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NOTE

From:	General Secretariat of the Council
On:	19 December 2025
To:	Delegations
Subject:	Humanitarian Senior Officials' Meeting on Ukraine - presentation by ActionAid

Following the meeting of the Working Party on Humanitarian Aid and Food Aid (COHAFA) on 16 and 17 December 2025, delegations will find in Annex the presentation made by ActionAid¹²

¹ ActionAid, identification number in the EU Transparency Register: 85103504511-82.
² This document contains a presentation by an external stakeholder and the views expressed therein are solely those of the third party it originates from. This document cannot be regarded as stating an official position of the Council. It does not reflect the views of the Council or of its members.

Protecting and Supporting At-Risk Communities in Eastern Ukraine: Multisectoral Humanitarian Assistance and Preparedness



UKRAINE CONTEXT (I)

- In 2025 the humanitarian situation in Ukraine continues to deteriorate due to the **ongoing full-scale invasion** and **intensified fighting** in Eastern regions (1/3 of 40 millions of population)
- 20% of Ukrainian territory is **occupied** by Russian forces
 - Deepening the **impact on civilians** and **generating additional humanitarian needs**
 - An estimated 50% of population are exposed to conflict-related violence
- **Civilian casualties increased** by 26% in 2025 compared to the same period of the previous year with 14,796 civilian deaths and 39,543 injured since 2022 (OHCHR Nov 2025) (96% due to explosive weapons)

UKRAINE CONTEXT (II)

- Among 3,7 million Internally Displaced People (Sep. 2025) → **Older people and persons with disabilities** need urgent support and face increased protection risks and relevant challenges to find adapted/adequate accommodation
- At the same time, humanitarian funding is declining. As of the end of the year: *only* 51% of the 2025 Ukraine Humanitarian Response Plan requirements have been met
 - Implication: *Evacuations and safe reception remain critical life-saving activities + humanitarian stakeholders need of financial support*

THE CONSORTIUM SUPPORTED BY ECHO (I): AAEE

The ECHO-funded consortium brings together international expertise and strong national capacity:

→ **Lead Agency:** ActionAid leads coordination and ensures a **localisation approach**, enabling **Ukrainian organisations** to play a central role in response design and delivery

- ActionAid Eastern Europe (AAEE): member of ActionAid International Federation, builds on a **feminist, rights-based regional strategy** to address the **multi-layered crisis** triggered by the full-scale invasion of Ukraine by the Russian Federation
- AAEE regional strategy places **localisation, movement leadership and feminist organising** at its heart to **shift power to those who live the realities of conflict, displacement, shrinking civic space, and ongoing exclusion**

THE CONSORTIUM SUPPORTED BY ECHO (I): AAEE

AAEE pillars of work:

- *Pillar I, Feminist Humanitarian Action → Protecting Rights, Upholding Dignity – supporting feminist humanitarian protection, evacuations and essential and life-saving services delivered by trusted local partners*
- Pillar IV, **Civil Society and Justice in Recovery**, reframes recovery as a **locally-led transformation** that builds inclusive civic systems, social accountability and economic resilience

Complemented by crosscutting pillars in our *Nexus* work:

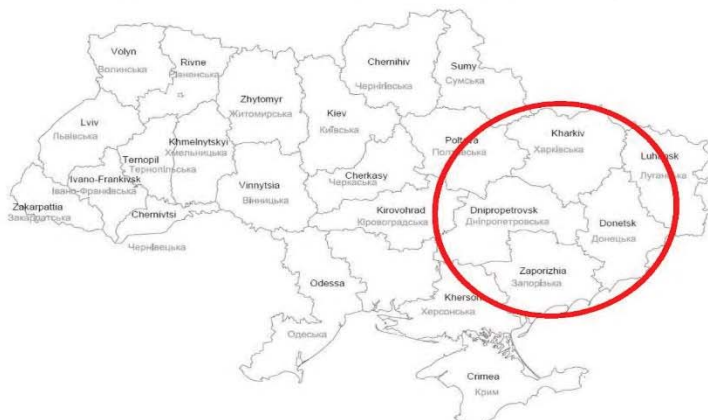
- Pillar II, **Driving inclusive change by centring women's rights and intersectional feminist movements**
- Pillar III, **Restoring people's power in activism and social movements**

THE CONSORTIUM SUPPORTED BY ECHO (III)

The ECHO-funded consortium brings together international expertise and strong national capacity:

