

Annual Results Report

2025

Ukraine

Acknowledgements

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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.

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Table of Contents

Section 1: Context and Overview

- 1.1 - Changes to the Operational Context
- 1.2 - Progress Against the Desired Impact
- 1.3 - Challenges to Achieving Impacts
- 1.4 - Collaboration and Partnerships

Section 2: Results

- 2.1 - Outcomes and Achievements
- 2.2 - Age, Gender and Diversity

Section 3: Resources

- 3.1 - Financial Data
- 3.2 - Resources Overview

Section 4: Lessons Learned and Future Outlook

- 4.1 - Lessons Learned and Future Outlook

Section 1: Context and Overview

1.1 Changes to the Operational Context

Four years into the full-scale invasion of Ukraine, the war has created unspeakable suffering and hardship on the civilian population, triggering a serious and far-reaching protection crisis. Forced displacement remains at a record high with 3.7 million IDPs and a further 5.9 million Ukrainians refugees.

12.7 million people are in need of humanitarian support inside Ukraine. As part of the inter-agency response, UNHCR delivered 1.25 million multi-sectoral services, including protection services, assistance, and housing support. With consideration for the demographic realities of displacement and the vulnerabilities within the affected population, UNHCR's response reached 63 per cent women and girls and 35 per cent older people (aged 60+). UNHCR also conducted critical protection activities for asylum-seekers, refugees, and stateless people. Strategic advocacy complemented the response.

Despite the ongoing war, signs of return and recovery were evident in the country. While return intentions decreased in 2025, UNHCR's intentions survey found that still almost half of the Ukrainian refugee (49 per cent) and internally displaced population (51 per cent) remain interested in eventual return, with safety and security, housing, and access to social and basic services and jobs as key enablers for sustainable return.

UNHCR continued implementing a durable solutions-oriented approach to the humanitarian response, also leveraging its network of community structures, including those led by IDPs, women and people with disabilities, to promote sustainability and localization of the response. UNHCR maintained five sub-national field offices, ensuring close collaboration with regional and local authorities in all affected and IDP-hosting areas.

The Government continued to prioritize efforts to achieve a just and lasting peace and to accelerate key policy and governance reforms, including those linked to EU accession. July's Government re-shuffle resulted in changes in ministerial leadership and responsibilities for IDPs and Ukrainian refugees without majorly affecting the ongoing cooperation with UNHCR. UNHCR has four Memoranda of Understanding (MoUs) with ministries, 20 MoUs with oblast administrations, as well as with the Olena Zelenska Foundation and the Office of the Ombudsman.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

By 2027, forcibly displaced, war affected and stateless people can access fair, efficient and inclusive national protection procedures and services that address their specific needs

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	26.97%	11.48%
1.2 Proportion of people who are able to move freely within the country of habitual residence		
Refugees and Asylum-seekers	88.34%	40.41%
Stateless Persons	18.54%	17.24%

The war in Ukraine has resulted in a large-scale protection crisis with ubiquitous and persistent risks to lives, safety, dignity and wellbeing leaving 9.8 million with protection needs. People in frontlines, including areas under evacuation are exposed to particularly severe risks. UNHCR's Protection Survey identified evacuation barriers, displacement-specific socio-economic and housing vulnerabilities and obstacles to accessing the social protection system and other services. Risks are more severe for older people, people with disabilities or chronic illnesses as well as single care givers. Personal documentation challenges affected newly displaced people, people from the temporarily occupied territories and minority groups. Access to asylum decreased and risks of statelessness are growing due to the war and temporary occupation.

Despite challenges, UNHCR and partners reached almost 594,000 IDPs, returnees and war affected people with legal aid, social services and psycho-social services. A network of social facilitators and paralegals extend reach and support to older people, people with disabilities and others in need in rural and remote areas. Work with 100 IDP Councils and 550+ community-based organizations – about two-thirds of which were women-led - complemented efforts to foster social cohesion, integration, and resilience-building. In 2025, UNHCR conducted a capacity and social impact assessment of this network to inform its further development in 2026 and highlight potential adaptations or course corrections. UNHCR remained the primary legal aid provider for 565 asylum-seekers and refugees and 2,750 stateless persons, resulting in statelessness recognitions, access to procedures and documentation.

UNHCR's advocacy strengthened the national protection system, securing policy improvements in IDP accommodation, evacuation procedures and social services. Two Government roundtables on IDP protection held in cooperation with the Ukrainian Ombudsman, resulted in relevant strategic and legislative developments, notably the drafting of a new IDP strategy.

2. Impact Area: Realizing Rights in Safe Environments

By 2027, forcibly displaced, war affected and stateless people have access to timely and targeted assistance with a particular focus on persons with specific needs

Population Type	Indicator	
	Baseline	Actual (2025)
2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities		
IDPs	44.99%	44.99%
Refugees and Asylum-seekers	15.19%	15.19%
Returnees	31.44%	31.44%
Stateless Persons	36.03%	36.03%
2.3 Proportion of people with access to health services		
Refugees and Asylum-seekers	79.75%	79.75%
Stateless Persons	45.36%	45.36%

In 2025, the situation of forcibly displaced, war-affected, and stateless people improved through more timely and better targeted assistance. Efforts to strengthen the inclusiveness and shock responsiveness of Ukraine's social protection system advanced, with closer coordination between humanitarian and government actors enabling improved enrolment pathways and referral mechanisms for vulnerable people. UNHCR's Multipurpose cash assistance programme ensured immediate coverage of urgent needs for newly displaced households and those affected by missile strikes, while access points at local institutions enhanced outreach to people with specific needs. Winter cash assistance for solid fuel, in close coordination with the government, proved successful seasonal intervention which helped close to 200,000 people (58 per cent women and 41 per cent older people), including 25,000 people with disabilities, particularly in frontline. Shelter assistance remained critical: emergency materials supported households impacted by hostilities, while durable housing interventions increasingly aligned with government compensation schemes to address gaps for those unable to enroll. Rehabilitation of social infrastructure strengthened community resilience, while expanded repair programs and continued work in collective sites improved prospects for durable solutions for IDPs.

