



United Nations in Ukraine

Transitional Framework

September 2022-December 2023

Saving lives.
Strengthening systems.
Building community resilience.



Section 1: Introduction

This Transitional Framework (TF) 2022-2023 is the strategic document of the United Nations in Ukraine in support of the Government of Ukraine's response to the economic and social impact of Russia's invasion and war against Ukraine.

The TF remains guided by the objectives of Agenda 2030, and it is aligned to the Government of Ukraine's National Recovery Plan, which is under finalization. The interventions in the Transitional Framework reflect the strong sectoral cooperation and partnership between the United Nations and government ministries and bodies. The TF was developed by the United Nations in Ukraine in close consultation with Government counterparts, and key international development partners.

The TF is fully aligned to the current humanitarian Ukraine Flash Appeal (reflected as Strategic Priority 1) and the future Humanitarian Response Plan 2023 will be integrated. The Transitional Framework also addresses the short-term urgent development needs (Strategic Priority 2) of the country for the period September 2022 - December 2023. It draws on the joint analysis of the UN country team and other sources, and good practice and lessons learned from the first 6 months of the response to the impact of the war.

The transitional framework serves as a bridging document between the previous UN-Ukraine Partnership Framework (2018-2022) and the new UN Sustainable Development Cooperation Framework (2024-2027).

The framework, developed jointly by the UN entities under the leadership of the Resident Coordinator, has identified short-term urgent development needs of almost **25 million individual beneficiaries** and **117,000 households** that the UN will reach, as well as supporting state systems and institutions to amend and adopt **more than 40 policies, regulations and laws**, clear more than **one million square meters of land** from debris and unexploded ordinance, and implement **more than 15,000 sustainable energy supply and savings** solutions. The TF has a funding requirement of **one billion USD**, of which **467 million USD** has been secured or reprogrammed, and **a funding gap of 621 million USD** that needs to be mobilized.

The transitional framework is underpinned by the individual assessments conducted by the UN country team entities since March 2022 as well as the joint analysis, foresight and scenario planning conducted by the technical level UN Programme Management Team. As the context remains fluid and dynamic, this technical working group will continue to conduct joint analysis of the situation against which the priorities of this framework will be continuously reviewed and adjusted as needed.

The medium and long-term response to the impacts of this war and the resulting sustainable development challenges will be reflected in the four-year Cooperation Framework to be developed during 2023 and launched January 2024.

Section 2: Brief Situational Overview

Russia's invasion and war is a grave violation of the territorial integrity of Ukraine and of the UN Charter. It has led to violations of international humanitarian law and international human rights law, committed with little to no accountability. It also marked the start of the largest displacement and refugee crisis in Europe since 1945 and the greatest modern challenge to the global peace architecture.

Since 24 February 2022 OHCHR has been able to verify approximately 15,000 civilian casualties, 972 children have been killed or injured, with the number growing daily. The actual figures are considerably higher, however the receipt of information from locations under armed conflict and intense hostilities is a challenge and many reports are still pending verification. Massive destruction of urban settlements and civilian infrastructure has made life unbearable for millions of people and has severely disrupted essential



services. As of now at least 17.7 million people need humanitarian aid¹ and more than a quarter of the population - over 14.6 million people - have fled their homes.² More than 5.1 million are now refugees or victims of deportation or forcible transfer, with potentially up to 8.3 million expected to leave Ukraine, and over 8 million people are internally displaced within Ukraine.³

The war is affecting women and men in different ways and is exacerbating pre-existing inequalities.⁴ Women from groups in vulnerable situations are being left further behind and are disproportionately affected by disruptions caused by war. There are many emerging protection concerns, including gender-based violence, conflict-related sexual violence,⁵ concerns over protection of rights and interests of children, human trafficking and unexploded ordinance. Children, including internally displaced children, children on the move, children living in institutions, children with disabilities, and children forcibly deported by the Russian Federation to its territory, are particularly at risk. The war has triggered a mental health crisis for children, disrupted education for 5.7 million children and displaced 43,000 teachers.⁶ Estimates are that 1 in 10 schools in the country are damaged and unable to function.

