



# Analytical Report

## Internal Displacement in Ukraine: Mapping the Flows and Challenges

Natalia Husieva  
Yekaterina Segida  
Tatyana Lesnichaya  
Galina Kravchenkova

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## AUTHOR INFORMATION

Natalia Husieva – Ph.D. in Geographical Sciences, Associate Professor at the Department for Socio-Economic Geography and Regional Studies, Faculty of Geology, Geography, Recreation and Tourism, V.N. Karazin Kharkiv National University.

Segida Yekaterina – Doctor of Geography, Associate Professor at the Department for Socio-Economic Geography and Regional Studies, Faculty of Geology, Geography, Recreation and Tourism, V.N. Karazin Kharkiv National University.

Lesnichaya Tatiana – Ph.D. in Law, Associate Professor, Associate Professor at the Department of Civil Law Disciplines, Faculty of Law, V.N. Karazin Kharkiv National University.

Galina Kravchenkova – Ph.D. in Sociological Sciences, Associate Professor at the Department of Applied Sociology and Social Communications, Sociology Department, V.N. Karazin Kharkiv National University.

### Contacts

Prague Process Secretariat

International Centre for Migration Policy Development (ICMPD)

Gonzagagasse 1, A-1010 Vienna

[www.pragurprocess.eu](http://www.pragurprocess.eu)

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## **ABSTRACT**

Since 2014, Ukraine has faced an armed conflict resulting in a humanitarian crisis and the internal displacement of large parts of its population. Their situation remains an emergency until today. The number of internally displaced persons (IDPs), which currently amounts to over 700,000 persons (or 1,5 Mio. according to the Ukrainian official sources) makes Ukraine the country with the most IDPs in Europe. The large-scale human displacement brought severe challenges, ranging from the socio-economic integration of IDPs in their host communities, to their political, legal or psychological needs.

This report provides a time-space analysis of the forced internal displacement in the period 2014-2018. It presents the most imminent challenges faced by the IDPs and proposes possible solutions, taking into account the specific characteristics of individual regions as well as international good practices and lessons learned. Thereafter, the report proposes various measures aimed at developing and strengthening the resilience, independence and self-reliance of IDPs in Ukraine. Lastly, the report substantiates policy recommendations aimed at facilitating the adaptation and integration of IDPs into local communities.

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## 1. INTRODUCTION

At the end of 2019, there were over 45 million internally displaced people (IDPs) worldwide due to conflicts, violence and disasters<sup>1</sup>. Since 2014, Ukraine has been among the top countries worldwide in terms of IDPs. In 2017, it ranked among the top ten along with Colombia, Syria, the Democratic Republic of the Congo, Iraq, Somalia, Yemen, Sudan, South Sudan and Afghanistan<sup>2</sup>. Over the past two years, the number of IDPs in Ukraine has been fluctuating between 1,3 and 1,5 Mio. people, amounting to 1,448 Mio. persons in June 2020<sup>3</sup>.

This immense population displacement reduced the overall quality of life in Ukraine, having a significant impact on the socio-economic situation in the country and its individual regions. The ever-growing challenges linked to the adaptation and integration of IDPs in their new host communities, to their legal status and the needed legal support have been challenging the public and political stability across the country. The quest for efficient policy solutions concerning internal migration has therefore become ever more urgent.

In 2017-2018, the number of IDPs decreased<sup>4</sup>. The public authorities and NGOs have interpreted this trend ambiguously, raising a number of questions:

- What is the real number of IDPs in Ukraine? Why has their number been decreasing?
- Why have the IDPs been choosing a limited number of regions, while neglecting others?
- What main challenges did the IDPs have to face?
- How could their adaptation and integration to their new local communities be supported?

This report aims to answer these questions, carrying out a structural-dynamic and regional analysis of internal displacement in Ukraine in the period 2014–2018. It thus aims at identifying the main challenges and problems faced by the IDPs and at suggesting suitable solutions, considering the specificities of individual regions as well as international experience and good practices.

The above questions required extensive multi-disciplinary research and rich evidence, provided by numerous official sources at national, regional and local levels. Further sources comprised various legal documents, the regular Reports on the Situation of IDPs, documents of the International Organization for Migration (IOM) in Ukraine and the Internal Displacement Monitoring Center (IDMC), as well as various other evidence, including the authors' own research.

<sup>1</sup> UNHCR website <https://www.unhcr.org/internally-displaced-people.html>

<sup>2</sup> Forced displacement: refugees, asylum-seekers and internally displaced people (IDPs), European Commission.

<sup>3</sup> Internally displaced persons, *Ministry of Social Policy of Ukraine*.

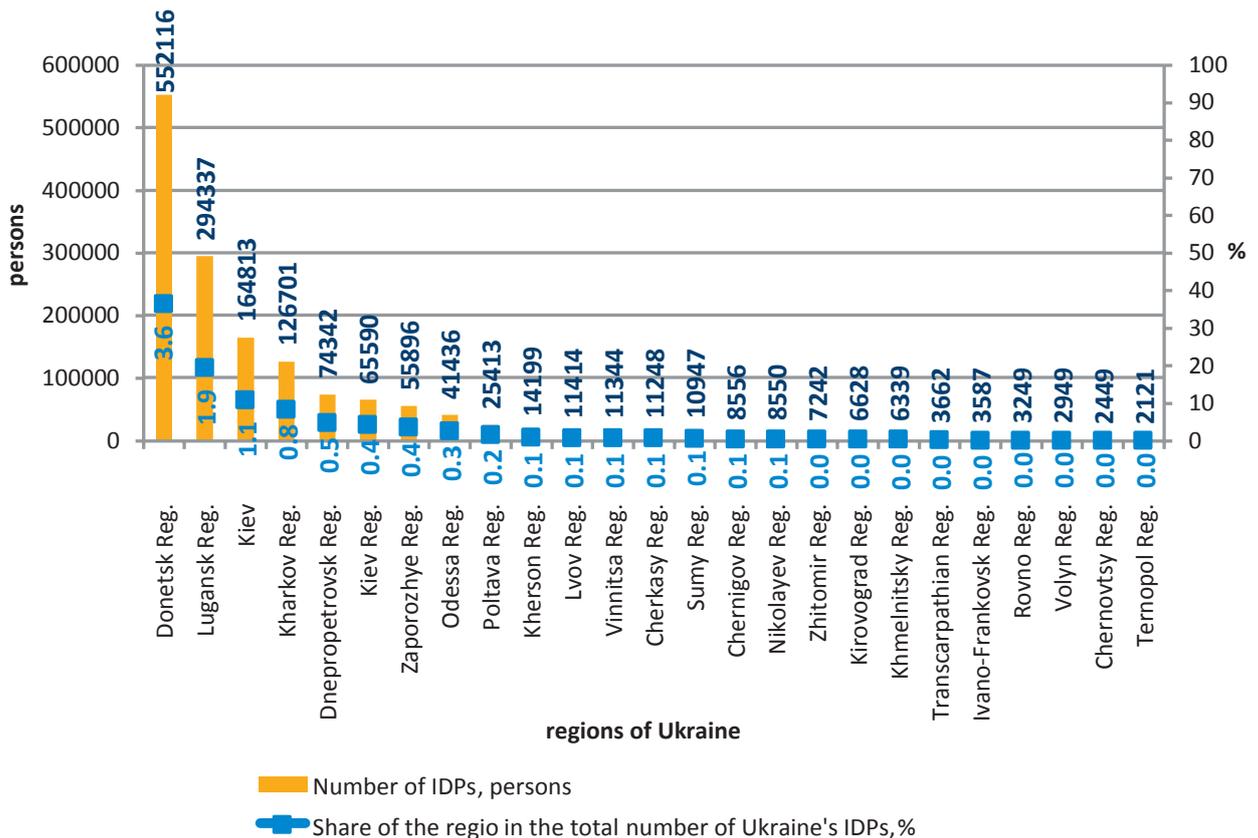
<sup>4</sup> According to official sources, their number decreased by 137,400 persons between January 2017 and July 2018.

## 2. INTERNAL DISPLACEMENT IN UKRAINE

### 2.1. CHOOSING A SUITABLE DESTINATION WITHIN THE COUNTRY

In July 2018, the official number of IDPs in Ukraine<sup>5</sup> amounted to over 1,5 Mio. citizens, representing 3.6% of the overall population<sup>6</sup>. Most IDPs lived in the regions of Donetsk (552,116), Luhansk (294,337) and Kharkiv (126,701), as well as in the capital Kyiv (164,813). Only very few IDPs moved to the Western Ukraine regions (Fig.1).

Fig.1. Distribution of IDPs across Ukraine's regions (July 2018).



Source: Established by the authors based on data of the Ministry of Social Policy<sup>7</sup>.

The regional analysis for 2014–2018<sup>8</sup> shows an uneven regional distribution of IDPs across Ukraine, which has led to exorbitant social and administrative challenges for the most targeted receiving communities, their labour markets and social infrastructure. The uneven distribution complicates the identification of employment opportunities<sup>9</sup> and raises the question why the IDPs have chosen certain regions over others. The answer relates to the following considerations:

**1. Geographic proximity** to the Autonomous Republic (AR) of Crimea and Occupied Districts of the Donetsk and Lugansk Regions (ORDLO), which remain outside Ukraine's control<sup>10</sup>. The closest and thereby most attractive regions for IDPs are the neighboring Luhansk, Donetsk, Kharkiv, Dnipro and Zaporizhzhia Regions. Their choice is prompted by the lower costs for relocation and proximity to the belongings left behind. The choice to remain close to home also illustrates the intention to eventually return to the abandoned commu-

<sup>5</sup> The concerned people were defined as "internal migrants", "forcibly displaced persons", or the widely acknowledged notion of "internally displaced persons". According to the Law of Ukraine "On Ensuring Rights and Freedoms of Internally Displaced Persons" of 20.10.2014 No. 1706-VII (as amended on 27.03.2018), IDPs are citizens of Ukraine, foreigners or stateless persons who legally stay in the territory of Ukraine and have the right of permanent residence in Ukraine and who were forced to quit or leave their place of residence as a result of or to avoid the negative consequences of an armed conflict, temporary occupation, widespread violence, violations of human rights, and natural or man-made emergencies.

<sup>6</sup> Internally Displaced Persons, *Ministry of Social Policy of Ukraine*.

<sup>7</sup> Ibid.

