

# Monitoring of local governments' response policies to internal displacement in the result of full-scale aggression of the Russian Federation against Ukraine since 24.02.2022



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## List of terms and abbreviations

**ATO** – Anti-terrorist operation in Eastern Ukraine

**AR Crimea** – Autonomous Republic of Crimea

**IDPs** – internally displaced persons

**CSO** – Civil Society Organization

**MFP** – multifunctional printer

**EIBDVPO** – Unified Information Database  
on Internally Displaced Persons

## Summary

Monitoring of local governments' response policies to internal displacement in the result of full-scale aggression of the Russian Federation against Ukraine since 24.02.2022 has been implemented by the Charitable Organization "Charity Foundation "Stabilization Support Services" with the support of the Black Sea Trust, which is a project of the German Marshall Fund of the United States.

**The purpose of the monitoring was** to track the ways of local communities' response to the crisis caused by the full-scale aggression of the Russian Federation against Ukraine. Systematization of information on decisions and measures taken in communities in connection with the intensification of military aggression and its consequences. Assessment of the risks that arise for internally displaced persons and the local population as a result of armed conflict and develop recommendations that will help to avoid them.

The survey, which was conducted from March 01 till April 20, involved 158 people, including 122 women and 36 men of different age groups. The majority (61.7 %) are aged 26 to 45 years.

The majority of respondents (62.7%) arrived to their current location with stops only on their way, 27.8% were displaced twice, 7.6% - three times, 1.9% - four or more times. The majority of respondents (56.8%) have minor children who moved with them.

The majority of respondents applied to institutions/authorities. In half of the cases it was required to provide a certificate of an internally displaced person to receive the services. Thus, it was in the situation with healthcare services, access to educational institutions and administrative services.

Although the majority of respondents indicated that they considered information provided for IDPs to be sufficient, they also noted that they did not have information about the places where humanitarian aid was distributed, and / or appropriate social benefits.

The majority of respondents (more than 60%) did not know about payments of 450 UAH as compensation for expenses to the receiving households for temporary accommodation of internally displaced persons or did not know about this type of compensation. Most of the people interviewed noted the need to increase the number of specialists involved in meeting the needs of internally displaced persons.

**The respondents identified a wide range of needs to ensure that negative factors were minimized.** Among the main ones:

- financial support through subventions to the local budget, the need for co-financing, the involvement of donor funds, etc.;
- providing a wide range of services online<sup>1</sup>;
- providing information materials (roadmaps for IDPs) and portals (hotline) for consulting;
- providing the necessary computer equipment, stationery, cartridges, as well as connecting additional telecommunication lines and ensuring their reliable operation;
- increase in the salary fund (ability to provide incentive payments for overtime work);
- ensuring the operation of databases and registers.

## Introduction

In February 2014, with the actual start of the military aggression of the Russian Federation on the territory of Ukraine, the processes of internal displacement began. Unfortunately, neither the state nor public organizations were ready for such a development. There was neither a legislative (regulatory) framework, nor an understanding of what long-term solutions should be for the population affected by the conflict, and in particular IDPs.

The process of developing a policy to protect the affected population and its largest category of IDPs lasted for eight years, and was based on the following key principles, which were regularly voiced by representatives of central authorities and top politicians:

1. IDPs should return to their abandoned places of residence.
2. Access to social services and payments is provided on the basis of a certificate of IDP registration and based on the results of special inspections. In order to receive social and pension benefits, a person shall use the services of only one state-owned bank, Oschadbank JSC.
3. With the exception of targeted assistance to IDPs and preferential credit programs for IDPs, the cost of socialization and social cohesion of communities that have received IDPs is borne by the communities themselves.

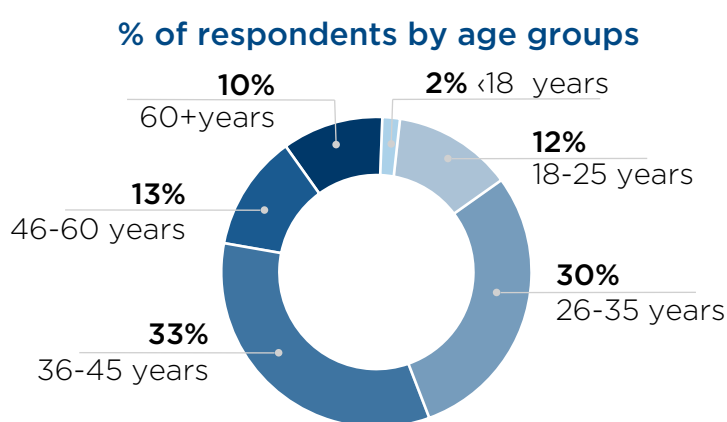
After 24.02.2022, most regions of Ukraine were subjected to large-scale aggression by the Russian Federation. About 8 million citizens were forced to move within the country, and about 4 million were forced to move abroad. Among them, both those who first faced the risk to themselves as a result of military operations, and those who had previously had experience of such movement.

The Charitable Organization “Charity Foundation “Stabilization Support Services” conducted a **survey** on the local governments’ response to internal displacement in the result of full-scale war of the Russian Federation against Ukraine and **in-depth interviews** with the specialists from the state authorities and local governments. This was done within the framework of the project “Monitoring of the Local Response Policies” of the German Marshall Fund of the United States implemented with the support of the Black Sea Trust for Regional Cooperation.

**The purpose of monitoring** was to study decisions made in communities in connection with the intensification of military aggression, to assess the risks that arise for internally displaced persons and the local population as a result of the current situation, and to develop recommendations that will help to avoid them.

