

# **UKRAINE**

## **HUMANITARIAN NEEDS AND RESPONSE PLAN**

**HUMANITARIAN  
PROGRAMME CYCLE  
2025**

JANUARY 2025



# About

This document is consolidated by OCHA on behalf of the Humanitarian Country Team and partners. It provides a shared understanding of the impact of the war on the people of Ukraine, including the most pressing humanitarian needs, the estimated number of people who need assistance. It also outlines the strategy to ensure an adequate timely life-saving and life-sustaining response, as well as the financial request to make humanitarian operations possible.

## PHOTO ON COVER

80-year-old Inna stands next to her damaged home in Kharkiv, hit in a 2024 attack. Her neighbours, whom she had known for years, were killed or injured, and many nearby apartments were damaged. Humanitarians provided cash assistance, helping Inna and others install new windows and stay warm through the winter.

Photo: OCHA/Yurii Veres

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# At a glance

## People in need and planned reach by sex, age and disability

		WOMEN (18+)	CHILDREN	OLDER PEOPLE	WITH DISABILITY	REQUIREMENTS (US\$)
PEOPLE IN NEED	12.7M	45%	15%	30%	14%	\$2.63B
PLANNED REACH	6.0M	42%	23%	27%	13%	

### Breakdown of people in need and planned reach

By sex	PEOPLE IN NEED	PLANNED REACH
Female	6.7M	3.3M
Male	6.0M	2.7M

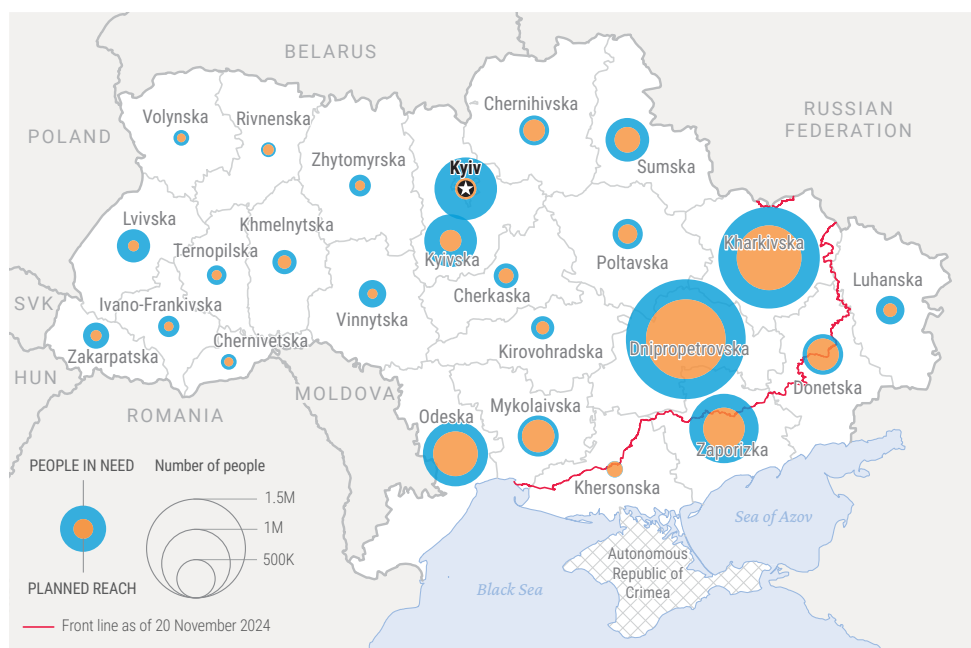
#### By age and disability

Women	3.3M	1.5M
Men	3.7M	1.5M
Girls	0.9M	0.7M
Boys	1.0M	0.7M
Older women	2.4M	1.0M
Older men	1.4M	0.6M
With disability	1.8M	0.8M

#### By population group

IDPs*	2.8M	1.5M
Non-Displaced War-Affected People	9.9M	4.5M

\* Internally Displaced People



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

### Breakdown of people in need, planned reach and requirements by sector/cluster

SECTOR / CLUSTER	PEOPLE IN NEED	PLANNED REACH	REQUIREMENTS (US\$)
CCCM	149K	79K	20.4M
Education	1.6M	0.8M	84.6M
Food Security & Livelihoods	5.0M	2.3M	613.4M
Health	9.2M	3.0M	130.9M
Protection Overall	9.8M	3.8M	445.2M
Protection	9.5M	2.6M	172.0M
Child Protection	3.5M	2.1M	128.9M
Gender-Based Violence	2.4M	0.7M	57.9M
Mine Action	5.4M	1.4M	86.5M
Shelter & NFIs	6.9M	3.0M	544.6M
WASH	8.5M	4.3M	365.3M
Multipurpose Cash	-	1.4M	410.2M
Coordination & Common Services	-	-	12.5M
Emergency Telecommunications	-	-	1.4M
Logistics	-	-	5.1M



# Foreword

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**The ongoing war in Ukraine, with its daily uncertainty and violence, has profoundly affected millions of people.** The horrific killing and maiming of civilians continue, and the lives of Ukrainians have been disrupted by the destruction of schools, hospitals, homes and energy systems. Access to essential services such as health care, clean water and heating is increasingly difficult not just in the oblasts along the front line but across the country. Massive **displacement** continues as people flee from their homes amid escalating and intense fighting along the front line. Countless people and families are suffering from the deep invisible wounds of **trauma and psychological distress**. It is for the sake of the most vulnerable among them that we must sustain humanitarian assistance in 2025. We must also not forget the desperate plight of the many living in occupied territories.

**In 2024, collaborative efforts of national NGOs, local volunteers, and international NGOs and UN agencies resulted in reaching more the 8 million people<sup>1</sup> affected by the war with humanitarian assistance across Ukraine and particularly along frontline areas.** National NGOs and local volunteers leveraged their deep understanding of communities to deliver aid on the “last mile” effectively, while international NGOs brought additional resources and expertise, enabling larger-scale action alongside UN agencies to ensure a cohesive approach and facilitating humanitarian access where possible. This achievement was made possible thanks to donors’ generous support, and we extend our heartfelt gratitude for your valuable contributions.

**As I write this foreword in December 2024, winter has started and with many others, I am very concerned about the humanitarian impact of the relentless attacks** by the armed forces of the Russian Federation on the energy sector. Millions of people, especially

those in high-rise buildings in cities and older people, as well as people with disabilities, are at risk of facing severe hardship due to disrupted heating, water and sewage services.

**During my frequent visits to hardest-hit front-line regions, I have also witnessed the perilous conditions of delivering humanitarian aid and the extreme risks aid workers face.** Numerous attacks, including increasing the use of drones on aid workers and humanitarian facilities, resulted in harm and fatalities in 2024. We will strive to deliver and pursue our work through improved access and placing **duty-of-care for frontline workers** as a key priority of our action, no matter where people in need are and in line with humanitarian principles.

**In 2025, we will continue providing principled and timely multisectoral emergency assistance to the most vulnerable internally displaced and non-displaced war-affected people, prioritizing the safety and dignity of people in areas with the highest severity of needs.** More recently, the humanitarian situation has worsened in areas along the front line and the northern border, even as access to services has improved in major urban centres in Kyiv and Lviv. This shift underscores the need to prioritize the extreme and catastrophic needs of those living in and near front-line regions in 2025 and key pockets of needs across the country. We must ensure their **protection** to the best of our collective abilities. We will also continue to advocate for access to the most vulnerable facing severe hardships in occupied territories.

As we approach the three-year mark of this terrible war, we are determined to **respond swiftly to evolving needs** and “emergencies within the emergency”, **which requires us to be flexible and agile as well to adjust and improve our ways of working.** This includes promoting cash-based delivery as and when possible. Where in-kind assistance is the only or preferred option,



we will prioritize local purchase (made in Ukraine). In view of the considerable capacity and institutional strength of the Ukrainian Government and civil service, we must increasingly shift our humanitarian response towards supporting and complementing the efforts of national and local authorities. This is captured in the second strategic objective for this Humanitarian Needs and Response Plan.

**We are committed to a realistic and cost-effective implementation of the 2025 HNRP. We must** apply valuable lessons learned from our response efforts since the war escalated in 2022, **including driving further the localization of the response.** Over 600 organizations, primarily national partners, are committed to integrating protection into every aspect of the response.

**Accountability to Affected People must underpin every humanitarian action we take. The voices and needs of those impacted must become yet more central to our decision-making.** Noting the many demands on humanitarian financing, we may need to make hard choices in the coming year and accountability will remain the key driver underpinning our collective decision-making.

As I have travelled around the country, I have been impressed by the strength of the Ukrainian people and their determination to embark on **early recovery efforts as soon as opportunities arise.** I have seen wonderful examples of such efforts, including equipping vital water wells with solar-driven pumps, fortifying underground classrooms to enable in-person education in complement to online learning and demining as a precursor for economic recovery.

**In parallel to addressing immediate relief and life-saving urgent needs (as captured under strategic objective 1 of this HNRP), we must, in parallel, support recovery efforts that help communities rebuild and regain stability.**

**The war in Ukraine must not be normalized. We want children to be in school without fear of air-raid sirens or the confines of bomb shelters; a time when winter no longer brings dread and essential services are fully restored.** We long for a moment when families can stay together, free from the fear of losing loved ones to hostilities. Until that hopeful day of peace with justice and full accountability arrives, we will continue to rally support for the people of Ukraine with all humanitarian partners, government, donors and humanitarian delivery actors. I look forward to your support and working with you in 2025.

**Matthias Schmale**  
**Humanitarian Coordinator for Ukraine**

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# Part 1: Humanitarian needs

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## **CHERNIHIVSKA OBLAST, UKRAINE**

Olha and her children stay warm in their new home in a village in Chernihivska Oblast, northern Ukraine, thanks to the support provided as part of a winter campaign led by aid workers. The family was displaced from their hometown due to intense cross-border shelling.

Photo: ZOA/Nataliia Bogdan





# 1.1 Crisis Overview



16.3M

or

1 out of 2

people are chronically affected by the war



12.6M

or

1 out of 3

non-displaced people are chronically affected by the war



3.6M

or

1 out of 10

people are currently displaced by the war



12.7M

or

1 out of 3

people are in need of humanitarian assistance

**After a decade of hostilities and approaching four years into the full-scale war on Ukraine by the Russian Federation, the people of Ukraine continue to endure immense suffering.** The severe humanitarian situation caused by the war is fueled by relentless attacks on cities, towns and villages along the front-line regions in the east, south and northeast. Those worst affected by the ongoing war are exposed to severe and life-threatening conditions.

**Hostilities intensified significantly, with the length of the front line in Ukraine expanding since August 2023, notably in northern Kharkivska Oblast, and violence increasing in Sumska and Chernihivska oblasts.**

The most significant incidents affecting civilians and leading to mass evacuations occurred in Kharkivska, Donetsk and Sumska oblasts between May and November 2024. Between August and September, authorities in Donetsk Oblast evacuated families with children from over 40 towns and villages.<sup>2</sup> As a result, the population of the front-line town of Pokrovsk in Donetsk Oblast decreased significantly to around 11,500 from 50,000.<sup>3</sup>

**Since the escalation of the war in February 2022, until mid-October 2024, nearly 6.8 million refugees<sup>4</sup> from Ukraine have been recorded – 92 per cent of them in Europe. Inside Ukraine, an estimated 3.6 million people<sup>5</sup> remain internally displaced as of October 2024.** Of these, 79,000 of the most vulnerable are housed in nearly 1,800 collective sites across 23 oblasts and the city of Kyiv, constituting around 2 per cent of the displaced population. A striking 82 per cent of internally

displaced people (IDPs) have been displaced for more than a year, having fled their homes during the first year of the full-scale war with no viable prospects for return in the foreseeable future. With expanded government-led evacuation mandates, more people continue to be evacuated and displaced from and within the east and north. Among the most vulnerable are also an estimated 12.6 million people who were not displaced from their homes but who have been directly affected by the war. These groups have heightened needs due to destruction of critical civilian infrastructure and limited access to services, with the highest concentrations found in front-line regions and areas along the border with Russia.

**In the areas under the occupation of the Russian Federation,** indicative/anecdotal data shows that humanitarian conditions of an estimated one million people are devastating, with civilians experiencing the acute effects of the war and without the scale of support to meet their needs.<sup>6</sup>

**The humanitarian crisis in Ukraine is a protection crisis. Civilians are subjected to serious violations of international human rights law and international humanitarian law.** Verified civilian casualties between 2022 and the end of October 2024 reached nearly 39,000, including over 12,000 deaths, of which more than 2,400 were children.<sup>7</sup> More than half of the civilian casualties in the second quarter of 2024 occurred over 10 kilometres from the front line.<sup>8</sup> These figures are presumed to underrepresent the true extent of civilian casualties as access constraints make it difficult to

## Timeline of events



### January

Airstrikes in populated centres killed and injured scores of civilians and disrupted electricity and water supply

#### ● 1 February

Six humanitarians were killed or injured while on duty by an attack in Khersonska Oblast



### March to August

Nine large-scale attacks on critical infrastructure affected energy facilities, leaving millions of people without critical services



### May to August

Intensified hostilities in Kharkivska Oblast displaced thousands of people

#### ● 8 July

A large-scale attack killed and injured at least 190 civilians, including children. The attack struck the Ohmatdyt Children's Hospital in Kyiv

#### ● 9 August

A missile hit a supermarket in Kostiantynivka, Donetsk Oblast, killing and injuring at least 58 civilians

#### ● 30 August

Aerial bomb strikes in Kharkiv City killed or injured at least 50 civilians, including children



### August to September

Intensified hostilities triggered mandatory evacuations from Donetsk, Kharkivska and Sumska oblasts

#### ● 4 September

Strikes in Lviv, western Ukraine, killed and injured nearly 70 civilians and damaged homes

#### ● 12 September

A deadly attack on humanitarians killed and injured five aid workers as they were delivering assistance in Donetsk Oblast

#### ● 19 and 28 September

Medical facilities, including a senior care facility, were hit in Sumy City, killing and injuring nearly 40 civilians, including medical workers



### December

Attacks on energy facilities resulted in scheduled power outages across the country

#### ● 10 December

Strikes on two medical facilities in Zaporizhzhia City killed and injured civilians, including health workers

verify all reports. Ongoing hostilities and the pervasive presence of landmines or other explosive ordnance have led to a rising demand for trauma and emergency care, rendering many regions unsafe and preventing many displaced families from returning home. Older people and people with disabilities are particularly vulnerable because they are unable to self-evacuate and need specific support, leaving them isolated and without access to necessary services.<sup>9</sup> Women and men, and girls and boys in Ukraine continue to face different and often multiple forms of violence, particularly sexual violence, which are reported to be increasing due to conflict-related factors.

**Beyond the physical destruction, the prolonged war has exposed millions to trauma and psychological distress due to constant uncertainty, fear of attacks, grave protection risks and aggravated mental health among all age groups, with some 63 per cent of households reporting at least one form of mental health challenge.**<sup>10</sup> Children are particularly vulnerable, with an estimated 1.5 million children at risk of post-traumatic stress disorder (PTSD), depression and other mental health issues.<sup>11</sup> Internally displaced people report mental health challenges more frequently than those who have remained in their communities. The needs are especially acute in front-line areas in the east and south, as well as in parts of the northern region bordering the Russian Federation.

**The destruction of critical infrastructure in Ukraine has been catastrophic since the escalation of the war. Civilian infrastructure, such as power grids, water supply networks and transportation infrastructure, have been targeted, severely disrupting people's access to basic services and deepening the needs of the most vulnerable.**<sup>12</sup> Targeted attacks on energy infrastructure have drastically reduced the country's power-generating capacity, disrupting essential services such as water, gas and winter heating, and affecting homes, collective shelters, schools and health facilities, adding to the country's hardship. These could lead to life-threatening conditions in the harsh winter months when temperatures can plunge to minus 20 degrees Celsius.

**Hospitals and schools have not been spared from attacks. About 3,600 educational institutions, including nearly 2,000 schools, have suffered damage with some 371 educational facilities totally destroyed since the escalation of the war.**<sup>13</sup> The World Health Organization (WHO) reported over 2,100 attacks on health-care facilities, which have claimed at least 197 lives, including those of health workers and patients, and injured many more, severely disrupting health services.<sup>14</sup> Schools that remain operational in many areas are overstretched and have shortages of qualified teachers. In front-line areas where in-person education is impossible, e-learning is not always a viable alternative due to unstable Internet connections and unreliable electricity. This has left a generation of Ukrainian children with limited access to education.

**It is estimated that the direct cost of destruction from the war could be up to US\$152 billion<sup>15</sup>. The housing sector is the most severely impacted, accounting for nearly \$56 billion, or 37 per cent of the total damage, followed by transport (about \$34 billion, or 22 per cent), commerce and industry (nearly \$16 billion, or 10 per cent), energy (some \$11 billion, or 7 per cent) and agriculture (\$10 billion, or 7 per cent).** As of December 2023, an estimated 2 million housing units were damaged<sup>16</sup> predominantly in Donetsk, Kharkivska, Luhanska, Zaporizka, Khersonska and Kyivska oblasts.

#### ZOLOCHIV TOWN, KHARKIVSKA OBLAST, UKRAINE

The premises of a local hospital and ambulances were destroyed during a Russian Federation's Armed Forces strike in Zolochiv Town, Kharkivska Oblast  
Photo: Humanitarian Mission Proliska/Olena Pavlovskia



Disruptions to economic activities and production contributed to an estimated economic loss exceeding \$499 billion, with widespread unemployment<sup>17</sup>.

**Ukraine's economy in 2024 remains heavily impacted by the war, with businesses and livelihood activities badly affected, particularly in regions heavily reliant on agriculture and industry.** Relentless airstrikes and artillery bombardments have devastated Ukraine's industrial hubs in the eastern regions, rendering substantial parts of the country's economic infrastructure inoperable. In urban areas, the collapse of local economies and insecurity have forced many businesses to close, in some cases temporarily, or reduce operations.<sup>18</sup> The breach of the Kakhovka Dam in June 2023 continues to affect farming and fishing, compromising food security. Since the escalation of the war, the number of people living in poverty has increased by at least 1.8 million<sup>19</sup> – with up to over 9 million people living in poverty as coping mechanisms have been depleted and expenditures on health, education and other critical basic services are compromised.<sup>20</sup> Nearly 60 per cent of assessed households identified livelihood needs as their highest priority, especially in front-line areas and along the border with Russia.<sup>21</sup> The war has disrupted employment, particularly for displaced people and those in war-affected oblasts.<sup>22</sup> Economic recovery is projected to slow to 3.2 per cent compared to 4.8 per cent in 2023.<sup>23</sup>



## 1.2 Analysis of Shocks, Risks and Humanitarian Needs

The humanitarian crisis in Ukraine is driven by severe and multifaceted consequences of the ongoing war, which has led to large-scale displacement and widespread destruction of civilian infrastructure, creating interconnected needs across multiple sectors.

### Defining the crisis shocks, impacts and people affected

The evolving war is the primary shock driving humanitarian needs. Intensified hostilities, shifts in the front line and large-scale attacks have destroyed critical infrastructure, disrupted essential services and caused environmental damage, further increasing vulnerabilities while reducing coping capacities.

### Evolution of the war with shifts in the frontline and large-scale attacks

Civilians have suffered severe consequences from intensified hostilities in 2023-2024 as attacks extended beyond front-line areas with growing threats from advanced warfare technologies.<sup>24</sup> Since August 2023, the front line in Ukraine has expanded, notably in Donetsk and Kharkivska oblasts. By mid-2024, over half of civilian casualties occurred beyond 10 km from the front line, highlighting the war's broader reach.<sup>25</sup> Populations in Donetsk, Kharkivska and Zaporizka oblasts have been badly affected, particularly in front-line *raions* (districts) like Bakhmutskyi and Pokrovskyi.<sup>26</sup>

### Destruction of critical infrastructure and disruption of essential services

Since early 2024, nine large-scale attacks have targeted Ukraine's energy sector,<sup>27</sup> with the highest amount of energy infrastructure damaged in Dnipropetrovska, Kharkivska, Khersonska and Sumska oblasts.<sup>28</sup> Rolling blackouts persist, including 12-hour outages in Kyiv,<sup>29</sup> with winter demand expected to cause an energy

shortfall of up to 30 per cent.<sup>30</sup> Disruptions in the supply of electricity have affected water, gas, sewage and heating systems, posing severe health risks in sub-zero temperatures.

As of May 2024, 58 per cent of front-line *hromadas* (communities) reported damage to education facilities and 48 per cent to health facilities, while 27 per cent experienced damage to power stations and 15 per cent to water infrastructure, with Polohivskyi Raion suffering the worst destruction.<sup>31</sup> Attacks on transport and water systems have disrupted supply chains, limiting access to goods and humanitarian aid. By mid-2024, 827 health-care facilities were fully or partially damaged and about 13 per cent faced significant disruptions of power, water or heating, which is particularly dangerous in cold months.<sup>32</sup> Nearly 3,600 educational institutions have been damaged, with some 371 totally destroyed and power outages are estimated to have cut student learning hours by up to 55 per cent in hard-hit oblasts like Kharkivska and Dnipropetrovska.<sup>33</sup>

An estimated 2 million, or 10 per cent of the total housing capacity of Ukraine, has been damaged or destroyed, primarily in Donetsk, Kharkivska, Khersonska, Luhanska and Zaporizka oblasts,<sup>34</sup> leaving 3 million people in damaged homes and 31 per cent of displaced persons with inadequate housing.<sup>35</sup> Damaged roads, bridges and railways further isolate front-line areas, hindering essential service delivery.

### Environmental damage

The war has caused significant environmental damage, including land contamination from unexploded ordnance, fires and industrial pollution. According to the Government, about 139,000 square kilometres of the territory of Ukraine have been affected by the hostilities and require surveys. An estimated 580 square kilometres of land in areas under the control of the Ukrainian Government are surveyed and identified as potentially contaminated due to landmines and requires further clearance,<sup>36</sup> and 3,000 square kilometres of farmland are not cultivated as a result of landmines and other impacts of the war. There are also risks of air and water pollution from attacks on industrial sites and critical infrastructure, such as the Zaporizhzhia Nuclear Power Plant.<sup>37</sup> Prolonged power

cuts disrupt Ukraine's sewage and water treatment systems with significant health hazards.<sup>38</sup> The destruction of the Kakhovka Dam in June 2023 caused catastrophic flooding, displacing thousands and damaging extensive areas of farmland, leaving lasting ramifications on protected and forested areas.<sup>39</sup>

## **Impact of the war on people**

### ***Displacement***

Ukraine faces a large-scale displacement crisis, with half of the internally displaced, mostly from war-affected regions, concentrated in Dnipropetrovska, Kharkivska and Kyivska oblasts, and Kyiv City. Some 82 per cent of IDPs have been displaced for over a year<sup>40</sup> while 45 per cent of returnees were displaced for over three months before.<sup>41</sup> Urban areas host the majority of IDPs (44 per cent in large cities, 29 per cent in small towns). The return of displaced people to war-affected areas often presents both opportunities and challenges; returnees are often faced with destroyed homes, non-functional services and immediate needs for shelter, food and basic services. A significant portion of those who return to unsafe areas or those who remain in conflict zones are older people or those with disabilities.

In 2024, hostilities in Donetska, Kharkivska, Khersonska, Sumska and Zaporizka oblasts drove many people from their homes, with nearly 163,000 people relocated through government-led evacuations between 16 May and 31 October.<sup>42</sup> As the war continues and fighting intensifies, the risk of further evacuation remains high as the front lines continue to shift. Humanitarian partners face difficulties in tracking evacuations, especially self-organized ones, which hinders the provision of information on services and conditions in relocation areas, particularly for vulnerable internally displaced people. Older people and people with disabilities are especially vulnerable, as they face significant barriers to evacuation and heightened risks of isolation without access to essential services.<sup>43</sup> Prolonged displacement has worsened economic hardships. Many internally displaced people have lost their jobs, depleted savings and struggle with rising living costs, particularly for rent and utilities. These pressures have led to negative

coping strategies, such as sub-standard housing or the sale of assets.

Western and central Ukraine, though less directly affected by hostilities, struggle with frequent airstrikes and pressures from hosting displaced populations. Approximately 79,000 displaced people in 1,800 collective sites – mostly in the west – are living in inadequate shelters, with limited access to services, and relying heavily on humanitarian aid.<sup>44</sup>

### ***Civilian casualties***

By the end of October 2024, nearly 39,000 verified civilian casualties, including over 2,400 children, have been recorded since 2022, with over 12,000 fatalities, including 659 children.<sup>45</sup> Explosive weapons remain the primary cause of harm to civilians, followed by unexploded ordnance and landmines, which caused over 1,350 casualties, predominantly among men and boys.<sup>46</sup> Farmers have been particularly hit hard, with 128 casualties reported since the escalation of the war.

### ***Physical trauma***

Since 2022, there has been a sharp rise in traumatic injuries, including shrapnel wounds, amputations and spinal cord injuries, increasing the need for specialized medical and mental health care, and rehabilitation. According to Ukraine's Ministry of Social Policy, approximately 300,000 people have been registered with physical disabilities since the conflict intensified, though the actual number is likely higher. By November 2024, the total number of people with disabilities in Ukraine had risen from 2.7 million to 3 million, straining the health-care system and escalating the need for humanitarian health assistance.<sup>47</sup>

### ***Mental health***

The ongoing war has caused widespread mental health issues, with nearly 10 million people in Ukraine projected to develop a mental health condition and 3.9 million with moderate to severe cases.<sup>48</sup> In front-line areas, 32 per cent of surveyed households reported signs of distress among children.<sup>49</sup> The burden of mental health remains high, affecting mostly displaced people, returnees, women, people with disabilities and households with a person involved in the war. People who have been displaced and those planning to leave

their location were more likely to experience symptoms of depression. Mental health was closely linked to livelihoods, with unemployment and severe coping strategies associated with higher rates of depression.<sup>50</sup>

### ***Socioeconomic impacts and livelihoods***

Prolonged attacks on energy facilities have created an electricity deficit, contributing to a reduction in anticipated gross domestic product (GDP), a loss of jobs and income, and growing poverty. The estimated GDP for 2023 is only 74 per cent of the GDP of 2021 in real terms.<sup>51</sup> While unemployment is gradually decreasing, it remains high at 11 per cent as of August 2024.<sup>52</sup> Median monthly income dropped from 7,000 hryvna (UAH) (US\$184) in 2022 to UAH5,000 (\$132) by December 2023, with very low-income households rising from 21 to 30 per cent.<sup>53</sup> Livelihoods challenges and financial barriers significantly limit access to essential services like housing, health care and markets, especially among the vulnerable.

### ***Access to markets***

While 97 per cent of the population reports full availability of essential food and hygiene products, nearly 75 per cent face financial challenges, particularly older people.<sup>54</sup> Power outages disrupt retail operations and market access, with front-line areas facing the greatest challenges due to active conflict, damaged infrastructure and safety concerns. Residents in these areas also struggle with shortages of warm clothing and access to health care,<sup>55</sup> as well as limited access to banking services<sup>56</sup> and disruptions in telecommunications, further exacerbating their humanitarian needs.<sup>57</sup>

### ***Vulnerable groups***

Internally displaced people account for about 22 per cent of the 16.3 million people who were identified as the most vulnerable people directly affected by the war. This includes nearly one million children and people in collective sites, primarily in western and

#### **KHARKIV, UKRAINE**

A strike in Kharkiv City damaged the office and cars of NGO Fondation Suisse de Démontage, affecting its ability to provide life-saving support in the war-torn region.  
Photo: OCHA/Dmytro Filipyskiy





central regions, where living conditions are inadequate. Nearly half of households in these sites have an older person, many of whom are living with disabilities or chronic illnesses. Women, who make up 64 per cent of the residents in collective sites often serve as primary caregivers and head 97 per cent of single-parent households.<sup>58</sup> Displaced households report higher unmet needs for shelter (41 per cent compared to 22 per cent of non-displaced households). Displaced and returnee households also face protection needs such as documentation for new civil status and property ownership for claiming compensation for damaged property.<sup>59</sup>

Non-displaced war-affected people, including returnees, represent 78 per cent of the 16.3 million people who were identified as the most vulnerable people chronically affected by the war. The majority of the most vulnerable older people or people with disabilities are concentrated near front lines and the northern border with the Russian Federation. Their living conditions are often very poor, with many living in damaged homes with limited access to health care, water and other essentials. They face persistent risks from shelling, landmines and protection incidents. Returnees in eastern and southern regions are particularly vulnerable, often returning to severely damaged areas with little access to services or livelihoods. The needs for housing repair, health care, food and education are urgent, especially in war-ravaged regions. Thousands of children returning from alternative care or areas previously occupied by the Russian Federation remain without parental care and face acute vulnerabilities. The consequences of the war are expanding beyond front-line areas to central and western regions, including Cherkaska, Poltavaska and Khmelnytska oblasts, where disruption to services and increased protection risks have left more people vulnerable compared to 2023. Humanitarian access challenges in conflict zones further compound the crisis, leaving many without critical assistance as hostilities intensify.

## Severity of needs

Humanitarian needs in Ukraine remain critical, with severe and catastrophic intersectoral conditions

affecting civilians, especially in front-line areas and along northern borders in Donetska, Dnipropetrovska, Kharkivska, Khersonska, Luhanska and Zaporizka oblasts. There are also sector-specific catastrophic conditions in Cherkaska, Mykolaivska and Sumska oblasts driven by unsafe shelter, disruption to the provision of water and sanitation (WASH), and grave protection issues. Overall, there has been an increase in the severity of humanitarian conditions across all regions, except for Kyiv City and Kyivska Oblast, where there has been a small reduction in the overall severity of needs.

Northern oblasts, such as Sumska and Chernihivska, face worsening conditions due to intensified hostilities, with over 20,000 evacuations since last July. Those unable to leave are increasingly vulnerable to shelling and aerial attacks. Health-care facilities remain under attack and access to critical services is severely limited.

In the south (Odeska and Mykolaivska oblasts), both displaced and non-displaced populations are experiencing severe conditions due to damage to housing, disruptions to health care and limited access to essential services. IDPs face slightly higher levels of deprivation, exacerbated by their displacement.

Needs in Kirovohradska, Khmelnytska, Poltavaska and Cherkaska oblasts in central and western Ukraine have escalated from 'stressed' to 'severe', particularly in relation to mental health challenges and lack of emergency obstetric care. Conditions in Kharkivska and Sumska oblasts have shifted from 'severe' to 'extreme', driven by the destruction of infrastructure, barriers to health care and mental health crises.

Populations near front lines and the north-eastern border with the Russian Federation are among the most affected, with 2.9 million people in urgent need of assistance. More than 25 per cent report severe or extreme needs across multiple sectors, particularly in regard to livelihoods and protection. Overlapping health and WASH needs further intensify the challenges in these areas, where health-care infrastructure is often damaged or non-functional.

The western region is facing emerging pockets of heightened needs from populations moving away from conflict zones. The ongoing conflict has not only deepened needs in high-risk areas but also expanded vulnerabilities to previously less-affected regions. Affected people are enduring widespread humanitarian challenges driven by overlapping needs, particularly in livelihoods, protection and health.

## People in need

An estimated 12.7 million people in Ukraine need humanitarian assistance, including almost 2 million children. This includes 2.8 million IDPs and 9.9 million non-displaced people who are severely affected by the war, including returnees. The highest concentration of people in need is in the eastern, north-eastern and southern oblasts.

### The trend in people in need (PiN)

The number of people in need in Ukraine has dropped by 13 per cent, from 14.6 million in 2024 to 12.7 million in 2025. This decline is primarily due to improved conditions in Kyiv City and Kyivska and Lvivska oblasts, which account for almost three-quarters of the 2 million reduction in people in need. Humanitarian aid and stronger socioeconomic conditions have contributed to this improvement. Additionally, there has been a 10 per cent decrease in internally displaced people and a pronounced demographic shift – notably a drop in registered births coupled with increased mortality in the eastern regions.

Conversely, PiN has risen by 30 per cent in the central regions of Kirovohradska, Poltavaska and Cherkaska oblasts – an estimated 895,000 people. This increase is driven by severe impacts on livelihoods, health, protection and WASH services, with urgent needs for economic support, mental health services, housing restoration and winter heating. In the west, the PiN is driven by health and WASH challenges, particularly mental health care and emergency obstetric services. In the north, east and south, protection and shelter needs dominate due to conflict-related damage to housing, limited social services and unsafe living conditions.

Reductions in PiN in Sumska and Kharkivska oblasts result from fewer returns to conflict areas, population decline and improved conditions for non-displaced populations. While overall needs have declined, significant humanitarian challenges persist across these regions.

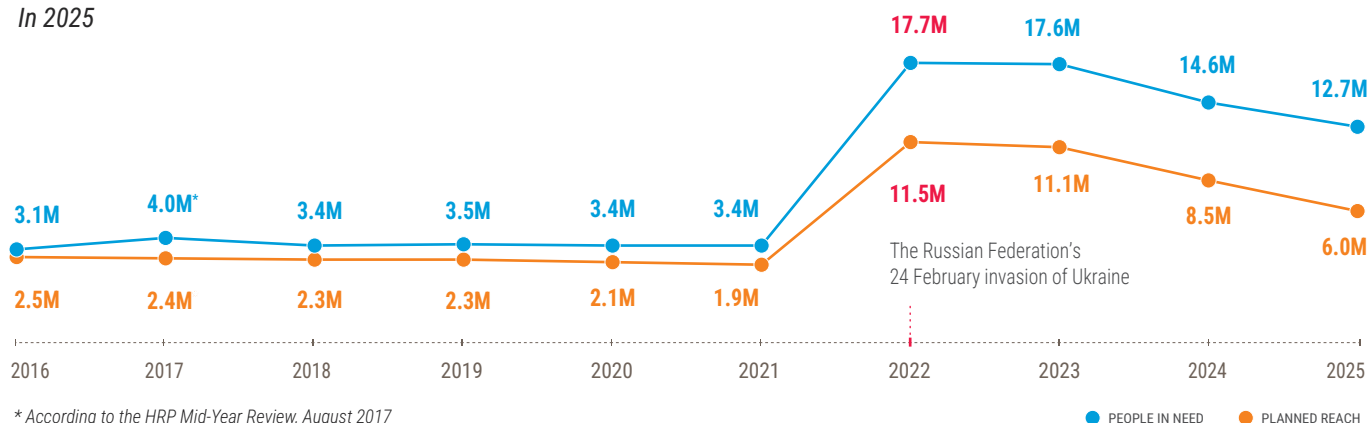
### Unique needs of different groups of people

The humanitarian crisis in Ukraine continues to affect various population groups in distinct ways, with war exacerbating pre-existing vulnerabilities, especially along gender, age, disability and socioeconomic lines. Each group faces unique challenges, requiring tailored interventions.

Humanitarian assistance remains a lifeline for many IDPs, who report high levels of dependency (40 per cent) compared to returnees (19 per cent) and non-displaced people (13 per cent).<sup>60</sup> The reliance

## People in need and planned reach trend

In 2025



\* According to the HRP Mid-Year Review, August 2017

on assistance is particularly high among returnees in Donetsk (73 per cent), Khersonska (64 per cent) and Mykolaivska (37 per cent) oblasts, where the security situation severely restricts access to income-generating activities.<sup>61</sup>

Gender dynamics are a significant factor in the crisis.<sup>62</sup> Women and girls, who represent over half of those in need, face compounded vulnerabilities. They bear additional caregiving responsibilities, especially in households with older people, people with disabilities or chronic illnesses.<sup>63</sup> Gender-based violence is a serious concern as women and girls are at increased risk of exploitation and abuse. Economic insecurity has also risen,<sup>64</sup> women-headed households tend to have lower incomes, making it harder to access basic necessities like food and health care.<sup>65</sup> Public safety concerns, such as lack of lighting and the presence of men under the influence of drugs and alcohol, further jeopardize their well-being, especially in public spaces.<sup>66</sup>

Older people, who constitute 30 per cent of the total population in need, often face isolation and barriers to accessing health care and essential services. Older women, in particular, face financial challenges; women's pensions are, on average, 30 per cent lower than men's, making it harder for them to meet basic needs.<sup>67</sup> Disability is closely linked with age and many older people experience multiple layers of discrimination, exacerbating their vulnerabilities. The elderly often struggle with evacuations and are more likely to remain in unsafe areas due to a lack of support.