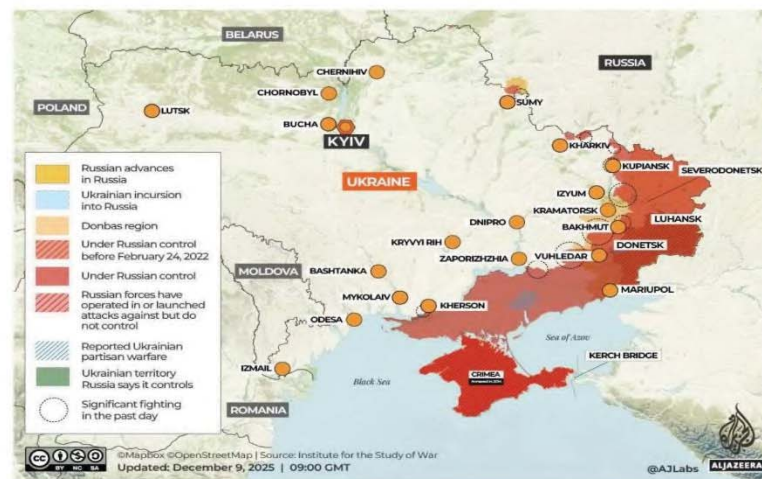
- **(Lead Agency:** ActionAid)
- **International Partner:** HelpAge International
- **National NGOs:** EastSOS, M.Art.In-Club, Memory 86, Pomogaem, Volunteer-68,
- **Geographical focus:** Donetsk, Kharkiv, Dnipropetrovsk, Zaporizhzhia regions
- **The Action supports:**
 - Assisted evacuations
 - Protection and psychosocial support / Including Community-Based Protection (AAEE) **and GBV case management**
 - Hygiene and winterisation assistance
 - Support to Internally Displaced People (IDP) and other at-risk groups
- **Beneficiaries/Right holders** (16/12/2025): approx. 14.600 people

GEOGRAPHICAL SCOPE (Kharkiv, Dnipropetrovsk, Zaporizhzhia, Donetsk)



Eastern Ukraine continues to experience:

- **Active hostilities** close to civilian areas
 - Rapidly shifting **frontlines** - 09/12/2025 map →
 - Repeated **displacement waves**
- *Humanitarian access is increasingly complex and dangerous, and **local responders play a decisive role** in reaching affected populations*



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EVACUATION IN UKRAINE

The Government of Ukraine determines which populations need to be mandatorily evacuated.

A) ASSISTED MANDATORY EVACUATIONS (Eastern Ukraine)

1. **All civilians:** mandatory evacuation with a **waiver option** (“voluntary”) or
 2. **Children with guardians:** **forced evacuation, no waivers** (“forced” being very rare)
- **Organized by authorities** for safety reasons
 - The evacuations take place in close cooperation between **the State Emergency Service, the National Police**, local communities, volunteers and international partners (including NGOs, INGOs)
 - **Institutional specialized units** - the Phoenix group of the State Emergency Service and the White Angel group of the National Police - are **working directly in the frontline areas**
 - Fixed routes and destinations / Pre-identified **transit centres**

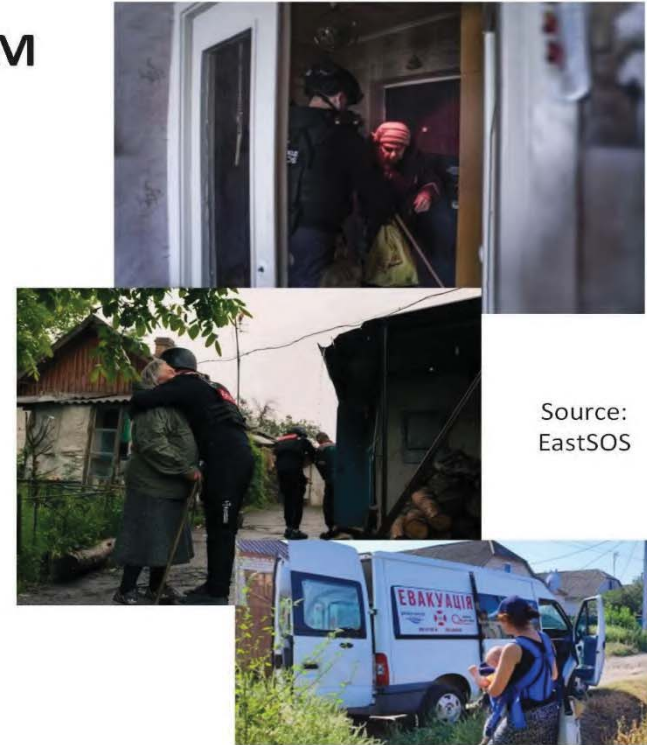
EVACUATION IN UKRAINE

B) OTHER MOVEMENTS (non-organized)