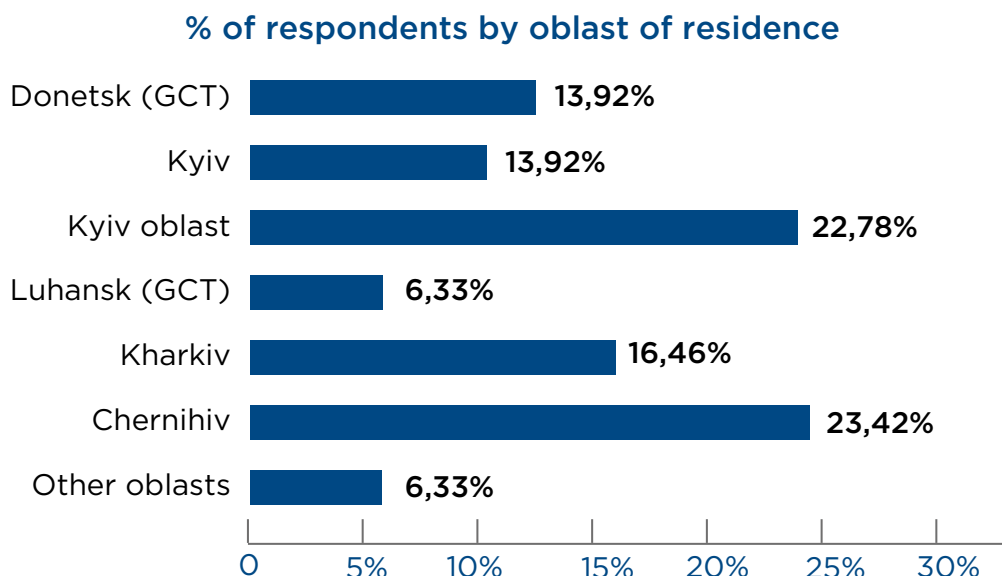
# Survey Results

The survey, which was conducted from March 01 till April 20, involved 158 people, including 122 women and 36 men of different age groups. The vast majority (61.7 %) are aged 26 to 45 years.



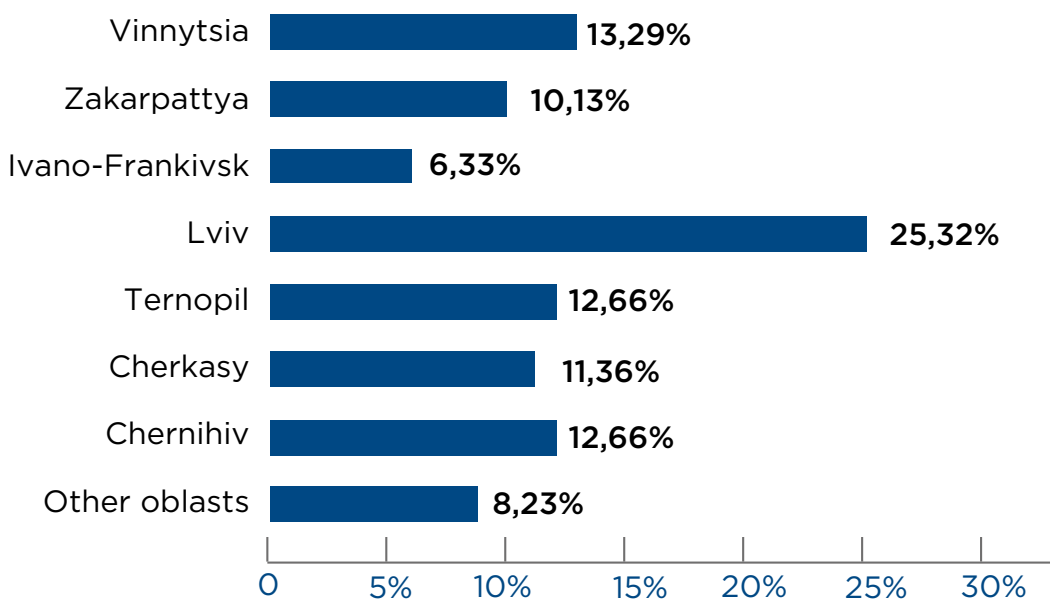
## 1. General Information

Respondents' permanent place of residence represented more than half of oblasts of Ukraine. The largest number of respondents lived in Chernihiv, Kyiv, Kharkiv, Donetsk, Luhansk oblasts and city of Kyiv. Less represented are Cherkasy, Kherson, Ternopil, Sumy, Zaporizhia and Zakarpattya oblasts, as well as the temporarily occupied territories of Donetsk and Luhansk oblasts.



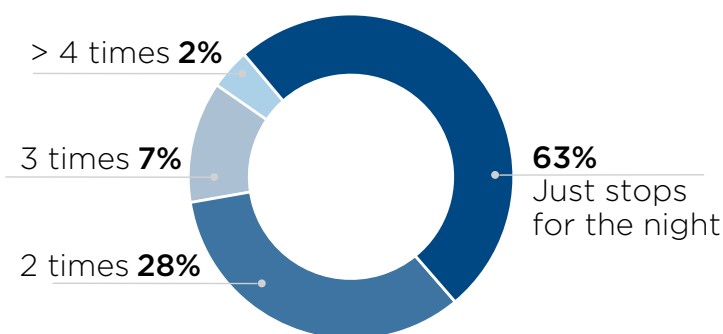
The main oblast/regions for replacement were Lviv oblast (25.3%), Vinnytsia oblast (13.3%), Chernihiv and Ternopil oblasts (12.7% each), Cherkasy oblast (11.4%), Zakarpattya oblast (10.1%). Also, some respondents mentioned the displacement to Kirovohrad, Kyiv, Donetsk, Volyn, Khmelnytsky and Kharkiv oblasts. Only one of the respondents mentioned displacement to a safe area within the oblast of residence. However, the data shall be evaluated with the view to security conditions, in particular combat operations in some areas.

### % of respondents by oblast of residence



The majority of respondents (62.7%) arrived to their current location with stops only on their way, 27.8% we displaced twice, 7.6% - three times, 1.9% - four or more times. The majority of respondents (56.8%) have minor children who moved with them.