<sup>8</sup> See Fig. A.1-A.5, Table A.1-A.5 in Appendix A

<sup>9</sup> Smal V., Poznyak O. Kiev, 2016, p. 93

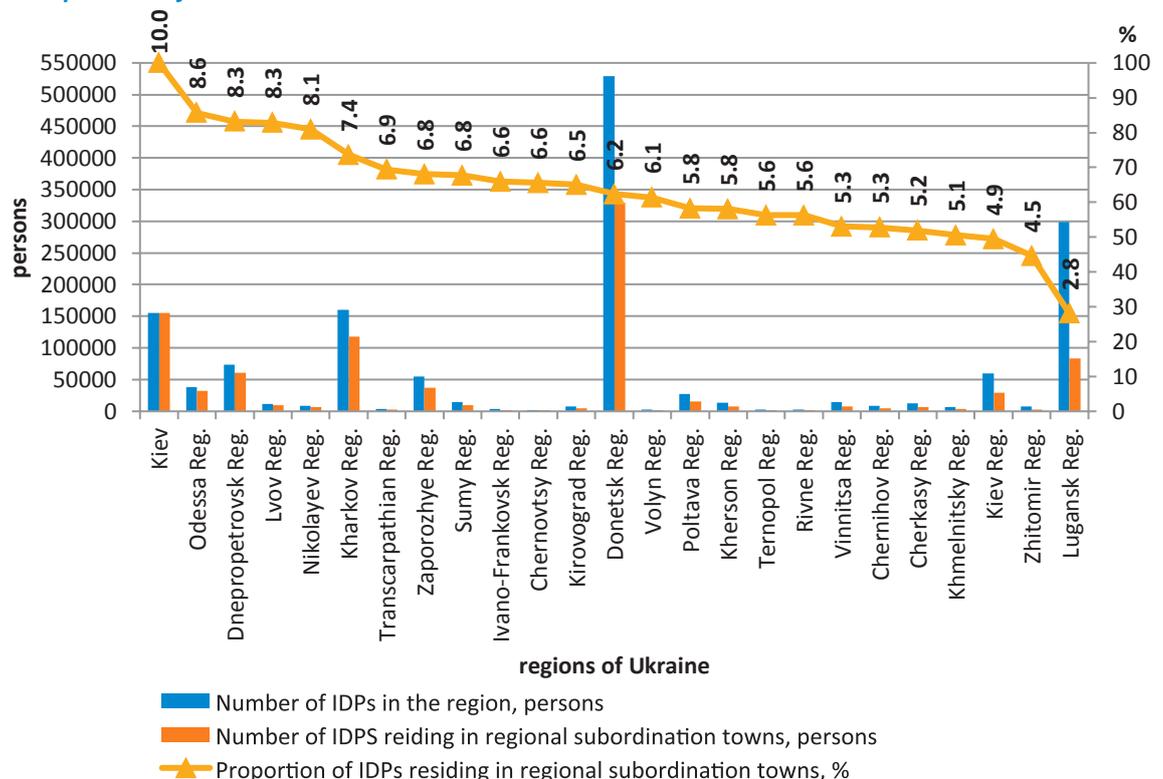
<sup>10</sup> Verkhovna Rada of Ukraine Resolution "On Identification of Certain Districts, Cities, Towns and Villages of the Donetsk and Luhansk Regions, Where a Special Local Self-Government Procedure Is Introduced" of 17 March 2015, No. 252-VIII

nities. The majority of those resettling to these neighboring regions have been pensioners. The IDP status allows them to continue receiving their pensions. As the overwhelming majority of pensioners with an IDP status continue residing in the ORDLO, they are in fact not IDPs. The law allows them to leave the territory controlled by Ukraine for more than 60 days, as long as they periodically appear at the PJSC “State Savings Bank of Ukraine”. In short, the closer their destination, the easier. The pensioners’ periodic trips (every 60 days) from the ORDLO to the territory controlled by Ukraine is often described as ‘pension tourism’. The latter leads to violations of the rights of pensioners residing in the ORDLO.

**2. Employment possibilities** in the host region. Employment is vital for securing a livelihood and decent standard of living, not only upon the immediate arrival to the host communities, but also in the longer term. The ORDLO is an industrial region (e.g. coal industry, thermal power, ferrous and non-ferrous metallurgy, heavy engineering, railcar and locomotive engineering, production of mineral fertilizers, cement etc.). Consequently, the majority of IDPs moved to other industrialized regions with similar characteristics (e.g. Luhansk, Donetsk, Kharkiv, Dnipro, Zaporizhzhia, Odesa, Poltava, Lviv, Kyiv Regions and the city of Kyiv).

**3. The level of urbanization of the host region.** The ORDLO is a highly urbanized territory, featuring nearly all the large cities of the Luhansk and Donetsk Regions. 26 of 37 cities in the Luhansk Region and 21 of 52 cities in the Donetsk Region are not controlled by the Ukrainian authorities<sup>11</sup>. In January 2018, the urban population of the self-proclaimed Donetsk People’s Republic (DPR) amounted to 2,2 million persons (52.4% of the population of the Donetsk Region) whereas the Luhansk People’s Republic (LPR) featured 1,4 million<sup>12 13</sup> (65.1% of the population of the Luhansk Region). This explains why the population from these territories is moving to similarly urbanized regions of Ukraine – the Donetsk (urbanization level of 90.8%), Luhansk (86.9%), Kharkiv (80.9%), Dnipro (83.8%), Zaporizhzhia (77.3%) Regions and the city of Kyiv (100%). Within these regions, the IDPs mostly move to urban areas (mainly regional subordination cities) (Fig. 2).

**Fig. 2. Distribution of Ukrainian regions by the proportion of IDPs residing in regional subordination cities (as per end of 2017)**



Source: calculated and built by the authors according to the Ministry of Social Policy of Ukraine<sup>14</sup>

<sup>11</sup> Cabinet of Ministers of Ukraine Ordinance “On Approving the List of Settlements Where the State Authorities Temporarily Do Not Exercise Their Powers and the List of Settlements Located on the Confrontation Line” of 05.05.2015 (as amended on 13.06.2018)

<sup>12</sup> Timonina M.B. (publication assistant). The number of Ukraine’s existing population as of 1 January 2017, – p. 83

<sup>13</sup> Cabinet of Ministers of Ukraine Ordinance “On Approving the List of Settlements Where the State Authorities Temporarily Do Not Exercise Their Powers and the List of Settlements Located on the Confrontation Line” of 05.05.2015 (as amended on 07.02.2018 and on 13.06.2018).

<sup>14</sup> Information on the number of registered internally displaced persons (by districts, cities, cities and city districts) provided by the Ministry of Social Policy of Ukraine in response to an inquiry (of 13.11.2017, No. 965/0/107-17/221)

**4. Family ties.** Many IDPs primarily opted resettling into regions where they had relatives and friends who could provide housing and other assistance.

**5. Socio-cultural and political features of the local population.** Historically, there has been a socio-cultural and political division of Ukraine into its Eastern and Western parts, which differ in terms of their ethnic, linguistic and religious structure, electoral preferences, geopolitical views and some other features. For instance, the prevalence of the Ukrainian-speaking population<sup>15</sup> and ethnic Ukrainians is characteristic for Western Ukraine<sup>16</sup>. Greek Catholics and Roman Catholics dominate the religious structure<sup>17</sup>. The local population mostly elects nationalist parties<sup>18</sup>; the population opts for the European vector in Ukraine's foreign policy<sup>19</sup>. Eastern Ukraine, on the contrary, has a high proportion of Russian-speaking<sup>20</sup> and ethnic Russian<sup>21</sup> population; religious organizations are dominated by the Orthodox Church of the Moscow Patriarchy<sup>22</sup>; electoral preferences are strongly of pro-Russian political and economic ideological orientation<sup>23</sup>; a significant part of the population supports the pro-Russian direction vector in Ukraine's foreign policy<sup>24</sup>. Naturally, the choice of destination was also based on the according affiliation of the individual IDPs.

**6. Attitude towards residents of the Donbass and the AR of Crimea.** The division of Ukraine into "East" and "West" was skillfully emphasized and deepened by different stakeholders since the very independence of Ukraine. This caused tensions between the residents of Western Ukraine and the Donbass, as was also confirmed by numerous sociological studies (see bibliography). This was the reason for many IDPs from the Luhansk and Donetsk Regions not to consider moving to Western Ukraine at all.

**7. Level of support for IDPs by regional authorities and local governments.** The year 2015 saw the adoption of a "Comprehensive State Program" to support the IDPs<sup>25</sup>. As a result, each region developed and implemented regional measures for the adaptation, integration and protection of IDPs. Their efficiency has differed from region to region, which also influenced the selection of the host region.

## 2.2. NUMBER, GENDER AND AGE STRUCTURE OF IDPs

According to the responsible Deputy Minister<sup>26</sup>, the actual number of IDPs will remain unknown as long as the IDP status continues to be used for receiving pensions while living in the ORDLO<sup>27</sup>. The official sources<sup>28</sup> gave estimates of some 1,04 Mio. IDPs that were temporarily placed in other regions of Ukraine in September 2016<sup>29</sup>. This is far less than the 1,7 Mio. indicated by the Ministry of Social Policy<sup>30</sup>. Such differences arise from the practice of the Interagency Coordination Headquarters to only record those persons who applied for assistance in terms of resettlement and accommodation. Meanwhile, the Ministry of Social Policy takes into account all those who have applied for payment of pensions or social assistance in their new place of residence<sup>31</sup>. In this vein, if one relies on the data of the Security Service of Ukraine, assuming that about 60% of IDPs in fact reside in the ORDLO<sup>32</sup>, the actual number of IDPs could range at 600,000-700,000 in mid-2018.

In order to obtain a more realistic number, it is also possible to analyze the age structure of IDPs in Ukraine and compare it with the data on the amounts of material assistance provided to IDPs. Thereby, more than 50% of all IDPs are elderly (retired) people<sup>33</sup>. The further from the ORDLO, the smaller their proportion among the recorded IDPs (e.g. from over 50% in the regions adjacent to the ORDLO to less than 25% in Western Ukrainian regions)<sup>34</sup>. Assuming that the IDP age structure roughly corresponds to the age structure of the population of the Donbass and the Crimea, the most realistic estimation would amount to 956,500

<sup>15</sup> Distribution of the population of Ukraine's regions by mother tongue (according to the data of the 2001 All-Ukrainian Population Census), *State Statistics Committee of Ukraine*.

<sup>16</sup> On the number and composition of Ukraine's population based on the 2001 All-Ukrainian Population Census, *State Statistics Committee of Ukraine*.

<sup>17</sup> Religious organizations in Ukraine (as of 1 January 2018), *Religious Information Service of Ukraine*.

<sup>18</sup> Korzh I. Elections in Independent Ukraine, *Central Election Commission Bulletin*, 2012, No. 3 (24), p. 74-77.

<sup>19</sup> Halchynskiy A.S., Ukraine – at the intersection of geopolitical interests, Kyiv, 2002, p. 180

<sup>20</sup> Distribution of the population of Ukraine's regions by mother tongue (according to the data of the 2001 All-Ukrainian Population Census)

<sup>21</sup> On the number and composition of Ukraine's population based on the 2001 All-Ukrainian Population Census

<sup>22</sup> Religious organizations in Ukraine (as of 1 January 2018),

<sup>23</sup> Korzh I. Elections in independent Ukraine, 2012, No. 3 (24), p. 74-77.

<sup>24</sup> Slipetska Yu. Electoral distinctions as the basis for socio-political division on the territorial basis in Ukraine, *Education of the region: political science, psychology, communications*, 2010, No. 3.

<sup>25</sup> Comprehensive State Program for Support, Social Adaptation, and Reintegration of Ukrainian Citizens who Resettled from the Temporarily Occupied Territory of Ukraine and Antiterrorist Operation Areas to Other Regions of Ukraine until 2017, approved by the Cabinet of Ministers of Ukraine Resolution of 16.12.2015, No. 1094 (as amended on 12.01.2018)

<sup>26</sup> Georgiy Tuka, Deputy Minister for Temporarily Occupied Territories and IDPs of Ukraine

<sup>27</sup> Statistics on IDPs is overestimated due to pension tourism, *UKRINFORM. Multimedia platform of international broadcasting in Ukraine*.

