

**BRIEF OVERVIEW OF SUPPORT PROGRAMMES FOR IDPS
AND INCLUSION OF IDP ISSUES TO THE REGIONAL DEVELOPMENT PLANS¹**

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On 15 November 2017, by Decree of the Cabinet of Ministers of Ukraine No. 909-p, the Strategy for the Integration of Internally Displaced Persons and the Introduction of Long-term Solutions to Internal Displacement until 2020 (hereinafter referred to as "the Strategy") was approved.

For some territorial communities, internally displaced persons have become an additional resource, especially for those where institutions and enterprises have been transferred to from temporarily occupied territories. At the same time, many territorial communities with a large number of IDPs have faced additional load on a limited local infrastructure, the Strategy reads.

While previous governmental strategies focused on meeting the first priority needs of internally displaced persons, this Strategy is aimed at determining the long-term solutions to problems of internally displaced persons.²

The Parliamentary Assembly of the Council of Europe calls on governments to seek durable solutions for the return, local integration or integration elsewhere in the home countries of displaced persons and to guarantee the protection of their rights under the provisions of relevant Council of Europe instruments and in line with the UN Guiding Principles on Internal Displacement.³

Principle 28 of the UN Guiding Principles on Internal Displacement states that "competent authorities have the primary duty and responsibility to establish conditions, as well as provide the means, which allow internally displaced persons to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntarily in another part of the country. Such authorities shall endeavour to facilitate the reintegration of returned or resettled internally displaced persons."⁴ PACE Resolution 1708 (2010) "Solving property issues of refugees and internally displaced persons" dated 28 January 2010 also mentions "durable solutions" to displacement: return to one's original home in safety and dignity; local integration at the site of displacement; or resettlement either at some other site within the country of origin or outside its borders⁵.

The Strategy Implementation Action Plan was approved only a year after the adoption of the Strategy, on 21 November 2018. According to the Action Plan, local government authorities and state administrations are responsible for the implementation of over 40 activities. At the same time, the process of the Action Plan implementation has begun not equally actively in all regions. In some regions, there are still programmes in progress that were approved for the purpose of implementation of the Comprehensive State Programme for Support, Social Adaptation and Reintegration of Ukrainian Citizens who Moved from the Temporarily Occupied Territory of Ukraine and Areas of Anti-Terrorist Operation to Other Regions of Ukraine for up to 2017. Some regions have only begun the preparatory processes to develop the Action Plan and to implement the Strategy.

According to the Liaison Officer (Radnyk) on IDPs Issues Programme, the following work was carried out in the regions to implement the Strategy and Action Plan:

¹ The opinions expressed in this background paper are the responsibility of the author and do not all necessarily reflect the official policy of the Council of Europe.

² <https://zakon.rada.gov.ua/laws/show/909-2017-%D1%80>

³ <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806b5ab0>

⁴ <https://www.ohchr.org/Documents/Issues/IDPersons/GPUkrainian.pdf>

⁵ <https://rm.coe.int/16806b5a6d>

Vinnitsia Region: regional action plan aimed at improving the integration of IDPs for 2019 was developed.

Dnipropetrovsk Region: information and proposals are being collected regarding possible measures for their inclusion in the regional action plan for the Strategy implementation.

Donetsk Region: Regional Programme for Adaptation, Integration and Assistance to IDPs for 2019-2020 was developed.

Zakarpattia Region: draft resolution of head of the Regional State Administration regarding the Strategy Implementation Plan for up to 2020 was developed.

Zaporizhzhia Region: the following work was carried out:

1) the definition of the housing problems of IDPs (an inventory was made of free premises that may be used);

2) the provision of pension and social payments - informing on pensions and social payments;

3) carrying out an information campaign to cover a positive integration experience;

4) creating new vacancies: increasing the capacity of the agroindustrial sector; informing IDPs for participation in microcredit of agribusiness;

5) the analysis of employment problems, labour market demand to plan the work of employment centres;

6) carrying out trainings for teachers and social workers to work with IDP children;

7) psychological support and speech development for IDP children;

8) facilitating higher education, distance education, access to textbooks.

Rivne Region:

1) the Strategy Implementation Plan was developed and approved by the resolution of head of the Regional State Administration;

2) monitoring of housing needs of internally displaced persons in Rivne Region in the context of persons/families and inhabited localities;

3) the provision to IDPs, prior to other persons, of long-term loans to private rural developers;

4) the Unified Information Database of Internally Displaced Persons was developed and is maintained up-to-date.

Kharkiv Region: proposals are being worked on regarding the development of regional support programme for IDPs.

