

Research Briefing

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Ukraine: UK aid and humanitarian situation 2022 to 2024

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Summary

On 24 February 2022 Russia invaded Ukraine, with forces crossing into the country from Belarus in the north, Russia in the east and Crimea in the south. After failing to take the capital, Kyiv, in 2022, fighting is now focused in south and eastern Ukraine.

Russia's military actions forced many Ukrainians to leave the county and have resulted in significant damage to Ukrainian infrastructure and public services, creating a substantial level of humanitarian need and reconstruction costs.

The current conflict has exacerbated the humanitarian crisis that has been ongoing in eastern Ukraine since 2014. In that year, Russia annexed Crimea. Two regions in the Donbas, controlled by Russian-backed separatist forces, also declared independence.

The briefing describes the humanitarian situation in Ukraine, the number of displaced people, and what aid the UK and others have pledged from 2022.

The Commons Library's [Conflict in Ukraine](#) hub page provides more analysis on the conflict, including sanctions and meeting the costs of reconstruction.

Humanitarian needs

The situation in eastern Ukraine since 2014 caused the country's humanitarian needs to grow. To January 2021, [over 3,000 civilians were killed](#) (PDF) and the UN estimated around [2.9 million people were in need of humanitarian aid](#) (such as support to access shelter or health services) (at February 2022).

Between February 2022 and August 2024, [more than 11,743 civilians have been killed](#) (note this is a likely underestimate, according to UN monitors) and the [number of people in need of humanitarian assistance](#) stands at 14.6 million (Ukraine has an [estimated population of 34 million](#)).

In February 2024, the Government of Ukraine, the European Union and UN estimated [the cost of Ukraine's reconstruction and recovery stood at US\\$486 billion](#). The World Bank also estimates [Ukraine's gross domestic product fell 29% in 2022](#) and [poverty also increased from 6% to 24% of the population](#).

Many people have been displaced

Around [6 million refugees from Ukraine are recorded across Europe](#), and an additional 3.7 million are displaced within the country. [Russia](#) currently hosts

the [highest number of Ukrainian refugees](#) (1.2 million), followed by Germany (1.2 million) and Poland (957,500). Around 247,000 refugees are in the UK.

UK aid to Ukraine

From 2010 to 2021, the UK provided a [total of £204 million in bilateral aid](#) (aid given for a specific programme or purpose) to Ukraine to improve Ukrainian governance and address humanitarian needs. In 2022, the UK provided £342 million in bilateral aid. Data reported to the Development assistance committee, which includes the world's major aid donors (except China) shows [the UK was the eighth-largest donor of aid to Ukraine](#) in 2022. Data on UK aid spending in 2023 [will be published in September 2024](#).

Specific UK aid pledges include:

- £357 million in [humanitarian aid](#) (from February 2022)
- A [three-year £100 million package of aid](#), primarily to Ukraine's energy sector, which has experienced significant damage.
- [US\\$100 million \(£74 million\)](#) for the Ukrainian Government's budget to support public sector salaries, social protection, and core services. This forms part of a World Bank scheme (see below).

In September 2024 Foreign Secretary David Lammy confirmed the plans of the Conservative Government to [provide £242 million in humanitarian aid to Ukraine in 2024/25](#). This will provide emergency assistance, support the Ukrainian energy sector, and fund investigations into potential war crimes.

From December 2021 to February 2024, the UK has announced [£6.5 billion of fiscal support to Ukraine](#) via World Bank loan bank guarantees and grants.

G7, World Bank and IMF support

G7 members are the UK, Italy, France, Germany, Canada, the United States, and Japan, as well as the European Union. At the G7 summit in May 2023, the group said it would [increase its commitment of budget and economic support](#) for Ukraine for 2023 and early 2024 to US\$44 billion. At the June 2024 [G7 meeting](#), G7 leaders said that they would launch '[extraordinary revenue acceleration loans](#)' for Ukraine, to make available US\$50 billion in additional funding by the end of 2024.

Together with donors, [the World Bank has mobilised US\\$47 billion](#) in finance for Ukraine from February 2022 to September 2024 (around £37 billion).

In March 2023, the IMF also announced a [US\\$15.6 billion programme \(£12.8 billion\) for 2022 to 2027](#) as part of its wider package of support for Ukraine.

1

Ukraine from 2014 to February 2022

Conflict in Ukraine has been ongoing since 2014, when Russia took control of Crimea, which it then annexed following a disputed referendum.

Russian-backed separatists also took control of two areas in the Donetsk and Luhansk regions of eastern Ukraine, proclaiming independence in 2014 and establishing the de-facto Donetsk People's Republic and Luhansk People's Republic. The two regions were annexed by Russia in October 2022.

The Commons Library's [Conflict in Ukraine: a timeline \(2014 to eve of 2022 invasion\)](#) summarises the major events during this period.

Around 3,077 civilians were killed from 2014 to 2021

From April 2014 to January 2021, 3,077 civilians were killed. The total number of injured civilians was estimated to be over 7,000.¹

2.9 million people were in humanitarian need

As of 11 February 2022, the UN estimated that 2.9 million Ukrainians were estimated to be in humanitarian need.²

Humanitarian needs included difficulties in accessing water, markets, work and health services, and shortages of medical personnel.³

Over 1.5 million people were estimated to be displaced

The UN Refugee Agency recorded in August 2021:

- 734,000 internally displaced persons (IDPs)
- 35,875 stateless persons⁴
- 162,000 others of concern (such as having humanitarian needs).