The Ukrainian economy has been severely impacted. There is massive damage to infrastructure and with the closure of a large number of businesses, economic activity has come to a standstill in many areas. Initial estimates suggest that up to 50% of businesses have suspended their activities and 30% of pre-war employment has been lost.⁷ If hostilities ceased immediately, the recovery in employment could be rapid, with as many as 3.6 million jobs returning, reducing the overall employment loss to only 7.7%. In contrast, in a scenario of continued international armed conflict, employment losses could increase further to 7 million – a loss of 43.5% of pre-war employment.

Reconstruction needs will require significant financing in the coming years. According to Government data up to 30% of infrastructure has been damaged in the amount of USD 100 billion. Indirect losses are assessed at USD 650 billion. This does not include the irreversible damage to cultural assets, often a low priority for reconstruction, nor the clean-up for generations to come of the toxic legacy of ammunitions and unexploded ordinance in urban and rural environments.⁸

Early projections⁹ indicate that, should the war continue in the medium to long term, up to 90% of the Ukrainian population could face poverty and extreme economic vulnerability, and the country's socio-economic progress could be set-back by almost 20 years. In the short-term, 62% of the population is at high risk of falling into poverty. Ukraine's economy is set to shrink by 45% this year due to the war and even with a moderate recovery in the next few years, by 2025 the GDP would still only be two-thirds of the pre-war GDP in 2021.¹⁰

¹ Updated [Ukraine Flash Appeal](#), July 2022 revision

² Ukraine [Internal Displacement Report](#)

³ UNHCR Data Portal Ukraine: <https://data.unhcr.org/en/situations/ukraine>

⁴ <https://www.unwomen.org/en/news-stories/news/2022/04/rapid-gender-analysis-in-ukraine-reveals-different-impacts-and-needs-of-women-and-men>

⁵ <https://reliefweb.int/report/ukraine/framework-cooperation-between-government-ukraine-and-un-prevention-and-response>

⁶ OCHA, *Ukraine Situation Report*, 17 August 2022.

⁷ https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_847449.pdf and <https://ukraine.iom.int/sites/g/files/tmzbd11861/files/documents/eng-report-iom.pdf>

⁸ <https://ecodozor.org/index.php?lang=en>

⁹ <https://www.undp.org/publications/development-impact-war-ukraine-initial-projections>

¹⁰ <https://thedocs.worldbank.org/en/doc/d5f32ef28464d01f195827b7e020a3e8-0500022021/related/mpo-ukr.pdf>



Section 3. UN Joint Response Planning and Approach

The overarching objective of the TF during this transition period is to support the government of Ukraine, including national and sub-national authorities, to address the needs of the conflict-affected and displaced population and the most vulnerable. This will be done by strengthening the capacity of national systems to continue to adapt and respond; supporting the delivery of basic and social services; and strengthening the resilience of the people in order to mitigate the impact of the war and pave the way toward recovery.

In the current context, life-saving humanitarian response must remain at the core of the UN's interventions. However, in parallel, and sequenced and layered with humanitarian response, the UN will also support interventions for development and social inclusion designed to promote recovery and reconstruction and reduce/prevent the need for humanitarian aid in the future, to the extent circumstances will allow.

The response in this Transitional Framework is underpinned by the following principles of engagement:

1. **Leave No One Behind and Social Inclusion:** Communities in Ukraine have united behind grass-roots volunteer-led initiatives to support the Government's response to the impact of the war and the significant displacement of people. The UN will strengthen its support to volunteer-led and community-based initiatives and also continue to support the Government and host communities to integrate IDPs, especially in the difficult winter months ahead, and promote the use of data to identify vulnerabilities, target geographic areas, and mitigate risks. In particular, the focus of protection efforts will be the elderly, people with disabilities and vulnerable individuals including from minority communities. Engagement with government will include interventions at the policy level that support sources of resilience or address drivers of risk and vulnerability. Protection will be mainstreamed throughout the implementation, including by ensuring that interventions do no harm and serve those farthest behind.
2. **Human Rights, Gender Equality and Empowerment of Women and Youth:** The UN will continue to put human rights up front and support the Government to fulfil its human rights obligations as well as monitor human rights violations. The rapid scale-up of the UN and international partner presence in Ukraine also means it is critical to undertake robust measures for safe-guarding of children and the prevention of sexual exploitation and abuse. Given the gendered impact of the war and the impact on youth, the UN will use the interventions of the TF to continuously advocate for gender equality and to promote the participation of women and youth in decision-making in the response, recovery and reconstruction efforts. Ukrainian youth have demonstrated admirable motivation and capacity to be a significant force in the response and recovery and the UN will strengthen interventions to amplify the voice of youth and their participation in decision-making.