People with disabilities, including children, are disproportionately affected by the war. They report barriers to accessing shelters, health care, social services and humanitarian aid distribution points. Households with a member with a disability report increased livelihood needs and face difficulties meeting basic needs due to lower income levels. Health care is a top priority for 59 per cent of such households, compared to just 19 per cent of households without a member with disabilities. These households also have greater needs in relation to protection, food and housing.<sup>68</sup>

Men and adolescent boys face challenges linked to military service, economic hardship and societal expectations.<sup>69</sup> Men accounted for 80 per cent of civilian casualties from landmines and unexploded ordnance, while boys made up an additional 10 per cent.<sup>70</sup> Men and boys, especially those who are internally displaced or living with disabilities, encounter barriers to accessing health care and psychosocial support. The stigma surrounding mental health services often deters men from seeking help, even when it is available.<sup>71</sup>

Children make up 15 per cent of people in need and they face severe challenges related to education, violence and psychological stress. About 660 children were killed and nearly 1,750 injured between February 2022 and October 2024.<sup>72</sup> Many children have been displaced or separated from their families, with 36 per cent of households in front-line areas reporting family separation as a concern.<sup>73</sup> These disruptions put 1.5 million children at risk of PTSD and depression.<sup>74</sup> The destruction of schools and ongoing power outages have further hindered children's access to education, especially for those with disabilities or from rural areas, exacerbating existing inequalities.<sup>75</sup>

Other vulnerable communities, including Romas, ethnic minorities and LGBTIQ+ people also face compounded vulnerabilities as the war continues, experiencing barriers in accessing documentation, resources and services, impacting their ability to receive humanitarian aid such as safe and adequate shelter, water and sanitation facilities and other types of support, including access to information.<sup>76</sup>

## Humanitarian outlook and risks

The ongoing war and territorial battles in Ukraine are expected to continue driving displacement, damage to civilian infrastructure and disruptions to essential services, particularly in front-line oblasts like Donetsk, Kharkivska, Khersonska and Zaporizka. The winter season will exacerbate these challenges, with power outages expected to increase, disrupting heating systems, especially in regions such as Kharkivska and Sumska.<sup>77</sup> Conflict-related movement restrictions hinder humanitarian aid delivery and insecurity, along with incidents affecting humanitarian personnel,



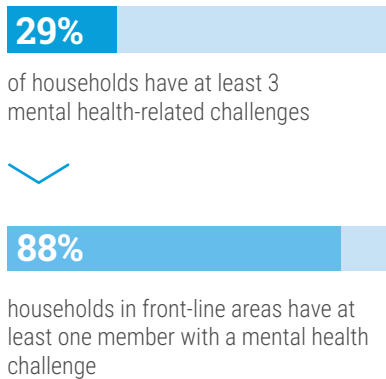
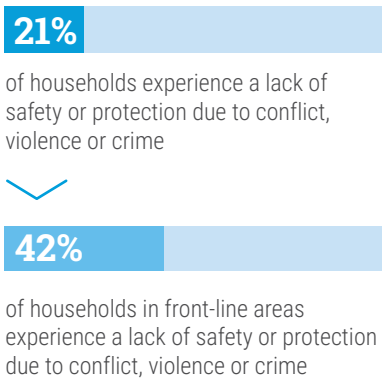
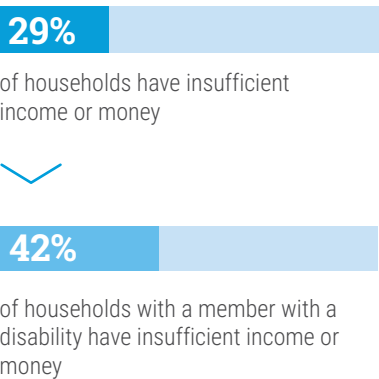
may temporarily suspend or reduce the support being provided.<sup>78</sup> Military mobilization and visa difficulties may further reduce humanitarian response capacity while decreasing funding could derail overall operational capacity.

**Affected communities’ priorities, preferences and capacities**

Community consultations highlight safe shelter, health care and food security as top priorities, with displaced populations particularly focusing on accessible housing, livelihood support and employment. Rural communities emphasize agricultural assistance.<sup>79</sup> Overall, aid satisfaction is high, particularly among internally displaced people (87 per cent), although dissatisfaction is noted in regions like Mykolaivska and Donetsk.<sup>80</sup> In hard-to-reach areas, many communities seek greater involvement in decision-making. Cash assistance – both multipurpose cash assistance (MPCA) and sectoral cash – is preferred by 51 per cent of respondents nationwide, compared to in-kind, service and voucher assistance, with a higher percentage among households located within 30 km of the front lines and border regions.<sup>81</sup>

Cash support is more common in the west (65 per cent) and east (61 per cent), while the south (38 per cent) favours food assistance.<sup>82</sup> Cash transfers work well in urban areas with functioning markets, rural and war-affected areas, where markets are disrupted, prefer in-kind support.<sup>83</sup> Protection needs are significant, with vulnerable groups like displaced people and single female caregivers reporting the highest protection concerns. Mental health issues are prevalent, with 88 per cent of assessed households reporting at least one member affected and 29 per cent of households reporting at least three mental health-related challenges.<sup>84</sup> Safety and income are major concerns,<sup>85</sup> particularly near the front lines, where 42 per cent report safety issues. Displaced households face greater challenges in accessing suitable living spaces (86 per cent). Effective communication is crucial, with rural and older populations preferring in-person updates, while urban areas favour phone or SMS. Strengthening engagement with IDP councils and community-led initiatives is key, as is identifying community capacities to build more effective humanitarian programmes.

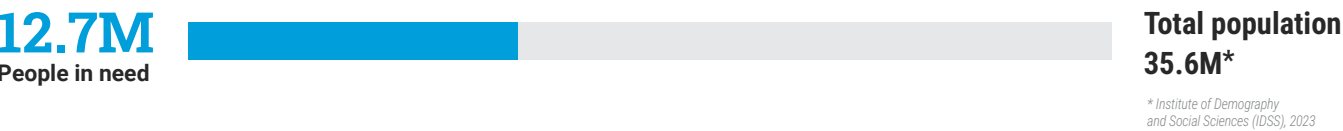
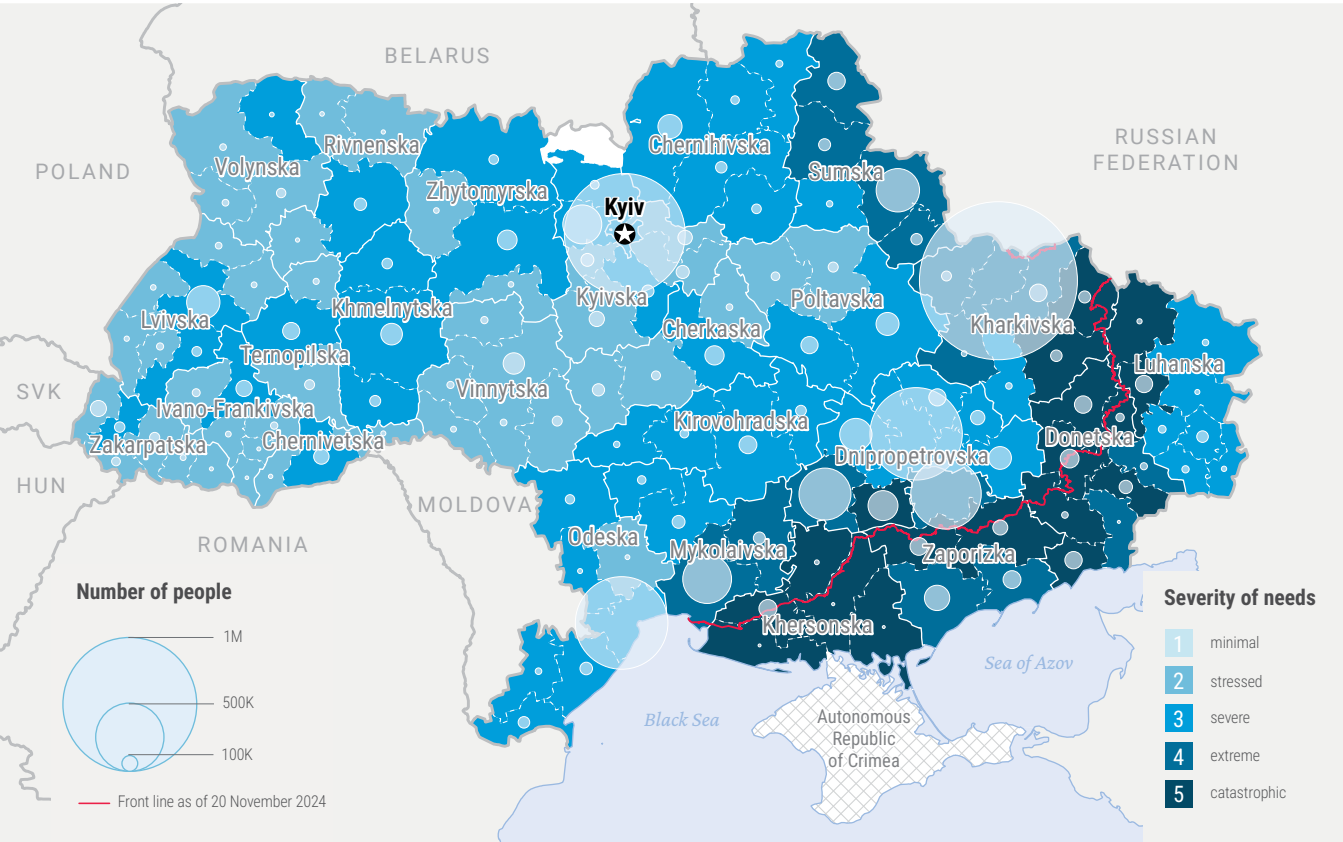
**Priority of needs**



Source: REACH, Multi-Sector Needs Assessment, August 2024

# 1.3 People in Need Breakdown

People in need and severity by location in 2025



People in need breakdown  
by sector/cluster

		by population group		by severity phase			
		Internally Displaced People	Non-Displaced War-Affected People	%			
CCCM	149K	149K	-	25	59	14	2
Education	1.6M	0.4M	1.2M	11	64	21	4
Food Security & Livelihoods	5.0M	1.0M	4.0M	21	46	22	11
Health	9.2M	2.2M	7.0M	14	55	23	8
Protection Overall	9.8M	2.5M	7.4M	8	48	33	11
Protection	9.5M	2.3M	7.2M	7	48	34	7
Child Protection	3.5M	1.1M	2.4M	9	59	25	7
Gender-Based Violence	2.4M	1.1M	1.4M	13	46	29	12
Mine Action	5.4M	2.0M	3.4M	11	50	28	10
Shelter & NFIs	6.9M	1.7M	5.2M	4	33	45	19
WASH	8.5M	1.2M	7.3M	16	44	27	14

## Part 2: Humanitarian Response

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### KYIV, UKRAINE

Rescue workers, volunteers and medical personnel work together to clear debris and search for survivors after a missile hit the Ohmatdyt Children's Hospital in Kyiv, Ukraine.

Photo: OCHA/Viktoriia Andriievska





**In 2025, the humanitarian community will require US\$2.63 billion to provide lifesaving multisectoral assistance to address the most critical needs of 6 million of the 12.7 million people in need.** Recognizing the potential for sudden shifts in the context due to the ongoing war and seasonal needs, especially during winter, the humanitarian response will adopt a flexible and agile approach to “emergencies within the emergency”. A people-centred approach will guide assistance delivery to meet the needs of people wherever they are, based on their vulnerability resulting from the direct shock of war. The response will adhere to the ‘do-no-harm’ principle to mitigate unintended risks. Humanitarian assistance will further

explore complementarities with the social protection system of Ukraine wherever possible to align with the principle of ‘reinforce, do not replace, national and local systems’, as set out in the [Agenda for Humanity](#). National humanitarian organizations will remain central to humanitarian response in Ukraine, while international organizations and the United Nations will complement these efforts. The response will also seek complementarities with recovery initiatives wherever possible.

#### KURAKHOVE TOWN, DONETSKA OBLAST, UKRAINE

Local residents in Kurakhove, Donetsk Oblast, unload a truck with fuel briquettes provided by humanitarian organizations as part of winter support for front-line communities.

Photo: People in Need/Guillaume Binet



## 2.1 Humanitarian Response Strategy

Two strategic objectives will guide humanitarian response in 2025, ensuring timely and life-saving interventions:

**Strategic Objective (SO1): Provide principled and timely multisectoral life-saving emergency assistance to the most vulnerable internally displaced people and non-displaced war-affected people, ensuring their safety and dignity, with a focus on areas with high severity levels of need.**

**Strategic Objective (SO2): Enable access to prioritized essential services for the most vulnerable internally displaced and non-displaced war-affected people, with a focus on areas with high severity levels of need to ensure their protection, safety and dignity.**

Activities under SO1 aim at direct delivery of emergency humanitarian assistance to address needs as a result of the direct impact of the ongoing war and allow for more flexible programming to respond to new emergencies. Three years into the war in Ukraine, activities under SO2 aim to enable access to services through existing national mechanisms to the extent possible while complementing Ukraine's social protection system.

The response will be delivered through various modalities, including mobile and static teams, direct service provision, in-kind support, multipurpose and sectoral cash assistance, community-based assistance and capacity-strengthening for local authorities and responders. Protection will be central to the response, with a strong emphasis on addressing gender-based violence, child protection and removing barriers to services and entitlements, including through legal aid to recover civil and property documents. The response

will also support inclusive and specialized services for people in need, including older people and persons with disabilities. Special attention will be paid to integrating mental health and psychosocial support, recognizing the widespread and deepening trauma inflicted by the ongoing war.

**In alignment with the [Grand Bargain commitments](#)<sup>86</sup> cash assistance, including sectoral cash, remains the preferred modality in Ukraine, with priority to multipurpose cash (MPC) to give people dignity in their choices.** In-kind assistance will be provided based on sectoral needs assessments and in-country purchases in areas where people do not have access to markets, with the aim of fostering access to goods for vulnerable groups. While multipurpose cash assistance (MPCA) aims to cover basic needs, sectoral cash will be applied to meet specific needs while avoiding disruption to existing systems put in place by the Government.

In the areas occupied by the Russian Federation in Donetsk, Luhansk, Kherson and Zaporizhzhia oblasts, access negotiations and advocacy efforts will guide response efforts for the estimated one million vulnerable people. This strategy will draw on the approach from the last HNRP, allowing for flexibility to reprogramme and scale up if access improves or more areas become inaccessible.

Owing to the fluidity of the context, preparedness and readiness for future shocks have been included in the HNRP to ensure emergency response capacity, notably to respond to population movements such as evacuations due to spikes in hostilities.

## 2.2 Response Boundary-setting, Prioritization and Risk-informed Action

### Boundaries of the humanitarian response

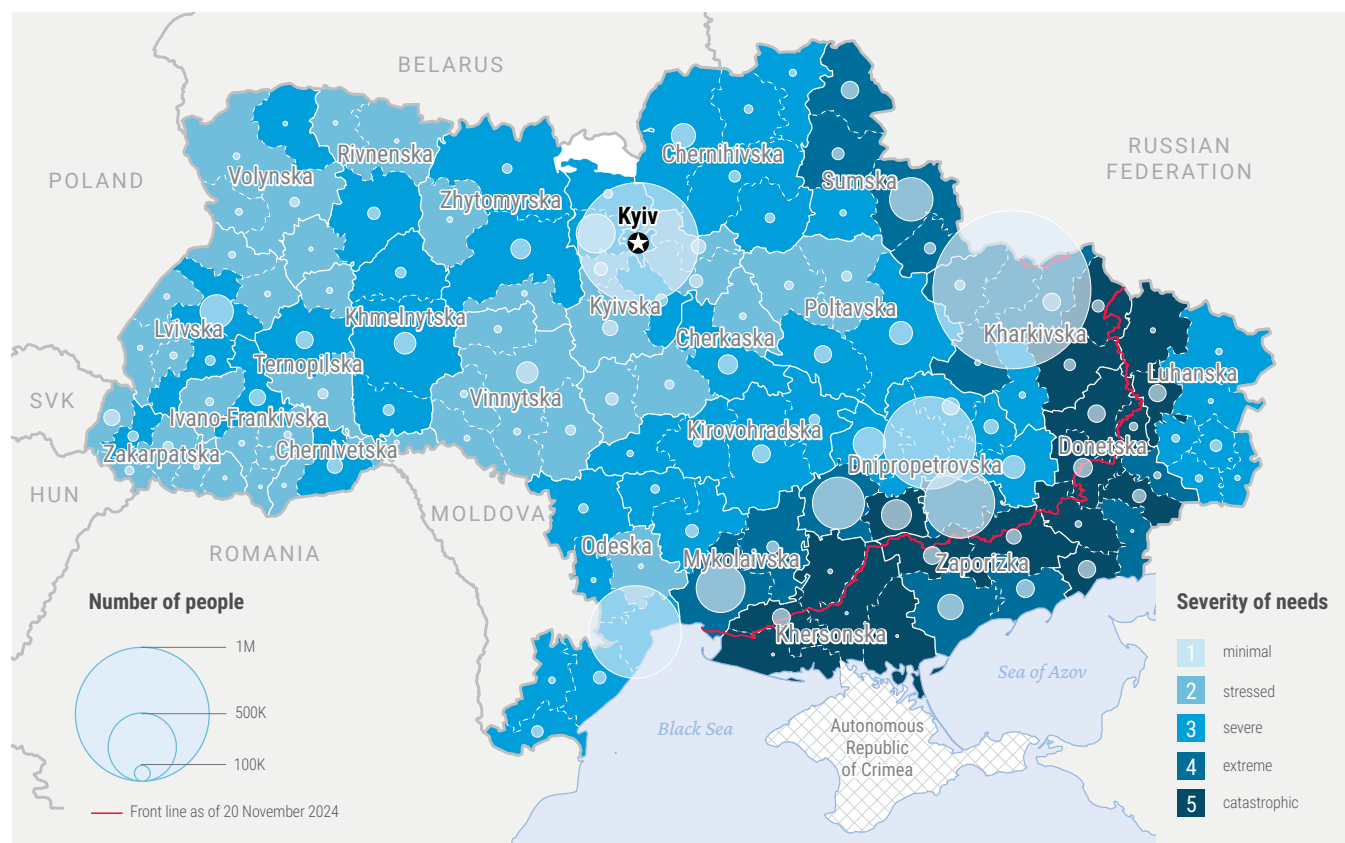
The Humanitarian Country Team (HCT)<sup>87</sup> applied a strict prioritization for the 2025 response to assist 6 million of the 12.7 million internally displaced people and non-displaced war-affected people, including returnees. These are people experiencing extreme and catastrophic needs (severity phase 4 and 5<sup>88</sup>) and are concentrated in the front-line areas. This includes people in need in areas occupied by the Russian Federation. In addition, to prevent a deepening of vulnerability, people in areas with pockets of crisis needs (intersectoral severity level 3<sup>89</sup>), mainly in the west and central parts of Ukraine, are prioritized for response in 2025. The response

will remain flexible and adaptive, ensuring operational readiness and allowing for adjustments as needs evolve and the context shifts.

As the war in Ukraine enters its fourth year since the full escalation in February 2022, some needs have become protracted, requiring a longer-term approach to address them, linked to existing national mechanisms for sustainability. Therefore, a clear distinction has been made between activities responding to life-saving emergency needs under Strategic Objective 1 and activities under Strategic Objective 2 aimed at enabling access to prioritized essential services delivered through government systems where possible. For the 2025 response, activities that respond to protracted needs arising from structural issues, such as poverty and the broader socioeconomic impact of the war, have been identified and excluded from the HRNP with the aim of sharing them with recovery and development actors.

### People in need and severity by location

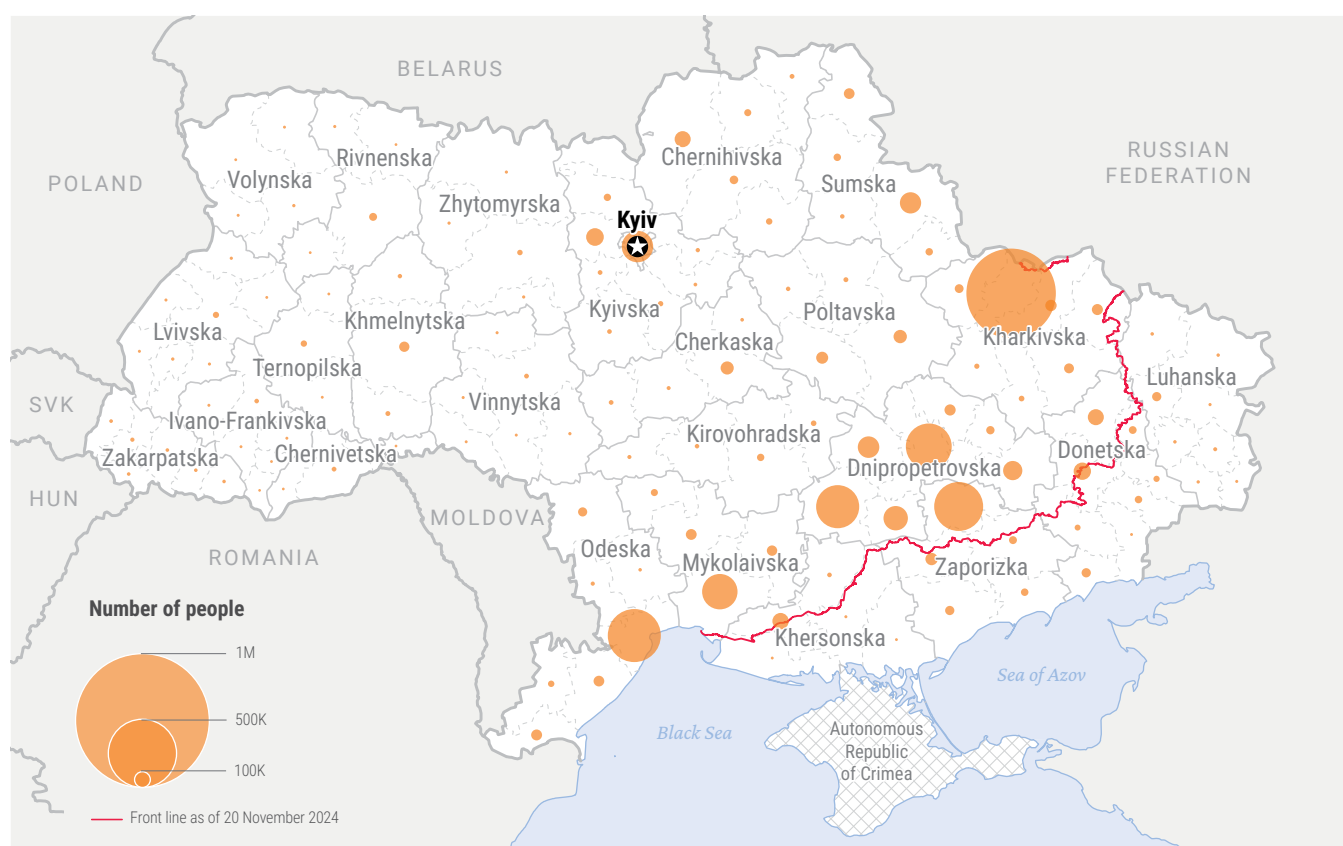
In 2025





## Planned reach by location

In 2025



### Prioritization within the response

Response prioritization has been guided by a rigorous intersectoral severity analysis, supported by the Multi-sector Needs Assessments (MSNA) data and other cluster-specific and thematic assessments, and the 2024 HNRP midyear response and gap analysis.

### Risk-informed planning

#### Preparedness for emergency response












**Building on lessons learned in 2024, the HNRP incorporates preparedness and emergency response readiness for future shocks, emphasizing rapid response capacity and greater flexibility to scale up for emergencies. Clusters have identified activities linked to shocks to rapidly shift the response to new emergencies and emerging needs.** For people displaced or evacuated from front lines to collective sites in the west and centre of Ukraine, a two-phased multisectoral response package has been agreed. The first phase consists of a standard rapid response package to cover immediate needs, and the second

phase entails tailored response to cover needs until people have been integrated into the government's social protection schemes.

Coordination procedures are in place to respond to needs arising from shelling incidents – within the first 60 hours of the incident – through inter-cluster oblast-specific preparedness plans that will be activated in response to new displacement resulting from spikes in hostilities. Activities will include prepositioning emergency supplies/pipelines, ensuring readiness of facilities and collective sites to respond to emergencies, mapping resources, capacity for mobile services and referral pathways, dissemination of information on risks and services, and capacity-building of front-line workers, communities and locals. Situation monitoring on the front lines will inform the activation of emergency response to shocks, providing flexibility in the implementation to scale up activities as needed.



## Planned reach per cluster by areas of accessibility

SECTOR / CLUSTER	AREAS UNDER GOVERNMENT CONTROL		AREAS OCCUPIED BY RUSSIAN FEDERATION		TOTAL	
	PLANNED REACH		PLANNED REACH		PLANNED REACH	
 CCCM	79K	•	-		79K	•
 Education	0.8M	●	5K	•	0.8M	●
 Food Security & Livelihoods	2.1M	●	105K	●	2.3M	●
 Health	2.8M	●	196K	●	3.0M	●
Protection Overall	3.7M	●	147K	•	3.8M	●
 Protection	2.5M	●	147K	•	2.6M	●
 Child Protection	2.1M	●	6K	•	2.1M	●
 Gender-Based Violence	0.7M	•	-	•	0.7M	•
 Mine Action	1.4M	●	2K	•	1.4M	●
 Shelter & NFIs	3.0M	●	6K	•	3.0M	●
 WASH	4.0M	●	307K	•	4.3M	●
 Multipurpose Cash	1.2M	●	168K	•	1.4M	●
<b>TOTAL</b>	<b>5.6M</b>		<b>0.4M</b>		<b>6.0M</b>	

## Humanitarian-development collaboration

The Humanitarian Country Team recognizes the urgency of strengthening engagement and collaboration across humanitarian, recovery and development efforts in Ukraine. The 2025 HNRP has identified activities that are linked to longer-term or protracted needs that have evolved or are no longer related to the direct implications of the war so that they can be addressed in a sustainable way and build resilience of people. This also includes needs resulting from structural issues such as poverty or the broader socio-economic challenges of the war. The HCT will actively promote more inclusive engagement with Government and development actors to include a wide range of stakeholders, including national and international non-governmental organizations (NGOs), civil society, and the private sector in these efforts.

A key framework in this effort is the Ukraine UN Sustainable Development Cooperation Framework (UNSDCF) to be launched early next year for the 2025-2029 period. The UNSDCF focuses on supporting the Government on strategic recovery and Ukraine's sustainable development priorities across four pillars: (1) increased investment in human capital; (2) inclusive economic growth and decent work; (3) responding to major climate and environmental challenges; and (4) supporting inclusive and cohesive society with active civic space and more accountable institutions. The Cooperation Framework strongly focuses on ensuring no one is left behind during recovery, including focused efforts to address the unique needs of displaced populations and foster durable solutions such as reintegration and socioeconomic inclusion. In light of reduced humanitarian funding and Ukraine's protracted crisis, enhanced coordination and complementarity among humanitarian, recovery and development

actors are critical, coupled with robust partnerships with local authorities to streamline efforts and maximize impact. While humanitarian assistance must continue at sufficient scale to support the most vulnerable, recovery efforts must be pursued and scaled up simultaneously to offer medium-term and more sustainable solutions for the most affected communities and populations. These require steady financial resources over the medium and long term, as Ukraine would require years of strong international support and investment to counter the consequences of the Russian Federation's invasion. The Government of Ukraine has relaunched sector working groups with development actors to support development and recovery programming and prioritization, as well as better alignment with humanitarian efforts. Humanitarian actors will proactively seek to engage in these sector working groups to enhance synergies and complementarity.

Establishing robust linkages with national mechanisms is essential, with a particular focus on integrating humanitarian response with adaptive social protection systems to ensure continuity of assistance and prevent vulnerable people from relapsing into crisis. Despite the ongoing war and economic instability, Ukraine's social protection system, a crucial tool in addressing poverty, continues to provide vital support through social assistance programmes like the Guaranteed Minimum Income, Housing and Utilities Subsidy, and cash assistance for internally displaced people among others. Fiscal constraints, access challenges, bureaucratic barriers and inefficiencies hinder its effectiveness, but the Ukrainian Government, with the help of international donors, has remained committed to sustaining and improving its social protection framework. As of 2024, the system is undergoing reforms, with support from development donors, aimed at improving coverage, efficiency and responsiveness to the crisis. In 2025, the humanitarian response to protracted needs will need to further evolve to better link and integrate with these systems where feasible, to support durable solutions. This will include improving access to information, referral mechanisms and access for vulnerable people. Streamlining registration processes, enhancing systems interoperability and strengthening referral

mechanisms are critical to ensure people can easily transition between humanitarian aid and government social protection programmes, including health and education support. The aim is to progressively transition activities and people reliant on emergency humanitarian aid to long-term social protection programmes when conditions around adequacy and suitability allow. Humanitarian organizations will focus on the most vulnerable people directly affected by the shock of war in areas where the national system faces limitations in reaching scalability. This approach will reduce duplication, improve coordination and ensure more inclusive and sustainable support for all affected people.

### **Needs outside the HNRP**

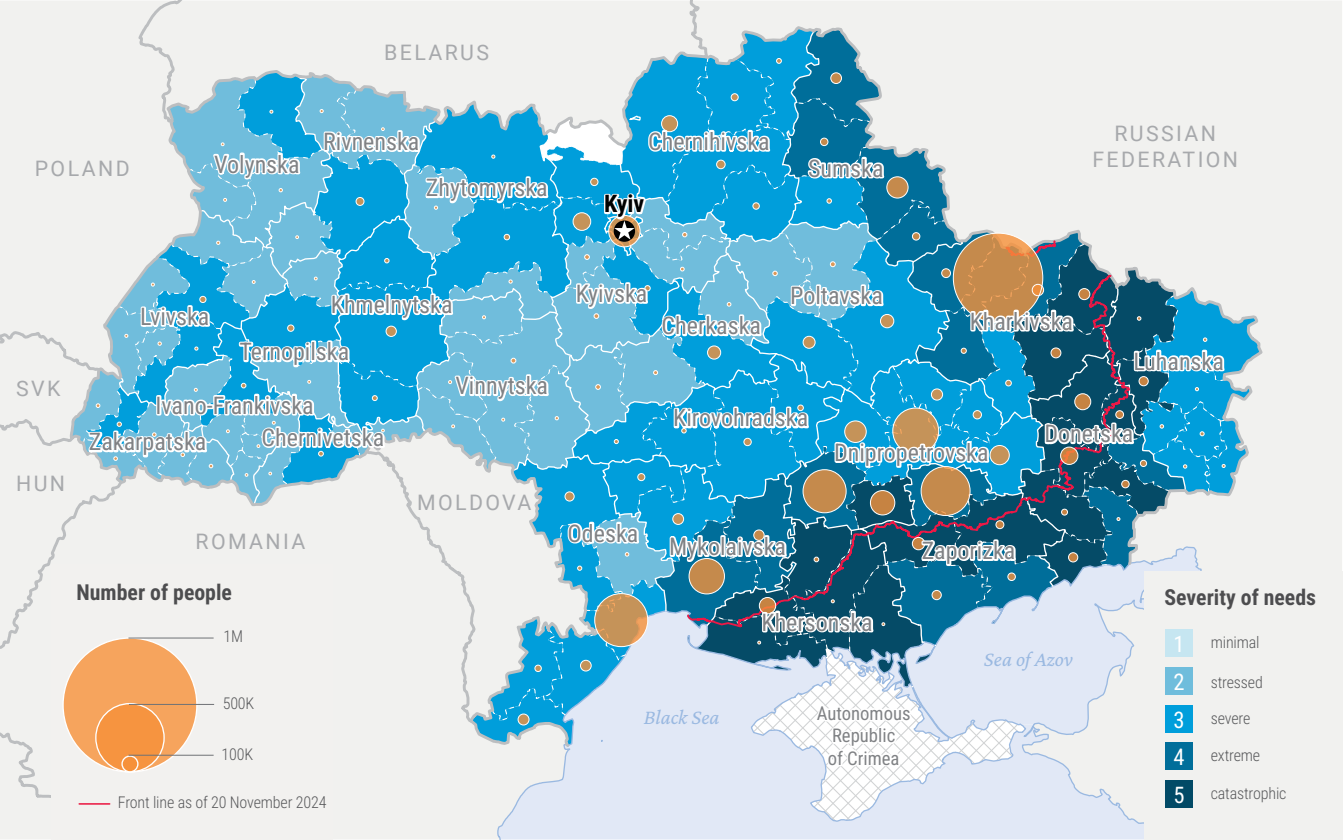
**Some of the activities addressing needs beyond the scope of humanitarian response have been excluded from the 2025 HNRP, to be shared with recovery and development actors.** These include awareness-raising activities, training and capacity-building for government counterparts, complete house reconstruction, provision of major household appliances, sustainable energy solutions at household level, distribution and coordination of generators, modular housing initiatives, support to tariff regulations, and the construction of new water and heating infrastructure in non-war-affected areas, or large-scale water and sanitation projects. In addition, the provision of electronic devices for students and teachers, major repairs to multi-storey buildings and the Government's Prykhystok 'host-family support' programme for internally displaced people are no longer included as activities in the 2025 HNRP.

In some cases, some activities – such as legal assistance and protection case management – will not be discontinued but tightened up, focusing on the most vulnerable people affected by war-related shocks who lack safe and effective access to existing government or other services.

## 2.3 Planned Reach Breakdown

Planned reach and severity by location  
In 2025

PLANNED REACH **6.0M** PEOPLE IN NEED **12.7M**



### Planned reach breakdown by sector/cluster

CCCM	79K
Education	0.8M
Food Security & Livelihoods	2.3M
Health	3.0M
Protection Overall	3.8M
Protection	2.6M
Child Protection	2.1M
Gender-Based Violence	0.7M
Mine Action	1.4M
Shelter & NFIs	3.0M
WASH	4.3M
Multipurpose Cash	1.4M

### by population group

Internally Displaced People	Non-Displaced War-Affected People
79K	-
0.3M	0.5M
0.5M	1.8M
0.7M	2.3M
1.2M	2.6M
1.1M	1.5M
0.7M	1.4M
0.3M	0.4M
0.3M	1.2M
0.8M	2.2M
0.6M	3.6M
0.6M	0.8M

### by severity phase

%
21 58 21
3 60 32 5
3 34 44 20
48 39 12
5 50 33 12
7 46 33 14
1 61 30 7
41 46 13
45 41 14
1 34 48 16
37 42 20
11 63 24
2



## 2.4 Strategic Objectives

**Strategic Objective 1 (SO1): Life-saving Emergency Assistance:** Humanitarians will provide principled and timely multisectoral life-saving emergency assistance to the most vulnerable internally displaced people and non-displaced war-affected people, ensuring their safety and dignity, with a focus on areas with high severity levels of need.

Of the total 6 million people that the HNRP plans to reach in 2025, 5.6 million will be prioritized for response under SO1: 1.3 million internally displaced people and 4.3 million non-displaced war-affected people, including returnees. The total requirement for SO1 is US\$1.78 billion.

Activities under SO1 aim to deliver emergency humanitarian assistance to address needs as result of the direct impact of the ongoing war and allow for more flexible programming to respond to new emergencies. These activities will be concentrated in areas with the highest intersectoral needs, primarily along the front line in the east, south-east and south, and the north-eastern border with the Russian Federation, as well as in some pockets of concentrated need in the centre and west of the country, where vulnerable displaced people and evacuees are received. Activities include emergency shelter and non-food items (SNFI) support as well as the delivery of multisectoral assistance in collective sites, ensuring immediate access to emergency food and life-saving health care, and critical specialized protection services, alongside multipurpose cash assistance and prioritized social support. Additional efforts focus on strengthening community capacities to establish inclusive protective mechanisms, manage child protection cases and provide case management, and psychosocial support for survivors of gender-based violence. To further enhance safety and well-being, the response aims to deliver public awareness-raising on the dangers of explosive ordnance, emergency shelter and essential non-food items (NFIs) as part of winter response (winter heating, personal and

house insulation), and basic WASH services and supplies. Together, these efforts address urgent needs while prioritizing protection and dignity for affected communities.

**Strategic Objective 2 (SO2): Access to Prioritized Essential Services:** Humanitarian partners will work to enable access to prioritized essential services for the most vulnerable internally displaced and non-displaced war-affected people, with a focus on areas with high severity levels of need to ensure their protection, safety and dignity.

Of the total 6 million people that the HNRP plans to reach, 3.3 million will be prioritized for response under SO2. This comprises of 642,000 internally displaced people and 2.6 million non-displaced war-affected people, including returnees. The total requirement for SO2 is \$835 million.

The response will focus on enabling access to services including through existing national mechanisms to the extent possible, while complementing Ukraine's social protection system. This includes facilitating safe and participatory site management that puts people at the centre; protecting and restoring essential livelihoods; enhancing readiness and preparedness for hazards; repairing protective emergency shelters and war-affected education facilities; providing catch-up learning for war-affected children; and capacity-building for humanitarian actors and government partners focusing on protection and housing, land and property rights. Alongside these efforts, the response aims to raise awareness of child protection issues, conduct gender-based violence assessments and promote community engagement in line with existing human rights frameworks and accessibility legislation. Additionally, the objective seeks to ensure access to adequate housing (light and medium repairs, collective centre refurbishment and rental support) and communal services; support safe and dignified living conditions for affected communities; rehabilitate and repair district heating systems in emergencies; rehabilitate WASH facilities in institutions; support solid waste management; and provide multipurpose cash.