<sup>28</sup> Interagency Coordination Headquarters for Social Security of Ukrainian Citizens Resettling from the Anti-Terrorist Operation Areas and Temporarily Occupied Territory

<sup>29</sup> Ibid.

<sup>30</sup> Internally Displaced Persons, *Ministry of Social Policy of Ukraine*.

<sup>31</sup> Smal V., Poznyak O., 2016, p. 93

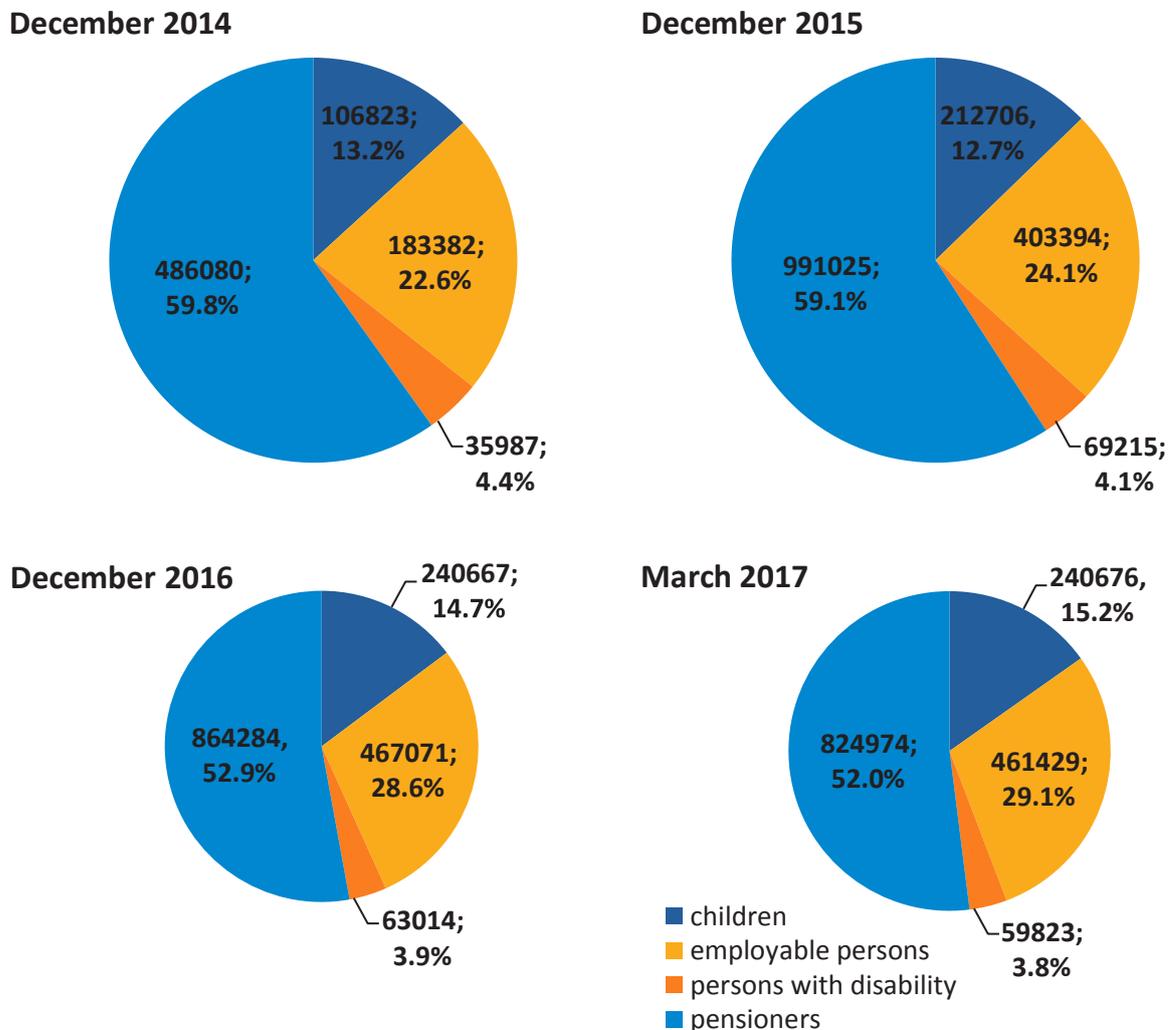
<sup>32</sup> Ibid.

<sup>33</sup> See also Fig. 3, Table B.1-B.4, Fig. B.1-B.6 in Appendix B

<sup>34</sup> Given that in 2014 the proportion of pensioners in the Luhansk, Donetsk Regions and the Crimea was 32.7%, 32.1% and 28.4% respectively, it can be concluded that the high share of pensioners among the IDPs is indeed caused by the linking of the pension payment to the IDP status and the resulting "pension tourism".

IDPs. Thereof: children – 235,500 (24.6%), working age population – 424,500 (44.4%), pensioners – 296,500 (31%). Finally, considering that elderly people are less mobile, it can be concluded that the number of retired IDPs is even smaller.

**Fig. 3. Dynamics of the age structure of Ukrainian IDPs in 2014-2017**



Source: calculated and built by the authors based on the Ministry of Social Policy of Ukraine data<sup>35</sup>. The diagrams show (also see Annex B, Figures B1 and B2) significant changes in the number of pensioners, which is linked to the applicable verification procedures<sup>36</sup>.

The targeted assistance granted to IDPs can also provide for their fairly objective number, since the conditions for receiving social benefits make it virtually impossible to receive targeted assistance without residing on Ukraine's territory. For instance, in 2016-2017, the state paid UAH 3,1 billion<sup>37</sup> and UAH 2,8 billion<sup>38</sup> of assistance to IDPs respectively. This would mean that only 589,300 (2016) and 527,700 (2017) received social benefits, which amounts to only one third of the average number of IDPs in Ukraine during these years.

<sup>35</sup> Information on the number of IDPs (children, employable individuals, people with disabilities, pensioners) provided by the Ministry of Social Policy of Ukraine in response to an inquiry (of 20.03.2017, No. 33/0/108-17/22)

<sup>36</sup> The following information is needed to confirm the status of IDP: place of residence, physical identification at PJSC "State Savings Bank of Ukraine", verification by the Ministry of Finance, check whether a stay in the ORDLO territory for more than 60 days was registered, and check by the Security Service of Ukraine. Source: "Aid/Help" Humanitarian Center.

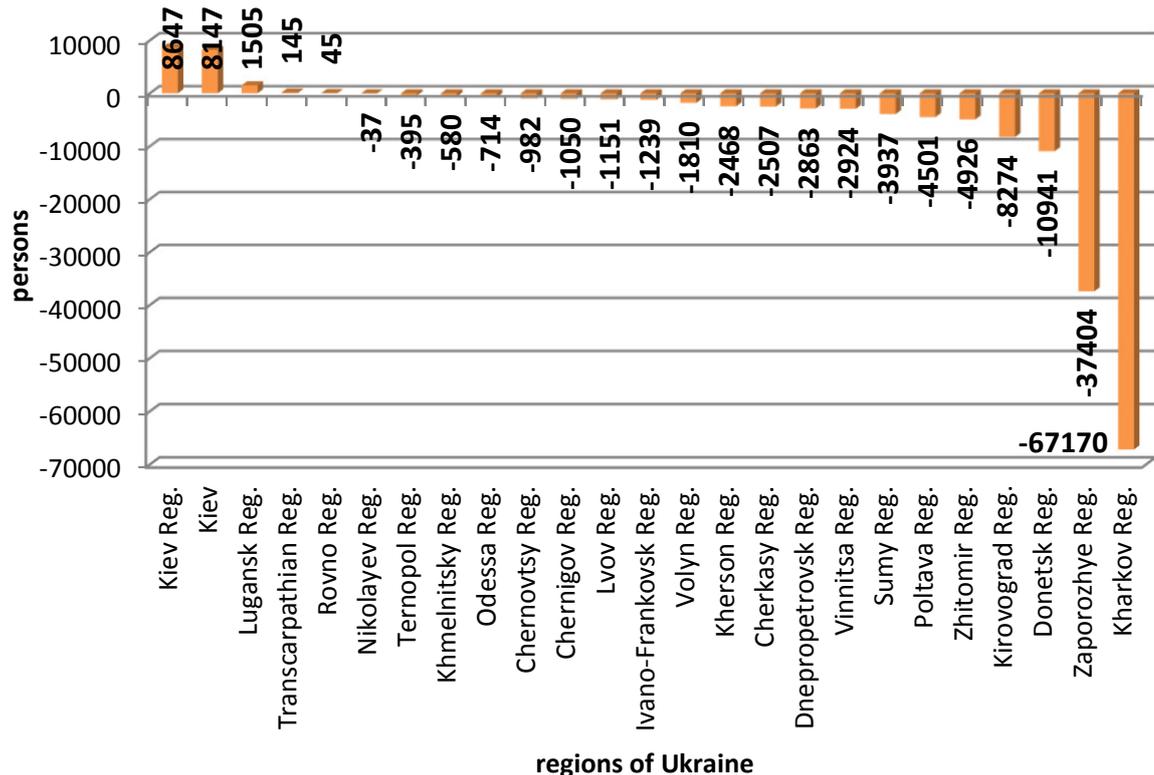
<sup>37</sup> Report on the Implementation Status in Quarter IV 2016 of the Measures Envisaged by the Comprehensive State Program for Support, Social Adaptation, and Reintegration of Ukrainian Citizens who Resettled from the Temporarily Occupied Territory of Ukraine and Antiterrorist Operation Areas to Other Regions of Ukraine until 2017, Ministry of Social Policy of Ukraine.

<sup>38</sup> Ibid.

The residents of the ORDLO and the AR of Crimea who resettled to the territory controlled by Ukraine without formalizing their IDP status should also be considered. These are mostly individuals who refused to undergo the necessary paperwork and subsequent checks, as well as men who fear their possible mobilization to the Ukrainian army. This is also confirmed by the gender structure, whereby 60.1% of IDPs are women<sup>39</sup>.

In 2017-2018, the number of IDPs seemed to be decreasing. From January 2017 to July 2018, their number fell by 137,000<sup>40</sup>. Moreover, some regional differences could be observed: The largest reduction occurred in the regions of Kharkiv (-67,200), Zaporizhzhia (-37,400) and Donetsk (-10,900). Over the same period, the number of IDPs increased in five other regions of Ukraine.

**Fig. 4. Distribution of Ukrainian regions by absolute growth (reduction) of IDPs in 2017-2018**



Source: Calculated and built by the authors based on the Ministry of Social Policy of Ukraine data<sup>41 42</sup>

This decrease in the number of IDPs could be linked to the overall demographic decline across Ukraine, the substantial emigration observed, the high proportion of elderly people and significant share of unemployment among IDPs. The following additional reasons should be noted:

- A return to the place of permanent residence in the ORDLO or Crimea results in losing the IDP status<sup>43 44</sup>;
- In order to streamline the registration of IDPs, the local authorities may cancel the IDP status<sup>45</sup>;
- In 2018, 5% of IDPs reported to have found employment abroad already and to leave soon or to intend to emigrate in the near future to find employment. They would thus lose their IDP status<sup>46</sup>;
- Successful integration of the IDPs into the local communities, as a result of which they cease to confirm their IDP status;
- Reluctance to confirm the IDP status due to bureaucratic barriers and periodic checks.

