



EVALUATION REPORT

Evaluating the Effectiveness of PRM Multilateral Partners in Ukraine to Assist Internally Displaced Persons and Prepare for the Eventual Transition from Relief to Development

June 2017

This publication was produced at the request of the United States Department of State, Bureau of Population, Refugees, and Migration. It was prepared independently by Zumrat Salmorbekova, Erica Holzaepfel, and Mariana Lopez-Davila for Social Impact, Inc.

COVER PHOTO

Rural road in winter, Kharkiv Oblast. *Photo Credit: Alex Shabotenko.*

EVALUATING THE EFFECTIVENESS OF PRM MULTILATERAL PARTNERS IN UKRAINE TO ASSIST INTERNALLY DISPLACED PERSONS AND PREPARE FOR THE EVENTUAL TRANSITION FROM RELIEF TO DEVELOPMENT

FINAL EVALUATION REPORT

June 2017

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ACRONYMS

ADRA	Adventist Development and Relief Agency
ATO	antiterrorist operation area
CAP	Cash Assistance Project
CBI	Community-based initiative
CBO	community-based organization
CSSFCY	Center of Social Services for Family, Children, and Youth
DDC	Donbas Development Center
DoS	U.S. Department of State
DPR	Donetsk People’s Republic
DRC	Danish Refugee Council
ECA	PRM’s Europe, Central Asia, and the Americas
ECHO	European Commission Humanitarian Aid and Civil Protection
EQ	evaluation question
ET	evaluation team
FLAC	Free Legal Aid Center
GBV	gender-based violence
GCA	government-controlled area
GI	group interview
GoU	Government of Ukraine
GP	good practice
HCT	Humanitarian Country Team
HH	household
HPV	Housing Purchase Voucher
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDMC	Internal Displacement Monitoring Center
IDP	internally displaced person
II	individual interview
IMS	information management system
IO	international organization (UNHCR, ICRC, IOM, UNFPA)
IOM	International Organization for Migration
IP	NGO implementing partner of UNHCR, IOM and UNFPA
IPA	individual protection assistance
KII	key informant interview
LNGO	local non-governmental organization
LPR	Luhansk People’s Republic
MoSP	Ministry of Social Policy
MPTF	Multi-Partner Trust Fund
MSL	minimum subsistence level
MT	mobile team
MTOT	Ministry of Temporary Occupied Territories and Internally Displaced Persons
NFI	non-food items
NGCA	non-government-controlled area

NGO	non-governmental organization
NMS	National Monitoring System
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
OSCE	Organization for Security and Cooperation in Europe
PCPM	Polish Center for International Aid
PDM	post-distribution monitoring
PIN	People in Need
PMP	Performance Monitoring Plan (PMP)
PRM	Bureau of Population, Refugees, and Migration
PRP	PRM's Policy and Resource Planning
PSS	psychosocial support
PTM	Post Transfer Monitoring
RH	reproductive health
R2P	Right to Protection
SBU	State Security Service
SI	Social Impact, Inc.
SRH	sexual and reproductive health
UAH	Ukrainian hryvnia (currency)
UFPH	Ukrainian Foundation for Public Health
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
USG	U.S. Government
WHFP	Women Health and Family Planning

EXECUTIVE SUMMARY

Evaluation Purpose and Evaluation Questions

The U.S. Department of State (DoS) Bureau of Population, Refugees, and Migration (PRM) contracted Social Impact, Inc. (SI) to conduct a performance evaluation to examine the effectiveness of PRM's multilateral partners (international organizations, or IOs) in assisting internally displaced persons (IDPs) in Ukraine and preparing for the eventual transition from relief to development. The evaluated IOs include the United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM), and the United Nations Population Fund (UNFPA). PRM's Europe, Central Asia, and the Americas and Policy and Resource Planning offices will use the evaluation findings and recommendations to guide their programmatic and diplomatic decision making in planning for longer-term development regarding the local integration of IDPs in Ukraine. The evaluation answers the following questions:

1. Access to services: What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a *propiska*, social benefits (i.e., pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?
2. Assistance: Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provided to date support local integration over the short, medium, and long term?
3. Beneficiary selection: What are current processes by government entities/UN agencies/non-governmental organizations (NGOs) for selecting beneficiaries for assistance? Are there ways to ensure that the most vulnerable are prioritized?
4. Beneficiary feedback: To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?
5. Best practices: Do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

Program Background

As a result of the annexation of Crimea by Russia and the loss of control over a part of the Donetsk and Luhansk regions in early 2014, a large number of Ukrainians have been forced to leave their homes and move to other regions in Ukraine. In response to this crisis, PRM has provided over \$50 million in humanitarian assistance through UNHCR, UNFPA, IOM, and ICRC. This evaluation assessed the effectiveness and results of the projects outlined in Figure 1 in the Program Background section. *For additional detail, see page 3 of this evaluation report.*

Evaluation Design, Methods, and Limitations

Data collection methods aimed to generate the highest-quality and most credible evidence, taking into consideration time, budget, and other limiting factors. The evaluation team (ET) employed document review, site observations, key informant interviews (KIIs), and group and individual interviews with beneficiaries to collect both primary and secondary data, the majority of which was collected in Kyiv, Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv Oblasts. SI's data collection partner, GfK Global, collected data in Luhansk and Donetsk GCAs. Key informants constituted a purposive sample of multilateral partners' staff, international and local NGO implementing partners (IPs), project

beneficiaries, key stakeholders, PRM, representatives of other donors, and external actors. In total, the ET collected data from 133 key informants (60 male, 73 female) and 363 beneficiaries (128 male, 235 female).

The ET faced certain challenges and limitations in conducting fieldwork in Ukraine. Despite considerable efforts by the evaluation team, initially planned data collection in non-government-controlled areas (NGCAs) of Luhansk and Donetsk over the phone was not carried out due to the de facto authorities' extreme restrictions about any kind of data collection from populations in NGCAs, close surveillance of humanitarian organizations and constant monitoring of phone calls. Based on the Do No Harm principle, the ET decided to collect data from government-controlled areas (GCAs) and arranged meetings with local implementing partners in Dnipro and interviewed partners' staff operating in NGCA over Skype. In addition, an escalated security situation in Luhansk and Donetsk Oblasts introduced risks for GfK Global, implementing partners, and key informants. The ET revised its approach in collecting data in Luhansk and Donetsk GCAs, integrating remote data collection techniques for targeting areas, groups, and individuals who were otherwise inaccessible in person as originally planned. The ET worked closely with the IOs and IPs to identify, and facilitate contact with, key informants and beneficiaries, a process that may have introduced selection bias into the data. *For additional detail, see page 4 of this evaluation report.*

Evidence and Findings

Evaluation Question 1—Access to Services

1. IDPs reported varying experiences with the process of obtaining IDP registration.
2. Overall, access to jobs is problematic for all Ukrainians; however, responses from all stakeholders, regardless of their location, suggest that IDPs and the conflict-affected population are at a disadvantage when it comes to finding a job.
3. Access to high-quality and affordable healthcare is a main challenge for most IDPs, but particularly for the elderly, children, people with chronic diseases, and adults with special needs.
4. Housing is a top priority need for nearly all interviewed IDPs. The ET found that there are chronic housing needs across the whole country, which have been amplified by displacement, with an acute shortage of adequate accommodation in the areas with the highest influx of IDPs.
5. For the most part, IDPs do not obtain permanent residence registration, called *propiska*, because they are unable to get the required documentation. A *propiska* is directly connected to eligibility to access state subsidies, jobs, and the right to vote in local elections.
6. There is a long list of issues that prevent IDPs to register for and receive social benefits—especially pensions—from the government. Chief among them are the government's slow processing speed, strict IDP-verification requirements, and the choice to use only Oschadbank to distribute pensions.
7. Multilateral partners, IDP advocates, and legal service providers reported that Ukraine is experiencing a “proliferation of bylaws” (some of which contradict IDP laws) that lack accompanying instructions for their application. This results in poor implementation by government institutions, slowing down the entire system.
8. The ET found that legal assistance services provided by the government through the Free Legal Aid Centers (FLACs) is insufficient given that the centers are understaffed, lack legal expertise, and only cover IDPs.
9. The right to run for office and vote in local elections is a sensitive issue for the interviewed IDPs and is considered a key factor for local integration. Beneficiaries expressed that their lack of the right to vote prevents them from becoming part of their new communities and inhibits them from requesting support from local authorities or holding them accountable.

10. Access to services, including lack of housing and income-generating opportunities in Ukraine, is a challenge not only for IDPs, but also for the entire population.

Evaluation Question 2—Assistance

1. The evaluation findings indicate that the IOs have been successful in meeting the humanitarian needs of IDPs despite numerous external and internal challenges.
2. PRM's funding and flexible approach was recognized as an important factor for IOs' successful response to the humanitarian needs of displaced and other conflict-affected people.
3. Interviews with external actors revealed a need for IOs implementing indirectly in NGCAs to identify a more effective and efficient approach in DPR and LPR. The ET recognizes the very complex, challenging, and sensitive situation of operation in NGCAs. However, the conflict is in its fourth year with little prospect for resolution in the near future and coupled with the reduction in funding, there is a need for IOs to examine the outcomes and cost-effectiveness of their operations.
4. IOs collaborated well amongst themselves as well as with their implementing partners and local authorities to successfully design interventions grounded in assessments/consultations with intended target beneficiaries and local government officials.
5. All IOs contributed to supporting local integration in the short and medium term.
6. IOs' efforts to repair housing responded to immediate, short-term needs, which reflects their mandate as humanitarian organizations, given that long-term housing is the responsibility of development actors.

Evaluation Question 3—Beneficiary Selection

1. The evaluation findings suggest that the most vulnerable are defined and prioritized based on the vulnerability criteria developed by IOs.
2. IDPs living in rural areas are not well targeted and reached by humanitarian organizations as reported by beneficiaries in Kherson, Kharkiv, and Lviv. Local NGO partners reported logistical challenges to accessing and providing services to rural IDPs due to a lack of vehicles (please see Annex X for more details).
3. Despite IO's efforts to define and target the most vulnerable, beneficiaries reported that the lives of those IDPs who were more or less stable are rapidly becoming vulnerable, and those who were already vulnerable are becoming extremely vulnerable due to the lack of job opportunities, increases in rent, utility payments, and the prices for other basic needs, as well as the shift of the international community's attention to the grey zone.