Ukraine's Government gives a higher figure of IDPs, at 1.5 million.⁵

¹ UN Office of the High Commissioner on Human Rights, [Report on the human rights situation in Ukraine, 1 August 2020 to 31 January 2021](#) (PDF), March 2021, para 28. Section 1 sources accessed February 2022.

² UN Office for the Coordination of Humanitarian Affairs (UNOCHA), [Ukraine](#)

³ ACAPS, [Ukraine](#)

⁴ Those with an undetermined nationality or who are not considered nationals of any state. They generally are people holding expired Soviet passports, homeless people, prisoners, and Roma.

⁵ UNHCR, [Refugee statistics 2021 and, IDPs](#)

2

Humanitarian situation in 2024

More than 11,743 civilians killed since 2022

Since February 2022, the UN Human rights monitoring mission in Ukraine has reported more than 11,743 civilian deaths and 24,614 injuries due to the conflict (to August 2024).⁶

These figures are likely to be revised upwards. The UN mission states this data is incomplete and several areas that have seen a high level of violence, such as Mariupol (where some media reports suggest at least 25,000 civilians were killed in 2022),⁷ are still awaiting corroboration:

The actual extent of civilian harm – both casualties and infrastructure damage – is likely considerably higher as many reports of civilian harm, particularly from the period immediately after the full-scale armed attack of 24 February 2022, have not been possible to verify due to the large number of reports and the lack of access to relevant areas. The number of civilian casualties is likely particularly undercounted in cities such as Mariupol (Donetsk region), Lysychansk, Popasna, and Sievierodonetsk (Luhansk region), where there was protracted intensive fighting at the start of the armed attack in 2022.⁸

14.6 million people are in humanitarian need

In June 2024 the UN Office for Coordination of Humanitarian Affairs estimated that there are 14.6 million Ukrainians in need, of which 8.5 million will be targeted by aid agencies in 2024. This includes:

- 7.9 million people who need shelter and emergency household items due to the destruction of houses or being displaced.
- 7.8 million who need health assistance.
- 7.3 million who need food and livelihood assistance.
- 4.9 million who need water, sanitation, and hygiene assistance.⁹

UN Women reports that Ukrainian women have “disproportionately carr[ie]d [the war’s] burden”: 56% of those in humanitarian need are women and girls, a similar percentage of those displaced are women, and 72% of Ukrainians registered as unemployed are women.¹⁰

⁶ UN, [Protection of civilians in armed conflict—August 2024](#), 6 September 2024, p3

⁷ For example, [Russia scrubs Mariupol’s Ukraine identity, builds on death](#), AP, 23 December 2022; [The agony of not knowing, as Mariupol mass burial sites grow](#), BBC News, 7 November 2022

⁸ UN, [Protection of civilians in armed conflict—August 2024](#), 6 September 2024, p4

⁹ UNOCHA, [Ukraine: Situation report](#) and [Ukraine humanitarian response plan](#), December 2024, p4

¹⁰ UN Ukraine, [Over 8 million women and girls need humanitarian assistance in 2024](#), 22 February 2024

Around a fifth of the population is displaced

Around 9.7 million the Ukrainian population are displaced, either internally within Ukraine or abroad, particularly in Eastern Europe:

- Internally displaced: The International Organization for Migration estimates 3.7 million are displaced in Ukraine (as of December 2023).
- Displaced abroad: The UN Refugee Agency records 6.0 million Ukrainian refugees abroad (as of June 2024).¹¹

As of September 2024, the five largest concentrations of Ukrainian refugees are:

1. Russia: 1.22 million (data for December 2023)¹²
2. Germany: 1.17 million
3. Poland: 957,000
4. Czech Republic/Czechia: 370,980
5. United Kingdom: 246,960.¹³

Infrastructure damage has been extensive

The conflict has caused substantial damage to Ukraine's infrastructure, agriculture, and urban areas, particularly in Kyiv and the east of the country. From February 2022 to December 2023:

- 10% of the housing stock has been damaged or destroyed, affecting 2 million households.
- 13% of Ukraine's education infrastructure has been destroyed or damaged. This includes 21% of Ukraine's tertiary and research institutions. Around 50% of Ukraine's 3.8 million schoolchildren were reliant on online or blended education.
- 13% of public healthcare facilities, including 26% of hospitals, have been damaged or destroyed.
- Damage to the power sector, which represented 7% to 8% of Ukraine's gross domestic product (GDP) before 2022, totalled US\$12.7 billion. In April 2023, the World Bank and UN Development Programme estimated that 60% of Ukraine's power plants had been damaged.¹⁴

¹¹ UNOCHA, [Ukraine data explorer](#), accessed 12 September 2024

¹² Concerns have been raised about the nature of the displacement of some Ukrainians to Russia, see UN Office for High Commissioner on Human Rights, [Human rights concerns related to forced displacement in Ukraine](#), September 2022 and Human Rights Watch, ["Filtration" and the crime of forcibly transferring Ukrainian civilians to Russia](#), 1 September 2022

¹³ UNHCR, [Operational data portal: Ukraine](#), accessed 12 September 2024

¹⁴ World Bank and UN Development Programme, [Ukraine energy damage assessment](#), 5 April 2023