<sup>39</sup> Information on the number of internally displaced persons (men, women) provided by the Ministry of Social Policy of Ukraine in response to an inquiry (of 20.03.2017, No. 33/0/108-17/22)

<sup>40</sup> Internally Displaced Persons, *Ministry of Social Policy of Ukraine*.

<sup>41</sup> Ibid.

<sup>42</sup> Information on the number of internally displaced persons (by regions in 2015, 2016, 2017, January-June 2018) provided by the Ministry of Social Policy of Ukraine in response to an inquiry (of 18.06.2018, No. 67/0/108-18/221)

<sup>43</sup> The IDPs' social issues have remained acute, *Ministry of Social Policy of Ukraine*.

<sup>44</sup> While 28% of IDPs say that they would return to the place of former residence once the conflict has ended, 38% would not return. See: National Monitoring System Report on the Situation of Internally Displaced Persons (June 2018), International Organization for Migration in Ukraine. And Monitoring report "Crossing the Confrontation Line through Entry-Exit Check Points" June-July 2017, "Right to Protection" Charitable Foundation.

<sup>45</sup> Law of Ukraine "On Ensuring Rights and Freedoms of Internally Displaced Persons" of 20.10.2014 No. 1706-VII (as amended on 27.03.2018)

<sup>46</sup> National Monitoring System Report on the Situation of Internally Displaced Persons (June 2018)

## 2.3. CHALLENGES FACED BY IDPS IN UKRAINE

IDPs face a variety of challenges linked to their very survival, physical security, livelihood or their limited freedom of movement<sup>47</sup>.

### 2.3.1. SOCIOECONOMIC CHALLENGES

#### Housing, living conditions, remoteness

In order to obtain an IDP status, one needs to indicate his/her actual address of (temporary) registration for official correspondence. This address must be real, and IDPs must effectively reside there, since social workers periodically perform unannounced raids<sup>48</sup>.

In 2014-2015, many IDPs faced difficulties in obtaining a rental contract solely because of coming from the Donbass and the Crimea. They were either confronted with refusals or with demands to pay a higher rent. Some property owners refused to cooperate with the social workers checking on the IDPs. According to a regional survey, every third respondent admitted having encountered “discrimination in employment, housing rent, or other everyday situations”<sup>49</sup>. 62% of IDPs do not own any real estate and therefore have to rent. 13% reside with relatives or host families, 12% in their own housing, 5% in dormitories and 4% in collective residence centers for IDPs<sup>50</sup>.

The situation highlights the urgent need to secure adequate accommodation for the IDPs – be it through the provision of temporary housing wherever available, or through resettlement to office buildings, dormitories, hotels, sanatoriums, boarding houses, recreation centers, religious buildings, hospitals, newly established temporary settlements, or modular campuses<sup>51</sup>. In mid-2017, there were 251 so-called “compact settlement areas” (CSA) in Ukraine, providing accommodation to 5,999 persons, i.e. less than 0.5% of all IDPs. One third of these CSA are designed only for short-term stays with another 11% representing non-residential premises<sup>52</sup>. While most IDPs have adapted to such living conditions, their psychological and physical health may suffer, especially of children, and create barriers to their integration in the host communities. As some CSA are far from any social and commercial infrastructure, it is difficult for their inhabitants to find work, or provide proper education and medical assistance to family members. Finally, such facilities also have a negative impact on the household income, since families need to cover for higher transport fees to reach their workplaces, schools or kindergartens<sup>53</sup>.

The state shall provide free housing for temporary use to IDPs (only public utilities are to be paid)<sup>54</sup>. Meanwhile, the “Affordable Housing” program<sup>55</sup> provided participants of the antiterrorist operation and IDPs with the opportunity to purchase primary housing for 50%, 60%, or 70% of the price, with the rest compensated by the state, as well as to apply for a mortgage loan at a preferential 7% interest per annum or with an interest-free loan for 15 years.

In addition, the “Own House” Individual Housing Construction Support Program provides rural developers with long-term preferential loans at 3% interest per annum and interest-free loans to families with three or more minor children, participants of the antiterrorist operation and IDPs<sup>56</sup>.

#### Institutional support to IDPs

The analysis of the “Comprehensive state program”<sup>57</sup> of 2015 dwells on its implementation by the various competent state and local authorities. However, it does not reveal the actual state of affairs concerning the protection of the rights of IDPs. There is little, often fragmented information on the management decisions of the competent government bodies, which prevents the tracking of solutions and resulting dynamics. As a result, the problems of IDPs become chronic and their resolution is delayed<sup>58</sup>.

<sup>47</sup> Thematic report “Conflict-related Displacement in Ukraine: Increased Vulnerabilities of Affected Populations and Triggers of Tension within Communities”, *OSCE Special Monitoring Mission to Ukraine*, 2016.

<sup>48</sup> Cabinet of Ministers of Ukraine Resolution “On Registration of Internally Displaced Persons” 01.10.20144, No. 509 (as amended on 08.09.2018)

<sup>49</sup> Research Report “Problems of Adaptation and Employment of IDPs in the Lugansk Region”, *International Renaissance Fund*.

<sup>50</sup> National Monitoring System Report on the Situation of Internally Displaced Persons (June 2018), *International Organization for Migration in Ukraine*.

<sup>51</sup> Voynalovych I.A., Krymova M.O., Shchetinina L.V., *Social and Labor Relations: Theory and Practice*, 2014, No. 2, p. 250-257.

<sup>52</sup> Protection of the IDPs’ Right.

<sup>53</sup> Monitoring Report on IDPs’ Compact Settlement Areas, CrimeaSOS.

<sup>54</sup> Law of Ukraine “On Ensuring Rights and Freedoms of Internally Displaced Persons” of 20.10.2014 No. 1706-VII (as amended on 27.03.2018)

<sup>55</sup> Law of Ukraine “On Amending Article 4 of the Law of Ukraine “On Preventing the Impact of the Global Financial Crisis on Development of the Construction Industry and Housing Construction” regarding implementation of the state housing programs of 16.03.2017, No. 1954-VIII (as amended on 16.03.2017)

<sup>56</sup> Lawyer’s Advice: How to get a state preferential loan for construction or buying housing under the “Own House” program, *Aid/Help Humanitarian Center*.

<sup>57</sup> Comprehensive State Program for Support, Social Adaptation, and Reintegration of Ukrainian Citizens who Resettled from the Temporarily Occupied Territory of Ukraine and Antiterrorist Operation Areas to Other Regions of Ukraine until 2017, approved by the Cabinet of Ministers of Ukraine Resolution of 16.12.2015, No. 1094 (as amended on 12.01.2018)

<sup>58</sup> Vershynina V. Kiev, 2017, 48 p.

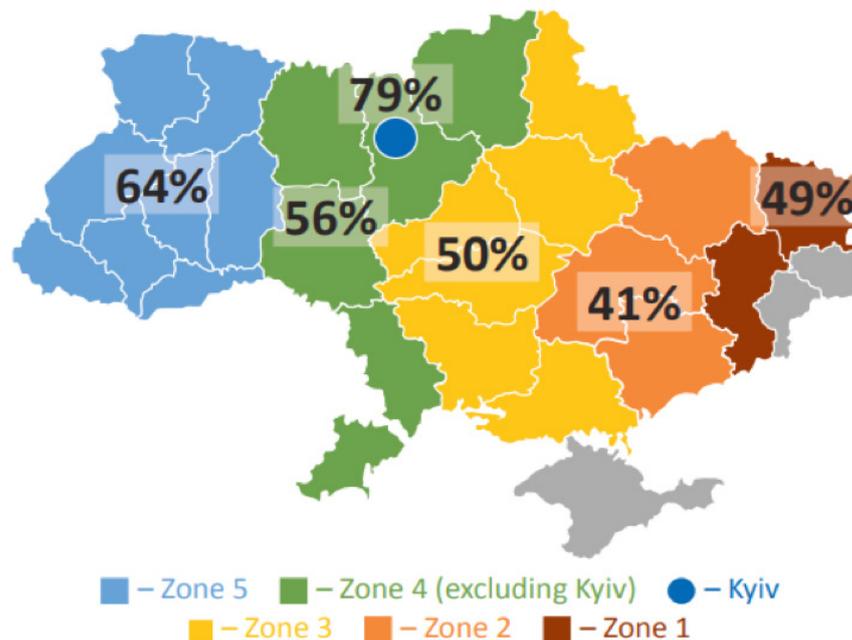
Before the Ministry of Temporary Occupied Territories and IDPs was established in April 2016, Ukraine had no central body to comprehensively tackle the problems of IDPs.

### Employment and labour rights

The issue of IDP employment is an important and urgent one. In mid-2018, the employment rate of IDPs stood at only 42% (Fig. 5). 55% of all IDPs assessed their financial situation as “only having money for food” or “having to save even on food”<sup>59</sup>.

The Ukrainian Helsinki Committee has pointed out two main problems faced by approximately 40% of IDPs when looking for a job – the low salaries and the mismatch between their education and the available vacancies. Moreover, many IDPs have reported that employers often prefer hiring the local population over IDPs<sup>60</sup>.

**Fig. 5. IDP employment after displacement, by geographic zones<sup>61</sup>, % of IDPs aged 18-59 years old<sup>62</sup>**



The number of IDP applications to the State Employment Service (SES) has remained rather low. For instance, in 2014, only 18.7% benefited from the SES services, in 2015 – 11.3%, and in 2016 – 5.2% of employable IDPs. In 2014-2016, the SES managed to find employment for only 24,024 IDPs, representing 23.1% of those requesting SES support and less than 7% of the average number of employable IDPs during these years<sup>63</sup>.

In order to stimulate the employment of IDPs, Ukraine decided to cover the first six months of their salaries in case of employment, but also the costs for vocational or advanced training<sup>64 65</sup>. IDPs are also exempt from probation periods when applying for a job and can further reimburse the transportation costs needed to reach their new job or a medical examination. All of these measures, however, only apply to the minority of IDPs who are registered with the SES. Moreover, the programs are not overly popular among employers due to their excessive red tape and uncertain funding.

<sup>59</sup> National Monitoring System Report on the Situation of Internally Displaced Persons (June 2018), *International Organization for Migration in Ukraine*.

<sup>60</sup> The Rights of Internally Displaced Persons, *Ukrainian Helsinki Committee*.

<sup>61</sup> Grouping of regions into zones by distance from the ORDLQ: Zone 1 – Donetsk and Lugansk Regions; Zone 2 – Dnepropetrovsk, Kharkov, and Zaporozhye Regions; Zone 3 – Kirovograd, Nikolaev, Poltava, Sumy, Kherson, and Cherkasy Regions; Zone 4 – Chernigov, Kiev, Zhytomir, Vinnitsa, and Odessa Regions; Zone 5 – Volyn, Transcarpathian, Ivano-Frankovsk, Lvov, Rovno, Ternopol, Khmelniitskiy, and Chernovtsy Regions.

<sup>62</sup> National Monitoring System Report on the Situation of Internally Displaced Persons (June 2018), *International Organization for Migration in Ukraine*.

