the day-to-day aspects of the evaluation process. This includes: leading the preparation of the ToR; managing the selection of the ET; budget and personnel involved in the Evaluation; arranging field visits in coordination with the relevant UNHCR offices (interview schedule, logistics/transport arrangements) providing support to and coordination with the Evaluation Reference Group (ERG); providing the evaluators with required data; facilitating communication with relevant stakeholders; reviewing the draft reports and final reports to ensure quality.

The Manager is accountable for the overall quality and timeliness of the evaluation, and therefore has the remit to shape and influence the evaluation process and product, safeguarding the independence of the evaluation at all stages. The Evaluation Manager may participate in data gathering and analysis activities, contributing in particular to the ET's understanding of UNHCR policies, procedures and operations. The specificities of the respective roles and responsibilities are laid out in section 12 and will be discussed and agreed upon in the initial kick-off meeting.

A Reference Group, which will comprise a representative panel of primary users of the evaluation, will be established and serve in an advisory capacity. Key user groups include the Senior Executive Team, Division of Emergency, Security and Supply (DESS) and other relevant divisions (e.g., Division of International Protection, Division of Human Resources, etc.) as well as the Regional Bureau senior management and country Representatives. Selected external partners will be invited based on their knowledge of

and interest in the Ukraine refugee response and expertise in evaluation.[80] The Group is expected to assess the quality of the evaluation work and provide feedback, notably during specific meetings and workshops organized during the evaluation process. The collaborative framework of the ET and ERG Group will be specified during the early stage of the Inception phase.

The UNHCR offices involved in the L3 emergency response will each appoint an evaluation Focal Point. To strengthen governance, quality and transparency of the evaluation, and to contribute to strengthened partnerships at country level, UNHCR will convene a stakeholder meeting at the final report stage comprising representatives of UNHCR (CO, RB, HQ), other UN entities, technical experts, donors, and the NGO community that are active UNHCR partners in the country – potentially together with other agencies who have undertaken Ukraine response evaluations.

The UNHCR offices are required to fully support all phases of the evaluation and requests for documentation and information from the ET. All travel (international and domestic) will be organized and paid for by the ET.

Communication: The evaluation and its findings will be communicated to a range of internal audiences and, in the spirit of transparency, to interested external parties. Evidence will be made available in formats and styles appropriate for each of the priority stakeholders. This "repurposing and repackaging" will be mindful of the communications preferences of the target audience, and the efficiency and effectiveness of reaching and engaging priority audiences in different ways. A mix of analogue and digital products will be generated e.g., printed evaluation reports and separate executive summaries; hosted webinars and attendance at web conferences; (potentially face-to-face) validation workshops; brown-bag lunches, etc.

Communication opportunities will be identified throughout the life of the evaluation. There will be the engagement of key audiences around emerging findings to help with ownership of the recommendations. In particular, there may be opportunities to present and discuss the UNHCR evaluation in the broader context of Ukraine response evaluations conducted by other UN partners towards system-wide learning.

12. Content of Bid and Team Composition

The Framework Agreement Holder should provide the composition of the ET, including full CVs and the financial proposal.

Team Capacity and Composition: The evaluation firm should propose an **ET Leader, one**

Evaluation Subject Matter Expert (in the field of Protection/ Humanitarian assistance), **one ET Member with General evaluation expertise** with strong understanding of regional dynamics and or Humanitarian Development Peace Nexus and **one contextual expert (national position).** Additionally, the following areas of expertise must be

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[80] An evaluation of UNICEF is taking place in the region, and UNHCR is invited to be part of the ERG- Evaluation Reference Group. UNHCR will invite UNICEF to be part of this evaluation's ERG.

represented in the team: inter-agency coordination, GBV, data and information management, human resource and partnership management and localization.

Team Leader with the minimum requirements outlined below:

- Extensive international experience in leading or directing major, complex and rigorous evaluations (preferably L3) to a high standard, bringing genuine learning and utility. Typically, a person within this category will have 15+ years of relevant experience and a degree in social sciences, public policy, humanitarian assistance, or equivalent.

- The team leader must have experience in evaluating programmes and activities in situations of internal displacement, or in situations with mixed populations (refugees, internally displaced, returnees, and those at risk of statelessness) - in middle-income country contexts.

- Proven track record in managing teams, writing analytical reports, and social science research methodologies is required.

- The Team Leader's experience must include experience as a humanitarian practitioner, ideally for a UN agency, or NGO.

- The team leader is expected to demonstrate knowledge of relevant and strategic policies at global level and at the level of the organization (IASC system/guidance, Policy on Emergency Preparedness and Response, Policy on UNHCR's Engagement in Situations of Internal Displacement, Global Compact on Refugees, among others)

- Demonstrated experience in mainstreaming gender and accountability to affected populations in evaluations.

- Knowledge of the region and/or relevant languages skills (Ukrainian/Russian), highly desirable.

Team Members with the minimum requirements outlined below:

One Team Member with General Evaluation expertise:

- Extensive international experience in co-leading or supporting major, complex, and rigorous evaluations (preferably L3) to a high standard, bringing genuine learning and utility. Typically, a person within this category will have 10+ years of relevant experience and a degree in social sciences, public policy, humanitarian assistance, or equivalent.

- The team member must have experience in evaluating humanitarian responses, ideally for UNHCR, another UN agency or NGO, and strong expertise in areas such as protection, cash, human resource management, procurement/supply, financial management, security, shelter and social service provision.

- The member must have experience in evaluating programmes and activities in situations of internal displacement, or in situations with mixed populations (refugees, internally displaced) with a specific understanding on promoting reintegration and resilience.

- Demonstrated experience in mainstreaming gender and accountability to affected populations in evaluations.

One Team member with Subject Matter Expertise:

- Extensive international experience in participating in a major, complex and rigorous evaluations (preferably L3) to a high standard, bringing genuine learning and utility. Typically, a person within this category will have 10+ years of relevant experience and a degree in social sciences, public policy, humanitarian assistance, or equivalent.

- The team member must have experience in evaluating humanitarian responses, ideally for UNHCR, another UN agency or NGO, and strong expertise in areas such as protection, cash, human resource management, procurement/supply, financial management, security, shelter and social service provision.