The Transitional Framework will also rely on several key approaches when implementing its interventions:

1. **Humanitarian-Development-Peace Nexus Approach:** A diverse range of UN entities have participated in the design of the Transitional Framework and built on the foundation of a shared analysis of context, risks and vulnerabilities to shape interventions from an HDP nexus approach. Interventions in the TF are designed to leverage coherence, sequencing and layering to reduce humanitarian needs in the future, prevent a breakdown in social cohesion, and deliver assistance in a way that is informed by the existing capacity of government and service delivery and the longer-term development needs and social dynamics. Some examples how an HDP nexus approach will be applied include: shelter – meeting immediate winter shelter needs in most vulnerable communities (rubble removal, roofing, tarps and insulation) while also working with local authorities on developing sustainable green housing solutions for the longer term; energy – repairing electricity infrastructure damaged by international armed conflict in frontline areas,



while also supporting modernization of critical infrastructure and green energy efficiency country-

wide; and social protection – delivering humanitarian multi-purpose cash assistance and psychosocial assistance to meet immediate needs through existing national systems and capacity on social protection and social service delivery.

2. **Area-Based Approach:** UN entities will engage in area-based, integrated, multi-sectoral programming. UN entities will coordinate closely and systematically with the humanitarian clusters, the UN programme and communications coordination structures, and the national coordination systems to target the most vulnerable geographic locations and complement and sequence each other's efforts. Coordination at the local level will be supported through the existing network of humanitarian hubs and local coordinators in each oblast.
3. **Data-Driven Approach:** In order to implement the principle of leave no one behind (LNOB) and the area-based approach strategy, the UN entities will collaborate closely on a number of assessments across a range of critical thematic issues that will result in clear data on vulnerability and those farthest behind useful to both humanitarian and development partners and with indicators that can be tracked and disaggregated also by geographic area. Examples include the Human Impact Assessment, Environmental Impact Assessment, UNCHR's Protection Monitoring Data, UNDP's War Damage Assessment, the national monitoring system and others. The absence of data is also often an indicator of marginalization and vulnerability, including lack of sex-disaggregated data. The assessments and data produced in the TF will also feed into the development of the Humanitarian Needs Overview ahead of the HRP 2023 and the Common Country Analysis ahead of the Cooperation Framework 2024.
4. **Durable Solutions Approach:** Given the scale of displacement in Ukraine, and the related negative impact on achieving sustainable development in the future, durable solutions need to be central to the country's response, recovery, and reconstruction. Durable solutions are multifaceted and build on national and local dialogue, collaboration with local authorities, assessment of needs and reconstruction, housing solutions, livelihoods access and mental health and psycho-social support. UN entities will ensure the specific integration of durable solution considerations in programmes and assessments, including humanitarian programmes, and IDPs will be supported to claim their human rights without discrimination.
5. **Localization Approach:** Local volunteer-led initiatives, community-based organizations, and the Ukrainian private sector are at the forefront of the country's response to the invasion and war. Engagement with local communities, national civil society, and local markets for procurement will be prioritized to ensure that local capacity and resources are not displaced or lost. Capacity-building of local partners will also be a central focus of interventions, with a particular emphasis on women's and youth's local organizations. UN entities will also work through locally led coordination structures, while still abiding by humanitarian principles, in identifying and responding to needs.

The priorities identified in this joint strategic Transitional Framework are outlined below and further defined in detail in relevant UN entity country programme documents. Implementation of the interventions identified in this response framework are jointly planned and coordinated by the members of the UN Country Team at both the strategic and the technical levels and underpinned by continued joint analysis efforts of the UN entities.

Strategic Priority 1: Saving Lives



This Strategic Priority is directly aligned to the Ukraine Flash Appeal Mar-Dec 2022¹¹ and the upcoming Humanitarian Response Plan 2023. Please refer directly to those documents.