Evaluation Question 4—Beneficiary Feedback

1. Beneficiaries indicate that the assistance provided by PRM partners helped them feel comfortable and helped them settle into their new communities; however, IDPs stated they do not feel fully integrated due to a lack of sustainable housing and adequately paying jobs.
2. Lack of acceptance of IDPs and negative attitudes towards IDPs among host communities is a factor that negatively affects integration of IDPs in new communities.
3. The majority of beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv expressed the need for information about services provided by the international community. While IDPs are skeptical about, and maintain low expectations for, receiving govt. services, they do expect the international community to more actively provide information about how to access services and assistance.
4. Although the majority of ICRC beneficiaries rate their experience obtaining services from ICRC as "very satisfactory," some (those residing close to the contact line) reported delays in receiving in-kind aid.

5. IOM beneficiaries in Luhansk and Donetsk GCAs are satisfied with the aid they have received. Cash-for-rent and cash-for-work beneficiaries are more satisfied than those who received hygiene kits.
6. Findings suggest the following preferred forms of assistance: sustainable housing, access to medication, psychological support, improved living/shelter conditions, and access to microcredit/loan and income-generating opportunities.

Evaluation Question 5—Best Practices

1. The evaluation findings indicate that most IOs, fully or partially, utilize good practices in their activities and engagement.

For additional detail on evaluation findings, see page 9 of this evaluation report.

Conclusions

Overall Conclusion: the ET concludes that PRM and the IOs play an important and largely effective role in assisting IDPs and in engaging with the government and implementing partners to prepare for the eventual transition from relief to recovery.

Evaluation Question 1—Access to Services

1. Even though access to jobs is challenging for all Ukrainians, the evaluation concludes that IDPs are more vulnerable due to the lack of a propiska, lack of useful skill set, employers' unwillingness to hire IDPs (who, even if hired, earn lower salaries), loss of social and business networks, and a language barrier for the displaced in the western part of the country.
2. There are no significant challenges in accessing primary and secondary education for IDP children; however, there are concerns about increasing cases of bullying of IDP children.
3. Access to healthcare is officially free for all citizens; however, the low quality of healthcare and forced "benevolent" contributions to the health facility for diagnostic and treatment service is connected with general corruption.
4. Housing is a top-priority need for displaced persons, as it is for the general population. However, IDPs face more challenges in accessing and paying rent and utility bills.
5. Older IDPs are experiencing significant obstacles in receiving pensions that they have earned and are entitled to due to the imposed bureaucratic and cumbersome verification process.
6. Legal assistance is an important and necessary form of support for IDPs, especially for older people and other vulnerable groups, in protecting their rights and accessing social benefits and entitled pensions.

Evaluation Question 2—Assistance

1. The ET concludes that, overall, PRM's multilateral partners have been largely successful in meeting the humanitarian needs of IDPs despite the external and internal challenges; however, some adjustments to assistance are needed.
2. The provided assistance supports local integration over the short, medium, and, longer term. However, there is a lack of engagement and cooperation of PRM partners with development organizations to ensure transition from humanitarian relief to development.

Evaluation Question 3—Beneficiary Selection

1. All partners established their own process of selecting beneficiaries, although the processes vary depending on the modality of assistance and location of program implementation.
2. PRM partners have targeted and reached the most vulnerable groups of populations such as the elderly (65+), disabled, single mothers, and large families with multiple children.

Evaluation Question 4—Beneficiary Feedback

1. IDPs reported that the psychosocial support, individual protection assistance, community-based initiative grants, legal aid, cash, in-kind goods, and other forms of assistance from UNHCR, ICRC, and IOM to a large extent facilitated their settlement in new communities. However, without sustainable housing and income-generating opportunities, IDPs do not feel fully integrated.

Evaluation Question 5—Best Practices

1. The ET concludes that to a large extent, PRM partners make use of best practices in their programming and engagement.

For additional detail on evaluation conclusions, see page 32 of this evaluation report.

Overarching Recommendations

Below are overarching recommendations for continued progress in assisting IDPs in Ukraine. Please see page 35 of this report for specific, actionable recommendations tailored for PRM and the IOs.

1. Introduce and/or amend legislation and policies to improve the quality of, and IDPs' access to, services.
2. Adjust programs and activities to improve effectiveness of assistance.
3. Engage in information sharing and outreach, both with the wider international community and with government structures and beneficiaries.
4. Partners should continue to be actively engaged in collaboration and partnership-building with national and local authorities, community-based organizations (CBOs), and other NGOs. PRM should support and encourage this.
5. Ensure that host communities are included in programming to strengthen social cohesion and IDP integration.
6. Develop a strategy to manage the aftermath of displacement and mainstream IDP issues into local development plans and initiatives.
7. Engage development actors to identify potential humanitarian-development linkages and plan for IDP integration.

EVALUATION PURPOSE AND EVALUATION QUESTIONS

Evaluation Purpose

The U.S. Department of State (DoS) Bureau of Population, Refugees, and Migration (PRM) contracted Social Impact, Inc. (SI) to conduct a performance evaluation to examine the effectiveness of PRM's multilateral partners (international organizations, or IOs) in assisting internally displaced persons (IDPs) in Ukraine and preparing for the eventual transition from relief to development.

PRM's IOs include the following:

1. United Nations High Commissioner for Refugees (UNHCR)
2. International Committee of the Red Cross (ICRC)
3. International Organization for Migration (IOM)
4. United Nations Population Fund (UNFPA)

The evaluation assessed PRM-funded programs implemented by the above-listed IOs, between 2014 and 2016. This multi-stage evaluation was conducted from October 24, 2016 through June 9, 2017. PRM's Europe, Central Asia, and the Americas (ECA) and Policy and Resource Planning (PRP) offices will use the evaluation findings and recommendations to guide their programmatic and diplomatic decision making in planning for longer-term development regarding the local integration of IDPs in Ukraine. The objectives of the evaluation include:

- analyzing whether PRM's partners made use of good practices in their programming and engagement;
- assessing whether PRM's partners appropriately assessed gaps in government humanitarian and integration assistance; and
- identifying any unintended consequences that occurred as a result of local integration efforts.

Evaluation Questions

This evaluation seeks to inform PRM's following evaluation questions:

1. **Access to services:** What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a *propiska*, social benefits (i.e., pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?
2. **Assistance:** Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provided to date support local integration over the short, medium, and long term?
3. **Beneficiary selection:** What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance? Are there ways to ensure that the most vulnerable are prioritized?
4. **Beneficiary feedback:** To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?
5. **Best practices:** do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

PROGRAM BACKGROUND

Ukraine Country Context

As a result of Russia's annexation of Crimea and Ukraine's loss of control over a part of the Donetsk and Luhansk regions in early 2014, a large number of Ukrainians have been forced to leave their homes and move to other parts of the country. The conflict has created a humanitarian crisis for an estimated 3.8 million civilians in both the government-controlled areas (GCAs) and the non-government-controlled areas (NGCAs)—the so-called Luhansk People's Republic (LPR) and Donetsk People's Republic (DPR).¹ As of November 2016, 2.8 million civilians were displaced, 1.7 million were registered IDPs,² and 1.2 million became refugees in neighboring countries.³ The war has left approximately 22,212 people wounded and 9,569 dead.⁴

The situation for IDPs remains challenging, especially for those living close to the conflict line and in the NGCAs. To gain access to services and livelihood opportunities, and to maintain family links, the affected populations risk their lives crossing the line of conflict daily. Shelling, heavy machine gun fire, and the presence of mines and unexploded ordnance is reported in most locations.⁵ More than 6 million movements across the line have been registered since the beginning of 2016.⁶ A portion of the affected civilian population has not yet been granted full access to essential services and humanitarian aid. Several villages along the front line remain isolated from adequate humanitarian assistance. In Luhansk Oblast, the lack of a transport corridor has restricted humanitarian agencies and created security issues for civilians, who are forced to cross a footbridge. With the main transport corridors passing through Donetsk Oblast, the civilian population in Luhansk Oblast sometimes must move through rivers, forests, and fields, which are at high risk of being contaminated by mines and explosive remnants of war.⁷ With the escalation of conflict in Avdiivka in February 2017, the situation has continued to deteriorate.

In addition, since July 2015, de facto authorities in the NGCAs Donetsk and Luhansk have restricted humanitarian assistance delivery, citing security and espionage concerns, allowing only a few organizations to operate in the NGCAs.⁸ On the other hand, the Government of Ukraine (GoU) has somewhat eased its previous procedural impediments to humanitarian aid delivery and has taken steps to assume leadership in responding to the crisis. The creation of the Ministry of Temporarily Occupied Territories and IDPs (MTOT), which has a mandate for humanitarian and recovery coordination,⁹ is an example of this leadership. However, its overall response has been weak. The GoU has enforced several measures that continue to negatively impact the conflict-affected population's situation, among which is the temporary order that requires NGCA residents to register as IDPs before receiving pensions and other social payments.¹⁰ In March 2017, after the de facto authorities in Donetsk declared the contact line as a state border and took over all Ukrainian companies based in NGCAs, the GoU enacted a ban on all trade with businesses or other entities in NGCAs and blocked cargo from crossing the contact line, resulting in a significant loss of livelihoods in the DPR and LPR.¹¹ For additional information about the Ukraine country context, please see Annex VII.

U.S. Government Humanitarian Assistance Support

The PRM-supported UNHCR, IOM, and UNFPA programming is funded against strategic objectives outlined in the annual Humanitarian Response Plans (HRPs) developed by the UN-led Humanitarian Country Team (see Annex VIII for the 2015–2016 HRP strategic objectives).¹² ICRC, being an independent, neutral, and impartial humanitarian organization, is funded against its own annual Emergency Appeals and set five objectives to address humanitarian issues (see Annex VIII for objectives).¹³ In response to this crisis, PRM has provided over \$50 million in humanitarian assistance to

Ukraine via its IOs. According to the 2016 HRP, the key humanitarian issues include protection, humanitarian access, emergency education, water, food, health and shelter assistance, and access to critical, basic services and markets.¹⁴ Figure 1 presents the assistance type, target group, and level of PRM funding for each IO.

