



# **United Nations in Ukraine**

## **Transitional Framework**

September 2022-December 2024

Saving lives.  
Strengthening systems.  
Building community resilience.



## Section 1: Introduction

This Transitional Framework (TF) 2022-2024 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 Transitional Framework was first developed for the period 2022-2023 and then reviewed and extended until the end of 2024.

The TF remains guided by the objectives of Agenda 2030, and in the absence of a National Recovery Plan, it is aligned to the Government of Ukraine's emergency early recovery priorities, national policy reform priorities, upcoming State Strategy for Regional Development and national sectoral strategies. 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, key international development partners, national civil society and international NGOs.

The TF is fully aligned to the Humanitarian Programme Cycle (reflected as Strategic Priority 1). It also addresses early recovery needs through a nexus approach (Strategic Priority 2), as well as the longer-term policy reform priorities of the Government. The revision and extension of the TF draws on the joint analysis of the Common Country Analysis 2023 and good practice and lessons learned from the past 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 (2025-2029).

For 2024, the framework, developed jointly by the UN entities under the leadership of the Resident Coordinator, has identified short-term urgent recovery needs of almost **10 million individuals** that the UN will reach, as well as supporting state systems and institutions to amend and adopt **more than 38 policies, regulations and laws**, clear more than **6.8 million square meters of land** from debris and unexploded ordinance, and **restore social and critical community infrastructure that will benefit 5.7 million individuals**. The TF has a funding requirement in 2024 of **1.9 billion USD**.

The updated transitional framework is underpinned by the sector assessments conducted by the UN entities since March 2022, the second Rapid Damage and Needs Assessment (RDNA), the PDNA Kakhovka dam destruction appraisal, the Common Country Analysis 2023, the Multi-Sectoral Needs Assessment 2023 and the many other monitoring reports and evidence available. As the context remains fluid and dynamic, the UN's programme management team will continue to conduct joint analysis of the situation against to ensure that the priorities of this framework remain robust and relevant.

The medium and long-term response to the impacts of this war and the resulting sustainable development challenges will be reflected in the Cooperation Framework to be developed during 2024 and launched January 2025.

## Section 2: Brief Situational Overview

Russia's invasion and war is a 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. It also marked the start of the largest displacement and refugee crisis in Europe since 1945.

Since 24 February 2022 and as of September 2023 OHCHR has been able to verify 27,449 civilian casualties, 9,701 killed and 17,748 injured (9,864 men, 6,396 women, and 9,448 with sex yet unknown), 1,741 children, 555 killed and 1,186 injured (811 boys, 616 girls, and 314 with sex yet unknown)<sup>1</sup>, 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 the targeting of civilian infrastructure has made life unbearable for millions of people and has severely disrupted essential services. As of now at least 14.8 million people need

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<sup>1</sup> [Ukraine Casualty Update OHCHR](#), September 2023



humanitarian aid<sup>2</sup> and more than a quarter of the population - over 11.3 million people - have fled their homes.<sup>3</sup> More than 6.2 million are now refugees<sup>4</sup>, and an estimated 19,546 are deported and/or forcibly displaced<sup>5</sup>. Officially, there are 3.7 million internally displaced persons<sup>6</sup> registered according to the Unified Information Base of IDPs as of September 2023. In addition, an estimated 1.5 million persons reside in areas under Russian occupation<sup>7</sup> where human rights violations are widespread. UNESCO has reported more than 14 journalists killed and more than 287 cultural heritage sites as damaged and destroyed since the start of the full-scale invasion. Throughout Ukraine, communities are grappling with the complex challenges of integrating displaced populations and addressing housing, employment, and social cohesion issues.

Poverty rates increased significantly as a result of Russia's invasion, from 5.5 per cent in 2021 to 24.1 per cent in 2022, pushing an additional 7.1 million people into poverty and reversing 15 years of progress<sup>8</sup>. Pre-existing economic structural weaknesses have been further exacerbated by the war, devastating Ukraine's economy, with GDP declining by 29.2 per cent in 2022. Total damage to Ukrainian commerce and industry is estimated at US\$ 10.9 billion, with much of the country's heavy industry located in conflict areas or those under Russian occupation, making reconstruction in these areas highly risky and unlikely under current circumstances. Having already experienced its highest levels of unemployment in the last decade in 2021, it is estimated that employment in 2022 was 15.5 per cent (2.4 million jobs) below pre-war levels. Sixty per cent of IDPs who were employed before their displacement have lost their jobs while 29 per cent are currently employed. In addition to Ukraine's already aging population, outward migration and internal displacement will likely constrain availability of human capital to support Ukraine's recovery and longer-term development.

The war has worsened existing gender inequalities, especially impacting vulnerable women who face disproportionate disruptions. These impacts have been particularly negative for women with restricted mobility, including older women and female caregivers.<sup>9</sup> For displaced women and for those returning to their homes, finding new livelihoods is a considerable challenge. Approximately 90 per cent of refugees are women and children, and 60 per cent of the internally displaced population are women. Gender and age influence displacement patterns, with men and older individuals staying in the East, while women and children often move to Kyiv or western regions, affecting their support networks and vulnerability. Older people, a substantial war-affected group, require specific attention as a vulnerable demographic. Emerging protection concerns include gender-based violence, children's rights, human trafficking, and unexploded ordnances. Men also face unique pressures due to conscription and reintegration challenges, altering traditional gender roles and potentially increasing tensions and the perpetration of gender-based violence.