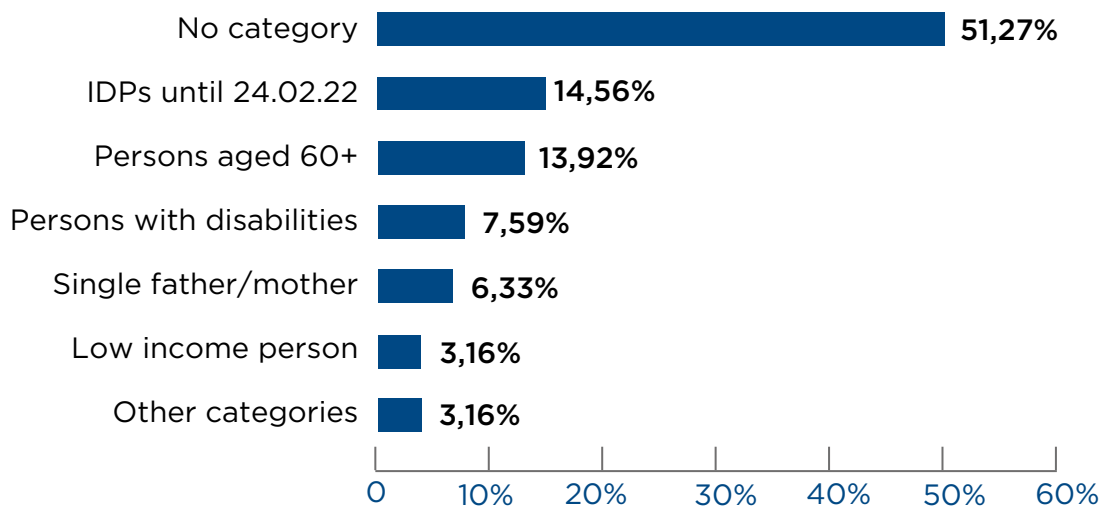
### % of respondents by number of transfers



14.5% of respondents have already experienced internal displacement due to the armed aggression of the Russian Federation and the events in eastern Ukraine, the Autonomous Republic of Crimea and the city of Sevastopol, including one person with disability. Also, 13.9% of respondents are elderly

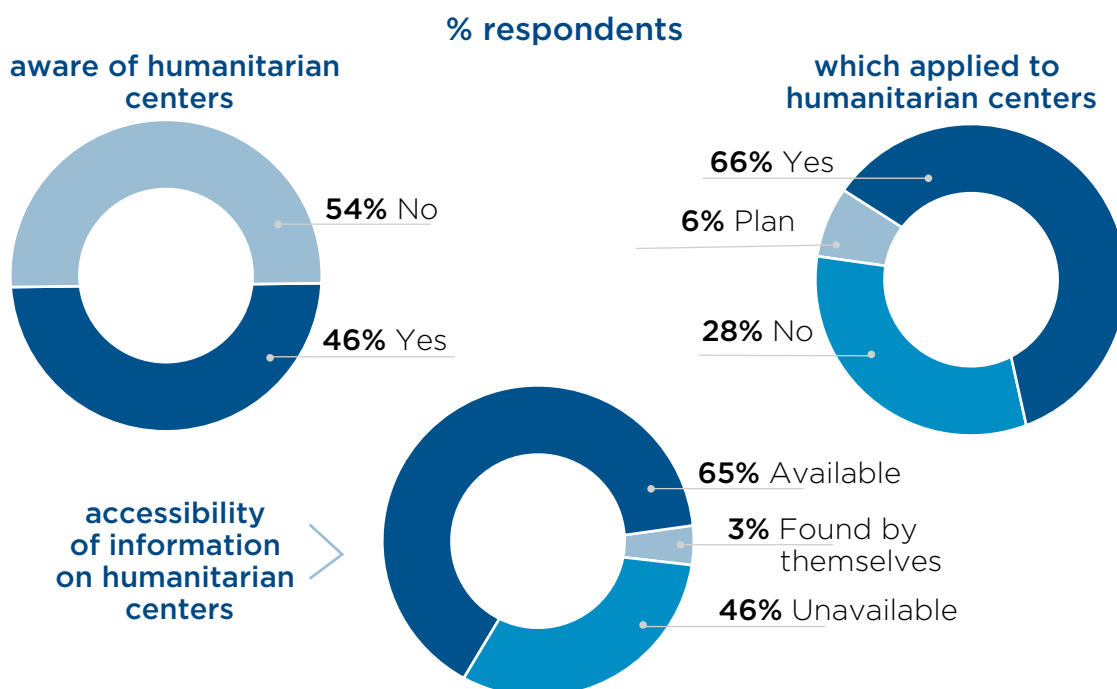
people, 7% - persons with disabilities, 6.3% - single mother/father. Among the respondents there are also people affected by the Chernobyl disaster, orphans, large families, families of participants of military operations.

### % of respondents by vulnerable categories



## 2. Initial registration

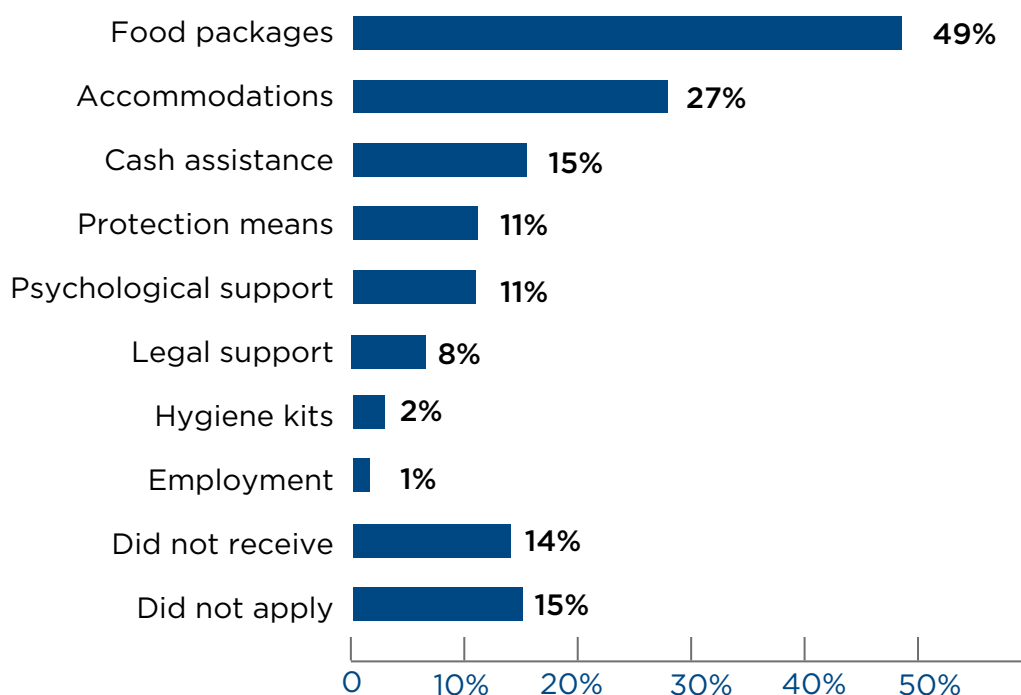
The majority of respondents (53.8%) did not know about the functioning of centres/headquarters/etc. for providing assistance to displaced persons at the time of relocation. At the same time, **65.8%** have already applied for their help and another 5.7% plan to.