- The team member must have experience in evaluating programmes and activities in situations of internal displacement, or in situations with mixed populations (refugees, internally displaced) with a specific understanding on promoting reintegration and resilience.

- Demonstrated experience in mainstreaming gender and accountability to affected populations in evaluations.

- Experience and understanding of UNHCR is highly desirable.

National Contextual specialist

- He/she must have experience in one of the following areas: political economy, economics, humanitarian action or related fields in the Ukraine context.

- Understanding of the root causes and evolving nature of the current crisis and actors (Govt/UN/private sector/civil society) on the ground.

- Previous research and evaluation experience desired.

The bidder should propose at least two candidates for each position.

One Research Assistant (not team member – working in a support role): UNHCR's data systems are improving substantially, and there is an expectation that good use is made of UNHCR's financial, human resources, monitoring, and survey data in evaluation. This requires expertise within the team to access, manage and process this data in relatively time-constrained windows.

Interpreters – should be recruited and paid for by the company as necessary.

Project Manager (not team member – working in a support role): The company is expected to provide a Project Manager to support the ET and manage recruitment, contractual issues, logistics, work plan, quality assurance,

ANNEX 4: EVALUATION MATRIX

This annex reproduces the evaluation matrix which provides details of the evaluation questions and sub-questions and lists the indicators, data sources and data analysis methods.

Area of enquiry	Title	Sum/form	Sub Questions	Indicators/how judgment will be formed	Number	Data Sources	Data Analysis methods
Relevance of UNHCR's implementation 1. To what extent are UNHCR's interventions relevant, appropriate and sufficiently agile considering the dynamic	Age, gender & diversity	Summative	1.1 To what extent have UNHCR and its partners interventions and strategies mainstreamed gender, Accountability to Affected Populations (particularly vulnerable women, older people and people living with disabilities) & protection?	The extent to which UNHCR interventions operationalize the **age, gender and diversity (AGD) approach** across all steps of its response	1.1a	Document review: AGD strategy; KII with UNHCR staff, IP staff and external stakeholders, online survey	Comparison of the intervention's AGD approach used in the response with UNHCR corporate strategy
				Evidence that crisis affected IDPs, and returnees are satisfied with the **format, level and content of the information received** from UNHCR and its IP	1.1b	FGD with target population	Qualitative analysis of IDPs/returnee satisfaction with information sharing about the intervention.

operational context and the nature of needs, vulnerabilities, and capacities of the IDPs, war-affected people and returnees (IDP and refugee)?				The extent to which accountability mechanisms (communication, feedback, participation, complaints mechanism) are used effectively: analysis of **feedback and complaints translates into actions and response** and informs adjustments to programming and strategic planning.	1.1c	Document review: CFM data, strategy documents; FGD with target population; KII with UNHCR staff, IP staff and external stakeholders; online survey	Quantitative analysis of secondary AAP data; Qualitative analysis of UNHCR, IP and IDP/returnee feedback about accountability mechanisms
				Protection & border monitoring is regularly conducted to analyse the situation of IDPs and returnees, including on their ability to access territory, legal status and rights	1.1d	KII with UNHCR staff, IP staff and external stakeholders; FGD with target population	Qualitative analysis of the different stakeholders' perceptions on protection
				Evidence that UNHCR has **assessed and strengthen the capacity** of its staff and national stakeholders (authorities, NGOs community-based groups, refugees led organizations) on AGD, AAP and protection mainstreaming	1.1e	Document review: Partnership policy and guidance, capacity strengthening action plans, mission reports; KII with UNHCR, IP staff, sector and government	Qualitative analysis of primary and secondary data related to capacity development on protection mainstreaming

				Perceived and measured added value of UNHCR protection mainstreaming, promotion of AAP commitment, community-based and AGD sensitive approaches	1.1f	Document review: UNHCR protection mainstreaming guidance; KII with UNHCR staff, IP staff and external stakeholders; Online survey disseminated to UNHCR staff, IP staff; FGD with target population; Online survey	Qualitative and quantitative analysis of primary and secondary data on standards' mainstreaming
		Formative		1.2 In the context of recovery and durable solutions planning, what actions and approaches should UNHCR consider to ensure that Age, Gender and Diversity as well as Accountability to Affected Populations are incorporated in programme and response design?	Identification of **emerging needs, good practice and gaps highlighted by EQ1.1a - 1.1f and additional actions** should UNHCR take to ensure AGD and AAP are adequately addressed in recovery and durable solutions planning	1.2a		These issues will be discussed in a stakeholder workshop undertaken in Kyiv which will inform future-looking recommendations.
	Cross-cutting issues	Summative		1.3 To what extent does UNHCR's current approach integrate humanitarian principles, do no harm, and conflict-sensitive approaches to avoid unintended negative consequences and maximize	Evidence that UNHCR has a systematic approach to analysing the conflict and understanding its implications for **principled humanitarian response** including trade-offs or	1.3a	Document review: UNHCR strategies for principles programming and/or humanitarian access (if exists); KII with UNHCR and IP staff	Qualitative analysis of secondary data; perceptions of UNHCR staff and IP staff

			positive effects across its programming in Ukraine?	compromises in adherence that are required.			
				Evidence and systematic implementation of strategies to ensure that **people in greatest need can access assistance and protection**	1.3b	Document review: UNHCR and cluster assessment reports; UNHCR operational strategies, 5Ws reports; KII with UNHCR staff and IP staff; FGD with target population	Qualitative analysis of primary and secondary data related to accessing those in greatest need; perceptions of UNHCR staff and IP staff. IDP and returnee feedback about protection and assistance priorities
				Evidence that UNHCR's activities were designed and implemented in a way that **does no/least harm to the affected population and/or how its activities could either** reduce or exacerbate tensions and conflict (between and within communities).	1.3c	Document review: UNHCR strategies on conflict sensitivity at country or programme level, programme reports; KII with UNHCR staff and IP staff; FGD with target population	Qualitative analysis of primary and secondary data related to do no harm and conflict sensitivity; perceptions of UNHCR staff and IP staff. IDP and returnee feedback