Figure 1. Partner information: type of assistance, target group, and PRM funding

Type of assistance	Target Group	PRM Funding ¹⁵	
UNHCR			
Legal aid; information dissemination; counseling; advocacy; cash assistance; capacity building and CSO Forum; quick-impact projects to promote peaceful coexistence and tolerance; individual protection assistance, including SGBV; PSS; Shelter/NFI; winterization.	Vulnerable IDPs, returnees, and host community	2016	\$8,100,000
		2015	\$10,400,000
		2014	\$2,850,000
ICRC			
Delivering food, hygiene items, medicine, and building materials; operations to release and transfer detainees; assistance with medical and surgical care; reminds key conflict parties of their obligations under the IHL; cash assistance for unemployed IDPs; there is no IDP specific program in NGCAs.	Most vulnerable conflict-affected population living along the contact line, IDPs, returnees, detainees, wounded	2016	\$7,450,000
		2015	\$21,500,000
		2014	\$2,300,000
IOM			
Cash-for-rent, cash-for-work, distribution of hygiene and winterization kits; local integration of IDPs; expansion of schools and kindergartens or playgrounds; improvement to infrastructure, primary healthcare facilities, and health posts.	Returnees, vulnerable population living close to a buffer zone (20 km from the contact line), IDPs and host community. Social institutions in NGCAs.	2016	\$3,000,000
		2015	\$3,000,000
		2014	\$405,000
UNFPA			
Health kits; dignity kits; outreach service; capacity building; support to mobile clinics; awareness raising	Social institutions and services providing assistance to women, adolescents	2016	\$1,000,000
		2015	\$1,000,000
		2014	\$120,000

United Nations High Commissioner for Refugees (UNHCR): UNHCR receives un-earmarked funds from PRM to support its programming in Ukraine. UNHCR chairs and leads the Protection and the Shelter/Non-Food Items (NFI) Clusters. In 2014, UNHCR supported the GoU to develop IDP-specific legislation, contributed to setting up a registration system, carried out protection monitoring and interventions, and delivered humanitarian assistance in close coordination with local authorities and through engagement with civil society organizations. UNHCR indirectly implements PRM-supported activities in NGCAs through its three IPs. In Luhansk and Donetsk GCAs, UNHCR implements directly via its IPs. See Annex XI for the complete list of IPs, and figure 1 and Annex IX for more details on UNHCR operations.

International Committee of the Red Cross (ICRC): ICRC directly implements PRM-supported programs in both GCAs and NGCAs of Luhansk and Donetsk Oblasts. ICRC addresses the humanitarian needs by focusing on the most vulnerable villages located on the front line. ICRC also helps wounded and sick people obtain appropriate medical and surgical care. With ICRC’s material assistance, including cash, health facilities on both sides of the contact line rehabilitate complex infrastructure and treat weapon-wounded and chronically ill patients. In dialogue with all parties of the conflict, ICRC encourages compliance with international humanitarian law and humanitarian principles. ICRC has observer role in coordination clusters. Figure 1 and Annex X detail ICRC’s assistance and activities.

International Organization for Migration (IOM): PRM supports IOM’s assistance to vulnerable populations living close to a buffer zone (neutral area serving to separate hostile forces) in the GCAs of

Luhansk Oblast and the GCAs and NGCAs of Donetsk Oblast. In NGCAs, IOM targets social institutions and distributes hygiene kits. These institutions are located in close proximity to the most vulnerable groups, namely people with disabilities and/or chronic disease, elderly in the direst situations, and the homeless. IOM utilized PRM funds to help GoU develop a national IDP database that is expected to connect all existing IDP-related information in one centralized system. IOM also established a national monitoring system, which is a bimonthly IDP survey to track changes in the socioeconomic situation of displaced persons throughout Ukraine. See Figure 1 and Annex X for more details.

United Nations Population Fund (UNFPA): UNFPA's humanitarian response addresses the gender-based violence (GBV) and sexual and reproductive health (SRH) needs of the most vulnerable women and young people in the region. UNFPA activities are detailed in Figure 1 and Annex X. In cooperation with the Ministry of Social Policy (MoSP), UNFPA provided psychosocial support and healthy lifestyle education to children and adolescents. The UNFPA-led GBV sub-cluster contributed to strengthening the UN-wide response and ensured its field presence in five eastern regions.

EVALUATION DESIGN, METHODS, AND LIMITATIONS

Social Impact’s evaluation team used a mixed-methods evaluation design to answer PRM’s evaluation questions, including review of program documents, semi-structured individual interviews, group interviews, and program site observation.¹⁶ The evaluation matrix in Annex II details the data sources and key informant categories that informed the ET’s answers to each of the evaluation questions.

SI deployed a two-member ET to Ukraine during five weeks in February and March 2017. Zumrat Salmorbekova, Team Leader, and Mariia Matsepa, Subject Matter Expert, visited program sites in Kyiv, Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv Oblasts. During March and April 2017, SI’s data collection partner, GfK Global, collected data in Luhansk and Donetsk GCAs.

Evaluation Design and Methodology

Document review: The first deliverable of this evaluation was a desk review of the IOs’ program documents and literature on good/best practices regarding the local integration of IDPs. The Ukraine field evaluation complements findings from the Desk Review Report submitted to PRM in January 2017. See Annex XVII for the Desk Review Report.

Key informant interviews (KIIs): Fieldwork in Ukraine involved 108 KIIs with 133 individuals (60 males, 73 females) representing the individuals and organizations listed below. See Annex V for a detailed list.

Five categories of target groups served as data sources:

1. **Donors:** DoS/PRM, USAID/OFDA/OTI, European Commission Humanitarian Aid and Civil Protection (ECHO) (5 KIIs)
2. **PRM’s Multilateral Partners/International Organizations (IOs):** UNHCR, ICRC, IOM, and UNFPA as well as their implementing NGO partners (IPs) (60 KIIs):
 - **UNHCR’s IPs:** Station Kharkiv, CrimeaSOS, Right to Protection (R2P), Dopomoga Dnepra, Horeniye, City Aid Center, Bridge (Most), Maximal, Donbas Development Center (DDC), Adventist Development and Relief Agency (ADRA), People in Need (PIN), Danish Refugee Council (DRC), HelpAge International, Norwegian Refugee Council (NRC), Proliska, Slavic Heart
 - **IOM’s IPs:** Polish Center for International Aid (PCPM), Responsible Citizens
 - **UNFPA’s IPs:** Ukrainian Foundation for Public Health (UFPH–ICF); Women Health and Family Planning (WHFP); and LaStrada – International Women’s Rights Center (LaStrada Ukraine);
3. **Service providers:** mobile teams (MTs), psychologists, legal services providers, IDP advocates, social workers, volunteers, GBV shelter administration (22 KIIs);
4. **Central and local government authorities:** Ministry of Temporary Occupied Territories and Internally Displaced Persons (MTOT), oblast departments of social protection, oblast and city Centers of Social Services for Family, Children, and Youth (CSSFCY), mayors, governor advisor, oblast health departments, State Emergency Service, oblast pension funds (19 KIIs);
5. **External stakeholders:** Office for the Coordination of Humanitarian Affairs (OCHA), UNDP (2 KIIs).

KII protocols were tailored to the key informant's role as well as the extent of the key informant's involvement in program activities and the time available for interviewing. See Annex III for the KII protocols.

Group and individual interviews: The ET conducted semi-structured group and individual interviews with beneficiaries. The sample included male and female IDPs and a limited number of non-displaced people (5 female). In total, the team interviewed 363 beneficiaries (235 female, 128 male), of whom 242 were interviewed in groups (156 female, 86 male) and 121 individually (79 female, 42 male).

The ET applied a purposive sampling method. Group interviews were conducted with shelter, cash-for-rent, cash-for-work, legal assistance, in-kind aid (hygiene, winterization kits), and training beneficiaries. Individual interviews, including home visits, were conducted with psychosocial support, multipurpose/winterization cash assistance, individual protection assistance (IPA), and legal and shelter assistance beneficiaries. In Luhansk and Donetsk GCAs, some of the IIs with ICRC and UNHCR beneficiaries residing on or close to the front line were conducted over the phone (due to security reasons the ET was not able to visit the settlements).

Observation of program sites: During the fieldwork, the ET visited collective centers (*romashka*) in Vasishchevo, Kharkiv Oblast; a shelter for GBV survivors run by UNFPA's partner, Charitable Fund Initiative in Kharkiv; a child-friendly space at the Station Kharkiv in Kharkiv; and *Kudykina Gora*, an art space arranged jointly by the local community and IDPs outside of Kherson City.

During the visits, the ET observed beneficiaries' ability to obtain information and leave feedback, staff members' availability to answer questions, and the interaction dynamics between service providers and beneficiaries. During one of the UNHCR beneficiary home-visit interviews in Zaporizhzhia, the ET witnessed a visit from police to the beneficiary's home to verify her presence in GCA, observing the interaction and questioning of the beneficiary.

Analysis: The ET began data analysis by conducting an in-depth discussion to identify and conceptualize common trends and themes that emerged from the qualitative data collected. Once all qualitative data were consolidated according to the evaluation questions (EQs), the ET identified the most prevalent themes and concepts mentioned by respondents in order to yield in-depth analysis pertinent to the EQs.

Limitations

The ET faced challenges and limitations in conducting fieldwork in Ukraine including the following:

De facto authorities' extreme restrictions on data collection and escalated security situation: Despite the ET's considerable efforts, data could not be collected in NGCAs due to the de facto authorities' extreme restrictions on data collection from populations in NGCAs, close surveillance of humanitarian organizations, and constant monitoring of phone calls. IOs were reluctant to potentially put their presence, operation, and activities at risk and to risk exposing beneficiaries and local partners to pressure from the de facto authorities. Based on a Do No Harm approach, the ET instead collected data from NGCAs by arranged meetings with local partners of UNHCR in Dnipro (outside the NGCA), and conducted Skype interviews with ICRC's staff operating in NGCA. The deteriorated security situation also forced the ET to revise its data collection approach in Luhansk and Donetsk GCAs, delaying GfK Global's schedule. Difficulty accessing contact-line settlements due to the increased shelling and deteriorated security at the time of data collection forced the ET to revise its data collection plan. Thus, instead of completing the 23 planned group interviews (GIs) the team conducted 18 GIs in Luhansk and Donetsk GCA; the remaining 5 GIs with ICRC beneficiaries were conducted as in-depth interviews over the phone.