Accessibility of accommodation and services remained a particular challenge for older people and people with disabilities among the displaced population, increasing risks of placement in inadequate living conditions, notably in collective sites, or even in institutions, which exposes people to further risks and significantly limit their ability to attain a durable solution in the future.

Assistance to asylum-seekers and refugees remained limited yet vital as UNHCR remains a key support for these vulnerable groups. In 2025, UNHCR for the first time extended material support through select core relief items and winter-cash support to stateless people, considering their particular vulnerability.

4. Impact Area: Securing Solutions

Forcibly displaced and stateless people achieve sustainable solutions

Population Type	Indicator	
	Baseline	Actual (2025)
4.3a Number of stateless people for whom nationality is granted or confirmed		
Stateless Persons	350	385
4.3b Number of refugees for whom residency status is granted or confirmed		
Refugees and Asylum-seekers	53	10

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Other Core Impact Indicators

Country	Population Type	Baseline	Actual(2025)
3.1 Proportion of people who have the right to decent work			
Ukraine	Refugees and Asylum-seekers	84.08%	65.03%
Ukraine	Stateless Persons	18.55%	17.96%
3.2a Proportion of children and young people enrolled in primary education			
Ukraine	Refugees and Asylum-seekers	100.00%	100.00%
Ukraine	Stateless Persons	47.83%	47.83%
3.2b Proportion of children and young people enrolled in secondary education			
Ukraine	Refugees and Asylum-seekers	90.00%	90.00%
Ukraine	Stateless Persons	43.14%	43.14%

1.3 Challenges to Achieving Impacts

The war continues to pose safety and logistical challenges, including suspended air travel, damaged transport infrastructure, unexploded ordinance, shifting frontlines, and frequent air-borne attacks. In 2025, attacks on energy infrastructure disrupted water, electricity, heating, and public services. The war's economic impact continues to result in uncertainty. Humanitarian access to temporarily occupied territories remained severely constrained. Massive damage to housing, public services, and an overstretched social protection system in addition to bureaucratic hurdles also posed significant challenges and delays in providing a response.

Despite constraints, UNHCR shelter and housing programme coupled with the diverse protection service delivery through static, mobile and remote modalities, as well as an expanded localized response network by introducing social facilitators and paralegals, led to tangible results overcoming some of the challenges. Tailored responses included rapid cash, in-kind assistance, and inter-agency convoys to high-risk areas to

deliver essential items.

With Ukraine's focus on defence, fiscal space for the development and strengthening of Government's social and housing systems remained limited and subject to stringent prioritization. Advocacy and efforts to strengthen the national protection system led to meaningful impact notably in the social sector as well as the parliamentary finalization of the new housing law.

Opportunities to develop refugee integration strategies or reduce statelessness risks remained limited. However, the ongoing European Union accession efforts and public advocacy on statelessness risks with critical partners, such as the Ombudsman of Ukraine or the Presidential Crimea Platform, brought some attention to asylum and statelessness issues in 2025.

Effective recovery coordination demands a unified approach under the UNCT, requiring further investments in purposeful partnership and alliances among UN agencies.

1.4 Collaboration and Partnerships

UNHCR has signed MOUs with 4 ministries and 20 oblast administrations, prioritizing sustainability, local ownership, and a development approach. It partnered mainly with Ukrainian NGOs (13/14 partners) and worked with 550 community-based organizations, 69 per cent women-led. UNHCR supported over 100 IDP councils, led Protection, Shelter/NFI, and CCCM Clusters and served as technical lead of the Durable Solutions Initiative. The cooperation with the Ministry of Social Policy, Family and Unity; Ministry of Development of Communities and Territories; Ministry of Justice; State Migration and Border Guard services; and the Parliamentary Ombudsman strengthened impact. UN partnerships on durable solutions and social protection advanced recovery coordination.

UNHCR co-led the Protection Cluster with NGO 'Responsibility to Protect', coordinating 200+ partners (60 per cent national) across 3 hubs, including Child Protection (UNICEF), GBV (UNFPA), Mine Action (UNDP), and technical groups on legal aid, HLP, and inclusion. Partners reached 4.86 million people, including frontline communities and IDPs. The Cluster advanced protection centrality in HNRP 2026, led 2 Strategic Priorities on internal displacement, mobilized \$35.3 million under UHF, and conducted advocacy and operational support.

Through the Shelter/NFI Cluster, 155 partners assisted 1.53 million people in frontline oblasts. Coordination with UN agencies and authorities aligned responses with HNRP 2026, including co-chairing Strategic Priority 1. Cooperation under CMU Resolution 985 aligned winter aid with state subsidies; RAIS+ improved deduplication. Subnational coordination enabled timely post-strike shelter and repair responses linked to e-Recovery and SIDAR.

CCCM Cluster completed the transition and phase-out. Winterization and site technical work moved to Shelter/NFI; multi-sectoral site coordination integrated into Protection platforms, ensuring continued support for IDPs in collective sites and transit centres.

Section 2: Results

2.1. Outcomes and Achievements

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

By 2027, forcibly displaced and war-affected people have improved access to rights and services because they have identity and housing, land, and property documentation

By 2027, refugees and asylum seekers, stateless people, and people at risk of statelessness have improved access to rights and services because they have identity documentation

Core Outcome Indicators

Indicator		Baseline	Target (2025)	Actual (2025)
Population Type				
1.1 Proportion of refugees and asylum seekers registered on an individual basis				
Refugees and Asylum-seekers		26.97%	50.00%	11.48%
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				
IDPs		98.59%	99.09%	98.94%
Refugees and Asylum-seekers		58.28%	60.00%	46.12%
Stateless Persons		17.24%	17.30%	56.59%

Core Output Indicators

Indicator		Actual (2025)
Population Type		
01.2.1 Number of people supported to obtain civil status, identity or legal status documentation		
IDPs		1,306
Others of Concern		198
Refugees and Asylum-seekers		63
Returnees		32
Stateless Persons		970

Progress Against the Desired Outcome

Protection monitoring and the provision of legal services coupled with systems strengthening of civil registries and the free legal aid centres and advocacy were critical interventions enabling forcibly displaced and stateless people to access rights and services.