Programmes aimed at improving access to housing (those that have been completed or are still in progress):

In **Vinnitsia** Region, there are the following programmes to provide IDPs with housing:

- Regional Comprehensive Programme for Housing Development Investment "Own Home" for 2017-2020.

- Regional Comprehensive Programme for Soft Long-term Lending to Citizens in Need for Housing Improvements in Vinnitsia Region for 2018-2022.

- Comprehensive Target Programme for Social Protection of the Population of Vinnitsia Region for 2016-2018.

In **Donetsk** Region, there is the Regional Programme for Integration, Social Adaptation and Protection of IDPs for 2018 approved by Resolution of head of the Regional State Administration, head of the Regional Civil and Military Administration No. 315/5-18 dated 6 March 2018 (in 2017, the Regional Programme for Integration, Social Adaptation and Protection of IDPs for 2017 was in progress). In addition, under the Donetsk Regional State Administration Programme for Small and Medium Enterprise Development "Ukrainian Donetsk Kurkul", in 2018 the regional budget allocated a total amount of 35.07 million UAH to finance 81 projects. 334 jobs were created.

The Programme for Social Protection of Anti-Terrorist Operation Participants, IDPs from Temporarily Occupied Territory, Anti-Terrorist Operation Area was approved by Decision of the **Zhytomyr** Regional Council No. 874 dated 21 December 2017. The regional budget provides for 8 million 566.3 thousand UAH for the implementation of the above programme.

The Department for Architecture and Urban Development of the **Zakarpattia** Regional State Administration, together with the Zakarpattia Regional Department of the State Specialized Financial Institution "State Fund for Youth Housing Assistance", developed a comprehensive social and economic programme to provide the youth, anti-terrorist operation participants and IDPs with housing in Zakarpattia Region for 2018-2022 approved by Decision of the Zakarpattia Regional Council No. 909 dated 21 September 2017. The Programme was developed for young families and single young citizens, anti-terrorist operation participants and members of their families, IDPs living in Zakarpattia Region to provide them with affordable housing by way of soft housing lending.

In **Ivano-Frankivsk** Region, there is the Regional Comprehensive Programme for Social Protection of the Population for 2017-2021 approved by Decision of the Regional Council No. 402-12/2016 dated 23 December 2016 that provides for a range of measures regarding the support for IDPs, including housing improvements.

The Department of Regional Development and Communal Services of the **Kyiv** Regional State Administration, together with the Mortgage Credit Centre of Kyiv and Kyiv Region of the State Specialized Financial Institution "State Fund for Youth Housing Assistance", initiated the development of the following projects:

- The Kyiv Regional Programme for the Provision of Housing to IDPs and Anti-Terrorist Operation Participants for 2018-2022;
- The Programme of Construction (Purchase) of Affordable Housing in Kiev Region for 2018-2022;
- The Kyiv Regional Programme for the Provision of Housing to the Youth for 2018-2022.

The Regional Target Programme for Support and Adaptation of Internally Displaced Persons in Luhansk Region for 2017-2018 was approved by Resolution of head of the **Luhansk** Regional State Administration, head of the Regional Civil and Military Administration, No. 65 dated 3 February 2017.

The Procedure for Providing Long-term Soft Lending to Internally Displaced Persons for Construction (Reconstruction) or Purchase of Housing in **Luhansk** Region was approved by Resolution of head of the Regional State Administration, head of the Regional Civil and Military Administration, No. 36 dated 16 January 2018.

In **Mykolaiv** Region, there is the Regional Target Programme for Support of Private Rural Housing Construction and Housing Improvements of Rural Population "Own Home" for 2018-2023 (Decision of the Regional Council session No. 23 dated 12 October 2017), according to which loans are provided for the construction and purchase of housing. The Comprehensive Social and Economic Programme for the Provision of Housing to Citizens in Mykolaiv Region for 2018-2022 was approved by Decision of the Mykolaiv Regional Council No. 23 dated 21 December 2017. According to the programme estimated figures, it is planned to build (purchase) 1,625 sq.m. of housing.

The City Target Social and Economic Programme for the Construction (Purchase) of Affordable Housing in Mykolaiv City for 2018-2022 was approved by Decision of the Mykolaiv City Council No. 32/5 dated 21 December 2017. According to the City Programme estimated figures, it is planned to build (purchase) 3,125 sq.m. of housing.