Intended focus group discussions were not conducted as methodology would require; instead, they were conducted in the form of GIs when the composition of group respondents was not in accordance

with sampling criteria (age, gender, and type of beneficiary) or when some respondents were late, which required the moderator to repeat informed consent, the confidentiality principle, and the purpose of the study. Therefore, throughout the report the intended “focus group discussions” are called “group interviews.”

EVIDENCE AND FINDINGS

Evaluation Question 1, Part I. Access to Services: What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a *propiska*, social benefits (i.e., pensions), legal assistance, and the right to vote in his/her new community?

Finding 1: IDPs face varying experiences regarding the process of obtaining IDP registration. Overall, beneficiaries reported that IDP registration has improved, despite long lines and waiting periods until paperwork was processed and IDP benefits were received. UNHCR beneficiaries reported that there is no mass displacement causing long waits as before, the process is better organized and less confusing in terms of required documentation, and the Department of Social Policy employees are clearer about IDP registration procedures. They reported that some of the bureaucratic burden has lessened with the abolition of the requirement to revalidate IDP certificates every six months and the placement of the State Migration Service registration stamp of the IDP's place of residence on the IDP certificate. This positive change occurred as a result of advocacy efforts by international organizations and civil society, including UNHCR,¹⁷ in the adoption of Law No. 921 (2066) by the Ukraine parliament on December 24, 2015.¹⁸

Nevertheless, beneficiaries in Luhansk and Donetsk shared their perception that obtaining an IDP certificate is challenging for those individuals residing close to the contact line and displaced within their town/village/street because they are not considered IDPs by the Social Protection

"Long queues, short working hours, and employees' cynical, arrogant, and disinterested attitude are an inherent aspect of all state agencies providing services to [the] population."

~ Female (57), legal assistance BNF, GI, Kharkiv

Department of the Ministry of Social Policy (MoSP). They also reflected on the experience of people with disabilities and the elderly living in the NGCAs, for whom it is especially challenging to obtain an IDP certificate because of the difficulty in crossing the contact line at the checkpoints (lack of transport and extremely long lines - beneficiaries reported waiting times of between 20-25 hours).

In Kharkiv and Dnipro, legal and in-kind assistance beneficiaries reported that there are still cases when IDPs are denied registration because they do not have a passport, or the photo of the passport holder was not updated when he or she was 25, 45, or 65.¹⁹ Respondents also reported that Department of Social Policy employees do not provide the reason(s) for rejections in writing.²⁰ This creates difficulties when it comes to appealing the decision in court because there is no proof of rejection in registration, or in any other government services, for that matter.

Beneficiaries also highlighted that state regulations for registration procedures are constantly changing, which makes it difficult for IDPs to follow them.²¹ In Kharkiv, Dnipro, Kherson, Luhansk, and Donetsk, interviewed IDPs reported that public service agencies lack organization and communication skills and do a poor job of managing the flow of people.²² Moreover, in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, respondents reported that displaced people in rural areas face more problems with IDP registration than those settled in cities and towns.²³ Often the issue is related to accessibility to state services because of poor transport and lack of human resources in state agencies for the timely and orderly processing of paperwork. Thus, legal and in-kind assistance beneficiaries in Kharkiv and Kherson pointed out that often in rural areas there is just one state employee providing services, resulting in a very long wait to process paperwork, which in turn delays payments of IDP benefits.

Finally, interviewed young people reported that higher education students from Donbas and Crimea who began their education in 2014 in other oblasts in Ukraine have problems obtaining IDP certificates because they moved outside of their home oblasts before the start of the conflict and are not

considered IDPs by the government.²⁴ Students without IDP registration are ineligible for student benefits such as full or partial coverage of dormitories, free books, and Internet access.²⁵

Finding 2: *Overall, accessing jobs is problematic for all Ukrainians; however, responses from all stakeholders, regardless of their location, suggest that IDPs and the conflict-affected population are at a disadvantage when it comes to finding a job.* One explanation is that displacement has disrupted established social and business networks that would otherwise assist IDPs in finding adequately paying jobs if they were residing in their places of origin.²⁶ In addition, lack of local *propiska* (permanent residence registration) reduces a person's chances of being hired by local businesses or state agencies, with the exception of a few professions, such as medical doctors, lawyers, and judges. Eight out of fourteen group interviews with legal assistance beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, as well as individual interviews in Kramatorsk, Kremennaya, Bakhmut, and Sieverodonestsk, reported that people with a *propiska* from Luhansk and Donetsk Oblasts are discriminated against because they are considered unreliable. Furthermore, if IDPs are hired, they earn a lower salary than a person with a local *propiska*.

Beneficiaries interviewed in groups and individually reported that the job opportunities suggested by the State Employment Service are low-paying and IDPs are reluctant to accept them because they will not cover their expenses and they will have to pay fees for the commute.²⁷ IDPs from the coal mining and metallurgic industries have an unmatched skill set. Reportedly, this is an issue specific to men from Donbas. The absence of jobs in conflict-affected areas was reported across the board by the interviewed beneficiaries in Luhansk and Donetsk GCAs. Beneficiaries from rural areas, residing close to the contact line, stated that due to the field mines they are not able to cultivate the land and perform agricultural activities, which is the main livelihood activity. Age discrimination in hiring was reported by beneficiaries regardless of sex and geographic location. In Lviv, some of the beneficiaries stated that the Ukrainian language creates barriers in accessing jobs for Russian-speaking displaced persons.²⁸

Finding 3: *The ET found that while IDP children are able to access primary and secondary education, they still experience some challenges.* Thus, interviews with ICRC and UNHCR beneficiaries in Donetsk Oblast revealed that students are having a difficult time accessing schools because of a lack of transportation.²⁹ One UNHCR partner in Bakhmut also stressed that children from some villages in grey zones³⁰ are missing school because of a lack of transportation.³¹ Furthermore, interviewees reported that high school graduates from NGCAs may face difficulties in applying to institutions of higher education in GCAs since their high school diploma, like any other document issued in the opposition-held territory, is not recognized by the GoU. Right to Protection (R2P) and CrimeaSOS legal assistance providers reported that students without IDP registration are ineligible for student benefits such as full or partial coverage of dormitories, free books, and Internet access.

In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, interviewed legal advisers, LaStrada hotline service consultants, IOs, IPs, and beneficiaries are concerned with increasing cases of bullying of IDP children in schools. The inability of IDP families to pay unofficial school and kindergarten fees reportedly causes a biased attitude among school administrators towards displaced children. Furthermore, although the ET interviewed a very small number of minority group respondents within the IDP population, the interviewed ethnic minority beneficiaries stated that while they have been able to access education without substantial difficulty, some children have missed school due to the psychological trauma associated with their displacement.³²

Finding 4: *Access to high-quality and affordable healthcare is a challenge for most IDPs, but particularly for the elderly, children, people with chronic diseases, and adults with special needs.* Service providers, beneficiaries, and implementing partners (IPs) of UNHCR, IOM and UNFPA reported that accessing quality healthcare is quite challenging for all citizens. In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv,

the majority of interviewed beneficiaries reported that the problems with healthcare are due to general corruption as well as the poor salaries that health workers receive. Patients are forced to pay “benevolent” contributions to the health facility for diagnostic and treatment services. Moreover, the most vulnerable displaced populations—the elderly, children, people with chronic disease, and adults with special needs—face challenges in accessing medication due to high prices, low quality of treatment, and health workers’ negligent attitudes. Beneficiaries in nearly all locations reported that they were having to choose between paying rent, utility bills, putting food on the table, or purchasing medications.³³ In addition to the low quality of healthcare and unaffordability of medication, beneficiaries in Liman, Makavaro, Slavnoe, and Triokhizbenka expressed concerns with a lack of access to tertiary care. In order to see a medical specialist, beneficiaries are referred to a specialist in other cities like Kharkiv or Kramatorsk, which for the majority is unaffordable because they have to pay for transport and living expenses as well as food while they undergo diagnosis and treatment.³⁴

Finding 5: *Housing is a top-priority need for nearly all interviewed beneficiaries. There are chronic housing needs for Ukrainian citizens across the whole country, which have been amplified by displacement, with an acute shortage of adequate accommodation in the areas with the highest influx of IDPs.* The vast majority of interviewed beneficiaries stated that they do not have a lease/rental agreement. This directly affects their access to social benefits, such as the utility subsidy and access to employment (as discussed above).

Landlords’ unwillingness to pay rent income tax, desire to avoid verification from authorities, fear of losing subsidies, and/or fear that tenants may contest the property ownership later, are the key reasons that the displaced are not provided with a lease/rental agreement.³⁵ The lack of a formal lease agreement increases IDPs’ vulnerability to eviction and contributes to a rise in rent rates. Those unable to afford increases in rent are forced to move out, which directly affects their access to basic services such as school and health facilities.³⁶ Families with multiple children and/or with a disabled family member experience increased challenges in renting housing.³⁷ Competition for cheap housing reduces availability of rental properties. In small towns like *Barvinkove*, beneficiaries described the challenges they faced in finding a rental property due to owners’ preference for selling rather than renting.³⁸ This situation reportedly is equally challenging for all renters—not only for IDPs—in Barvinkove.