	Implementation strategy	Summative	1.4 To what extent were course corrections and operational strategies during the response informed by M&E and learning activities (including the recommendations from the RTR and other oversight activities)?	The extent to which monitoring data and learning activities (inc. RTR) have provided adequate assurance of **program performance, met reporting needs and informed program adaptation and/or course corrections.**	1.4a	Document review: Monitoring reports, UNHCR strategies and strategy revisions, UNHCR program documents; Online survey with UNHCR staff, IP staff; KII with UNHCR staff and IP staff	Qualitative analysis of primary and secondary data related to program monitoring. Perceptions of UNHCR staff and IP staff
	Lessons	Formative	1.6 What lessons can be learned from existing effort that should inform future planning for UNHCR's programming in Ukraine?	Identification of emerging needs, good practices and gaps from EQ1.1-1.5 that can inform UNHCR's work during the recovery and durable solutions planning phase.	1.6a		These issues will be discussed in a stakeholder workshop undertaken in Kyiv which will inform future-looking recommendations.
Effectiveness of UNHCRs approach to delivering protection and solutions 2. To what	Outputs and outcomes	Summative	1.5 To what extent have UNHCR and partners achieved intended outputs and targets and contributed to envisaged outcome for IDPs, war-affected people and returnees (IDP and refugee)?	Existence of a system, adapted to the context, for **monitoring the quality of UNHCR's assistance and protection** in Ukraine.	1.5a	Document review: Monitoring systems; Online survey with UNHCR staff, IP staff; KII with UNHCR staff and IP staff	Qualitative analysis of primary and secondary data related to programme monitoring. Perceptions of UNHCR staff and IP staff

extent did UNHCR achieve its planned outputs and contribute to planned outcomes to deliver protection and solutions for IDPs, war-affected people and returnees (IDP and refugee)? Which recovery and solutions approaches and strategies should UNHCR invest in to support protection centred outcomes for IDPs, war-affected people and returnees (IDP and refugee)?				Extent to which UNHCR achieved its intended output-level results, in the planned timeframe, which meet quality standards.	1.5b	Document review: PDM, results/output reporting; Online survey with UNHCR staff, IP staff; FGD with target population; KII with UNHCR staff and IP staff	Qualitative and quantitative analysis of primary and secondary data related to outputs; Perceptions of UNHCR staff IP staff and target populations on results
				Extent to which UNHCR's outputs have made a contribution to achieving planned outcomes	1.5c	Document review: Annual report, outcome reporting; Online survey with UNHCR staff, IP staff; FGD with target population; KII with UNHCR staff and IP staff	Qualitative and quantitative analysis of primary and secondary data related to outcomes; Perceptions of UNHCR staff IP staff and target populations on progress made towards achieving outcomes
	Partnership approaches	Summative	2.1 To what extent has UNHCR's response effectively harnessed INGO and NGO expertise and capacities to deliver protection assistance to IIDPs, war-affected people and returnees (IDP and refugee)?	Evidence of a strategy to guide/inform UNHCR's approach to brokering partnerships to strengthen protection and assistance outcomes and contribute to localization	2.1a	Document review: UNHCR corporate recovery/durable solutions, protection and partnership policies and guidance; UNHCR recovery/durable	Qualitative and quantitative analysis of primary and secondary data related to UNHCR's partnerships and any wider opportunities for recovery/durable

					solutions, protection and partnership strategies, partnership agreements, RTR/MR, programme documents, mission reports; key PS, development banks and IFI strategy and programme documents KIIs with UNHCR staff, relevant partner staff and external stakeholders including UNDP, PS, IFIs, development banks	solutions efforts; perceptions of UNHCR staff, partner staff and external stakeholders
			Extent to which (1) INGO and (2) NGO partners' outputs have made a contribution to achieving planned protection and solutions outcomes in a sustainable way	2.1b	Document review, Annual Report, output / outcome reporting as available; cluster reports KIIs with UNHCR staff, partner staff and external stakeholders Online survey with UNHCR and (I)NGO partner staff and other key stakeholders FGDs with target population	Qualitative and quantitative analysis of primary and secondary data related to outputs/outcomes; perceptions of UNHCR staff, partner staff, external stakeholders and target populations disaggregated by type) on progress

								made towards achieving outcomes
				Number and sector diversity of (1) INGO and (2) NGO UNHCR-partners working in priority protection areas of need/risk and locations; **challenges and opportunities**	2.1c	UNHCR, protection cluster 5Ws, OCHA, NGO Coordination and other document review; partnership agreements		Qualitative and quantitative analysis of secondary data relating to the number, diversity and role of UNHCR's partners vis-à-vis the wider INGO/NGO protection sector as well as any challenges/opportunities
		Formative	2.2 And what partnerships and approaches and actions should UNHCR invest in (including with non-traditional actors such as the private sector, IFIs and development banks) to support a sustainable protection centred approach to early recovery and durable solutions efforts and further contribute to localization?	Identification of potential partners (including non-traditional actors), that can build on good practices, address gaps and contribute to localization in a way that is sustainable way during the recovery and durable solutions planning phase.	2.2a			To be further discussed in a stakeholder workshop undertaken in Kyiv which will inform future-looking recommendations.

			2.3 How effectively are early recovery and durable solutions interventions and approaches being supported by UNHCR? What has been UNHCR's greatest value add?	**Evidence of strategies/concrete activities implemented to support collective outcomes** for IDPs, war-affected people and returnees (IDP and refugee) in specific targeted geographic areas with high levels of need	2.3a	Document review, UNHCR recovery and durable solutions strategy/guidelines, RTR, Annual Plan/Report, programme documents; OCHA/ inter-cluster assessments, cluster assessments KIIs with UNHCR staff, partners and external stakeholders; online survey	Qualitative and quantitative analysis of primary and secondary data relating to UNHCR's support of recovery and durable solutions; perceptions of UNHCR staff, partner staff and key external stakeholders
	Delivery of protection and solutions	Summative		Appreciation by key stakeholders of UNHCR's **unique added value relative to others** in specific early recovery and durable solutions efforts including protection and solution approaches specifically	2.3b	KIIs with UNHCR staff, partners and key stakeholders Online survey with UNHCR staff, partners and key stakeholders	Qualitative and quantitative analysis of perceptions (disaggregated by type) of UNHCR's unique added value. To be further discussed in a stakeholder workshop undertaken in Kyiv which will inform future-looking recommendations taking into