Protection monitoring was strengthened through the roll out of the Ukraine Protection Survey in cooperation

with the Ombudsman of Ukraine, providing an overview of the protection situation of IDPs and enabling evidence-based advocacy with Government to address identified barriers, gaps and risks. Key outcomes included the ministerial agreement for the development of the new IDP strategy, the displacement-specific adaptation of relevant social services, or the review of the evacuation mechanism. UNHCR's border monitoring at 30 crossing points with the EU and Moldova as well as the Domanove crossing provided insights on departure and arrival trends as well as protection risks. Over 9,500 people received protection support at the borders. UNHCR's legal monitoring identifies legal developments and practice challenges adversely affecting people's access to rights and challenges. This informed advocacy on continued access to pensions as well as UNHCR's legal aid. In 2025, UNHCR with the Ombudsman's office initiated a new initiative initially piloted in Volyn and Rivne to identify undocumented people to better address statelessness risks.

Nearly 84,000 IDPs (73 per cent women and 33 per cent older people) were supported with more than 153,000 legal interventions, including almost 4,500 supported through secondary legal aid, such as court representation. This makes up 48 per cent of the Protection Cluster's legal aid reach in 2025. Legal aid is provided country-wide, including through remote means to people in areas difficult to access, reaching some 4,250 people. Securing and restoring housing, land and property (HLP) rights, access to social protection and personal documents were the three most relevant areas of legal support in 2025. Over half of the HLP cases concerned access to compensation.

Legal aid remained a lifeline for asylum-seekers and refugees with assistance provided at borders as well as in detention facilities to enable access to asylum procedures and documentation and provide protection against refoulement. In 2025, nearly 2,700 legal interventions were made supporting 565 people. Interventions in the detention centres led to the release of 9 asylum-seekers. However, risks of detention and refoulement have increased for asylum-seekers of certain nationalities. UNHCR's legal aid for stateless people covers 15 oblasts of Ukraine. In 2025, over 2,750 people were supported resulting in 121 applications to the statelessness procedure, 109 recognitions, 443 birth certificates, and 385 nationality confirmations and identity documents. 67 persons were supported to access nationality or long-term residency, including 28 recognized stateless persons with permanent residence and 35 who were naturalized.

2. Outcome Area: Status Determination

By 2027, the government has strengthened capacity to provide efficient and fair refugee status determination (RSD) and protection processes

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
2.1 Average processing time (in days) from registration to first instance asylum decision			
Refugees and Asylum-seekers	365.00	365.00	365.00
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
Stateless Persons	Yes

Progress Against the Desired Outcome

UNHCR partners provided legal assistance to 499 asylum-seekers from over 40 countries at all stages of the asylum process, including court representation. Legal information was also offered through the Telegram channel “Refugee Helper” and UNHCR’s Help page. This enabled UNHCR to monitor access to procedures and the quality and timeliness of refugee status determination. According to government statistics, State Migration Service (SMS) registered 61 new asylum-seekers in 2025, recognized one refugee and granted complementary protection to 9 individuals. Meanwhile, 116 refugees and asylum-seekers approached UNHCR partners for new registration and received legal and social assistance, including in the 3 detention centers.

The cooperation with the SMS remained solid and resulted in several joint initiatives, including a study visit to the Netherlands focused on the identification of forged documents in asylum procedures conducted by the Dutch Asylum authorities. As part of the EU accession process, UNHCR, supported by an expert from Kharkiv University, finalized a legal study comparing the EU asylum legislation and Ukrainian law to inform asylum reform. As a result, the initial structure of a revised refugee law was prepared. SMS valued the study, which was shared with the EUAA and presented at the September 2025 Kharkiv International Legal Forum facilitated by UNHCR with participation from academia, SMS and civil society. In addition, UNHCR also cooperated with the SMS on the chapter on international protection of their new migration strategy currently under development.

UNHCR and partners conducted three trainings with the National School of Judges in Odesa, Kyiv and Lviv, with participation of Supreme Court experts. The trainings centered on appeals against inaction in asylum procedures (a practice related to the denial of access to asylum procedures), where courts can play a major role. In the follow up, nearly 70 per cent of related court decisions were made in favor of asylum-seekers and resulted in 23 individuals previously denied access being admitted to the procedure and documented with asylum-seeker certificates in 2025.

Under the statelessness programme, nearly 1,900 government officials and service providers benefited from capacity building opportunities. Notably, partners organized the first training for administrative court judges on statelessness determination procedure, a particularly complex procedure with limited practice to date.

UNHCR and partner’s strategic litigation also translated in a Supreme Court decision requiring the Cabinet of Ministers (CoM) to amend the Temporary Residence Permit (TRP) procedure, which was completed on 16 May 2025. As a result, standard grounds for refusing TRPs no longer apply to recognized stateless persons, allowing them to complete the statelessness determination procedure and obtain TRPs without the previous legal barriers.

3. Outcome Area: Protection Policy and Law

By 2027, strengthened national protection and social protection systems complement inclusive early recovery and ongoing government reform processes, enabling people to achieve sustainable solutions

Core Outcome Indicators

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

Core Output Indicators

Population Type	Indicator
	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	
IDPs	Yes
Refugees and Asylum-seekers	Yes
Returnees	Yes
Stateless Persons	Yes

Progress Against the Desired Outcome

Asylum reform is primarily influenced by the ongoing EU accession process. Progress on this front was limited, but highly relevant. Priority advocacy areas relate to the practice challenges in implementing the national asylum procedure, statelessness determination and nationality confirmation procedures. In particular, the engagement with the judiciary yielded some results in reversing denial of access to asylum procedures. Legislative advocacy efforts also led to the amendments of several bylaws, enabling asylum-seekers' access to specific state social benefits and improvements in access to education. Additionally, to inform evidence-based advocacy, UNHCR and partners developed an analysis on gaps in refugee integration providing the SMS with relevant data to support the ongoing alignment with the EU acquis. Comparative legal research on nationality and statelessness also informs further advocacy.