In addition, nearly half of the interviewed beneficiaries in Luhansk, Donetsk, Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv Oblasts reported that IDPs face discrimination in accessing housing because property owners are unwilling to rent to IDPs, mainly out of fear of rent payment delays from displaced tenants.³⁹ There are differences in price and availability of housing between urban and rural parts of the country. Renting is cheaper in rural areas; however, there is no infrastructure such as schools, health facilities, shops, or transportation. Beneficiaries in urban areas highlighted the abundance of idle properties, unfinished and in poor condition, that could be rehabilitated by IDPs to make suitable housing, if local authorities would allow it.⁴⁰

Finding 6: *The majority of IDPs do not obtain permanent residence registration, called propiska. A propiska is directly connected to eligibility to access state subsidies (entitled to each citizen having income below the minimum subsistence level, as the State helps pay utility bills), jobs, and the right to vote in local elections.* Beneficiaries reported that IDP certificates contain a temporary residence registration, without which they would not have access to state-provided targeted financial assistance to IDPs. Reportedly, permanent residence registration may be received only if, for example, an IDP owns property or is granted a *propiska* by a landlord, which rarely happens. The issue of property compensation/restitution was raised frequently, mostly by older beneficiaries, in all visited oblasts. Older IDPs want to sell their property in their place of origin to enable them to start a normal life in their current place of residence and avoid paying high rent rates and utility bills in both places.

Finding 7: *There is a long list of issues that prevent IDPs from registering for and receiving social benefits—especially pensions—from the government. Chief among them are the government’s slow processing speed, strict IDP-verification requirements, and the choice to use only Oschadbank to distribute pensions.* In Luhansk and Donetsk oblasts, IDPs consistently face delays receiving benefits (up to eight months) due to the lengthy processing of social benefits or electronic pension file transfer applications. As a legal service provider in Mariupol stated, responsible state agencies do not follow the timeframe specified in the instructions for timely consideration of applications.⁴¹ According to the interviewed local authorities, the delays are partly due to a lack of staff in social service departments to serve the increased populations.⁴² IDP pensioners from Crimea have to wait a very long time until a pensioner’s file (paper, not electronic) goes through Moscow from Crimea for Lviv Pension Fund to resume/start pension payments, including arrears. An interview with Lviv Oblast Pension Fund confirmed that the process of pension approval for IDP pensioners from Crimea is extremely cumbersome.⁴³

Moreover, in Kharkiv, Dnipro, Kherson, Zaporizhzhia, and Lviv, of 21 interviewed IDPs, eight stated that they are experiencing challenges in accessing social benefits, while five pensioners are experiencing difficulties in accessing their earned pensions due to a sudden, unknown end to receiving social benefits or to a lengthy process for the decision on pensions. Interviewed IDPs complained about “verification commissions” formed at the Department of Social Protection that make unannounced visits to IDPs’ homes to verify they are residing on the GCA territory and have not moved back to NGCAs.⁴⁴ This measure was established to implement the Cabinet of Ministers’ Resolutions No. 595 and 637, stating that persons from NGCAs can receive their pensions and other entitlements only if they leave the NGCA and register and reside as IDPs in GCAs. If IDPs are not found to be residing at their stated place of residence, they get de-registered and cease to receive any support from the government. As IOs, IPs, and beneficiaries reported, the GoU does not view pensions as earned and entitled property that should be provided unconditionally without any geographic distinctions. The interviewed employees from the departments of Social Protection and Pension Fund stated that this measure is intended to prevent fraudulent activities.⁴⁵ However, a number of key informants suggested that, in many cases, IDPs never went back to the NGCA and still their payments were canceled or suspended.⁴⁶ Retired beneficiaries explained that it is a very cumbersome process to prove to the verification commissions that they are present in GCAs and need their pension payments resumed.⁴⁷ IDPs in Luhansk, Donetsk, Kharkiv, Dnipro, Zaporizhzhia, and Kherson reported that unannounced visits by verification commissions to IDPs’ place of residence during working hours when they might be out result in suspensions/cancellations of pensions and/or IDP-targeted financial assistance. A member of a verification commission confirmed that home visits are intentionally conducted without notice.⁴⁸

“Red tape—have not received social assistance for four months because someone in the Social Security department did not process it in time.”
~ Group discussion, UNHCR/HelpAge beneficiaries, Kremennaya

In Dnipro, Kharkiv, and Zaporizhzhia, pensioner beneficiaries criticized the state for forcing them (IDP pensioners) to use Oschadbank to receive pensions. In Kharkiv and Zaporizhzhia, pensioners consider this as a human rights violation because it gives the state leverage to control IDP pensioners. Pensioners reported that many banking functions are absent at Oschadbank; for example, an electronic pension card cannot be used to make a payment or transfer. In addition, Oschadbank requires pensioners to be physically present to open an account as well as to visit the bank every three months for identity verification (if a pensioner holds a paper-based pension card); a power of attorney is not accepted. This is particularly challenging for bedridden and disabled pensioners.

Finding 8: *IOs, IDP advocates, and legal service providers reported that Ukraine is experiencing a “proliferation of bylaws” (some of which contradict IDP laws), and a lack of accompanying instructions in*

*the application of bylaws results in poor implementation of IDP law by government institutions. Key informants reported that it is difficult even for lawyers, let alone ordinary displaced persons whose lives are directly affected, to keep up with the complicated, ever-increasing, and ever-changing IDP-related bylaws, which create challenges in access to basic services, pensions, and documentation.*⁴⁹

Finding 9: *Legal assistance beneficiaries reported difficulties paying court fees.*⁵⁰ In order to legalize birth or death certificates issued in NGCAs (GoU does not recognize any civil status registration issued by de facto authorities in NGCAs), IDPs are referred to courts.⁵¹ However, court fees have doubled, bringing the minimum fee to 640 Ukrainian hryvnia (UAH) (in comparison, IDP-targeted financial assistance for an adult IDP is 448 UAH), making court appeals inaccessible and unaffordable for vulnerable IDPs.⁵² State social service institutions are exempted from paying these fees.⁵³ There appears to be a growing number of appeals by state institutions in court cases ruling in favor of IDPs to restore social/IDP benefits.⁵⁴ Moreover, in Dnipro and Zaporizhzhia, IOs and beneficiaries criticized the infeasibility of the so-called “clawback” cases, whereby the government requests that IDPs currently receiving targeted financial assistance return payments in full if they fail to report within three days that they have made a bank deposit or acquired living quarters.

Finding 10: *The ET found that legal assistance services provided by the government through the Free Legal Aid Centers (FLACs) is insufficient given that the centers are understaffed and lack legal expertise in complex legal issues relating to IDPs. As of January 5, 2017, per presidential decree, IDPs are eligible to receive legal assistance by the government’s FLACs.*⁵⁵ Interviewed lawyers in Kharkiv expressed skepticism in terms of availability of human resources at FLACs. There are 200,000 registered IDPs in Kharkiv Oblast and only 202 attorneys in the FLAC who are expected to consider the cases of vulnerable citizens, including IDPs.⁵⁶ Interviewed lawyers identified at least three significant weaknesses of the FLACs’ ability to provide quality legal aid to IDPs: 1) lack of expertise and experience in complex legal issues relating to IDPs; 2) legal assistance is provided only to registered IDPs, meaning unregistered displaced persons are left without assistance; and 3) attorneys in FLACs are accustomed to taking on higher paid commissioned criminal cases, meaning that IDP cases are a low priority since they fall under a low paid commission. An interview with a FLAC representative supported this finding, adding that there is high turnover among legal service providers due to a low salary (3,500 UAH, which is only 200 UAH above the minimum wage).⁵⁷ A number of respondents in Kharkiv and Dnipro described their ineffective experience with FLACs, labeling its lawyers as lacking in expertise on IDP matters and referring to the quality of service as poor.⁵⁸

Moreover, the ET learned that UNHCR’s decision to withdraw its support for R2P in Kharkiv in February 2017 came unexpectedly to R2P, and as a result, the IP was not able to secure funding to continue its legal assistance and protection monitoring.⁵⁹ However, an interview with UNHCR in Dnipro indicated that UNHCR intends to focus on support to FLACs and maintain some level of funding to R2P in Kharkiv.⁶⁰ See Annex IX for more details about this situation.

Finding 11: *The right to run for office and vote in local elections is a sensitive issue for the interviewed IDPs and is considered as a key factor for local integration. Beneficiaries expressed that without the right to vote they are unable to request any support from local authorities, keep them accountable, or truly become part of the new community. In Luhansk and Donetsk Oblasts, the ET found that IDPs are either unaware of their lack of the right to vote in local elections (since local elections have not occurred yet in most places) or believe that they do not have the right to vote even if they wanted to. The ET found that local elections have gained influence due to the recently started decentralization process, which envisages larger budgets available to local authorities.*⁶¹ Older and middle-aged women and men beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, and Kherson expressed feelings of exclusion and “second-class” citizen status because of the ineligibility to vote.

The ET's findings suggest that IDPs have the right to vote in national elections. Nearly all interviewed IDPs mentioned that they cast their vote in the presidential elections held in May 2014. However, IDPs are ineligible to run for elected office or cast their votes in local elections without a *propiska* in their new community, according to interviews with various stakeholders and beneficiaries. It should be noted that the restriction on voting in local elections is not unique to IDPs from Donbas and Crimea; it concerns all citizens who do not have permanent residence registration.⁶² However, unlike IDPs, other citizens have an opportunity to exercise their voting rights (or be elected). In order to vote in a location other than the place of permanent residence, one needs to get an "absentee voter certificate" and register with the local administration in the settlement where one would like to cast a vote. IDPs cannot obtain this absentee voter certificate because their permanent residence is in NGCAs and the GoU does not recognize any official paper issued by the de facto authorities. See Annex IX for more detailed EQ1 findings.

Evaluation Question 1, Part II. What legislative or policy changes are needed to improve access?