						consideration EQ2.1-2.4
		Formative	2.4 What lessons have been learned and good practices identified in the delivery of durable solutions for protection that can strengthen UNHCR's work and contribute to the emerging UN Sustainable Development Cooperation Framework in Ukraine? What capacities and expertise should UNHCR invest in to be most effective in the future in Ukraine?	Perceived challenges to UNHCR's support to early recovery and durable solutions and the extent to which UNHCR has been able to address these. Identification of internal and external enabling factors that support UNHCR effectively achieving intended and/or potential outcomes. Assessment of UNHCR's contribution to the UNSCDF in Ukraine.	2.4a	Document review, UNHCR recovery and durable solutions, RTR, Annual Plan/Report, programme documents; UNSCDF documentation, KIIs with UNHCR staff, partners and external stakeholders	Qualitative and quantitative analysis of primary and secondary data relating to challenges and opportunities for UNHCR to support of recovery and durable solutions; perceptions of UNHCR staff, partner staff and key external stakeholders.
Coherence of UNHCRs contribution to the government's delivery of social protection and recovery	National systems	Summative	3.1 What steps has UNHCR taken, in conjunction with its partners, to ensure programmes including cash-based interventions, are aligned with existing government social protection systems, and complementary with UNHCR's broader advocacy and capacity-	Existence of national system **mapping & capacity assessment** that fed into CBI design and UNHCR advocacy and support to national system and evidence of national and regional counterparts' inputs into UNHCR strategy and programming	3.1. a	Desk review: UNHCR strategy and programme documents Internal: KI with UNHCR Management and programme staff; External: KI with national and regional counterparts	Qualitative analysis of primary and secondary data on existence and use of mapping and assessment and counterparts' inputs into UNHCR strategy and programming

3. To what extent are UNHCR's efforts in Ukraine coherent to and aligned with national and local government recovery plans, the national social protection system and the requirements outlined in the Rapid Disaster Needs Assessment?			building support to strengthen national systems (such as engagement in the PeReHid initiative)?	The extent to which UNHCR has provided **targeted, needs-oriented capacity-building to strengthen national systems (**including any examples of UNHCR use of tools and processes developed by and for national systems)	3.1b	Desk review: UNHCR strategy and programme documents Internal: KI with UNHCR Management and programme staff; External: KI with national and regional counterparts	Qualitative analysis of secondary data and primary data from UNHCR
				Conditions and effects of UNHCR involvement in the **PeReHid** initiative	3.1c	Desk review: PeReHid documents External: KI with CWG chairs, PeReHid team, Ministry of Social Protection and governmental counterparts	Qualitative analysis of primary and secondary data on UNHCR involvement in PeReHid
		Formative	3.2 How could this alignment be further strengthened?	Findings under EQs 3.1 will inform a discussion about the drivers **enabling or constraining convergence between UNHCR programmes and PeReHid road map** so as to identify priority areas for engagement.	3.2a		To be further discussed in a stakeholder workshop undertaken in Kyiv which will inform future-looking recommendations

			3.3 To what extent has UNHCR been successful in advocating for and supporting government policies to ensure socio-economic inclusion and incorporating mid/long-term protection perspectives in the design and delivery of the operational response?	Evidence of UNHCR collaboration and guidance which has resulted in a) amendments /improvements of policy documents and national action plans related to social protection and recovery, and b) the situation of IDPs and returnees	3.3a	Document review: policy documents and national action plans related to social protection and recovery, UNHCR strategic reports, plans, programme documents; KIIS with UNHCR staff, IP staff and government representatives	Quantitative and qualitative analysis of primary data from UNHCR, government partners, IPs and external stakeholders. Comparison of the intended by UNHCR targets and actual impact reflected in the national documents.
				Perception of the **value added by UNHCR expertise for the improvement of government policies** towards international standards of socio-economic inclusion and incorporating mid/long-term protection perspectives.	3.3b	Document review: Policy documents and reports; KIIs with UNHCR staff, IP staff and government representatives; FGDs with IDPs and returnees	Qualitative analysis of primary and secondary data on relevant policy changes during the period under evaluation. Analysis of primary data from UNHCR staff, IP staff and government representatives
	Government policy	Summative					
		Formative	3.4 What lessons can be learned from how UNHCR has worked with the Government of Ukraine and where should UNHCR make further investments to ensure it is	**Evidence drawn from EQ3.1-EQ3.3** about i) which strategies worked best, ii) gaps that should be addressed, iii) what could be done differently to achieve better synergies, and in so doing	3.4a		To be further discussed in a stakeholder workshop undertaken in Kyiv which will inform

			providing the most appropriate support to the Ukrainian authorities?	strengthen the effectiveness of its support to authorities			future-looking recommendations
Coherence, effectiveness and relevance of UNHCR's engagement in inter-agency coordination 4. To what extent is UNHCR contributing effectively within inter-agency structures in Ukraine? What areas should UNHCR invest in to build further coherence and ensure both immediate and longer-term needs are met?	Inter-agency coordination	Summative	4.1 How effectively and strategically has UNHCR co-led the Shelter, Protection and CCCM clusters in a context of the inter-agency humanitarian response and strong Government leadership and mature, but stretched, response capacities? What lessons can be learned from the current structure and leadership?	Evidence that the clusters under UNHCR's leadership have met the expectations outlined in the IASC guidance including leadership and IM capacity	4.1a	Document review: cluster strategies and reports, Cluster Performance Monitoring; KIIs with UNHCR staff, IP staff and external agency staff; Online survey with UNHCR staff and IP staff	Qualitative analysis of primary and secondary data on cluster performance; Stakeholder perceptions of cluster performance.
				The extent to which the clusters have taken account of existing structures and have **engaged government leadership and participation**	4.1b	KIIs with UNHCR staff, IP staff and government representatives	Stakeholder perceptions of cluster performance.
		Summative	4.2 How effectively and strategically has UNHCR engaged in the inter-agency forums that have been established to promote recovery and durable solutions including the PeReHid, the Durable Solutions Steering Committee	Evidence of UNHCR's contribution (leadership of and engagement) in **inter-agency forums for early recovery and durable solutions** (PeReHid and Durable Solutions SC/WG)	4.1c	Document review: PeReHid documents, Durable Solutions SC/WG documentation, UNSCDF. KIIs with UNHCR staff, UN and RCO staff, IP staff,	Qualitative analysis of primary and secondary data from UNHCR, RCO and relevant inter-agency groups.

