

Annual Results Report

2025

Moldova

Acknowledgements

UNHCR would like to thank all the stakeholders that contributed data and evidence to this report and reviewed their progress against the joint results of the strategy, including forcibly displaced and stateless people, host communities and host governments, United Nations agencies, and international and national non-governmental organizations, civil society and private sector. Their contributions enable us to create positive changes in the lives of the people we serve.

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Note:

The baseline values presented in this document reflect previous year's progress when available. If such data is not available, strategy baseline values are used instead.

Downloaded date: 08/05/2026

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Section 1: Context and Overview

1.1 Changes to the Operational Context

In 2025, Republic of Moldova's operating environment remained broadly positive but increasingly strained by limited resources, economic hardship and regional insecurity. The country hosted one of the highest per-capita refugee populations in the Ukraine Response, with approximately 138,000 refugees. The demographic remained predominantly women and children.

Temporary Protection (TP) was the primary modality of legal status; by year-end, 87,000 people were granted TP. Access to services improved as refugees transitioned into regular stay solutions: over 7,000 obtained residence permits for work, study, or family reunification, while 732 were recognized under Convention or humanitarian procedures. Strong government and public support sustained a favourable operational space, supported by legal reforms aligning with the EU acquis.

However, vulnerabilities deepened as economic pressures intensified. With 34 per cent of the population living below the poverty line, absorption capacity for both refugees and host communities tightened. In addition, security risks linked to the war in Ukraine, foreign interference and the unresolved situation in the Transnistrian region persisted. With visible hints of social cohesion deterioration. Parliamentary elections solidified Moldova's pro-European path, ensuring the continuation of a stable refugee response.

Overall, 2025 saw improvements in legal status and pathways to inclusion, but sustainability became more fragile due to economic and security constraints. Despite legal improvements, long-term sustainability became more fragile. Reduced humanitarian funding necessitated hyper-prioritization of life-saving activities for UNHCR and other partners. Several international NGOs ceased operations, leading to a reduced partner footprint. This forced a tighter targeting of limited resources as refugees reported increasing unmet needs. While UNHCR prioritized inclusion, supporting the most vulnerable remained the primary operational challenge.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

By 2026, Refugees, asylum seekers and stateless individuals have access to territory, international protection and assistance without discrimination and are safe in the communities where they live

Population Type	Indicator	
	Baseline	Actual (2025)
1.1 Proportion of people seeking international protection who are able to access asylum procedures		
Refugees and Asylum-seekers	100.00%	100.00%
1.2 Proportion of people who are able to move freely within the country of habitual residence		
Refugees and Asylum-seekers	100.00%	100.00%
Stateless Persons	100.00%	100.00%

By the end of 2025, the parliamentary election results reaffirmed Moldova's pro-European trajectory, sustaining the political will for EU-aligned refugee reforms. The Government's decision to extend Temporary Protection (TP) until March 2027 provided essential stability, ensuring continued access to education, healthcare and the labour market despite significant pressure on national services.

Amendments to the Asylum Law and new rules for identifying applicants with specific needs strengthened procedural safeguards and access to rights. The adoption of the National Programme on Migration and Asylum (2026–2030) established a robust framework for simplified procedures, digitalization, and institutional capacity building. UNHCR's technical engagement was one of several factors contributing to these advancements, ensuring alignment with international and EU standards.

In the context of the TP extension, UNHCR provided legal analysis to the Government Decision regulating the extension and supported the General Inspectorate for Migration (IGM) in addressing implementation gaps. This collaboration ensured the continuity of legal stay and informed discussions on the eventual transition to post-TP pathways. Furthermore, UNHCR contributed to the draft Law on Admission, Stay and Supervision of Foreigners, which will replace the Law on Foreigners and provide the basis for long-term residence solutions aligned with the EU acquis.

Moldova's EU accession process further incentivized legislative harmonization and institutional strengthening. Progress reflected in impact indicators — including sustained access to documentation, services and lawful stay — demonstrates improved State capacity and greater predictability for refugees. UNHCR's technical advocacy supported these systemic shifts, contributing to a state-led protection response, without discrimination.

4. Impact Area: Securing Solutions

By 2026, refugees and stateless persons are able to access solutions in Moldova, either through socio-economic inclusion or through relocation to third countries

Population Type	Indicator	
	Baseline	Actual (2025)
4.3b Number of refugees for whom residency status is granted or confirmed		
Refugees and Asylum-seekers	73,885	86,585

Progress toward durable solutions in Moldova continues to be shaped by structural constraints rather than policy resistance. Access to high-cost national systems including flagship social assistance, state-led residential care and active labour market measures remained restricted for Temporary Protection (TP) holders. These areas require long-term fiscal commitments that the State cannot yet sustain, leaving key housing, protection and inclusion interventions reliant on external humanitarian financing.

Despite these barriers, the Government took incremental steps toward sustainable inclusion. Key advancements included the integration of child-related benefits for refugee families into the state budget and granting refugees access to the Energy Vulnerability Reduction Fund (EVRF), part of Moldova's winterization support. While modest, these measures establish a baseline for shifting from emergency aid to national social protection frameworks.