Result 1.1 Provide principled and timely, lifesaving multisectoral assistance to people affected by war, that is based on their perceptions and feedback and inclusive of gender, age and diversity approaches.

Result 1.2 Protect conflict-affected people and civilian infrastructure, and advocate for parties to the conflict to uphold their obligations under international humanitarian law.

Result 1.3 Support provision of essential and gender-based services that are designed in response to expressed needs of communities, both in areas impacted by the conflict and in locations hosting displaced people.

Strategic Priority 2: Strengthening Systems and Building Resilience

Result 2.1: National capacities are strengthened and use data for efficient crisis response and recovery planning. Indicative intervention areas:

- **Data generation to inform recovery planning and implementation:** In partnership with the government and relevant line ministries and authorities the UN will support sector assessments that will be used to inform national recovery planning and implementation. Examples include assessments related to human impact, war damage, gender, protection, monitoring environmental impact of war, energy systems, WASH systems, market and value chain, agribusiness, forestry, nuclear installations, etc.
- **Institutional capacity development for national partners:** The government's strong response to the impact of the war has demonstrated that past investments in institutions have resulted in strong systems. The UN will continue to support government institutions and ministries to further grow capacity and adapt and adjust to the new challenging context. Key sectors targeted for support and institutional capacity development include security, justice, agriculture, education, science, health, social protection, and environment sectors. The focus of capacity strengthening will be on leading crisis management, emergency response and recovery planning and implementation. Government capacity for protecting and monitoring human rights and documenting violations, addressing gender-based violence and trafficking, and implementing commitments under the Women, Peace and Security Agenda and Youth, Peace and Security Agenda, will also be supported as will strengthening capacity of local civil society and volunteer groups to participate and engage in emergency response and early recovery. Provision of technical expertise for macro-economic forecasting and policy advocacy from an LNOB perspective will also be a focus area.

Result 2.2: Early recovery interventions are effective in increasing inclusive human development, promoting a sustainable green economy and building a resilient society. Indicative intervention areas:

- **Infrastructure Reconstruction:** Mine action, debris removal, reconstruction of critical infrastructure (health centres, schools, social service centers, WASH, agriculture, IT, etc), implementation of affordable housing solutions.
- **Social Protection:** Support to strengthening national social protection systems, including child protection systems and gender-based violence response mechanisms, and promotion of alignment of multipurpose cash assistance to existing national systems.

¹¹ Current value of Ukraine Flash Appeal is 4.2 billion USD of which 57% is funded as of 26 August 2022.



- **Education:** Safe, secure and inclusive learning, integrated approaches to psychosocial support, social and emotional learning, and life skills education, continuity of learning, reintegration of teachers, researchers and scientists.
- **Health:** Recovery and transformation of health systems, including access to pharmaceuticals and vaccinations, cold chain systems strengthening, WASH systems, digital healthcare solutions to improve access to and the quality of maternal and child healthcare services, support to mental health services, and rehabilitation services for victims of war.
- **Food Security:** Maintain critical food production systems and support agri-food supply chains, markets and exports. Expand capacity for agricultural product storage and export.
- **Livelihoods and Economic Growth:** Income solutions for IDPs, war affected and most vulnerable, support to affected women and youth in livelihoods recovery, skills development for jobs for the future, business support, entrepreneurship training, case management and on the job support, access to finance, networks, markets and culture. Leveraging youth centers for livelihoods initiatives. Mobilize the private sector in humanitarian response. Strengthen labour market governance focusing on decent work. Sustainable industrial recovery, development of competitive and resource-efficient processing industries.
- **Energy and Environment:** Winterization, mitigating the energy crisis, preparedness for next heating season, energy management systems. Connecting buildings to energy monitoring tools and energy efficient technologies. Support to energy system repair and reconstruction. Environmental clean-up and remediation, clean transport and green reconstruction. Promote bio-energy use in agriculture, sustainable natural resource management. Sustainable and inclusive environmental governance and advocacy on environmental impact of war.