Children, including internally displaced, those on the move, with disabilities, and forcibly transferred and deported, are at high risk. More than 3,000 educational institutions are damaged and 440 destroyed by the end of February 2023. Conflict related disruptions continue to impact the learning of up to 5.7 million school-aged children. More than 510,000 school-aged children and nearly 11,000 teachers continued to reside abroad at the end of 2022, with an additional 161,000 school children being internally displaced. Many children can only access education online, posing challenges to learning, particularly for the most vulnerable students.

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<sup>2</sup> Draft Humanitarian Needs Response Plan, OCHA.

<sup>3</sup> Ukraine [Internal Displacement Report](#), and [Ukraine Refugee Situation and Intentions and Perspectives of IDPs in Ukraine](#).

<sup>4</sup> [Ukraine Refugee Situation](#), UNHCR Operational Data Portal, as of October 2023.

<sup>5</sup> As per [Children of War](#) of Ministry of Reintegration and National Information Bureau, as of 11 November 2023.

<sup>6</sup> Additionally, there is an estimated 4.6 million returnees in Ukraine, including 25% who returned from abroad. [IOM Displacement and Mobility Trends](#).

<sup>7</sup> Estimation as per the UNFPA [Common Operational Dataset on Population Statistics](#), August 2023.

<sup>8</sup> [Rapid Damage Needs Assessment 2](#), February 2023.

<sup>9</sup> UN Women, [Rapid Gender Analysis of Ukraine: Secondary Data Review](#), March 2022.



Ukraine faces multiple challenges due to the ongoing war and a legacy of inadequate environmental and climate-sensitive planning, with potentially severe impacts on critical infrastructure, food systems, human health, ecosystems, and the broader environment. War has led to the destruction of environmental monitoring infrastructure, accelerated ecosystem degradation, damaged water-related infrastructure, industrial pollution, and waste accumulation.

Reconstruction needs will require significant financing in the coming years. The second Ukraine Rapid Damage and Needs Assessment, published in March 2023, estimates that in the year since 24 February 2022, the war has resulted in more than US\$ 135 billion in direct damage to buildings and infrastructure, while total estimated reconstruction and recovery needs exceed US\$ 411 billion, which is 2.6 times the actual GDP of Ukraine in 2022. The Post-Disaster Needs Assessment of the Kakhovka Dam destruction, published in October 2023, estimates more than US\$2.79 billion of direct damage to infrastructure and assets as a result of the breach, and over US\$11 billion of losses, with the lasting environmental impact being the biggest concern.

The reservoir provided energy, drinking water, irrigation, and river transport in southern Ukraine. The abrupt release of over 18 cubic km of water in a 4-day period led to the loss of over 14.7 cubic km of water contained in the dam and affected 80 settlements in four oblasts—Kherson, Mykolaiv, Dnipropetrovsk, and Zaporizhzhia—impacting 100,000 residents directly. Up to a million people lost access to drinking water, and 140,000 were deprived of electricity. Protected and Forested Areas suffered massive environmental damage.

The damage and losses are likely to increase further and a third RDNA will be conducted in November and December 2023 and published in February 2024 on the second-year anniversary of Russia’s invasion.

Communities in Ukraine have been impacted in diverse ways by the ongoing conflict. Some are still contending with significant humanitarian needs as they host a large number of displaced individuals who may not have a safe and suitable place to return to in the near future. These communities struggle to provide housing and essential resources while maintaining social cohesion. Others are ready to embark on recovery and reconstruction efforts, creating conditions for voluntary returns, both from within the country and abroad, to reintegrate and rebuild their lives in the liberated areas. Meanwhile, communities in the eastern and southern regions of the country, closest to the frontlines, continue to grapple directly with the consequences of the conflict, requiring substantial humanitarian aid, as outlined in the 2023 and 2024 Humanitarian Needs Overview and Humanitarian Response Plan. Additionally, post-war Ukraine will face the daunting task of rehabilitating and reintegrating over 5 million veterans and their families, each with their unique challenges and needs.

Overall, across the country there is a need to design and implement community recovery interventions that can contribute to reducing the current reliance on humanitarian assistance, prevent additional humanitarian caseloads, and strengthen the overall resilience of war-affected communities to multidimensional shocks. The objective is to create favourable conditions for people to recover and rebuild their lives in areas targeted for voluntary return as well as strengthen cohesion/peaceful coexistence between host and displaced communities in the areas of displacement. These community recovery efforts sit in the nexus of humanitarian and development interventions and have a strong focus on social inclusion and cohesion.

### Section 3. UN Joint Response Planning and Approach

Aligned with national, regional and local recovery plans, the overarching objective of the Transitional Framework 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 investing in community recovery interventions and nexus approaches in key sectors while also strengthening the capacity of national systems to continue to adapt and respond in order to mitigate the impact of the war and pave the way toward national recovery.

The UN, in partnership with the humanitarian community, will continue the provision of life-saving assistance under the HRP 2023 and HNRP 2024, and concurrently in 2023 and 2024 support the accelerated recovery led by the government at national and community level. In parallel, and sequenced and layered with the humanitarian response and community recovery and nexus approaches, the UN will also support the government with data, capacity strengthening at central and decentralized level and technical assistance for national and local (hromada level) planning and policy reform to create a conducive environment for fostering community durable solutions, meet long term goals such as macro-economic stability, economic growth, decentralization, and policy reforms required for EU integration, to the extent circumstances will allow.

### Humanitarian-Development-Peace (HDP) Nexus Approaches

This updated TF places a strong emphasis on employing nexus approaches to ensure that interlinkages between humanitarian, recovery and development activities and funding streams are strengthened, in order to reduce immediate humanitarian needs whenever and wherever possible and build resilience of the most vulnerable groups affected by the war. Adopting nexus approaches will require enhanced coordination efforts, coherence and complementarity between interventions, through the development of integrated packages of initiatives based on the respective comparative advantage of stakeholders, with the aim of addressing and reducing people's unmet needs, risks and vulnerabilities, while ensuring that interventions are human-rights based, gender-sensitive and aligned with the "do-no-harm" imperative.