<sup>63</sup> See also Tables B.1-B.3, Fig. B.1-B.3 in Appendix B.

<sup>64</sup> Law of Ukraine “On Amending Some Laws of Ukraine Related to Improving Social Protection of Internally Displaced Persons” 05.03.2015, No. 245-VIII (as amended on 05.03.2015)

<sup>65</sup> Cabinet of Ministers of Ukraine Resolution “On Approving the Procedure for Implementation of Measures to Promote Employment, Refunds for Financing of Such Measures in case of Breach of Employment Guarantees for Internally Displaced Persons” of 08.09.2015, No. 696 (as amended on December 22, 2017)

## Financial support and social security

Especially the most vulnerable IDPs (i.e. pensioners, disabled, people suffering from chronic diseases, multiple-children families, single parents etc.), require financial assistance from the state. Their income mostly consists of social benefits, and any delay in their payment may result in a critical situation<sup>66</sup>.

In 2014, the government endorsed an interim procedure providing financial support<sup>67</sup> to the population and selected enterprises of ORDLO. The payment of social benefits and pensions would only apply to ORDLO residents if they moved to the controlled territory and registered as IDPs<sup>68</sup>.

In 2016, a government campaign aimed at “automatic” revocation of IDP status. The resulting termination of payment of all types of social benefits and pensions affected 460,000 IDPs<sup>69</sup> who had failed to present themselves in person or ended up in the so-called “SBU lists”<sup>70</sup>. According to the resolution<sup>71</sup> that ended the campaign, the awarding of the various social benefits to IDPs required the successful verification of a person’s actual place of residence. The absence from the indicated place of residence result in the cancellation of payments<sup>72</sup>. This resolution appears as discriminatory and in breach of Ukraine’s Constitution as well as international human rights standards<sup>73</sup>. As of July 2016, IDPs were forced to receive their social benefits and pensions exclusively through the PJSC “State Savings Bank of Ukraine”, which resulted in queues and disruptions in payments<sup>74</sup>.

Another resolution<sup>75</sup> further aggravated the problem of non-payment of social benefits and pensions by further limiting the rights of IDPs to receive social benefits. Thereby, those who had never left the ORDLO since the beginning of the conflict (e.g. due to sickness) and only applied for social benefits at present would not receive any retrospective payments for the past. Various NGOs filed lawsuits against this practice, with the respective trials still ongoing. Based on the experience of other countries (e.g. Georgia), another suggestion for improving the situation of IDPs was to introduce one-time cash payments for their new housing or for the upcoming school year.

Within the existing social security framework all IDPs retain the right to free secondary education, medical care and pensions. However, the social services package needs to be complemented to include the provision of all necessary stationery for IDP children of school-age, as well as a partial coverage of the tuition fees for students at higher educational institutions<sup>76</sup>.

## Support to IDPs with disabilities

The share of persons with disabilities among all IDPs amounts to approximately 4% (Fig. 3) or 59,823 persons (as of March 2017). Nevertheless, IDP resettlement programs neither take into account their needs nor adequately support their temporary resettlement. Disabled persons tend to struggle with the limited support of their relatives, the inaccessible or remote housing, located far away from the infrastructure required by them, as well as the lack of accessible transport. They also suffer from the obligation to constantly prove residing at the specific address indicated in the certificate of IDP registration and to undergo a documentation check. Those residing on the so-called “demarcation line” or “confrontation line” (36 and 102 municipalities in the Luhansk and Donetsk Regions respectively)<sup>77</sup> struggle particularly in obtaining the stipulated social benefits. The high rental costs even forced some people with disabilities to return to the ORDLO territory<sup>78</sup>.

The provision of rehabilitation facilities and medical supplies also remains challenging. The respective costs are mainly borne by the municipalities but without proper consideration of disabled IDPs who are dependent on medication and the related procedures. Patients suffering hemophilia are in a particularly difficult situa-

<sup>66</sup> Materials of the international round table “The Issues of Human Rights Protection of Internally Displaced Persons, and Interests of Citizens or State on the Temporarily Occupied Territories and in the Area of Anti-Terrorist Operation” (27 October 2016), Kiev: National Prosecution Academy of Ukraine, 2016, 148 p.

<sup>67</sup> Ukraine has approved the following amounts of monthly targeted assistance to IDPs to cover living expenses, including housing and utilities: pensioners, people with disabilities, children under 18 years old – 884 UAH per person (starting 1 January 2018 – 1000 UAH); employable persons – 442 UAH per person; persons with Group I, II, III disabilities – 130%, 115% and 100% of the subsistence minimum for persons who have become incapacitated. Source: Procedure for Provision of Monthly Targeted Assistance to Internally Displaced Persons to Cover the Cost of Living, Including for Payment of Housing and Utilities, approved by the Cabinet of Ministers of Ukraine Resolution of 01.10.2014, No. 505 (08.09.2018)

<sup>68</sup> Cabinet of Ministers of Ukraine Resolution “On Social Payments to Internally Displaced Persons” 05.11.2014, No. 637 (as amended on 18.07.2018)

<sup>69</sup> Donbass SOS.

<sup>70</sup> These lists included IDPs who had crossed the contact line separating the ORDLO in 2015, leading to the conclusion that they resided there.

<sup>71</sup> Cabinet of Ministers of Ukraine Resolution “Some Issues of Social Payments to Internally Displaced Persons” 08.06.2016, No. 365 (as amended on 18.09.2018)

<sup>72</sup> The recovery of payments is possible only after two months. In case the IDP status was lost, the reimbursement would take at least half a year.

<sup>73</sup> The Rights of Internally Displaced Persons, *Ukrainian Helsinki Human Rights Union*.

<sup>74</sup> Current state of the rights and freedoms of internally displaced persons in Ukraine. Stakeholder’ Report. The report is presented to the UN Universal Periodic Review, 28th session of the UN Human Rights Council, 2017.

<sup>75</sup> Cabinet of Ministers of Ukraine Resolution “On Amending the Cabinet of Ministers of Ukraine Resolution of 8 June 2016 No. 365” dated 25 April 2018 No. 335

<sup>76</sup> Law of Ukraine “On Ensuring Rights and Freedoms of Internally Displaced Persons” of 20.10.2014 No. 1706-VII (as amended on 27.03.2018)

<sup>77</sup> Cabinet of Ministers of Ukraine Ordinance “On Approving the List of Settlements Where the State Authorities Temporarily Do Not Exercise Their Powers and the List of Settlements Located on the Confrontation Line” of 05.05.2015 (as amended on 13.06.2018).

<sup>78</sup> National monitoring system report on the situation of internally displaced persons. March 2018, *International Organization for Migration in Ukraine*.

tion. The provision of additional compensation for housing and utility expenses represents a partial solution. Providing such compensation for health care, rehabilitation and other required support would be advisable<sup>79</sup>.

### Return of IDPs

Once the hostilities and occupation end, many IDPs will want to return to the Donbass. According to a World Bank study<sup>80</sup>, 42% of those surveyed intend to return home. According to another report<sup>81</sup>, 28% of IDPs intend to do so. Among the reasons, responders indicate the availability of their own property, the lack of opportunities for employment, high rental costs and other reasons (e.g. care for relatives, fear of losing the property, negative attitude of the locals). Therefore, there is an acute need to restore the houses and entire municipal infrastructure of cities and towns in the Donetsk and Luhansk Regions that have been damaged or destroyed. The experience of other countries has shown that the resolution of this problem would require the possibility of returning real estate to private ownership, the provision of one-time state assistance for restoring houses that were completely destroyed and the partial compensation of the costs for the purchase or construction of a new house.

### 2.3.2. LEGAL SUPPORT

While the current legislation<sup>82</sup> complies with the applicable international legal acts, it features many unresolved issues, contradictions and substantial gaps concerning the enforcement of IDP rights and their full exercise. Some provisions are purely declarative in nature, without providing actual assistance or properly protecting the rights of IDPs. Moreover, they sometimes contradict the national Constitution, other laws, as well as international standards and the obligation to ensure the sustainable integration of IDPs<sup>83</sup>. The legislation thus violates the principle of non-discrimination in ensuring equality of rights, freedoms and opportunities, thereby constituting an indirect discrimination on the grounds of place of residence or being an IDP.

#### Limited freedom of movement

The freedom of movement and free choice of the place of residence are basic human rights guaranteed by the Constitution of Ukraine<sup>84</sup> and enshrined in international legislation. Nevertheless, the territory of the Donbass still offers only **limited freedom of movement for the civilian population**. The Provisional Procedure of 2015<sup>85</sup> introduced the need to obtain a permit to cross the demarcation line. There are currently six official corridors for crossing the demarcation line - four in the Donetsk Region and two in the Luhansk Region. The work at the checkpoints remains unstable due to the frequent temporary closures when hostilities occur. The insufficient equipment becomes critical during winter frosts or summer heat. The number of people willing to cross the demarcation line exceeds the capacities of the checkpoints by far. According to the State Border Guard Service, some 25,000 people cross the demarcation line on a daily basis. Consequently, these people are forced to queue for up to 20 hours, including overnight stays, which are prone to a high risk of shelling<sup>86</sup>.

This situation requires the adoption of special legal acts regulating the institutional approach towards IDPs in accordance with the international agreements ratified by Ukraine and the recommendations of the Council of Europe regarding the rights of IDPs.

<sup>79</sup> Current state of the rights and freedoms of internally displaced persons in Ukraine. Stakeholder' Report. The report is presented to the UN Universal Periodic Review, 28th session of the UN Human Rights Council, 2017.

<sup>80</sup> Ukraine: Socio-Economic Impacts of Internal Displacement and Veteran Return, World Bank, 2017.

<sup>81</sup> National Monitoring System Report on the Situation of Internally Displaced Persons (June 2018), *International Organization for Migration in Ukraine*.

<sup>82</sup> Law of Ukraine "On Ensuring Rights and Freedoms of Internally Displaced Persons" of 20.10.2014 No. 1706-VII (as amended on 27.03.2018); Law of Ukraine "On Freedom of Movement and Free Choice of the Place of Residence in Ukraine" of 20.10.2003 No. 1382-VII (as amended on 16.04.2017); Law of Ukraine "On Interim Measures for the Period of the Anti-Terrorist Operation" of 02.09.2014 No. 1669-VII (as amended on 21.03.2018). Law of Ukraine "On Interim Measures for the Period of the Anti-Terrorist Operation" of 02.09.2014 No. 1669-VII (as amended on 21.03.2018). Law of Ukraine "On Ensuring Rights and Freedoms of Citizens and Legal Regime in the Temporarily Occupied Territory of Ukraine" of 15.04.2014 No. 1207-VII (as amended on 04.11.2018); Law of Ukraine "On Establishing Additional Guarantees for Protection of the Rights of Citizens Residing in the Territories of the Anti-Terrorist Operation, and Limitation of Liabilities of Enterprises That Provide/Produce Housing and Utility Services in Case of Late Payments for the Consumed Energy Resources" of 13.01.2015 No. 85-VIII (as amended on 01.01.2019); Law of Ukraine "On Peculiarities of the State Policy of Ensuring the State Sovereignty of Ukraine in the Temporarily Occupied Territories in the Donetsk and Luhansk Regions" of 18.01.2018, No. 2268-VIII (as amended on 18.01.2018)

<sup>83</sup> Constitution of Ukraine, adopted in the 5th session of the Verkhovna Rada of Ukraine on 28.06.1996. *President of Ukraine: official Internet website*.