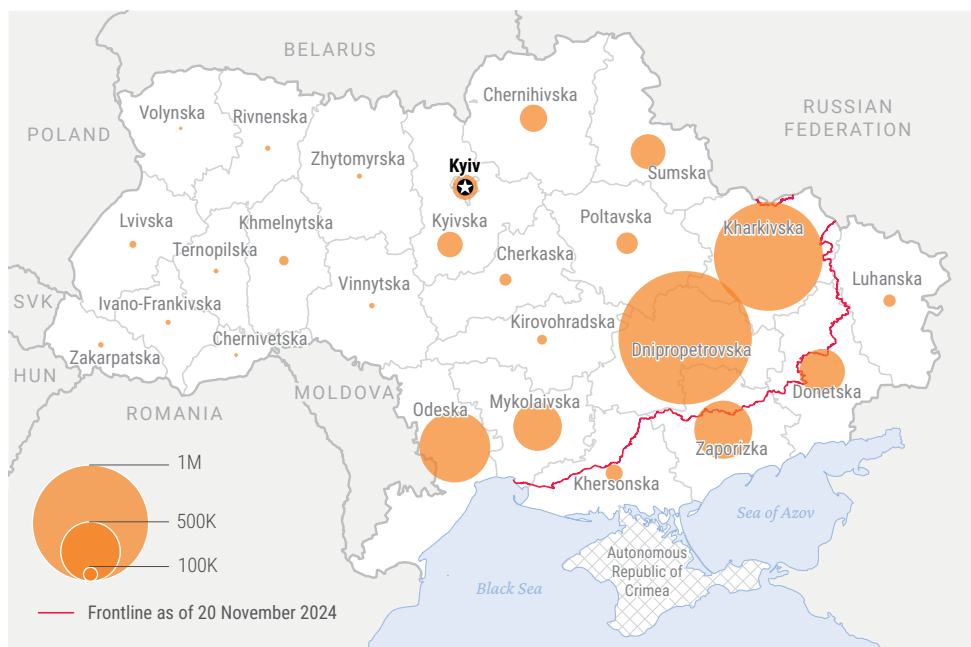
## Strategic objective 1: Life-saving Emergency Assistance

Provide principled and timely multisectoral life-saving emergency assistance to the most vulnerable internally displaced people and non-displaced war-affected people, ensuring their safety and dignity, with a focus on areas with high severity levels of need.

 **5.6M**  
planned reach


 **1.3M**  
INTERNALLY DISPLACED

 **4.3M**  
NON-DISPLACED  
WAR-AFFECTED



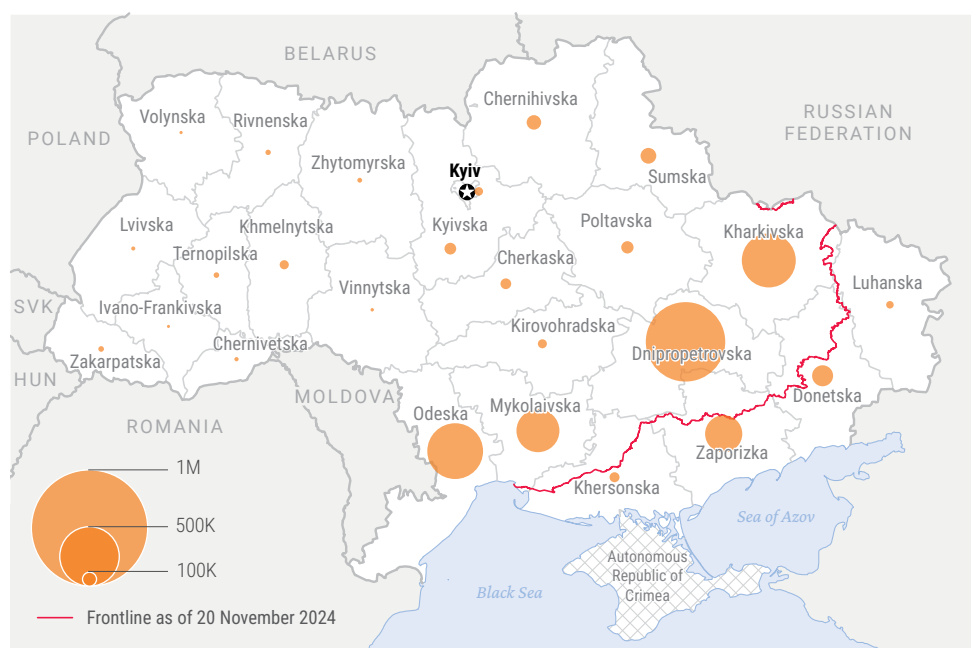
## Strategic objective 2: Access to Prioritized Essential Services

Enable access to essential prioritized essential services for the most vulnerable internally displaced and non-displaced war-affected people, with a focus on areas with high severity levels of need to ensure their protection, safety and dignity.

 **3.3M**  
planned reach

 **0.6M**  
INTERNALLY DISPLACED

 **2.6M**  
NON-DISPLACED  
WAR-AFFECTED



## 2.5 Planning Assumptions, Operational Capacity and Access, and Response Trends

### Planning assumptions

**The war in Ukraine, approaching the fourth year after the full-scale invasion, shows no sign of abating, and the current humanitarian situation is not expected to improve in 2025 due to continued hostilities.** The destruction and socioeconomic challenges caused by the war will continue to exacerbate the already dire and fragile humanitarian situation and deepen the needs of vulnerable people, particularly people living in areas close to the front line, who will require sustained support.

The situation could further deteriorate if attacks continue systematically hitting energy infrastructure and damaging other systems providing essential services during the winter of 2024-2025. If the level of hostilities was to decrease, recovery from such massive destruction of infrastructure will take years, and humanitarian and protection needs, while evolving, will persist for years to come.

Based on this current context, the 2025 HNRP planning assumptions include the following parameters:

- The operational environment will remain dynamic and may change rapidly, generating humanitarian needs, displacement, relocations and returns, and driving the humanitarian response priorities. Sufficient and flexible funding will be required for partners to rapidly scale up and respond to the most pressing needs.
- It is further assumed that access to Russian-occupied territories will remain extremely restricted despite continued efforts to reach people in need in these areas.
- In case of systematic attacks on energy infrastructure, reduced access to electricity will

heighten risks for vulnerable groups, threaten the continuity of essential services and exacerbate humanitarian needs. Pockets of displacement could also occur as temperatures might drop below -20 degrees Celsius.

- Operational capacity close to the front line may reduce from its current level, if volunteer support to people in need of assistance declines and financial contributions gradually decrease as the war continues.
- Possible changes in territorial control could make some areas accessible for humanitarian partners, enabling them to scale up rapidly to respond to the emerging needs, especially in the areas where the Government of Ukraine regains control.

### Operational capacity

**The humanitarian community in Ukraine has a well-established operational presence across the country, with a response capacity of 631 operational organizations as of October 2024.<sup>90</sup>**

A similar presence is expected to continue in 2025, with some 602 partners, subject to available funding and access. National partners (428), many of whom operate as first responders, will remain central in the response. In addition, 128 international NGO partners, 11 UN agencies and three partners from other international organizations, as well as private sector and community-based volunteer organizations who play a critical role in the last-mile delivery of assistance to people close to the front lines and the border with the Russian Federation, will complement the efforts of the Government in the response. National and local NGOs often benefit from pre-existing relationships with local communities, which can allow them to quickly identify gaps on the ground as well as deliver aid to hard-to-reach areas, often close to the front line. Oblast and local authorities are actively coordinating efforts with the humanitarian community, assessing needs and addressing operational issues. Meanwhile, the UN, international NGOs and international organizations will help to strengthen the capacity of local organizations and governmental bodies while advocating for adherence to international humanitarian and human rights law.



**In 2024, the Ukraine Humanitarian Fund (UHF) continued its vital role in addressing the humanitarian needs of war-affected people across Ukraine, including those in hard-to-reach front-line areas.**

With the generous contributions from the humanitarian donor community, the UHF allocated \$162 million by November 2024 to respond to the most critical humanitarian needs, including winter response and essential evacuations. These allocations enabled operational partners to deliver prioritized, multisectoral assistance to the most vulnerable people, ensuring life-saving aid reached those in urgent need. In addition, in response to rapidly evolving humanitarian needs, the Humanitarian Coordinator approved the immediate release of \$3.8 million through the UHF as top-up funding in May 2024 to bolster evacuation operations in Kharkivska and Donetsk oblasts, facilitating the safe relocation of civilians from high-risk areas.

In line with its localization strategy, the UHF reaffirmed its commitment to fostering meaningful local partnerships by promoting participation, capacity-strengthening, and the duty-of-care for Ukrainian organizations, including national and local NGOs, civil society organizations, women's rights groups, organizations of people with disabilities and volunteer groups. These partners were instrumental in delivering principled last-mile assistance, particularly to the most vulnerable people in areas close to the front line. Of the total amount allocated through three allocations in 2024, 58 per cent of net funding was directed to national and local partners. This financial support not only enhanced the institutional capacity of local organizations but also improved the safety and security of aid workers. By November 2024, the UHF had increased the number of its eligible partners to 139 from 115 in 2023, of which 60 were Ukrainian organizations.

To facilitate a coordinated response to people living in hard-to-reach areas, humanitarian inter-agency convoys to hard-to-reach locations will continue as a critical modality in the response, complementing the response in areas where humanitarian partners have regular access.

Operational capacity in the occupied territories will depend on access negotiations. Clusters will maintain similar levels of planned reach to 2024, taking into consideration current levels of achievements. The WASH cluster has the highest planned reach due to its broad range of interventions that tend to benefit entire populations, including emergency repairs to water networks and district heating systems. The cluster conducted an in-depth needs analysis and mapping of partner capacity covering occupied raions where several organizations still plan to work through local stakeholders, even though reporting in 2024 has been constrained.

### **Access constraints and challenges**

Approaching the fourth year after the escalation of the war in Ukraine, humanitarian access challenges across the country continued to be dominated by security-related constraints, while the areas of Ukraine under occupation remained inaccessible for humanitarian actors' crossline operations despite ongoing efforts and engagements.

Air strikes damaging power infrastructure and other systems providing essential services, along with frequent threats from armed drones, pose significant challenges to the ability of humanitarian actors to assist affected people in areas of the country with the greatest needs. The most critical obstacles to humanitarian work are observed in the nine front-line oblasts<sup>91</sup> in the north-east, east and south. The high intensity of hostilities in these oblasts, changes of territorial control, and evolving tactics and weaponry further complicate life-saving humanitarian operations in front-line locations and the immediate vicinity.

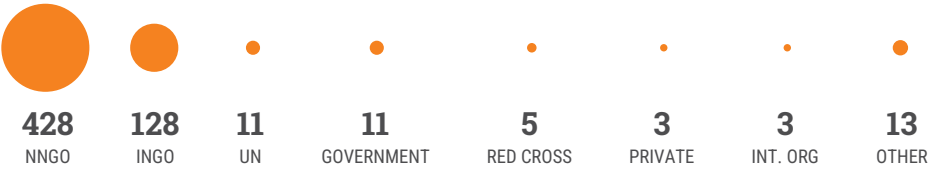
From January to October 2024, humanitarian workers reported 238 incidents impeding humanitarian access.<sup>92</sup> Of these, 95 involved violence against humanitarian personnel, facilities and assets, resulting in temporary suspension of crucial humanitarian activities. During this period, nine humanitarian workers were killed in the line of duty, with 40 injured, compared to 10 killed and 29 injured over the same period in 2023. Further deterioration of humanitarian access was observed in the front line in Donetsk and, to a lesser extent, Kharkivska oblasts because

Operational presence  
In 2025

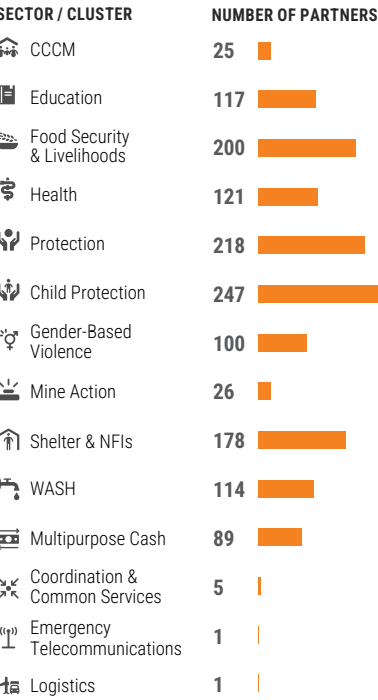


602

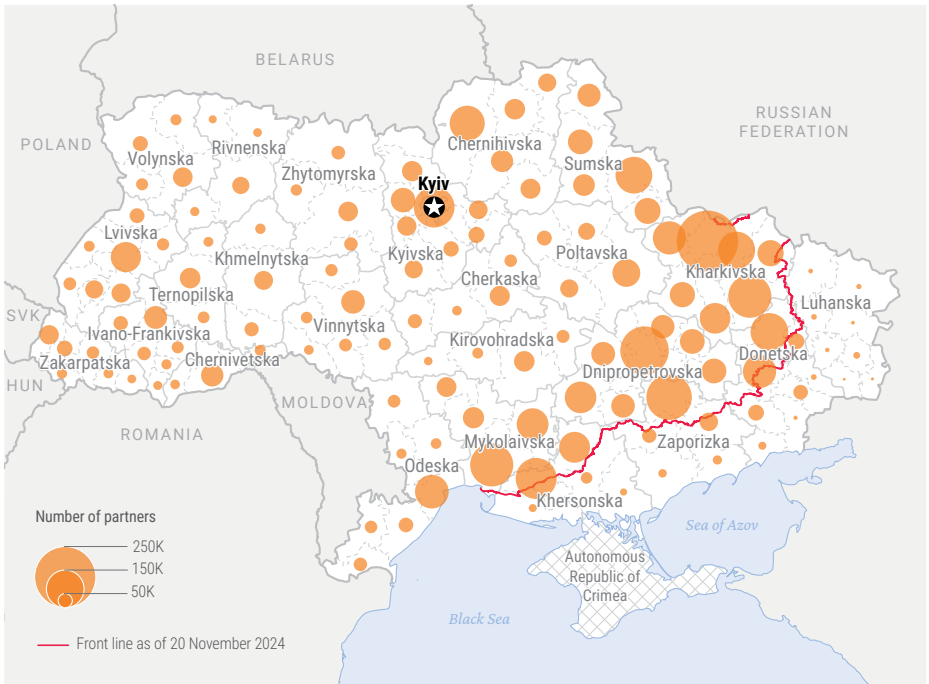
operational partners



Humanitarian partners  
by cluster and AoR



Humanitarian partners  
by raion

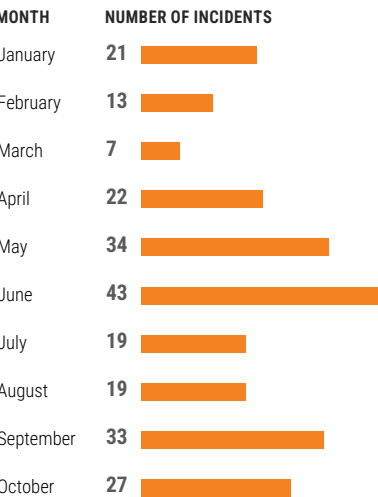


Access Incidents  
by month

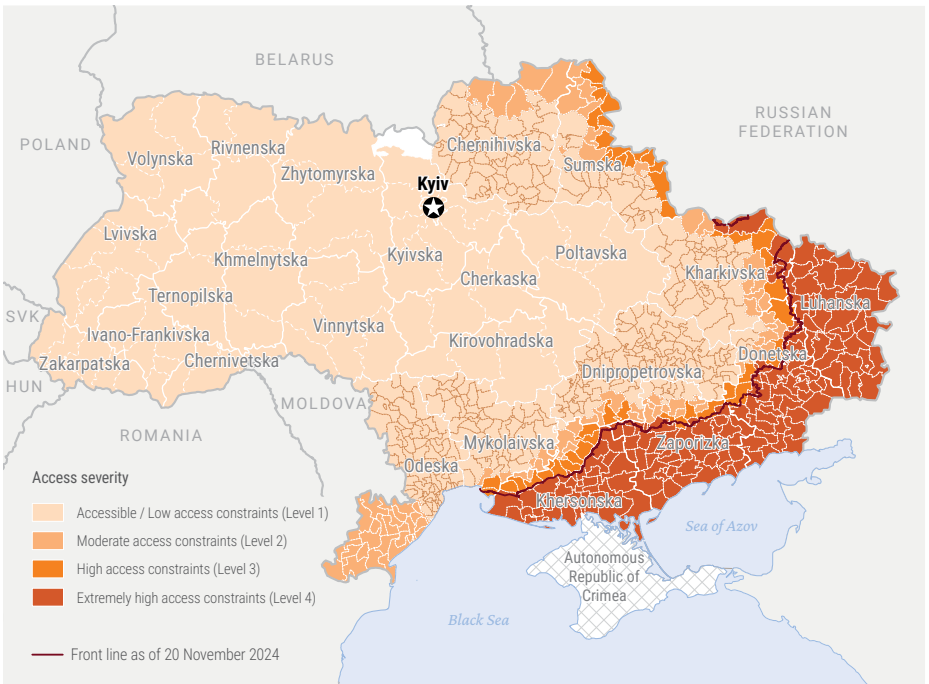


238

access incidents  
(Jan-Oct 2024)



Severity of humanitarian access constraints  
by hromada





of the advancement of the Russian Armed Forces. In the areas with no significant changes in the front line in 2024, the overall operational environment for humanitarian assistance is becoming more constrained due to growing risks associated with hostilities including air attacks and the widespread use of drones for reconnaissance and short-range attacks near the frontline. Areas in Khersonska, Zaporizka and Sumska oblasts have been particularly exposed to the above-mentioned risks. Collectively, the front-line oblasts accounted for 108 incidents associated with active hostilities impacting humanitarian organizations or staff.

The observed trends are likely to hold in 2025, with Donetsk and Kharkivska oblasts remaining the focus of ground operations, exposing those left in front-line areas to an escalating level of hostilities and hardship associated with the shifting frontline.

In 2024, humanitarian access became more stringent due to the introduction of permit systems

in Khersonska and (temporarily in) Donetsk oblasts. Both systems were put in place in response to high-profile incidents leading to casualties among humanitarian workers. Despite a few rare cases of access denials and delays, humanitarian operations in these areas continue through the UN-operated Humanitarian Notification System as the main channel, the permits systems (mostly used by local organizations) and bilateral contacts with the local authorities. More concerning is an anticipated growing reliance of both national and international humanitarian actors on local residents – volunteers, civilians and local authorities – to conduct last-mile deliveries in areas with the highest intensity of hostilities. Moreover, the destruction of civilian facilities has reduced the capacity to store and dispatch humanitarian relief in front-line oblasts, forcing organizations to adjust the size and frequency of aid convoys. Reduced manpower due to movements of people and military mobilization have limited the ability of humanitarian organizations – either directly or through their contractors – to maintain the required level and scope of operations.

#### **BILENKE VILLAGE, DONETSKA OBLAST, UKRAINE**

People whose homes were damaged by a Russian Armed Forces strike in the village of Bilenke, Donetsk Oblast, receive emergency recovery kits from the NGO Angels of Salvation Foundation in collaboration with UNHCR.

Photo: Angels of Salvation/Oleksii Gutnyk





Another challenge to humanitarian actors' operational effectiveness stems from the disruption of public utilities in the wake of Russian attacks on Ukraine's power infrastructure. The expected blackouts in the cold season of 2024-25 could become a major obstacle to the provision of humanitarian aid in the affected areas of Ukraine. While partners are in the process of bolstering operational continuity measures, the scale of the disruptions may surpass those previously observed in 2022-2023.

To overcome these challenges and ensure that the humanitarian community is well informed, the Humanitarian Access Working Group, co-chaired by the Norwegian Refugee Council and the UN Office for the Coordination of Humanitarian Affairs (OCHA), will continue to coordinate the monitoring of humanitarian access incidents.

Humanitarian response planning in areas under occupation by the Russian Federation considers the limited access and presence of partners, while focusing on critical needs for the most vulnerable, including children. Of the 12.7 million people in need of aid in Ukraine, at least 1 million live in the occupied territories. Aid workers have prioritized around 400,000 vulnerable people for assistance, and an estimated US\$80 million would be required to ensure life-saving support can be provided in these areas. Although the current blockade and impediments imposed by the Russian Federation makes assistance in this part of Ukraine highly unlikely, the humanitarian community will continue to explore all possible modalities for high level advocacy to access the occupied territories and enable a principled and scaled-up response to all populations in need.

## Coordination

Since 2022, Ukraine's humanitarian coordination architecture has expanded in response to evolving needs in order to maintain agility while ensuring people-centred, locally led responses. The Humanitarian Country Team (HCT), composed of UN agencies, and international and national NGOs, with Red Cross organizations and donors as observers, provides strategic guidance for implementing the Humanitarian Needs and Response Plan (HNRP).

It prioritizes safeguarding the centrality of protection, advocating for civilian safety, ensuring humanitarian access and facilitating resource mobilization. At the operational level, nine clusters, three Areas of Responsibility (AoRs) and the Cash Working Group (CWG) will continue to coordinate the response. Efforts will continue to strengthen linkages between national and subnational levels through the Inter-Cluster Coordination Group (ICCG) and Inter-Cluster Working Groups in the east and south.

A key initiative in 2024 was the piloting of area-based coordination (ABC) models at subnational level to promote decentralized coordination and enhance agility and efficiency in emergency response. In addition, efforts were taken to promote the inter- and intra-cluster deduplication of activities to improve efficiency and support resource mobilization. Efforts were also made to enhance inclusion of national and local organizations in strategic forums and advance gender considerations and disability inclusion in humanitarian action. General coordination meetings co-chaired by OCHA and regional authorities with the participation of various stakeholders at the sub-national level provide a forum for information-sharing on critical humanitarian issues. The Humanitarian Operations Planning Cell will continue to coordinate inter-agency convoys to deliver responses to hard-to-reach areas not covered by standard response activities in the east and south.

Local and national organizations, constituting 71 per cent of 2025 HNRP partners, have been critical in delivering efficient and dignified assistance to communities in need, delivering much of the response in areas close to the front line and supporting people fleeing hostilities. Localization of the response through national partners remains central to the humanitarian response in Ukraine and strengthening their role has been a priority for the HCT. Since 2023, the [Alliance of Ukrainian CSOs](#) has taken a leading role in advancing localization efforts, culminating in the development of a [localization strategy](#) endorsed by the HCT in May 2024. In 2025, the HCT will continue to provide sustained support towards a prioritized implementation of the strategy to strengthen and expand localization within Ukraine's humanitarian system.

## 2.6 Accountable, Inclusive and Quality Programming

### Accountability to affected people and people-centred response

In line with the HCT Centrality of Protection Strategy in Ukraine, partners will engage in two-way communication with affected men, women, boys and girls, older people and people with disabilities to uphold a people-centred approach and ensure that their programmes integrate the respective views and expectations of the affected people regarding response strategies and modalities. This includes improving the dissemination of information on rights and available government and humanitarian assistance and services, awareness-raising on the evacuation process, and the effective use of complaints and feedback mechanisms (CFMs) and hotlines.

As Ukraine is considered to be a highly digitalized society, the dissemination of information to affected communities by humanitarian actors is largely carried out through digital channels (Facebook, Twitter, Instagram, Chatbots, Telegram, Viber, SMS).

However, factors such as age and disability, levels of 'digital literacy', smartphone ownership and Internet connectivity (e.g. in rural areas, collective sites or in front-line areas), as well as the reliability of electricity due to power outages can significantly limit the reach of this vital form of assistance. Older people, people with disabilities and front-line communities in particular are left behind when options for providing information are limited or barriers to accessing information are not considered. Partners will explore all channels to reach and engage the affected people, ensuring their inclusion in the humanitarian response.

Two-way communication with affected people will be further reinforced by prioritizing inclusive programming through engagement with local CSOs, Internally Displaced People's Councils, organizations of people with disabilities and organizations of older people, LGBTIQ+ organizations, women rights organizations, Roma organizations and other forms of community-based platforms.

Hotlines are widely used by affected communities throughout Ukraine as the preferred means of communicating with humanitarian organizations. These are provided by humanitarian organizations, and local NGOs and CSOs, as well as by local and state authorities. They allow war-affected people to inquire

### Satisfaction with assistance received % households



**10,434**

households assessed

#### Assistance desired by households



**54%**

cash



**29%**

food



**34%**

healthcare



**9%**

livelihoods

#### Satisfaction rate

**4%**

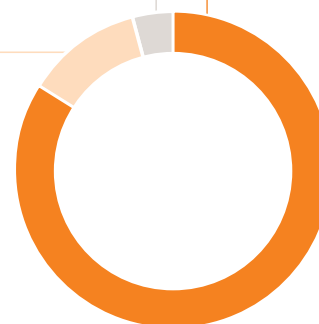
Not satisfied

**84%**

Satisfied

**12%**

Neither  
satisfied nor  
dissatisfied



Source: REACH. Multi-Sector Needs Assessment, 2024

registration for humanitarian aid, request support or information, obtain basic protection counselling or follow up on individual cash assistance. In 2025, a collaboration platform for hotline operators will be bolstered to enable coordinated messaging, capacity-building and psychosocial support initiatives for hotline operators.

Humanitarian actors will engage with affected communities regarding their rights to complain and provide feedback on the response. They will work to raise awareness of the use of complaint and feedback mechanisms and their confidentiality. Collaboration with local organizations and volunteer groups will be strengthened to solicit community feedback. It is also vital that humanitarian actors ensure that the feedback loop is closed, and that the confidentiality of the complainants is respected.

The Ukraine Accountability to Affected Populations Working Group (AAP WG) works across all sectors to coordinate information and messaging shared by humanitarian actors with people affected by the war. This includes providing capacity-building on AAP to humanitarian actors and addressing other accountability-related needs and issues that arise. The AAP WG can also provide guidance on how to strengthen two-way communication with communities and make use of CFMs, to help ensure that humanitarian response plans and funding proposals have more of an AAP focus.

## **Protection from sexual exploitation and abuse**

The war in Ukraine has intensified vulnerabilities, particularly among internally displaced people and marginalized communities. An estimated 2.5 million people are at high risk of sexual exploitation and abuse (SEA), particularly in rural or front-line areas.<sup>93</sup> The 2025 PSEA Network Action Plan focuses on a multi-pronged approach to prevention, response and coordination. It emphasizes community-based initiatives, government and civil society engagement and operationalizing community-based complaint mechanisms through identified community structures and community-led safe spaces to increase safe and comprehensive reporting and referral mechanisms.

The Action Plan prioritizes prevention through a community-based communications campaign and decentralized structures. In many rural and hard-to-reach areas, access to critical information remains limited, requiring stronger rights-based outreach efforts. The decentralized PSEA Network, now operational in Dnipro, Kharkiv, Lviv, Mykolaiv and Odesa, is essential for promoting localized engagement with vulnerable people.

Awareness-raising initiatives are central to prevention, but significant gaps remain. While 20 million people were reached by the PSEA Network in 2024, only 7 per cent of aid recipients reported effectively receiving SEA information. This highlights the need for more comprehensive community-driven communication and dissemination strategies. Insights from a [Ground Truth Solutions \(GTS\) report](#) on Ukraine shows that stigma, victim-blaming and disbelief regarding SEA are substantial barriers to reporting, with many people fearing retaliation or denial of access to humanitarian aid. Younger people (18–35 years) show greater willingness to report SEA, particularly to law enforcement, suggesting that prevention strategies should be tailored to specific demographic needs.

The 2025 PSEA Action Plan will expand specialized training for humanitarian workers operating close to the front line, including field coordinators, volunteers and hotline operators. These are often the first to encounter SEA cases and need to be equipped with the knowledge and tools to handle SEA allegations sensitively and uphold the confidentiality of survivors.

The GTS report underscores the need for continuous improvement of accessible and safe community feedback mechanisms tailored to local contexts. Community-based organizations, such as youth associations play a pivotal role in informing victim rights and enabling safe reporting. These mechanisms are designed to address barriers to reporting, especially for vulnerable groups like Roma, LGBTIQ+ people and people with disabilities. Moreover, integrating law enforcement into system-wide SEA reporting processes will enhance accountability and legal enforcement of PSEA while contributing to a rights-centred approach based on access to justice



for survivors. The decentralized PSEA Network, comprising over 200 members, enhances cross-sector collaboration with guidance from the HCT and the PSEA Steering Committee to monitor the progress of the Action Plan. As indicated in the 2023 PSEA Annual Risk Report,<sup>94</sup> effective system-wide coordination between humanitarian sectors (clusters), government institutions and CSOs is essential to operationalizing the 2025 PSEA Action Plan and the roll-out of the Victim Support and Assistance Protocol in a comprehensive, localized and coordinated manner. Engaging national human rights institutions and law enforcement ensures a rights-based approach to SEA prevention and response. This engagement aligns with broader accountability mechanisms and strengthens national efforts to prevent and address SEA complaints.

## Gender, age, disability and other diversities

Although not a determinant of vulnerability in isolation, gender can be an exacerbating factor in the severity of needs and vulnerabilities, particularly when combined with age, disability and household composition,<sup>95</sup> and more especially among other vulnerable groups, including Roma or other ethnic minorities,<sup>96</sup> LGBTIQ+ people<sup>97</sup> and people living with HIV+.<sup>98</sup>

Households with the highest needs are those with intersecting vulnerabilities such as women-only internally displaced households and women-only 60+ households.<sup>99</sup> These households encounter gendered barriers to accessing services, experience increased protection risks and have to grapple with pre-existing inequalities, which negatively affect their ability to cope with shocks. In front-line areas,<sup>100</sup> families with children or older people, people with disabilities and single female-headed households tend to have the most severe needs.<sup>101</sup>

Women across all age groups experience greater unemployment than men and rely more on humanitarian assistance.<sup>102</sup> The gender pension gap leaves older women more financially vulnerable than older men and more reliant on humanitarian assistance.<sup>103</sup> Shrinking social services, increases in single-parent households and displacement contribute to a growing need for unpaid care work, largely done

by women and adolescent girls. This limits women's ability to generate income and access humanitarian assistance, increasing the vulnerability of female-headed households.<sup>104</sup>

The mandatory military draft does not include women, who constitute only 7.3 per cent of the armed forces.<sup>105</sup> Higher rates of male enrolment and conscription mean men are more likely to be affected by direct exposure to hostilities and changes in conscription policy hinder men's access to humanitarian services, employment and their sense of safety.<sup>106</sup>

Disability is one of the key drivers of humanitarian needs for the people affected by the war in Ukraine.<sup>107</sup> Households with members with disabilities report severe needs,<sup>108</sup> limited access to humanitarian assistance, including lack of information<sup>109</sup> and increasing use of negative coping mechanisms.<sup>110</sup> Priority needs relate to livelihoods, health, protection and food.<sup>111</sup> Insufficient income and inflation have a compounding impact: people with disabilities are increasingly dependent on governmental social schemes, but the amounts they receive are too low to cover the growing needs. The health-care needs of households with members with disabilities are exacerbated by the high costs of medicine and treatment.<sup>112</sup> Children with disabilities and their caregivers face significant challenges such as physical and environmental barriers, limited access to essential services and discrimination that exacerbate their already vulnerable situation. Displacement disrupts access to specialized health care, education and assistive devices, causing stress for caregivers. In collective sites where many severely vulnerable households are currently residing, a high proportion of residents are persons with disabilities.<sup>113</sup> The existing institutional care system and the increased risk of institutionalization for older people and people with disabilities during crisis further increase protection concerns.

The Age and Disability Technical Working Group and organizations of people with disabilities will coordinate to ensure assistance is delivered in accordance with IASC principles and address the factors contributing to persons with disabilities remaining in front-line areas.

The war in Ukraine has exacerbated vulnerabilities of LGBTIQ+ communities who already encounter structural barriers to essential services. Stereotyping, stigmatization, discrimination and lack of recognition from service providers often lead to exclusion from shelter, health care, legal support, case management and other services. This is further complicated by the fear of disclosing sexual orientation or gender identity, making LGBTIQ+ people hesitant to seek assistance. Compounding barriers such as the lack of accessible services, including documentation for same-sex families and transgender people, leave many of them without protection and crucial resources. Furthermore, LGBTIQ+ communities are frequently underrepresented in needs assessments, impeding accurate data collection and response planning to better address their specific needs.

The 2025 HNRP prioritizes addressing existing barriers to humanitarian assistance, enhancing access to information and raising awareness among stakeholders. Accessibility of interventions is at the centre, in adherence with current Ukrainian legislation.<sup>114</sup>

### **Integrated approach to Mental Health and Psychosocial Support (MHPSS)**

Beyond the physical destruction, the prolonged war has exposed millions to trauma and psychological distress due to constant uncertainty, fear of attacks and grave protection risks. In 2025, special emphasis will be placed on integrating MHPSS across humanitarian work to address the widespread and increasing trauma inflicted by the ongoing war. The primary focus will be on strengthening coordination of MHPSS activities implemented by actors involved in education, health and protection, including child protection services and the response to gender-based violence. Collaborative efforts such as a joint reporting framework, improved, coordinated referral systems and information-sharing,

including on MHPSS response monitoring, will be strengthened to provide quality, safe and inclusive MHPSS services to affected people, while identifying gaps and avoiding duplication (for non-specialized services) and fragmentation of the response.

Community-based approaches and the use of focal points will help to facilitate referrals between different sectors. Intersectoral collaboration at the community level between concerned humanitarian actors and government structures will be fostered, while linking to the wider MHPSS coordination structures led by the Government. The [MHPSS Technical Working Group](#) will engage health, education and protection partners, including those involved in child protection and GBV, to provide technical guidance on implementation of MHPSS activities, ensuring affected people receive the services they need, in line with the multi-layered [IASC MHPSS intervention pyramid](#). This approach will help to maximize the outcomes of services provided across humanitarian action. A holistic approach to MHPSS interventions will be utilized by agreeing on technical aspects, unified standards, reporting mechanisms and, when possible, joint project vetting, as well as linking humanitarian response to long-term development priorities led by the Government.

## 2.7 Cost of the Response

**In 2025 the humanitarian community will require US\$2.63 billion to provide multisectoral humanitarian assistance to 6 million people in Ukraine in 2025.** A major component of this is the provision of food security and livelihoods support (23 per cent). Given the destruction of critical infrastructure and housing, shelter needs are the second highest cost of the response (21 per cent), followed by multipurpose cash assistance (16 per cent) and WASH (14 per cent).

### Costing methodology

Clusters determined the cost of activities, taking into consideration differences in response modalities, population groups and geographic areas, as well as inflation. Sector-specific costing methodology details are provided in the cluster sections below. The clusters have defined 97 activities, of which around 80 per cent use people as the unit of measurement; other units include households, sites and assessments among others. The total cost of each activity is based on an estimated average unit cost that is multiplied by the estimated number of required units, which is guided by the number of people in need. The total financial requirement of this HNRP is the combined total of the activity costs, including the costs of associated common services provided by the Emergency Telecommunications and Logistics clusters, and Coordination and Common Services.

The 2025 HNRP retains the activity-based costing approach applied in the 2024 HNRP and the 2023 HRP. Selected activities were aligned to the identified needs, as governed by the boundaries and objectives established in the HNRP, with each activity relating to one cluster objective under a respective strategic objective. The characteristics of the response modalities were also defined, including in-kind, service, cash or voucher assistance.

To ensure activities are aligned with priority needs, the 2025 costing approach in Ukraine included the preparation of an activity-based response framework (refer to the annex, '[Activity-Based Response Framework and Monitoring Plan](#)'). This framework will support improved coordination as it aligns activities to both strategic and

cluster objectives, and defines the multi-sector approach for the delivery of interventions.

### Cost effectiveness

The 2025 HNRP is based on stringent prioritization to achieve both efficiency and cost-effectiveness in addressing the most pressing humanitarian needs. By focusing on the most urgent needs and avoiding duplication, the HNRP enhances operational synergy. Multisectoral interventions and cash-based programming are prioritized, offering flexible, cost-efficient solutions tailored to people's needs while reducing logistical expenses. Deduplication efforts via Building Blocks – a platform used to coordinate humanitarian efforts and collective assistance – are ongoing to prevent overlap between MPC, sectoral CVA for food and in-kind modalities for areas covered by the Minimum Expenditure Baskets (MEBs). Since January 2024, 65 MPCA partners have collectively utilized Building Blocks to prevent \$180 million in unintended overlaps. Strategic prioritization also streamlines coordination among stakeholders, ensuring resources are directed to front-line and hard-to-reach areas where they are most needed. Regular monitoring and data-driven adjustments ensure that resources remain aligned with evolving needs, reinforcing the HNRP's focus on prioritized, effective delivery.

### Changes in the cost of operating

The estimated funding requirement for 2025 is approximately 15 per cent lower than the 2024 requirement of \$3.1 billion. However, this reduction is not proportional to the decrease in the number of people to be assisted, as inflation and rising operational costs have led to an increase in the cost-per-person in some areas of work, especially in food security and livelihoods, shelter and non-food items, and support to collective sites, as well as gender-based violence and Mine Action services. For support to collective sites, the cost-per-person rose by 139 per cent compared to 2024 due to an increase in the number of vulnerable people that partners aim to reach with specific activities, such as winter support and site monitoring, which was not adequately prioritized in 2024, and the introduction of new activities for winter response in collective sites in 2025. For Mine Action, a 38 per cent rise in cost-per-person is reported, while food assistance has seen a 30 per cent increase. The Shelter/NFI Cluster has recorded a 19 per cent increase and for GBV related actions a 14 per cent rise is reported.