Adopting nexus approaches will leverage agile and complementary programming, across the mix of roles and responsibilities of stakeholders, involving bilateral, multilateral, and non-governmental organizations, as well as civil society. This will be done through closer engagement and collaboration, while making use of existing systems, institutional arrangements, resources and capacities for coordination, programming and financing, and with a particular focus on investing and strengthening local structures and capacities to sustain engagement.

Interventions are rooted in a shared risk-informed and gender-sensitive analysis of the prevailing context. In particular the analysis must recognize the sub-national differences and opportunities across the country as issues of humanitarian, recovery and social cohesion differ widely and require area-based approaches with clear links to sub-national and national priorities. The interventions are designed to harness complementarity, coherence, sequencing, and layering of efforts, with the overarching goal of reducing future humanitarian needs, averting social cohesion breakdowns, fostering unity amidst diversity, and mitigating the adverse effects of the war on Ukraine's cultural, ethnic, and religious diversity.

Some of the examples of the nexus approach are the following:

- **Shelter and Housing:** Immediate shelter needs in high-risk communities will be addressed, including refurbishment tasks such as rubble removal, rapid light repairs such as roofing, provision of tarps, glazing, and insulation, but also adequate protection measures for people at risk of violence. Simultaneously, collaboration with local authorities will ensure equitable access to services and compensation schemes for housing reconstruction, housing, land and property issues, and sustainable green housing solutions, integrated within the broader neighbourhood and community for the long term.
- **Heating, Power and Energy Infrastructure:** Efforts will focus on repairing damaged electricity infrastructure and meeting emergency needs, while simultaneously supporting the modernization of critical infrastructure and the promotion of green energy efficiency across the country.



- **Livelihoods and Social Protection:** Direct support will be extended to Small and Medium-sized Enterprises (SMEs) and local businesses to restore economic activity, preserve and create jobs, and contribute to medium-term economic rebound. Support will also address structural reforms to safeguard and develop inclusive market systems to create livelihood opportunities for the most vulnerable.
- **Social Protection:** As humanitarian cash transfers are set to gradually decline, increasing pressures on the national social protection system to absorb the humanitarian caseloads will be inevitable and in line with the obligations and capacities of the government. In that context, transitioning to a more comprehensive and shock-responsive social protection system will be critical to mitigate further risks of people falling into poverty. The Perekhid<sup>10</sup> initiative was set up to pave the way for such a transition, aimed at bolstering national systems and supporting the government’s agenda to reform the social protection system to make it more adequate, adaptive and shock responsive to the current ongoing crisis. It will do so by operationalizing humanitarian and development nexus linkages, through the development and implementation of a strategy that unifies government, humanitarian, and development stakeholders at political and technical levels.
- **Mental Health and Psychosocial Support:** Transform the Mental Health and Psychosocial Support (MHPSS) provision in all relevant sectors by focusing on policy development, implementation, and training for various stakeholders, including psychologists, teachers, parents, and caregivers. Inclusive Resource Centres will be supported with infrastructure, capacity development, and materials to offer MHPSS services at the local level.
- **Social Cohesion:** Strengthen social cohesion in order to enhance vertical trust (between government/institutions and society/communities) and horizontal trust (trust between groups/different communities in society), for example through targeted support for the (re-) integration of displaced individuals and returnees. These interventions build bridges and trust by focusing on common values, mutual understanding and collaboration. Communities are supported to become more resilient during the early recovery phase through joint recovery actions and a shared vision of early recovery priority investments.

## Community Recovery and Durable Solutions

Community-level activities will be designed in alignment with the Government’s early recovery priorities from the second RDNA (housing, demining, energy, social and critical infrastructure, livelihoods) and supported through an integrated and inclusive approach of enabling factors and engagement with local authorities, community-based organizations, and civil society. While the focus at first is from a participatory community approach, it will evolve towards a community-driven approach where communities are fully empowered to prioritize and plan inclusive recovery and development activities in alignment with local/hromada plans and budgets and national policies and frameworks. This support will also include building capacity of oblasts and hromadas for budgeting for resilient and inclusive services and systems and ensuring longer term sustainability.

Recognizing the extensive scale of displacement, the TF prioritizes durable solutions to displacement within the context of community recovery. This includes displacement both within and outside the country and attention to the fact that a majority of IDPs and refugees are women and children, and the negative implications of the demographic and human capital changes for future sustainable development. Multifaceted durable solutions at the community level involve national and local dialogues, collaboration with local authorities and women’s groups, needs assessment, reconstruction efforts, housing solutions, access to livelihoods, economic growth opportunities, education, and mental health and psychosocial support, all contributing to social cohesion. Interventions will also build on humanitarian assets and activities in conflict-affected areas to strengthen resilience of systems, in line with the government’s approach.

Cross-cutting enabler initiatives will underpin community interventions and support the development of inclusive community led recovery plans and budgets, including child-sensitive and gender-responsive budgets, anti-corruption risk assessments and accountability frameworks and the mobilization of individuals,

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<sup>10</sup> Perekhid is the phonetic pronunciation of the Ukrainian word “Перехід” meaning “transition”



in particular women, young people and marginalized populations, also contributing to social inclusion and cohesion.

The role of culture and cultural heritage is also prominent in community recovery approaches, fostering social cohesion and enriching the fabric and strength of communities.