Building on the outcomes of the 2024 Statelessness Forum, UNHCR and the Mission of the President of Ukraine in the Autonomous Republic of Crimea convened a roundtable on preventing statelessness in the temporarily occupied territories proposing to simplify procedures and ensuring residents' legal links with Ukraine. In addition, UNHCR organized a roundtable on minority inclusion identifying key gaps in access to documentation and nationality informing renewed advocacy efforts.

UNHCR's advocacy on the rights of IDPs yielded key results. This included the ministerial agreement for the development of the new state strategy on internal displacement, with a draft nearly completed by year-end and expected for adoption in early 2026. UNHCR was also instrumental in conceptualizing the 'IDP Pathway' envisioned as a digital platform for IDPs facilitating access to support and solutions developed by

the Ministry of Social Policy. Additional advocacy success concerns the evacuation procedure, notably the amendment through Resolution 1307 which addressed longstanding gaps and challenges and clarified roles and responsibilities among involved state bodies. In addition, in close cooperation with the Ministry of Social Policy, UNHCR was able to influence the development of the state subsidy for the expansion of accommodation for IDPs as well as adapt relevant social services to the most vulnerable categories among newly displaced, older people and people with disabilities. UNHCR also in no small part contributed alongside others to the development of the new Housing Law.

UNHCR also worked with key ministries and the Ombudsperson's Office on the establishment of a robust national coordination system on internal displacement and returns and supported the development of the related concept and support structure with the Ministry of Social Policy. It is expected that such a coordination mechanism will be established as part of the implementation of the new state strategy on internal displacement.

4. Outcome Area: Gender-based Violence

By 2027, the Government has strengthened capacity to provide comprehensive prevention, risk mitigation and response services to survivors and persons at risk of GBV.

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
4.1 Proportion of people who know where to access available GBV services			
IDPs	45.39%	47.00%	45.39%
Returnees	52.04%	55.00%	52.04%
4.3 Proportion of survivors who are satisfied with GBV case management services			
IDPs	93.48%	100.00%	97.78%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
04.1.1 Number of people who benefitted from specialized GBV programmes	
IDPs	5,564
Others of Concern	5,912
Returnees	81

Progress Against the Desired Outcome

According to the 2025 Protection Analysis Update (PAU), 2.4 million people, predominantly women and girls, are estimated to be in need of GBV services and assistance, including 1.1 million internally displaced people and 1.4 million other war affected people. They require GBV prevention, risk mitigation, and response interventions across Ukraine.

UNHCR's GBV programming in Ukraine continued to strengthen prevention, response, and risk mitigation efforts and reinforce national and local systems. UNHCR supported national authorities and communities across 16 oblasts to respond to GBV risks. This support centred on survivor-centered information provision, case management, and capacity-building initiatives as part of a coordinated GBV response under the Protection Cluster and with relevant authorities. UNHCR also advanced gender mainstreaming and GBV risk mitigation, notably in shelter and CCCM responses. In 2025, nearly 11,600 individuals (87 per cent women, including older women) received specialized GBV services. GBV case management, mental health and psychosocial support (MHPSS), legal assistance, and counselling were provided. In parallel, awareness-raising activities and campaigns were organized as part of UNHCR's focus on prevention, including on International Women's Day, during the 16 Days of Activism, a Roma Forum, and a roundtable with service providers. Through targeted training sessions, UNHCR strengthened local capacities by reaching around 2,200 GBV and non-GBV service providers (over 90 per cent women), enhancing their ability to prevent and mitigate GBV risks and ensure safe referrals in accordance with GBViE Minimum Standards.

As foreseen in the operation's strategy and considering capacity and complementarity with other providers, UNHCR completed the responsible phase out of GBV case management by the end of 2025 and increased emphasis on community-based approaches to GBV prevention and response, including by leveraging community-based protection mechanisms UNHCR Ukraine has invested in since the onset of the full-scale invasion.

5. Outcome Area: Child Protection

By 2027, the Government has strengthened capacity to provide timely and responsive child protection and social services

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			
IDPs	47.54%	60.00%	49.00%
5.2 Proportion of children who participate in community-based child protection programmes			
IDPs	10.53%	15.00%	10.53%
Returnees	12.00%	15.00%	12.00%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
05.1.1 Number of children and caregivers who received child protection services	
IDPs	12,703
Others of Concern	8,295
Refugees and Asylum-seekers	321

Progress Against the Desired Outcome

During 2025, children in Ukraine continued to be impacted by the devastating impacts of the war. Children were exposed to physical risks and psychosocial distress, exacerbated by displacement, loss, family separation, social and economic stressors and disruptions in their protection environment. With 2 million children inside Ukraine in need of protection support in 2025, UNHCR and its partners continued prevention and response activities to address the needs of forcibly displaced, war-affected and returnee children and families at heightened risk in areas where the government lacked capacity. At the same time, and as foreseen in its strategy, UNHCR completed the responsible phase out of child protection case management by the end of 2025, shifting to a greater focus on community-based child protection approaches going forward.

While responsibly reducing the footprint, UNHCR partners provided case management and social assistance to some 3,070 vulnerable and at-risk children and families. Caseworkers assessed the needs of children and caregivers at heightened risk, providing direct support, including information, psychosocial and emotional support, monitoring, case planning and referrals to critical services, including civil documentation for children at risk of statelessness. To complement and strengthen the national child protection system, UNHCR and its partners worked closely with communities, civil society, and state child protection and guardianship authorities at the local level to identify, protect and promote the rights of children experiencing family separation or suspected child abuse through mandatory reporting.

UNHCR, through its humanitarian partners, supported around 22,500 children with regular, structured, and guided community-based recreational and PSS group activities, including diverse types of recreational, sports, religious, artistic, cultural, movement-based, peer-to-peer and/or life skills activities. As part of prevention efforts, almost 18,000 children and caregivers received child-sensitive information on child rights, emerging protection issues and identified risks in communities, and on the availability of critical state and humanitarian services. UNHCR partners established and maintained 39 child-friendly spaces.