- Planting area for agriculture was 20% lower in 2022 than 2021.¹⁵

High poverty, debt and reconstruction costs

In February 2024, a joint report by the World Bank, the Ukrainian Government, the European Commission and United Nations estimated that the cost of reconstruction and recovery stood at US\$486 billion. This is 2.8 times Ukraine's estimated GDP in 2023.¹⁶ The Bank also estimates:

- Ukraine's GDP fell 29% in 2022. It reports some recovery in 2023 (4.8%) and further growth in 2024 (3.2%).
- Poverty increased from 5.5% to 24% of the population from 2022 to 2024, pushing a further 7 million people into poverty.¹⁷

Resources on the humanitarian situation in Ukraine

- UNOCHA, [Ukraine: Situation reports](#). Describes the UN's work, humanitarian assistance and key statistics in short "flash" reports.
- UN Office of the High Commissioner for Human Rights, [Reports on the human rights situation in Ukraine](#). Describes the effects on civilians.
- UN Refugee Agency, [Ukraine](#). Data and briefings on refugees.
- UNOCHA, [Humanitarian response plan](#), December 2023. Detailed discussion of humanitarian need in Ukraine for 2024
- World Bank, [Ukraine overview](#). Summary of economic and humanitarian situation.

¹⁵ World Bank, European Commission, Government of Ukraine and UN, [Rapid damage and needs assessment](#), 15 February 2024, pp64, 81, 87-8, 92, 110, 136

¹⁶ As above, p16

¹⁷ World Bank, [World Bank in Ukraine: Overview](#) and [Data: Ukraine](#), accessed 18 June 2024; [Laying the groundwork for reconstruction in the midst of war](#), 30 November 2023; [Ukraine](#) (PDF)

3 UK aid to Ukraine

3.1 UK aid to Ukraine, 2010 to 2021

From 2010 to 2021, the UK provided a total of £204 million in bilateral aid (aid given for a specific programme or purpose) to Ukraine. As the chart below shows, the amounts given increased sharply from 2015. This followed [Russia's actions in Crimea](#) and support for separatist movements in eastern Ukraine.



Source: FCDO, [Statistics on International Development](#), multiple editions

Past UK aid to Ukraine has focused largely on:

- **Government and civil society:** Including areas such as peace building, conflict management, anti-corruption programmes and countering disinformation.
- **Humanitarian aid:** In response to the effects of the ongoing conflict in eastern Ukraine. Much of the money was spent via the Red Cross.
- **Supporting Ukraine's armed forces:** Through the UK's [Operation ORBITAL](#) UK military forces conducted advisory and other non-lethal training.
- **Education and culture:** Through the British Council, the UK sought to improve English-language skills. Other funding tackled corruption and improved capacity in the Ukrainian education system.¹⁸

¹⁸ Commons Library research briefing, [Military assistance to Ukraine](#), March 2022, provides more information on Operational ORBITAL; Foreign, Commonwealth and Development Office (FCDO), [UK programme assistance to Ukraine in 2020-2021](#), updated 11 February 2021, provides further details on each of these themes.

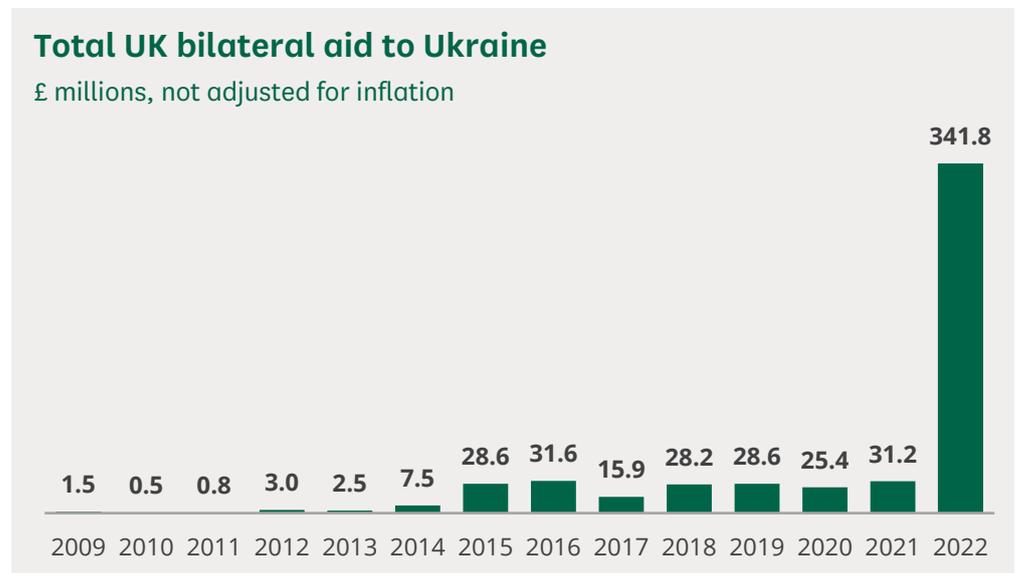
3.2

UK support pledged from February 2022

Spending on military aid is generally not allowable as part of the overseas development budget. This means the figures below are in addition to the military assistance to Ukraine the Government has committed since the Russian invasion, which is set out in the Commons Library research briefing [Military assistance to Ukraine since the Russian invasion](#).

£342 million in UK bilateral aid in 2022

As the chart below shows, total bilateral aid to Ukraine in 2022 was £341.8 million, over ten times higher than in any previous year. Of this, 58% was humanitarian aid, with a further 33% for government and civil society.