## 2.8 Multipurpose Cash and Cash and Voucher Assistance Overview

In 2025, the response will continue to prioritize the use of cash and voucher assistance (CVA) in alignment with Grand Bargain commitments and affected people's preferences. This includes systematic consideration of multisectoral approaches (MPC) to allow people to meet their basic needs, wherever feasible and appropriate.

Ukraine remains a conducive environment for CVA, including through its digital landscape. Markets are largely accessible and functional, particularly in government-controlled areas. Essential items such as food and hygiene products remain widely available to around 97 per cent of customers in assessed areas. However, some areas near the front line in Donetsk, Kherson, Mykolaiv and Kharkiv oblasts report shortages or a reliance on online shopping and delivery. In the areas occupied by the Russian Federation, CVA continues using remote implementation practices due to limited access and banking system functionality.

A broad range of financial service providers remain, with a robust banking system serving as the main cash delivery mechanism. Improved accessibility was reported in assessed areas, including front-line locations: bank branches (63 per cent), ATMs (85 per cent) and postal service (64 per cent). Accepted payment modalities remain unchanged year-on-year: cash (100 per cent), credit cards (94-96 per cent), debit cards (75-82 per cent) and mobile apps (60-67 per cent).<sup>115</sup>

As of November 2024, inflation stands at 11.2 per cent,<sup>116</sup> against a backdrop of poor harvests due to adverse weather conditions, increase in production costs (energy and labour) and the depreciation of the hryvnia. There are particular concerns about the higher cost of products in rural

areas – up by 8 per cent. Inflation may continue, driven by higher taxes and winter energy costs, before it falls in spring 2025.<sup>117</sup> Affordability remains the main financial barrier to accessing goods for 62 per cent of customers.<sup>118</sup>

### Placing people at the centre

Despite the enabling environment, the use of CVA fell to 22 per cent of the total response in Ukraine in 2024, dropping below the global average.<sup>119</sup> This is part of a continuing downward trend: from 42 per cent in 2022 to 32 per cent in 2023. This is despite the systematic preference for CVA among affected people consulted<sup>120</sup> across all vulnerable population groups and regions, including front-line areas. A strategic cash review called for by the Humanitarian Coordinator (2023) stressed the need to reverse this trend by ensuring evidence-based decision-making. The humanitarian and donor community remain committed to an accountable and effective response driven by the preferences of affected people.<sup>121</sup> In 2025, the Humanitarian Country Team is also committed to reducing the fragmentation of basic needs assistance, ensuring greater efficiency and accountability in addressing essential needs and allowing increased complementarity between MPC and sectoral CVA outside of basic needs, in line with the 2024 Donor Cash Messages on Cash Assistance in Ukraine.<sup>122</sup>

### CVA Overview

**In 2025, \$1.07 billion (or 39 per cent of HNRP requirements) is expected to be delivered through CVA across 23 activities.** In addition to MPC, large components will support housing and utility objectives, including during the winter period. Substantial use of CVA is also planned in livelihood programming and under other food security, protection and health activities.

The Cash Working Group, co-chaired by OCHA, ACTED and the Ukrainian Red Cross Society is coordinating MPC and supporting the development of quality sectoral CVA programming, while ensuring intersectoral coherence. Since 2014, the CWG has been supporting clusters in mainstreaming CVA-sensitive frameworks and tools – including cash transfer designs (amounts, frequencies, delivery methods),



and effective targeting and monitoring practices – into sectoral responses outside the Minimum Expenditure Basket (MEB) to ensure flexible and responsive CVA tailored to the diverse needs and preferences of affected people. This includes supporting intersectoral feasibility studies and market assessments to inform the evidence-based selection of response modalities. The CWG is also committed to partnering with clusters to develop complementary packages and approaches that couple MPC with sector-specific assistance, such as livelihoods and winterization. This integrated approach ensures that both basic and specific needs are met while minimizing the risk of households (mis-) using their sectoral inputs or underselling assets.

### **Multipurpose Cash Assistance**

In 2025, MPC will remain the main entry point for covering basic needs, where feasible. MPC offers people flexibility and dignity in covering their basic needs while protecting livelihoods and supporting local economies. It facilitates social cohesion, encourages inclusion and reduces protection risks associated with the use of negative coping strategies.

In 2024, post-distribution findings indicated an increase in the multisectoral impact of assistance, with 59.4 per cent of people who received MPC reporting being able to cover all or most of their basic needs (against 57.2 per cent in 2023 and 48.8 per cent in 2022). MPC's ability to meet sectoral outcomes also increased in 2024 following the revision of the MPC transfer value to UAH 3,600 per person per month. Following distribution, people assisted were able to cover 74.6 per cent of food needs, 72.6 per cent of hygiene items, 63 per cent of household non-food items, 67.5 per cent of clothing, 76 per cent of housing and utility costs and 68.2 per cent of health-care needs.

MPC partners plan to assist 1.4 million people with \$410 million in 2025. They will prioritize two multisectoral approaches that will contribute to both of the HNRP's strategic objectives:

**1. Rapid MPC:** This response is designed to quickly address the critical and life-saving basic needs of highly vulnerable households living within 20 km of the front line or impacted by the onset of a crisis-related

triggered event (for up to 30 days). The rapid MPC response aims to manage unexpected increases in household expenditures and potential income losses due to sudden shocks, including military-related events (shelling, missile strikes and other types of attacks impacting civilians; and the impacts of human-made war-triggered disasters, including floods and widespread fires) and mandatory evacuation orders. In 2024, building on lessons learned from shock/triggered events such as sudden shelling and evacuations, the CWG improved its Emergency MPC Guidelines,<sup>123</sup> implementing emergency rotation mechanisms at city and oblast levels to ensure adapted, efficient and accountable coordination mechanisms, and procedures are in place during such events.

**2. MPC:** This response supports war-affected vulnerable households in addressing basic needs, taking into account, among other things, socioeconomic vulnerabilities. As opposed to rapid MPC, the MPC response is not limited to the front line or a particular triggered event. It remains the principal response for supporting vulnerable households affected by the ongoing war to meet their basic needs. It can also be part of complementary packages and strategies that combine MPC with sector-specific support, such as livelihoods, winter assistance and protection. This response will be considered when households are unable to meet recurrent basic needs – while emphasizing the link to an exit strategy in collaboration with [PeReHid](#).<sup>124</sup>

### **Linking with social protection**

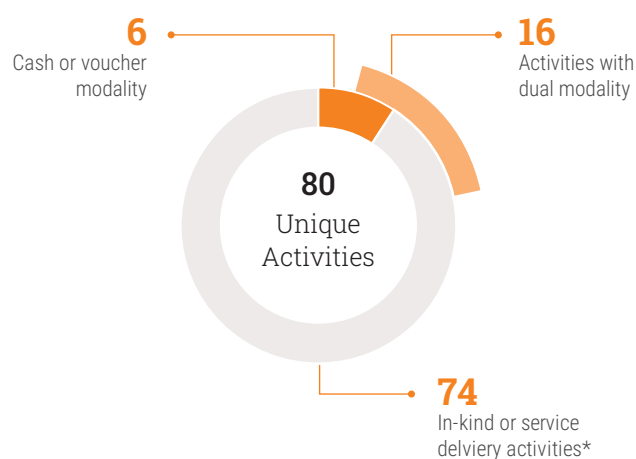
Despite the ongoing conflict and economic uncertainty, Ukraine has a functioning and robust national social protection system that annually disburses \$12 billion of assistance, with widespread vital coverage of vulnerable people through programmes like the Guaranteed Minimum Income (GMI), Housing and Utilities Subsidy (HUS) and cash assistance for Internally Displaced Persons, among others. Seventy-three per cent of people benefit directly or indirectly from at least one social benefit, especially older people, people with disabilities, large families, war victims and veterans.<sup>125</sup>

While fiscal constraints and inefficiencies hinder the effectiveness of the social protection system, the Ukrainian Government has remained committed to sustaining and improving its framework. Efforts are focused on enhancing the system's resilience by making it more adaptive to ongoing shocks, such as the war, and better equipped to respond to the changing needs of vulnerable people. As of 2024, the system is undergoing reforms, with support from development donors, aimed at improving coverage, efficiency and responsiveness to the crisis. In this context, the CVA response will strive to align with government systems, following the '*reinforce and do not replace*' principle.<sup>126</sup> This includes enhancing a social protection lens in humanitarian cash programming, focusing on prioritization, transfer value determination and delivery time frames that leverage existing government registries and systems. To pave the way for the transition into the social protection system as an exit strategy from humanitarian CVA, when feasible and relevant, aid recipients should be enrolled into pertinent government programmes following screening for eligibility and enrolment and based on protection and do-no-harm considerations. Recipient should also be provided with information, legal support, case management and referrals (with informed and voluntary consent).

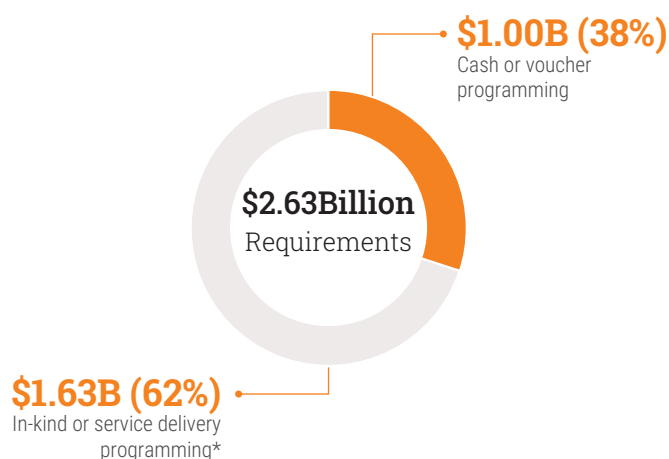
Since 2022, actors in Ukraine have engaged with government entities to develop humanitarian CVA

designs that support the horizontal or vertical expansion of relevant government programmes to provide cash transfers to vulnerable groups, transitioning from stand-alone humanitarian support towards government-led shock-responsive mechanisms wherever appropriate and feasible. This approach (used in Somalia, Armenia, Kenya, Pakistan, etc.),<sup>127</sup> is based on the idea that the use of existing systems reduces transaction costs and lead times (Ethiopia, Philippines),<sup>128</sup> and complements identified gaps in shock-responsive social assistance programmes by leveraging national systems to identify recipients and enable rapid cash transfer delivery in areas directly affected by war-related shocks. Such activities will continue in 2025, in line with recommendations from the *PeReHID Initiative* and the *Donor Cash Messages*, to cover groups directly affected by war-related shocks (forced displacement, critical humanitarian needs, damaged or destroyed housing, war-acquired disability and winter). They will be aligned with the 2025 HNRP Strategic Objectives and severities of need, and comply with applicable cluster (for sectoral programming) or CWG (for multisectoral) standards for targeting, transfer-value thresholds and adherence to humanitarian principles.

## Cash programming 2025



\* Does not include CCS, ETC or Logistics.



## 2.9 Monitoring

In 2025, humanitarian partners in Ukraine will continue to monitor and measure progress against the strategic and sectoral objectives of this HNRP to ensure that assistance reaches the most vulnerable people in a timely, effective and principled manner. The monitoring framework is structured around three core components: situational needs and risks, response and funding, and inclusiveness of humanitarian programming.

### Situational needs and risks

The major multi-sector assessments, surveys and monitoring activities that have informed the 2024 analysis of needs will continue to support the monitoring of the context, shocks and impacts in 2025, and will be brought together under the following thematic areas.

#### Situation in front-line areas

- IOM will conduct front-line monitoring through the Flow Monitoring Assessment and the Frontline Population Baseline Assessment to monitor population flows and identify priority needs in settlements within 25 kilometres of the front line.
- IOM, in partnership with REACH, will carry out trigger-based Rapid Needs Assessments, developed in coordination with the ICCG, to assess the numbers and needs of people affected by escalations in conflict or disasters.
- REACH will continue to conduct its Humanitarian Situation Monitoring (HSM) to assess the needs and vulnerabilities of settlements in areas up to 100 kilometres from the front line or Ukraine-Russian border.
- OCHA will continue to track changes in the front line, intensity of hostilities, humanitarian access and the delivery of humanitarian assistance, which will be brought together under the Front-line Situational Monitoring platform, along with the IOM and REACH outputs as listed above.

### Changing needs

- REACH plans to conduct the annual Multi-Sector Needs Assessment (MSNA), in collaboration with WFP for inaccessible areas, and will continue the complementary HSM Calibration round, the Joint Market Monitoring Initiative, the Infrastructure Damage Assessments and Impact Analyses, and the Hazardous Events Monitoring Initiative, implemented in partnership with the Zoi Environment Network.
- The Food Security and Livelihoods Cluster will continue to rely on WFP's Hunger Monitoring Mechanism to track food consumption patterns and resulting negative coping mechanisms.

### Displacement of people

- IOM will continue to monitor the presence and movements of de facto internally displaced people and returnees at the oblast level through the General Population Survey (GPS), assess the presence of registered internally displaced people through the Area Baseline Assessment and track high-priority humanitarian needs, along with changes in these needs, through the Mobility and Needs Assessment.
- The Camp Coordination and Camp Management (CCCM) Cluster will continue its Collective Site Monitoring, in collaboration with REACH, the United Nations High Commission for Refugees (UNHCR) and the cluster partners to inform on critical needs and priorities for multisectoral response in collective sites.
- IOM will carry out the Conditions of Returns Assessment to provide multisector location-level analysis and actionable insights on the conditions and sustainability of returns.

### Protection

- The Protection Cluster will monitor the protection environment at community level through the revamped Protection Monitoring Tool, with rapid assessment facility centred in the front-line oblasts. The tool, complementing UNHCR's nationwide biannual protection survey, will maintain flexibility to more dynamically reflect key risks, vulnerable groups, coping mechanisms and access to services, relevant for both humanitarian and development operational and strategic decision-making.

## Winter

- Ahead of the winter season, REACH plans to conduct a Cold Spots Risk Assessment to help identify areas where cold temperatures intersect with socioeconomic vulnerabilities and high levels of humanitarian needs, drawing upon available secondary data.
- IOM through the GPS will also include a thematic module on winterization to further assess the seasonal needs.
- The 2024/2025 Winter Risk Assessment conducted by the World Health Organization (WHO) focuses on cold temperatures as a hazard based on historical weather data (this risk assessment is not a forecast predicting weather trends for the 2024–2025 winter season), vulnerable populations at high risk of public health impacts, health service access and delivery, and the practical actions that could be taken to reduce the risk of adverse health-related outcomes due to severe cold.

All assessment and monitoring initiatives, including those mentioned above, will be made available through the Ukraine Assessment Registry.

## Response and funding

The monitoring framework will help track the progress of humanitarian assistance against the planned reach of the 2025 HNRP and provide insights to course-correct for critical gaps and priority needs. The bespoke activity-based reporting platform, which offers integrated modules for planning and response monitoring, will enable clusters to track humanitarian interventions against the response targets and objectives, disaggregated by geographic area as well as by sex, age and disability.

The reporting platform aims to inform routine sectoral and intersectoral analyses to identify critical response gaps and will be complemented with real-time, online interactive dashboards to report on operational presence through “Who Does What, Where, When and for Whom” (5Ws) and the ongoing delivery of humanitarian activities. Cluster inputs will be collated into monthly snapshots and periodic monitoring reports on the implementation of the 2025 HNRP.

Monitoring data will be made publicly available on the ‘[ReliefWeb Response](#)’ website and complement cluster-specific products including digital situation reports, maps and interactive dashboards. Refer to the annex, ‘[Activity-Based Response Framework and Monitoring Plan](#)’, for the list of monitoring indicators and sex, age and disability breakdowns.

In 2025, humanitarian actors will continue to strengthen the accuracy and timeliness of funding monitoring through better tagging of partner projects in planning frameworks and funding tools, as reflected on the [Financial Tracking System \(FTS\)](#) website. The HCT and ICCG, implementing partners, donors and headquarters-based mechanisms, will continue to monitor funding flows through FTS to advocate for and mobilize resources to close funding gaps and enable partner response to meet humanitarian needs. For the unit-based costing approach, the ICCG will establish a mechanism to provide a forward-looking view of planned interventions but also assist in the monitoring of funding gaps.

## Monitoring cross-cutting issues and inclusiveness of humanitarian programming

Humanitarian organizations contributing to the 2025 HNRP commit to the humanitarian principles and quality criteria requirements set out globally and in this HNRP. This includes aligning with global and national guidelines for humanitarian programming, such as inclusion of communities and rights-based organizations in project design and decision-making, evidence-based planning, and timely, inclusive monitoring during project implementation. To this effect, partners will use a tailored Gender and Age Marker for the activity-based approach, disability-inclusive programming, the centrality of protection and inclusion of AAP to ensure high quality programming. When possible, data and analysis will be disaggregated by sex, age and disability. Humanitarian actors will monitor the quality, quantity and timeliness of the response with their partners through regular analysis of the complaints and feedback received, post-distribution monitoring, regular programme monitoring visits, spot-checks, focus group discussions and other monitoring activities.



# Part 3:

## Sector Needs and Response

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### **LUCH VILLAGE, MYKOLAYIVSKA OBLAST, UKRAINE**

Svitlana, the community leader of Luch Village in the front-line Mykolaivska Oblast, stands amidst the ruins of a destroyed house. She recalls the immense relief she felt when a mother and daughter living there were rescued from the rubble. Sadly, the building is beyond restoration.

Photo: OCHA/Yurii Veres







## 3.1 Camp Coordination and Camp Management

PEOPLE IN NEED

149K

PLANNED REACH

79K

PARTNERS

25

ACTIVITIES

10

REQUIREMENTS (US\$)

\$20.4M

### Summary of needs

In 2025, an estimated 149,000 internally displaced people<sup>129</sup> in collective sites will need Camp Coordination and Camp Management (CCCM) services. By mid-2024, around 79,000 internally displaced people with complex needs and without alternative temporary accommodation resided in nearly 1,800 collective sites across 24 oblasts. This represents about 2 per cent of all internally displaced people. Most sites host long-term residents, with 79 per cent of internally displaced people staying for over 17 months. An increasing number of sites (46 per cent) are receiving new arrivals, including evacuees. In 2024, demand on transit centres increased, with more than 25,000 evacuees passing through and seeking services. These centres, managed by local authorities with support from CCCM partners, serve as hubs for temporary accommodation for evacuees in transit to final destinations.

Collective site residents are among the most vulnerable internally displaced people in Ukraine, requiring critical services tailored to meet their specific needs and ensure their safety and well-being. Overall, 64 per cent of collective site residents are female. Women experience a higher incidence of poverty and mental health challenges and are more frequently responsible for caregiving, including for older relatives and those with disabilities.<sup>130</sup> They are also usually heads of single-parent households (97 per cent).

Most collective sites were originally designed as dormitories, schools or health centres. They are unsuitable for long-term residence and often ill-equipped to meet the complex needs of vulnerable internally displaced people. Despite the efforts of CCCM partners and the Ukrainian Government to improve living conditions in the collective sites since the full-scale invasion, notable gaps remain, especially in accessible infrastructure – 75 per cent of sites lack accessible WASH facilities and 62 per cent of bomb shelters are not accessible for people with disabilities. As of mid-2024, the sites met 71 per cent of the minimum standards set by legislation passed in September 2023. Material assistance needs are especially high in sites receiving newly displaced or evacuated people, highlighting the need for flexible rapid response to deliver essential items such as beds, bedding and kitchen equipment, and conduct basic repairs and maintenance to ensure the safety and dignity of residents. Winterization remains a concern, with a critical need for winter-related repairs, heating appliances and fuel in about one quarter of sites ahead of the 2024-2025 winter season.<sup>131</sup>

### Response strategy

In 2025, the CCCM Cluster will continue to support the Government of Ukraine and local authorities to ensure critical assistance and minimum living standards are maintained in collective and transit sites, with a focus on the most vulnerable residents. While maintaining an emergency response capacity countrywide, the Cluster will prioritize regular programming in the front-line oblasts in the east and south, and scale down the ‘full package’ of CCCM activities in the west and centre during the year. Site Management Support (SMS) teams and monitoring systems will enable intersectoral referrals and response, with a focus on inclusive access to critical services and linking site residents with more appropriate accommodation options where possible.

### Targeting and prioritization

In 2025, CCCM partners aim to reach 78,913 internally displaced people (64 per cent women, 20 per cent children, 29 per cent older people and 39 per cent people with disabilities) across 1,600 prioritized

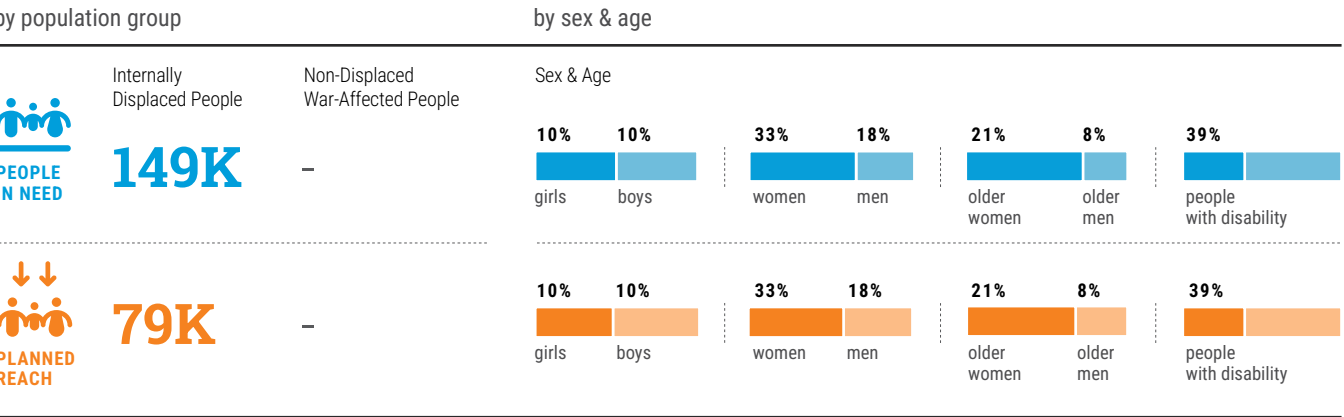
**collective sites.** The CCCM Cluster will prioritize the full package of activities in the front-line oblasts in the east and south while gradually scaling down in the west and centre, where it will prioritize support for responsible site closure and consolidation, with the expectation that development actors will support local authorities to carry forward operations in “sites with longevity”. The emphasis will be on emergency preparedness and response capacity to meet the immediate needs of newly displaced and evacuated people passing through transit centres and arriving in collective sites.

The CCCM Cluster takes a people-centred approach to prioritization that considers the safety and dignity of living conditions and level of vulnerability of residents. Prioritization of sites for humanitarian intervention under Cluster Objectives 1 and 2 are based on the status of the site (official vs unofficial), whether they are actively receiving new arrivals, number of people hosted, location and access to services, and likelihood to remain operational. Sites that are identified for imminent closure are prioritized under Cluster Objective 3 to support alternative solutions and responsible site closure.

Cost of response

**In 2025, the CCCM Cluster will require US\$20.4 million to implement its response plan.** The Cluster’s refined methodology has led to more precise and evidence-based targets, reflecting realistic activity levels. While the overall planned reach has decreased from 2024, activity-level targets have risen, particularly for care and maintenance (in-kind and cash) and support for safe and participatory site management to align with current needs and vulnerabilities, especially in the context of increased evacuations. Winterization also remains a priority in the response. Despite this, operational cost efficiencies are seen in the reduced budgets for site monitoring, referrals and community-led activities, reflecting better alignment with the actual number of sites covered. The 2025 budget includes winterization and is adjusted for cost-effectiveness.

People in need and planned reach breakdown





## 3.2 Education

PEOPLE IN NEED		PLANNED REACH
1.6M		0.8M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
117	7	\$84.6M

### Summary of needs

The war in Ukraine continues to threaten the right to education for an estimated 1.6 million children,<sup>132</sup> including children with disabilities. In 2024, intensified missile attacks disrupted learning for one-third of boys and girls nationwide, while displacement impeded the education of 14 per cent of children.<sup>133</sup> Access to in-person education remains particularly challenging in the areas close to the front line and along the border with the Russian Federation. About 70 per cent of children in the east and 30 per cent in the south continue to rely on remote learning, with displaced children three times more likely to attend school online than non-displaced children.<sup>134</sup> Based on the Education Cluster’s data, 80 per cent of internally displaced children in the west also continue learning online, with nearly all children in collective sites learning entirely online.

The impact of the war on children’s emotional and psychological well-being and their motivation to learn has contributed to a decline in learning,<sup>135</sup> while psychological distress and digital fatigue have contributed to non-attendance.<sup>136</sup> The war has also affected educators, with 80 per cent of teachers reporting feeling stressed or anxious about work and unsafe at or while travelling to work. Eighty-two per cent of the teaching force in Ukraine are women, which adds to their cross-sectoral vulnerabilities.

Since the escalation of the war in February 2022, nearly 3,600 educational institutions, including 2,000 schools, have been damaged, with 371 facilities totally destroyed, according to the Government of Ukraine.<sup>137</sup> Damage to educational infrastructure continues to occur, outpacing the level of repairs due to ongoing attacks. Poorly equipped and congested shelters in schools and pre-schools across the country are major barriers to return to in-person learning, especially in front-line and border oblasts.

There have been declines in educational outcomes, with children across eastern and northern regions, as well as pupils in rural areas, lagging behind their peers.<sup>138</sup> Furthermore, time spent on learning is affected by an increase in care work for girls, and engagement in small repairs, home maintenance and farming activities for boys in rural areas.

### Response strategy

In 2025, Education Cluster partners will provide access to quality education in safe, inclusive environments through offline (in-person), online and blended learning modalities for war-affected children and teachers by adapting learning and teaching modalities in the prioritized oblasts, based on the prevailing security and safety conditions.

MHPSS and GBV risk mitigation will be integrated into the response in coordination with the MHPSS Technical Working Group, the Child Protection and GBV AoRs, and the Health Cluster. Emergency repair and rehabilitation activities will be coordinated with Shelter/NFI and WASH clusters.

Response modalities include in-kind, service delivery and cash assistance. In-kind activities include the provision of essential learning materials and individual learning kits, while cash and in-kind mechanisms will provide institutional kits (including shelter kits, ECCD kits, recreational kits) to schools and kindergartens.



## Targeting and prioritization

**In 2025, the Education Cluster aims to assist 830,000 children and teachers (771,700 children and 58,300 teachers), representing 51 per cent of the 1.6 million people in need.** The Cluster adopts a needs-based prioritization based on severity of needs, resources, capacity of partners, achievements in 2024 and access. The response will complement the Ministry of Education and Science's (MoES) School Offline Policy and the ongoing efforts of programmes such as Education Cannot Wait and Global Partnership for Education. Seventy-four per cent of the children and teachers to be assisted are in raions with the highest intersectoral severity of needs (phases 4 and 5). In raions with level 3 intersectoral needs, only those with high concentrations of vulnerable internally displaced people are prioritized for MHPSS as a life-saving activity. Additionally, a small number of children will be supported with online MHPSS and catch-up services in the areas occupied by the Russian Federation, where there are no other means of engagement.

In 2025, the Cluster will focus on life-saving Education in Emergency activities while enabling complementary access to education services in alignment with efforts by the MoES, to avoid duplication and enhance access to education. The Cluster has adjusted its activities as the MoES is now working to prioritize offline learning while supporting light repairs for bomb shelters and providing devices for online learning. As a result, the Cluster significantly reduced activities related to bomb shelter repairs (from 830,000 planned reach in 2024 to 40,000 in 2025) and the provision of equipment and kits (from 830,000 planned reach in 2024 to 118,000 in 2025). However, the Cluster will continue to support light repairs of bomb shelters and the provision of equipment for rural schools and kindergartens in raions classified as severity levels 4 and 5, which are excluded from government programmes. Additionally, the Cluster will prioritize MHPSS and access to education where Government support is limited.

### MYKOLAIVSKA OBLAST, UKRAINE

In a town in Mykolaivska Oblast, a reconstructed kindergarten shelter now provides 200 children with a safe, fully equipped space for learning during frequent air alerts.

Photo: DRC Ukraine/Svitlana Koval



Cost of response

In 2025, the Education Cluster will require an estimated \$84 million to implement its response plan.

Costs-per-child-per-activity were derived from the costing exercise conducted by the Education Cluster in September 2024. Estimated costs for each activity considered response modalities (online, offline, mobile brigades), humanitarian access and other factors (e.g. additional costs for targeting children with disabilities).

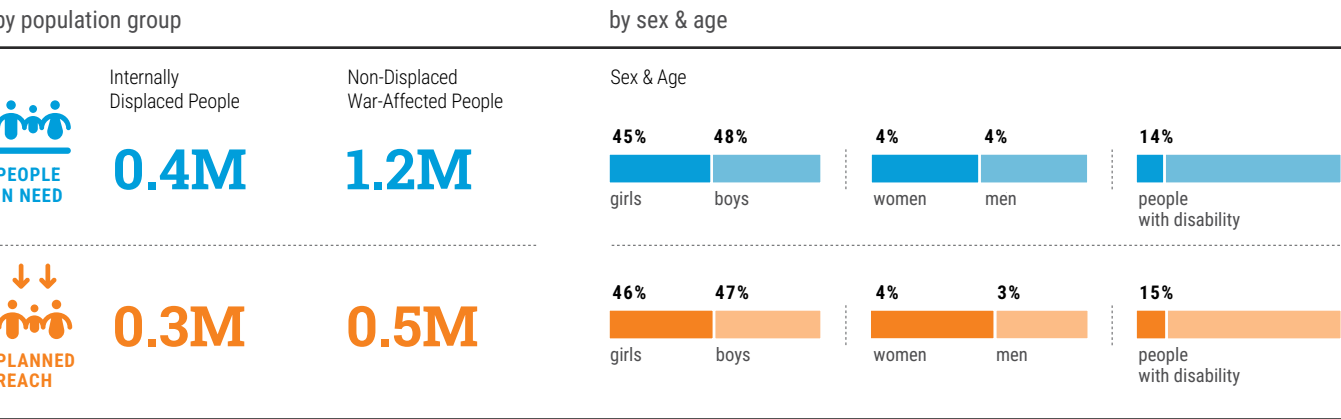
The average cost-per-person is projected to be \$101.97 per child. The three main drivers of the cost, accounting for a significant portion of the budget, are:

- 1. Provision of MHPSS, Social Emotional Learning and Psychological First Aid, representing 36 per cent of the total budget. These activities are crucial in supporting the mental health and emotional well-being of children in war-affected education spaces.

- 2. Establishing Digital Learning Centres and Temporary Learning Spaces, constituting 17 per cent of the budget. These facilities provide safe spaces for continued learning in war-affected areas.
- 3. Repairing protective emergency shelters and war-affected education facilities, making up 16 per cent of the budget. These repairs are essential to ensure that education can take place in secure environments.

Links:  
[Ukraine Education Cluster Strategy](#)

People in need and planned reach breakdown



3.3 Emergency Telecommunications

Partners	Activities	Requirements (US\$)
1	11	\$1.4M

Summary of needs

Ukraine continues to face severe energy supply challenges due to sustained attacks on energy infrastructure. This has led to increased power outages, disrupting telecommunication services provided by local Internet Service Providers and Mobile Network Operators to UN and NGO office premises and personnel. In addition, satellite voice communication services are either unreliable or non-functioning in most areas of humanitarian operations. The results of an assessment conducted in 2024 reported limited coverage of the Security Communications System, especially among NGOs.

Response strategy

The Emergency Telecommunications (ETC) Cluster will extend and maintain security communications and secure data connectivity services in common humanitarian areas to coordinate inter-agency telecommunications support for humanitarian response. The Cluster will continue to work closely with its members – the ETC/Information and Communication Technology Working Group, Inter-Agency Cluster Coordination Group, the Security Management Team and Accountability to Affected People Working Group (AAP WG). Building on the progress and achievements in 2024, the Cluster will ensure secured communications services (SCS) to the UN and NGOs across operational areas, data connectivity to the humanitarian hubs and services for affected people.

In 2024, the ETC expanded the SCS to nine planned locations in the south and east of Ukraine, increasing security communications coverage for a total of 15 locations, including Kyiv, Lviv, Odesa, Luch, Dnipro and Kharkiv, as well as along the roads to the front line. This enabled 24/7 SCS support to the UN Department of Safety and Security (UNDSS), managed by the Security and Information Operations Centre. In addition, the Cluster has enhanced the network infrastructure’s protection against cybersecurity, developed a mobile connectivity module that can be rapidly deployed and maintained secure data connectivity services in the standard humanitarian hubs in Lviv, Odesa, Mykolaiv and Kharkiv. For 2025, the Cluster will prioritize extending and deploying SCS in seven additional locations in the west, centre, east and south of Ukraine. This will cover other areas of humanitarian operations and fill the gaps in Chernivtsi, Ivano-Frankivsk, Kryvyi Rih, Pershotravensk, Shostka, Uzhhorod and Vinnytsia. This will also allow SCS coverage in all the areas where humanitarian operations are conducted. For the data connectivity services, the plan is to continue providing security network protection and data connectivity to the ETC network infrastructure at humanitarian hubs and SCS locations.

The Cluster will continue to support inter-agency humanitarian convoy missions with multiple telecommunications system services to ensure the availability of security communications in the areas close to the front line. To reinforce SCS during field missions to high-risk areas, the Cluster will provide a shared pool of mobile communication modules, prepositioned in the common field hubs in Dnipro, Kharkiv, Odesa and Kyiv, and dedicated to UN armoured vehicles and inter-agency humanitarian convoys.

In collaboration with the International NGO Safety Organization (INSO) and UNDSS, the Cluster plans to provide SCS to NGOs in areas close to the front line. The Cluster will provide local capacity-building, training sessions and technical advice. It will support humanitarian organizations in Ukraine through activities, including programming and configuring end-user equipment, and providing training for end-users on the proper use of security communications systems.



In 2025, the Cluster plans to gradually hand over the management of the established SCS to UNDSS, along with the associated costs under the inter-agencies' Locally Cost-Shared Security Budget (LCSSB) for 2026. The Cluster will continue providing technical support to maintain the network. In 2024, the ETC Cluster, INSO and UNDSS agreed to integrate NGOs in the UN SCS, and in 2025, the ETC Cluster plans to provide dedicated SCS for NGOs in front-line areas.

The ETC Cluster will continue working with partners to ensure the provision of information management products, such as situational reports, dashboards and infographics. The Cluster will also continue organizing coordination meetings to inform the UN ICT communities about ETC activities and the implementation of telecommunication services. The Cluster will coordinate with the local Information and Communication Technology Working Group to implement backup connectivity solutions and GSM mobile coverage at UN premises.

### Targeting and prioritization

The ETC Cluster will continue to prioritize, maintain and extend the SCS in the east and south of Ukraine,

prioritizing 17 locations in total. At the same time, the Cluster will consider establishing the SCS in five more locations in western Ukraine, supporting humanitarian operations and as a part of the contingency plan for relocation. The Cluster will continue providing data connectivity services in the same humanitarian hubs, including in Lviv, Odesa, Mykolaiv and Kharkiv, and assess requirements based on the changing dynamics of the humanitarian operation.

### Cost of response

**The ETC Cluster is seeking \$1.35 million for its response in 2025, building on the previous year's achievements.** This cost will cover coordination and information management; SCS in 22 locations (15 existing and 7 planned); secure data connectivity in 4 common UN hubs; services for communities; and technical support, SCS user training and maintenance in 4 ETC locations. The total Cluster budget for 2025 represents an 11 per cent decrease compared to the previous year.

Depending on the status of the country's energy infrastructure, the expected cost of cluster activities can be adjusted to consider a durable means of power backup for most of the ETC sites.

#### HALYTSYNOVE VILLAGE, MYKOLAIVSKA OBLAST, UKRAINE

In Halytsynove Village, in Mykolaivska Oblast, nearly 300 families received fuel briquettes from humanitarian workers to keep their homes warm during the winter. Each family received 3.5 tons of briquettes.

Photo: Help – Hilfe zur Selbsthilfe/Yevhenii Zhulai







## 3.4 Food Security and Livelihoods

PEOPLE IN NEED		PLANNED REACH
5.0M		2.3M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
200	4	\$613.4M

### Summary of needs

**In 2025, nearly 5 million people, representing 15 per cent of the population, are estimated to be food insecure and in need of food and livelihood assistance.** This is a reduction of about one-third from 2024. Food insecurity remains most severe in 10 of the most affected southern, eastern and northern oblasts,<sup>139</sup> with the highest number of food-insecure people in Khersonska (55 per cent), Zaporizka (42 per cent) and Donetsk (39 per cent). All ten oblasts account for approximately 2.57 million people in need. The destruction of critical infrastructure and collapse of essential services, coupled with widespread displacement and economic impacts, have drastically reduced people’s ability to access food, sustain livelihoods, maintain agricultural production and afford basic food necessities.<sup>140</sup>

Food needs are most severe in the areas closest to the front line or active hostilities, where people lack access to functioning markets, income and critical services. Recent assessments and studies showed that people’s food and livelihood needs have worsened as their capacity and coping mechanisms are depleted as the war continues. According to Food and Agriculture Organization of the United Nations (FAO), one in five households reported a decline in their main income compared to 2023.<sup>141</sup> When asked about the type of support people would prefer to receive, nearly one in three households mentioned food. The lack of livelihood

opportunities is increasingly a main driver of needs in addition to other life-saving assistance. The 2024 Multisectoral Needs Assessment (MSNA) reported that 62 per cent of households nationwide were classified as experiencing severe or extreme hardship, while FAO’s assessment reported that 7 in 10 households are engaged in different types of coping behaviours to meet their immediate food and basic needs. These needs are even more severe for internally displaced people who have lost their homes, livelihoods and social networks, leaving them particularly vulnerable.