Finding 12: *According to IOs, IPs, local government employees, oblasts' social service departments of MoSP, and pension fund departments interviewed in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, access to services, including housing and income-generating opportunities in Ukraine, is a challenge not only for IDPs but also for the entire population. The deteriorated infrastructure, bureaucracy, poor service delivery, and corruption are the root causes of these challenges. As one of the IOs stated: "The real solution is not creating IDP status, but to really modernize the way different governmental services are provided. IDPs should not be forgotten and should not be treated differently—IDPs from Donetsk face the same problems accessing services as residents of Kharkiv."*⁶³

Nevertheless, the responses of legal service providers, IOs, IPs, and beneficiaries indicate that there *are* unique challenges faced by displaced persons in accessing services. The following legislative and policy changes have been identified based on the findings discussed above:

1. *De-link pensions and regular social welfare entitlements from IDP status:* The importance of de-linking pensions and regular social welfare entitlements from IDP status was pointed out by interviewed IOs, IPs, legal service providers, OCHA, and pensioners. The government should ensure that pensions and social assistance provided by state are accessible for all citizens regardless of place of residence. Key informants' responses indicate that linking IDP status to pensions and social welfare entitlements is an economically and politically sensitive issue for the GoU. The WB's engagement could make a difference; conditionality of financial aid might be an effective tool. A coordinated approach is needed from donors to encourage the GoU to de-link all pension payments and regular social welfare entitlements from IDP status and to establish clear rules and procedures with a reasonable deadline for the completion of IDP residence verifications.
2. *Develop an administrative procedure for civil registrations or remove court fees:* To address the issue of legalization of birth and death certificates, an administrative procedure for civil registrations needs to be developed by the GoU rather than handled by the courts. This will eliminate the need to pay expensive court fees. As an UNHCR report states, "Persistent gaps in the procedural framework will eventually result in a growing number of undocumented children, potentially leading to a risk of statelessness."⁶⁴ Alternatively, IDP advocates/legal service providers emphasize the need to pass a draft law ("On Amendments to the Law on Court Fees"), developed by the Legal Rights and Documents Recognition Working Group under the MTOT. This law would exempt court fees on cases related to legitimizing births and deaths of individuals living in the NGCAs.⁶⁵ Beneficiaries also expressed the need to be exempt from court fees. There is a need to work with the GoU to develop an administrative procedure for civil registration needs. Engaging the speaker of the parliament to

register the draft law on the agenda and push Parliament's Human Rights Committee to review the above-mentioned draft law is needed. It will be good for PRM to consult with the working group mentioned above on the names of allies in Parliament and also gather other ideas to move the court fee exemption issue forward.

3. *Introduce a process for IDPs to access property compensation/restitution:* The Law on Combatting Terrorism contains a declaration that a victim of terrorism is entitled to compensation for destroyed/lost property; however, there are no bylaws to regulate and enforce this provision. According to interviewed lawyers, the government deliberately procrastinates working on the process for property restitution/compensation due to the lack of political will. Property compensation would entail substantial national budget expenditures.⁶⁶ The GoU should develop and introduce bylaws to regulate and enforce property compensation. A key informant reported that a Housing Working Group under the MTOT has developed a concept on solving the housing issue for IDPs and that the EU/EC hired an expert to draft a law.⁶⁷
4. *Institute IDPs' right to vote in local elections:* IDPs face specific challenges in obtaining an absentee voter certificate from NGCAs, which puts them at a disadvantage in exercising their political rights in comparison with other citizens. To address this issue, amendments to the Law on Local Elections are needed to exempt the displaced from the Permanent Residence Registration requirement and enable them to participate in local elections. As advised by legal service providers, IDPs could prove their local residency by showing either local utility bill payments or a certificate from the local school verifying their children's attendance.⁶⁸
5. *Demonstrate political will:* According to IDP advocates, on a policy level, the presidential administration and cabinet ministries need to demonstrate political will in support of IDPs' local integration and call upon *Verhovna Rada* (Parliament) to review and amend the laws discussed above so that displaced citizens can exercise their civic, social, and political rights.⁶⁹ Humanitarian engagement could be incentivized through provision of seed funding to encourage the GoU, the presidential administration and *Verhovna Rada* to allocate adequate funding to the Action Plan of the Comprehensive State Program Support, Social Adaptation, and Reintegration of IDPs. A coordinated approach with other donors is needed, encouraging relief and development donors to invest in housing, infrastructure repairs, and job training.
6. *The GoU should create conditions for microcredit that is accessible to the entire population, including IDPs, for income-generation opportunities.* As mentioned by a number of respondents, including IOs, the Ukrainian state lacks an affordable loan/credit system. In three GIs, participants discussed the overall challenge for IDPs to access credit/loans and the unfavorable environment for small business development in Ukraine, due to excessive government regulations, high taxes, low purchasing power, and high rent and utility payments to maintain a business.⁷⁰ Provision of microcredit is seen as one of the key enabling factors for IDPs' local integration, along with housing and access to employment.⁷¹

Evaluation Question 2, Part I. Assistance: Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provided to date support local integration over the short, medium, and long term?

The interviews with multilateral partners suggest that each partner implemented programs based on their unique mandates and priorities. Consequently, each partner differed in terms of implementing approaches, modalities, geographic coverage, ability to directly operate in opposition-held territories and respond to the needs of the population in difficult-to-reach settlements along the contact line, and timeliness in the initial response to the humanitarian needs of IDPs.

The ET sought an answer to this question in terms of relevance, appropriateness, timeliness, use of participatory approach in design and intervention, and filling gaps in providing humanitarian assistance to IDPs. Some of the questions that IOs, IPs, government officials and service providers (health and social workers, psychologists, legal service providers, volunteers) were asked include the following: “relevance and adequacy of assistance to meet humanitarian needs of IDPs,” “reflection on whether assistance/services were delivered in a timely and consistent manner,” “opinion on whether the assistance/services provided by the program are appropriate to support local integration of IDPs,” “opinion on whether or not program support or complement government humanitarian and integration initiatives.”

Finding 1: *IOs have been successful in meeting IDPs’ humanitarian needs despite the external and internal challenges (please see Figure 2 and Annex X for details on challenges).* In particular, interviews across different respondent groups, including IOs, IPs, donors, IDP advocates and external actors, reveal that IOs were equally effective in filling the gaps in response to IDP and conflict-affected populations’ humanitarian needs. MTOT highlighted ICRC’s efforts in rehabilitating key infrastructure, supplying power generators, medications, and water purification, as well as building capacity among service providers and government officials at all levels.⁷² UNHCR is recognized in leading collaborative work to improve IDP-related national legislation and in filling gaps in providing psychosocial support and legal assistance.⁷³ IOM is recognized for helping MoSP to develop the single National Database of IDPs.⁷⁴ UNFPA’s psychosocial support, especially to GBV survivors, is considered important by the interviewed Departments of Family, Children, and Youth in Kharkiv, Dnipro, and Zaporizhzhia and MTOT.⁷⁵ Furthermore, 78 percent of individually interviewed beneficiaries (70 out of 90 beneficiaries who responded to the question “Have the services you received met your need?”) reported that their humanitarian needs had been met.

Finding 2: *PRM’s un-earmarked funds and flexible approach were recognized as important factors in the successful response to the humanitarian needs of displaced and other conflict-affected people.* All IOs emphasized PRM’s role as one of the earliest donors. As respondents stated, PRM funding allowed them to confirm, plan, and prioritize their response. PRM is appreciated for its non-bureaucratic approach to operation and is considered the most generous, flexible, and approachable donor by all interviewed IOs. Similarly, the ECHO and OCHA stated that PRM has a significant impact in the East by funding its multilateral partners.⁷⁶

Finding 3: *Interviews with the donor community revealed a need for IOs implementing indirectly in NGCAs (UNHCR and IOM) to identify a more effective and efficient approach/mechanism to operating in DPR and LPR.*⁷⁷ Specifically, given the winding down of funding for humanitarian programs, skepticism was expressed regarding efficiency and cost-effectiveness in terms of the volume of human and other resources deployed and the actual services delivered in the NGCA.⁷⁸ For example, some IOs state that they are present in NGCAs but not operational due to the restrictions imposed by the de facto authorities. This prevents proper planning, confidence in delivery, accessing and collecting information from the local communities, and conducting monitoring activities due to the suspicion of espionage on the part of the NGCAs’ de facto authorities, as reported by the interviewed IOs. The ET recognizes the very complex, challenging, and sensitive situation of operation in NGCAs. However, taking into account that the conflict is in its fourth year, with little prospect for its resolution in the near future, and that funding is becoming scarce, there is a need for IOs to draw lessons, review the existing mechanism of operation, and think outside of the box to deal with the issues of cost-effectiveness and control over implementation. In addition, concern over the capacity to execute large operations in NGCAs through a local NGO with little experience was expressed by key informants.⁷⁹ Also, as reported by a donor

organization, some of the IOs demonstrated a lack of cooperation in data and information sharing in a general mapping assessment aimed at identifying gaps in humanitarian assistance in the East.⁸⁰

Finding 4: Interviews with IOs and documents reviewed suggest to varying degrees that IOs successfully designed interventions grounded in assessments/consultations with intended target beneficiaries and local government officials, as well as through close collaboration of IOs and their IPs with local authorities. This approach allowed partners to provide appropriate and relevant responses to the humanitarian needs of IDPs and other conflict-affected populations. IOs reported that, thanks to the consistent use of monitoring and assessment data, they were able to successfully adapt and modify interventions according to the changing context and needs of targeted populations. Close cooperation with local authorities was key in obtaining lists of vulnerable groups, verification, and distribution of assistance.

However, the interviewed beneficiaries expressed concern with scaling down the international community's assistance and the shift of attention primarily to the grey zone. As group interviewees in Konstantinovka stated, "We used to receive more support. Assistance is going down now even as rent and utility bills have gone up."⁸¹ Beneficiaries expressed skepticism about the government's ability to address basic needs and services without international support.

Figure 2. Contributing factors for successful response, successful interventions, challenges, and gaps

This table presents a summary of IOs', IPs', and government officials' responses to the following KII questions:

1. Have IOs been successful in meeting humanitarian needs?
2. What factors supported (or did not support) their ability to meet IDPs' humanitarian needs?
3. What factors contributed to a successful response?
4. What were the challenges and gaps in providing humanitarian assistance/services in GCAs and NGCAs?

UNHCR

Factors Contributing to Successful Response:

- Prevented IDPs' settlement in camps and focused attention of the government on durable solutions through interagency initiatives and capacity building of government officials at central and local levels.
- Engaged with national actors at an early stage and has been supporting local civil society and community-based organizations.
- Employs age-, gender-, and diversity-minded approach to ensure inclusion of diverse and marginalized groups.