Source: FCDO, [Statistics on International Development](#), multiple editions

A summary of the FCDO's international aid work has been published on its [UK-Ukraine development partnership page](#), July 2023.

A series of separate government pledges have been made and are listed below. Final data on 2023 spending will be [published in autumn 2024](#).

£357 million in humanitarian aid for 2022 to 2025

The UK has previously committed up to £357 in humanitarian assistance to Ukraine from February 2022 to February 2025. Around 75% of this will be spent in Ukraine, and the remainder in the wider region.¹⁹ It includes funding

¹⁹ FCDO, [UK government's humanitarian response to Russia's invasion of Ukraine](#), March 2024; [UK-Ukraine development partnership summary](#), July 2023

to UN agencies, non-governmental organisations, and the Red Cross. Supporting women and girls is a particular priority.²⁰

UK aid reached 11.0 million people in 2023 and 15.8 million in 2022.²¹

Pledge of £242 million made for 2024/25

In June 2024, Prime Minister Rishi Sunak said that the UK would provide £242 million in bilateral aid to Ukraine to support humanitarian, energy, and stabilisation needs.²²

In September 2024 Foreign Secretary David Lammy confirmed that the Labour Government would meet this commitment. He said this would include:

- £100 million in humanitarian funding. This would include funds to help evacuate civilians and provide life-saving aid.
- £20 million to support essential repairs to the power network and improve its resilience.
- £40 million for stabilisation, which would be targeted at territories recovered by Ukraine. It would also include funding for investigations into war crimes.²³

UK aid for Moldova and Ukraine's neighbours

The UK has provided some support to Moldova, Romania, and Poland. This includes funding for the UN Population Fund and UN experts who work on gender-based violence, and sexual and reproductive health services.²⁴

UK support has included funding experts in mental health and child protection in Poland, disability and anti-trafficking in Moldova, and preventing sexual exploitation and abuse in Romania.

In total, from February to December 2022, the UK Government says it has contributed £13.5 million in direct support to Moldova's humanitarian work and £27 million regionally. In May 2023, the Government announced a further £10.5 million to UN agencies to help support Ukrainian refugees in Moldova.²⁵ The FCDO's [Development partnership profile: Moldova](#), July 2023, provides more information UK activities and priorities in the country.

²⁰ FCDO, [UK provides further humanitarian aid focused on the most vulnerable in Ukraine](#), 5 May 2022

²¹ FCDO, [UK boosts humanitarian funding for Ukraine](#), 24 February 2024

²² Prime Minister's Office, [UK shows enduring commitment to Ukraine at G7 summit](#), 12 June 2024

²³ FCDO, [UK Foreign Secretary and US Secretary of State in Kyiv](#), 11 September 2024

²⁴ Remainder of this box sourced from [Minister for Development and Africa to International Development Committee \(IDC\)](#), 11 January 2023 (PDF)

²⁵ Prime Minister's Office, [PM: The security of our borders must be Europe's top priority](#), 31 May 2023

£250 million for British International Investment

In 2023, the Prime Minister announced up to £250 million of new capital for [British International Investment](#) (BII) for investment in Ukraine.²⁶

The BII is a state-owned development finance institution that makes investments overseas to create jobs and reduce poverty. The BII is operationally independent of the government but has been supported by government capital injections (in the form of purchasing shares) since 2016.

The government announcement represents an expansion of BII's efforts in Europe.²⁷ The UK pledge follows agreements of other G7 development finance institutions to expand their work in Ukraine in May 2023.²⁸

The Minister for International Development, Andrew Mitchell, said no funding will be provided in 2023/24 and that instead there will be “annual phased tranches over a number of years” once “there are stable investment conditions in the country”.²⁹

In September 2024 Foreign Secretary David Lammy confirmed plans announced by the Conservative Government that £30 million of BII funding will be committed to the European Bank for Reconstruction and Development's [trade facilitation programme](#) in 2024. This will support the trade of goods, including food, to Ukraine.³⁰

For more on the BII and its activities, see the Commons Library research briefing, [British International Investment: Aid and trade](#).

Good governance fund

This £38 million fund runs for three years from 2022. It is supporting reforms to Ukraine's judiciary, anti-corruption efforts, and management of elections.³¹

Reforms supported include a new energy and climate plan, promoting digital financial services, introducing merit-based judicial appointments, and supporting the reform and privatisation of state-owned enterprises.³²

Support for Ukraine's energy sector

Ukraine is heavily reliant on energy imports from Russia and is also a major transit country for gas. Transit fees are thought to account for almost 3% of

²⁶ FCDO and Prime Minister's Office, [Global businesses pledge to back Ukraine \[...\]](#), 21 June 2023

²⁷ BII, [Investment search](#), accessed 19 July 2023

²⁸ BII, [Joint G7 Ukraine investment platform launched in Tokyo](#), 16 May 2023

²⁹ [Minister for International Development to Chair of the IDC](#) (PDF), 2 July 2023

³⁰ FCDO, [UK Foreign Secretary and US Secretary of State in Kyiv](#), 11 September 2024

³¹ ICAI, [UK aid to Ukraine](#), April 2024, para 3.18

³² As above, para 4.31 and box 5

Ukraine's Gross Domestic Product (GDP), which will bring an expected revenue of US\$2-3 billion annually over the next five years.³³

In June 2023, alongside G7 members, the UK committed to a Clean Energy partnership with Ukraine. This will include support for clean energy generation, private financing for energy infrastructure, and market reforms.³⁴