## Strengthening Systems

The evidence gathered from community-level interventions and the utilization of nexus approaches will play a crucial role in enhancing local and national-level systems and the process of policy reform that will be undertaken by government in coming years aligned to European Union integration. This will ensure the sustainability and potential expansion of successful and innovative interventions and policy approaches.

The United Nations in Ukraine is committed to collaborating with both national and local stakeholders to address the specific needs of diverse and marginalized groups and support enhancing national and local capacities to pursue reforms, including related to decentralization. Furthermore, this collaboration will focus on building national long-term capacity and implementing oversight processes necessary for the massive scale of future recovery and reconstruction efforts, all grounded in a leave no one behind approach to recovery.

## Guiding Principles

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

### 1. Leave No One Behind and Social Inclusion

The UN will strengthen its support to volunteer-led and community-based initiatives. To determine the needs in communities, it will focus on women and marginalized populations or any group facing multiple and intersecting forms of discrimination, including people with disabilities, older people, displaced, refugees and stateless persons, veterans – women and men veterans and their families, ethnic minorities, people living with HIV/AIDS and with certain medical conditions, and survivors of conflict related sexual violence or other forms of sexual violence. The UN will also seek to amplify the voice of youth, especially young women, and their participation in decision-making.

### 2. Human Rights, Gender Equality and Empowerment of Women and Young People

The United Nations will continue to put human rights and protection up front and support the Government to implement its human rights commitments and monitor access to rights for all. The United Nations will advocate for an inclusive recovery where women, young and older people participate in decision-making, and their needs are addressed in recovery and reconstruction. This includes protection, empowerment, access to livelihoods and mobilization through community-based groups.

### 3. Local-led Coordination: UN in Ukraine will engage in area-based, integrated, and multi-sectoral programming that is driven by local authorities and by all people within communities, women and men, young and old. This will also support decentralization endeavours and bolster local capabilities. In order to effectively target the most vulnerable areas, UN entities will maintain a close and systematic coordination with humanitarian clusters, UN program and communication coordination structures, as well as national coordination systems. This coordination will enable the alignment of efforts, ensuring that interventions are coherent and complementary. At the local level, coordination will be facilitated through the existing government-led coordination mechanisms, local recovery offices and the humanitarian hubs in regions and hromadas, with a particular emphasis on involving youth, and CSOs representing women, Roma people, people with disabilities and other marginalized groups. It is important to note that the implementation of the TF will not involve cooperation with illegally appointed representatives of the authorities in the occupied territories.



4. **Data-Driven Approaches:** To effectively implement the leave no one behind (LNOB) principle and the area-based approach strategy, UN entities will collaborate closely on conducting assessments across various critical thematic areas. These assessments aim to generate high-quality data pertaining to vulnerability, particularly for those who are furthest behind, which means that the data is sex-disaggregated, age-disaggregated, disability-disaggregated, and disaggregated according to other forms of vulnerability whenever appropriate and possible. The data will be accompanied by indicators that allow for tracking and disaggregation by geographic area and other relevant characteristics. The PMT Data Task Force and the HCT's Assessments and Analysis Working Group will work closely together on developing indicators and analysis tools related to marginalization, vulnerability and displacement, including addressing the lack of sex/age/disability-disaggregated data. The assessments and data produced within the TF will also feed into the development of the Humanitarian Programme Cycle 2024, the third Rapid Damage and Needs Assessment and support the government in preparation for a potential Voluntary National Review.
  
5. **Local Partnerships:** Civil society organizations such as local volunteer-led initiatives, community-based organizations, women's rights organizations, youth organizations, organizations of people with disabilities, older people and Roma community, as well as the Ukrainian private sector at all levels, are at the forefront of the country's response to the invasion and war. Engagement with communities, civil society, and local companies for procurement will be prioritized to ensure that local capacity and resources are strengthened and supported, and are not displaced or lost. Capacity-building of local partners and civil society will also be a central focus of interventions. UN entities will also work through locally-led coordination structures in identifying and responding to needs.

## Strategic Priorities

The priorities identified in this 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 with the HRP 2023 and the HNRP 2024. Please refer directly to those documents.*

### Strategic Priority 2: Community Recovery and Nexus Approaches

**Outcome 2.1:** Community recovery interventions are effective in increasing resilience and addressing displacement through the adoption of nexus approaches in key sectors, promoting rights-based, people-centred, inclusive and gender-responsive human development. Sectors and indicative intervention areas are the following:

- **Mine Action and Debris Removal:** UXO clearance, surveys and assessments, mine risk education, national capacity, strengthened coordination and information management.
- **Infrastructure Reconstruction:** Reconstruction of social and critical infrastructure (health centres, social service centres, educational institutions, water and sanitation, agriculture, IT, cultural heritage, community and youth spaces, etc).
- **Energy and Environment:** Mitigating the energy crisis, preparedness for heating season, energy management systems, connecting buildings to energy monitoring tools and energy efficient



technologies, support to energy system repair and reconstruction, and support to acceleration towards green recovery.