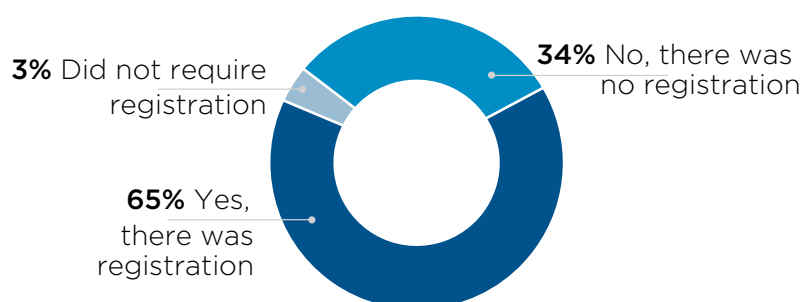
**63.9% of respondents** state that information (contact numbers, addresses, working hours, etc.) on the functioning of the centres/headquarters/etc. for providing assistance to displaced persons was fully available to them. About 5% reported that they received such information from friends, social networks, and directly at the place of arrival. Only 13.9% of respondents reported that in the end they did not receive any assistance from the Centres/headquarters/etc.

People, which received food packages (48.1%), accommodation assistance (27.2%), and one-time cash assistance (15.2%). They also received assistance in the form of personal protective means and psychological assistance (10.8% each), as well as legal assistance (8.9%). Few people mentioned clothing and communication means. One person claimed to refuse to receive a food package due to the fact that it is provided for 2 people, and the respondent arrived at a new place of residence by himself.

### % respondents by types of assistance

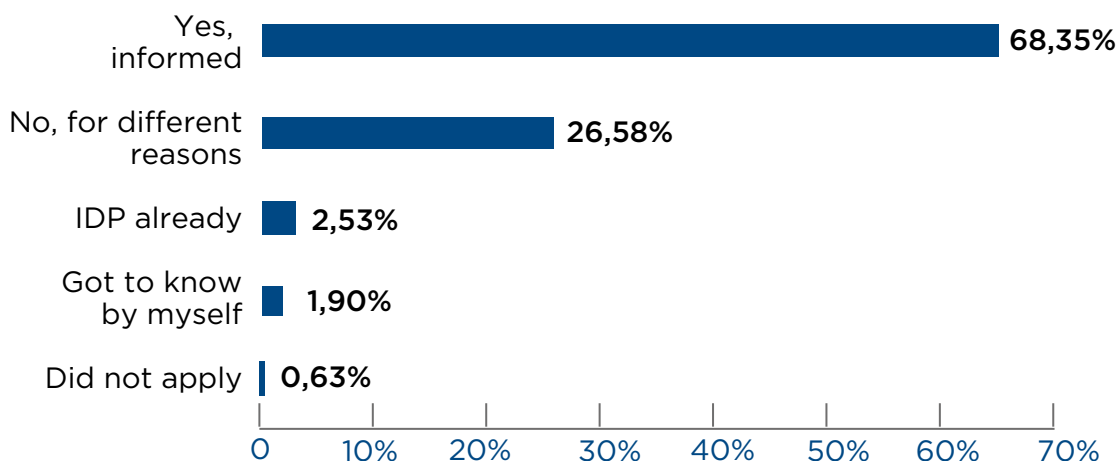


Respondents noted that **in the majority** of cases the **registration was required** from them at a new place of stay, which is different from the registration as internally displaced persons (hereinafter referred to as IDP). Thus, 11.4% stated that it was necessary to fill out a questionnaire with needs, and 51.3% stated that it was necessary to provide personal data and contact information.



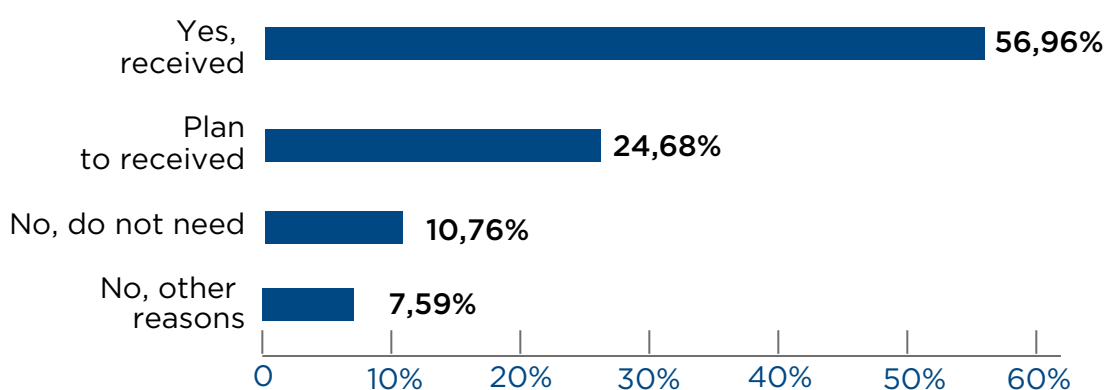
In **66.5% of cases respondents** were provided with information about further possibility of registering as an IDP. In isolated cases (3), the respondents were informed about the impossibility of registration in a specific period of time.