Partnerships with key stakeholders were sustained, including through coordination with the Government of Ukraine, other UN agencies, national and international NGOs and Clusters. As part of capacity building and system strengthening, UNHCR provided technical assistance to bolster state child protection services, including through training of 475 service providers on children rights and child protection.

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

By 2027, forcibly displaced and war-affected people are meaningfully engaged in decision-making at local and national levels through investments in human capital and improved consultation and participatory mechanisms

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.			
IDPs	Moderate	Moderate	Moderate
Refugees and Asylum-seekers	Moderate	Moderate	Moderate
Returnees	Moderate	Moderate	Moderate
Stateless Persons	Moderate	Moderate	Limited
7.2 Proportion of people who have access to safe feedback and response mechanisms			
IDPs	84.85%	90.00%	71.41%
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Returnees	86.09%	90.00%	71.41%
Stateless Persons	50.00%	50.00%	10.36%
7.3 Proportion of women participating in leadership/management structures			
IDPs	70.00%	70.00%	64.84%
Refugees and Asylum-seekers	21.43%	30.00%	46.43%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
07.1.1 Number of people consulted through Participatory Assessments	
IDPs	6,127
Others of Concern	637
Refugees and Asylum-seekers	0
Returnees	1,226
Stateless Persons	0
07.2.1 Number of people who used UNHCR- supported feedback & response mechanisms to voice their needs/ concerns/feedback	
IDPs	3,375
Others of Concern	1,244
Refugees and Asylum-seekers	335
Returnees	309
Stateless Persons	285
07.3.1 Number of people who received protection services	
IDPs	328,899
Others of Concern	237,498
Refugees and Asylum-seekers	960
Returnees	27,497
Stateless Persons	2,751

Progress Against the Desired Outcome

In 2025, UNHCR advanced the meaningful participation of forcibly displaced and war-affected people through community-based protection (CBP) approaches. UNHCR supported more than 750 civil society entities, including local NGOs, non-registered CBOs, initiative groups in collective centres, IDP Councils and self-organization bodies. Community facilitators were trained and supported, strengthening community-level protection systems. Community facilitators and CBOs complemented local authorities, expanding access to basic social support and inclusion in local social protection mechanisms. Supported CBOs (57 per cent women-led) reached over 200,000 people with resilience and social cohesion activities and over 60,000 with basic social support. In collective sites, CBP approaches increased resident engagement through committees, consultations, feedback mechanisms, and community-led initiatives. Across 357 sites

in 19 oblasts, UNHCR and partners reached more than 2,700 residents through joint activities and supported 90 initiative groups and CBOs operating in and in connection with collective sites. 100 IDP Councils (68 per cent chaired by women with 77 per cent overall women membership) were strengthened through targeted capacity building, improved coordination and the launch of a digital platform, enabling more structured participation. At national level, UNHCR maintained dialogue with the Ministry of Social Policy to strengthen the visibility and institutional recognition of CBOs and IDP Councils within the social protection system.

Feedback mechanisms were strengthened as part of UNHCR's efforts to consolidate different mechanisms into one coherent and accessible AAP framework, enhancing accountability for follow up and for closure of feedback loops, while addressing the related recommendation in the 2025 L3 evaluation. Additionally, UNHCR and partners supported over 14,500 people at heightened risk and specific needs to access critical services, through protection case management services and social accompaniment. UNHCR maintained Individual Protection Assistance, providing almost 450 individuals with support to help address urgent protection risks. UNHCR partners provided transportation to over 13,600 individuals to access critical services, or evacuation support for those living near war affected areas.

Responding to the enormous mental health and psychosocial support (MHPSS) needs, UNHCR and partners employed psychologists and social workers, engaging individuals, families, and communities to identify and support over 33,500 affected persons through community-based MHPSS activities. Focused individual counselling and group PSS was provided by trained psychologists to over 28,000 individuals, totalling over 93,800 consultations. UNHCR partners delivered scalable psychological interventions in line with the Government of Ukraine's National MHPSS Roadmap, training almost 4,700 people on MHPSS approaches, including community-based MHPSS, Group PM+ and EASE.

8. Outcome Area: Well-Being and Basic Needs

By 2027, government social protection programmes and emergency response mechanisms are inclusive, well-funded and shock responsive, and meet the needs of affected people.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
8.1 Proportion of people that receive cash transfers and/or non-food items			
IDPs	19.37%	50.00%	23.07%
Refugees and Asylum-seekers	83.57%	60.00%	61.64%
Returnees	32.15%	32.15%	30.55%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
08.1.1 Number of people who received cash assistance	
IDPs	105,191
Others of Concern	172,834
Refugees and Asylum-seekers	376
Returnees	55,401
08.2.1 Number of people who received non-food items	
IDPs	4,595
Others of Concern	93,953

Progress Against the Desired Outcome

In 2025, continued efforts focused on strengthening the inclusiveness and shock-responsiveness of Ukraine's social protection and emergency assistance mechanisms in the context of ongoing displacement and economic pressures. Stakeholders maintained dialogue on how humanitarian cash assistance could complement national social protection programmes, including discussions on improving access to enrolment channels, aligning targeting approaches where feasible, and enhancing coordination between humanitarian cash responses and government assistance. Particular attention was given to subnational entry points, including Pension Fund front offices and DoSP, as key interfaces for vulnerable populations seeking social assistance, especially in frontline and heavily affected areas.

UNHCR contributed through technical engagement, coordination, and operational evidence from cash assistance implementation. This included participation in coordination platforms, engagement with government counterparts, and analytical inputs based on delivery experience. UNHCR also explored approaches to facilitate access to social protection programmes for displaced and war-affected populations, including referrals, information provision, and potential enrolment support while maintaining protection safeguards.

Rapid multipurpose cash assistance (MPCA) continued to provide timely support to newly displaced households, evacuees, and persons affected by missile strikes pending their access to government benefits or compensation mechanisms. A significant proportion of those supported were older people at 41 per cent, with older women accounting for one-quarter (25 per cent). Coordination with oblast and hromada authorities supported registration, verification, and referral pathways. Seasonal winter cash assistance, delivered within the inter-agency response framework and aligned with government resolutions, complemented national housing and utility subsidies for war-affected households. Operational lessons from these interventions continue to inform discussions on strengthening shock-responsive social protection approaches.