The war has significantly impacted agricultural production, with more than \$8 billion in damages.<sup>142</sup> Ongoing shelling and contamination of arable lands have restricted access to fields, impeding planting and reducing crop yields. Damage to critical infrastructure, including roads and storage facilities, as well as large movements of people away from rural areas have also severely disrupted agricultural activities. The disruption of value chains and access to market transportation networks have led to smaller harvests and persistent labour shortages. Drone attacks in front-line communities have further compounded the challenges, hindering the efficient distribution of food. This has weakened the national food supply chain, decreased profitability and productivity, and increased export challenges. The war continues to erode household resilience, forcing many to exhaust their savings, sell off assets and incur debt, significantly hindering their prospects for recovery.<sup>143</sup>

### Response strategy

Of the total Cluster planned reach, 1.8 million people are prioritized for emergency food assistance. This represents a 38 per cent decrease compared to 2024. The response strategy also demonstrates a shift in the balance between in-kind and market-based transfer modalities, reflecting the evolution of the food response to match the preferences of people.

The second Cluster objective aims to protect and restore the essential livelihoods of 1.7 million people. In line with the Cluster’s strategy to restore the livelihoods of affected people, partners will address immediate food security needs and offer off-farm livelihood opportunities and agricultural assistance to foster

long-term self-reliance. This dual approach aims to decrease dependency on humanitarian aid, particularly in areas where a gradual transition from food assistance to sustainable livelihood support is possible. These strategic considerations are embedded in the Cluster's planning framework, ensuring that food assistance is provided for less than 12 months in regions where livelihood restoration is feasible. This approach is further strengthened through the Building Blocks platform, where all activities are integrated, enabling cluster partners to select prioritized people for assistance and avoid duplication.

To address food insecurity under the first Cluster objective, partners will provide in-kind or cash-based assistance in the 10 most affected oblasts. In rural areas near the front line, where markets and banking systems are disrupted, partners will provide in-kind food assistance. For areas with functioning markets and financial services, cash-based transfers will be utilized. For rapidly evolving needs, such as sudden displacement due to front-line shifts or escalation of hostilities, ready-to-eat rations and hot meals will be provided to people in transit or newly displaced people until they receive multipurpose cash assistance (MPCA).

#### MYKOLAIVSKA OBLAST, UKRAINE

A deminer clears explosive ordnance. Once the area is declared safe, it will be returned to the community, enabling local residents to resume agricultural activities safely.

Photo: DRC/Svitlana Koval

To prevent further deterioration of livelihoods and reduce dependence on humanitarian aid, the Cluster will provide livelihood support to vulnerable rural communities under the second Cluster objective. The strategy will include both market-based interventions and in-kind support where necessary, focusing on scaling up on-farm and off-farm livelihood activities.

Key off-farm livelihood interventions will include supporting job creation and retention, and reskilling initiatives, alongside the provision of cash grants to vulnerable households to establish small businesses. On-farm livelihood interventions will focus on agriculture and livestock support. Cluster partners will also prioritize capacity-building for women and girls, enhancing their participation in agricultural production. The Cluster will continue promoting community engagement through post-distribution monitoring, field visits and close collaboration with local and national organizations, including organizations of people with disabilities (OPDs) and women's rights organizations (WROs), throughout all interventions.

The Cluster will emphasize harmonized prioritization, response and monitoring to ensure that assistance is directed to those most in need, while avoiding gaps or duplication through the introduction of the



Building Blocks deduplication platform for in-kind food assistance, sectoral cash and livelihoods grants. The Cluster will also encourage collaboration with local food and seed producers for the procurement of in-kind food assistance and agriculture inputs to bolster local economies and improve sustainability.

## Targeting and prioritization

**In 2025, the Food Security and Livelihoods Cluster (FSL) aims to provide life-saving food and livelihood assistance to 2.3 million people, focusing on the most vulnerable and food-insecure people in the 10 most affected oblasts experiencing the highest levels of food insecurity and deteriorating livelihoods in the south, east and north-east.** The Cluster will ensure inclusive and gender-sensitive programming to address the specific vulnerabilities of internally displaced people whose livelihoods have been severely disrupted by displacement, older people and people with disabilities, Roma and LGBTIQ+ and female-headed households facing significant challenges due to lower income levels and other forms of barriers to assistance. By directing interventions towards these priority groups, the Cluster ensures that assistance reaches those most affected by the ongoing war, helping to mitigate the risk of further deterioration in food security and livelihoods across priority oblasts.

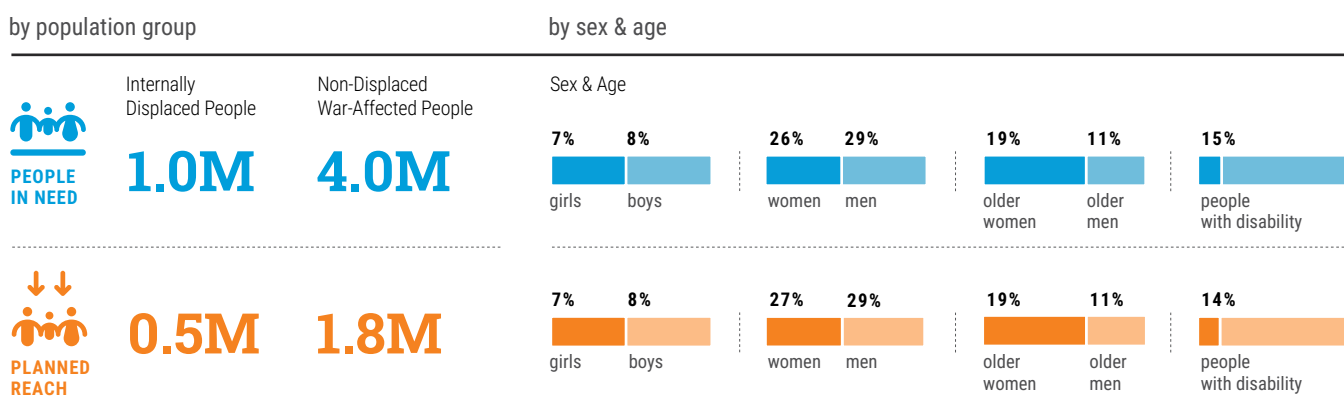
## Cost of response

**In 2025, an estimated \$613 million will be required to implement the Cluster's response plan.** This includes \$380 million for food assistance, a 16 per cent decrease compared to 2024. This is based on harmonized

Cluster response guidelines for in-kind food assistance and sectoral cash for food, inclusive of unit cost and implementation expenses: in-kind food assistance—\$20 per person per month; and sectoral cash for food—\$36 per month. Recognizing the varying food security needs across regions, the Cluster conducted a detailed analysis to tailor response durations. Food assistance will be provided either year-round or during the four critical winter months, depending on assessed needs. The Cluster will require \$233 million to provide emergency livelihood support to 1.7 million people, with the average cost-per-person being \$137. A slight reduction in the average cost-per person is attributed to the transfer of agricultural infrastructure and the supply chain from the humanitarian response to recovery.

The FSL Cluster determines the unit costs for items in the in-kind food basket based on recent tenders and comprehensive market research. Most items, such as buckwheat, millet and other cereal-based products are procured locally within Ukraine. The cost of locally sourced cereal-based products is shaped by a range of factors. Agricultural conditions such as planted areas, crop yields per hectare and the impact of climate variability are key determinants. Additionally, economic variables like inflation – driven by fluctuations in fertilizer prices, labour costs, energy expenses and transportation logistics – significantly influence pricing. Other notable factors include taxation policy changes, damage caused by shelling and missile attacks, global market trends and hedging practices to mitigate price fluctuations across different crop types. The dynamic and often unpredictable nature of these variables make price forecasting highly challenging.

## People in need and planned reach breakdown





## ₴ 3.5 Health

PEOPLE IN NEED		PLANNED REACH
9.2M		3.0M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
121	6	\$130.9M

### Summary of needs

Over 9.2 million people across Ukraine are estimated to be in need of health assistance in 2025. This includes around 2.2 million internally displaced people, 373,000 women of reproductive age (15-49 years) and more than 1 million older people.

Health needs are driven by increased disruption to the health system, the burden of non-communicable diseases and heightened demand for mental health and psychosocial support (MHPSS) due to war-related distress. These needs increase during the winter and are compounded by damage to energy infrastructure and heating systems. Additionally, there is an increased need for trauma care and physical rehabilitation services as a result of continued violence and increased attacks on health care (34 per cent increase, as verified by the WHO Surveillance System for Attacks on Health Care from January 2024). People with disabilities report the need for health care among their top three priorities (59 per cent), compared to households without members with disabilities (19 per cent). It is anticipated that the number of people with disabilities in Ukraine will continue to rise as the war endures.<sup>144</sup>

The ongoing violence has significantly affected people’s mental health, with more than 53 per cent reporting experiencing anxiety, 38 per cent — depression, and 42 per cent — stress.<sup>145</sup> People directly exposed to

violence, displacement or severe trauma, such as former combatants and other civilians in conflict zones, are highly vulnerable to chronic psychological conditions such as post-traumatic stress disorder.

Violence has also increased the risk of GBV, mainly affecting women. War-related stress has led to a substantial burden of hypertension among affected people, with an increased risk in some front-line oblasts. Centralized accessible sexual and reproductive health care is lacking at the primary level, limiting access. LGBTIQ+ people often face barriers to accessing specialized health services, including mental health, and sexual and reproductive care.

The ongoing hostilities have affected access to primary health care as providers face rising costs, especially in areas of active fighting and those serving displaced people. Although the National Health Service of Ukraine continued to provide financial support, static capitation payments have left service providers struggling. The rising costs also remain a leading obstacle to people obtaining essential medical services. More than 34 per cent of households in Ukraine reported experiencing at least one barrier when seeking primary health care, with the cost of medicine being the leading obstacle (35 per cent), followed by the cost of consultation (15 per cent) and transport to access health services (7 per cent).<sup>146</sup>

### Response strategy

Health Cluster partners will support the provision of quality health services in collaboration with the Ministry of Health (MoH) and its Centre for Disaster Medicine, Centre for Public Health and oblast departments of health. Services provided will meet emergency needs while strengthening health system resilience. Aligned with MoH guidelines, emergency Medical Services (EMS) support, including trauma care and rehabilitation, will be provided for those affected by violence, displacement, or trauma, including former combatants. Participatory and community-based interventions will build the capacity and engage staff of MoH and national partners, ensuring transparency, ownership, accountability and sustainability of initiatives in line with the Health Cluster approach to localization. The Health Cluster advocates for



CVA for health alongside service delivery to reduce financial barriers to accessing health services as result of the war.

Targeting and prioritization

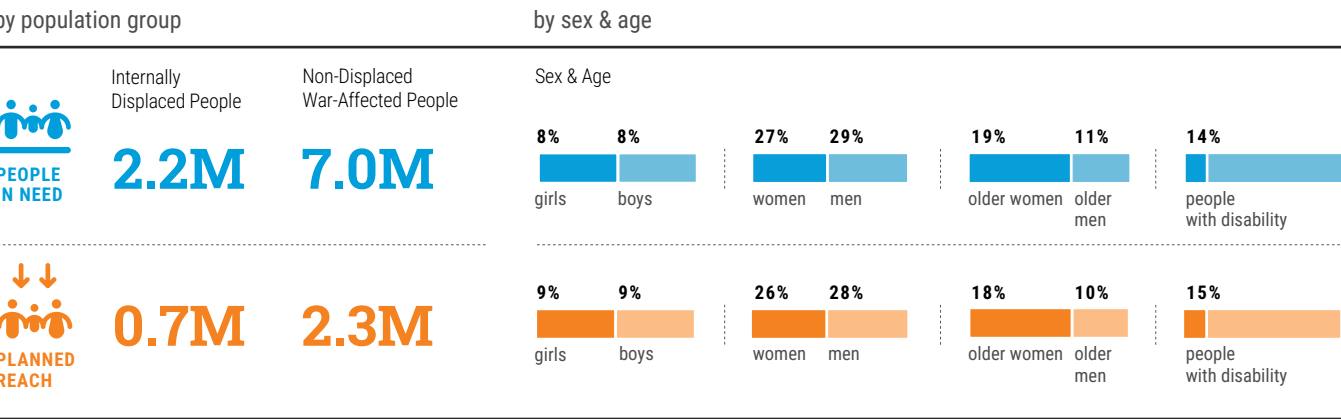
In 2025, Health Cluster partners aim to reach 2.99 million people with health services. Priority will be given to people requiring life-saving health care interventions that routine government services cannot provide due to the impact of the war on health services in locations with high severity intersectoral needs (levels 4 and 5, and, in some cases, level 3 areas). In addition to severity 4 and 5 locations in the east, south and north, the response will target Kyiv, Dnipropetrovska and Mykolaivska oblasts because of multisectoral humanitarian needs.

Cost of response

An estimated \$131 million will be required to provide life-saving health-care activities in 2025. Activity-based costing, based on averages in previous humanitarian health responses in Ukraine, was used to

estimate costs across the key activities and produce an overall cost-per-person, which is comparable year-on-year. While the overall target has decreased from 2024, activity-level targets have risen, particularly in the provision of life-saving essential health care, including trauma and rehabilitation care, mental health, and winterization components. Budget increases mainly result from the increased planned reach for capacity-building and cash and voucher assistance for health, which was adjusted to correct for under-targeting in 2024. Overall, operational costs have risen as security concerns in front-line areas and restricted access necessitate costly logistics measures and increased reliance on mobile health units. Inflation and global supply chain disruptions have escalated prices for medical supplies, while broader service demands, such as chronic disease management and maternal care, capture resources. The response cost was adjusted to account for inflation and reflects the operational realities encountered by the Cluster.

People in need and planned reach breakdown



## 3.6 Logistics

PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
1	3	\$5.1M

### Summary of needs

Based on the findings of the 2024 Gaps and Needs Analysis survey, the humanitarian logistics response in Ukraine in 2025 will continue to focus on several key needs critical for the smooth delivery of aid. The availability of safe storage facilities in front-line oblasts remains a priority to ensure humanitarian supplies are securely stored and readily accessible for distribution. Humanitarian access challenges persist, particularly in areas affected by hostilities, requiring coordinated efforts to maintain operational security. Training and skills development for logistics personnel remain essential to enhance operational efficiency, particularly in complex and volatile environments. Furthermore, there is a need to boost Geographic Information System (GIS) and mapping capabilities for the humanitarian community, as these are crucial for accurately navigating hard-to-reach areas, planning safe routes and assessing infrastructure conditions in real time.

Logistics operations also face growing demands for energy autonomy to ensure uninterrupted activities, as well as an adequate workforce to keep the supply chain functioning. These efforts are also complicated by national legislation and importation procedures, particularly by restrictions on bringing supplies and equipment needed for the operations through the simplified procedures for humanitarian aid, which hinder the rapid movement of supplies and the humanitarian programme.

Frequent shelling, road infrastructure damage, destroyed or inaccessible storage facilities, humanitarian access constraints, legislation

complexities, landmines and security risks across the country, particularly in the eastern, north-eastern and southern regions, further challenge the delivery of humanitarian assistance. Considering lessons from emergency response operations in Sumska and Kharkivska oblasts in May 2024, as well as the unfolding crisis in Pokrovsk, Donetsk Oblast, since August 2024, there is a growing concern of further front-line shifts and broadening of the area of active fighting. This potential shift sharpens the need for enhanced logistics preparedness and coordination across Ukraine to ensure uninterrupted humanitarian aid flow.

### Response strategy

In 2025, addressing complex logistics constraints is crucial to ensure that life-saving assistance reaches affected people in a timely and efficient manner. This includes coordinating logistic efforts, providing access to relevant operational information, facilitating access to common logistics services and strengthening support for capacity development, and training facilitation for humanitarian organizations and personnel. Through these activities, reflected in the [Concept of Operations \(ConOps\)](#) and [ConOps Map](#), the Cluster will support the humanitarian community in its efforts to deliver life-saving assistance to those most in need.

Throughout 2025, the Logistics Cluster will maintain a flexible approach, allowing for the adaptation of its activities and services to respond to the evolving context and situational demands. In close coordination with its partners, the Logistics Cluster will scale its capacities up or down as necessary, ensuring responsiveness to emerging gaps and needs. The Cluster will enhance logistics coordination by chairing regular coordination meetings at both national and sub-national levels across its three hubs in Kyiv, Dnipro and Odesa to maximize resource and minimize duplication. These coordination platforms will draw on shared proficiency to evaluate operational requirements and adjust strategies to meet the needs of humanitarian partners.

Aligned with its core mandate, the Logistics Cluster will also provide access to logistical operational information through various platforms, including a dedicated operational web page, mapping, LogIE, mailing lists and other relevant tools. These platforms are designed to increase awareness among partners and assist in decision-making by collecting, analysing and disseminating key logistics data from both humanitarian organizations and public/private sources. The primary aim is to enhance operational predictability, timeliness and efficiency, ensuring that humanitarian logistics remain responsive to evolving needs.

The Logistics Cluster will continue facilitating access to common logistics services, including temporary storage and road transport, with particular emphasis on supporting inter-agency humanitarian convoys. These services are part of a collaborative humanitarian effort to reach vulnerable people in hard-to-reach areas and areas affected by hostilities, especially in the eastern, north-eastern and southern regions of Ukraine. Humanitarian partners are strongly encouraged to use commercially available logistics solutions whenever feasible to ensure that free-to-user services remain available for the most critical operations in hard-to-reach areas.

The international NGO, Humanity and Inclusion (HI), through its operational unit, Atlas Logistique, will continue to play a key complementary role in supporting the humanitarian community by directly providing logistical technical expertise, primarily through free-to-user common logistics services, and opening humanitarian access to the most hard-to-reach locations. The Logistics Cluster and Atlas Logistique/HI will coordinate closely to ensure complementary geographical coverage, focusing on high-risk areas and avoiding duplication of efforts.

In 2025, Atlas Logistique/HI will continue to offer free-to-user common services, specifically storage and road transport across Ukraine, with a priority focus on covering high-risk areas, medical cargo (including temperature-controlled and cold chain cargo and storage) and support for local stakeholders. Atlas Logistique/HI will assess needs and provide capacity-building to partners based on identified gaps in the management of logistics services, such as Warehouse or Transport Management training modules. Atlas Logistique/HI will maintain a flexible approach, adapting its activities and services to the evolving context and situational needs in coordination with its partners.

To meet the need for developing the logistics capacity of humanitarian personnel, the Logistics Cluster will continue to prioritize upskilling of humanitarian aid workers, with an emphasis on local responders. This will be achieved through focused logistics training sessions, specifically designed to strengthen the logistics knowledge and skills required to effectively manage and adapt to the rapidly changing and complex operational landscape in Ukraine.

## Cost of response

**Drawing from the 2024 trends in service requests, the Logistics Cluster will require \$5.1 million for its response in 2025.** Of this total, \$4,484,000 will be allocated for common logistics services, such as transport and storage, while \$520,000 is required for coordination and information management, and \$119,800 for capacity-building sessions. Regular assessments of the logistics needs ensure that logistical strategies are effectively aligned with the evolving challenges and priorities on the ground.

## 3.7 Protection

### Protection Overall (Protection Cluster and its Areas of Responsibility)

PEOPLE IN NEED		PLANNED REACH
9.8M		3.8M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
591	54	\$445.2M

### Protection Cluster

PEOPLE IN NEED		PLANNED REACH
9.5M		2.6M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
218	17	\$172.0M

### Summary of needs

**An estimated 9.8 million people will need humanitarian protection services and assistance in 2025.** As per the MSNA, 12 per cent of households have extreme humanitarian protection needs, higher than in any other sector. The following protection risks are driving the severity of protection needs of affected people:

- Restrictions to freedom of movement, forced displacement and induced returns
- Compounding risks that threaten children's physical and psychosocial safety and well-being
- Gender-based violence (GBV), with heightened risks of sexual violence, sexual exploitation and abuse,

trafficking, sexual harassment and other forms of GBV linked to the impact of the war

- Presence of mines and other explosive ordnance
- Impediments and/or restrictions to access to legal identity, remedies and justice

Full analysis is available in the [Protection Analysis Update 2024](#). Additional analysis can be found on the Protection Cluster [website](#).

### Response strategy

In 2025, Protection Cluster partners aim to reach 1.1 million internally displaced people and 1.52 million non-displaced war-affected people (56 per cent women, 44 per cent men, 15 per cent children, 54 per cent adults, 31 per cent older people, 16 per cent people with disabilities). These include returnees, people in collective sites, LGBTIQ+ people and people in areas occupied by the Russian Federation as access allows. This will involve engaging women's rights organizations, organizations of people with disabilities (OPDs), organizations of older people (OPAs), LGBTIQ+ organizations and councils of internally displaced people, ensuring a tailored protection response that incorporates an age, gender and diversity lens. The three pillars of the response are:

1. Delivering critical specialized protection services and targeted social support to internally displaced people and non-displaced war-affected people, while advancing localization efforts through partnerships with government service providers, civil society organizations (CSOs) and volunteer networks, particularly in eastern, north-eastern and southern Ukraine.
2. Reinforcing community capacities to develop inclusive protective mechanisms for all people in and outside of collective sites, reducing negative coping mechanisms and contributing to social support services, while enhancing self-reliance and access to rights.
3. Complementary strengthening of the protection environment, focusing on advocacy and free legal aid, social services and internal displacement policies to ensure that the most vulnerable internally displaced people and non-displaced people affected by the war can meaningfully and safely access



public services, while their rights are protected, respected and fulfilled.

These three pillars will be underpinned by

1) Accountability to Affected People in all stages of protection programming; and 2) revamped protection monitoring and analysis with a strong gender-age-diversity lens.

In areas with unhindered humanitarian access, the life-saving protection response will include targeted social support to access public assistance and provision of specialized protection services, complemented by strengthening of the protection environment through advocacy, focused support to service providers for service continuity and skill-building for local authorities and humanitarian partners. The response will be implemented with robust and inclusive community-based approaches, through activities including case management, social accompaniment and facilitation, and referrals by humanitarian actors and through

community spaces and mobile teams. Limited individual protection assistance, cash and in-kind, will be provided following individual risk assessments as a modality complementing protection service provision to address the immediate protection needs of those most at risk, support their recovery from protection violations and prevent them from resorting to negative coping mechanisms.

Focused primary and secondary legal assistance will be provided to secure identity, birth registration and other types of documentation allowing the most vulnerable internally displaced people and war-affected people to exercise their rights, including freedom of movement, applying for government assistance and services and social protection schemes, and accessing remedies. Legal aid to restore Housing, Land and Property (HLP) documentation for internally displaced people and war-affected people will be provided to enable them to file compensation claims for damaged or destroyed property based on compensation law and by-laws.

#### DONETSKA OBLAST, UKRAINE

A mother and child at a distribution point in a village in Donetska Oblast, where humanitarian workers are providing solid fuel briquettes and blankets to help residents stay warm through the winter  
Photo: Angels of Salvation/Oleksii Hutnyk



Internally displaced people will also be supported to ensure the security of tenure in collective sites and rented accommodation. With this more focused approach to legal assistance provision, internally displaced people in need of legal assistance in other types of cases will be referred to the free legal aid centres or recovery actors.

To address trauma and psychosocial distress, the response will offer individual and group psychosocial support services, focusing on level 1, 2 and 3 interventions of the MHPSS pyramid. They will promote community-based approaches, in particular up-to-standard structured community and family support, and provide basic psychosocial support, counselling, psychological first aid, conflict resolution and focused non-specialized support for war-affected people.

Dedicated community-based protection activities implemented through a mix of modalities will be key to ensuring no one is left behind, both in urban and rural areas, strengthening communities' self-protection capacities and resilience to war-related shocks, promoting inclusion of vulnerable people in their full diversity and reducing social tensions. Interventions will be geared to ramping up communities' self-reliance and linking people with public service providers (such as Departments of Social Policy, Centres for Provision of Administrative Services, Resilience Centres), so at-risk people can access services and exercise their rights. This will be achieved by engaging with councils of internally displaced people and other community-based structures, working with CSOs (including OPDs and

OPAs), supporting community centres and spaces, and social facilitation and accompaniment.

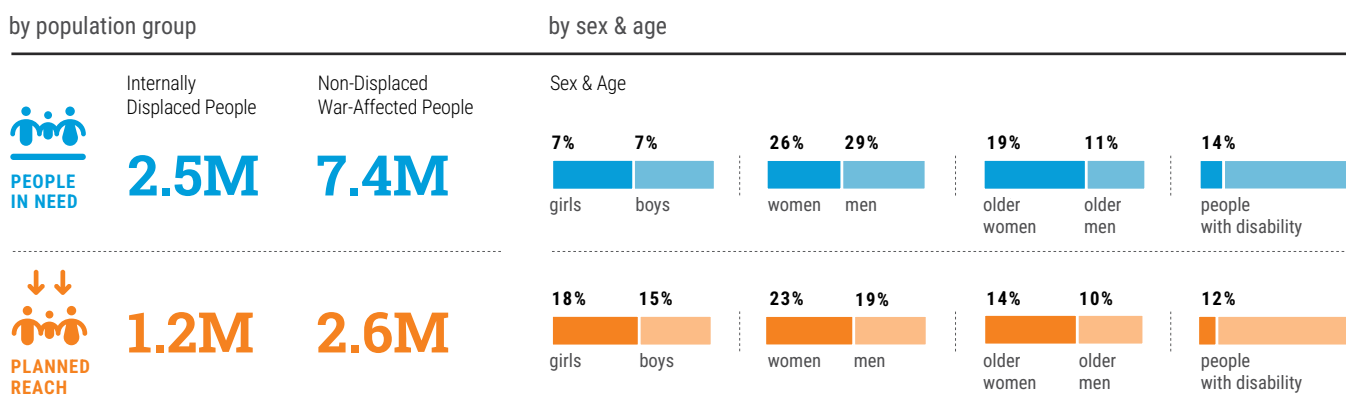
In the implementation of the protection response, strategic and operational partnerships with Child Protection, GBV and Mine Action Areas of Responsibility (AoRs) will be prioritized, with integrated protection programmes offering a comprehensive package of protection services, while intersectoral interventions will be promoted jointly with CCCM, Shelter/NFI, Health and FSL clusters.

In front-line areas and areas occupied by the Russian Federation, the protection response will remain adaptable to access limitations and security challenges. The capacity and protection knowledge of local partners and volunteers will be strengthened to enhance protection-sensitive responses, while leveraging their expertise to reach vulnerable communities remaining close to the front lines, including non-displaced, internally displaced people and returnees. Engagement with existing coordination centres led by local organizations and national authorities will reinforce localization efforts.

Protection monitoring at community and household levels will identify risks and rights violations, informing evidence- and rights-based advocacy and AAP efforts. It will also aim to foster a more targeted protection response, contribute to protection-sensitive humanitarian programming at the operational level and advance the centrality of protection on a more strategic level.

## Protection Overall

### People in need and planned reach breakdown



Targeting and prioritization

In 2025, Protection Cluster partners aim to reach 1.1 million internally displaced people and 1.52 million non-displaced war-affected people (56 per cent women, 44 per cent men, 15 per cent children, 54 per cent adults, 31 per cent older people, 16 per cent people with disabilities). This includes returnees, people in collective sites, LGBTIQ+ people and people in areas occupied by the Russian Federation as access allows. The protection response will focus on raions with severity levels 4 (critical) and 5 (catastrophic), mostly in the east, north-east and south of Ukraine, and will aim to reach 83 per cent of internally displaced people and 95 per cent of non-displaced war-affected people in these prioritized raions. Limited response capacity will be maintained in the remaining raions,<sup>147</sup> mostly in the west and centre of the country, to respond to pockets of higher severity of humanitarian protection needs, focusing on vulnerable internally displaced people in collective sites who may be at risk of evictions or who require transitional case management, vulnerable newly displaced people and those affected by attacks. Critical protection assistance and services in the raions outside severity level 4 and 5 areas will be implemented with a strong community-based protection lens and accompanied by strengthening of the local protection environment to ensure responsible transition. Compared to 2024, the number of people to be assisted has increased by 38 per cent for raions with severity level 4, and by 14 per cent for raions with

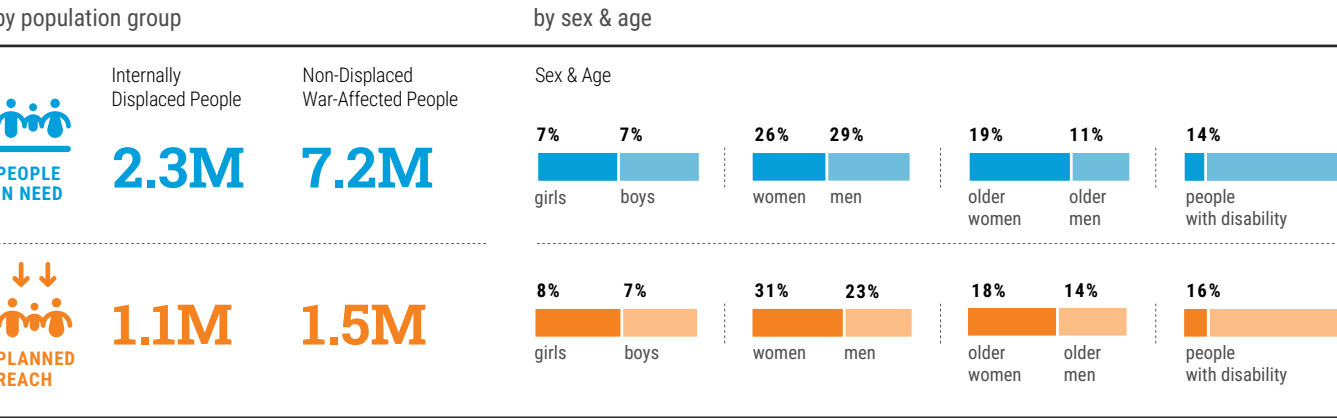
severity level 5, while they have decreased by 66 per cent and 18 per cent for raions with severity levels 2 (stress) and 3 (crisis) respectively.

Cost of response

The total cost of protection and HLP activities in 2025 is \$172 million. The cost was calculated based on average unit costs from the 2024 HNRP, factoring in inflation, indirect costs and the higher implementation costs in hard-to-reach areas, which may include procurement of security equipment and monitoring. The cost-per-activity was validated through consultation with partners and the Protection Cluster Strategic Advisory Group. Some people are targeted with multiple activities, and are costed and monitored accordingly. The increase in the Protection Cluster envelope for 2025 is due to increases in planned reach for three core activities, namely case management, psychosocial support and protection counselling. The Cluster also factored in an additional 30 per cent towards support costs (both direct and indirect support costs). Based on limited input from partners, the Cluster indicated the maximum, average and minimum cost of activities. Certain activities targeted and costed as a bulk (e.g. advocacy) were based on an estimation of the costs of human resources in different locations.

Protection Cluster

People in need and planned reach breakdown







## 3.7.1 Child Protection AoR

PEOPLE IN NEED		PLANNED REACH
3.5M		2.1M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
247	15	\$128.9M

### Summary of needs

The ongoing war in Ukraine has severely impacted children, exposing them to persistent violence, exploitation, physical risk and psychological distress while limiting their access to critical services. Grave violations of children's rights continue unabated, with at least 659 children killed and 1,747 injured since the escalation of the war.<sup>148</sup> Nearly 3.47 million<sup>149</sup> highly vulnerable children,<sup>150</sup> including 10 per cent with disabilities<sup>151</sup> and their parents or primary caregivers, urgently need safety, stability and specialized emergency child protection (CP) services. A significant portion of those in need, particularly in the north-east (30 per cent), east (36 per cent) and south (16 per cent), face heightened risks due to escalating hostilities. Children in front-line areas and along Ukraine's border with the Russian Federation encounter higher risks, including witnessing or experiencing violence, ongoing displacement and deteriorating living conditions.

More than 2 million children (54 per cent girls and 46 per cent boys) are experiencing compounding protection risks and rights violations. [A 2024 CP Assessment](#) found that 84 per cent of households identify psychosocial distress as a critical risk for children in their communities, with at least one third of respondents reporting children under five showing visible signs of mental health issues. Nearly half of all caregivers report their children feel unsafe all the

time, while 86 per cent express constant worry about their children's safety. The war has inarguably affected caregivers' mental health and their ability to provide adequate protection and stability. Family separations have increased as a result of the overall situation, a significant concern for 36 per cent of households.<sup>152</sup>

Attacks on schools and hospitals have restricted children's access to education and health care, exacerbating their anxiety and psychological stress. The use of explosive weapons in populated areas also poses significant risk to children, including injuries or death,<sup>153</sup> with 15 per cent of respondents reporting the presence of explosive hazards near where they live.

[Recent analysis from Care International](#) highlights that girls face a higher risk of sexual violence and exploitation when involved in unpaid care work, and subsequent sleep and eating disorders. Boys attending classes in Russian-occupied territories, face greater risks of being involved in hostilities<sup>154</sup>, death and injuries from explosive ordnance, and substance abuse among other harmful coping mechanisms. Children with disabilities face extensive challenges, including limited access to assistive technologies, inadequate infrastructure and communication barriers, which complicate their mobility and participation in society.

### Response strategy

In 2025, the CP AoR will target 2.06 million children and caregivers, leveraging prior investments and partnerships with the Ministry of Social Policy, state services, local authorities and communities to address the critical needs. Key elements include prevention, risk mitigation and strengthening the social service workforce to ensure sustainability and local ownership.

The CP AoR prioritizes mainstreaming AAP using a child-centred approach, tailored for age, gender and disability status. The AoR continues to strengthen codes of conduct, child safeguarding and PSEA measures, GBV risk mitigation, and disability inclusion among its members. Partners promote child participation throughout the programme cycle, child-friendly feedback and reporting mechanisms, and increased awareness of how to access and report safeguarding issues.

## Targeting and prioritization

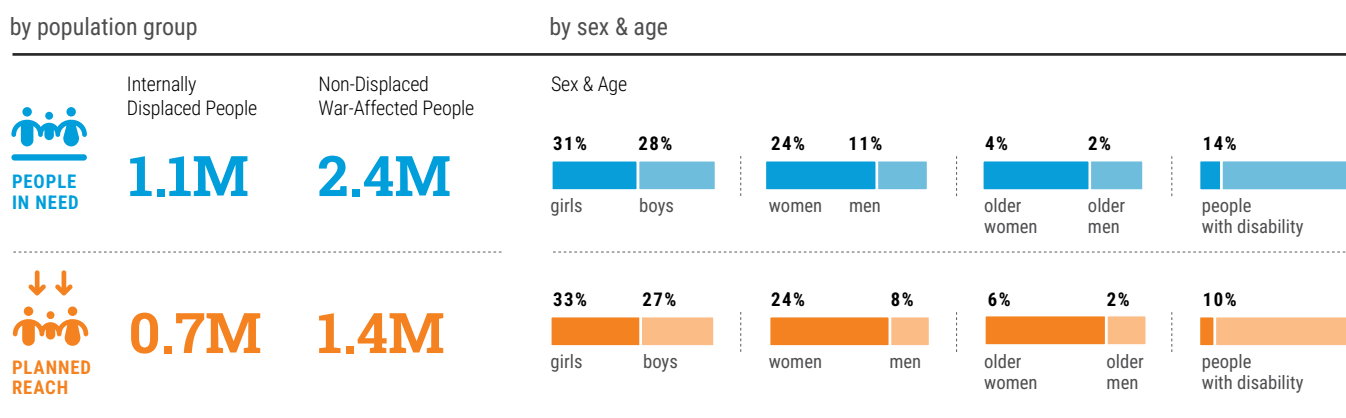
In 2025, the CP AoR will **prioritize life-saving, specialized child protection services** to the most vulnerable 2.06 million<sup>155</sup> girls and boys and their families (60 per cent children, 40 per cent caregivers<sup>156</sup>), with a focus on regions with severe intersectoral needs (severity phases 4 and 5) and critical phase 3 areas. These include front-line and other hard-to-reach, underserved locations primarily in north-eastern (24 per cent), eastern (42 per cent) and southern (20 per cent) oblasts, where social services are limited. CP AoR plans to reach 86 per cent of the children and caregivers with severe and catastrophic (severity 4 and 5) child protection needs and those with critical needs for severity phase 3. By applying a severity-based approach, the CP AoR will tailor critical protection services to meet the needs of children and caregivers.

CP AoR partners will collaborate with state authorities, other clusters/AoRs and local communities to maximize the impact, ensure sustainability and promote local ownership of interventions. Prioritized prevention and response, and CP actions have been determined through robust, coordinated approaches and collaboration with community and state authorities.