### % of respondents by those being informed of IDP certificate



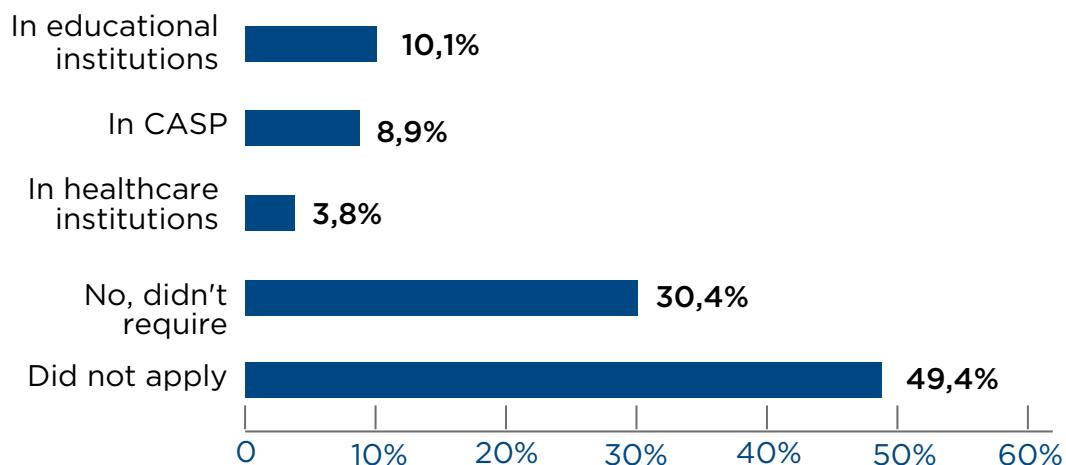
**57% of respondents** have already received an IDP certificate, another 24.7% plan to receive it, and only 10.8% did not intend to receive it. At the same time, some respondents stated that it was impossible to receive it due to a long waiting period, 3.2% did not know what an IDP certificate was and why it was needed at all. In cases of refusal to provide a certificate, a person stated that the village council at the place of their stay did not know of the mechanism for implementing the procedure even a month after the start of a full-scale armed aggression.

### % of respondents by receiving IDP certificate



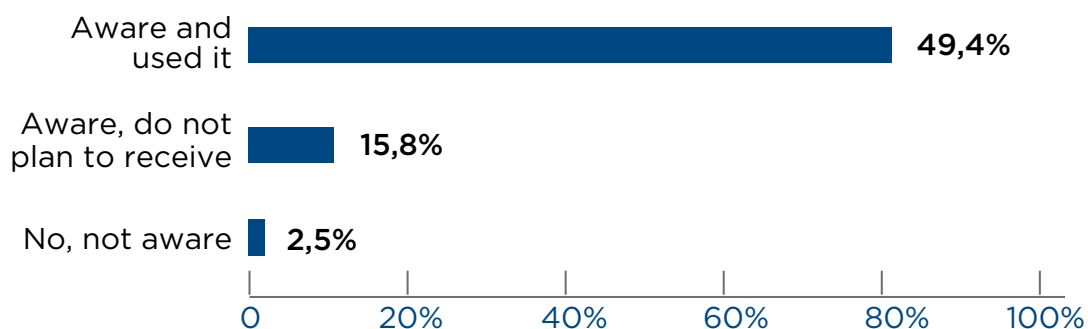
More than half of the respondents applied to institutions/authorities. **In half of the cases** it was required to provide a certificate of an internally displaced person to receive the services. Thus, it was in the situation with healthcare services, applying to educational institutions and administrative services.

### % of respondents by requirements for IDP certificate is the institutions providing assistance



Also, 81% of respondents stated that they knew and planned to use the program of financial support for internally displaced persons (UAH 2 thousand for adults, UAH 3 thousand for children)<sup>2</sup>, 15.8% - knew and did not plan. About 2% answered that they did not know about this type of assistance.

### % of respondents by awareness of financial assistance for IDPs

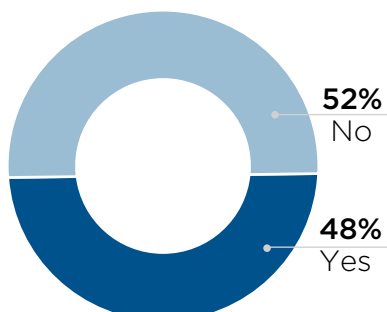


## 3. Assistance with accommodation

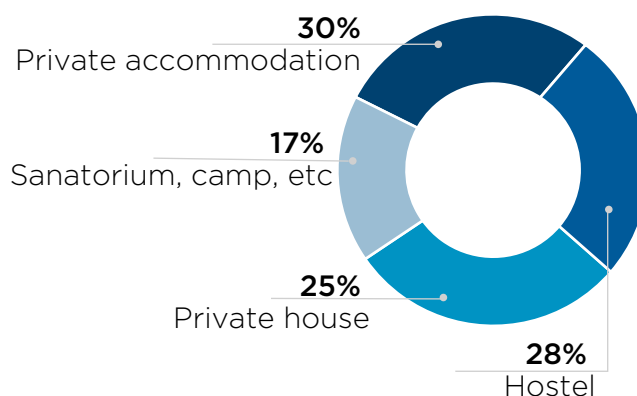
The majority of respondents (about 53%) stated that they did not need assistance with accommodation at a new place of stay. About 36% of respondents applied for accommodation assistance, and the vast majority (9 out of 10) received such assistance. Accommodation was provided in private apartments, including in rural areas, dormitories, sanatoriums, camps, etc. in approximately the same proportions. In the vast majority of cases, accommodation was provided free of charge (long-term and up to 1-3 months) or with payment of utility bills.