Socio-economic inclusion was further enabled by increased refugee participation in the local labour market and national services contributing to self-reliance. However, TP holders face persistent barriers to labour market inclusion: limited Romanian proficiency, childcare responsibilities, unclear qualification recognition and various legal restrictions. Advancement with government institutions and civil society have been crucial in bridging these gaps, focusing on vocational training, language and the recognition of prior learning to bypass administrative hurdles in professional certification.

Regarding statelessness, technical and legal assistance led to 84 stateless people obtaining Moldovan citizenship in 2025, a 30 per cent increase from 2024. This significantly enhanced their legal security and facilitated full integration.

Other Core Impact Indicators

Country	Population Type	Baseline	Actual(2025)
2.3 Proportion of people with access to health services			
Moldova	Refugees and Asylum-seekers	85.10%	98.60%
3.1 Proportion of people who have the right to decent work			
Moldova	Refugees and Asylum-seekers	100.00%	100.00%
Moldova	Stateless Persons	100.00%	100.00%
3.2a Proportion of children and young people enrolled in primary education			
Moldova	Refugees and Asylum-seekers	6.83%	14.84%
3.2b Proportion of children and young people enrolled in secondary education			
Moldova	Refugees and Asylum-seekers	7.88%	22.11%
3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark			
Moldova	Refugees and Asylum-seekers	91.90%	97.30%

1.3 Challenges to Achieving Impacts

Achieving durable solutions is increasingly constrained by a widening mismatch between residual humanitarian needs and the pace of institutional transition. A sharp contraction in international funding has exposed structural weaknesses, particularly in housing and social protection, where national systems are not yet prepared to absorb refugee caseloads without parallel humanitarian support.

The primary barriers include limited fiscal space to integrate refugee-related expenditure into state budgets

and persistent procedural hurdles for Temporary Protection (TP) holders. While the approval of the National Programme for the Phased Integration of Foreigners is a positive milestone, needs to be operationalized to become a functional instrument for inclusion as humanitarian actors draw down.

Economic pressures including inflation and rising living costs affected both host and displaced communities, heightening vulnerabilities and straining national systems' ability to absorb additional beneficiaries. Socioeconomic inclusion efforts were further constrained by a persistent mismatch between refugees' skills and the profiles demanded by the local labour market. Limited recognition of foreign qualifications, childcare responsibilities, language barriers, and a concentration of vacancies in sectors requiring skills many refugees do not possess, reduced their ability to access stable employment and slowed progress toward self-reliance.

Resource limitations significantly influenced prioritization in 2025. Funding shortfalls required scaling back planned interventions, narrowing the scope of protection monitoring, community-based initiatives, and system strengthening efforts. Reduced resources also affected national partners' ability to maintain services, slowing progress toward inclusion in national systems. While the asylum system remains stable, the lack of a consolidated, cross-ministerial transition framework remains the most significant hurdle to long-term impact.

1.4 Collaboration and Partnerships

UNHCR strengthened partnerships with the Government of Moldova, UN agencies, development actors, civil society, academia and refugees to advance a nationally led response. The Refugee Coordination Forum streamlined its structure into four working groups, improving efficiency and coordination, and allowing partners to deliver assistance to over 87,000 refugees and host community members in 2025.

Progress under the Global Compact on Refugees was consolidated through the National Programme for the Phased Integration of Foreigners (2025–2027). This operationalises Global Refugee Forum pledges by embedding inclusion across national health, education, and social protection systems, directly supporting Sustainable Development Goals (SDGs) three, four, eight, 10 and 16. UNHCR deepened relationships to strengthen national systems; notably, the Education Roadmap for the inclusion of refugee children done with the Ministry of Education and Research and UNICEF.

Localization was a primary driver of operational efficiency. UNHCR partnered with 16 funded entities, including 10 national Civil Society Organizations (CSOs). Capacity-building initiatives engaged 34 CSOs, including Refugee-led organizations, to enhance institutional resilience. The election of local co-chairs in regional coordination forums further reinforced national ownership. Additionally, the Sergio Vieira de Mello Academic Chair expanded to four more universities, fostering international protection related research.

UNHCR worked with the Ministry of Internal Affairs to strengthen crisis preparedness, including joint contingency planning, and a major multinational tabletop exercise that convened over 80 participants from Moldova, Romania and Poland to test mass-influx coordination. UNHCR also supported the UN Resident Coordinator in the risk monitoring regarding the Transnistrian region. At the border, UNHCR and local authorities developed reactivation protocols for the Otaci and Palanca transit sites, preserving emergency readiness despite funding-driven closures.

Section 2: Results

2.1. Outcomes and Achievements

1. Outcome Area: Access to Territory, Reg. and Documentation

People in need of international protection have access to the territory and adequate reception conditions and are issued documentation confirming their legal status

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
1.1 Proportion of refugees and asylum seekers registered on an individual basis			
Refugees and Asylum-seekers	100.00%	100.00%	62.04%
1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%
1.3 Proportion of people with legally recognized identity documents or credentials			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%
Stateless Persons	100.00%	100.00%	100.00%

Core Output Indicators

Population Type	Indicator	
	Actual (2025)	
01.1.1 Number of people registered on an individual basis		
Refugees and Asylum-seekers	5,915	
01.2.1 Number of people supported to obtain civil status, identity or legal status documentation		
Refugees and Asylum-seekers	3,511	

Progress Against the Desired Outcome

In 2025, Moldova maintained a protection-sensitive border management regime. Despite stricter entry requirements at Chisinau International Airport, flexibility was afforded to first-time entrants, and access to the asylum procedure remained available for those not meeting standard criteria.