- Individuals or families **move voluntarily** for safety
- May not follow official routes (though encouraged)
- **All evacuees are considered IDPs →**
 - They are eligible for **multi-sectoral assistance**
 - **Services will be available at Transit**
 - and **collective sites**
- Evacuation approaches **vary by region** depending on the decisions of the regional and central governments (e.g., promoting evacuation inside same region of origin or promoting evacuation towards other regions)
- Between **June 1 and October 31, 2025**, more than **121.500 people** were evacuated from frontline areas (14.000 children & 4.000 people with limited mobility)

EVACUATIONS IN THE CONSORTIUM

- Through EastSOS (Donetsk, Dnipropetrovsk) and Volunteer-68 (Kharkiv) the consortium conducts evacuations of vulnerable people (older people, PWD, women with children)
- They evacuate people up to 20–30 km from the frontline
- Directly from the villages, on from agreed pick-up points with the Ukrainian institutions working on the frontline
- ***By December 2025, nearly 3,000 people have been safely evacuated with ECHO support***



Source:
EastSOS

TRANSIT CENTRES

- Following evacuation (organized/other), people are transported to **Transit Centres (TCs)**
- There are currently **7 active formal Transit Centres** in Eastern and North-Eastern Ukraine: Dnipro, Pavlohrad, Voloske (Dnipro) Kharkiv, Lozova (Kharkiv), Sumy, Romny (back up option) + new one in Zaporizhzhia (approx. 20 whole Ukraine)
- TCs act as **reception points** where people receive **comprehensive assistance**: humanitarian, medical, psychological, legal, and social

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TRANSIT CENTRES

- People are helped to **restore their documents**, apply for benefits and social services, and receive **financial support** from the state and humanitarian organizations
- More **concrete examples**: hot meals, short-term accommodation (3 days), cash assistance, NFIs (Non-food items), Referral to longer-term accommodation and services (e.g., M.Art.In-Club is present in Pavlohrad Transit Centre, and addresses protection/GBV survivors' case management)

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COORDINATION AND GOVERNANCE OF TRANSIT CENTRES

- **Local authorities lead** the activation and management of Transit Centres
- Operations follow **Standard Operating Procedures (SOPs)** aligned with Government of Ukraine policies
- Humanitarian partners support **service delivery in line with agreed roles**

Coordination is ensured through:

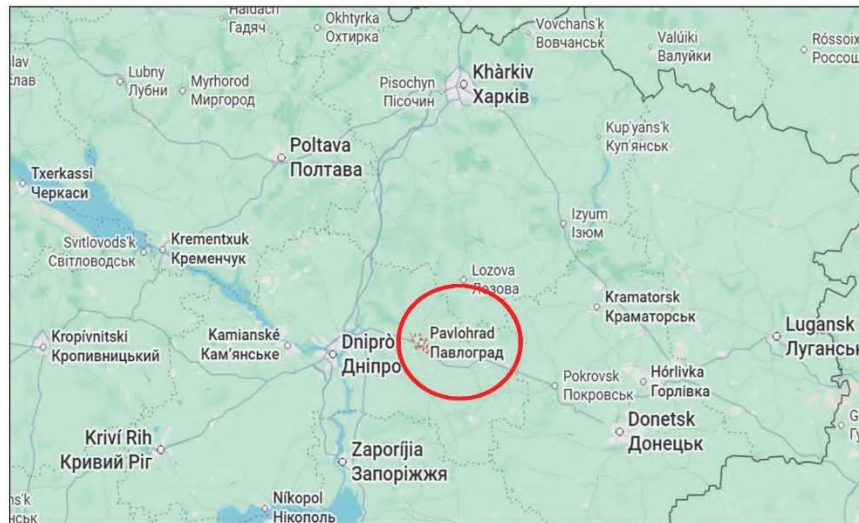
- A designated **Lead Partner Agency** for each Transit Centre
- Engagement with **relevant humanitarian clusters** (notably **Protection**)
- Regular **coordination meetings** and **information-sharing channels**

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PAVLOHRAD TRANSIT CENTRE (I)



- **Facilities:** assistance area, medical office, PSS space, dining room, showers, portable toilets
- **Capacity:** 60 indoor beds + 120 beds in tents

BUT:

- **Peak in August:** the TC received 400 people per day

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PAVLOHRAD TRANSIT CENTRE (II)



PAVLOHRAD TRANSIT CENTRE (III)



PAVLOHRAD TRANSIT CENTRE (IV)