On 14 February 2024, the UK Government said it had provided a total of £150 million in support for Ukraine's energy sector since 2022.³⁵ Specific commitments include the below:

£100 million package of support for 2022 to 2025

In February 2022, the UK announced a three-year, £100 million package. This will co-finance a World Bank energy efficiency programme.³⁶

Around £62 million of this was designated for spend on energy security. In 2022/23, around £17 million was disbursed.³⁷

£10 million energy support fund, 2022 to 2025

In July 2022, the government also confirmed an existing £10 million Energy Support Fund for Ukraine, which runs over three years. This will support repairs to energy infrastructure.³⁸

£5 million for the nuclear sector, 2022

In July 2022, £5 million was also allocated to support Ukraine's nuclear energy sector, with aims including to help restore energy production.³⁹

Provision of generators in 2022

In 2022, the government provided 856 generators to Ukraine.⁴⁰

£74 million contribution to World Bank Programme

The UK has pledged US\$100 million (£74 million) for the Ukrainian Government's budget to support public sector salaries, social protection, and core services. This will be spent via the World Bank.⁴¹

³³ Commons Library research briefing, [Geopolitical implications of Nord Stream 2](#)

³⁴ FCDO, [Clean energy partnership: G7+ and Ukraine joint statement](#), 4 December 2023

³⁵ Department for Energy Security and Net Zero, [UK strengthens collaboration on energy security and climate change](#), 14 February 2024

³⁶ FCDO, [UK sets out multi-million dollar economic package of support for Ukraine](#), 23 February 2022

³⁷ PQ 135429 [[Ukraine: Energy](#)], 2 February 2023; FCDO, [UK boosts Ukraine's recovery \[...\]](#), 21 June 2023

³⁸ FCDO, [Foreign Secretary announces major UK package of support \[...\]](#), 4 July 2022

³⁹ FCDO and Department for Energy, Business & Industrial Strategy, [UK provides increased support for Ukraine's energy sector](#), 11 July 2022

⁴⁰ PQ 119094 [[Ukraine: Generators](#)], 17 January 2023

⁴¹ Prime Minister's Office, [UK injects \\$100m into Ukraine's economy \[...\]](#), 7 March 2022

Note the pledge is committed in dollar terms—this means its Sterling value may change due to fluctuations in exchange rates.

Guarantees for World Bank lending

From December 2021 to February 2024, the UK Government announced £6.5 billion of fiscal support via World Bank loan guarantees and grants.⁴²

In October 2023, US\$500 million was disbursed from the World Bank to Ukraine, with UK support. The UK Government said it was used by the Ukrainian Government to provide winter support to 3 million households.⁴³

In September 2024 Foreign Secretary David Lammy confirmed that the UK will deploy US\$484 million of loan guarantees before the end of 2024. He said this will support Ukrainian hospitals and schools, pay civil servants, and pay pensions. This forms part of a US\$3 billion loan package announced in 2023.⁴⁴

Loan guarantees have no up-front cost for the UK, if Ukraine can service its debts. If Ukraine does not, the UK's Independent Commission for Aid Impact notes that the government has internally agreed that any resulting UK payments will be funded from outside the aid spending target (currently 0.5% of gross national income) during the current spending review (to 2024/25).⁴⁵

UK export finance

In December 2021, the government announced UK Export Finance would have a “market risk appetite” for Ukraine of £3.5 billion.⁴⁶ This is intended to help fund reconstruction projects and allow UK exporters and Ukrainian purchasers to access finance to strengthen trade. In January 2024, the Minister for Industry and Economic Security set out how UKEF had been used:

UKEF has already agreed to provide financing for the reconstruction of six bridges in Kyiv and support for Urenco's [a nuclear fuel consortium] contract to supply fuel to Ukraine's largest power producer, Energoatom, and provided payment risk insurance for UK exporters trading with Ukraine.⁴⁷

⁴² PQ HL2162 [[Ukraine: International assistance](#)], 19 February 2024; HM Treasury, [UK bolsters support for Ukraine](#), 13 April 2024

⁴³ Prime Minister's Office, [Europe must join forces against people smuggling gangs](#), 5 October 2023

⁴⁴ FCDO, [UK Foreign Secretary and US Secretary of State in Kyiv](#), 11 September 2024

⁴⁵ ICAI, [UK aid to Ukraine](#), April 2024, para 4.30

⁴⁶ HCWS451 [[UK Export Finance: Ukraine](#)], 8 December 2021; HCWS678 [[UK Export Finance update](#)], 15 March 2022

⁴⁷ HCWS185 [[UKEF support for Ukraine](#)], 16 January 2024

Commitments by devolved Governments in the UK

- The Scottish Government announced [£6.9 million in humanitarian aid to Ukraine](#) to provide water, sanitation, medicine, health services and shelter in 2022.⁴⁸ A further £1 million was announced in February 2023.⁴⁹
- The Welsh Government announced [£4 million of aid for Ukraine in 2022](#).⁵⁰

The costs of hosting refugees in the UK

Around [213,400 Ukraine scheme visa holders have arrived in the UK](#). As the Commons Library research briefing [The UK aid budget and support for refugees in the UK, 2022-24](#), explains countries are allowed to count the costs of assisting refugees within their host country as overseas aid during the first 12 months following their arrival.