A significant protection milestone was achieved through UNHCR's advocacy with the Government regarding irregular entries. An agreement was reached to exempt Ukrainian refugees from prosecution for irregular entry. Furthermore, individuals with expired identity documents could access Temporary Protection (TP) directly. This resulted in the cessation of criminal cases for irregular crossings, significantly reducing legal barriers for the displaced.

UNHCR, in partnership with CDA, supported access to the territory through border monitoring and legal counselling at Palanca and Otaci Border Crossing Points (BCPs) and Chisinau International Airport. An additional 13 joint monitoring visits were conducted with the Border Police to key BCPs with Ukraine and

Romania, enhancing procedural efficiency and mutual understanding. Through this presence at BCPs, UNHCR ensured essential service provision for new arrivals, and the early identification of individuals at risk.

UNHCR's partner, ACTED, provided humanitarian transportation for 1,345 individuals. This included the movement of 461 people during the Refugee Accommodation Centre (RAC) consolidation process to facilitate continued access to services for vulnerable refugees.

In collaboration with the Ministry of Labour and Social Protection and ACTED, UNHCR provided operational support, maintenance, and site management to 23 RACs. A strategic consolidation process reduced the number of RACs from 26 to 17. This was balanced by the opening of a specialized state-run residential centre for people with psychosocial disabilities, which was made accessible to refugees, bringing the total to 18 facilities by year-end.

The consolidation was managed through a protection lens. UNHCR and partners facilitated the transition of households toward independent living via cash-for-rent assistance, employment counselling and protection case management. For the most vulnerable unable to pursue self-reliance, relocation to alternative RACs was arranged. Targeted outreach through Roma mediators further ensured that marginalized groups maintained access to adequate reception conditions.

2. Outcome Area: Status Determination

National asylum and statelessness systems are strengthened, temporary protection procedures are fair and efficient, and the quality of refugee and statelessness status determination procedures is improved

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
2.1 Average processing time (in days) from registration to first instance asylum decision			
Refugees and Asylum-seekers	217.00	217.00	217.00
2.2 Proportion of people undergoing asylum procedures who have access to legal representation			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%
2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
02.1.1 UNHCR has provided capacity development support to strengthen the national status determination system(s), in accordance with international standards	
Refugees and Asylum-seekers	Yes

Progress Against the Desired Outcome

By the end of 2025, Moldova had 208 refugees and 526 humanitarian protection beneficiaries, while the stateless population remained stable at approximately 1,885. Temporary Protection (TP) registrations rose,

reaching 87,000 by year-end, up from 66,300 in 2024. This increase was managed through a regime that granted extensions until March 2027, maintaining the same level of access to healthcare and social rights. The national asylum system saw progress in 2025 through legal amendments. These reforms decentralized decision-making, expanded the rights of asylum-seekers and extended the principle of non-refoulement to extradition cases. Alignment with EU standards was further advanced through the National Programme on Asylum and Migration. In parallel, the General Inspectorate for Migration (IGM) advanced institutional reform through an EU Twinning project with Romania, Sweden and Greece, aimed at strengthening national asylum procedures and capacities.

UNHCR provided technical expertise on asylum law and TP revisions to ensure consistency with international and EU directives. By facilitating input from the Protection Working Group (PWG), UNHCR ensured the Government's legislative process was informed by a broad spectrum of protection actors. In addition, legal counselling to 9,600 individuals improved access to international protection and associated rights, while also pursuing strategic litigation to safeguard the legal interests of displaced and stateless people.

The Government established a dedicated inter-institutional working group for 2025. This body convenes key ministries to coordinate policies and implement measures to prevent and reduce statelessness. This structural development represents a positive move toward a more coordinated, state-led response to statelessness in Moldova.

Furthermore, UNHCR continued to co-chair the PWG with the Office of the Ombudsman and the Protection Advisory Group (PAG). These coordination mechanisms were vital for promoting dialogue between the Government and humanitarian partners, ensuring that legal status and access to rights remained central to the national response.

4. Outcome Area: Gender-based Violence

Refugees have full access to quality gender-based violence services provided within the public system in complementarity with other service providers, with risk mitigation mainstreamed across sectors

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
4.1 Proportion of people who know where to access available GBV services			
Refugees and Asylum-seekers	79.10%	100.00%	97.10%
4.3 Proportion of survivors who are satisfied with GBV case management services			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
04.1.1 Number of people who benefitted from specialized GBV programmes	
Refugees and Asylum-seekers	3,920

Progress Against the Desired Outcome

In 2025, UNHCR prioritised localization of prevention and response to various forms of violence to women and children in alignment with the Call to Action. By working through Women-Led Organisations (WLOs), minority-focused groups, local public authorities, social assistance departments and schools, UNHCR reinforced locally led advocacy, strengthened women's leadership and established shared ownership of

services as life-saving interventions targeting various forms of violence to women and children. UNHCR supported the government in developing and implementing a monitoring framework for the Global Refugee Forum GBV and Gender Equality pledge, including the deployment of staff to the Gender Equality Unit. A key achievement was the inclusion of refugees in government policy documents regulating access to services for victims and survivors of violence.