- **Housing:** Implementation of sustainable and dignified housing solutions, as well as advanced refurbishment and reconstruction of single residences and multi-story buildings, support to urban planning, the housing policy, including social housing, affordable housing, and damage compensation.
- **Livelihoods and Decent Jobs Creation:** Livelihood support for various groups including women, youth, veterans and their families, family members of deceased veterans, and IDPs; professional orientation and requalification, market-driven skills development, business support with focus on SMEs, entrepreneurship training, case management and on-the-job training, access to finance, networks, and markets; and provision of kindergartens/daycare facilities to enable mothers and fathers to return to work.
- **Enabling Factors:** Capacity strengthening of regional and local authorities for good governance, inclusive and gender-responsive planning and budgeting, crisis management, emergency preparedness and response, outreach, advocacy and resource mobilization; strengthening capacity of local civil society, especially women's rights/led organizations, self-help and volunteer groups, and organizations representing vulnerable groups to ensure their inclusion in the emergency response and community recovery efforts; and strengthening capacities of local media to promote social cohesion and provide fact-checked information to the population and as a form of protection against mis- and disinformation.
- **Social Protection:** Support to strengthening national and sub-national social protection systems, including inclusive child protection services, alternative care options at community level, gender-based violence response mechanisms and services, support to anti-trafficking efforts, and promotion of alignment of multipurpose cash assistance to existing national service provision and social protection; and developing capacities of civil society and private sector for delivery of social services.
- **Education:** Safe, secure and inclusive learning environments, including integrated and transformed approaches to mental health and psychosocial support, social, emotional and cultural learning, early learning opportunities, alignment of education programmes with current and anticipated labour market needs, and life skills education including through sport, and continuity of learning and teaching with necessary devices and materials; and strengthened teacher professional development (including its provision through teacher training institutions) and its institutional setting to respond to the urgent and longer-term education needs, reintegration of teachers, researchers and scientists, implementation of the Safe Schools Declaration as well as second-chance education programmes for women and peace education programs to build and sustain social cohesion and strengthened education planning.
- **Health:** Recovery and transformation of health, including MPHSS and rehabilitation systems, 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-community and healthcare services, sexual and reproductive health services, HIV/AIDS services, and rehabilitation services for victims of war.

### Strategic Priority 3: Strengthening Systems

**Outcome 3.1:** National and sub-national capacities and systems are strengthened and are informed by data underpinning efficient, inclusive, and gender-responsive crisis response, recovery planning and green economic growth. Sectors and indicative intervention areas are the following:

- **Data Generation:** In collaboration with the government and relevant ministries, the UN will assist in conducting sector assessments to inform inclusive national recovery planning and implementation.



This will include the generation, analysis, and utilization of high-quality data, including gender and LNOB data. Notable assessments include RDNA 3, Voluntary National Review, the SIDAR housing damage database, the Social Cohesion and Reconciliation (SCORE) Index, the SCORE-inspired Holistic Assessment of Resilience of Population (SHARP), the Human Rights Progress Study, Country Gender Equality Profile, satellite imagery for monitoring cultural heritage damage, Condition of Return Assessment, General Population Survey, Mobility and Needs Assessment, Rapid Needs Assessment, Solid Fuel Assessment, Area Baseline for registered IDPs, Intentions and Perspectives of IDPs in Ukraine, and ad-hoc investigations related to community participation and shifting conditions, etc.

- **Institutional Capacity Development:** 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 to the new challenging context. Key sectors targeted for support and institutional capacity development include security, trade transport connectivity, justice, agriculture, science, innovations, culture, media, public administration, urban, digital transformation, human capital development, rule of law, anticorruption/integrity and responding to organised crime, the care economy, and others. Government capacity for protecting and monitoring human rights and documenting violations, reinforce social cohesion and inclusion, and implementing commitments under the Women, Peace and Security (WPS) Agenda, especially women's meaningful role in decision making processes, and Youth, Peace and Security Agenda will also be supported.
- **Inclusive Economic Growth:** Providing technical expertise for macroeconomic forecasting and planning, strengthening labour market governance with a focus on promoting decent work, particularly for unemployed women, veterans and young people, reviving the private sector and promoting public-private partnerships by creating a conducive environment, establishing regulatory frameworks, and ensuring access to finance, mobilizing private sector resources for reconstruction and green economic recovery with built-in anti-corruption safeguards, supporting sustainable industrial recovery and the development of competitive, resource-efficient processing industries, ensuring the continuity of critical food production systems, supporting agri-food supply chains, and promoting exports through effective border management and trade facilitation measures. Expanding capacity for agricultural product storage and exports, environmental cleanup and remediation efforts, promoting clean transportation, and embracing green reconstruction, encouraging the use of bio-energy in agriculture, transitioning to renewable energy sources, managing natural resources sustainably, and enhancing resilience to climate-related disasters, and promoting sustainable and inclusive environmental governance and advocating for the assessment of the 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 and older people, people living in institutions, including children, elderly, Roma, people with certain medical conditions, people with injuries caused by war, returnees, refugees, veterans, survivors of all forms of violence, including gender-based and conflict-related sexual violence, 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 educational and cultural institutions, health clinics, energy, social protection institutions, and water and sanitation facilities that are inclusive and gender responsive. The UN will also work with government to engage communities in the creation and implementation of initiatives to foster social inclusion of those population groups most affected by the war, such as elderly, children and veterans.
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 and relevant UN Conventions. This includes examples such as women's role in decision-making and participation in governance, inclusive and adequate social protection systems, access to justice, rule of law, access to information, security sector, food systems, education systems, veteran's affairs, health and sciences 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 the ongoing international armed conflict. It will also focus on communities that have been de-occupied, and reconstruction and recovery are now possible in partnership with the Government of Ukraine. The UN, under the leadership of the Resident and Humanitarian Coordinator, will continue to advocate access to areas under the temporary military control of Russia for humanitarian assistance and monitoring the human rights situation.

## 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, recovery and sustainable development. This short-term transitional framework, now extended until December 2024, 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 recovery coordination mechanisms to be developed by the Government. The UN will continue to engage closely with the government, civil society, and development partners on the design of recovery and 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 regional and local level coordination structures. 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 and Strategic Priority 3 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 available as an interactive dashboard on the UN Ukraine website.