This has put substantial pressure on the UK aid budget, with around 29% of UK aid spending in 2022 spent on meeting the costs of hosting Ukrainian refugees in the UK, as well as from Afghanistan and elsewhere. The government has rejected recommendations by the International Development Committee and ICAI to introduce a cap on the proportion of the aid budget that can be spent on in-donor refugee costs to protect wider aid programmes. The government instead announced an additional £2.5 billion in aid to meet some of these costs between 2022 and 2024.⁵¹

3.3

How does UK aid spending compare?

The UK reports its aid spending to the [32-strong Development Assistance Committee](#) of the Organisation for Economic Cooperation and Development (OECD). Most of the largest providers of aid are members (though China is not a member). All aid is reported to the OECD against the same definitions.

In January 2024, the OECD published comparative data on aid to Ukraine in 2022. DAC members and multilaterals (such as the World Bank) provided a total of US\$29 billion in aid. This was 10.2% of aid spent globally in 2022.⁵²

The below table shows that the UK was the eighth largest aid donor to Ukraine in 2022, providing US\$449 million in aid. Among G7 countries, the UK provided less than all, save for Italy (which provided US\$392 million).

⁴⁸ Scottish Government, [Medical supplies for Ukraine](#), 2 March 2022

⁴⁹ Scottish Government, [Humanitarian funding support for Ukraine](#), 23 February 2023

⁵⁰ Welsh Government, [First Minister announces £4 million of aid for Ukraine](#), 1 March 2022

⁵¹ See Commons Library briefing, [The UK aid budget and support for refugees in the UK in 2022/23](#)

⁵² OECD, [DAC international network on conflict and fragility](#) (PDF), 22 January 2024, p4-5 and Data Explorer, [Aid disbursements to countries: Ukraine, 2021 to 2022](#), accessed 4 March 2024.

G7 member countries are the United States, Germany, France, Japan, Italy, Canada, and the United Kingdom, as well as the European Union.

84% of aid from DAC members came from four members:

- European Union: US\$11.4 billion (39.4%)
- United States: US\$8.6 billion (29.7%)
- Germany: US\$2.1 billion (7.5%)
- Canada: US\$2.1 billion (7.3%)

Aid to Ukraine, by donor		
US \$ millions disbursed, adjusted for inflation		
	2021	2022
EU institutions	1,180.8	11,420.2
United States	304.7	8,641.1
Germany	223.7	2,150.5
Canada	37.9	2,116.6
Japan	-16.2	853.3
France	25.3	547.5
Norway	18.5	510.9
United Kingdom	42.9	448.5
Italy	1.6	392.7
Poland	94.9	328.9
Switzerland	45.8	239.2
Sweden	33.5	228.5
Netherlands	1.1	187.6
Denmark	35.0	156.5
Spain	0.1	108.0
Korea	1.5	86.8
Austria	20.5	81.7
Hungary	20.8	79.3
Belgium	3.9	66.4
Finland	10.5	64.5
Ireland	0.4	59.0
Lithuania	3.0	46.7
Australia	0.1	46.7
Portugal	0.4	34.9
Czechia	4.1	34.4
Iceland	0.1	11.5
Slovak Republic	1.5	9.0
Luxembourg	1.2	8.0
Estonia	3.9	6.4
Slovenia	1.0	5.6
New Zealand	0.0	5.2
Greece	0.7	0.7

Note: Aid can be negative in some years as income from investment returns counts as negative amounts of aid under OECD rules. Source: OECD Data Explorer, [Aid disbursements to countries and regions: Ukraine, 2021 to 2022](#), accessed 4 March 2024.

3.4 Debt relief

Ukrainian government debt has risen from US\$98 billion in 2021 to US\$152 billion in 2024. Around 70% of this is owed to external creditors, and totals around US\$105 billion (this excludes debts owed to Russia).⁵³ The International Monetary Fund reports that government debt rose from 49% of Ukraine's gross domestic product in 2021 to 94% in 2024. It is projected to fall over the medium term as Ukraine's economy recovers.⁵⁴

In July 2022, the UK Government and other bilateral creditors committed to suspend debt servicing payments for Ukraine to December 2023. This has now been extended until at least 2027. The creditor countries, which include Germany, Japan, Canada, Japan, France, and the United States, will also carry out a debt restructuring to restore Ukraine's debt sustainability.⁵⁵

In July 2024 Ukraine came to an agreement with private creditors to restructure around US\$20 billion of debt and reduce its face value by around a third. This will replace a two-year moratorium on bond payments that was agreed in 2022 and was due to expire in 2024. The restructuring will cut Ukraine's interest payments by 90% from 2024 to 2027, or US\$11 billion.⁵⁶

3.5 UK coordination with others

Partnership Fund for a Resilient Ukraine, 2021

In 2021, the UK launched the Partnership Fund for a Resilient Ukraine. This aims to support public services, energy efficiency and economic opportunities. This had intended to prepare the ground for the re-integration of non-government-controlled areas in eastern Ukraine before the Russian invasion in February 2022.⁵⁷

The US, Canada, Sweden, and Switzerland are also participating.⁵⁸

The fund intends to mobilise £90 million from December 2021 to November 2024. The UK has contributed £26.5 million.⁵⁹ Aid has been used to fund programmes to defend Ukraine from cyberattacks, the clearing of mines and

⁵³ [How much money does Ukraine owe, and to whom?](#), Reuters, 13 June 2024

⁵⁴ IMF, [General government gross debt, 1980 to 2029](#), accessed 13 September 2024