Through its WLO partner Asociația „Casa Mărioarei” and local actors, UNHCR implemented the Girl Shine curriculum. This programme reached 38 refugee and host community adolescent girls and 21 of their caregivers, focusing on life skills, the mitigation of harmful attitudes and strengthening family relations. It was implemented with mentors from refugee communities, IGM, and the National Youth Clinics. On the Left Bank, 19 Roma adolescent girls and boys participated in tailored activities promoting resilience and respect for women and girls, delivered with a local school and a Roma mediator.

Psychosocial support groups provided safe spaces and sexual health information to 317 refugee and host community women, including older women and women with disabilities. These spaces served as entry points to additional services and contributed to social cohesion and local integration.

UNHCR and partners Asociația „Casa Mărioarei” and CDA supported 822 individuals to access safe shelter, case management, psychological support, legal aid, and gynaecological consultations. 2,417 refugees from key populations - including members of the lesbian, gay bisexual intersex and queer community, those living with HIV, sex workers and people who use drugs - were reached through targeted outreach providing HIV prevention, harm reduction and psychosocial support.

Capacity sharing through the GBV Sub-Sector strengthened local and national actors' ability to support refugee survivors. 76 government staff from safe shelters under the Ministry of Labour and Social Protection participated in workshops on survivor support and coordination. 78 paralegals from the National Agency to Prevent and Combat Violence Against Women and Domestic Violence, and 34 Protection Desk staff were trained on referrals and safety measures. To address the fragile funding landscape, UNHCR Moldova facilitated workshops on donor diversification and core funding for local partners. In addition, two grants enabled WLOs to pilot peer-to-peer capacity sharing, resulting in a practical tool for organizational assessment and prioritization.

5. Outcome Area: Child Protection

Refugee children are included in national child protection systems and have non-discriminatory and child-friendly access to a full range of prevention and protection services, including best interest determination procedures

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure			
Refugees and Asylum-seekers	88.26%	100.00%	75.38%
5.2 Proportion of children who participate in community-based child protection programmes			
Refugees and Asylum-seekers	56.58%	100.00%	23.65%
5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
05.1.1 Number of children and caregivers who received child protection services	
Refugees and Asylum-seekers	2,806

Progress Against the Desired Outcome

In 2025, refugee children, including unaccompanied and separated children (UASC), were increasingly integrated into Moldova's national protection and education frameworks. A key advancement was the inclusion of refugee children with specific needs in the national disability confirmation process, ensuring equitable access to state support.

UNHCR, in partnership with UNICEF, co-chaired the Child Protection Sub-Working Group. This coordination body successfully advocated for the extension of Temporary Protection (TP) for UASC and provided technical feedback on legislation to ensure refugee-sensitive safeguards. To strengthen the public system, UNHCR and partners trained over 3,000 professionals on child protection. Direct assistance from partners reached 32,934 children and adolescents with child-friendly and Mental Health and Psychosocial Support (MHPSS) activities, promoting cross-sector cooperation between GBV and Education, and conducting outreach for Roma children.

Civil society organizations remained key actors in delivering complementary services. UNHCR's partner, AVE Copiii, assisted 1,000 children with child protection services and supported 350 vulnerable children with non-food items. Furthermore, to address the shortage of early childhood care, UNHCR supported the rehabilitation of creche facilities, benefiting 50 Moldovan and refugee children under the age of three.

UNHCR supported the Ministry of Education and Research (MER) to improve access to Moldovan schools. While enrolment remained relatively low at 3,711 students, numbers increased by 350 for the 2025/2026 school year. A key milestone was the Roadmap for the Full Inclusion of Refugee Children, developed jointly by MER, UNHCR, and UNICEF to establish a clear transition to in-person learning. The Refugee Education Working Group, co-chaired by these entities, conducted nationwide consultations with families and authorities to identify enrolment barriers.

To facilitate this transition, UNHCR supported 150 teachers with anti-discrimination training and wellbeing support to 110 educators. Targeted outreach reached 140 Roma refugee children with literacy assistance. Additionally, 300 pieces of school furniture and 420 education kits were distributed to vulnerable children. Technical engagement also led to the inclusion of an education section in the TP extension form, allowing for systematic monitoring of school attendance. To strengthen post-secondary access, three national roundtables with 25 vocational institutions and 14 universities contributed to removing notarised document requirements and aligning tuition fees with those of Moldovan citizens.