In **Kharkiv** Region, there is the Programme for Support of Anti-Terrorist Operation Participants for the Construction (Purchase) of Housing in Kharkiv Region for 2016-2018 approved by Decision of the Kharkiv Regional Council No. 100-VII dated 14 April 2016. According to the Programme terms, its participants are provided with the support in the amount of 40% of calculated housing price at the expense of the regional budget. This Programme also applies to IDPs who are anti-terrorist operation participants. In addition, IDPs living in Kharkiv City for not less than one year can get an interest-free loan for housing under the City Target Social and Economic Programme for the Construction (Purchase) of Affordable Housing for 2010-2020 approved by Decision of the Kharkiv City Council session No. 274/10 dated 22 September 2010 (as amended). The Procedure for the Formation and Maintenance of the Register of Candidates for Long-term Soft Loan for the Construction (Purchase) of Affordable Housing for IDPs at the expense of the budget of Kharkiv City was approved by Decision of the Executive Committee of the Kharkiv City Council No. 25 dated 17 January 2018.

In **Kherson** Region, the activities of the Regional Programme for the Development of Youth Housing Lending for 2006-2018 are implemented approved by Decision of the Regional Council No. 679 dated 22 December 2017. The regional budget provides for expenses in the amount of 2,843,230.00 UAH.

Decision of the Kherson City Council session No. 1090 dated 22 December 2017 approved the city budget for 2018, which provided for expenses in the amount of 2,650,000.00 UAH for the financing of the City Programme for the Development of Youth Housing Lending; and expenses in the amount of 1 million UAH for the implementation of the Programme "Affordable Housing" for 2018-2022 approved by Decision of the Kherson City Council No. 1047 dated 29 November 2017 for 2018.

The Procedures for the Provision of Long-term Loans to Private Rural Developers that Provide for the Possibility of Granting Loans to Citizens of Ukraine who are Registered IDPs were approved by Resolution of head of the **Khmelnyskyi** Regional State Administration No. 269/2016-p dated 24 June 2016.

To provide the population with housing in **Chernihiv** Region, there is the Regional Programme for Support of Private Housing Construction and Development of Individual Farm Household "Own Home" for 2016-2020, according to which IDPs and ATO participants are provided with the possibility to get long-term soft loans.

The Comprehensive Programme "Own Home" for 2016-2020 in the amount of 1,050.0 thousand UAH was approved by Decision of 4th session of the 7th **Chernivtsi** Regional Council No. 24-4/16 dated 15 March 2016 (as amended).

Regional Development Strategies

The State Strategy of Regional Development for the period until 2020 that contains the issues of internal displacement was approved by Decree of the Cabinet of Ministers of Ukraine No. 385 dated 6 August 2014⁶.

The most significant challenges that the state should address by developing and implementing a new state regional policy are the lack of special management body on forced migration and the lack of targeted state programmes to address problems associated with the temporary occupation of the Crimea and the anti-terrorist operation in the territory of Donetsk and Luhansk Regions.

⁶ <https://www.kmu.gov.ua/ua/npas/247566248>

At the first stage of the Strategy implementation (2014-2016), it was planned to create regulatory legal conditions to address the urgent problems of social and economic development of Eastern regions, in particular the Donetsk and Luhansk Regions, by developing and adopting the relevant comprehensive state target programme; to implement comprehensive measures to restore the jurisdiction of Ukraine in the temporarily occupied territory of the Autonomous Republic of Crimea and Sevastopol City and to protect the rights and interests of the population living in this territory.

Objective 2 of the State Regional Policy "Territorial social and economic integration and spatial development" provides for accomplishing the tasks and implementing the activities to address the urgent problems of the Donetsk and Luhansk Regions, Autonomous Republic of Crimea and Sevastopol City; restoring the security of life and economic rehabilitation of Donetsk and Luhansk Regions; providing comfortable and safe living environment for all persons, regardless of the place of residence; creating conditions for solving urgent problems of IDPs; providing quality housing and public utility services, and housing.

Territorial social and economic integration and spatial development provides for the following tasks: accomplishing the tasks and implementing the activities to address the urgent problems of the Donetsk and Luhansk Regions, Autonomous Republic of Crimea and Sevastopol City; providing comfortable and safe living environment for all persons, regardless of the place of residence; developing the interregional cooperation.

Accomplishing the tasks and implementing the activities to address the urgent problems of the Donetsk and Luhansk oblasts, Autonomous Republic of Crimea and Sevastopol City will be ensured by: restoring the security of life and economic rehabilitation of Donetsk and Luhansk Regions; developing and implementing, with the international support, of a Comprehensive State Target Programme aimed at restoring peaceful life, stabilizing the situation and developing the economy in Donetsk and Luhansk Regions, which, inter alia, will envisage:

at the first stage: implementation of measures and procedures to restore the full-fledged activity of local executive authorities, local self-governments, territorial bodies of central executive authorities and law enforcement agencies; restoration of damaged infrastructure: roads, rail infrastructure, electricity and water supply lines; restoration and provision of uninterrupted electricity, gas and water supply to social, educational and healthcare facilities and industry; restoration of public transport; improvement of the epidemiological situation; meeting social needs of residents and migrants; involvement into the restoration work of domestic enterprises and organizations on the basis of interregional cooperation and interaction;

at the second stage: creation of conditions for increasing domestic and foreign investments into the development and reconstruction of infrastructure; maximum simplification of administrative procedures regulating the activities of small and medium enterprises; provision of social and economic incentives to increase investment activity and increase employment; implementation of projects on rehabilitation of industry, reconstruction and restoration of infrastructure with attracting international technical assistance and resources of international financial institutions; other measures.