## Cost of response

The Child Protection AoR requires \$128.9 million for 2025 to reach 2.06 million children and families with child protection services, 8 per cent lower compared to 2024. Child protection services are human resource heavy, labour intensive and dependent on specialized professionals such as case workers and psychologists in delivering services that meet needs and minimum standards – all of which contributes to the overall cost. Partners have adopted various modalities of implementation, including remote, mobile delivery and face-to-face activities, which incur additional costs such as personal protection equipment and duty-of-care, and safety measures. The scale of people to be assisted and the location of service provision also affect the costs, with services in front-line communities, hard-to-reach areas being more expensive. The funding requirement is calculated based on the number of people to be reached with assistance and services per activity and outcome, with costs-per-child calculated for each specific intervention. The cost-per-activity takes into account various factors such as location, skilled labour wages, logistics and modality of implementation.

## People in need and planned reach breakdown



## 3.7.2 Gender-based Violence AoR

PEOPLE IN NEED		PLANNED REACH
2.4M		0.7M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
100	15	\$57.9M

### Summary of needs

An estimated 2.4 million vulnerable internally displaced people and non-displaced war-affected people in Ukraine, predominantly women and girls, but also men and boys, are at high risk of gender-based violence (GBV) and in need of immediate and continuous life-saving GBV prevention, risk mitigation and response action. The ongoing full-scale war, deterioration of the security context, diminishing economic opportunities and other effects of the war have heightened risks of intimate partner violence, conflict-related sexual violence, sexual exploitation and abuse (SEA), trafficking for sex, sexual harassment, survivor sex and other forms of GBV in the north-eastern, southern and eastern oblasts, and pockets in the west and central part of Ukraine. ([Protection Analysis Update 2024](#), [Voices from Ukraine 2024](#) and GBV AoR [website](#)).

### Response strategy

The GBV AoR response strategy will focus on the provision of life-saving, holistic and quality coordinated GBV prevention, risk mitigation and response services, and other humanitarian interventions, to continue filling the gaps created by the war in the state's capacity to respond to the essential needs of predominantly vulnerable women and girls, but also boys and men that suffered or are at GBV risk.

Life-saving GBV services that meet global GBV in Emergencies minimum standards of care will be available in diverse formats (static, mobile, electronic/e-platforms). These will include GBV case management, psychosocial and legal aid to GBV survivors and those at risk, GBV shelters and crises rooms, emergency support through GBV hotlines, and assistance through safe spaces for women and girls as primary entry points for GBV services. They also include cash and voucher assistance for GBV response, distribution of dignity kits to women and girls, access to life-saving information, and re-establishing intersectoral GBV referral pathways at local levels. Access to GBV services will be strengthened through the dissemination of life-saving information on available support and reinforcing the capacity of service providers to operate in line with the global minimum standards of care. In parallel, non-GBV humanitarian actors will be sensitized on GBV risk mitigation and survivor-centred approaches for the safe referral of survivors to GBV services. Strengthened management, and analysis of sensitive data and feedback collection mechanisms will ensure evidence-based response and strengthen advocacy interventions by GBV operational partners. The GBV AoR will continue to support GBV risk mitigation through humanitarian action.

### Targeting and prioritization

In 2025, the GBV Area of Responsibility (AoR) will assist 0.71 million of the most vulnerable women, girls, boys and men, of a total of 2.42 million people in need. This includes 0.34 million vulnerable internally displaced people residing in and outside of collective sites in selected locations of highest need across the country; and 0.37 million non-displaced war-affected people remaining in urban and rural areas, including remote regions severely affected by the war, mostly in the north-east, east and south of Ukraine. This also includes front-line areas. Around 89 per cent of the planned reach are women and girls, and 11 per cent are men and boys affected and/or at high risk of GBV. Fifteen per cent of the planned reach are people with disabilities, 21 per cent are children and 26 per cent are older people.

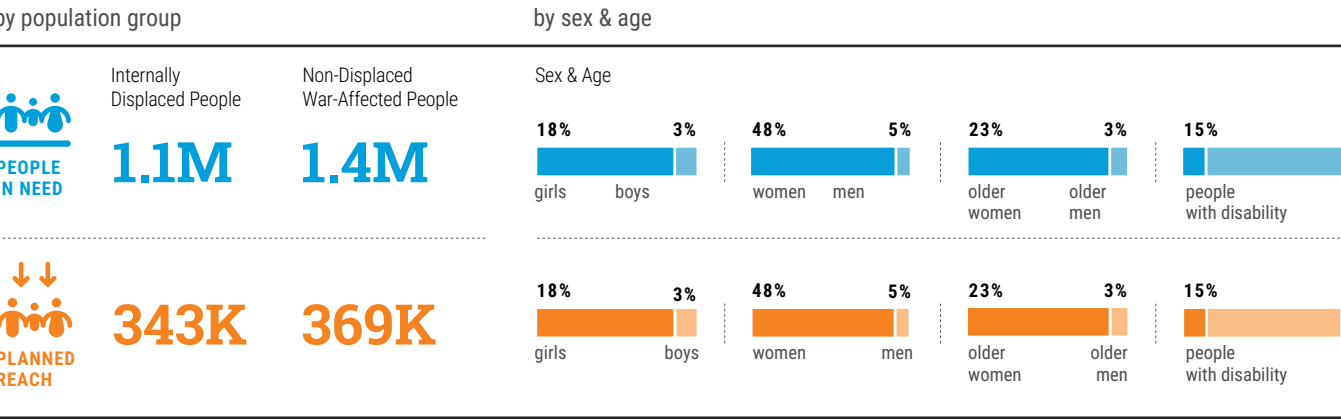
The majority of GBV prevention, risk mitigation and response interventions will be provided to vulnerable internally displaced people and non-displaced war-affected people in raions with severity levels 4 (critical) and 5 (catastrophic), mostly located in the north-east, east and south of Ukraine. In comparison to 2024, GBV AoR’s target for raions with a severity 4 will increase by 20 per cent and for severity 5 by 3 per cent.

Minimum operational presence will be maintained in selected severity 3 (crises) and severity 2 (stress) raions, mostly located in the west and centre of Ukraine. In comparison to 2024, the planned reach for severity 2 and 3 will reduce by 24 per cent. This will cover internally displaced people (including those newly evacuated) and the most vulnerable non-displaced war-affected people in need of life-saving information on support services, and access to safe, confidential and timely assistance that includes GBV case management, psychosocial and legal advice, and CVA in GBV response. Support through safe spaces for women and girls, and GBV shelters, and crisis rooms will only be provided in locations where humanitarian actors already have established services.

Cost of response

**An estimated \$57.9 million will be required to provide life-saving GBV assistance in 2025.** The average for each activity from 2024 was used as a benchmark for estimating the cost. The average costs were calculated from the range of costs submitted by partners and validated in consultations with the GBV AoR partners and members of the Strategic Advisory Group. It should be noted that average costs-per-person-per-activity vary across Ukraine with the highest costs incurred in areas close to the front line and in hard-to-reach rural areas. The overall cost drivers of GBV activities include logistical costs, competitive wages, and delivery of service in areas with damage to critical infrastructure (such as backup power generation). The costs also include emergency preparedness for the most vulnerable including provision of mobile psychosocial support services, distribution of dignity kits and dissemination of life-saving information (including information on reaching GBV hotline numbers and other crucial information).

People in need and planned reach breakdown





### 3.7.3 Mine Action AoR

PEOPLE IN NEED		PLANNED REACH
5.4M		1.4M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
26	7	\$86.5M

Summary of needs

The humanitarian needs assessment conducted in the third quarter of 2024 revealed that 5.4 million people are in need of Mine Action assistance, with 18 raions facing severe contamination (9 raions in severity phase 4 and 9 in severity phase 5). The most impacted oblasts are Chernihivska, Sumska, Kharkivska, Donetska, Dnipropetrovska, Mykolaivska, Khersonska and Odeska oblasts, where over 2.8 million of the 5.4 million people in need are. Areas close to the front line are the most impacted by dense explosive ordnance contamination. Non-Technical Surveys (NTS) conducted after the Russian Federation's full-scale invasion of Ukraine have identified about 580 square kilometres as probably contaminated areas that requires further clearance. The contamination severely disrupts agricultural activities– the lifeblood of Ukraine's rural economy.<sup>157</sup> According to preliminary estimates, about 3,000 square kilometres of agricultural land across Ukraine are not cultivated as a result of landmines and other impacts of the war. This lost agricultural production cannot be made up for elsewhere in the country.

Response strategy

Mine Action operators will prioritize high-need areas and scale up survey and clearance activities while scaling down explosive ordnance risk education activities. In 2024, a total of 18 humanitarian mine

action operators are certified for Explosive Ordnance Risk Education (EORE), NTS and clearance (manual and mechanical), and Explosive Ordnance Disposal (EOD).

Mine Action has five pillars (clearance, EORE, victim assistance (VA), advocacy and stockpile destruction), and currently in Ukraine there are two active working groups on EORE and VA. The Working Group on explosive ordnance risk education and an initiative group for drafting a EORE standard will prioritize EORE and broader awareness-raising interventions to directly assist around 1.1 million people through in-kind or service delivery modalities. This will include over 230,000 internally displaced people and around 1 million non-displaced people. This represents a scale-down from people prioritized for assistance in 2024. Certified EORE humanitarian operators will continue to support interested national NGOs to obtain EORE certification. In addition, the Working Group on explosive ordnance risk education and an initiative group for drafting a EORE standard co-chaired by the Ministry of Economy, will help to harmonize the best EORE practices and improve coordination between EORE stakeholders.

The Victim Assistance Working Group will prioritize the development of a technical guidance note on the provision of cash assistance to EO victims and strengthen referral pathways and support the Ministry of Economy in creating a National Action Plan on EO Victim Assistance, in line with International Mine Action Standards (IMAS) 13.10 and the National Mine Action Strategy. Planned interventions will be coordinated with relevant ministries, health and rehabilitation services, MHPSS providers, the National Mine Action Authority and the State Emergency Service of Ukraine. These efforts will strongly align with the Government's efforts to ensure disability rights and UNCRPD initiatives. Some of the key activities for EO victims and their families include cash assistance to promote socioeconomic inclusion (VA constitutes a multifaceted long-term commitment to meet the needs and address the rights of EO victims). Other activities include ensuring access to existing government and other support mechanisms through coordination and referrals.

Targeting and prioritization

In 2025, MA AoR partners aims to assist approximately 1.4 million people, including 1.2 million non-displaced war-affected people and 268,755 internally displaced people. Of those, about 14 per cent are children, 30 per cent are older people and the remaining 56 per cent are adults. This number includes 5,314 survivors of explosive ordnance incidents. To address the risks posed by explosive ordnance, the Mine Action AoR will prioritize four main components:

- support the accreditation process of international and national NGOs and partnering for non-accredited organizations, and encourage local NGOs to become accredited
- expand support for coordination for EORE and NTS
- strengthen advocacy for national authorities regarding tasking, prioritization and coordination
- provide MA AoR partners with relevant information management products to support planning.

The approach to eliminating the risk from explosive ordnance through clearance will draw on strengthened operational capacities of accredited national and international mine action actors. In 2025, the focus will be on expanding NTS activities to release most of the suspected contaminated land, mark contaminated areas and contribute to the Government of Ukraine’s strategy to reduce existing potentially contaminated territories by 80 per cent within the next five years.

Mine Action AoR will strengthen its cooperation with National Mine Action Authority, the Ministry of Defence of Ukraine, the Ministry of Internal Affairs of Ukraine, the Ministry of Economy of Ukraine and national mine action operators to support their efforts in the National Mine Action Strategy and its Operational Plan.

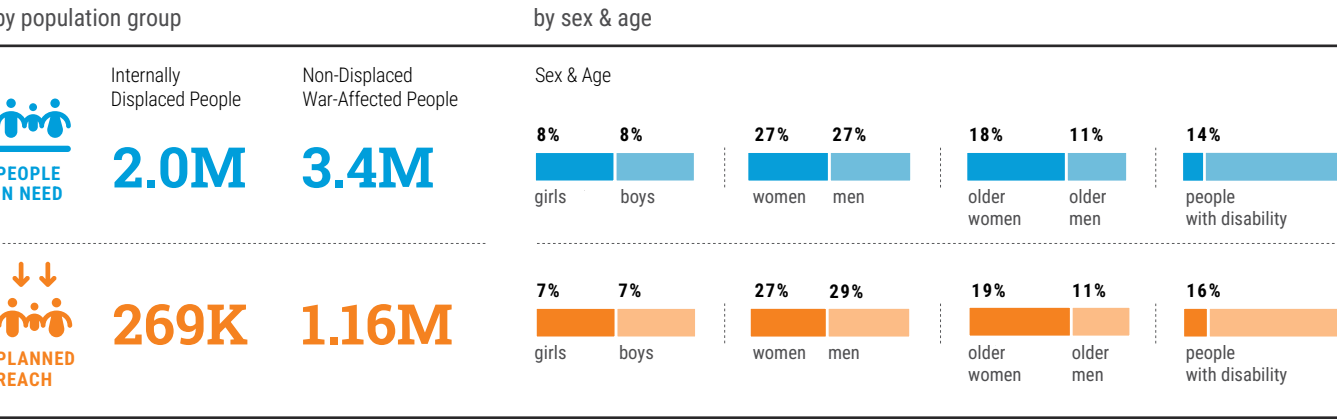
Cost of response

The estimated cost of the prioritized response for mine action in 2025 is \$86 million, a slight decrease compared to 2024. A significant portion of this budget is allocated to survey and clearance activities, which mine action humanitarian operators will continue to scale up in 2025. In addition, more survivors of explosive ordnance will receive cash assistance and will benefit from referrals to other services. Approximately \$12 million is projected to support capacity development and institutional support of national partners, including specialized technical training of over 2,500 personnel.

Mine Action non-technical survey activities have increased two-fold compared to the 2024 target. However, unit costs have not changed, although there has been a decrease in low-cost activities (like EORE) and an increase in activities not associated with a direct beneficiary reach.

Links:  
[National Mine Action Strategy and its operational plan](#)

People in need and planned reach breakdown





## 3.8 Shelter and Non-Food Items

PEOPLE IN NEED		PLANNED REACH
6.9M		3.0M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
178	8	\$544.6M

### Summary of needs

**In 2025, an estimated 6.9 million people in Ukraine need shelter and non-food items (SNFI) assistance, including 5.2 million non-displaced war-affected people and 1.7 million internally displaced people.** The ongoing war is causing the increased severity of shelter and NFI needs among Ukrainian households, particularly those residing in urban locations in front-line oblasts in the east of the country. The World Bank’s Rapid Damage and Needs Assessment report outlines that at least 10 per cent of the total housing stock in the country is damaged or destroyed. Displaced people are particularly insecure in terms of housing arrangements. According to Ukraine’s Energy Coordination Group, targeting of energy infrastructure by the Russian Federation has led to more than 60 per cent of total capacity loss, implying severe challenges for vulnerable people in the winter.

### Response strategy

The SNFI Cluster has three correlated objectives aligned with the two HNRP strategic objectives and designed to address priority needs for i) emergency shelter and non-food items assistance, ii) winter assistance, and iii) adequate housing, linking activities to longer-term sustainable solutions.

SNFI activities prioritize ‘life-saving’ humanitarian support to meet the needs of vulnerable Ukrainians

exposed to war-induced shocks and adverse winter weather conditions. The Cluster’s focus is on delivering coordinated emergency SNFI response and timely contingency planning and ensuring the provision of ‘adequate housing’ – with linkages to longer-term resilient solutions while prioritizing gender and accessibility. SNFI activities will be delivered in a sustainable manner in close collaboration with the authorities, ensuring accountable, inclusive and qualitative programming and adopting a localized approach.

The SNFI Cluster, in alignment with the Government and HNRP strategic focus, is concentrating support towards the priority front-line oblasts. Three years after the full-scale invasion, the Cluster is conscientiously adopting a multi-year strategic approach, transitioning core responsibilities to national or development frameworks where possible. In 2025, the Cluster will no longer support a dedicated hub in the west of the country and will focus on strengthening the north-east, south and east sub-hub locations while maintaining countrywide emergency preparedness and response capacity. The Cluster will develop training/self-help materials to address the adverse impacts of the war on the construction sector.

The Cluster’s response monitoring tools continue to evolve. The Shelter Information Damage Assessment and Response database provides up-to-date information on the extent of damage at the house/apartment level and is continually evolving with over 80,000 address records available and positive collaboration with the Government of Ukraine is ongoing. The RAIS+ system aligns with the humanitarian ecosystem with reporting links to ActivityInfo and HNRP outcomes. The system allows coordination of information gathering, internal NGO reporting and deduplication of assisted people at the activity level. The system was developed to enhance the effectiveness of aid distribution.

Shelter Cluster activity response modalities include in-kind, cash or mixed activities, depending on the context and state of local markets. The Cluster’s total projected cash response in 2025 is 41 per cent. The in-kind modality (59 per cent) also includes contractor-

based service delivery, which is necessary for high-risk construction projects. An activity response matrix and detailed handbook are developed, and endorsed by SAG members. This compiles all necessary information for planning, delivering, monitoring and reporting of Shelter Cluster activities in one place.

The SNFI Cluster collaborates with the Protection Cluster and the Housing, Land and Property (HLP) Working Group, assisting people in securing housing ownership documents and enhancing their tenure security. SNFI works closely with CCCM through the refurbishment of collective sites. Health and WASH clusters concerns are addressed by implementing emergency repairs to social infrastructure and retrofitting collective sites to meet specific needs, such as accommodating older adults and ensuring adequate space for people with disabilities. Sustainable shelter solutions require close collaboration with livelihood actors, especially as MSNA findings indicate that a significant proportion of families face severe challenges in both sectors.

## Targeting and prioritization

**In 2025, Shelter Cluster partners will aim to assist 3 million people, 98 per cent of whom are in prioritized raions.** To determine SNFI priority population estimates, a multitude of sources were explored. The primary determinant was the operational capacity of partners, in alignment with the Shelter Cluster's severity score, along with humanitarian access and population density. Overall, 98 per cent of resources are dedicated to prioritized raions. The focus remains on the

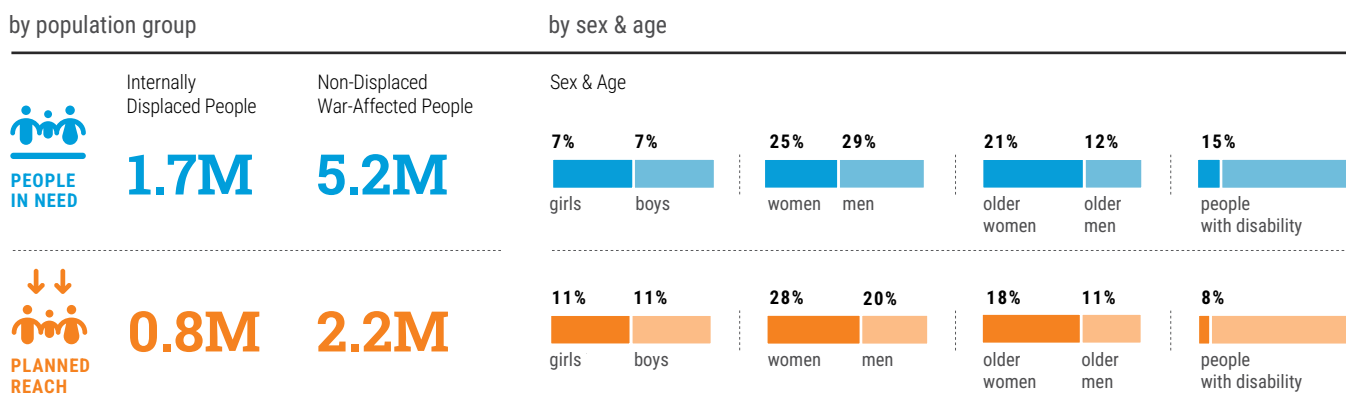
eastern and southern front-line areas, comprising nine priority oblasts. The allocation of modalities (in-kind, cash, voucher) to specific activities is based on partner preferences and capabilities, local market feasibility, and the suitability of each modality for the given activity.

## Cost of response

**The SNFI Cluster will require \$545 million to assist 3 million people.** The Cluster used activity-based costing to determine the financial requirements for the response. In this methodology, SNFI activities are assigned an average unit cost, which is then applied to a pre-defined caseload. Calculation of unit costs involved an examination of the expenses associated with comparable activities from last year, price fluctuations (actual and anticipated inflation), and costs revealed by partners from the planning and tender phases. Additionally, the process draws on deliberations within various technical working groups, insights from the Rental Market Assessment, findings from the JMMI (SNFI cost analysis), IOM's assessment of solid fuel expenses, and consultation with the Government of Ukraine Ministries and others.

The SNFI Cluster regularly updates its reference prices provided in its [Activity Handbook](#) through a combination of sources – consultation with cluster partners, Joint Market Monitoring and MSNA data. 2025 HNRP prices were updated to account for [inflation of goods and services](#). Indirect costs are not taken into account in the costing.

## People in need and planned reach breakdown





## 3.9 Water, Sanitation and Hygiene

PEOPLE IN NEED		PLANNED REACH
8.5M		4.3M
PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
114	7	\$365.3M

### Summary of needs

**An estimated 8.5 million people will need water, sanitation and hygiene (WASH) services in 2025.** Overall, one fifth of households have experienced constrained access to safe water, with over half directly associated with the war.<sup>158</sup> These issues are more pronounced near the front line with frequent or prolonged interruptions in service and difficulties in making repairs due to shelling and security challenges. They are also significant in regions far from the front line where interruptions of water supply are often linked to power outages caused by hostilities.

Humanitarian Situation Monitoring<sup>159</sup> in front-line regions highlights the implicit fragility of access to water. In July 2024, 19 per cent of towns and villages were found to be in severe need, and 56 per cent of locations were in ‘stress’. In Donetsk Oblast, 60 per cent of assessed towns and villages were found to be in a ‘severe’ state with difficulties accessing sufficient water. There was also a relatively higher dependence on trucked water in front-line communities in Dnipropetrovska (26 per cent), Donetsk (32 per cent) and Kharkivska (21 per cent) oblasts.

Furthermore, a significant number of households do not treat their water due to financial constraints<sup>160</sup> and there is limited awareness of the risks from existing or alternative sources.<sup>161</sup> Safe water storage is often

an issue in areas that have previously not experienced interruptions in service.

Beyond rural and front-line areas, over one tenth of all households noted a deterioration in access to hygiene services, higher costs or reduced availability due to the war, with WASH-related acute vulnerabilities primarily affecting internally displaced people, pensioners, low-income families, families with multiple children, and front-line community residents. Preferences for support modality vary significantly depending on geography, population group and item.<sup>162</sup>

In transit centres and collective sites hosting vulnerable people displaced from the front line, safe and accessible WASH facilities are often a challenge,<sup>163</sup> which sometimes leads to a refusal to accommodate people with disabilities and older people. In addition to toilets and bathing facilities, gaps in access to water, washing/drying machines, boilers for hot water are often cited<sup>164</sup> as concerns, alongside the provision of personal hygiene, cleaning items and drinking water during evacuations. In health-care facilities along the front line, typical weak points are related to the safety and accessibility of sanitation facilities, adequate medical waste storage and transport, sufficient cleaning supplies to maintain protocols and the availability of contingency arrangements for water supply and storage. The reopening of schools in some regions depends on adherence to the availability of safe drinking water.

### Response strategy

The first objective of the WASH Cluster will support urban service providers/utilities, notably in front-line regions which face many of the shocks that have contributed to system collapse because of the ongoing war.<sup>165</sup> These are compounded by pre-existing inefficiencies and rehabilitation needs resulting from decades of under investment. Humanitarian and early recovery interventions will help to maintain services in front-line regions through the provision of materials and equipment for repairs and backup capacity. Although priority is given to water and wastewater services, waste collection and district heating services face similar challenges and should be considered. In areas where centralized services are already severely

disrupted, unavailable or at risk, efforts to develop and increase the number of publicly available water points (wells, boreholes, water-selling kiosks) or increase capacities for emergency water deliveries all remain critical to ensuring the capacity to respond to conflict-related shocks. Support for interventions to move away from emergency deliveries is also crucial as areas stabilize.

The Cluster's second objective will focus on vulnerable households in rural front-line areas. These have a significant proportion of older people and people with disabilities who are facing greater health risks due to reduced access to basic water and hygiene services. Specific support in relation to access to drinking water, household water treatment and storage, essential or specialized hygiene items, and trucked water or desludging services is needed to avoid the use of unsafe coping strategies or exposure to risks when travelling to access basic services.

Under the third objective, cluster partners will provide support to institutions. In addition to supporting centralized water and heating systems to prevent public health risks like waterborne diseases and related acute distress, the WASH Cluster's revised multisectoral approach will focus on key WASH facilities in institutions, like schools, hospitals and collective sites. The WASH Cluster will mainly target raions with an intersectoral severity level 4 or 5 (will also proactively collect data and assessments from other clusters and continue to respond to their ad hoc requests).

WASH NFIs (personal and domestic hygiene items) are provided mainly as in-kind support in front-line locations without functional markets, or in areas which are not covered by MPCA, and as direct support to service providers, institutions and vulnerable households – the latter two ideally alongside multisectoral support. In addition, a smaller but

#### **POKROVSK TOWN, DONETSKA OBLAST, UKRAINE**

Aid workers provided drinking water to the residents of war-torn Pokrovsk Town with support from UNICEF  
Photo: Angels of Salvation/Oleksii Gutnyk



growing portion is expected to be delivered through market-based approaches, ideally linked to MPCA, livelihoods and/or protection programming in more stable areas of the country.

Through its technical cell, the WASH Cluster will continue to engage with the Water Supply and Sanitation Sectoral Group to flag emerging issues, facilitate joint planning in key urban centres, and support joint advocacy around humanitarian and recovery requirements and priorities. Similarly, the WASH Cluster will continue to strengthen its collaboration with the Energy Coordination Group in relation to district heating support and coordination.

## Targeting and prioritization

**In 2025, the WASH Cluster and partners aim to assist 4.3 million people with WASH services.** The top priority for the Cluster are areas along the front line, focusing on supporting emergency responses by providing critical supplies and repairs, building contingency capacity for shocks, and multi-sectoral support to internally displaced people and vulnerable people in key institutions and front-line regions. The second priority focuses on transitioning from emergency WASH services to medium-term solutions and on supporting utilities to reduce operating costs, ensure backup power in strategic facilities and support strategic upstream improvements where needed. In addition, the Cluster will work to ensure the integration of inclusive WASH components in key social institutions and support to vulnerable groups, to complement other clusters' activities. The third priority is WASH recovery

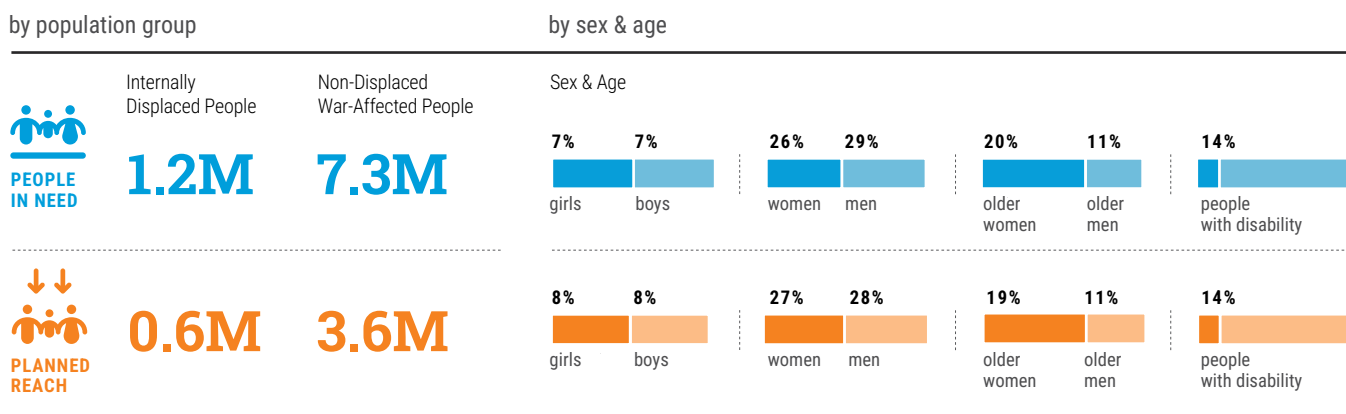
and interventions to fill gaps and complement other clusters in supporting vulnerable households (tied to protection, health, food or MPCA programming), and supporting service providers where needed, and complementing future recovery frameworks.

To better integrate WASH into more comprehensive support packages, attention must be given to the specific health risks and challenges faced by different vulnerable groups. This includes people with disabilities, older people, people with chronic illnesses, pregnant and lactating women, female-headed households, low-income families, families with three or more children and the Roma community.

## Cost of response

**In 2025, the WASH Cluster will require \$365 million to provide assistance, with an average cost of \$85 per person.** Costs vary widely, with the highest in front-line and rural areas. Data from various sources were used to estimate needs and calculate costs based on priority areas, particularly front-line regions, and rural towns, with priority areas incurring higher expenses. These high-cost areas dominate the response planned reach. Additional costs arise from monitoring, evaluation, capacity-building and contingency planning. Logistical challenges and inflation are expected to further increase costs, especially in severity 4 and 5 regions, where supply availability is limited.

## People in need and planned reach breakdown





### ✦ 3.10 Coordination and Common Services

PARTNERS	ACTIVITIES	REQUIREMENTS (US\$)
5	1	\$12.5M

The operating environment in Ukraine remains complex and demanding due to persistent insecurity as a result of the ongoing war, creating logistical and access challenges. Effective coordination among humanitarian actors to implement the HNRP’s joint strategy is vital for timely and impactful humanitarian action. This ensures life-saving support reaches the most affected and vulnerable people. Collaborative efforts, including standardized data sets, robust information management, and monitoring and analysis, are critical for achieving this goal. Engaging and empowering national actors remains central to ensuring the efficiency, relevance and overall results of the response.

The Coordination and Common Services (CCS) sector will facilitate coordinated actions by providing support in key areas: information management, needs assessments, advocacy for humanitarian access and prioritizing protection. Strengthening inter-cluster coordination at national and sub-national levels, along with promoting area-based coordination in priority locations based on lessons learned from the pilots in 2024, will be instrumental. These efforts aim to extend the operational reach of humanitarian partners and enhance their ability to address the needs of the most vulnerable effectively. To ensure efficiency in the operation, intra- and inter-cluster deduplication will be further strengthened.

In 2025, CCS will focus on two main objectives: (1) facilitating a principled humanitarian response driven by protection-centred strategic decision-making, coordination and humanitarian financing, and (2) coordinating and standardizing information management and assessments. By fostering collaboration with national stakeholders, CCS aims to maintain shared data repositories and produce evidence-based analysis for strategic advocacy.

Building on past achievements, CCS will work to bridge strategic and operational coordination while adapting mechanisms to evolving response priorities. A review of existing coordination structures will ensure alignment with operational needs. Enhancing NGO engagement and intersectoral collaboration will be a key focus, particularly to mainstream and prioritize protection for a more successful response. Efforts to improve situational awareness, particularly in hard-to-reach areas, will remain a priority. Humanitarian systems for data collection and analysis, established through working groups like the Assessment and Analysis Working Group and Information Management Working Group, will be leveraged to strengthen situational monitoring and inform strategic decision-making. This includes improving access to quality data, aligning with global standards and collaborating with government institutions on methodologies for a unified understanding of humanitarian needs.

Regular monitoring outputs, such as dashboards and periodic reports, will continue to inform ICCG planning and HCT decision-making. CCS will also contribute to the nexus approach by supporting durable solutions initiatives and collective outcomes, further integrating humanitarian and development efforts.



# What if we fail to respond?

## HUMAN COST OF INACTION IS TOO HIGH

Failure to sustain the humanitarian response will have catastrophic consequences for millions of Ukrainians. Vulnerable groups – children, women, older people and those with disabilities – will face heightened risks and their needs are expected only to grow. Without adequate funding, critical assistance, including shelter, food, health care and mental health support, will not reach those in need. This will aggravate suffering, push families into desperation and jeopardize the survival and dignity of war-affected communities. Without sustained support, the crisis will deepen and communities' ability to recover will be severely hampered.

## WHAT IF FAIL TO SUSTAIN THE RESPONSE?



### Camp Coordination and Camp Management (CCCM)

Nearly 79,000 internally displaced people living in 1,800 collective sites across Ukraine will lack access to safe, dignified living conditions. Essential services, including site management and winter support, will remain out of reach for the most vulnerable families.



### Education

At least 830,000 children and teachers, including 771,000 students and 58,000 educators, will lose access to safe and inclusive education services. The ongoing disruption will severely impact the mental health, learning outcomes and future opportunities of children affected by the war.



### Food Security and Livelihoods (FSL)

An estimated 2.3 million people, including 1.8 million needing emergency food assistance and 1.7 million requiring livelihood support, are at risk of facing food insecurity. Without adequate humanitarian support, families in front-line regions will adopt negative coping strategies, worsening their long-term prospects for recovery and self-reliance.



### Health

Without sustained funding, 3.3 million people will not have access to critical health services, leaving them vulnerable to preventable diseases, mental health crises and life-threatening conditions. Those in front-line areas and displaced people, including pregnant women, children and people with disabilities, will face significant health risks, exacerbated by continued attacks impacting health-care services, facilities and assets.



### Protection Overall

If protection services falter, some 3.8 million internally displaced and non-displaced war-affected people, particularly those in the most vulnerable conditions, would see their rights violated. Dwindling resources would threaten the access of people at heightened risk to rights and public services, including people with disabilities and older people, especially near the front line, in urban and rural areas receiving the internally displaced or affected by attacks, and in and outside of collective sites. It will result in the exacerbation of the humanitarian needs of the most vulnerable and deepen the barriers for marginalized groups to access needed support in an inclusive and safe manner.



## Child Protection

Over 3.5 million children are at risk of physical harm, exploitation and psychosocial trauma. Without intervention, critical child protection services will fail to reach 2.1 million children and caregivers, leaving them exposed to family separation, violence and long-term trauma. The absence of mental health and psychosocial support will hinder their recovery and development.



## Gender-Based Violence (GBV)

Approximately 2.41 million people, predominantly women and girls, are in need of GBV services. Without adequate humanitarian support in 2025, 710,000 vulnerable people, including 340,000 internally displaced people and 370,000 non-displaced war-affected people, will not receive GBV prevention and response assistance to address risks such as intimate partner violence, sexual violence and exploitation. Survivors of GBV, including women and girls, will be unable to access essential medical care, psychosocial support and protection services, further compounding their vulnerabilities and risk.



## Mine Action

Over 5.4 million people reside in areas heavily contaminated with explosive ordnance. Without Mine Action efforts, they will continue to face the daily threat of landmines and unexploded ordnance, restricting access to farmland, homes and vital services. Failure to act will exacerbate casualties and prevent the recovery of 28,000 square kilometres of agricultural land, and at least 1.4 million people will not be able to receive assistance through demining and risk education activities.



## Shelter and Non-Food Items (NFI)

Approximately 3 million people, including displaced and non-displaced people, will endure unsafe and inadequate living conditions due to ongoing attacks and increased hostilities in communities near the front line. Many will face exposure to harsh winter conditions without essential housing and essential household items.



## Water, Sanitation, and Hygiene (WASH)

Failure to maintain WASH services will leave 4.4 million people, including those in front-line areas, without access to clean water, adequate sanitation and hygiene facilities. This will increase the spread of waterborne diseases, worsen public health and disproportionately affect vulnerable groups such as low-income families, older people and people with limited mobility.

## WHAT IS REQUIRED?

### 1. Joint Action Now:

Immediate, coordinated humanitarian efforts to address the life-saving needs of the most vulnerable war-affected people in Ukraine.

### 2. Flexible Funding in 2025:

Ensuring timely, adaptable response to evolving needs.

### 3. Improved Humanitarian Access:

Reaching those in the hardest-hit and most affected regions near the front line

# How to contribute?



## Contribute towards Ukraine Humanitarian Response Plan

Donors can contribute directly to aid organizations participating in the international humanitarian coordination mechanisms in Ukraine, as identified in this Humanitarian Response Plan. For more information on Ukraine's 2025 Humanitarian Needs and Response Plan, other monitoring reports or on how to donate directly to organizations participating in the plan, please visit:

[www.response.reliefweb.int/ukraine](http://www.response.reliefweb.int/ukraine)

## Donate through the Ukraine Humanitarian Fund (UHF)

Donors can contribute through the UHF. This country-based pooled fund (CBPF) contributes to a coordinated humanitarian action, supporting the highest-priority projects of the best-placed responders (including international and national NGOs and UN agencies) through an inclusive and transparent process that follows the priorities set out in this Humanitarian Response Plan. The UHF allows donors to pool their contributions into single, unearmarked funds to support local humanitarian efforts which will, in turn, not only enable a coordinated, flexible and inclusive humanitarian response, but also strategically maximize available resources.

Visit the website for information on how to contribute to the Ukraine Humanitarian Response Plan:

<https://www.unocha.org/ukraine-humanitarian-fund>

For questions, send an email at:

[OCHA-UHF@un.org](mailto:OCHA-UHF@un.org)

## Donate through the Central Emergency Response Fund (CERF)

CERF is a fast and effective way to support rapid humanitarian response. CERF provides rapid initial funding for life-saving actions at the onset of emergencies and for poorly funded, essential humanitarian operations in protracted crises. The OCHA-managed CERF receives contributions from various donors – mainly governments, but also private companies, foundations, charities and individuals – which are combined into a single fund. This is used for crises anywhere in the world.