Factors Contributing to Successful Interventions:

- Advocacy has been effective in shaping and helping the government harmonize IDP-related legislation and in promoting cash-based interventions as a safety net for the most vulnerable groups until the government develops its policy.
- Supported civil society actors in becoming the voices of IDPs.
- Protection Activities has been effective in providing: a) legal assistance to IDPs; b) individual protection assistance; c) shelter; d) conducting protection monitoring and information counselling, which is effectively used for advocacy.
- Strengthening capacity of government officials on international humanitarian law, UN Guiding Principles, the Ukraine IDP Law, and international human rights law.

Challenges and Gaps in Providing Humanitarian Assistance – GCAs:

- Kherson and Lviv: CrimeaSOS protection monitoring teams face challenges in covering remote areas, where the most vulnerable IDPs reportedly tend to settle, due to the lack of office transport. The Lviv office, for instance, is assigned to conduct monitoring in 7 surrounding western oblasts.
- Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv: NGO IPs are reducing staff due to budget gaps (donors' shift of attention to the grey zone), which makes timely implementation harder due to the larger scope of work and fewer resources.
- Kharkiv: R2P faces challenges in continuing its legal assistance to IDPs due to the shift of donors' attention to the East and lack of funding. Due to the lack of funds, IP reported a protection monitoring gap appearing since no other organization is conducting it in the oblast.

Challenges and Gaps in Providing Humanitarian Assistance – NGCAs:

- Access to NGCAs and security and absence of registration.
- Extremely restrictive environment prevents monitoring activities.
- Frequent changes of the de facto government prevent continuity of activities.
- Obtaining approval from de facto authorities to implement every single project.
- Obtaining lists of potential beneficiaries from de facto central and local authorities.
- Lack of UN visibility in NGCAs. Local population equates all UN agencies with OSCE (Organization for Security and Co-operation in Europe), which has a poor reputation among the local population in NGCAs.
- Lack of solidarity among a few humanitarian agencies operating in NGCAs prevent them from acting as a unified front in the challenging environment.

ICRC

Factors Contributing to Successful Response:

- Access to NGCAs: Since the end of 2016, ICRC is the only organization that has received registration from the de facto authorities.¹ ICRC has a wide scope of operation in both LPR and DPR.
- ICRC's direct implementation of programs helps to build trust and earn a good reputation, not only with communities but also with the government structures at all levels.¹
- ICRC conducts a comprehensive assessment of the situation before the start of any project.
- Focus on the most vulnerable communities: ICRC focuses its humanitarian intervention on the difficult-to-reach and insecure front-line villages and has a wide scope of operation.
- Community-based approach: The bottom-up approach in designing projects seems to contribute to a tailored response to the humanitarian needs of the front-line settlements.
- Use of existing structures such as Ukrainian Postal Service to deliver cash assistance to villages.

Factors Contributing to Successful Interventions:

- A review of the ICRC 2016 appeal against achieved targets of the 2016 ICRC mid-term report suggests that the ICRC delegation in Ukraine is ahead of the proposed targets.
- IDP Cash Assistance Project (CAP) seems effective due to a) income-based selection/exclusion criterion to ensure that only unemployed IDPs who do not have a permanent source of income are eligible for support; b) timely, systematic, and continuous monthly support system of cash transfer (500 UAH/month, up to 12 months); c) established verification, monitoring, and re-registration system to ensure that only eligible IDPs are receiving assistance, and d) established communication and feedback mechanism for beneficiaries.

Challenges and Gaps in Providing Humanitarian Assistance – GCAs:

- Verification of income of CAP beneficiaries reported to be time-consuming and cost-inefficient.¹
- ICRC's lack of sharing the collected data from NGCAs with other humanitarian actors was reported by some donors and local NGOs.¹

Challenges and Gaps in Providing Humanitarian Assistance – NGCAs:

- Security.
- Restricted operation in NGCAs. ICRC operates under the radar of de facto authorities; comprehensive monitoring is impossible to conduct.
- Every single activity needs to be approved by DPR and LPR authorities, which takes time.

IOM

Factors Contributing to Successful Response:

- Developed a good targeting approach and tailored intervention to meet humanitarian needs through its cash-for-work, cash-for-rent, and hygiene kits distribution projects; outreach to both rural and urban conflict-affected populations.¹
- Beneficiary feedback mechanism is in place.
- The thorough post-distribution monitoring and secondary verification of the cash-for-rent beneficiaries.
- Good working relationship with local authorities—municipal offices, village councils—which were fully involved in implementation (provision of lists, distribution).

Factors Contributing to Successful Interventions:

- IOM helped MoSP to develop a National IDP Database. The database is considered an important tool for bringing together all existing IDP-related information in one centralized system.
- IOM's partner monitoring system allowed for the timely detection of low capacity of its PCPM partner and flaws in operation in GCAs, thus allowing it to take actions in order to implement the project successfully in GCAs.

Challenges and Gaps in Providing Humanitarian Assistance – GCAs:

- MTOT expressed two main concerns related to the National IDP Database: 1) the database is still not fully accessible (only testing is possible); and 2) it lacks a variable for identifying needs of IDPs.

Challenges and Gaps in Providing Humanitarian Assistance – NGCAs:

- Access to NGCAs and security: lack of registration to implement activities directly in NGCAs.
- Receiving potential beneficiary lists from the central de facto authorities.
- De facto authorities prohibit monitoring activities.
- Obstacles in Luhansk created by the new administration in early 2016 triggered relocation of IOM to Donetsk.¹

UNFPA

Factors Contributing to Successful Response:

- Engagement of government partners at all levels in the design of the UNFPA interventions. GoU recognizes that GBV is part of a national issue.
- Use of existing structures such as oblast and city Centers of Social Services for Family, Children, and Youth (CSSFCY) to ensure sustainability of mobile teams (MTs) and also filling the staffing and technical expertise gaps.¹
- Communication and outreach strategy in place to raise public awareness about GBV.

Factors Contributing to Successful Interventions:

- UNFPA's capacity-building activities for CSSFCY's employees to provide services to people under trauma and psychological stress are considered useful and timely by state partners.¹ In particular, identification and medical treatment of and communication approaches with GBV survivors, as well as education on use of reproductive health (RH) kits were highlighted as useful.¹

Challenges and Gaps in Providing Humanitarian Assistance:

- In Kharkiv, the interview with the psychologist of the GBV shelter revealed a lack of understanding of the GBV concept, a stereotypical attitude, and insensitive remarks. For more details about this situation, please refer to Annex VII (UNFPA: Challenges and Gaps section).
- Review of the UNFPA/UFPH list of mobile team placements and an interview with UNHCR suggest a lack of presence of mobile teams in the Mariupol and Shirokine areas (a high military presence area).¹ However, UFPH explained that since 120 state social workers and IMC's mobile teams have already been operating in the Mariupol area, UNFPA/UFPH decided not to place MTs to avoid duplication.
- Interviews with multilateral partner and LNGO suggest that a potential gap may exist in the coordination of GBV activities in Mariupol areas.¹
- UNFPA and its partners face a challenge with underfinancing, which may lead to the collapse of all gains and achievements made so far. Moving towards durable solutions without a recovery system in place and a lack of clarity about funding is problematic. Given the protracted nature of the conflict, there is a concern about the growing number of pregnancies and abortions among adolescent girls in Luhansk.¹ There is a gap in access to SRH services and prenatal care, especially for women from rural areas, particularly in Luhansk Oblast.¹

For more details about identified contributing factors for successful response, successful Interventions, challenges, and gaps of each IO, please refer to Annex X.

Evaluation Question 2, Part II. Will assistance provided to date support local integration over the short, medium, and long term?

Finding 5: *The ET found that all IOs contributed to supporting local integration in the short and medium term. The ET found that the following assistance provided by the IOs supported local integration over the short term: NFIs, winterization, hygiene kits, and other household items. These items enhanced IDPs' psychological comfort in their new settlements for the short term, as the vast majority of beneficiaries arrived without any personal belongings, household items, or necessary clothing. IOM's cash-for-work short-term joint community activity, aimed at cleaning streets and improving community parks, brought displaced and non-displaced populations together, fostered social cohesion, and contributed to changing hosts' attitudes towards IDPs.⁸² IOM's beneficiaries reported that the cash-for-work program made them "feel the most at home"; and UNHCR's one-time multipurpose/winterization*

cash assistance provided some relief to vulnerable IDP households in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv to save money and repurpose savings to purchase medication and pay for rent and utilities.

The ET found that the following types of assistance provided by the IOs supported local integration over the medium term: ICRC's cash-for-rent ensured housing (up to 9 months) for extremely low-income IDP households and provided them with time to find a job and integrate into a new settlement. ICRC carried out a gender analysis of jobs received and found that in Luhansk and Donetsk GCAs men are obtaining more permanent employment than women;⁸³ IOM's cash-for-rent ensured housing (up to 6 months) for vulnerable IDPs, returnees, and other conflict-affected households residing in urban and rural areas; and, as beneficiaries in oblasts adjacent to Luhansk and Donetsk reported, UNHCR's and UNFPA's psychosocial support (PSS) and referrals resulted in beneficiaries' ability to function, resume parental responsibilities, minimize fear and anxiety, and become more active in looking for livelihood opportunities in their new communities. In a couple of cases, beneficiaries of PSS became volunteers and engaged in helping other displaced persons overcome displacement challenges. IOs do not follow up with beneficiaries to ensure the long-term effect of psychosocial service. Nonetheless, the Mariupol City Council emphasized that IOs conducted useful needs assessments, provided legal aid, psychological support, and school repairs to help integrate IDP children.⁸⁴

Finding 6: *IOs' effort to repair housing responded to immediate, short-term needs.* Nearly all interviewed beneficiaries stated that housing is the top priority for long-term local integration. IDPs perceive sustainable housing as the cornerstone of being able to find a job, access basic services, and exercise political rights. IOs' response to IDPs' shelter/housing needs was limited in Kharkiv, Zaporizhzhia, Kherson, and Lviv. However, in Dnipro, UNHCR did light repairs of two floors and IOM provided beds in a building provided by Dnipro municipality to accommodate 200 IDPs.⁸⁵ Light and medium shelter repairs predominantly have been implemented in Luhansk and Donetsk GCAs with the aim of preventing displacement.