### % of respondents

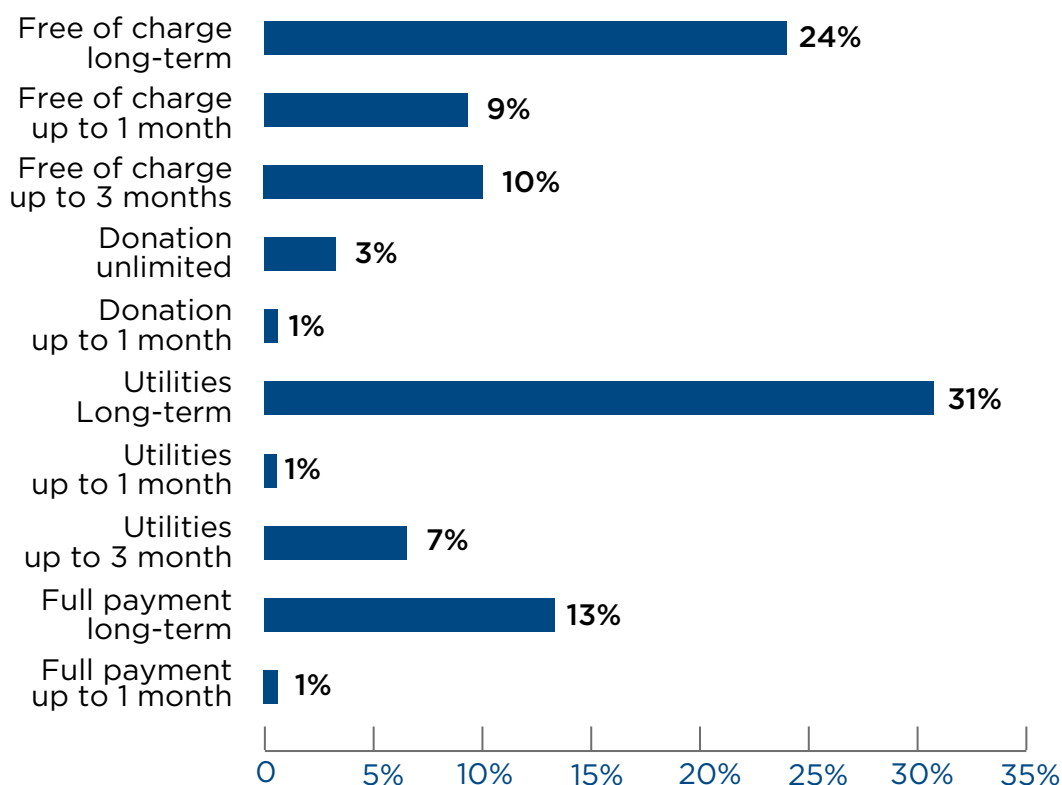
by needed assistance  
with accommodation



by types of accommodation



### % of respondents by types of accommodation

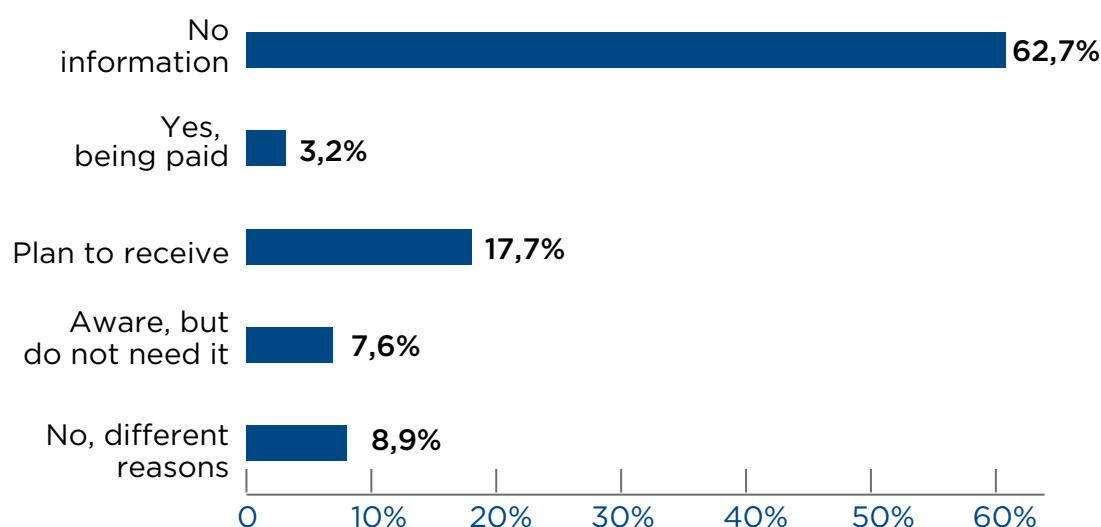


Those of the respondents who did not apply for help to the Centre/headquarters, etc. mentioned among main reasons for that the lack of need for help, the habit of solving issues independently, and the inability to contact. Other reasons (negative experience, accommodation was provided by relatives/friends, the need to register at the military commissariat) were mentioned in isolated cases.

The majority of respondents (more than 60%) did not know about payments of 450 UAH as compensation for expenses to the receiving households for

temporary accommodation of internally displaced persons or did not know about this type of compensation. 17.1% confirmed the landlord's planned to apply for compensation. Some respondents noted the complexity of the proposed mechanism. Also, it should be noted that there was a lack of understanding of the essence of compensation, since some respondents noted that there was no need for this assistance or that they were recipients of monthly assistance.

### % of respondents, payment of UAH 450 compensation for IDPs' accommodation

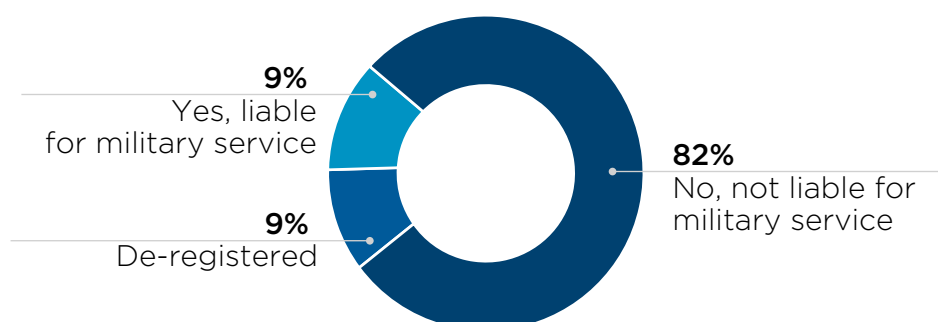


In turn, the main reasons of why the accommodation was not received were the availability of accommodation exclusively on a paid basis and the lack of accommodation for long-term period, housing is available only in rural areas. Only about 10% of respondents answered this question.