In 2025, the NFI response in Ukraine was strategically refined to focus on the most critical needs of internally displaced and war-affected individuals. UNHCR provided essential support to 98,548 people (55 per cent women and 22 per cent older people), prioritizing those in high-risk areas frequently exposed to immediate threats like missile attacks. A significant step in this effort was the signing of a LoU with the MoSP, which facilitated the coordinated release of NFI items, commencing in the Q4 of 2025.

UNHCR's social support to refugees and stateless people remained modest, yet highly relevant considering the barriers to social protection, education and healthcare. 692 refugees received social support, including 335 through cash and 185 - benefited from economic inclusion. Over 2,000 stateless persons and Roma families received NFIs, while winter cash assistance reached 546 most vulnerable. UNHCR continued renovating the accommodation centre in Odesa to improve reception conditions.

9. Outcome Area: Sustainable Housing and Settlements

By 2027, forcibly displaced and war-affected people have sufficient access to adequate and affordable housing

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
9.1 Proportion of people living in habitable and affordable housing			
IDPs	40.62%	43.00%	40.62%
Returnees	39.18%	40.00%	39.18%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
09.1.1 Number of people who received shelter and housing assistance	
IDPs	39,243
Others of Concern	154,172
Returnees	9,864

Progress Against the Desired Outcome

In 2025, UNHCR maintained its response aligned towards the needs of both war-affected, returnee and displaced population. This alignment was also characterized by ensuring that its programmes evolved around the government's own response while focusing on the gaps that said response has shown. Concurrently, it opted to strengthen the response for displaced population, namely around those showing greater vulnerabilities, particularly when it came to accessing sustainable housing options.

Emergency shelter assistance maintained its axis of support through distributions of Emergency Shelter Kits (ESKs) and emergency building materials. Shelter assistance was provided for war-affected, displaced and returnee population mainly along the frontline but also for missile strike damage across the country, reaching more than 157,000 people (57 per cent female and 38 per cent older people). UNHCR and its partners also strengthened the support to households with the installation of the assistance provided; this is particularly important as after over three years of war, both the coping mechanisms of affected population and local authorities show increased signs of weakness.

Durable housing remained the core axis of UNHCR assistance, supporting 47,500 people (53 per cent female and 15 per cent older people), of whom 19 per cent were IDPs. 2025 was particularly relevant as the whole programme was refined around eVidnovlennia (under res. 381, framing the compensation scheme). With several activities and modalities incorporated into its programming, UNHCR was able to cater for a significant portion of the households unable to enroll themselves in eVidnovlennia; to that extent, complementarity to compensation was and is the basis of the relevant output. In addition, UNHCR strengthened its cooperation with local authorities in its efforts towards community restoration. Also, in order to complement the needs identified, rehabilitation of social infrastructure was implemented; this activity aimed to ensure that, in areas where durable housing is provided, households have access to premises supporting/providing social services.

Displaced population saw a renewed focus in 2025, which a significant increase towards durable solutions through the repair of houses for IDPs (57 per cent female and 15 per cent older people). Similarly to durable housing, UNHCR was focused on supporting the government efforts, namely around res. 495; this particular resolution aims to increase the available housing stock for IDPs. At the same time, RMI continued to prove its sustainability with several families supported (of note that carried out PDMs reinforced the perceived impact and effectiveness of the programme). Finally, and particularly in oblasts with mandatory evacuations, UNHCR continued its work in collective sites.

16. Outcome Area: Integration and other Local Solutions

By 2027, forcibly displaced and stateless persons have equal access to national systems and services and opportunities for socio-economic inclusion

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			
IDPs	5.09%	7.00%	5.09%
Refugees and Asylum-seekers	16.46%	18.00%	16.46%
Returnees	37.54%	40.00%	37.54%
Stateless Persons	11.78%	11.77%	11.78%
16.2 Proportion of people covered by national social protection systems			
IDPs	71.72%	72.00%	71.72%
Refugees and Asylum-seekers	26.58%	30.00%	26.58%
Returnees	70.10%	71.00%	70.10%
Stateless Persons	25.81%	25.81%	25.81%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
16.1.1. Government Social protection system is inclusive of forcibly displaced and stateless people	
IDPs	Fully
Refugees and Asylum-seekers	Partially
Returnees	Fully
Stateless Persons	Limited
16.2.1 Number of people supported by UNHCR to acquire nationality, permanent residency status or to access naturalization procedures	
Refugees and Asylum-seekers	32
Stateless Persons	67

Progress Against the Desired Outcome

In 2025, progress toward local integration continued as municipalities expanded inclusive services across 250 hromadas. UNHCR-supported housing pathways contributed to improved living conditions for displaced people, with 5,461 households accessing solutions through local authorities, 258 receiving temporary social IDP housing, 1,426 benefiting from housing repairs (including alternative options for 134 households), and 1,714 benefiting from repairs of common spaces. Community systems were further strengthened through the rehabilitation of 29 social infrastructure facilities. Rights realization also supported integration, with 2,061 people securing HLP documentation and 1,536 obtaining civil or legal status documents.

UNHCR supported adaptation of social services to displacement realities through social adaptation pilots with the Ministry of Social Policy in two state sanatoria, exceeding targets and strengthening the capacity of social workers to support older people and persons with disabilities. Deployed technical expertise supported ministry coordination of care services for newly displaced persons in need of support, while implementation support for Resolution 1169 (Prytulok and nursing care) strengthened links between collective sites and

social service provision. In parallel, 339 social facilitators provided basic social support, and a nationwide network of CBOs supported more than 200,000 people through activities aimed at building resilience and social cohesion. Through its partner SSS, UNHCR also supported 35 hromadas to develop Social Passports, mapping service gaps and population needs, including those of IDPs, and to prepare action plans; 541 local stakeholders were trained in participatory data collection, analysis, and planning. UNHCR also introduced an operational shift in collective sites from classic CCCM approaches toward community-based, solutions-oriented approaches, while a nationwide CBO capacity assessment strengthened the evidence base for improving the quality and reach of civil society-led services.