Provision of comfortable and safe living environment for all persons, regardless of the place of residence will be ensured by: creating conditions to address the urgent problems of IDPs; creating the State Register of IDPs; developing and implementing the interregional programme to support displacement of IDPs to the permanent place of residence to other regions of Ukraine.

The action plan for 2018-2020 for the implementation of the State Strategy of Regional Development until 2020 provides for the updating of regional development strategies and action plans for their implementation with taking into account the Target State Programme for Recovery and Peacebuilding in the Eastern Regions of Ukraine approved by Resolution of the Cabinet of Ministers of Ukraine No. 1071 dated 13 December 2017.

Among all regional development strategies, the greatest attention to IDP issues is paid in the Donetsk and Luhansk Region Development Strategies for the period until 2020.

Donetsk Region. Strategic objective "Increasing capability of local governance" has the following priorities: increasing the capacity of regional, district and local authorities to plan and deliver quality public services to all residents (including vulnerable groups and IDPs) on a democratic and transparent basis in the process of implementation of changes under the decentralization reform. Strategic objective "Human development, provision of quality social services and addressing IDP issues" has the following priorities: creating a new system of providing social services, which is accessible, comprehensive, multidisciplinary and adaptive to the needs of those affected by the ATO operations. Strategic objective "Building a safe society" has the following priorities: improving the safety of citizens and their access to justice, promoting reconciliation and improving the level of safety in the community, integration of IDPs to host communities.

The tasks of the strategic objective "Human development, provision of quality social services and addressing IDP issues" have paragraph 3.4 "Development and implementation of measures of social support for IDPs and population affected by the conflict", paragraph 3.4.1 "Provide social housing and social hostels to IDPs, orphans, and children deprived of parental care", paragraph 3.4.2 "Develop and implement regional policy of job creation for IDPs, specifically for women", paragraph 3.4.3. "Create a system of psychological, social and physical rehabilitation for the population affected by the conflict. Support the ATO participants and their families".

The **Luhansk** Region Strategy contains Objective 4.2.2. "To implement effective mechanisms of protection of human rights, taking into account the consequences of the armed conflict and its impact on the region's population" and Objective 4.2.3. "To strengthen the capacity of communities for integration and to ensure equal opportunities for IDPs and other vulnerable groups, including women and youth". The SWOT analysis of Luhansk Region noticeably differs with its following strengths: "Regional educational and social institutions engaged in provision of highly specialized care were re-registered and transferred to Government-controlled areas; their activity is gradually resuming." It is also mentioned that due to the demographic changes and the emergence of new social groups (internally displaced persons, and ATO participants and their families), there is a need to introduce new approaches to address the issues and provide innovative services, including creating a barrier free environment.

Among objectives of the Kherson Region Strategy, "the improvement of conditions for rehabilitation of temporarily displaced persons and ATO participants" is once mentioned. However, the Action Plan already contains information on projects to arrange the entry and exit checkpoints in the territory of Kherson Region, and to create Administration Service Centres at the entry and exit checkpoints, and to implement mechanisms to address the housing problems of internally displaced persons engaging investments and grants of international projects.

The Odessa Region Economic and Social Development Strategy mentions IDPs in its Objectives "Social protection and social service of the population, including internally displaced persons", as well as in the SWOT analysis strengths: "The need to provide housing to temporarily displaced persons as a factor in the activation of construction processes."

The Zaporizhzhia, Dnipropetrovsk, Poltava, Rivne, Ivano-Frankivsk, Sumy and Kyiv Region Development Strategies contain no provisions regarding IDPs. At the same time, the Kyiv City Strategy⁷ pays attention to addressing the urgent problems of internally displaced persons and indicates the increase of load on educational institutions.

In general, the proportion of the issues related to internally displaced persons in strategic documents of regional development directly depends on the percentage of IDPs. In regions with small percentage of IDPs in relation to the number of host communities, in most cases there are no specific programmes or separate sections addressing the consequences of displacement and ensuring the needs of IDPs.

⁷ <https://old.kyivcity.gov.ua/files/2016/11/9/Kyiv-City-Strategy-2025-Project.pdf>