			and the Working Group on Community Planning for Durable Solutions and Recovery? (summative)			government representatives	
		Formative	4.3 How should the inter-agency ecosystem in Ukraine, specifically those UNHCR is leading, adapt to better facilitate recovery and preparation for larger-scale, sustainable refugee returnees? What type of different approaches and designs could be adopted by the clusters UNHCR leads and what role should UNHCR play in ensuring an appropriate and coherent inter-agency coordination model in Ukraine? (formative)	**Evidence from EQ4.1 and EQ4.2** on how UNHCR can strengthen and influence the inter-agency ecosystem to best serve the needs of recovery and preparation for large-scale return (IDP and refugee).	4.1d		To be further discussed in a stakeholder workshop undertaken in Kyiv which will inform future-looking recommendations

ANNEX 5: ADDITIONAL METHODOLOGY

This annex comprises some elements of the methodology that were too detailed to add to the body of the report. These include the following sections:

- Adjustments to the evaluation questions;

- Detailed data collection approaches;

- Data analysis and report writing;

- Cross-cutting themes;

- Limitations and risks to the evaluation;

- Ethics and safeguarding.

Adjustments to the evaluation questions

30. Several adjustments have been made to the organization of the evaluation questions in this report to improve the logical flow of the narrative. A small number of the questions were also subject to modification to address specific limitations in the availability of stakeholders. To the extent possible, these changes have been communicated to and discussed with EVO and the CO.

31. Significant changes that were made by the ET include the following:

- Based on feedback received by the ET during the inception phase, the sub-evaluation question (EQ) on outputs and outcomes of UNHCR's response (1.5 in the evaluation matrix) was moved from its position in the ToR under EQ1 (relevance) to EQ2 Effectiveness. This change has been incorporated into the revised evaluation matrix in Annex 4.

- A sub-EQ on the relevance of UNHCR's modality selection was added. This was justified by the prominence of UNHCR's investment in multipurpose cash. It has been included under EQ1 (relevance) and is located at the end of the section.

- EQ3 contains a sub-question (EQ3.3) that seeks to examine, "*UNHCR's support for government policies to ensure socioeconomic inclusion and incorporation of mid/long-term protection perspectives*". The lack of engagement of the ET with government at central level, but significant engagement at Oblast and Hromada level meant a broader focus was adopted, which encapsulated UNHCR's support for government more broadly at different administrative levels (including national, Oblast and Hromoda). The change in emphasis is consistent with the subsequent formative sub-EQ (3.4), which focused on lessons learned and future focus.

- More generally, the formative questions posed some challenges to the ET to respond to, because they (i) focus on issues that the collective humanitarian and development community have struggled to address, and (ii) include several particularly sensitive issues. With these challenges in mind, the ET has sought to

navigate these issues with care, which is reflected in how the questions have been addressed in this report.

- There were specific limitations linked to the formative sub-EQ2.2, which refers to non-traditional actors, including the private sector and development banks. As it was not possible for the ET to engage with these stakeholders, the corresponding section in this report omits them from the analysis provided.

- At the request of EVO, a sub-section under effectiveness was created that summarizes key aspects of the effectiveness of the initial scale-up and L3 response.

Detailed data collection approaches

32. The ET split into two teams during the visit; in the first week, they covered Kyiv (key informant interviews (KIIs)) and Kyivska oblast (humanitarian and recovery/durable solutions focus); the second week saw the team divide their time equally between the west/central region and the east of the country (Table 5).

TABLE 05. Primary data collection sites

	Type/focus	Chernivtsi and Vinnytsia Oblasts	Kyivska oblast	Dnipro, Khersonska and Kharkivska Oblasts
Population type	IDP	Yes	Yes	Yes
	Returnee (IDP and refugee)	Yes	Yes	Yes
	War-affected			Yes
Programme focus	Humanitarian response		Yes	Yes
	Recovery and durable solutions	Yes	Yes	Yes

33. **Inception phase:** The ET conducted 17 online interviews with UNHCR's HQ, Regional Bureau for Europe (RBE) and CO staff, and external stakeholders.[81] These interviews informed the development of the evaluation matrix (see Annex 4) and the data collection tools. During an inception visit to Kyiv, the ET conducted 30 preliminary KIIs and presented a draft evaluation matrix and timeline, which were discussed and revised.[82] The ET presented the Inception Report to the ERG and finalized the document based on the feedback received.

34. **Desk review**: The desk review was an iterative process, which started during the inception phase and continued during the data collection and analysis phases. More than 1,200 documents were reviewed and referenced. During the analysis phase, the ET completed the desk review summary with a desk review of documents available online (on UNHCR's data portal) and collected during the country visits.

35. **KIIs:** The ET conducted 130 KIIs (57% women, 43% men) during a field visit in Ukraine in May 2024, covering Kyiv, Kyiv oblast, Vinnytsia, Chernivtsi, Dnipro and Kharkiv.[83] Key stakeholders included country-level UNHCR staff members, implementing partners,

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[81] External stakeholders included IP staff, sectors co-chairs as well as representatives of other UN agencies.
[82] The inception visit in Kyiv was conducted by the evaluation lead in March 2024.
[83] Please note that there was some overlap between the stakeholders' interviews during the inception visit and data collection visit. The total number of distinct stakeholders interviewed was 147.

government institutions, sector representatives, other UN agencies and other humanitarian actors involved in the response. This distribution enabled a good breakdown of the points of view and positions of those mobilized during the response.