## 4. Registration of Liable for Military Service

The majority of respondents (more than 80%) were not liable for military service or were excluded from the military register (about 9%).

### % of respondents by military service liability

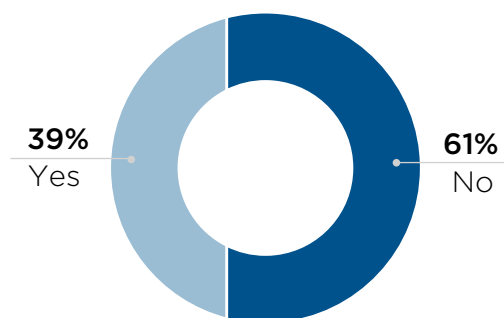


Registration of those liable for military service mainly took place within 24 hours (25%) or 48 hours (41.7%) from the moment of arrival. In 80% of cases, the information about the possibility of participation in the exercises was not provided.

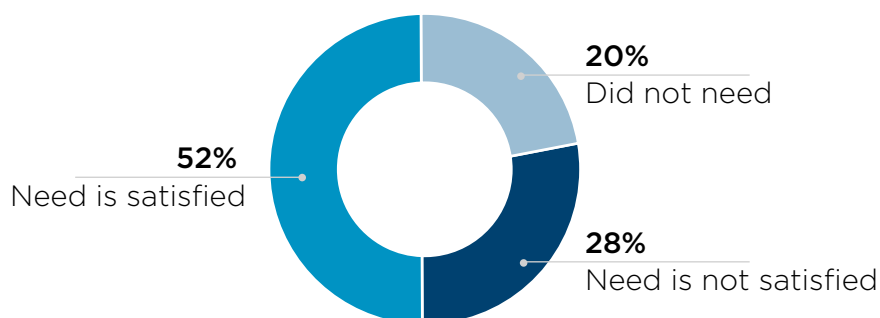
## 5. Access to Education

More than 60% of respondents did not need to address the issue of access to education. A quarter of respondents said that they had been continuing their studies remotely or were waiting for a transfer. In some cases (about 12%), it was necessary to provide a certificate of registration of IDP to resolve the issue.

**% of respondents by needs  
for access to education**



**% of respondents by satisfied  
needs in education**



## Results of In-Depth Interviews

In-depth interviews were conducted with representatives of Units/ Departments of Social Protection of Population, Centres for Administrative Services Provision, certain departments of local councils, specialists of centres/ headquarters, etc. about providing assistance to IDPs in 7 oblasts of Ukraine, namely: Vinnytsia, Zakarpattia, Ivano-Frankivsk, Lviv, Ternopil, Cherkasy and Chernihiv.

### **1. The majority of respondents stated that due to mass displacement, the work load had significantly increased.**

Respondents fulfilled a wide range of responsibilities to meet the needs of IDPs. These were mainly job responsibilities or responsibilities set for a specific period of time because of mass displacement. The increase in workload had led to an increase in the number of employees, search for field specific specialists and the expansion of authorities and the list of services provided. For example, in the city of Ivano-Frankivsk, in addition to increasing the number of full-time employees, employees from other departments were also involved in registering IDPs and providing assistance. Due to the limited number of access keys to the EIBDVPO (Unified Information Database on Internally Displaced Persons), a duty was put in place to ensure proper processing of appeals, provide accommodation, provide humanitarian aid, and so on. In Zhalizhnychnyi District of city of Lviv, the procedures for social support, the procedure for providing consultations were changed, and training seminars were conducted.

In some communities, due to the increased workload, the number of employees still need to be increased, and technical provision and software are insufficient. Respondents noted stress in their work, the need to find extra-budgetary funds, resources, and duty at the headquarters and IDP assistance centre.

Some of those interviewed also stated that there had been no significant changes.

### **2. The people with whom an in-depth interview was conducted did not have a preferred opinion on the availability of up to date information and the need to improve access to information in terms of ensuring the rights of IDPs. The same applies to the need for certain types of assistance.**

Respondents who stated that the information was available, clear and understandable, and systematically updated specified that difficulties still appeared, in particular on issues that were not regulated by law. Thus, in the city of Ivano-Frankivsk, there were issues with providing accommodation assistance to persons who had been IDPs since 2014 and children. In Beregovo (Zakarpattia oblast), issues of labour relations, crossing the state border, and receiving humanitarian aid were on the table. In the city of Perechyn (Zakarpattia oblast), the issue of registering the place of residence of IDPs was already being raised.

Separately, the request from village councils shall be noted, for example, Ponornytska village council (Chernihiv oblast), regarding the registration of IDPs in accordance with the new amendments. In Drohobych (Lviv oblast), attention was drawn to the need for up-to-date data on IDPs to provide social

services, social support and implementation of local programs; information on the number of minor children who had moved without parents, orphaned or the location of their parents was unknown. It was noted that currently such services were provided non-systematically, on request.

**3. Most of the interview participants evaluated the state of affairs in their sphere of providing the accommodation and stay of persons who had been forced to relocate as good or excellent.**

The explanation for this assessment was mainly determined by meeting needs in accordance with available resources and capacities. Respondents stated the availability of food and clothing, but the need for that did not decrease; the need for seasonal clothing increased. So, in Zakarpattya oblast, the following was stated: “We do not meet 100% of the needs of displaced persons. Some live in adapted facilities, most have problems with purchasing food. The purchase of lactose-free children food, medicines, seasonal clothing, and shoes remains problematic.”

In Cherkasy oblast, attention was focused on the clarity of the tasks formed by the management, the organization of aid collection, food provision, and the provision of various types of assistance.

In Chernihiv oblast, operational support in placement and stay of IDPs after the liberation of part of the territories of the oblast was mentioned.