7. Outcome Area: Community Engagement and Women's Empowerment

Refugees meaningfully participate in decision making processes that affect their lives, collaborating with local authorities and host communities development goals and to foster social cohesion

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
7.1 Extent participation of displaced and stateless people across programme phases is supported.			
Refugees and Asylum-seekers	Extensive	Extensive	Extensive
Stateless Persons	Moderate	Extensive	Moderate
7.2 Proportion of people who have access to safe feedback and response mechanisms			
Refugees and Asylum-seekers	91.70%	100.00%	90.40%
7.3 Proportion of women participating in leadership/management structures			

Refugees and Asylum-seekers	66.23%	80.00%	88.37%
Stateless Persons	70%	80.00%	88.37%

Core Output Indicators

Indicator		Actual (2025)
Population Type		
07.1.1 Number of people consulted through Participatory Assessments		
Refugees and Asylum-seekers		453
07.2.1 Number of people who used UNHCR- supported feedback & response mechanisms to voice their needs/ concerns/feedback		
Refugees and Asylum-seekers		18,563
07.3.1 Number of people who received protection services		
Refugees and Asylum-seekers		8,676

Progress Against the Desired Outcome

UNHCR strengthened the network of Refugee Councils, transitioning from the 2024 pilot to the formal establishment of four operational Councils in Ungheni, Cahul, Donduseni, and Ocnita. These assemblies, governed by elected Secretariats and formal statutes, provide local authorities and UNHCR with insights and first-hand Age, Gender, and Diversity data, ensuring that priority needs and emerging risks are identified directly by the community. They play a key role in disseminating information to refugees, and in collecting structured feedback. Furthermore, Cooperation Agreements between each Refugee Council and their respective Local Public Authorities were signed, this formal recognition enabled meaningful dialogue with mayors and district councils, allowing refugees to influence decision-making.

UNHCR further advanced the localization agenda by establishing a direct partnership with the Female Support Force (FSF), a Women Refugee-Led Organization. The project focused on strengthening outreach, promoting two-way communication, and reinforcing Refugee-led advocacy. FSF's advocacy, supported by UNHCR, was instrumental in two areas identified by refugees: removing barriers to higher and vocational education and aligning the legal stay of Ukrainian-registered vehicles with the validity of Temporary Protection status.

Capacity-building efforts were scaled to ensure the sustainability of this engagement. UNHCR implemented a comprehensive programme for 34 CSOs, RLOs, volunteers and community networks, focusing on institutional resilience, donor diversification, and digital literacy. Built entirely on CSO feedback, the programme significantly strengthened participants' capacities, as confirmed by final evaluations. Three grants enabled WLOs to support community's access to health services in remote areas and a safe space for children in Anenii Noi.

Through the Community-Driven Support Initiative and partner Charity Centre for Refugees, 19 community projects were implemented across 11 regions, including the Transnistrian region. These initiatives benefited over 23,000 individuals, enhancing local protection environments and community cohesion. Complementing these efforts, 8 Community Service Centres coordinated through UNHCR's partner LAOLALTA in Chisinau and regions, continued to serve as hubs for integrated services and dialogue, hosting activities by UNHCR, partners, and community groups.

UNHCR expanded its Communication with Communities and Accountability to Affected People (AAP) activities, ensuring refugees had timely access to information on rights, services, and entitlements. Regular consultations and focus group discussions allowed communities to influence priorities and program adjustments.

Through strengthened leadership structures, enhanced collaboration with local authorities, and increased community driven initiatives, refugee communities played a more active role in shaping inclusive, cohesive, and resilient local environments.

8. Outcome Area: Well-Being and Basic Needs

Refugees have access to cash and in-kind assistance to mitigate protection risks and promote their inclusion to state owned social assistance mechanisms

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
8.1 Proportion of people that receive cash transfers and/or non-food items			
Refugees and Asylum-seekers	38.31%	86.00%	22.87%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
08.1.1 Number of people who received cash assistance	
Refugees and Asylum-seekers	23,050
08.2.1 Number of people who received non-food items	
Refugees and Asylum-seekers	8,996

Progress Against the Desired Outcome

In 2025, UNHCR Moldova adapted its cash-based interventions to sustain life-saving support for the most vulnerable refugees from Ukraine within a constrained funding landscape. The Multi-Purpose Cash Assistance (MPCA) programme was refined through updated vulnerability analyses conducted in collaboration with the Ministry of Labour and Social Protection, strengthening alignment with national social protection standards.

By November 2025, the active MPCA caseload stood at 10,000 individuals. Analysis revealed that 80 per cent were unable to work due to advanced age, disability, or caregiving duties. Refugees supported under the programme reported an average monthly income of \$118 - almost 40 per cent below the absolute poverty line- against median monthly expenditures of \$180. Income diversification remains extremely limited. These underscores the critical role of cash in preventing negative coping strategies.

Throughout the year, UNHCR supported 23,100 unique beneficiaries with MPCA. This includes winter assistance for 6,598 refugees to help offset increased seasonal expenses. Around 23% of the beneficiaries are single female head of household.

During the reporting period, UNHCR conducted four rounds of Post distribution monitoring (PDM). On average, cash assistance was mainly spent on food (78 per cent), health (52 per cent), utilities (46 per cent), rent (21 per cent), and hygiene items (14 per cent). Most households reported that cash assistance significantly or moderately improved living conditions, reduced stress, and eased financial pressures. Although a reduction in transfer values caused a temporary dip in reported well-being in September, by

November, outcomes rebounded, with 74 per cent reporting significant improvements in living conditions, 66 per cent in stress reduction, and 65 per cent in financial relief.

UNHCR also supported 175 households (462 individuals) with Cash-for-Rent assistance as a time-bound, stabilizing measure linked to the RAC consolidation strategy, enabling households to transition from collective accommodation into private rental housing. The assistance was designed to facilitate independent living, providing up to six months of predictable support to allow families to settle in a new community, secure employment, enrol children in schools, and establish the social and economic foundations needed to sustain housing independently.