UNHCR contributed to the draft Housing Strategy, Law on Basic Principles of Housing Policy, Social Housing Law, and the 2025 State Employment Strategy, and to evidence-based planning through participation in the RDNA, partner-led labour market and housing studies, and joint work with the World Bank and State Statistics Service on a planned 2026 household survey. Engagement with EBRD and the Business Ombudsman Council promoted a more inclusive private sector environment, while MoUs with the Ministries of Economy and Development and a technical secondment to the Ministry of Development supported institutional cooperation. UNHCR also played a leading role in advancing the RC-led Durable Solutions Initiative and in coordinating the Task Force on Social Services. Together, these efforts contributed to a more integrated and solutions-oriented recovery environment.

Other Core Output Indicators

Population Type	Actual (2025)
06.1.1 Number of people who received legal assistance	
IDPs	65,439
Others of Concern	18,745
Refugees and Asylum-seekers	565
Returnees	2,836
Stateless Persons	2,751
10.2.1 Number of consultations in UNHCR supported mental health and psychosocial support services	
IDPs	93,205
Refugees and Asylum-seekers	625
11.1.1 Number of people who benefitted from education programming	
Refugees and Asylum-seekers	130
13.1.1 Number of people who benefitted from livelihoods and economic inclusion interventions	
Refugees and Asylum-seekers	185
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 Ukraine continued to advance the implementation of the AGD Policy, through mainstreaming AGD considerations in all programming and coordination efforts, and enhancement of AAP mechanisms across the operation.

Of those supported with the 1.25 million multi-sectoral services in 2025, 63% were female and 37% were male recipients. 35 per cent were above 60 years, while 15 per cent were children. 88,000 of those supported are living with a disability. Considering the prevailing demographic reality of an aging population and the heightened risks older people face, confirmed in multiple surveys, including UNHCR's Protection Survey, the response placed more emphasis to reaching this population group reflected in the increase of older people reached by 5 per cent from 2024 to 2025.

In 2025, UNHCR maintained a particular focus in its advocacy and systems strengthening efforts on older people and people with disabilities in displacement. This included advocacy efforts on the relocation of people in institutions in frontline areas, as well as Government engagement on adaptation of related social services and IDP accommodation.

Considering marginalization risks, UNHCR continued to invest in building the capacity of community-based protection mechanisms to better reach and support marginalized communities. This includes notably minorities, such as the Roma or the Crimean Tatar, as well as people with other gender identities and orientations. The CBO network was specifically developed with inclusion and diversity in mind, expanding to organizations that are best placed to support people at risk of exclusion. A particular emphasis was also placed in strengthening AGD representation in community-based protection structures, with 68 per cent of IDP Councils and 69 per cent of CBOs led by women. Others are led by persons with disabilities, youth or persons belonging to minorities.

Section 3: Resources

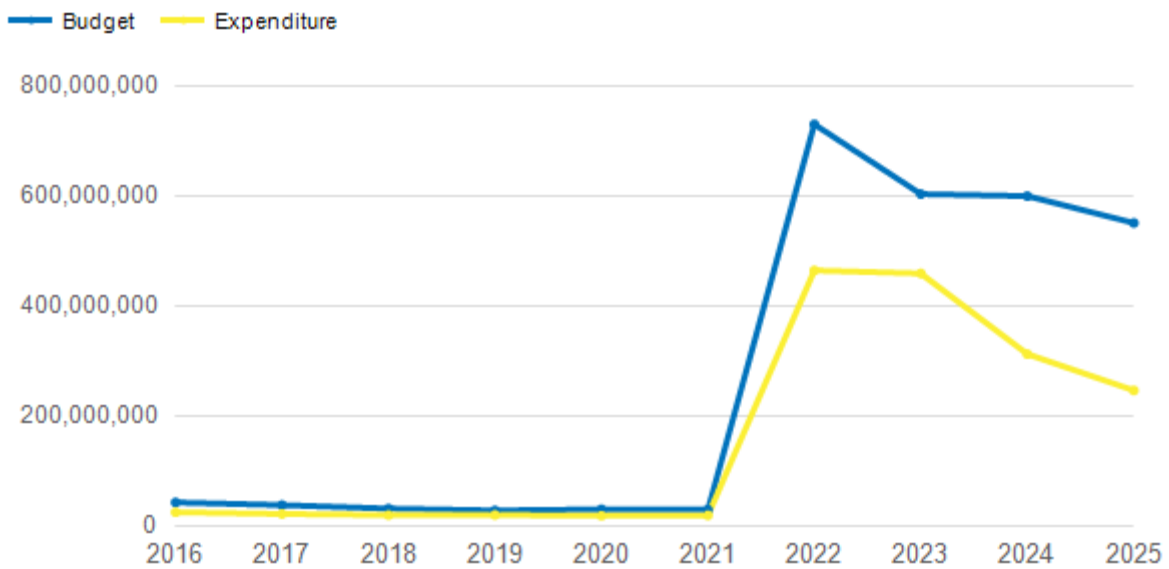
3.1 Financial Data

(Financial figures in USD)