<sup>84</sup> Convention for the Protection of Human Rights and Fundamental Freedoms of 4 November 1950, *Verkhovna Rada of Ukraine: official web portal*.

<sup>85</sup> Order of the First Deputy Head of the Anti-Terrorist Center at the Security Service of Ukraine (Head of the Anti-Terrorist Operation in the territory of the Donetsk and Luhansk Regions) "Provisional Procedure for Control over Movement of Persons, Vehicles, and Cargoes along the Delineation Line within the Donetsk and Luhansk Regions" of 22.01.2015 No. 27og

<sup>86</sup> The Rights of Internally Displaced Persons, *Ukrainian Helsinki Human Rights Union*.

## Bureaucratic challenges

According to the Ukrainian Helsinki Committee<sup>87</sup>, some of the greatest challenges faced by IDPs are of bureaucratic nature, relating to the following issues: recognition and registration as IDPs; accrual of social benefits; assistance in restoring documents (passport, education documents, title documents for property etc.); dismissal from enterprises in the ORDLO and further processing of documents for employment; receiving of subsidies; exercise of labour, housing and electoral rights, as well as the right to education<sup>88</sup>.

To date, **the issuing of certificates of birth and death** in the ORDLO remains unresolved. Ukraine documents only 10-15% of these events<sup>89</sup>, forcing the concerned individuals to go to court before being able to apply to the appropriate authorities for such documentation<sup>90</sup>. It is therefore necessary to develop an administrative procedure that does not require any court proceedings.

Another acute problem relates to the **possibility of obtaining compensation for the property damaged as a result of hostilities**, as set out in Article 19 of the Law of Ukraine "On Combating Terrorism"<sup>91</sup>. There is neither a separate regulatory legal act that would govern the procedure for compensation for such damages, nor any accounting system to document the damaged or destroyed real estate, or methodology for assessing the material damage. Ukraine thus has to develop the relevant legal acts and amend the existing legislation.

The issue of **IDP registration** and effective functioning of the Consolidated Information Database (CIDB) of IDPs also remains to be resolved. As the introduction of the CIDB in 2016 was neither supported technically nor methodologically, it further deteriorated the IDP registration process<sup>92</sup>.

## Political rights

About **3.5% of the Ukrainian constituency are IDPs** and thereby **deprived of the opportunity to fully exercise their political rights**. During the parliamentary elections in 2014, IDPs had no right to elect a deputy to the *Verkhovna Rada* at their new place of residence. Moreover, IDPs were excluded from the local elections of 2015, despite the fact that the Constitution of Ukraine and international standards unambiguously determine the equality of the rights of all citizens, including in matters of the electoral law<sup>93</sup>. In their majority, IDPs constitute a socially and politically active part of the population and constituency, which can have a significant impact on election results in their new communities and regions, contributing to political stability.

### 2.3.3. INFORMATION NEEDS OF IDPs

The integration of outsiders requires to first overcome the negative stereotypes towards them. This may take substantial resources and efforts. The monitoring of the national and regional media showed that only 1-1.5% of press articles refer to IDPs and their particular challenges. Moreover, these materials do not always reflect the situation on the ground objectively, but instead often reinforce negative attitudes towards IDPs<sup>94</sup>. In personal conversations, most IDPs complain that they are portrayed negatively or as petitioners, while there are very few positive stories about them. Therefore, there is a need for balanced reporting and grants to support journalists who cover the situation in the host communities in cooperation with the IDPs, putting forward success stories of IDPs<sup>95</sup>.

IDPs often bring relevant skills to their new communities, especially concerning core industries such as coal mining, metallurgy or chemical production. Therefore, IDPs need to be informed about the socio-economic situation in the host community, the respective employment opportunities, availability of an employment support program, business start-ups or skills actually needed. Moreover, the newcomers should be engaged into the social life of the community through targeted economic or social activities.

<sup>87</sup> The Rights of Internally Displaced Persons, *Ukrainian Helsinki Human Rights Union*.

<sup>88</sup> Situation with granting of the rights of IDPs and victims of the conflict (June 2018), *"Right to Protection" Charitable Foundation*.

<sup>89</sup> Human rights activists: "Gaps in Ukrainian legislation discriminate the rights of residents of the temporarily occupied territories of the Crimea and internally displaced persons", *Ukrainian Helsinki Human Rights Union*

<sup>90</sup> This procedure is governed by Article 317 of the Code of Civil Procedure of Ukraine of 18.03.2004 No. 1618-IV (as amended 04.11.2018)

<sup>91</sup> Law of Ukraine "On Combating Terrorism" of 20.03.2003 No. 638-IV (as amended on 24.02.2018).

<sup>92</sup> Monitoring Report on the Operation and Use of the Consolidated Information Database Base on IDPs by Departments for Social Protection of the Population, *"Right to Protection" Charitable Foundation*.

<sup>93</sup> The Rights of Internally Displaced Persons, *Ukrainian Helsinki Human Rights Union*.

<sup>94</sup> For example, in Ivano-Frankivsk, an incident happened when an IDP stole a telephone and it was captured on video later posted on YouTube. Many media reprinted this information, but none of the journalists asked the police how many similar crimes were perpetrated by non-IDPs on that day.

<sup>95</sup> The story of the Kharkov portal [www.mediaport.ua](http://www.mediaport.ua), which worked along these lines, is exemplary in this regard.

To improve the **information provision of the state authorities towards the IDPs**, local officials need to understand and respond to the IDPs' needs and provide the needed information to them. Instead, these officials are often ignorant or unwilling to inform the IDPs about relevant new legislation. They also tend to interpret new provisions in a one-sided way, to remain passive or even have prejudices towards IDPs on their own. The internet queries "rights of IDPs" mostly refer to news articles rather than to state authorities that would provide for relevant information or services. This complicates the search for useful information and explanations. The government should at least support existing communication initiatives funded from abroad<sup>96</sup> beyond the ongoing funding cycle.

In terms of media and public information, the ORDLO and the AR of Crimea are separated from the rest of Ukraine. While Facebook dominates the social media and Google is the most used search engine in Ukraine, the Russian-speaking social network VKontakte<sup>97</sup> and search engine Yandex<sup>98</sup> are predominant in the ORDLO and the AR of Crimea. This division is caused both by the Ukrainian blocking of Russian websites and the Russian agenda-setting in the occupied territories. Whereas this division does not seem of great concern to the Ukrainian population, it does matter when it comes to consolidating the Ukrainian society. One possible solution could consist in identifying those internet platforms that are used on both sides and in supporting the local and regional media, which could become the preferred source of information for the IDPs.

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<sup>96</sup> Eg: Adviser on IDP issues: <http://radnyk.org/>

<sup>97</sup> VKontakte (VK) is a Russian social network available in more than 90 languages, but especially popular among Russian-speaking users. Since May 2017, Internet users have no access to VKontakte resources in Ukraine (President of Ukraine Decree of 15 May 2017 No. 133/2017)

<sup>98</sup> Yandex is a search engine and Internet portal owned by the Russian transnational company "Yandex". Since May 2017, there has been a ban in place on Internet users' access to Yandex resources in Ukraine (President of Ukraine Decree of 15 May 2017 No. 133/2017)

### 3. CONCLUSIONS AND POLICY RECOMMENDATIONS

As emphasized in the “Guiding Principles on Internal Displacement”<sup>99</sup>, the country of citizenship is responsible for IDPs and their wellbeing. This provision is fully consistent with the legislation of Ukraine, under which IDPs, as citizens, must be granted the full scope of their rights.

As the eventual duration of the internal displacement is unknown, the national policy should first address the most urgent problems of IDPs. However, there is also a need for a medium- and long-term strategy and outlook. Priority should be given to programs and activities providing long-term, sustainable solutions concerning the IDPs’ socialization and integration<sup>100</sup>.

The only real solution is of course to end the conflict and allow the IDPs to return home. At the same time, the decision to return or resettle should be made voluntarily. The places to which people resettle must be safe, and the state’s protection and support should be provided until the reintegration is complete. The IDPs themselves should be directly involved in the planning and implementation of long-term decisions. The humanitarian component should be central to the national policy and not depend on political decisions. The fate of the IDPs should neither be politicized, nor depend on their individual ethnicity or political views<sup>101</sup>.

Most importantly, the immediate needs of IDPs should be addressed following their displacement, both in terms of material support and security. This entails housing, food, medical and employment services. The housing problem could be addressed by building new housing provided to IDPs on preferential terms. As for the employment opportunities for IDPs, the State and local governments should pursue a policy aimed at creating jobs, retraining personnel, encouraging the development of small and medium businesses among IDPs, etc.

In a second step, it is necessary to ensure the integration of the IDPs into their host communities. In this respect, psychological and legal counseling play an important role, ensuring that the newcomers adapt smoothly to their new environment. The media plays an important role as it shapes the public perception, thereby influencing the behavior of various social groups. Therefore, the state shall ensure a balanced media coverage on IDP issues. Overall, a successful policy concerning internal displacement would require a specific legislative framework, the availability of administrative bodies to coordinate its implementation, as well as adequate funding from the State budget. Given the limited financial resources during a conflict situation, international organizations can provide (and are providing) significant assistance<sup>102</sup>.

The following recommendations relate to the public policies targeting IDPs:

- ▶ **Introduce a unified system of IDP registration**, defining clear criteria for their registration and deregistration. Avoid excessive red tape, as it may lead to the stigmatization and discrimination of IDPs. In order to obtain the actual number of IDPs in Ukraine, the payment of pensions should be independent of the IDP status. Moreover, an operational Consolidated Information Database (CIDB) on IDPs is needed to assess the actual number of IDPs, as well as their humanitarian, medical, socio-economic and other needs. All relevant stakeholders, including NGOs assisting IDPs, should have access to the CIDB.
- ▶ **Ensure proper information provision concerning all available assistance programs and services through a “one-stop shop”** - a single web-portal (rather than several sites as is currently the case) that combines the efforts of the various authorities and stakeholders. The processes of collecting, analyzing, distributing and exchanging information with IDPs should be automatized and constantly improved.
- ▶ **Improve coordination among the various IDP stakeholders** to enhance their resource planning in areas such as employment, social security, social assistance, social protection, health care, education, etc. The creation of a national registry of charitable and non-governmental organizations dealing with IDPs could represent a first step to improve their coordination with the competent authorities at local and state level. The engagement of volunteer groups in their work could prove overly useful as already exemplified by the cooperation between volunteer groups and the Ministry of Defense. The Ministry of Temporarily Occupied Territories and Internally Displaced Persons should serve as the general focal point for the various structures working with IDPs.

<sup>99</sup> Guiding Principles on Internal Displacement, *UN Economic and Social Council (ECOSOC)*, 11 February 1998, E/CN.4/1998/53/Add.2.

<sup>100</sup> Balakiryeva O.M. (ed.) IDPs and host communities: lessons learned for efficient social adaptation and integration. Scholarly paper. Kiev, NAS of Ukraine, “Institute of Economics and Forecasting”, 2016, 140 p.

<sup>101</sup> Malynovska O.A. Ways of solving problems of internally displaced persons: some lessons from foreign experience. Analytical note, *National Institute for Strategic Studies*.