36. **FDGs:** The ET conducted 17 FGDs with 135 participants in the field locations visited, with individuals benefiting from UNHCR's interventions in multi-service centres, collective centres, IDP Councils and hubs.[84] The evaluators facilitated FGDs with women, men, youth groups, older people and people with specific needs to obtain their input (Table 6).

TABLE 06. Summary of FGD statistics

#	Date	Location	Topic	Women	Men	60+	PWD	18-25	Total
1	08 May	Kyiv	Multi-service	10	1	11	0	0	11
2	08 May	Kyiv	Multi-service	6	3	2	1	1	9
3	09 May	Chernihiv	Multi-service	3	2	5	4		5
4	10 May	Kyiv	Multi-service	5	2	0	0	0	7
5	10 May	Kyiv	Multi-service	6	1	4	0	0	7
6	13 May	Dnipro	Multi-service	2	3	5	0	0	5
7	13 May	Vinnytsia	Collective Centre	6	2	6	0	1	8
8	13 May	Vinnytsia	Collective Centre	6	2	6	0	1	8
9	13 May	Vinnytsia	Collective Centre	11	1	10	2	0	12
10	14 May	Vinnytsia	Collective Centre	7	1	2	0	0	8
11	14 May	Vinnytsia	Collective Centre	6	2	3	1	1	8
12	14 May	Krilli	Multi-service	0	5	0	2	0	5
13	14 May	Dnipro	IDP Council	4	1	0	0	0	5
14	15 May	Zaporizha	Multi-service	3	0	0	0	0	3
15	16 May	Chernivtsi	IDP Council	8	3	0	0	0	11
16	16 May	Dnipro	Multi-service	8	0	0	0	0	8
17	16 May	Chernivtsi	Uni HUB	8	7			13	15
Total			Multi: 9; IDP Councils: 2; CC: 5; Uni HUB: 1	99	36	54	10	17	135

37. **Online perception survey for UNHCR and IP staff:** An online perception survey targeted both former and existing UNHCR staff and implementing partners. The objective of the survey was to increase the reach of the data collection, as the ET was not able to interview all staff and partners and to reach staff that left the operation as well. The survey complemented and was triangulated with, other information streams (document review, KIIs, FDGs) and thus also used to inform evaluation results. The survey included

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[84] The FGD guide is available: UNHCR, 'Annual Results Report 2023 - Ukraine ABC - DRAFT'.

skip logic based on the type of respondents, as the survey was composed of different questions depending on whether the respondent was UNHCR staff or an IP (Table 7). Questions appropriate for, and benefiting from, survey outreach were prioritized.

TABLE 07. Survey sample demographics

Overall	UNHCR staff	IP	Male	Female	In Ukraine 0-12 months	In Ukraine 12-24 months	In Ukraine more than 24 months
54	45	9	27	26	12	13	29

38. **Field visit debrief:** At the end of each field visit, the visiting ET members conducted a two-hour debrief with in-country UNHCR stakeholders. The debrief was an opportunity for the team to present the activities conducted during the field visit and the first emerging trends at country level.

39. **Validation and recommendation co-creation workshop -** The second visit of the ET team to the CO in Kyiv was conducted over a three-day period in early July 2024. The purpose was for validation of findings and recommendation co-creation in a series of three workshops:

- Workshop 1: Validation of findings and testing of conclusions.

- Workshop 2: A focus on issues that are more complex or contentious.

- Workshop 3: Recommendation co-creation, and testing and ensuring that the recommendations have resonance with UNHCR staff and that they are relevant and actionable.

Data analysis and report writing

40. **Data cleaning and coding of survey data:** Following the closure of the survey, the ET undertook a thorough cleaning of the survey data. A Ukraine contextual expert translated the qualitative statements from the survey. The statements were recoded where necessary and analysed.

41. **Data analysis and triangulation:** Qualitative disaggregated data were coded in Excel to analyse emerging trends against the evaluation matrix indicators. Primary and secondary quantitative data were also analysed using Excel. Evaluators triangulated data sources, and where relevant, they disaggregated by country, stakeholder type and position (for UNHCR, IPs and sector respondents) and sex and age (for refugee respondents). To ensure the rigour of the findings, the ET ensured that multiple sources inform each indicator of the evaluation matrix, so that the data are triangulated.

42. **Evaluation report:** The ET produced a draft integrated evaluation, which incorporated the feedback from the validation workshops. The report includes a detailed evaluation methodology and limitations, findings and conclusions to the key evaluation questions, good practices and lessons to be learned, and specific examples from field visits. Three rounds of comments and revisions were organized to gather feedback from the ERG and other stakeholders, as well as the results of the workshops to co-create

recommendations. Comments received were incorporated into the final evaluation report.

43. **Presentation of the evaluation findings** Once finalized, the ET presented, through a two-hour webinar, the evaluation approach, findings, and key recommendations to UNHCR and the ERG as part of the dissemination of the evaluation findings.

Cross-cutting themes[85]

Gender

44. This evaluation approached gender by ensuring both that the data collected, and existing data sources, were disaggregated by gender (where possible) and that data were analysed with due regard to gender. This was achieved through the following means:

- **Primary data collection**: The ET sought to ensure representation of women, where relevant, and tested how UNHCR plans for and considers gender in UNHCR's response.

- **Assessment of UNHCR's strategic alignment and programme design**: The evaluation sought to ascertain how the operation has understood gender-specific needs and prioritized gender in its response and advocacy.

- Through analysis of the **secondary data,** including cash data where possible, the ET sought to understand and assess the gender dimensions within the data, e.g. to see if there were any different results for men compared with women.

45. Evaluation questions 1.1, 1.2, 1.5 and 1.6, explicitly target gender (see the Evaluation Matrix in Annex 4).

Disability and age

46. Through the scoping of the ToRs, persons with disabilities and elderly people were identified as being key groups of affected persons. While distinct groups, there were overlapping needs between persons with disabilities and older persons. The ET sought to focus on these groups through:

- **Primary data collection**: The collective sites in particular provided an opportunity to better understand the experiences of persons with disabilities and older persons. The ET disaggregated data, where appropriate and possible along these lines.