⁵⁵ German Federal Ministry of Finance, [Debt service suspension for Ukraine extended](#), 21 December 2023; HM Treasury, [Group of creditors to Ukraine statement on a debt deferral](#), 21 July 2022

⁵⁶ [Ukraine strikes deal to restructure \\$20 billion of debt](#), Financial Times, 22 July 2024

⁵⁷ FCDO, [UK-Ukraine strategic dialogue: Joint communique](#), 8 December 2021; PQ 122672 [[Ukraine: Humanitarian aid](#)], 21 February 2022

⁵⁸ USAID, [US Government joins multi-donor coalition \[...\]](#), 2 February 2022

⁵⁹ ICAI, [UK aid to Ukraine](#), April 2024, para 4.14

unexplored ordnance, providing computer equipment to local government, and conducting rapid repairs to schools and hospitals.⁶⁰

International Ukraine support group, 2022

On 8 March 2022, the UK [announced a “solidarity pact” between the UK, Canada and the Netherlands](#) to ensure sustained support for Ukraine in the longer term.

It hopes for other countries to join, and for the mechanism to mobilise further assistance to Ukraine over the longer term.⁶¹ No updates have been issued.

Ukraine recovery conference, 2023

In June 2023, the UK jointly hosted, with Ukraine, [the international Ukraine recovery conference \(URC 2023\)](#). It had the aim of mobilising international support for Ukraine’s economy and recovery from the conflict, and mobilising both emergency and private finance to support reconstruction.⁶²

The conference raised over US\$60 billion towards Ukraine’s recovery and reconstruction, and included contributions from the United States, European Union, Japan, Switzerland, and the G7.

Germany hosted the 2024 conference, and Italy will host the 2025 meeting. In 2024, 110 agreements were made. Together with other announcements, €16 billion was pledged, including support for Ukraine’s energy resilience, its defence industry, infrastructure reconstruction, and the private sector.⁶³

3.6

Effectiveness of UK aid efforts

In April 2024, the Independent Commission for Aid Impact (ICAI), which is responsible for monitoring UK aid spending, published a [rapid review on UK aid to Ukraine from February 2022](#). It said that, overall, the UK “had mobilised an impressive contribution” for Ukraine.⁶⁴ It described that:

- The FCDO had no humanitarian team in Ukraine by February 2022 and that the early UK response included a “large volume” of in-kind supplies, such as medical equipment, before UK aid shifted towards partners such as the Red Cross and UN agencies.⁶⁵
- It took around four to five months for humanitarian organisations to return to Ukraine and establish operations at scale. In the meantime,

⁶⁰ ICAI, [UK aid to Ukraine](#), April 2024, para 4.16

⁶¹ Prime Minister’s Office, [UK largest bilateral humanitarian donor to Ukraine \[...\]](#), 7 March 2022

⁶² URC 2022, [Homepage](#), June 2023

⁶³ URC 2023, [Chair’s summary](#), June 2024

⁶⁴ ICAI, [Rapid review: UK aid to Ukraine](#), April 2024, ‘introduction’

⁶⁵ As above, paras 4.3-4.4

local organisations had been established but the UK and other donors “find it difficult” to fund them due to accountability requirements for aid spending.⁶⁶

- While the UK’s portfolio for Ukraine is “broad”, individual activities “rate well” for their relevance to Ukraine’s needs and UK strategic priorities.⁶⁷
- Some spending on reconstruction may need to be adjusted, given the conflict may not end soon.⁶⁸

The ICAI questioned spending via the BII, however. It said that because this would not occur until Ukraine offers stable investment conditions and that the BII was new to the European market, it was unclear why capital funding has been provided and why alternatives, such as the UK directly investing in the European Bank for Reconstruction and Development, were not considered.⁶⁹ The ICAI also noted that the FCDO has identified a “high” corruption risk in Ukraine. The ICAI says that the primary risk lies in the use of World Bank lending (the Bank has its own monitoring and audit processes).⁷⁰

The ICAI made four recommendations, including greater local coordination and delivery by Ukrainian organisations, and strengthen monitoring to identify and investigate fraud, corruption, and other risks to UK aid.⁷¹

A government response was published in August 2024, in which it accepted all four recommendations. It said it would continue to support Ukrainian charities and organisations, roll out a new third-party monitoring programme to monitor UK aid spending and manage the risk of fraud, and work with Ukraine to implement anti-corruption controls and strategies.⁷²

⁶⁶ ICAI, [Rapid review: UK aid to Ukraine](#), April 2024, para 4.11

⁶⁷ As above, para 5.3

⁶⁸ As above, para 5.6

⁶⁹ As above, para 4.42

⁷⁰ As above, para 5.12

⁷¹ As above, ‘recommendations’

⁷² FCDO, [FCDO response to ICAI recommendations on UK aid to Ukraine](#), 15 August 2024

4

International pledges for Ukraine

UN Office for Coordination of Humanitarian Affairs (UNOCHA) financial appeals

- 2022: UNOCHA requested US\$4.3 billion (£3.3 billion at [April 2022 exchange rates](#)). This was 87% funded.⁷³
- 2023: The UNOCHA requested US\$3.2 billion (£2.6 billion at [January 2023 exchange rates](#)). This was 84% funded.⁷⁴
- 2024: The UNOCHA requested US\$3.1 billion (£2.5 billion at [January 2024 exchange rates](#)). As of 12 September 2024, this is 44% funded.⁷⁵

4.1

World Bank and International Monetary Fund

World Bank

Together with donors, the World Bank has mobilised US\$47 billion in finance for Ukraine from February 2022 to September 2024 (around £37 billion).⁷⁶

Around US\$39 billion of this has been disbursed (as of September 2024). This includes a package of loans and financing to provide wages for workers in education and hospital settings and other public sector organisations.⁷⁷

The finance mobilised by the World Bank includes the following from the UK (referred to in the above section):

- US\$92 million for the [Financing of Recovery from Economic Emergency in Ukraine \(FREE Ukraine\)](#) project
- US\$1,950 million in guarantees to the [Public Expenditures for Administrative Capacity Endurance \(PEACE\)](#) project.