Section 4: Targeting

The Transitional Framework will target its interventions at three levels:

1. **Individuals:** Basic services, social services delivery, livelihood services, etc will reach individuals farthest behind and in vulnerable geographic locations. This includes populations in war-affected areas, IDPs, stateless persons, individuals without documentation, people with disabilities including children, people living in institutions, including children, elderly, Roma, people with certain medical conditions, people with injuries caused by war, returnees, survivors of GBV and other violent crimes, women experiencing multiple forms of discrimination, and other vulnerable groups identified in the assessments. In many cases those left farthest behind belong to several of these groups, resulting in multi-dimensional vulnerability.
2. **Communities:** The reform of local self-government and the establishment of larger municipalities with increased economic and administrative decision-making has been an important factor in the robust state-supported community-based response to the war, damage to infrastructure and the displacement of people. Based on data and assessments of impact, the UN will support the government to restore community infrastructure through demining and debris removal and reconstruction of schools, health clinics, energy, social protection institutions, and WASH facilities.



3. **Institutions:** Support to key sector institutions will strengthen the Government response and support the process of systems adapting to the new reality, as well as provide technical assistance to government national priorities linked to fulfilling conditions for retaining EU candidate status, as aligned to the SDGs. This includes examples such as inclusive and adequate social protection systems, access to justice, security sector, food systems, education systems, veteran's affairs, health systems strengthening, and other systems led by line ministries and key institutional partners.

In terms of geographic focus, the UN will continue to support those communities hosting IDPs, as well as work on the frontlines supporting individuals and communities directly impacted by ongoing international armed conflict. It will also focus on communities where the frontline has moved, and reconstruction and recovery are now possible in partnership with the Government of Ukraine. The UN, under the leadership of the Resident/Humanitarian Coordinator, will continue to negotiate access to non-government-controlled areas for both humanitarian assistance, monitoring the human rights situation, and where appropriate to also support reconstruction and recovery.

Section 5: Coordination and Monitoring

The United Nations Country Team (UNCT) in Ukraine is composed of more than 20 UN entities supporting the government in humanitarian action, sustainable development and social inclusion. This short-term transitional framework is the joint approach of the UN in Ukraine to the impact of the invasion and war and will be coordinated at the strategic level with overall guidance from the UNCT and at the programmatic level from the UN Programme Management Team composed of senior technical experts.

Coordination with the Government of Ukraine and the international partners will be aligned to the national recovery coordination mechanisms to be developed by the Government for the National Recovery Plan. The UN will continue to engage closely with the government and development partners on the design of development coordination structures, ensuring an active and coherent UN engagement with the RC in the lead and with a close link to the humanitarian coordination architecture and to the local level Coordination Hubs present in 6 local offices and 4 sub-offices in locations countrywide. Engagement with local coordination structures convening authorities and local civil society and volunteer organisations is a priority for all UN entities, in particular including the full and meaningful participation of individuals from marginalized groups.

Reporting on the results of Strategic Priority 1 of this transitional framework will be through the OCHA Financial Tracking System (FTS) and the OCHA Information Management System used by all humanitarian partners. Reporting on the results of Strategic Priority 2 will be through the UN Annual Results Report published in March of each year, as well as through the UNINFO data portal updated quarterly and transparently available on the UN Ukraine website.

In 2023 the UNCT will be developing the new UN Cooperation Framework and the monitoring and lessons from this transitional framework will be integrated into that planning process to reflect also medium- and long- term development priorities in addition to these short-term urgent interventions.

Section 6. Financing of the Transitional Framework

The UN plays a key role in supporting individuals, communities and institutions across the country and in particular along the frontlines and communities directly impacted by international armed conflict we will continue to leverage our humanitarian financing to create opportunities also for layering development interventions. The current Ukraine Flash Appeal of 4.2 billion USD is 57% funded (Strategic Priority 1). The



Transitional Framework Strategic Priority 2 requires 1 billion USD budget to achieve its targets and is currently 47% funded.

The funding strategy for the Transitional Framework is to leverage bilateral and multilateral humanitarian donors for interventions through an HPD nexus approach and to engage with non-traditional donors and the private sector who are coming forward with an interest to engage given the exceptional nature of this crisis.

The UN has demonstrated its ability to scale up and the past 6 months have also demonstrated the return on past investments in national systems that have managed to deliver an unprecedented humanitarian response. The UN's role is clear in terms of the humanitarian response, and also in terms of its comparative advantage in continuing to maximize opportunities for development and support to government ministries to protect and adapt national systems.