Find out more about the CERF and how to donate by visiting the website:

[www.unocha.org/cerf/donate](http://www.unocha.org/cerf/donate)

## In-kind Relief Aid

The United Nations urges donors to make cash rather than in-kind donations, for maximum speed and flexibility, and to ensure the aid materials that are most needed are the ones delivered. If you can make only in-kind contributions in response to disasters and emergencies, please send an email with relevant information concerning your contribution to:

[logik@un.org](mailto:logik@un.org)

## Registering and recognising your contributions

OCHA manages the Financial Tracking Service (FTS), which records all reported humanitarian contributions (cash, in-kind, multilateral and bilateral) to emergencies. Its purpose is to give credit and visibility to donors for their generosity and to show the total amount of funding and expose gaps in humanitarian plans. Please report yours to FTS, either by email to [fts@un.org](mailto:fts@un.org) or through the online contribution report form at:

<http://fts.unocha.org>



# Annexes

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## **DONETSKA OBLAST, UKRAINE**

Day-old broiler chicks were distributed in Donetsk Oblast to support front-line residents in restoring food production and enhancing food security.

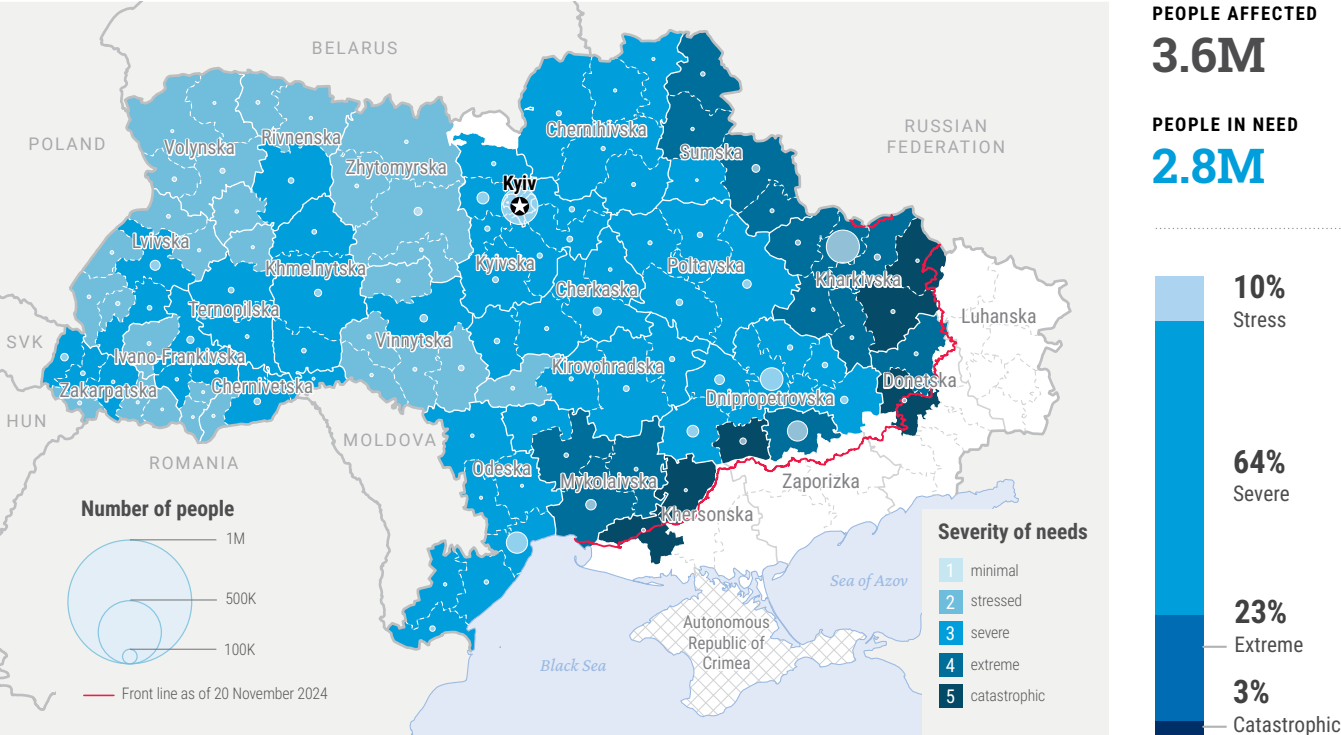
Photo: FAO/Anastasiia Borodaienko



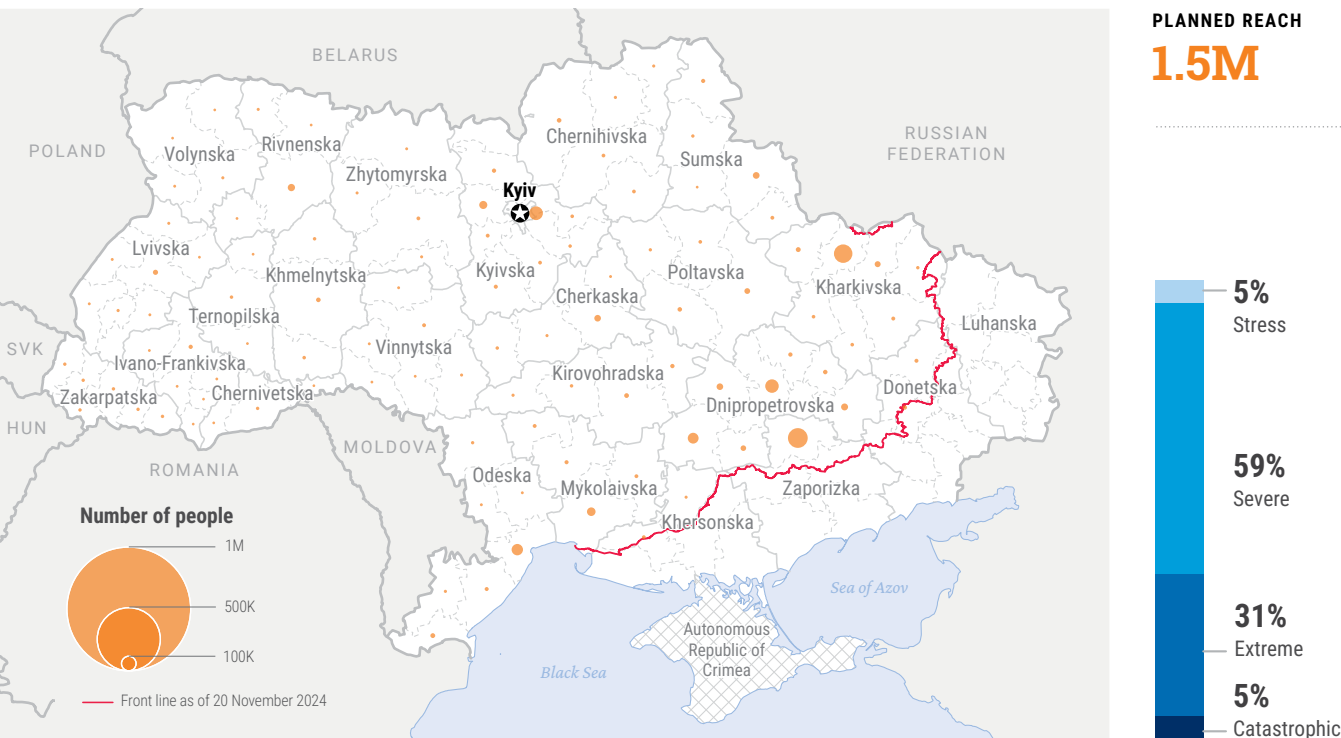


# 4.1 People in Need, Planned Reach and Severity Maps by Population Group

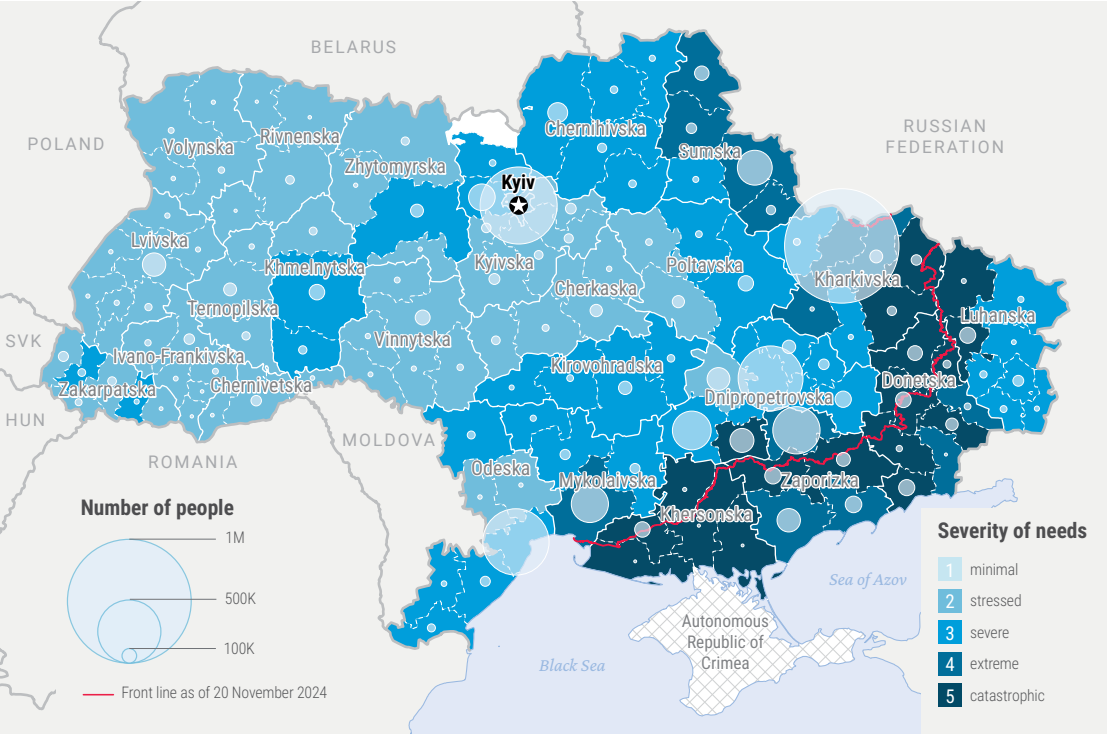
Internally displaced people in need and severity by location  
In 2025



Internally displaced planned reach by location  
In 2025

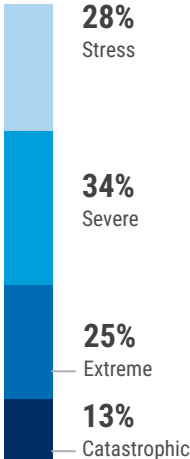


Non-displaced war-affected people in need and severity by location  
In 2025



PEOPLE AFFECTED  
**12.6M**

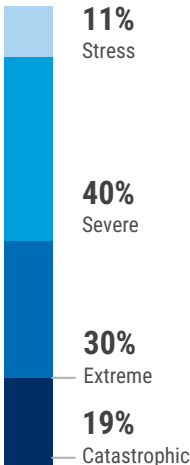
PEOPLE IN NEED  
**9.9M**



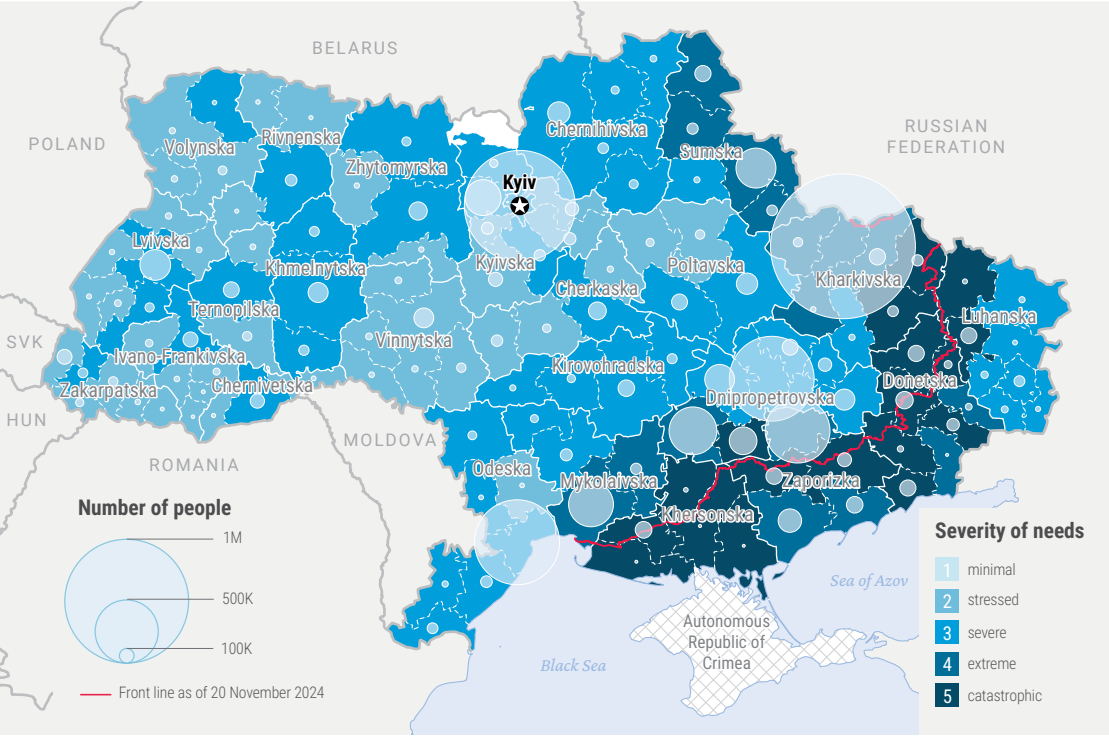
Non-displaced war-affected planned reach by location  
In 2025