In-kind assistance complemented these cash efforts, particularly during the cold season. In partnership with Laolalta, UNHCR utilised a "free shop" model to distribute approximately 23,700 clothing items (donated by UNIQLO) to 5,010 individuals across seven regions, prioritising dignity and choice. Additionally, 7,000 vulnerable individuals from both refugee and host communities—including those along the administrative line—received essential items such as blankets and solar lamps. By including host community members in these distributions, UNHCR not only addressed immediate protection risks but also fostered social cohesion.

16. Outcome Area: Integration and other Local Solutions

Refugees are included in national and local services in Moldova, with government systems strengthened, and have access to decent livelihood opportunities, actively contributing to local development

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
16.1 Proportion of people with secure tenure rights to housing and/or land			
Refugees and Asylum-seekers	36.00%	40.00%	39.60%
16.2 Proportion of people covered by national social protection systems			
Refugees and Asylum-seekers	49.49%	80.00%	6.10%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
16.1.1. Government Social protection system is inclusive of forcibly displaced and stateless people	
Refugees and Asylum-seekers	Partially
Stateless Persons	Partially
16.2.1 Number of people supported by UNHCR to acquire nationality, permanent residency status or to access naturalization procedures	
Refugees and Asylum-seekers	80

Progress Against the Desired Outcome

In 2025, progress toward local integration advanced steadily, propelled by the Government's implementation of the National Programme on the Phased Integration of Foreigners and Displaced People (NPPIF) 2025–2027, which enhances refugees' access to healthcare, insurance, social assistance,

education, language courses, vocational training, qualification recognition, housing, and community participation—while laying the groundwork for a comprehensive national integration policy.

UNHCR advanced economic inclusion through public–private partnerships and labour market initiatives. In collaboration with the National Congress of Ukrainians (NCUM), UNHCR facilitated job placements for 320 refugees. Access to employment was further supported through partners with individualized counselling to more than 1,470 refugees, including Roma refugees.

To remove barriers to employment, UNHCR expanded access to essential skills. Approximately 450 individuals attended Romanian language classes delivered in partnership with Ion Creangă Pedagogical University and UNHCR’s partners Charity Centre for Refugees (CCR), Laolaltă, and Tarna Rom. Complementing this, more than 300 individuals received vocational training, and childcare options were expanded in two municipalities to enable female-headed households to enter the workforce.

UNHCR with the support of RLO Female Support Force promoted the recognition of foreign qualifications and conducted 15 employer awareness sessions on refugees’ right to work. In addition, NCUM with UNHCR support, developed a comprehensive Labour Rights Guide that explains key provisions of Moldovan labour law, and conducted workshops for 20 private companies.

Under the Cities of Solidarity initiative, UNHCR anchored local inclusion through Memoranda of Understanding with Bălți, Comrat, and Ungheni. These agreements secured municipal commitment to socio-economic integration and peaceful coexistence. Evidence-based planning was advanced through Local Action Plans (LAP) for Refugee Inclusion, with the Comrat LAP finalised and data collection completed for Bălți and Chişinău.

To support these plans, UNHCR implemented 11 Peaceful Coexistence Projects (PCPs) that rehabilitated shared infrastructure, including schools, sports facilities, and healthcare laboratories. These projects, alongside the operation of eight Community Service Centres nationwide, improved public communal spaces for both refugees and host communities. By enhancing interaction and trust, these initiatives directly contributed to the long-term well-being and social cohesion of the regions hosting displaced populations.

Other Core Outcome Indicators

Population Type	Baseline	Target(2025)	Actual(2025)
3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol			
None	Broadly aligned	Broadly aligned	Broadly aligned
3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness			
None	Broadly aligned	Broadly aligned	Broadly aligned

Other Core Output Indicators

Population Type	Actual (2025)
03.1.1 UNHCR has engaged in legislative and judicial processes to strengthen laws and policies for the protection of refugees, IDPs, returnees and stateless people and/or the reduction and prevention of statelessness	
Refugees and Asylum-seekers	Yes
Stateless Persons	Yes
06.1.1 Number of people who received legal assistance	
Refugees and Asylum-seekers	13,709
09.1.1 Number of people who received shelter and housing assistance	

Refugees and Asylum-seekers	462
10.1.1 Number of individual consultations in UNHCR supported health care services	
Refugees and Asylum-seekers	355
10.2.1 Number of consultations in UNHCR supported mental health and psychosocial support services	
Refugees and Asylum-seekers	1,298
11.1.1 Number of people who benefitted from education programming	
Refugees and Asylum-seekers	1,456
13.1.1 Number of people who benefitted from livelihoods and economic inclusion interventions	
Refugees and Asylum-seekers	1,571
15.1.1 Country issues machine-readable travel documents	
Refugees and Asylum-seekers	Yes
Stateless Persons	Yes

2.2. Age, Gender and Diversity

In 2025, UNHCR advanced Accountability to Affected People (AAP) and Community-Based Protection through catered actions adapted to refugees' profiles and the Moldovan context. UNHCR transferred coordination of the AAP Task Force to two local organizations active in information sharing and two-way communication, Laolalta and NCUM. The task force continued to coordinate the UNHCR led participatory assessment, engaging 453 forcibly displaced people (78 per cent female and 22 per cent male participants) across the country, including the Transnistrian region. The input received through these community activities informed UNHCR advocacy and planning.