In 2024 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 HRP 2023 of 3.95 billion USD is 60% funded (Strategic Priority 1). The first Transitional Framework 2022-2023 required 1 billion USD to achieve its targets for the 2022-2023 period. The extended Transitional Framework for 2024 requires 1.9 billion USD to achieve its targets in 2024. The total amount of mobilized resources for the Transitional Framework as of Nov 2023 is 998 million USD. The expenditure in 2022 was 253 million USD, while the expenditure in 2023 will be available in financial reporting published by March 2024.

The funding strategy for the Transitional Framework is to leverage bilateral and multilateral 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 increasing interest to engage given the exceptional nature of this crisis.

The UN is uniquely positioned among development partners in Ukraine. The UN can build off the significant investment to date in its humanitarian and recovery programmes and operations, the geographic coverage and presence of the 24 UN entities, the technical and substantive expertise of its 3,000 personnel country-wide and the wide range of partnerships the UN has with national government, local authorities, civil society and the private sector. The Transitional Framework will remain flexible to adapt its focus over time as the government moves from emergency early recovery priorities to longer-term national policy priorities. Through longer-term solutions tailored to the needs of communities, including rebuilding infrastructure, restoring livelihoods, improving basic services, but also improving social cohesion and resilience of communities, the investment in recovery should also ensure that the humanitarian needs over time decrease.

### Community Recovery Fund

The United Nations (UN) in Ukraine, in coordination with the Government, is establishing a flexible community-level recovery fund. It aims at supporting an inclusive, area-based approach that is in full synergy to the early recovery priorities as identified in the UN Transitional Framework (2022-2024) and the second Rapid Damage and Needs Assessment. Community-level investments in reconstruction of housing, energy, social infrastructure, humanitarian demining, and support to livelihoods and local economic development are combined with targeted capacity strengthening for essential service provision and community mobilization. These interventions as a holistic package create conducive conditions for people impacted by the war to recover and rebuild their lives.

The Ukraine Community Recovery Fund (UCRF) as a tool through which the UN will catalyse strategic recovery efforts, bridge gaps in recovery needs in targeted communities and pilot innovative recovery initiatives. It mirrors the success of the Ukraine Humanitarian Fund (UHF), overseen by the Resident Coordinator and Humanitarian Coordinator. The UHF is a flexible and strategic tool for the provision of humanitarian life-saving assistance to individuals. Since February 2022, it has received more than US\$350 million in contributions from 31 donors and reaches millions of people with rapid, flexible, and reliable support.



These two funds are complementary and coordinated and allow for humanitarian and recovery interventions to be planned, layered and sequenced with goal of reducing humanitarian needs in the future and laying a robust foundation for sustainable development efforts aligned to Agenda 2030 in coming years.

On the development cooperation side, the Ukraine Community Recovery Fund will leverage the Funding Compact of the Member States to mobilize unearmarked contributions to a pooled fund. Aligned with the Funding Compact between Members States and the UN Development System, this allows the UN in Ukraine to plan strategically, act quickly, and implement holistic recovery solutions. The Fund is also in full complementarity with the existing recovery and development programmes of the UN entities in Ukraine and its programmatic framework aligns fully to Strategic Priority 2 of the Transitional Framework on Community Recovery and the five RDNA 2 priorities of the government.

The Fund is based on the extensive experience of the UN system in establishing and managing multi-partner trust funds in large scale recovery contexts. This includes robust risk management and monitoring systems in a well-staffed Fund Secretariat hosted by the Resident Coordinator Office, to ensure transparency and accountability. It leverages the UN's track record in implementation, monitoring, and consolidated reporting with a view to strengthening the capacity of key government bodies and local communities to smoothly shift from humanitarian assistance to a human rights-based and people-centered approach to recovery and sustainable development.

UN-implemented recovery and reconstruction efforts are rooted in supporting communities to mobilize and articulate their needs and building the capacity of local authorities. The Fund is also uniquely positioned through the UN's strong focus on the inclusion of marginalized groups, to ensure the recovery process benefits those farthest behind, reduces inequalities and promotes social cohesion. The Fund will set the foundations for the future scale up of sustainable development efforts by collecting data and evidence from the community level for policy advocacy and capacity strengthening at the national level.



## Annex 1: Results Framework and Budget 2024

**Note:** the figures are preliminary estimates as of November 2023. Further refinements might be made in Q1 2024.

Priorities and Outcome Areas	Contributing UN Agencies	Required Resources 2024 (USD Millions)
<b>Strategic Priority 1</b> Saving Lives	<i>This Strategic Priority is directly aligned with the Humanitarian Response Plan 2023 and the HRP 2024. Please refer directly to those documents.</i>	
<b>Strategic Priority 2</b> Community Recovery and Nexus Approaches		
<b>Outcome 2.1</b> Community recovery interventions and nexus approaches in key sectors address displacement and strengthen individual and community resilience.		
<b>Outputs</b>		
Mine Action and Debris Removal	FAO, UNDP, UNOPS, WFP	174
Infrastructure Reconstruction	FAO, IOM, ITU, UNDP, UNECE, UNESCO, UNHCR, UNICEF, UNOPS	359
Energy and Environment	FAO, IOM, UNDP, UNECE, UNIDO, UNOPS, UNEP	106
Housing	IOM, UNECE, UNHCR, UNOPS	128
Livelihoods and Decent Jobs Creation	FAO, ILO, IOM, ITC, UN Women, UNDP, UNESCO, UNHCR, UNIDO, UNOPS, WFP	89
Enabling Factors	FAO, ILO, IOM, UN Women, UNDP, UNESCO, UN-Habitat, UNIDO	34
Social Protection	FAO, ILO, IOM, UNDP, UNFPA, UNHCR, UNICEF, WFP	361
Education	ILO, UNESCO, UNFPA, UNICEF	123
Health	ILO, IOM, UNAIDS, UNFPA, UNICEF, UNODC, UNOPS, WHO	189
<b>TOTAL PRIORITY 2</b>		<b>1,563</b>
<b>Strategic Priority 3</b> Strengthening Systems		
<b>Outcome 3.1</b> National systems are able to effectively plan for and implement inclusive recovery.		
<b>Outputs</b>		
Data Generation	FAO, ILO, IOM, ITU, OHCHR, UN Women, UNDP, UNDRR, UNECE, UNFPA, UN-Habitat, UNHCR, UNIDO, UNOPS, UNEP, UNESCO	21
Institutional Capacity Development	FAO, ILO, IOM, ITU, OHCHR, UNHCR, UN Women, UNDP, UNDRR, UNESCO, UNFPA, UN-Habitat, UNICEF, UNIDO, UNODC, WFP	343
Inclusive Economic Growth	FAO, ILO, UNECE, UN Women, UNDP, UNIDO	28
<b>TOTAL PRIORITY 3</b>		<b>392</b>
<b>GRAND TOTAL</b>		<b>1,955</b>