- **Assessment of UNHCR's strategic alignment and programme design**: The evaluation sought to ascertain how the operation understood the respective needs of persons with disabilities and elderly persons, and how it prioritized persons with disabilities and older persons in its response and advocacy.

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[85] This evaluation did not engage in any analysis on either the environmental effects of UNHCR's response, efforts to engage on climate change or UNHCR's contribution to or support for other actors developing and delivering climate change policies. Given the nature of this particular L3 response and the nature of UNHCR's response, there was limited programme focus either in the response or opportunity to engage in strengthening environmental or climate change mitigation. While environmental concerns were undoubtedly significant, these will be better addressed through other evaluative exercises.

- Where possible, **secondary data** sets were similarly analysed to understand UNHCR's efforts in addressing the needs of persons with disabilities and older persons.

47. Questions 1.1, 1.2, 1.5 and 1.6 explicitly target persons with disabilities and older persons (see the Evaluation Matrix in Annex 4).

Limitations and risks to the evaluation

48. The evaluation encountered several limitations for which mitigation measures were taken. Details of the effectiveness of these measures, the residual risk and its effect on the evaluation are described in Table 8 below.

TABLE 08. Summary of limitations and their effect on the evaluation

Risk	Likelihood	Risk identified during the inception phase	Effect after mitigation measures
Limited availability and staff turnover	Medium	Key informants may not be available or recall aspects of the response, which will reduce the amount of data available for analysis to make informed evaluative judgments.	The focus placed by the ToR on the 2023–2024 response and facilitation by UNHCR to access internal and external staff largely mitigated potential negative impacts. There were some minor gaps linked to external participants. The only significant gap was in meeting government stakeholders at Kyiv level. Effect on the evaluation: Low
Data availability - summative evaluation questions	Medium	The summative evaluation questions outlined in the ToR will require extensive interviews with UNHCR and external staff and a detailed review of existing documents and data, including monitoring and budget/expenditure data.	The evaluation matrix aided the identification of information and support needs from EVO and the CO. While there were a few gaps, this was most frequently because data do not exist rather than an inability to access them. Effect on the evaluation: Low
Data availability - formative evaluation questions	High	The formative evaluation questions outlined in the ToR address some of the most significant challenges for UNHCR and the broader aid community in Ukraine.[86] It also deals with issues that are sensitive or that are contested, which makes it difficult for the ET to offer objective judgments.	The focus of the formative questions on significant challenges that face the collective response presented added complexity to the evaluation because of a) potential sensitivities and b) the need for collective action that requires leadership from other actors. The lack of engagement during the evaluation with representative from government at national level and from the private sector and

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[86] It is noteworthy that most of the formative questions outlined in the ToRs focus on the collective response of the aid community in Ukraine, rather than that of UNHCR alone. As UNHCR is the subject of this evaluation, it is restricted to examining UNHCR's contribution.

			development banks meant that the scope of some formative questions had to be reduced. Where this has been the case, the ET consulted the Country Office to manage expectations. Effect on the evaluation: Medium
Degradation of the security situation	Medium	The security conditions could worsen, which would make it more difficult for the international and national team members alike to reach some areas of the country safely.	The security situation deteriorated during the data collection visit, but this was used as an opportunity to engage with real-time response. Effect on the evaluation: Low
Relevance of FGDs to UNHCR's response	Medium	A modest number of FGDs were budgeted, which offered an opportunity to either adopt a narrow focus to examine an aspect of UNHCR's response in depth or to have a broader focus and achieve a shallower analysis.	In consultation with the CO, the FGDs looked across a range of issues and stakeholders. Because of the scale of the response and the breadth of the FGDs, informants were often only able to speak in general terms rather than specifically about UNHCR's response and that of its partners. Effect on the evaluation: Medium

Ethics and safeguarding

49. The ET ensured that the evaluation conforms to the United Nations Evaluation Group (UNEG) ethical standards and norms, the Code of Conduct for Evaluations in the UN system, UNHCR AGD Policy, as well as UNHCR Disability Inclusion Strategy.

50. The ET recognized its responsibility for safeguarding and ensuring ethics at all stages of the evaluation cycle (preparation and design, data collection, data analysis, reporting and dissemination). Measures to ensure that standards and norms were met during the evaluation process are set out in table 9 below.

TABLE 09. Ethical considerations

Ethical considerations	Approach taken to address them
Respect for dignity, diversity and cultural norms	The ET respected and ensured access to the evaluation process of all concerned parties considering the differences in culture, local customs, religious beliefs, gender, disability, age and ethnicity. The ET minimized any risk of disruption to the respondents, provided ample notice of interactions with them and respected their privacy. The data collection tools were shared with country team members to assess contextual sensitivity of the questions.
Rights	The ET systematically explained the purpose of the evaluation and interviews. The team systematically obtained consent from interviewees and participants.
Transparency	The ET ensured that participants were given the time and information to decide whether they wished to participate.

Confidentiality	To the extent possible, non-UNHCR staff interviews were conducted without a UNHCR staff member present. The ET respected respondents' right to provide information in confidence and made them aware of the scope and limits of confidentiality. No names were used in this report and quotes were not attributed to individual stakeholders.
Avoidance of harm	The ET aimed to mitigate the impact on the livelihood of respondents/participants and adjusted the duration and timing of the data collection to respect livelihood obligations.
Independence and impartiality	All team members were independent from UNHCR and are free from any potential conflicts of interest. They sought to ensure an independent data collection, including that no UNHCR staff was present during the interviews and clearly explaining the purpose (and independent nature) of the evaluation to participants.
Credibility	This evaluation report is evidence-based and draws on reliable data and observations. It builds on consistency in data, findings and judgments, as well as clearly identifying limitations early.

ANNEX 6: KEY DOCUMENTATION

This annex summarizes the documents that were consulted by the ET in the course of undertaking the evaluation.

Table 10 below summarizes key documentation that formed part of the evaluation desk review. This list of the documents identified as part of the desk review, contained more 1200 documents at the end of the inception phase, shared by the evaluation managers and preliminary key informants.