UNHCR also facilitated thematic consultations with refugees on prospects for a legal status alternative to Temporary Protection following. These consultations involved 85 refugees (91 per cent female and 9 per cent male participants) and included direct engagement of MIA and IGM.

UNHCR continued engagement with the Roma community, finalizing the Roma refugee mapping analysis. By early 2025, Moldova hosted 1,698 Roma refugees, over half residing in the Transnistrian region; 56 per cent were female, 44 per cent male, and 114 people reported disabilities. Qualitative data informed subsequent programming. UNHCR also transitioned leadership of the Roma TF to the Agency of Interethnic Relations, a government agency.

UNHCR continued supporting the Disability and Age Task Force, which, in collaboration with OPDs and social assistants, conducted the first mapping of refugees with disabilities, identifying 2,633 people with disabilities countrywide.

Additionally, through the small grants programme, UNHCR supported five CSOs, all women-led, including one led by a Roma woman, to advance women's and girls' empowerment.

Section 3: Resources

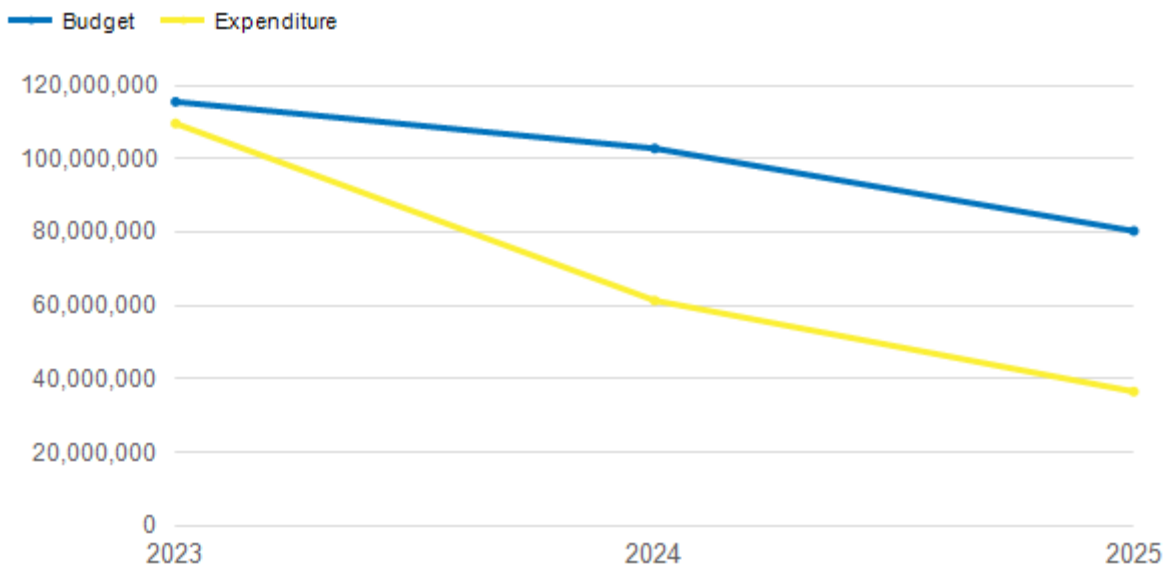
3.1 Financial Data

(Financial figures in USD)

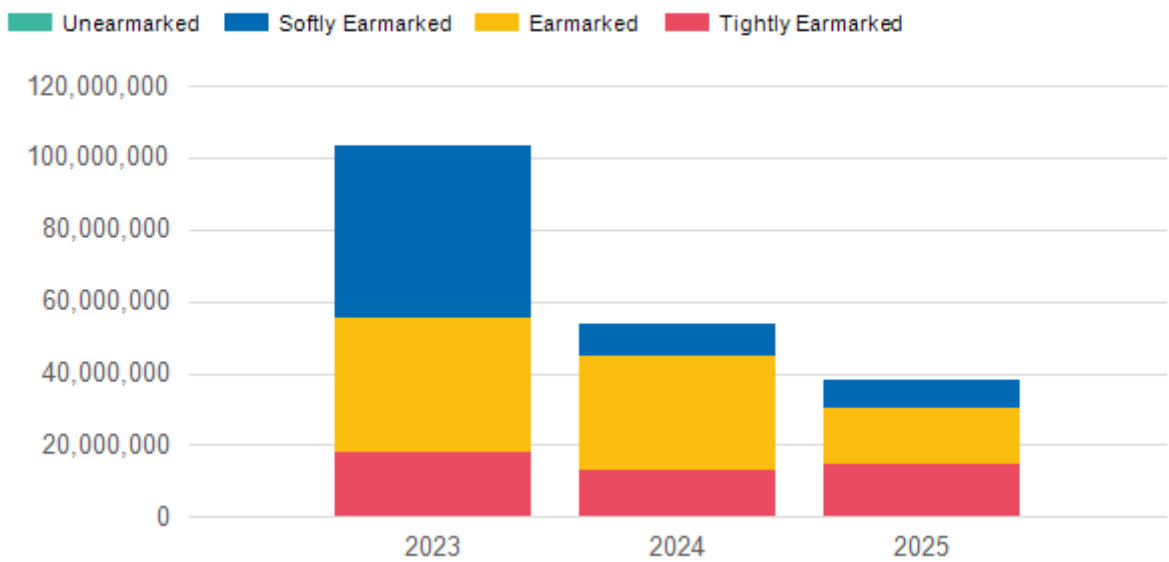
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	66,889,014	29,126,981	43.55%	28,841,930	99.02%
IA4: Solve	13,425,066	7,718,620	57.49%	7,718,620	100.00%
All Impact Areas		2,299,708			
Total	80,314,080	39,145,309	48.74%	36,560,549	93.40%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	9,779,135	2,814,956	28.79%	2,814,956	100.00%
OA2: Status	1,859,170	930,517	50.05%	645,466	69.37%
OA4: GBV	1,442,754	505,438	35.03%	505,438	100.00%
OA5: Children	915,775	682,454	74.52%	682,454	100.00%
OA7: Community	6,823,685	5,167,034	75.72%	5,167,034	100.00%
OA8: Wellbeing	52,892,181	24,193,616	45.74%	24,193,616	100.00%
OA16: Integrate	6,601,382	2,551,585	38.65%	2,551,585	100.00%
All Outcome Areas		2,299,708			
Total	80,314,080	39,145,309	48.74%	36,560,549	93.40%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