<sup>102</sup> Ibid.

- ▶ **Provide financial support to IDPs**, especially the most vulnerable ones, in order to meet their immediate needs. The provision of social benefits should not depend on an IDP certificate. A mechanism for payment of all types of social assistance, including pensions, is needed for citizens residing in the ORDLO<sup>103</sup>.
- ▶ When **allocating financial resources**, the share of pensioners, employable persons, children or disabled persons among the registered IDPs should be considered and priority given to the most vulnerable ones (e.g. pregnant women, children, disabled, elderly). The provision of targeted preferential loans to IDPs and grants for development of their own business should be considered, including by engaging commercial banks.
- ▶ In order to **facilitate the work of international organizations**, their assistance to IDPs should not be taxed. Instead, the same conditions for customs clearance of humanitarian aid shall apply for all charitable foundations - both Ukrainian and foreign ones. Apart from such humanitarian (material) assistance, IDPs mostly require sufficient opportunities to become independent again. Whereas pensioners and disabled people depend on a functioning social security, assistance and health care system, the needs of children mainly relate to education and healthcare.
- ▶ **Monitor all types of assistance provided to IDPs**, including by international projects, funds or programs. Establish effective control over the spending of these funds, eliminating possible abuses.
- ▶ Further develop the **regulatory framework** for addressing the challenges faced by IDPs, taking into account international best practices and agreements. It is therefore necessary to involve experts in the development of the regulatory framework, as well as all other relevant stakeholders and the IDPs themselves.
- ▶ **Simplify administrative procedures for IDP employment** to the greatest possible extent, including through scrapping the cumbersome procedure for determining the IDP status. Establish a special regime for IDPs to restore documents lost or left behind (e.g. employment track books). Encourage and stimulate employers to hire IDPs, e.g., by reducing social contributions and by ensuring full and uninterrupted funding of the state program promoting IDP employment.
- ▶ Consider the concrete **local labour markets needs** in order to assess in how far personnel training, retraining and requalification of the unemployed may enhance their employment in the shortage sectors identified. Training centers should be established and properly equipped. Internal mobility within the country may represent another way to identify additional employment possibilities. Establishing a register of the vacancies and work force available is highly recommendable.
- ▶ **The “Affordable Housing” program** adopted in 2017 requires proper funding and thereby an effective cooperation with non-state donors and investors, especially with regard to international projects aiming to boost IDPs’ self-sustainability (e.g. establishment of small agricultural enterprises). The construction of houses and cottages in rural areas for IDPs should be supported through the existing programs (e.g. “Affordable Housing”, “Own House”), focusing in particular on those regions hosting the most IDPs.

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<sup>99</sup> The Rights of Internally Displaced Persons, Ukrainian Helsinki Human Rights Union.

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ANNEX A

TIME-SPACE ANALYSIS OF THE FORCED INTERNAL DISPLACEMENT IN UKRAINE IN THE PERIOD 2014-2018

(Established by the authors based on data of the State Migration Service and the Ministry of Social Policy of Ukraine)<sup>1</sup>

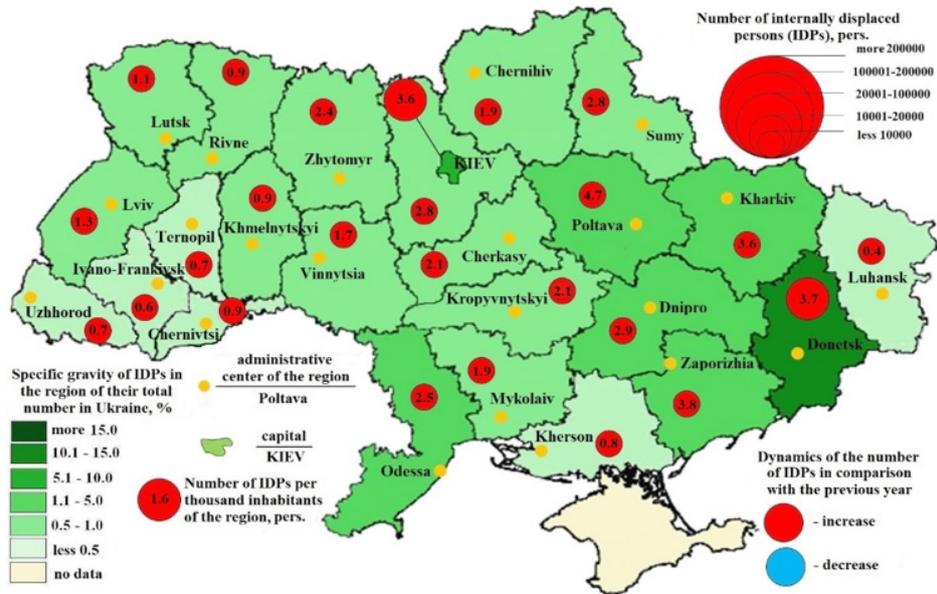


Fig. A.1. October 2014

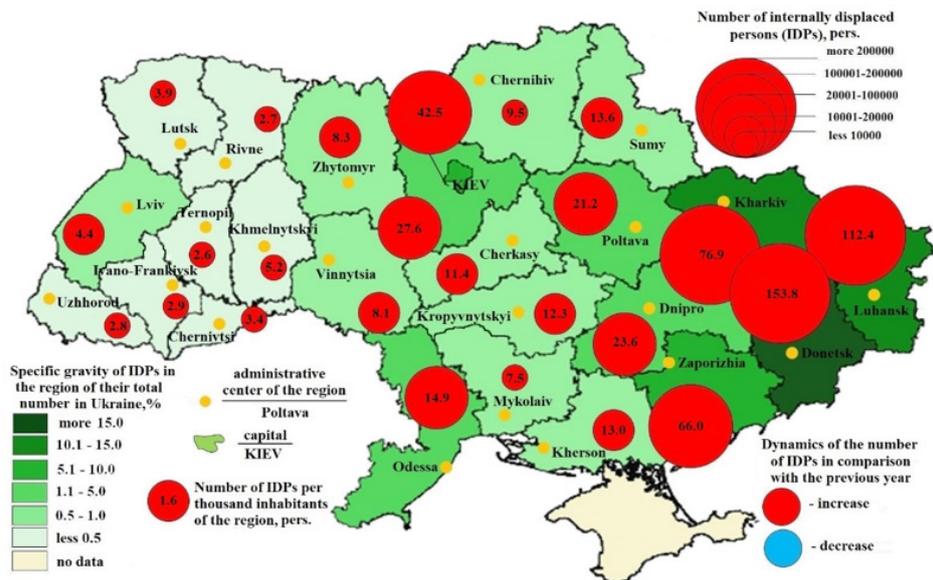


Fig. A.2. December 2015

<sup>1</sup> Information on the number of internally displaced persons (by regions in 2015, 2016, 2017, January-June 2018) provided by the Ministry of Social Policy of Ukraine in response to an inquiry (of 18.06.2018, No. 67/0/108-18/221).

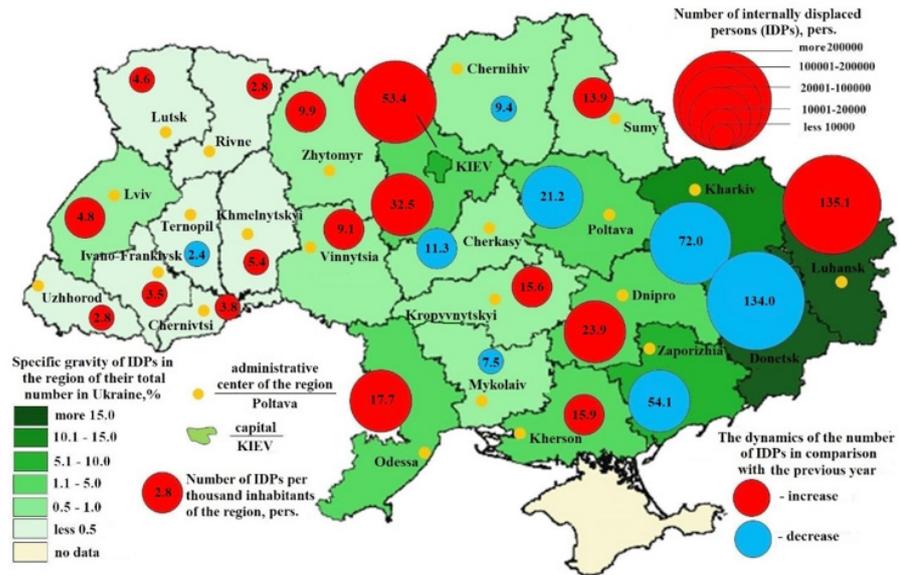


Fig. A.3. December 2016

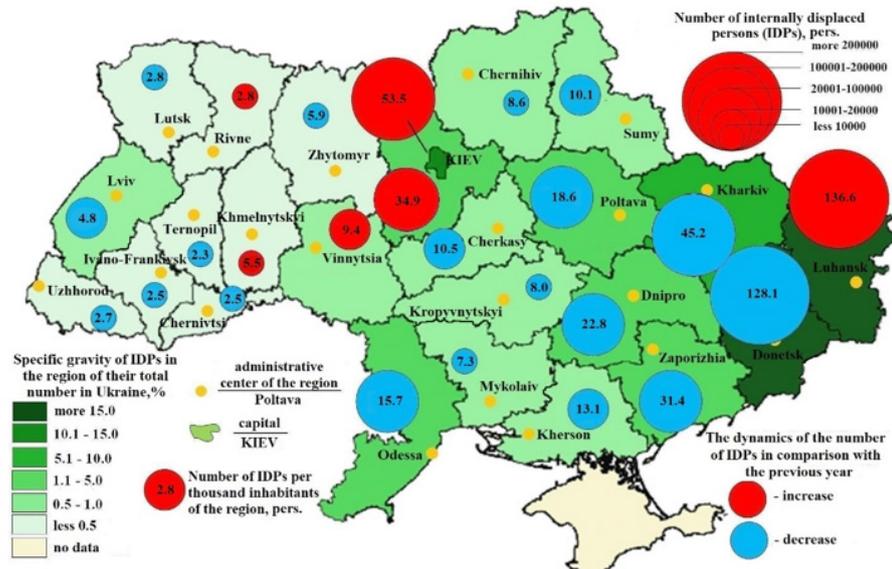


Fig. A.4. December 2017

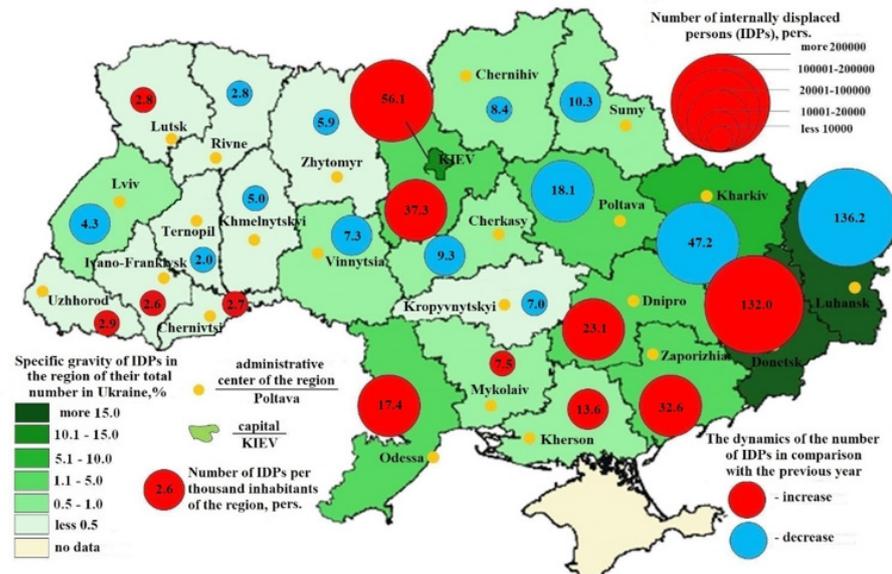


Fig. A.5. July 2018

## ANNEX B

### DYNAMICS OF THE AGE STRUCTURE OF UKRAINIAN IDPS IN 2014-2018

(established by the authors based on data of the Ministry of Social Policy of Ukraine)<sup>2</sup>