PLANNED REACH  
**4.5M**

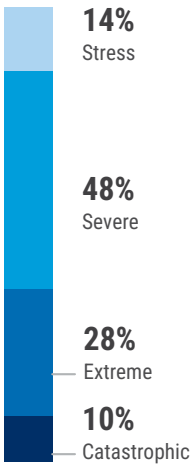


Overall people in need and severity by location  
In 2025

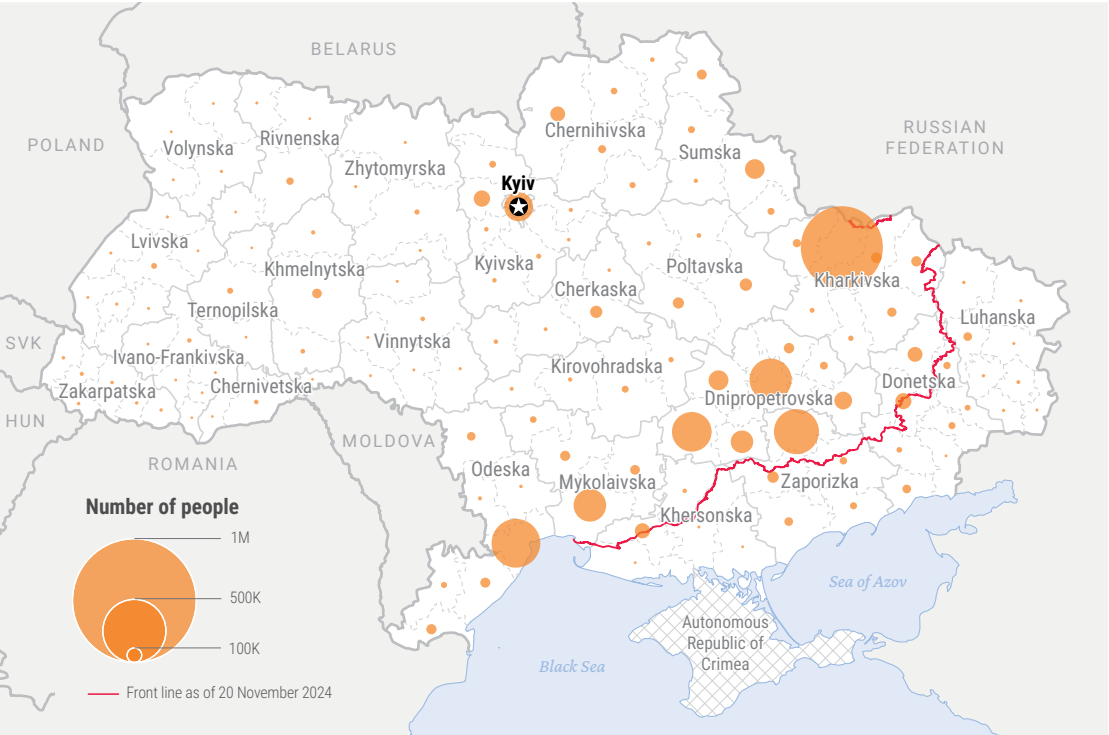


PEOPLE AFFECTED  
**16.3M**

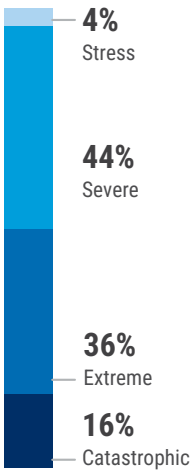
PEOPLE IN NEED  
**12.7M**



Overall planned reach by location  
In 2025



PLANNED REACH  
**6.0M**

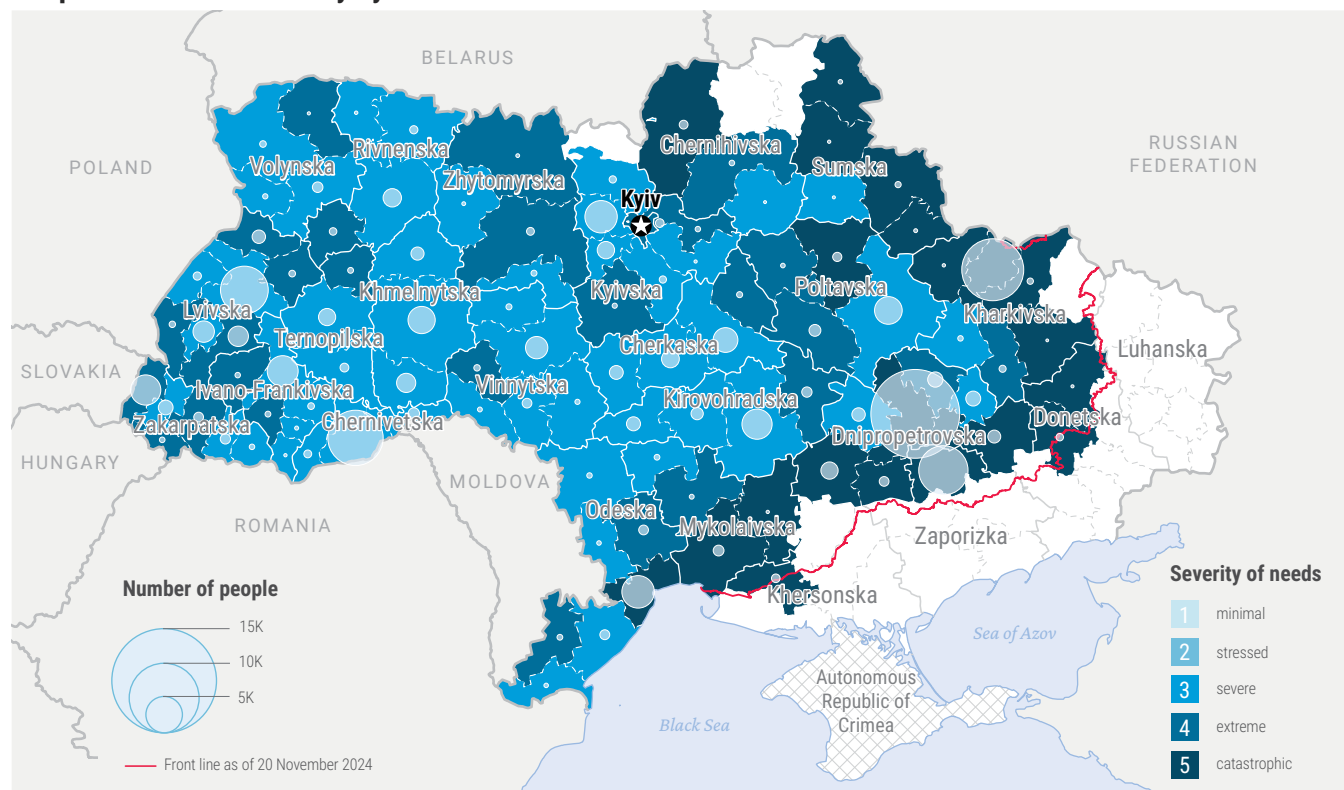


## 4.2 People in Need, Planned Reach and Severity Maps per Cluster

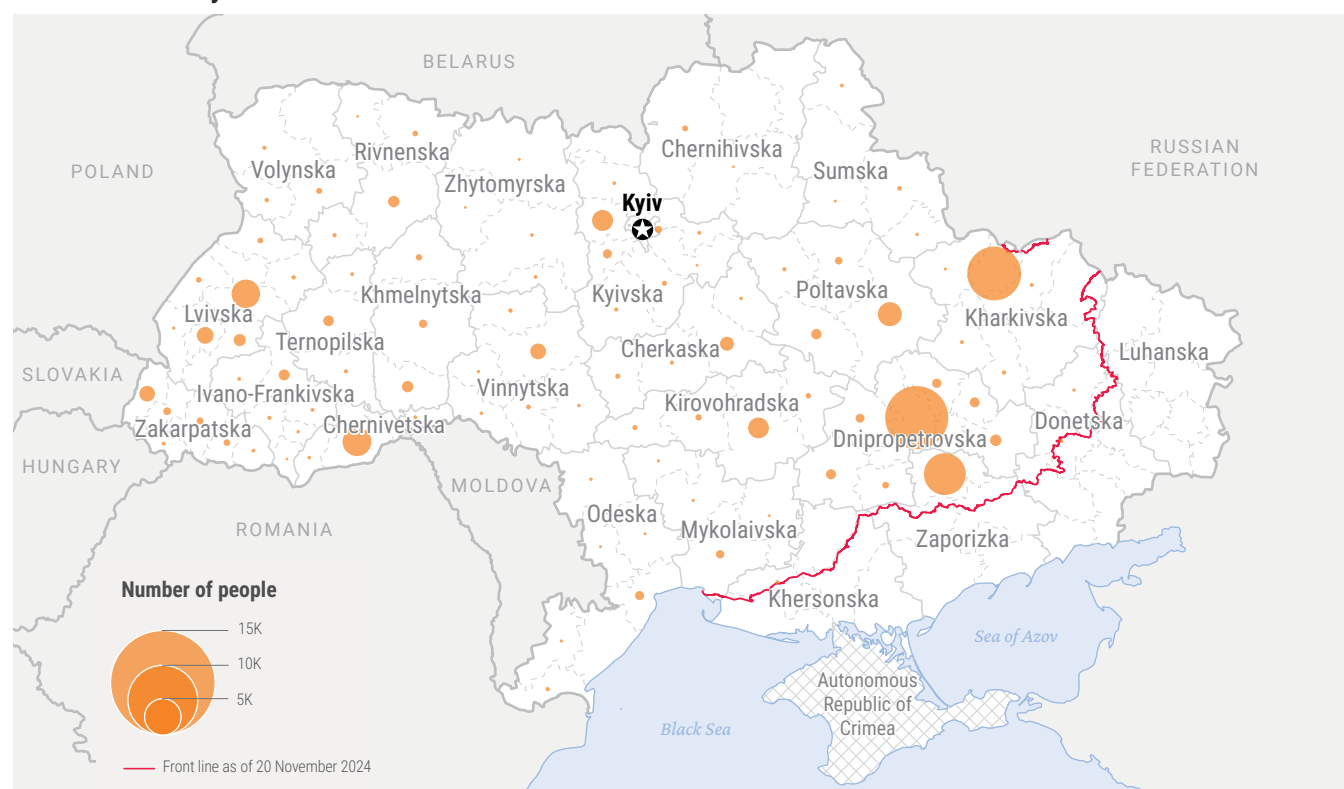


### Camp Coordination and Camp Management

#### People in need and severity by location



#### Planned reach by location

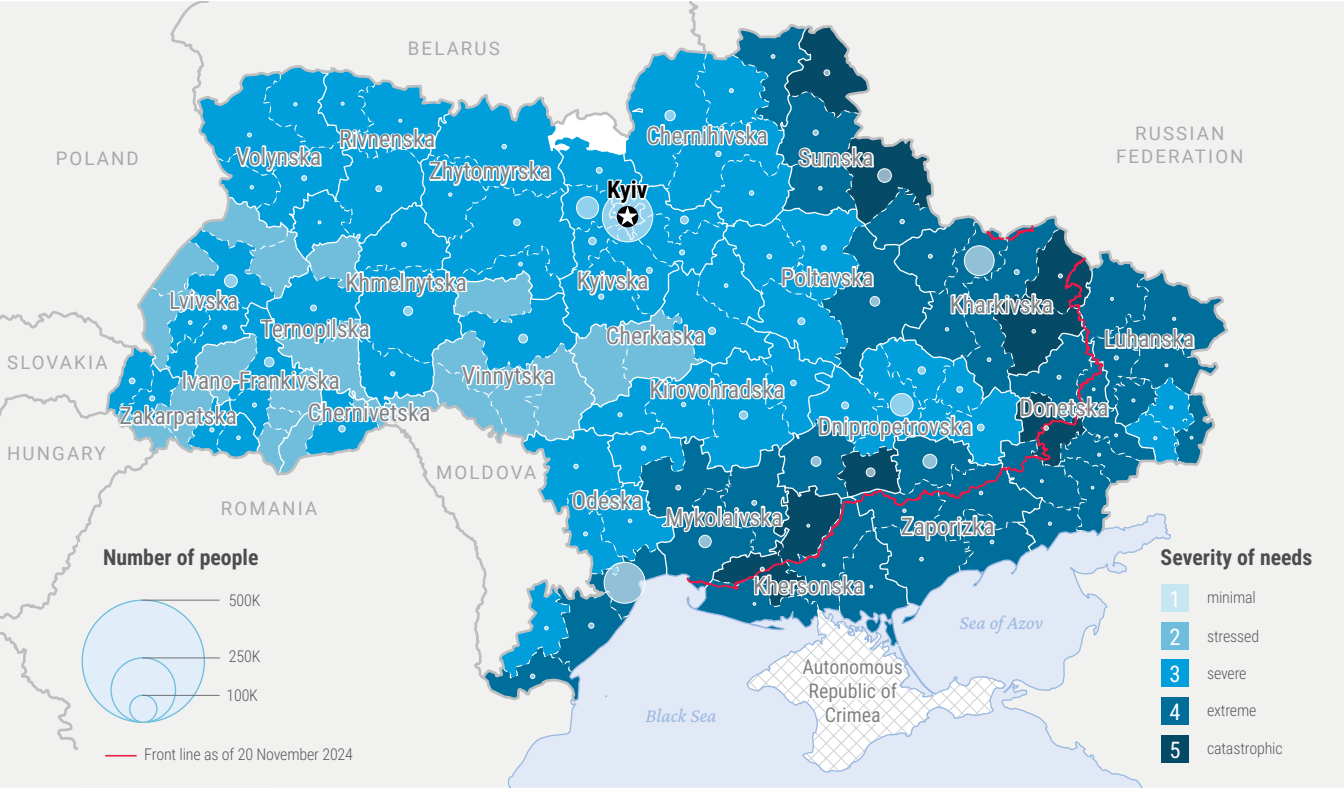






## Education

### People in need and severity by location



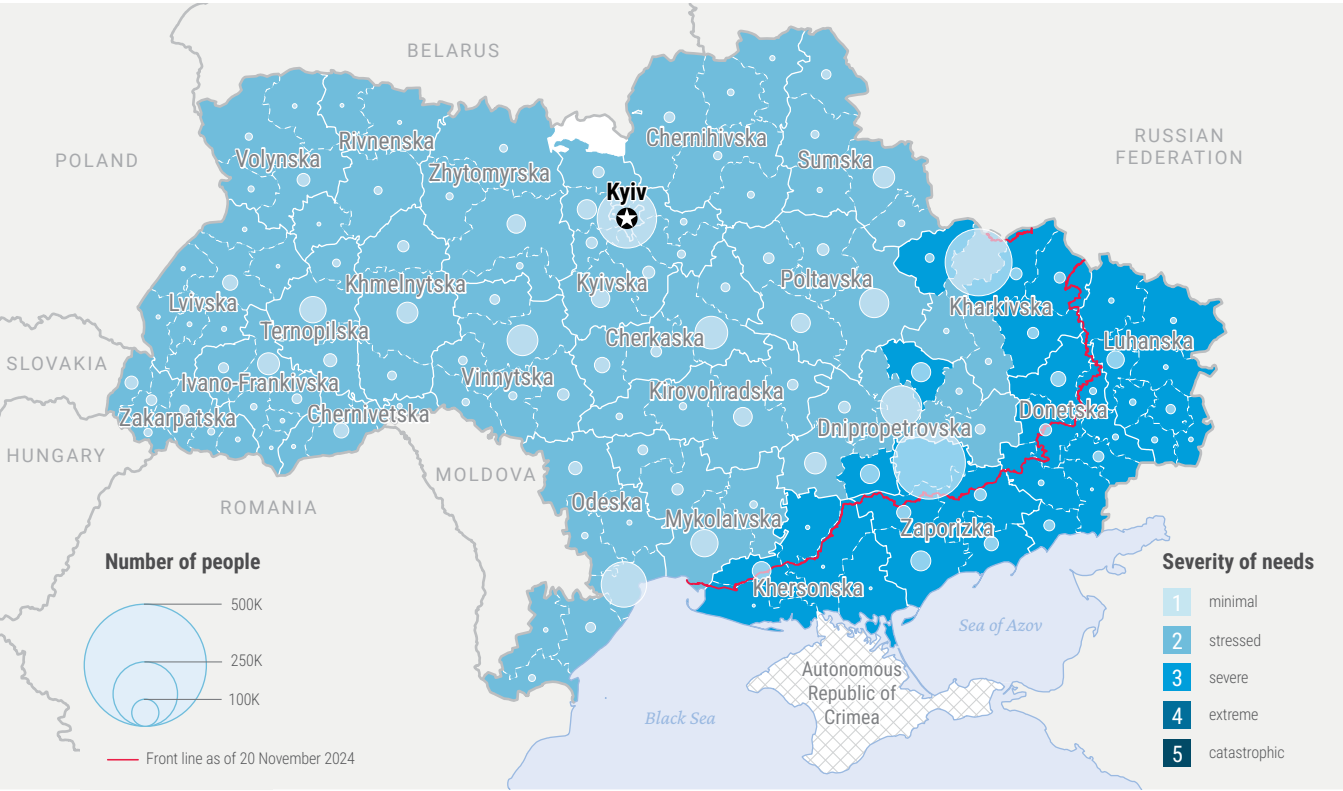
### Planned reach by location



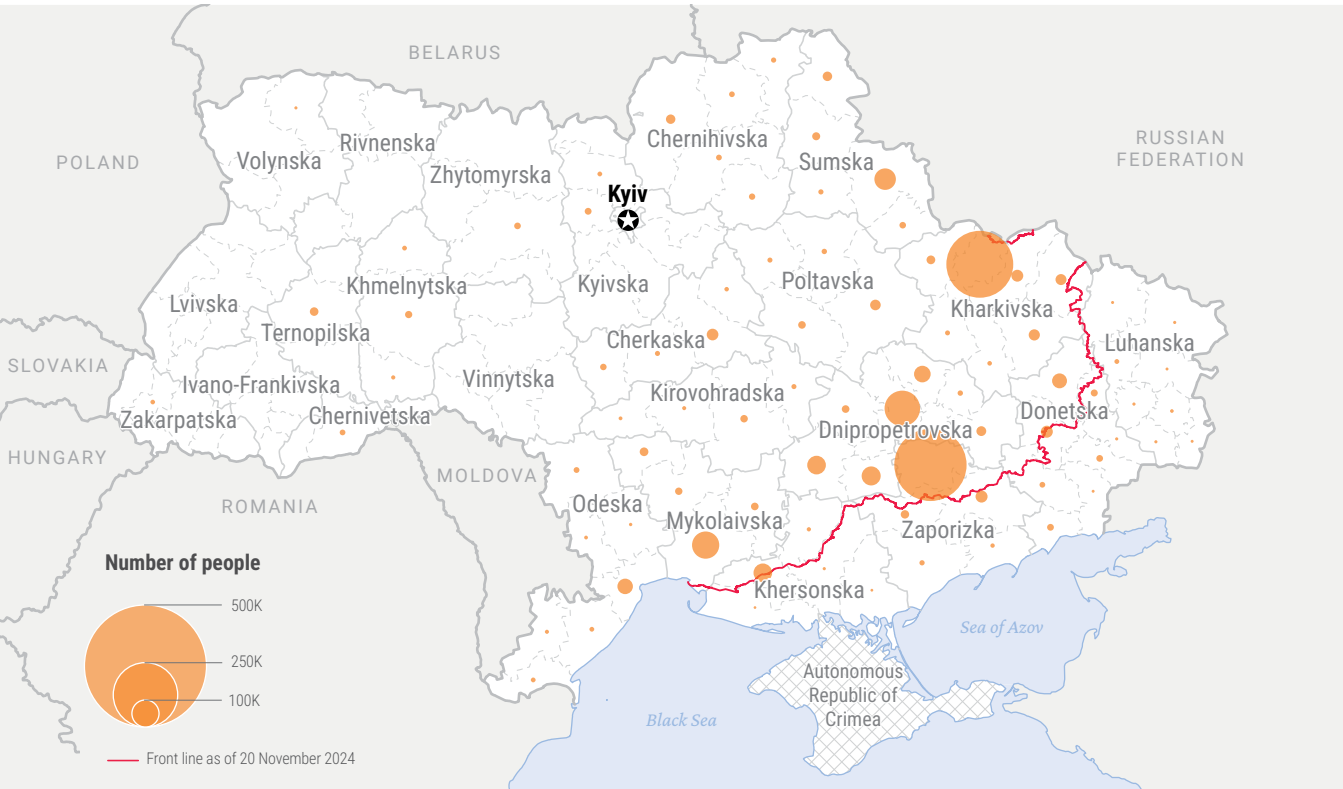


Food Security and Livelihoods

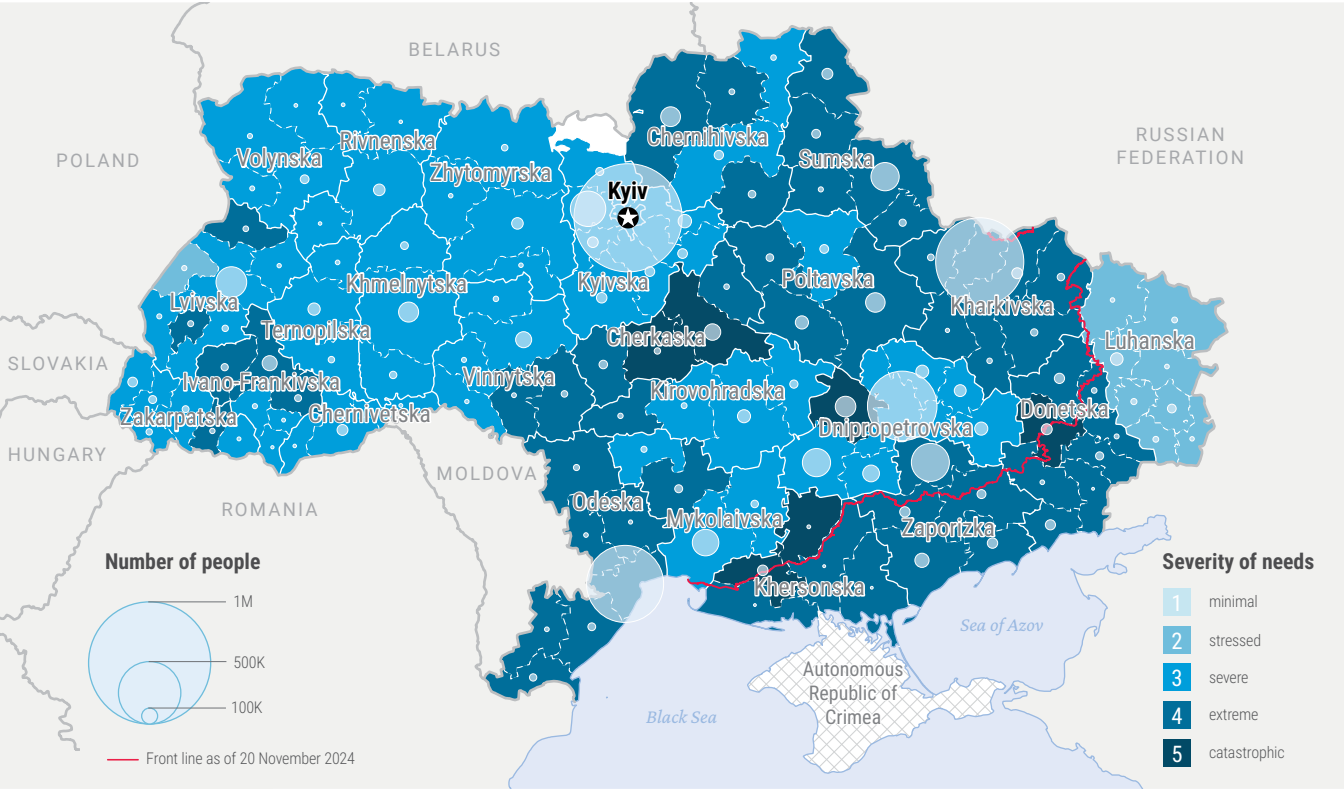
People in need and severity by location



Planned reach by location



People in need and severity by location

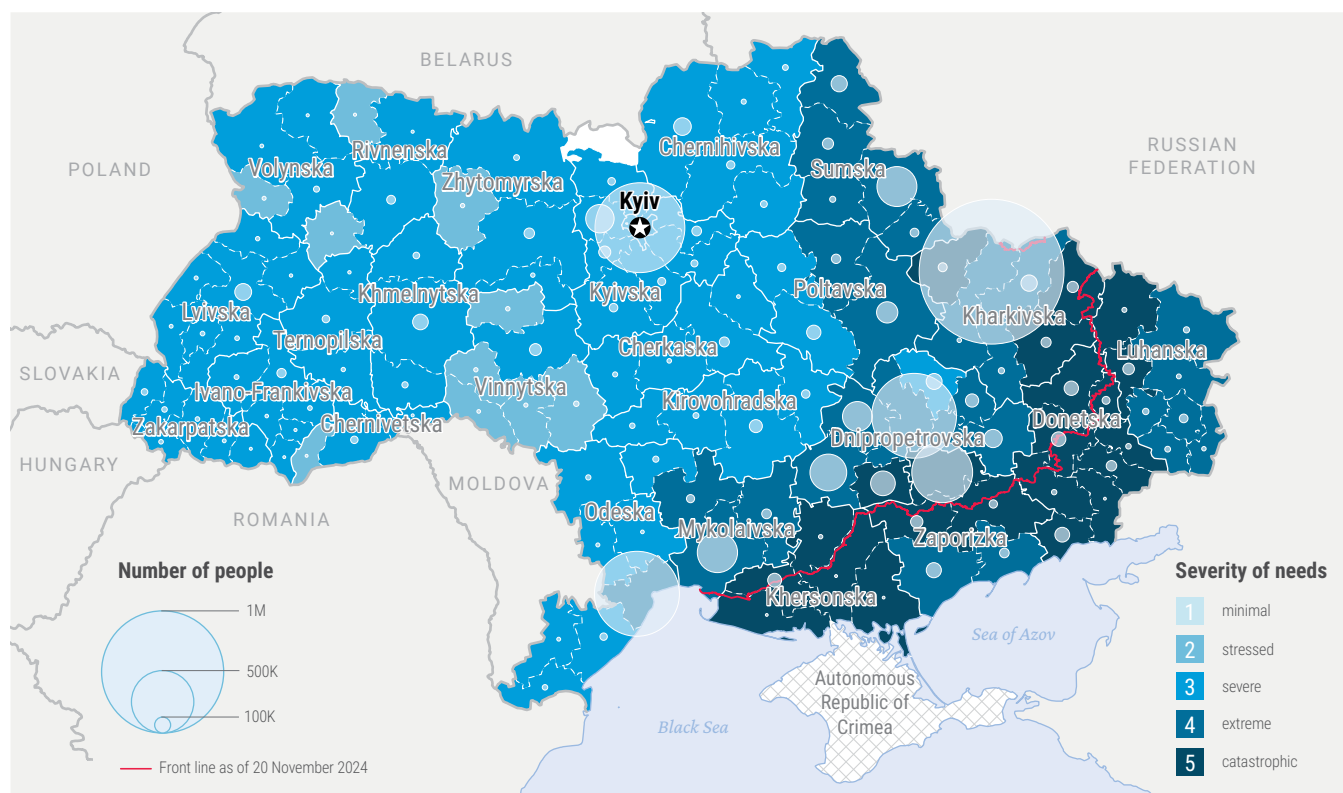


Planned reach by location



## Protection Overall

### People in need and severity by location



### Planned reach by location

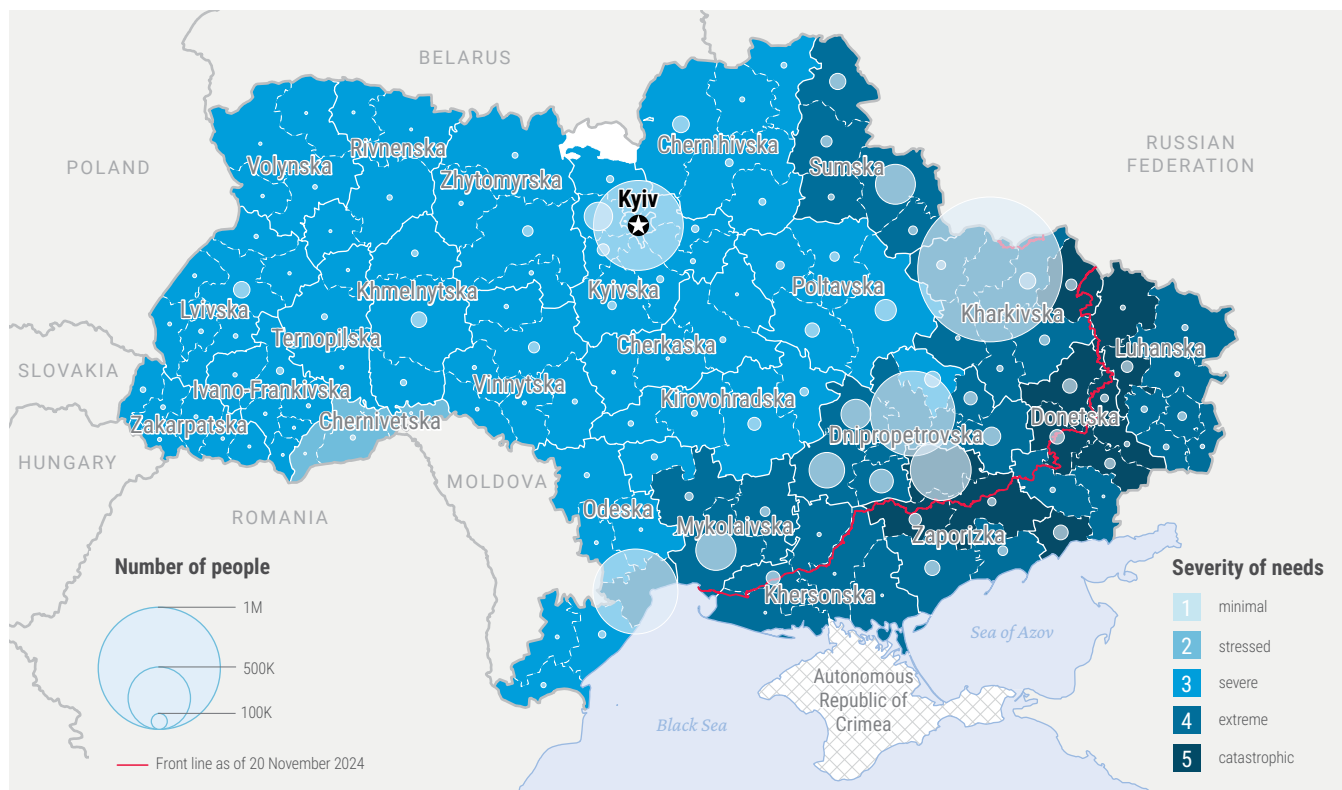






## Protection

### People in need and severity by location



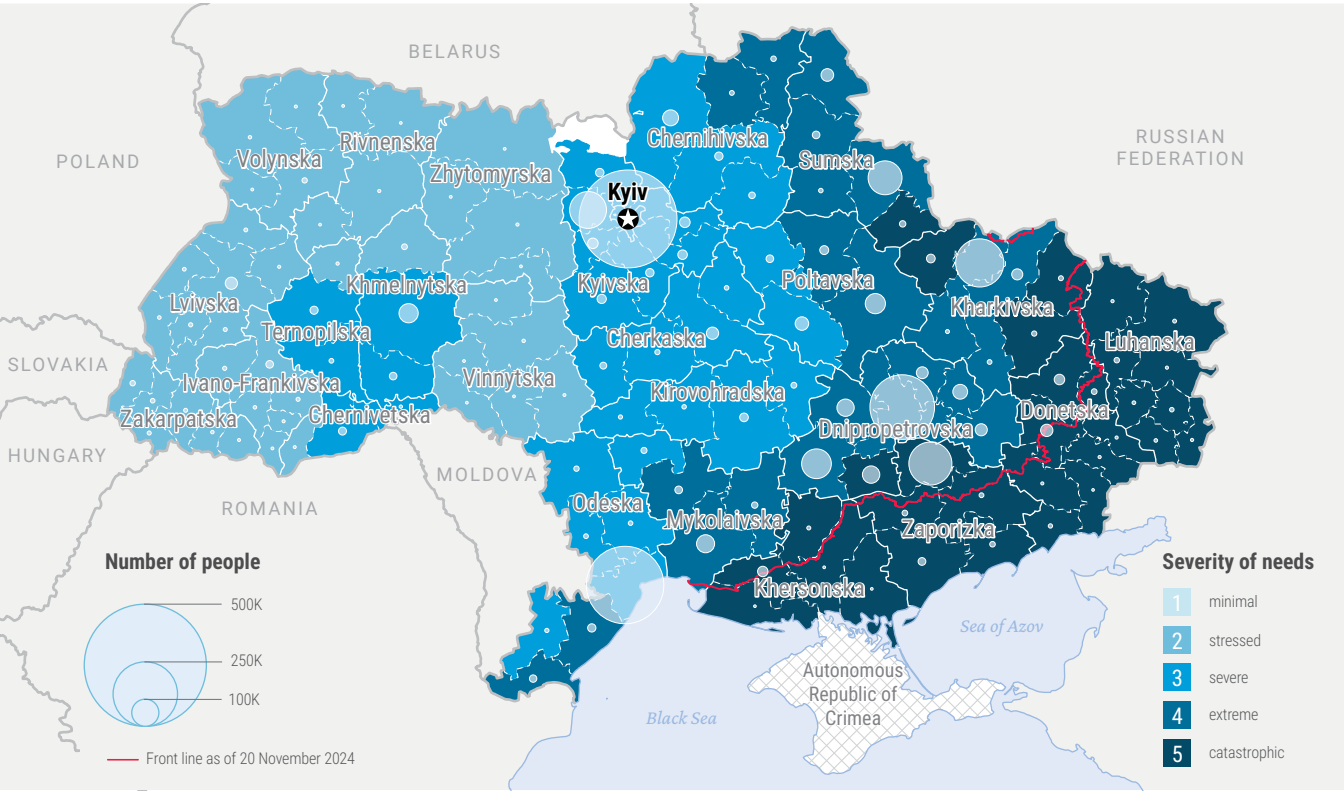
### Planned reach by location



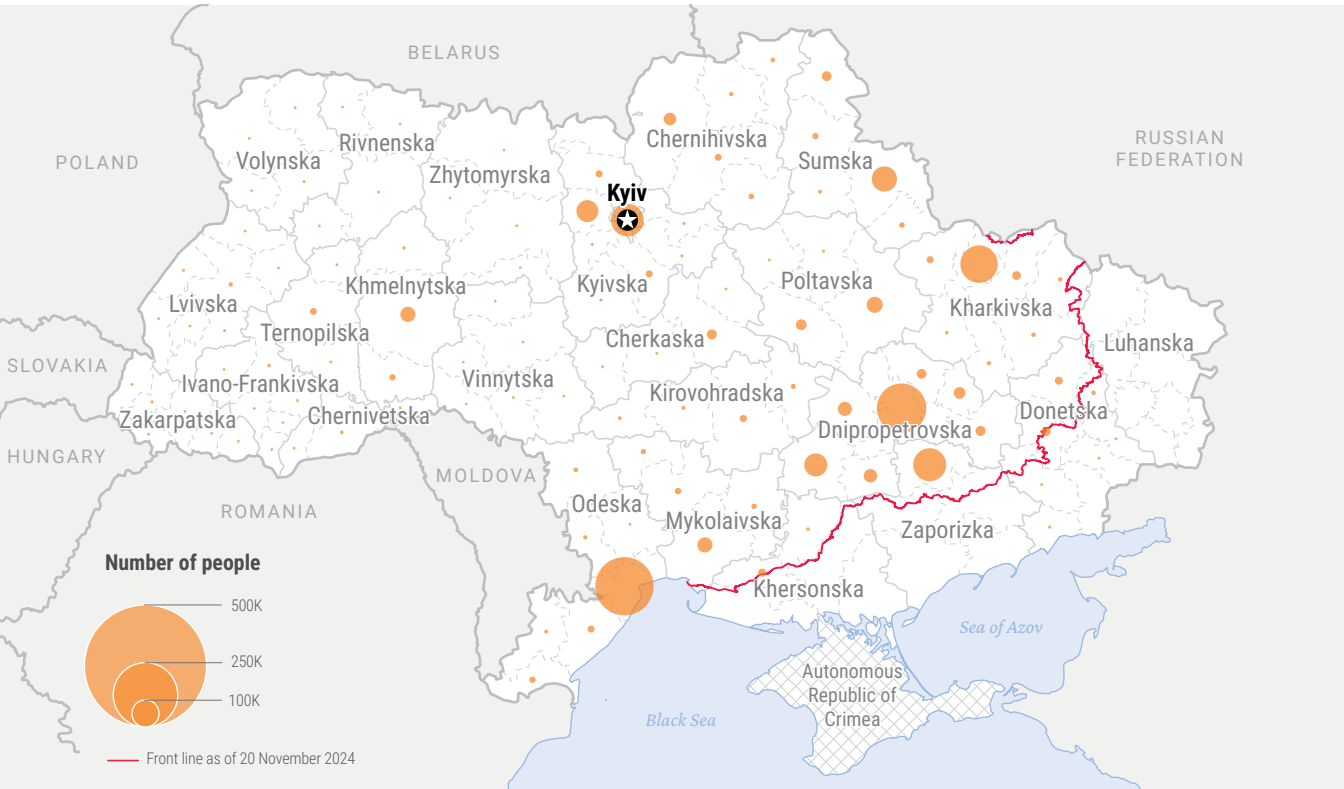


## Child Protection AoR

### People in need and severity by location



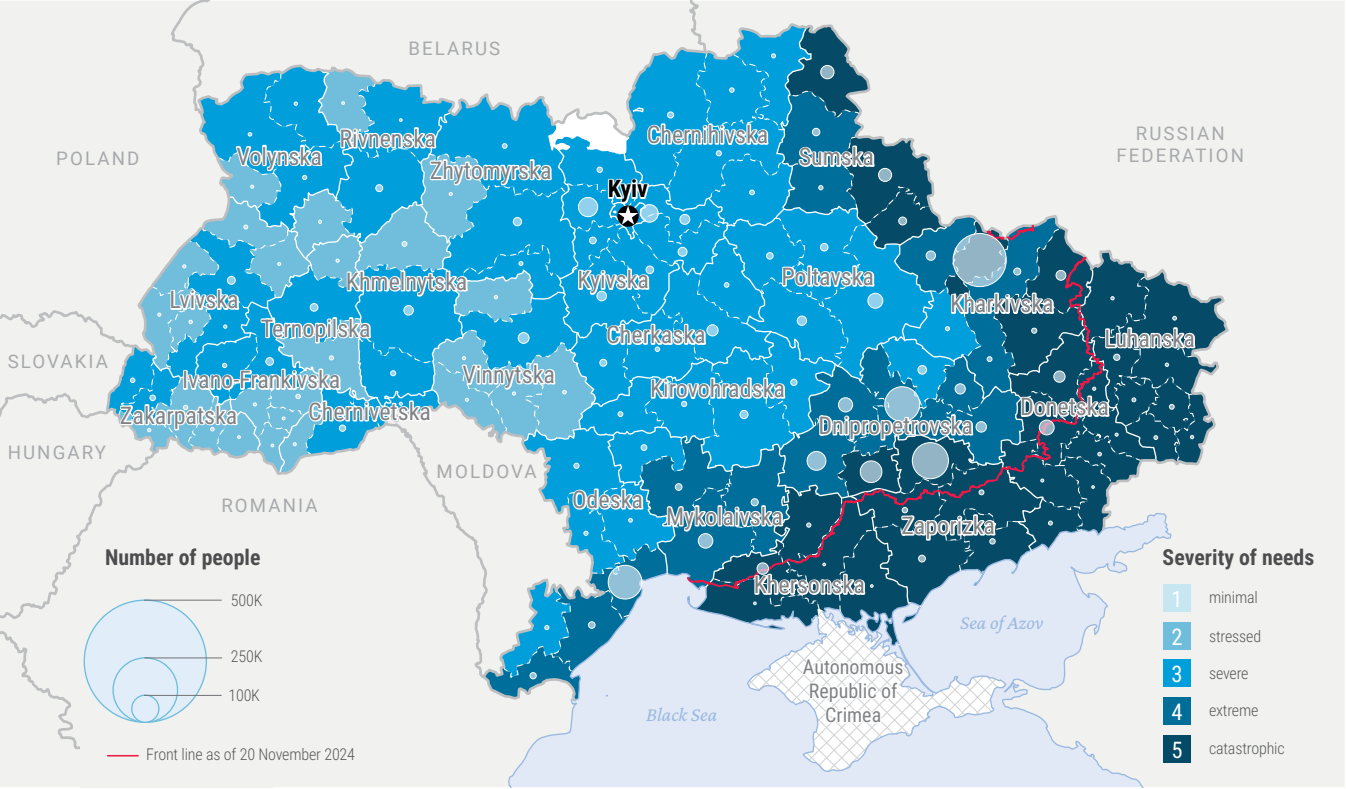
### Planned reach by location





Gender-Based Violence AOR

People in need and severity by location



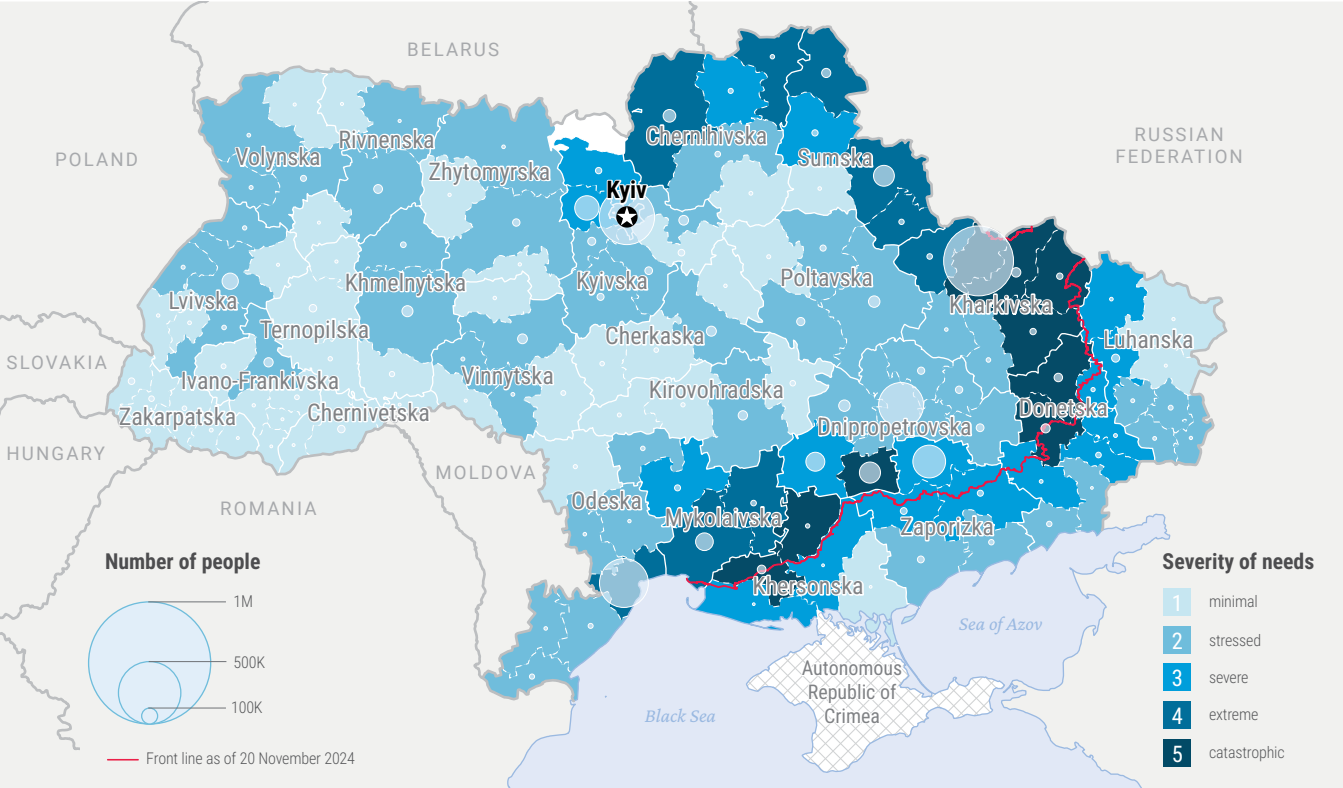
Planned reach by location





Mine Action AoR

People in need and severity by location



Planned reach by location

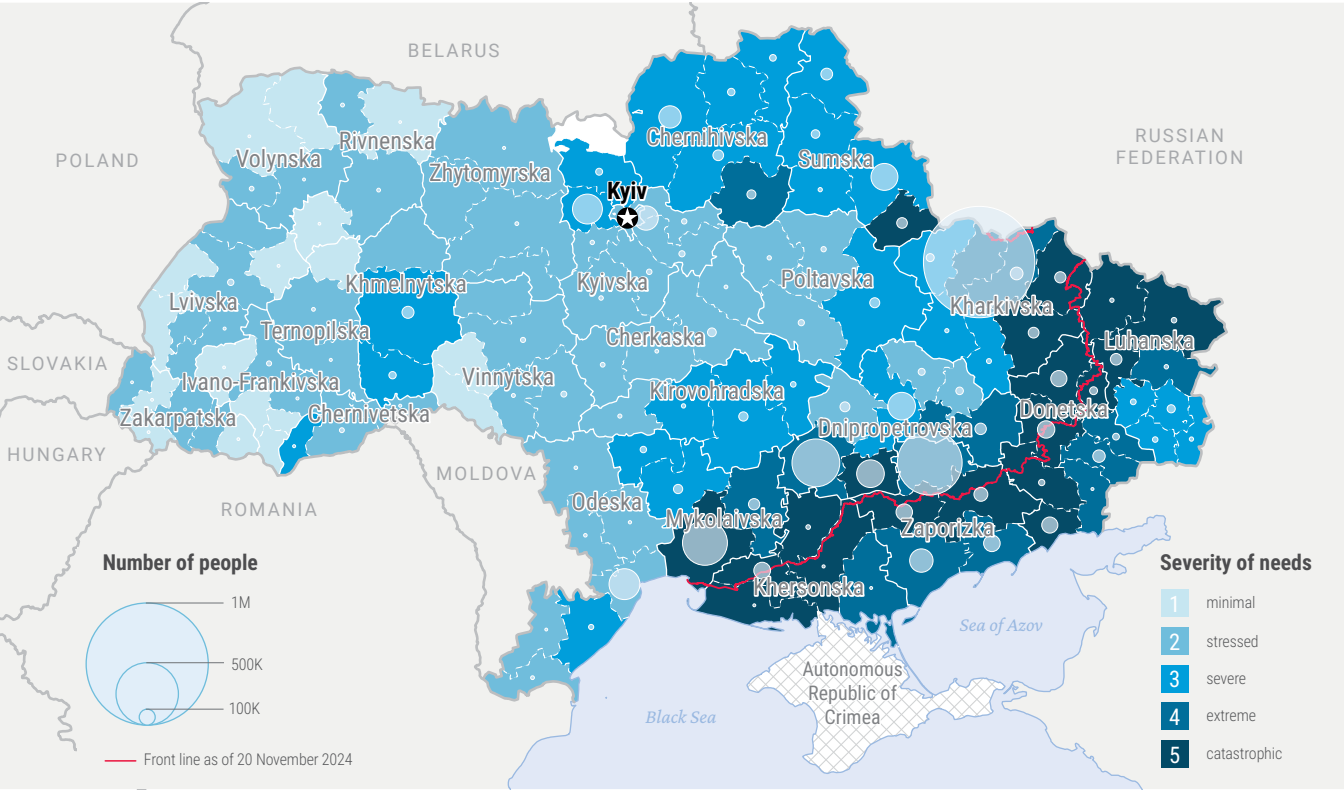






## Shelter and Non-Food Items

### People in need and severity by location



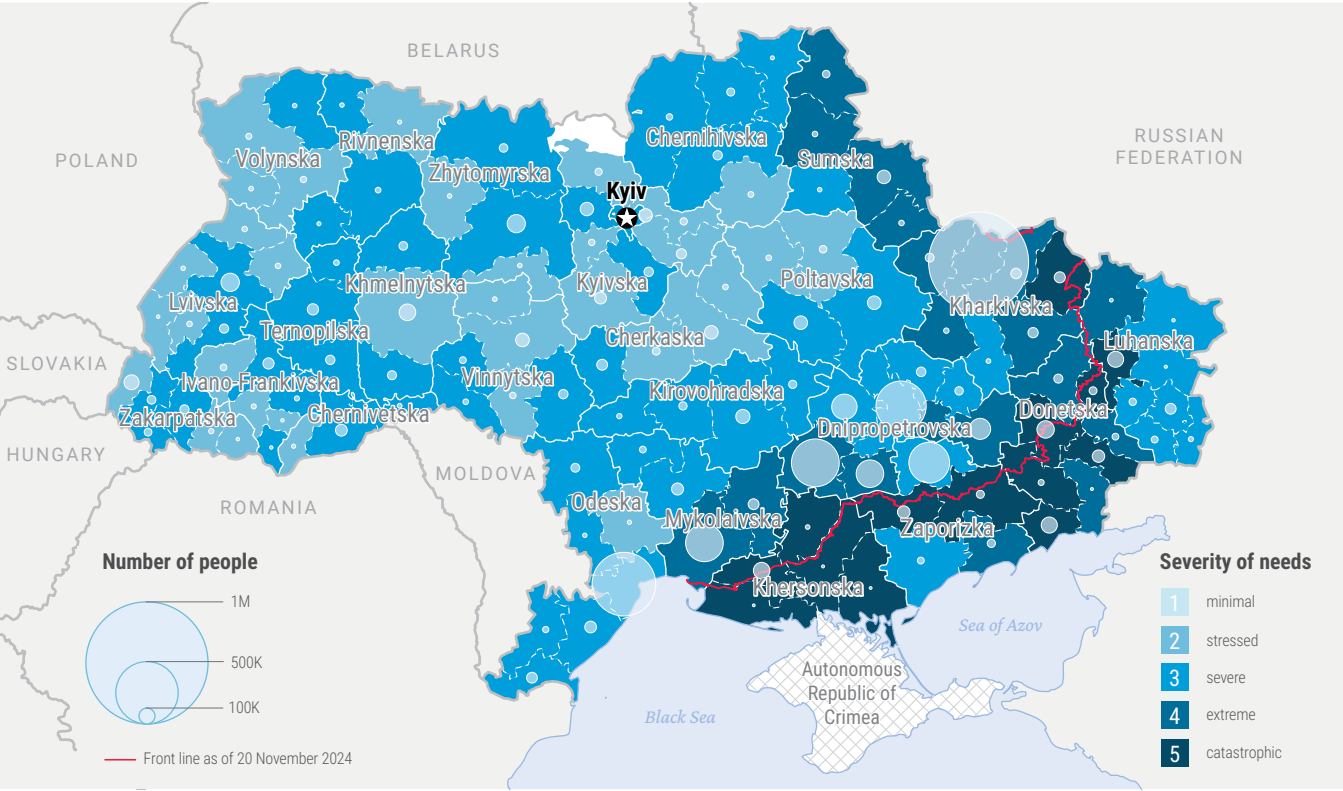
### Planned reach by location



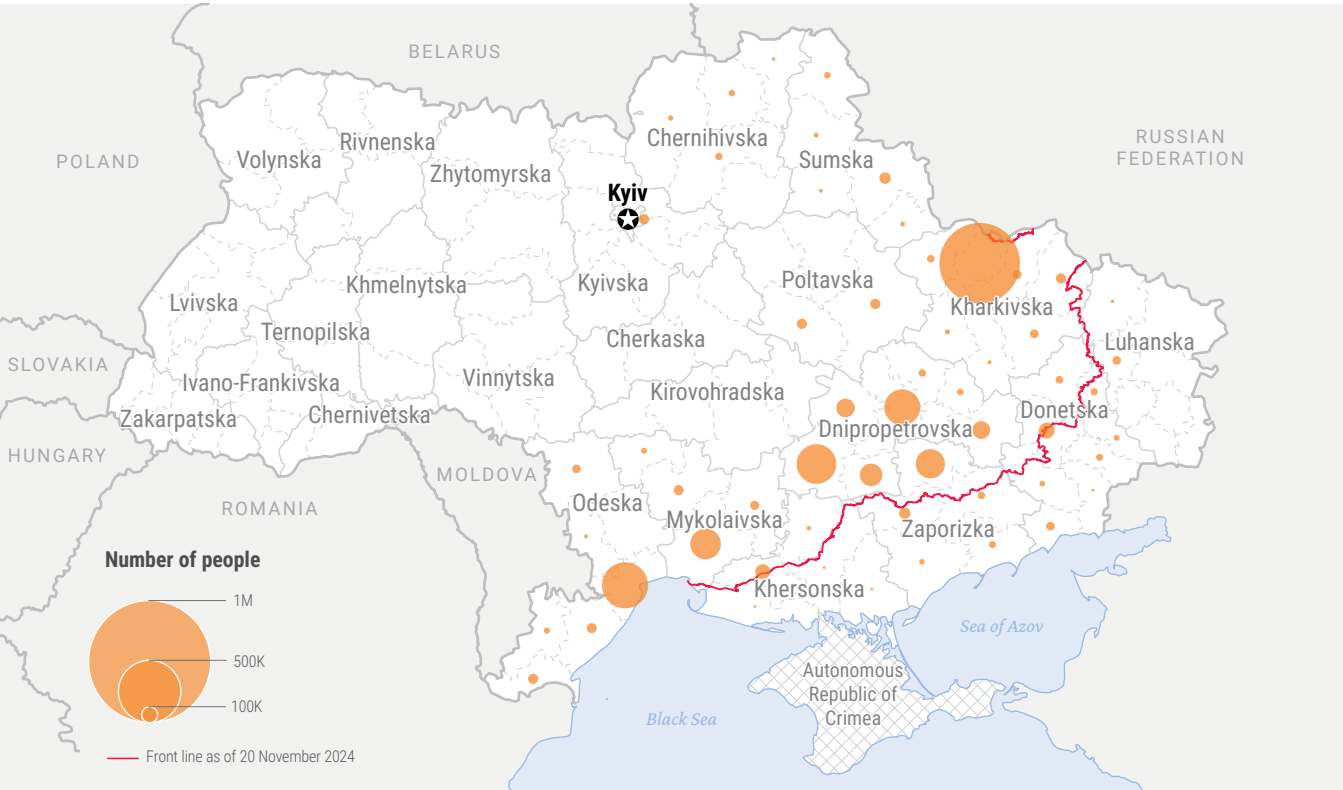


Water, Sanitation and Hygiene

People in need and severity by location



Planned reach by location





Multipurpose Cash

Planned reach by location



### **4.3 Analysis Methodology** [\(click here\)](#)

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### **4.4 Unit-Based Response Framework and Monitoring Plan** [\(click here\)](#)

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### **4.5 Partner list** [\(click here\)](#)

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# Acronyms

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<b>AAP</b>	Accountability to Affected People	<b>GIS</b>	Geographic Information System
<b>AAP WG</b>	Accountability to Affected Population Working Group	<b>GiHA</b>	Gender in Humanitarian Action
<b>AAWG</b>	Assessment and Analysis Working Group	<b>GMI</b>	Guaranteed Minimum Income
<b>ABA</b>	Area Baseline Assessment	<b>GPE</b>	Global Partnership for Education
<b>ABC</b>	Area-Based Coordination	<b>GPS</b>	General Population Survey
<b>ADTWG</b>	Age and Disability Technical Working Group	<b>GTS</b>	Ground Truth Solutions
<b>AoR</b>	Area of Responsibilities	<b>HAWG</b>	Humanitarian Access Working Group
<b>ATM</b>	Automated Teller Machine	<b>HEMI</b>	Hazardous Events Monitoring Initiative
<b>CCCM</b>	Camp Coordination and Camp Management	<b>HCT</b>	Humanitarian Country Team
<b>CFMs</b>	Complaints and Feedback Mechanisms	<b>HNRP</b>	Humanitarian Needs and Response Plan
<b>CoRA</b>	Conditions of Returns Assessment	<b>HNS</b>	Humanitarian Notification System
<b>COs</b>	Cluster Objectives	<b>HOPC</b>	Humanitarian Operational and Planning Cell
<b>CSM</b>	Collective Site Monitoring	<b>HSM</b>	Humanitarian Situation Monitoring
<b>CSOs</b>	Civil Society Organizations	<b>HUS</b>	Housing and Utilities Subsidy
<b>CVA</b>	Cash and Voucher Assistance	<b>IACs</b>	Inter-Agency Convoys
<b>CWG</b>	Cash Working Group	<b>ICCG</b>	Inter Cluster Coordination Group
<b>ECW</b>	Education Cannot Wait	<b>IDP</b>	Internally Displaced People
<b>EiE</b>	Education-in-Emergencies	<b>IMAS</b>	International Mine Action Standards
<b>FAO</b>	Food and Agriculture Organization of the United Nations	<b>IMWG</b>	Information Management Working Group
<b>FHH</b>	Female-Headed Households	<b>IOM</b>	International Organization for Migration
<b>FSL</b>	Food Security and Livelihoods	<b>JMMI</b>	Joint Market Monitoring Initiative
<b>FSPs</b>	Financial Service Providers	<b>MaNA</b>	Mobility and Needs Assessment
<b>FTS</b>	Financial Tracking System	<b>MEBs</b>	Minimum Expenditure Baskets
<b>GCM</b>	General Coordination Meetings	<b>MHPSS</b>	Mental Health, Psychosocial Support
<b>GDP</b>	Gross Domestic Product	<b>MoES</b>	Ministry of Education and Science's
		<b>MoH</b>	Ministry of Health

<b>MPC</b>	Multipurpose Cash
<b>MPCA</b>	Multipurpose Cash Assistance
<b>MSNA</b>	Multi-Sectoral Needs Assessment
<b>NFIs</b>	Non-Food Items
<b>NGOs</b>	Non-Governmental Organizations
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OPAs</b>	Organizations of Older People
<b>OPDs</b>	Organizations of People with Disabilities
<b>PFA</b>	Psychological First Aid
<b>PiN</b>	People in need
<b>PTM</b>	Protection Monitoring Tool
<b>RNAs</b>	Rapid Needs Assessments
<b>SEL</b>	Social-Emotional Learning
<b>SOPs</b>	Standard Operating Procedures
<b>TWG</b>	Technical Working Group
<b>UHF</b>	Ukraine Humanitarian Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WRO</b>	Women Rights Organizations
<b>ZNPP</b>	Zaporizhzhia Nuclear Power Plant

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153. In 2023 alone, the UN verified 938 grave violations against 543 children in Ukraine (309 boys, 204 girls, and 30 sex unknown). Between 24 February 2022 to June 2024, OHCHR recorded 33,878 civilian casualties as a result of the large-scale armed invasion by the Russian Federation. Of these casualties, 2,109 were children (622 killed and 1,487 injured).

154. ACAPS. [Ukraine: Overview of child protection risks](#), August 2024

155. The 'most vulnerable' children include children on the frontlines, children with disabilities, children living in alternative care, and children subject to and at risk of any form of violence, abuse, exploitation and neglect, discrimination, family separation, child-headed households, children in single parent household, psychological distress, and grave violations of their rights in conflict, including children without parent, and injuries from explosive ordnance or other conflict-related injuries, children and families affected by evacuation.

156. Approximate disaggregation is: 59% children (646,770 girls and 573,551 boys) 41% caregivers (565,205 women and 265,979 men).

157. National Mine Action Centre. Information Management System (IMSMA), 25 September, 2024

158. KIIS. Knowledge, Attitudes and Practices – Research and Analysis Around Key WASH Behaviors, 2024

159. REACH. [HSM Dashboard](#)

160. KIIS. Knowledge, Attitudes and Practices – Research and Analysis Around Key WASH Behaviors

161. SREO. Market Assessment of Household Water Treatment Options in Eastern and Southern Oblasts, 2024

162. Solidarites International. [Multi-Sector Needs Assessment: Dnipropetrovska, Donetsk, Kharkivska, Khersonka, Mykolaivska, Zaporizka Oblasts](#), April 2024

163. CARE. [Rapid Gender Analysis Ukraine](#), 2024

164. REACH and CCCM. [IDP Collective Site Monitoring Dashboard](#)

165. ICRC. [Urban Services During Protracted Armed Conflict – A call for a better approach to assisting affected people](#), 2015

# **UKRAINE**

## **HUMANITARIAN NEEDS AND RESPONSE PLAN**