⁷³ HM Revenue & Customs, [HMRC exchange rates for 2022: Monthly](#), accessed 19 April 2022; UN Financial Tracking Service, [Ukraine flash appeal 2022](#), accessed 16 February 2024

⁷⁴ UN Financial Tracking Service, [Ukraine flash appeal 2023](#), accessed 5 March 2024

⁷⁵ UN Financial Tracking Service, [Ukraine flash appeal 2024](#), accessed 12 September 2024

⁷⁶ World Bank, [World Bank financing support for Ukraine since February 24, 2022](#), 5 September 2024; HMRC, [February 2024: Monthly exchange rates](#).

⁷⁷ As above and World Bank, [Public Expenditures for Administrative Capacity Endurance \(PEACE\) in Ukraine](#)

International Monetary Fund

Since February 2022, International Monetary Fund (IMF) support has included:

- In March 2023, a US\$15.6 billion programme (around £12.8 billion) for 2022 to 2027 as part of a wider package of support. The lending aims to mobilise wider concessional finance for Ukraine and to maintain economic and fiscal stability in the country.⁷⁸
- The creation of a US\$1.3 billion emergency disbursement to help the country cope with balance of payment needs, in October 2022.⁷⁹
- In March 2022 the disbursement of US\$1.4 billion (£1.1 billion) in emergency financing in response to the decline in government revenue.⁸⁰

4.2

G7 pledges

Pledges for 2022

At the G7 summit in June 2022, G7 countries pledged to mobilise in 2022:

- **Budget support:** US\$29.5 billion (£24 billion at July exchange rates)
- **Humanitarian support:** US\$2.8 billion (£2.3 billion).⁸¹

Pledges for 2023 and 2024

The May 2023 meeting of G7 finance ministers said, “together with the international community,” the group had increased its commitment of budget and economic support for Ukraine for 2023 and early 2024 to US\$44 billion.⁸²

The G7 leader’s meeting the same month did not include a breakdown of this commitment, other than to state “we have ensured Ukraine has the budget support it needs for 2023 and early 2024”.⁸³

In February 2024, EU states agreed to provide up to US\$53 billion to Ukraine from 2023 to 2027 in budget support, investment and other assistance.⁸⁴ The first payment, totalling €4.2 billion, was authorised in August 2024.⁸⁵

⁷⁸ IMF, [IMF executive board approves US\\$15.6 billion under a new extended loan facility arrangement for Ukraine \[...\]](#), 31 March 2023. See also IMF, [Ukraine FAQs](#), accessed 12 September 2024; IMF [approves \\$2.2 bln disbursement to Ukraine after loan review](#), Reuters, 28 June 2024

⁷⁹ IMF, [FAQs on Ukraine](#), accessed 12 September 2024

⁸⁰ IMF, [IMF Executive Board approves US\\$ 1.4 billion in emergency financing support](#), 9 March 2022

⁸¹ G7 Germany, [G7 summit at Schloss Elmau](#), 28 June 2022; HMRC, [July 2022: Monthly exchange rates](#).

⁸² European Council, [Meeting communiqué](#), 13 May 2023, para 2

⁸³ White House, [G7 leaders’ statement on Ukraine](#), 19 May 2023

⁸⁴ European Commission, [Commission welcomes political agreement on the up to 50 billion Ukraine facility](#), 6 February 2024

⁸⁵ Council of the European Union, [Council gives green light to first payment](#), 6 August 2024

At the G7 meeting in Italy, in June 2024, G7 leaders said that they would launch ‘[extraordinary revenue acceleration loans](#)’ for Ukraine, to make available US\$50 billion in additional funding by the end of 2024.⁸⁶

This will be financed with the interest on some Russian assets frozen by sanctions. These talks are ongoing.⁸⁷ The separate Commons Library research briefings, [Post-conflict reconstruction assistance to Ukraine](#) and [Sanctions, international law and seizing Russian assets](#) provides background.

Establishment of coordination platform, January 2023

In December 2022, the G7 said it would establish a donor platform to coordinate short- and long- term support for Ukraine.⁸⁸

This launched in January 2023 as the [multi-donor coordination platform of Ukraine](#). It brings together the G7, EU, international financial institutions, and Ukraine. The UK is a permanent member. To June 2024, it has held nine meetings.⁸⁹

⁸⁶ White House, [G7 Apulia leaders’ communiqué](#), 14 June 2024; Prime Minister of Canada, [G7 extraordinary revenue acceleration loans](#), 13 June 2024

⁸⁷ Atlantic Council, [How to save the G7 deal to mobilise \\$50 billion for Ukraine](#), 3 September 2024

⁸⁸ Prime Minister’s Office, [G7 Leaders’ statement](#), 12 December 2022

⁸⁹ Multi-agency donor platform for Ukraine, [Press releases: steering committee](#)

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