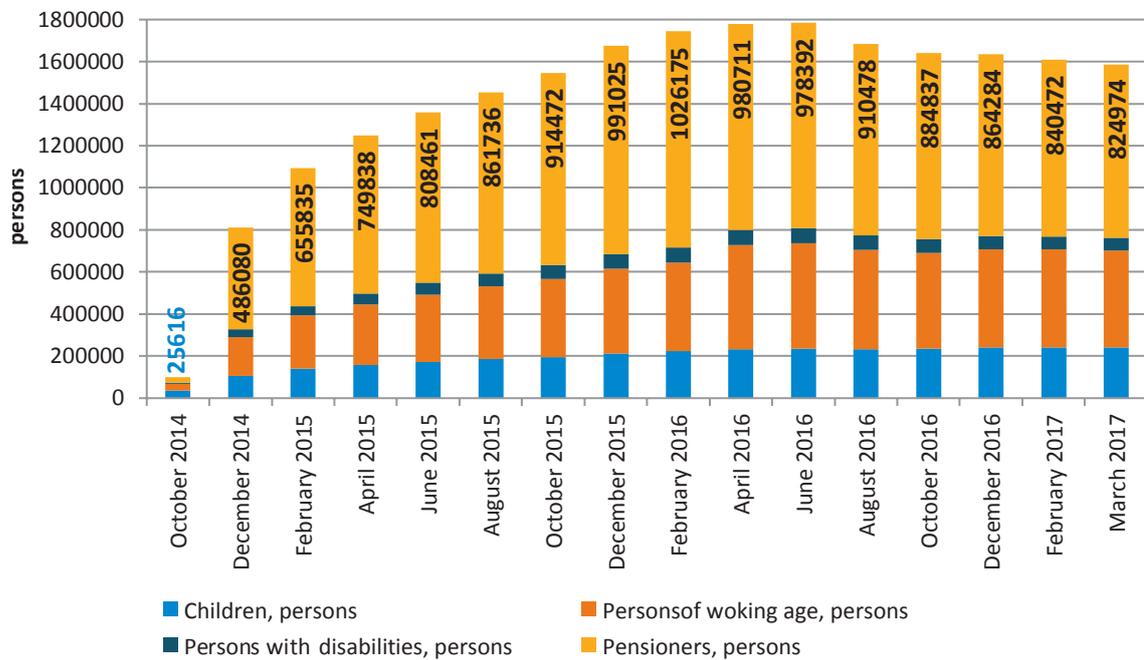


Fig. B.1. Population dynamics per IDP age group in 2014-2017

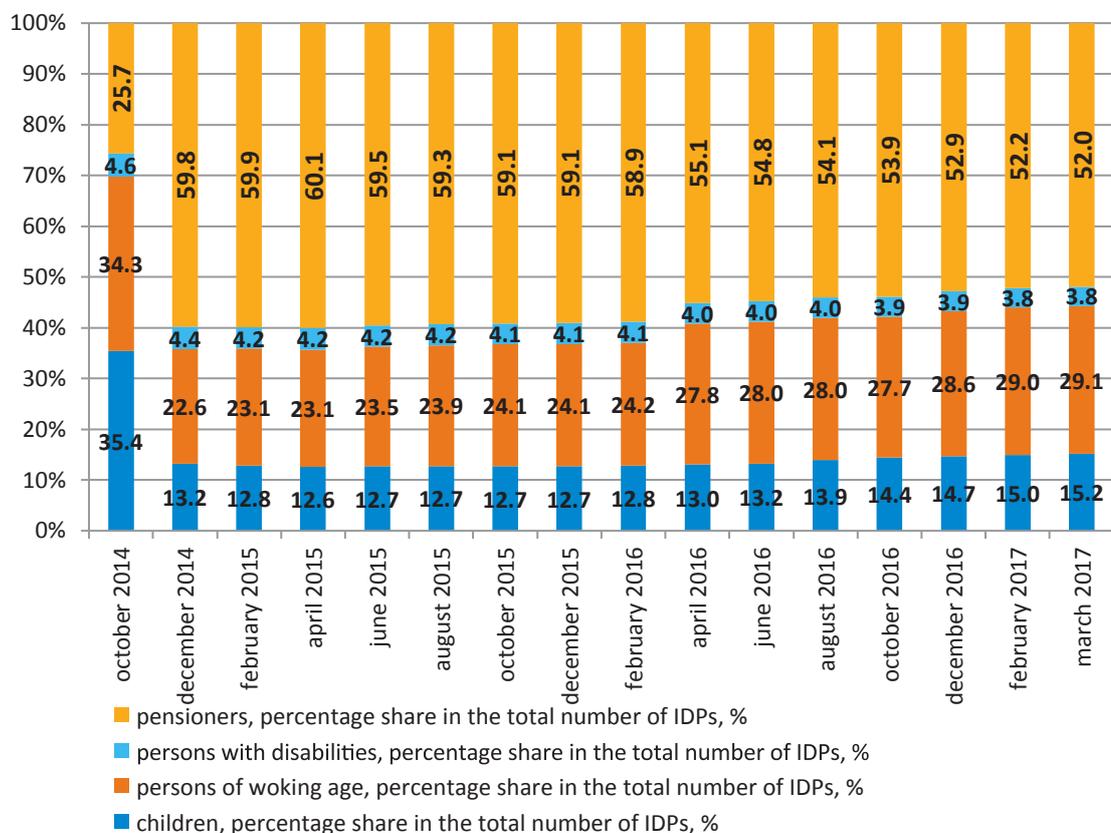


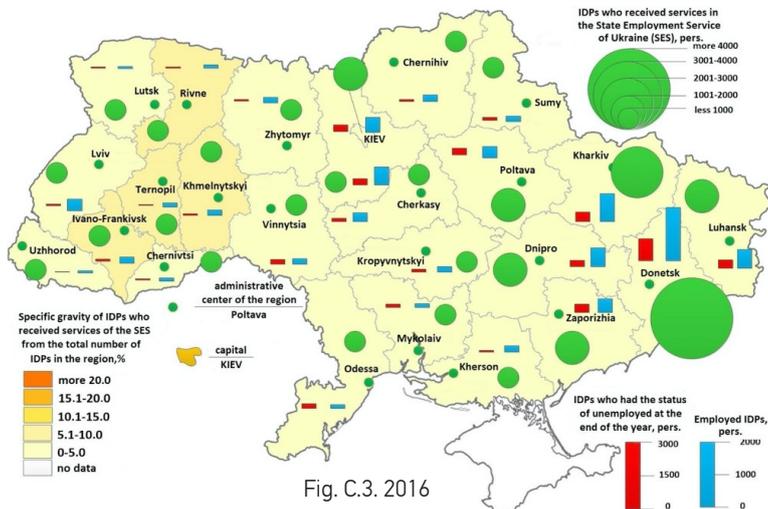
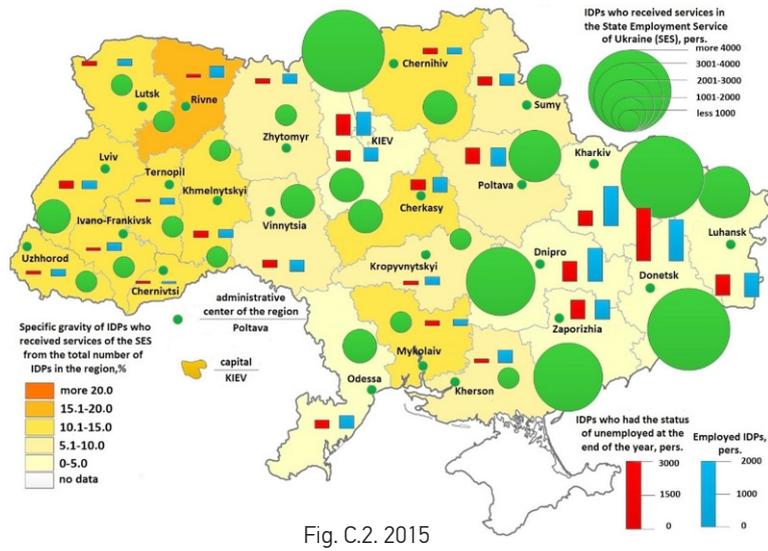
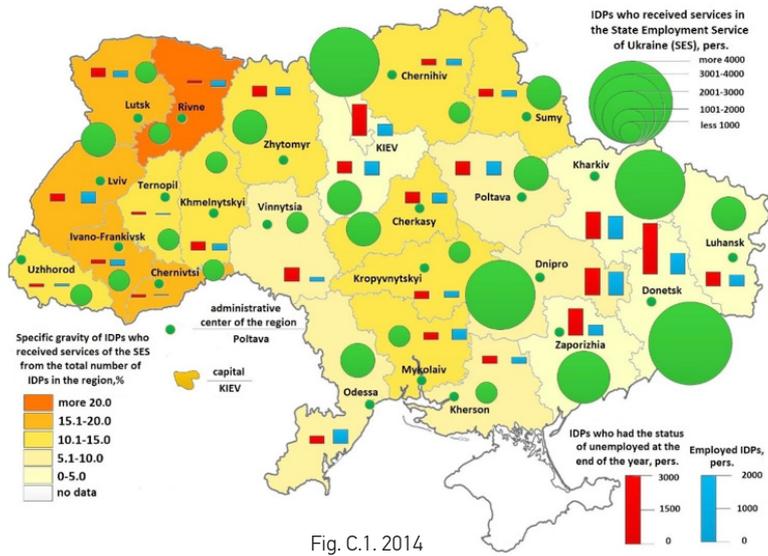
Fig. B.2. Dynamics of the IDPs' age structure in 2014-2017

<sup>2</sup> Information on the number of internally displaced persons (children, employable individuals, people with disabilities, pensioners) provided by the Ministry of Social Policy of Ukraine in response to an inquiry (of 20.03.2017, No. 33/0/108-17/22).

# ANNEX C

## EMPLOYMENT AMONG UKRAINIAN IDPS IN 2014-2016

(Established by the authors based on data of the State Migration Service of Ukraine)<sup>3</sup>



<sup>3</sup>State Employment Service of Ukraine. Available at: <https://www.dcz.gov.ua/>, access date 29 January 2019.