**4. Communities had different coordination experience between the services / bodies involved in ensuring the accommodation and stay of persons who had been forced to relocate.**

Basically, coordination was carried out with all structures on a systematic basis, and all issues were quickly resolved. Thus, in the city of Ivano-Frankivsk they managed to resolve all issues, except for problems in the work of databases (Unified Information Database on Internally Displaced Persons and “Social Community”), issues that should be resolved in the regulatory field. In Yaremcha community (Ivano-Frankivsk oblast) it was noted that the coordination had been efficient because all providers of administrative and social services were located within the radius of 1 km from each other (the Centre for Administrative Services Provision, the Department of Social Protection of the Population, the Migration Service, the Pension Fund, etc.).

Also, during the interview the need for time to coordinate actions or limit the decision to authority was mentioned.

**5. Communities cooperate with non-governmental organizations.**

This was mostly through partnership or CSOs were involved as needed. Often it was cooperation with volunteer initiatives, regional or district units of the Red Cross Society, “Caritas”.

In Chernihiv oblast, specific non-governmental organizations were mentioned, for example, the CSO “Association for democratic development”. In Drohobych (Lviv oblast) they also cooperate with the Ukrainian Catholic University and organizations of ATO veterans.

In Ivano-Frankivsk oblast, it was mentioned that displaced persons were actively involved in helping the armed forces of Ukraine (weaving protective nets, sewing bags for first-aid kits, men were involved in strengthening administrative buildings (hospitals).

**6. Most of the people interviewed noted the need to increase the number of specialists involved in meeting the needs of internally displaced persons.**

This is mainly about subject matter specialists, such as lawyers and psychologists. In Perechyn community (Zakarpattia oblast), it was mentioned that in case of arrival of large number of IDPs, additional volunteers were involved.

**7. Respondents estimated differently the impact of increase in the number of people, who actually lived in the community, on their current activities.**

The reason for negative assessment was an increase of the burden in various areas, on employees, as well as system problems with software.

Kulikovska community (Chernihiv oblast) shall be mentioned separately, where increased number of residents affected life support systems, in particular water supply.

**8. Everyone with whom an in-depth interview was conducted paid attention to the problems with material and technical support, access to registers or databases in order to provide the accommodation and stay of persons, which were forced to move.**

Difficulties with connection, impossibility of work with the “Social Community” database out of business hours; insufficient number of equipment (laptops, MFPs, stationery); unstable internet were most often identified in the list of main problems.

Thus, in Ponornytska community (Chernihiv oblast) it was mentioned: “the system always freezes, we often cannot register people who sit in queues for a day or more. Sometimes we can only register 2 people per day. Often the system knocks out the data, and it is impossible to save it.”

In Kulykivska community (Chernihiv oblast): “The main problem in the community was the unstable operation of the Internet, which was associated with the proximity to the territories of combat operations. This affected the possibility of registration and further work with IDPs”.

**9. The respondents identified a wide range of needs to ensure that negative factors are minimized.** Among the main ones:

- financial support through subventions to the local budgets, the need for co-financing, the involvement of donor funds, and so on;
- providing a wide range of services online<sup>3</sup>;
- providing information materials (roadmaps for IDPs) and portals (hotline) for consulting;
- providing the necessary computer equipment, stationery, cartridges, as well as connecting additional telecommunication lines and ensuring their reliable operation;
- increase in the salary fund (ability to provide incentive payments for overtime work);
- ensuring the operation of databases and registers.

Separately, the attention should be drawn to what was voiced by the representative of the Kulykivska community (Chernihiv oblast): “There is a need to analyse the activities of various structural divisions of the village council and CSOs after the victory, and draw proper conclusions from this. And also - create a plan of action for everyone in war or emergency situations, so that, for example, you know exactly how many people our village can accept painlessly”.

## General Recommendations

1. Provide broad information, including at official websites, about centres/headquarters/etc. for providing assistance to persons affected by combat operations, including displaced persons, the activities of public bodies, their location, contacts;
2. Ensure proper informing about the initial registration and IDPs registration, differences between them, categories of people from among the IDPs who are supposed to be provided with financial assistance, types of assistance, etc.;
3. Take measures to ensure long-term accommodation opportunities, provide housing for various categories of people, including people with different forms and nosologies of disability;
4. Ensure broad awareness of the benefits, guarantees and opportunities provided for IDPs related to internal displacement, as well as compensation for free accommodation and employment of IDPs;
5. Ensure proper registration and informing of those liable for military service and persons who must be registered for military service.
6. Create additional opportunities for voluntary training in tactical medicine;
7. Take all appropriate measures to eliminate the practice of requiring an IDP certificate when applying for services, in particular administrative, educational, and healthcare services;
8. Conduct a systematic assessment of IDP needs;
9. Continue systematic coordination between bodies and structures, involving non-governmental organizations for rapid response;
10. Assess the impact of internal displacement on local authorities/structures, the burden on the community, and take appropriate measures to address the negative consequences.

## Central Executive Bodies

### **Ministry for the Reintegration of Temporarily Occupied Territories of Ukraine:**

1. Continue to raise awareness about the benefits, guarantees and opportunities provided for IDPs related to internal displacement;
2. Take measures to eliminate the practice of providing a certificate of registration of IDPs when applying for various types of services, in particular administrative, educational, healthcare services, etc.;
3. Take measures to address the issue of long-term accommodation for IDPs, taking into account various needs and opportunities.

### **Ministry of Social Policy of Ukraine:**

1. Ensure proper, uninterrupted operation of the Integrated Information System “Social Community”;
2. Provide additional system capacity in case of a sharp increase in the need for simultaneous work of administrators.
3. Provide local authorities/structures with necessary and up-to-date information on internal displacement and related areas.

### **Ministry of Communities and Territories Development of Ukraine:**

1. Ensure awareness raising on compensation for free accommodation for IDPs;
2. Take measures to address the issue of long-term accommodation of IDPs, taking into account various needs and opportunities.

### **Ministry of Defence Ukraine:**

1. Provide explanations on the procedure for registering those liable for military service upon arrival at a new place of residence as a result of internal displacement.
2. Provide explanations regarding the military registration of internally displaced persons who moved before 24.02.2022 and did not change their place of residence.



**B | S | T** The Black Sea Trust  
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