TABLE 10. Documents consulted

Document type	Description	Number of documents
1. UNHCR strategies	Strategy and operation (Interim strategy, RTR, contingency plans…)	28
2. Results	Annual report, results, third party monitoring reports, monitoring data.	40
3. Budget & Expenditure	Budget and expenditure-related data from 2022 – 2024.	8
4. Human Resources	Fast track strategies and overviews, current staffing, Ukraine field offices, list of personnel	32
5. Charts and Maps	UNHCR CO organization charts and maps of UNHCR's operations in Ukraine.	6
6. Partners data	Partnership agreements 2023 and 2024. MoUs with Ministries and financial data.	64
7. Cluster data	Protection, NFI, CCCM clusters strategies, minutes of meetings, performance monitoring, reports and tools.	66
8. Internal reports	Audits, Real-time review, risk registers, intention surveys, etc.	61
9. Thematic documents	Strategies, reports, updates for CBI, Preparedness, Protection, Shelter & NFI, GBV and CCCM.	302
10. Cooperation with Key actors	MoUs with local authorities, RBE documents and IDP Council-related information.	57
11. Resource mobilization	Ukraine funding updates and appeals.	31
12. Other evaluations and review	Evaluation and assessments reports from other organizations	87
13. Sitreps	Monthly updates and operations delivery updates from 2022 to 2024, chronologies and sector factsheets.	85
14. UNHCR corporate policies	All pertinent UNHCR policies such as on IPDs, emergency, GBV, CBI, AGD, etc.	135
15. Regional	Documents related to UNHCR's Ukraine response in neighbouring countries.	172
Collective response frameworks	Wider strategies and frameworks pertaining to the Ukraine crisis (HRP, Ukraine colon country analysis, Ukraine community recovery fund, HNO, etc.)	59

ANNEX 7: STAKEHOLDER MAPPING

Table 11 below summarizes the different stakeholder groups and their relevance to the evaluation. Stakeholder groups highlighted in blue represent internal UNHCR staff at CO-level, RBE-level and HQ-level. Stakeholder groups highlighted in orange are external to UNHCR.

TABLE 11. List of stakeholder groups and their relevance

Stakeholder group	Relevance
UNHCR staff: Management	To provide insight on what worked well (or not) in scaling up a response, managing teams and strategic direction. Staff from CO, RBE and HQ. They will contribute to the evaluation with KII and survey.
UNHCR staff: Coordination	To provide insights on the process of coordinating an emergency response in the context of limited UNHCR footprint yet functional hosting nations. Staff from CO, RBE and HQ. They will contribute to the evaluation with KII and survey. They will contribute to sharing the survey with sector members.
UNHCR staff: Protection	Considering protection as a cross-cutting theme in this evaluation, engagement with protection staff on the technical aspects of the response is critical. Staff from CO, RBE and HQ. They will contribute to the evaluation with KII and survey. They will contribute to the planning of the FGDs.
UNHCR staff: Sector-specific	CBI and other sector-specific staff will provide insight on their sector-specific operations and experience coordinating with other teams internally and externally. Staff from CO, RBE and HQ. They will contribute to the evaluation with KII and survey.
UNHCR staff: Support function	Support functions such as HR and supply can identify any bottle necks or enables in their function. Staff from CO, RBE and HQ. They will contribute to the evaluation with KII and survey.
UNHCR staff: Monitoring and AAP	MEAL and AAP staff will inform on how monitoring data were used (or not) to draw valuable insights to adjust and remain relevant. Staff from CO, RBE and HQ. They will contribute to the evaluation with KII and survey. They will contribute to the planning of the FGDs.
Partner staff	IP staff on the ground will share an external perspective on their engagement with UNHCR and process of work as an implementing partner to UNHCR's strategic objectives. They will contribute to the evaluation with the KII and survey. They might contribute to the organization of the FGD in country.
Government partners	Government partners including the ministries engaged with UNHCR will share on how they experienced the partnership with UNHCR and UNHCR's coordination efforts. They will contribute to the evaluation with the KII.
Humanitarian actors	Other humanitarian actors will provide their perspective on the coordination of the response under UNHCR's mandate and some response elements. They will contribute to the evaluation with the KII and survey.

Sector members	Cluster/sector partners will provide insight on the value added of UNHCR as the cluster lead for the coordinated refugee response and some response elements. They will contribute to the evaluation with the KII and survey.
Donors	Some donors may provide their perspective on the UNHCR's response, and the value added of UNHCR as the sector lead for the coordinated refugee response (if they are added as part of the list of KII by UNHCR). They will contribute to the evaluation with the KII
IDPs and returnees	IDPs, returnees and other war-affected people will provide insights of the relevance, effectiveness and efficiency of UNHCR and IP's responses, as well as on cross-cutting issues. They will contribute to the evaluation through their participation in FGDs.

ANNEX 8: EVALUATION TEAM

This annex provides a short summary of the responsibilities of the ET members, which comprised of five people from Key Aid Consulting (Table 12).

TABLE 12. Evaluation core team roles and responsibilities

Team member	Role	Responsibility
Andy Featherstone	Team leader	Ensured project management, conducted remote data collection and primary data collection in Ukraine, data analysis, report writing, and facilitated presentation workshops. Andy reviewed deliverables and ensured the overall quality control of the evaluation methodology and outputs. Andy oversaw the whole data collection process and analysis throughout the evaluation.
Helene Juillard	Subject matter specialist – cash-based initiatives	Helene provided her cash expertise on all components of the evaluation. She conducted primary data collection in Ukraine, data analysis, report writing, and facilitated presentation workshops.
Iesha Singh	Subject matter specialist – protection	Iesha provided her protection expertise on all components of the evaluation. She conducted primary data collection in Ukraine, data analysis, report writing, and facilitated presentation workshops.
Svitlana Fesenko	Contextual specialist for Ukraine	Conducted primary data collection in Ukraine and was responsible for translating the survey tools into Ukrainian and piloting it. She also conducted data analysis, report writing, and facilitated presentation workshops.
Pauline Coste	Research assistant	Conducted remote data collection and primary data collection in Ukraine, data analysis, report writing, and facilitated presentation workshops. Pauline also took the lead on the desk review.
Clement Charlot	Quality assurance	Conducted internal QA for the ET. Reviewed all written outputs from the evaluation prior to submission to UNHCR.

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