## Annex 2: Results Framework and Output Indicators

**Note:** the figures are preliminary estimates as of November 2023. Further refinements might be made in Q1 2024.

Priorities and Outcome Areas	Contributing UN Agencies	Target 2024				
<b>Strategic Priority 1</b>						
<b>Saving Lives</b>						
<b>Strategic Priority 2</b>						
<b>Community Recovery and Nexus Approaches</b>						
<b>Outcome 2.1</b>						
Community recovery interventions and nexus approaches in key sectors address displacement and strengthen individual and community resilience.						
<b>Mine Action and Debris Removal</b>						
Square meter of land released through non-technical survey/technical survey and clearance ( <i>m<sup>2</sup></i> )	UNOPS, UNDP	6,800,000 m <sup>2</sup>				<b>6,800,000 TOTAL</b>
Number of people receiving Explosive Ordnance Risk Education ( <i>age/sex disaggregated</i> )	UNESCO, UNICEF, UNOPS, UNDP	633,070 <i>Women</i>	585,030 <i>Men</i>	208,000 <i>Girls</i>	214,000 <i>Boys</i>	<b>1,650,100 TOTAL</b>
<b>Infrastructure Reconstruction</b>						
Number of people benefiting from restored social and critical community infrastructure, including water, energy, transportation, etc. ( <i>age/sex disaggregated</i> )	UNESCO, UNICEF, UNOPS, UNDP	2,484,500 <i>Women</i>	2,167,300 <i>Men</i>	418,100 <i>Girls</i>	443,100 <i>Boys</i>	<b>5,733,700 TOTAL</b>
<b>Energy and Environment</b>						
Number of generators distributed to address disruptions in energy supply ( <i>Nb</i> )	UNESCO, UNICEF	220				<b>220 TOTAL</b>
Number of people benefitting from energy efficiency measures ( <i>age/sex disaggregated</i> )	UNDP, UNIDO	1,050 <i>Women</i>	1,050 <i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>45,100 TOTAL</b>
Number of residential and public buildings connected to a system of energy efficiency management ( <i>Nb</i> )	UNDP	1,500				<b>1,500 TOTAL</b>

Number of people benefitting from rehabilitated energy infrastructure ( <i>age/sex disaggregated</i> )	UNDP	<i>Women</i>	<i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>10,000,000 TOTAL</b>
Hectares of damaged land restored ( <i>ha</i> )	FAO	50,000 ha				<b>50,000 TOTAL</b>
Km <sup>2</sup> of protected areas/biosphere reserves that have received support to enhance biodiversity ( <i>km<sup>2</sup></i> )	UNESCO, UNDP	20,411 km <sup>2</sup>				<b>20,411 TOTAL</b>
<b>Housing</b>						
Number of people benefitting from repaired residences ( <i>age/sex disaggregated</i> )	UNECO, UNOPS	<i>Women</i>	<i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>22,000 TOTAL</b>
Number of people benefitting from sustainable housing solutions ( <i>age/sex disaggregated</i> )	UNOPS	<i>Women</i>	<i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>4,300 TOTAL</b>
<b>Livelihoods and Decent Jobs Creation</b>						
Number of people who have received support for land rehabilitation ( <i>age/sex disaggregated</i> )	FAO	1,000 <i>Women</i>	1,000 <i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>2,000 TOTAL</b>
Number of farmers who have received grants to support their livelihoods ( <i>age/sex disaggregated</i> )	FAO	3,000 <i>Women</i>	3,000 <i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>6,000 TOTAL</b>
Number of private enterprises, particularly SMEs, supported (management, financial/grants etc.) ( <i>Nb</i> )	ILO, UNDP, ITC, UNIDO, FAO, UN Women	1,550				<b>1,550 TOTAL</b>
Number of people who benefited from the active labour market programmes ( <i>age/sex disaggregated</i> )	ILO, UNDP, UNIDO, UN Women	151 <i>Women</i>	151 <i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>15,510 TOTAL</b>
Number of people who have benefited from skills building initiatives, including in entrepreneurship ( <i>age/sex disaggregated</i> )	UNESCO, UNICEF, ILO, UNDP, ITC, UNIDO, UN Women	45,751 <i>Women</i>	47,151 <i>Men</i>	49,000 <i>Girls</i>	51,000 <i>Boys</i>	<b>218,930 TOTAL</b>
<b>Enabling Factors</b>						