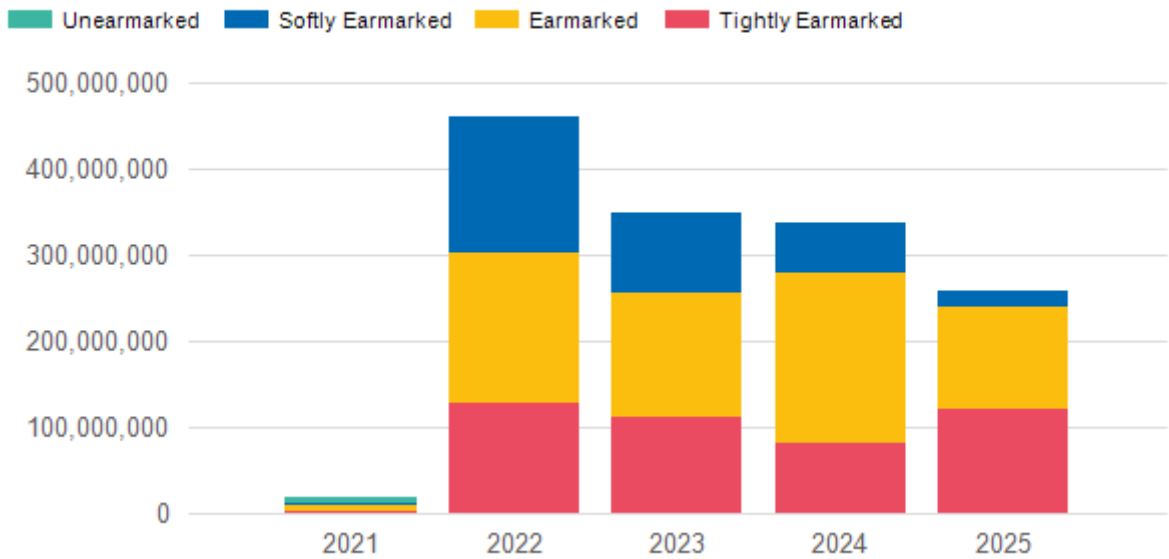
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	70,511,682	47,286,393	67.06%	46,897,671	99.18%
IA2: Respond	377,253,366	216,390,139	57.36%	189,294,125	87.48%
IA4: Solve	102,234,953	9,674,948	9.46%	9,674,948	100.00%
All Impact Areas		5,003,507			
Total	550,000,000	278,354,986	50.61%	245,866,744	88.33%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	23,939,893	21,566,461	90.09%	21,502,111	99.70%
OA2: Status	645,477	256,738	39.77%	256,738	100.00%
OA3: Policy/Law	1,822,499	1,701,702	93.37%	1,701,702	100.00%
OA4: GBV	2,205,033	1,790,314	81.19%	1,465,942	81.88%
OA5: Children	2,234,226	1,690,679	75.67%	1,690,679	100.00%
OA7: Community	39,664,553	20,280,499	51.13%	20,280,499	100.00%
OA8: Wellbeing	175,908,802	110,424,823	62.77%	110,278,324	99.87%
OA9: Housing	201,344,563	79,031,950	39.25%	79,015,802	99.98%
OA16: Integrate	102,234,953	9,674,948	9.46%	9,674,948	100.00%
All Outcome Areas		31,936,873			
Total	550,000,000	278,354,986	50.61%	245,866,744	88.33%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

Globally, 2025 was characterized by a sharp and sudden contraction in humanitarian funding. In Ukraine, UNHCR worked to strengthen its engagement with core donors, maintaining strong political and funding support by delivering impactful interventions and highlighting the importance of donor contributions as the humanitarian context continues to grow in complexity and severity. UNHCR focused efforts on outreach to a broader donor base, including private sector and non-traditional donors, capitalizing on the still comparatively strong interest in the Ukraine situation. By the end of 2025, a significant number of core donors stepped up their contributions as needs worsened and government capacities remained severely overstretched. UNHCR undertook numerous field visits with donors, regularly organized briefings on

emerging protection concerns, participated in high-level meetings, and produced impactful external reports, donor visibility and quality donor proposals and results reporting. UNHCR's financial requirement of \$550 million in Ukraine was 44 per cent funded by the end of 2025, a reduction from 2024 when UNHCR's appeal of \$599 million was 57 per cent funded. The trend towards more tightly earmarked funding also continued in 2025, limiting operational flexibility.

The prioritization of resources was aligned with the reprioritization of the Ukraine Humanitarian Needs and Response Plan (HNRP), a local iteration of the broader 'Humanitarian Reset' led by the Emergency Relief Coordinator.

The Operation maintained its focus on the increased protection needs of the civilian population, taking into consideration that the most critical needs are largely concentrated along the war's frontlines in the east and south of Ukraine. Concurrent with global funding shortfalls, the operational footprint of UNHCR Ukraine reduced in 2025, albeit in smaller proportion as compared to majority of UNHCR Operations globally. While maintaining the Offices in Kyiv, Dnipro, Kharkiv, Odesa and Lviv, the administrative and staffing budgets decreased by 15 per cent compared to 2024 from \$36 million to \$31 million. The Ukraine Operation started 2025 with 345 positions. Following a staffing review, a reduction of the workforce was implemented gradually from September, and the year ended with 283 positions.

With the available resources, the operation prioritized its response on the delivery of emergency shelter and housing activities as well as cash-cased interventions, and key protection activities. UNHCR was also instrumental in ensuring that vulnerable IDPs in collective centers in the center and west remained part of the humanitarian response, with the need for solutions prioritized among UN and NGO partners. Country-level and flexible funding, coupled with reduced, yet robust operational footprint and strong collaboration with national actors, allowed UNHCR to quickly respond and effectively reprioritize based on the evolving situation in Ukraine.

Section 4: Lessons Learned and Future Outlook

4.1 Lessons Learned and Future Outlook

UNHCR's L3 Evaluation found that UNHCR's response in Ukraine delivered large scale, timely assistance, notably through cash support, legal aid and community-based protection, reaching millions despite a volatile environment. The Evaluation which covered the period 2022 – 2024 found the response effective and relevant, with strong partnerships and AGD mainstreaming, though challenges remain in outcome monitoring, fragmented AAP systems, and overreliance on in kind aid where cash would be more appropriate. Coordination across clusters was strong, but transition to government led systems is still incomplete.

UNHCR Ukraine accepted all the recommendations in the Management Response, committing to clarify strategic priorities in the 2025–27 plan, strengthen handover conditions for collective sites, expand cash first programming, and build a unified AAP mechanism. Localization will deepen through investment in national NGOs and 550+ CBOs, with the conclusion of a capacity and social impact assessment. UNHCR is also advancing cluster transition, for instance CCCM is now merged into Protection/Shelter—and globally will refine ABA guidance and develop a post L3 scale down roadmap.

Throughout 2025, UNHCR Ukraine completed all the action points identified from the L3 Evaluation.



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