In 2025, UNHCR’s total operational requirements amounted to \$80.31 million, out of which 48 per cent was funded. This left approximately 52 per cent of unmet needs. Across budget components, the largest shortfall is observed in the main operational envelope, where \$72 million in requirements were matched by \$31 million in available funds. Additional gaps of \$1.8 million and \$9.2 million were recorded in administrative and staff costs, respectively. Overall, the funding level was insufficient to fully support planned activities in 2025.

In February 2025, the initially budget allocated had a 28 per cent decrease. This substantial funding

reduction had a direct impact on the scope of interventions and key assistance components for vulnerable refugees in Moldova. Most notably, it resulted in a decrease in the transfer value of Multipurpose Cash Assistance (MPCA) and an accelerated reduction in the number of beneficiaries receiving cash support. Funding cuts also affected the delivery of other critical services, including a reduction in projects promoting peaceful coexistence and community development, limited technical support aimed at strengthening central authorities, fewer integration and livelihood initiatives, and scaled-down interventions within Refugee Accommodation Centres. The operation had to adjust and scale down all its partnerships during the year and target consistently the most vulnerable refugees, while also preparing a transition plan with the main stakeholders.

Although the largest part of the operational expenditure is direct cash-transfers, UNHCR's budget is implemented through partners up to 25 per cent, and nearly half it is allocated to local organizations. This illustrates UNHCR's strong reliance on partners for protection and solutions activities and localization efforts, while maintaining direct implementation of cash assistance to ensure efficiency and value for money.

During 2025 the staffing budget had to be adjusted due to budgetary restrictions. The priority remained strengthening the local capacity, and staffing structure was realigned accordingly (35 per cent decrease, from 63 to 46 regular staff members). Continuous need for additional support remained in key areas, which were filled through various contract modalities (incl. temporary appointments and affiliate partnerships).

Towards the end of 2025, Moldova operation was funded through earmarked, softly and tightly earmarked contributions from donors. This demonstrates steady interest of international community towards ongoing refugee response, with an increasingly diversified donor base, including at the local level.

Section 4: Lessons Learned and Future Outlook

4.1 Lessons Learned and Future Outlook

The Republic of Moldova has extended TP for people forcibly displaced from Ukraine until March 2027, offering short-term stability but no clear vision for the future. As displacement becomes protracted and Moldova advances toward EU accession, the absence of a defined post-TP strategy creates uncertainty for both displaced people and national institutions. TP, by design temporary and exceptional, does not lead to long-term residence, and its limitations increasingly affect access to rights, integration, housing, and labour participation.

These gaps highlight the need for strengthened UNHCR advocacy with the Government to shape a gradual, protection-sensitive transition. Priorities include policy clarity, recognition of TP years as lawful residence for long-term status, simplified procedures for those already working or studying, and safeguards for individuals with specific needs. A government-led strategy supported but not substituted by humanitarian actors is essential to reduce reliance on emergency mechanisms and ensure responsibility shifts toward national systems in a sustainable, EU-aligned way.

Reflections from 2025 confirm that Moldova's transition to a state-owned model is at a critical juncture.

Sustainability through national systems and phased integration into health, education, and social protection is more effective than parallel humanitarian structures. Yet, this requires "hyper-prioritization" to protect the most vulnerable during the shift. Localization remains a key driver of success. Partnerships with local and Refugee-Led Organisations and the Cities of Solidarity model prove that when local authorities and communities lead, refugee inclusion becomes a catalyst for broader development.

In 2026, UNHCR will use vulnerability data to refine assistance while advocating for the permanent inclusion of vulnerable cases into national safety nets and collaborating with the Government to develop a sustainable post-TP and a refugee inclusion roadmap.



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