Number of people in local administration and civil society that have received training in recovery planning and long-term resilience building ( <i>sex disaggregated</i> )	UNESCO, UNICEF, ILO, UNDP, UNIDO, UN-Habitat, UN Women	696 <i>Women</i>	486 <i>Men</i>			<b>1,182 TOTAL</b>
Number of local and regional economic recovery strategies prepared or updated ( <i>Nb</i> )	UNESCO, UNICEF, ILO, UN-Habitat, UN Women	61				<b>61 TOTAL</b>
Number of local initiatives for economic recovery or inclusive growth supported financially or by transfer of assets ( <i>Nb</i> )	UNESCO, UNICEF, ILO, UN Women	168				<b>168 TOTAL</b>
Number of community family-friendly resilience and social cohesion centres established ( <i>Nb</i> )	ILO, UNDP, UN Women	37				<b>37 TOTAL</b>
<b>Social Protection</b>						
Number of people receiving social protection assistance ( <i>age/sex disaggregated</i> )	WFP	586,800 <i>Women</i>	213,200 <i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>800,000 TOTAL</b>
Number of people reached with information on the availability of social protection services, including specialized GBV/CRSV services ( <i>age/sex disaggregated</i> )	UNICEF, ILO, UNDP, UNFPA	418,200 <i>Women</i>	63,960 <i>Men</i>	9,840 <i>Girls</i>	<i>Boys</i>	<b>5,493,040 TOTAL</b>
Number of CSOs and governmental entities supported to provide protection assistance (human rights violation, gender-based violence, conflict-related sexual violence, exploitation, abuse, human trafficking, labour exploitation, mine victim assistance) ( <i>Nb</i> )	UNESCO, UNICEF, ILO, UNFPA, UNHCR, UN Women	786				<b>786 TOTAL</b>
<b>Education</b>						
Number of education facilities with standard shelter ( <i>Nb</i> )	UNESCO, UNICEF	90				<b>90 TOTAL</b>
Number of teachers reached by professional development activities ( <i>age/sex disaggregated</i> )	UNESCO, UNICEF, ILO	31,101 <i>Women</i>	9,151 <i>Men</i>			<b>40,350 TOTAL</b>

Number of education facilities with integrated and child friendly Mental Health and Psychosocial Support Services ( <i>Nb</i> )	UNICEF, ILO	501				<b>501 TOTAL</b>
Number of young people reached with adolescent-friendly coping capacity and resilience building, such as peer support, engagement spaces, etc. ( <i>age/sex disaggregated</i> )	UNESCO, UNFPA	<i>Women</i>	<i>Men</i>	280,000 <i>Girls</i>	280,000 <i>Boys</i>	<b>560,000 TOTAL</b>
<b>Health</b>						
Number of health care facilities supported with technical assistance, equipment, and supplies ( <i>Nb</i> )	UNICEF, UNOPS, UNAIDS, UNFPA	319				<b>319 TOTAL</b>
Number of people benefiting from established community-based Mental Health and Psychosocial Support spaces ( <i>age/sex disaggregated</i> )	UNESCO, UNICEF, UNAIDS	<i>Women</i>	<i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>351,500 TOTAL</b>
Number of CSOs, including community-based and volunteer organizations, trained in providing Mental Health and Psychosocial services ( <i>Nb</i> )	UNESCO, UNICEF, ILO, WHO, UNHCR, WHO	2,163				<b>2,163 TOTAL</b>
<b>Strategic Priority 3 Strengthening Systems</b>						
<b>Outcome 3.1</b> National systems are able to effectively plan for and implement inclusive recovery.						
<b>Data Generation</b>						
Number of assessments/analyses conducted to inform national response, recovery and reconstruction planning and implementation ( <i>Nb</i> )	UNESCO, UNECE, UNICEF, ILO, UNOPS, UNODC, UNDP, ITU, OHCHR, UNIDO, UN-Habitat, UN Women	93				<b>93 TOTAL</b>
Number of national, regional, and local entities that received support	UNESCO, UNECE, UNICEF, ILO, UNDRR, UNDP, UNIDO, UN-Habitat, UN Women	182				<b>182 TOTAL</b>

for statistics modernization and data collection <i>(Nb)</i>						
<b>Institutional Capacity Development</b>						
Number of new or amended policies/laws/regulations aligned with international standards adopted <i>(Nb)</i>	UNESCO, UNICEF, ILO, UNAIDS, UNODC, OHCHR, UNIDO, UN Women	38				<b>38 TOTAL</b>
Number CSOs reached with capacity-building initiatives on access to fundamental rights (right to information, freedom of expression, etc.) <i>(Nb)</i>	UNESCO, ILO, UN Women	52				<b>52 TOTAL</b>
Number of public buildings (government offices, museums) repaired, modernized, or retrofitted <i>(Nb)</i>	UNESCO, UNDP	130				<b>130 TOTAL</b>
Number of civil servants who have acquired new skills and knowledge in management, planning etc. <i>(Nb)</i>	UNESCO, ILO, UNODC, UNDP, UN-Habitat, UN Women	650				<b>650 TOTAL</b>
Number of systems supported for inclusive and evidence-based decision making in recovery <i>(Nb)</i>	UNICEF, ILO, UNDRR, WFP, UN Women	12				<b>12 TOTAL</b>
<b>Inclusive Economic Growth</b>						
Number of people belonging to vulnerable groups provided with employment assistance, trainings for improved employability or improved access to economic opportunities <i>(age/sex disaggregated, and vulnerability if possible)</i>	UNESCO, ILO, UNAIDS, UNDP, UNIDO, UN Women	<i>Women</i>	<i>Men</i>	<i>Girls</i>	<i>Boys</i>	<b>17,050 TOTAL</b>