Finding 7: *The ET identified a number of early-stage activities that could contribute to IDPs' long-term integration.* UNHCR makes efforts to prevent settlement of IDPs in camps, which promotes integration of IDPs; UNHCR's advocacy activities help the government to harmonize and improve IDP-related legislation, including the right to vote in local elections; ICRC's community-based comprehensive approach, which supports health facilities, supplies medicine (including for chronic disease), and repairs schools and other infrastructure, promotes social integration and lays the foundation for recovery and longer-term integration; and UNHCR provides legal assistance to resolve displacement-related legal issues and enables the exercise of rights and freedoms, access to available services, and opportunities for durable solutions.

In Kharkiv, UNHCR and partners implemented beneficiary capacity-building activities to help them gain marketable skills. They also provide child-friendly spaces and opportunities for IDPs, especially women, to look for jobs or attend skills development trainings while their children are looked after; IOM's assistance to MoSP in developing a National IDP Database is an important tool for policy decisions and informing linkages of humanitarian response with recovery; and UNFPA's support of state social institutions, health facilities and integration of MT's into existing state structures seems to enhance existing capabilities and sustain PSS and GBV services for both displaced and non-displaced populations.

The ET found that UNHCR, IOM, and UNFPA are taking part in the development of the United Nations Development Assistance Framework (UNDAF) for 2018–2022. UNHCR and UNFPA are working on Pillar 4 ("Social Cohesion and Recovery"); UNHCR is leading the pillar. This provides an opportunity for mainstreaming IDP-related issues into a wider country development strategy. However, the ET lacks evidence of engagement and coordination between PRM partners and development organizations to

ensure continued support for the vulnerable groups in accessing sustainable housing, income-generating opportunities, and other needs to transition from humanitarian relief to development.

Evaluation Question 3, Part I. Beneficiary Selection: What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance?

Government: The GoU has social safety net assistance to address the needs of a number of vulnerable citizen categories. There are 22 categories of socially vulnerable groups, as reported by the Department of Social Policy.⁸⁶ According to Cabinet Ministers' Resolution No. 505, the GoU provides targeted financial assistance to IDPs displaced due to the military conflict in either the Donbas or Crimea annexation. This support is managed by the Departments of Social Protection and Labor of the MoSP. In order to qualify for the support, among other requirements, one must have been displaced due to the armed conflict in the East or Crimea annexation, present a passport and birth certificate, prove the absence of more than 10 minimum wage deposits in a bank account, and prove the absence of living space or owned property in oblasts other than the original place of residence.

The government's financial assistance is set at 884 UAH (\$32) per month per person for those who are unable to work, elderly people (60+), and children (-18); however, there is a cap of 2,400 UAH (\$88) per family per month.⁸⁷ Those who are able to work but are unemployed are entitled to receive 442 UAH (\$16) per month for two months.⁸⁸ After two months, unemployed IDPs must either find a job or register with the State Employment Service, in which case the support might be extended for another two months at a reduced rate of 50 percent, and if they still have not found a job, the IDP benefit will be totally suspended on the sixth month. This assistance is intended to help displaced persons cover housing and utility expenses. Overall, in all oblasts, the interviewed IDPs feel that the government's process of providing any kind of assistance is not transparent; there is a lack of trust and they feel very bitter about their situation and there is a sense of betrayal by the state for treating IDPs as "second-class" citizens.

Multilateral partners and NGOs: All IOs have developed service-specific criteria to identify, target, and reach beneficiaries. The process of selecting beneficiaries varies from partner to partner and depends on the location of program implementation (GCAs vs. NGCAs) and type of assistance. UN agencies and their IPs reported that field visits and receiving referrals and potential beneficiary lists from local authorities, state social service institutions, other humanitarian organizations, CBOs and NGOs constitute the most common approach to identifying and targeting beneficiaries. However, there is no standardized referral system, except of UNFPA's effort to establish the referral pathways for GBV survivors in conflict-affected areas.⁸⁹ As UNFPA reported, the GBV sub-cluster developed the referral cards for five conflict-affected regions that are currently being updated.⁹⁰ However, UNHCR reported that even it does not have a referral platform; within UNHCR, referrals are easy.⁹¹ See Annex XIII for a detailed description of the IO selection process.

Evaluation Question 3, Part II: Are there ways to ensure that the most vulnerable are prioritized?

Finding 1: The evaluation findings suggest that the most vulnerable are defined and prioritized based on the vulnerability criteria developed by IOs (see Annex X). These criteria are shared with IPs to target beneficiaries. There is no unified, standardized vulnerability framework or scoring system. The extent of targeting and prioritizing of the most vulnerable depends on the services/assistance provided. A review of the responses from beneficiaries interviewed individually and in groups confirms that IOs and IPs have been targeting vulnerable groups. However, beneficiaries in Luhansk, Donetsk, Kharkiv, Dnipro, Zaporizhzhia, and Kherson believe that the population living along the contact line, irrespective of their vulnerability status, is prioritized for aid. Most frequently, UNHCR and UNFPA beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv named single mothers (8 GIs), persons with disability (8 GIs),

large families with multiple children (5 GIs), and the elderly (4 GIs) as people have benefited the most from provided assistance. Nearly half of the individually interviewed beneficiaries consider these groups the most vulnerable.

Finding 2: *IDPs living in rural areas are not well targeted and reached by humanitarian organizations, as responses of individually and group interviewed beneficiaries in Kherson, Kharkiv, and Lviv suggest.* According to the UNHCR's Community Based Initiative (CBI), in-kind and legal assistance beneficiaries residing in rural areas are facing a lot of challenges since access to information and basic services is limited. In addition, the following categories of IDPs were mentioned as being in great need of support: a) unemployed families with less than three children (especially if the children are teenagers); b) the category of people 45 and older, who are becoming the most vulnerable because they are not eligible under a single vulnerability criteria, face challenges in accessing jobs, and are being phased out from the state's targeted financial assistance.⁹² In Kharkiv, Dnipro, and Kherson, men have also stated that eligibility criteria is unequal. At the same time, male and female respondents in GIs, especially in Kherson, Kharkiv, and Dnipro, urged the humanitarian community to provide assistance to impoverished host families as well to keep social cohesion. The interviewed local authorities stated the importance of providing assistance to displaced and non-displaced vulnerable groups of populations to keep social cohesion.⁹³

Finding 3: *Despite IOs' efforts to define and target the most vulnerable, beneficiaries reported that the lives of those IDPs who were more or less stable are rapidly becoming vulnerable, and those who were already vulnerable are becoming extremely vulnerable due to increasing rent and utility payments as well as prices for other basic needs (medication, food, hygiene items) and a lack of job opportunities.⁹⁴* In addition, IPs stated that the shift of the humanitarian community's attention to the grey zone is resulting in a lack of funds and support to displaced persons in the rest of the country. According to UNHCR, some adjustment to vulnerability criteria was introduced in 2016, when families with two children and unemployed parent(s) were included as a vulnerability category for individual protection assistance (IPA) (i.e., cash support) in Luhansk and Donetsk GCA.⁹⁵ At the same time, the key informant stated that there are still other vulnerable families with chronic and acute diseases that are not included in the criteria.

Evaluation Question 4, Part I. Beneficiary Feedback: To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM?

Finding 1: *Beneficiaries indicate that the assistance provided by PRM partners helped them feel comfortable and helped them settle in their new communities; however, without sustainable housing and adequately paying jobs, IDPs stated they do not feel fully integrated.⁹⁶* On one hand, beneficiaries in Luhansk and Donetsk GCAs reported that the provided services aided in obtaining the basic goods required to start life in a new location, feeling supported, regaining confidence, and becoming engaged in community work. GIs with the UNHCR legal assistance beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv reported that the legal services made an impact in their lives and facilitated their settling in a new community. Similarly, the ET found that CBIs successfully engaged and built dialogue between local communities and displaced persons, thus contributing towards IDP integration. On the other hand, nearly all interviewed IDPs in Donetsk, Luhansk, Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv stated that high rents, expensive utilities, often inadequate living conditions, and a lack of opportunities to generate income puts IDPs under extreme stress and makes them feel unsettled. This is exacerbated by having to pay utility bills for their homes in NGCAs out of a fear of losing them to the de facto authorities.⁹⁷

Finding 2: *Lack of acceptance and negative attitudes of host community are factors negatively affecting integration of displaced population in new communities, according to all GIs with UNHCR legal, in-kind,*

and CBI beneficiaries in neighboring oblasts and Lviv, except in Barvinkove, Kharkiv Oblast.⁹⁸ It should be noted that IDPs in all locations visited by the ET pointed out that in their first year of displacement, host communities demonstrated great support, kindness, and assistance to displaced people, providing some temporary housing and all basic necessities. See Annex IIV for details about beneficiary feedback, see Annex XIV.

Evaluation Question 4, Part II. Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?

Finding 3: Overall, beneficiaries are very grateful to PRM and its partners for the provided support and find the services/assistance very helpful. In all oblasts, IDPs interviewed made statements such as: “If not for the donor, we would not have survived.”⁹⁹ Most UNHCR-supported beneficiaries are very satisfied with the aid provided by DRC, PIN, ADRA, Proliska, R2P, and HelpAge. Beneficiaries expressed a sense of gratitude for any help they can receive, as well as for feeling that they are not forgotten. UNFPA beneficiaries are fully satisfied with the provided psychological and in-kind assistance to women, children, and men, emphasizing good communication, timely assistance, and care.

Finding 4: The majority of beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv expressed a need for information about available services provided by the international community.¹⁰⁰ IDPs suggested that partners more actively share information about available services and assistance as well as post reports on websites about how the services and assistance are distributed.¹⁰¹ In Severodonetsk, beneficiaries would like ICRC to improve information provision about the upcoming aid distribution locations. In Lviv, beneficiaries reported that communication with UNHCR partner is weak, and that it is difficult to locate and access the office because of the lack of a sign on the building and entry code on the front door.¹⁰² In addition, a lack of understanding about criteria and household selection for cash assistance was stated by the interviewed respondents in Lviv.

Finding 5: Although most ICRC beneficiaries rate their experience getting services from ICRC as “very satisfactory,” and are very grateful to ICRC for the provided aid, some reported delays in delivering aid. In Triokhizbenka, beneficiaries reported delays with the distribution of seeds. Cash assistance beneficiaries in Mariupol underlined that ICRC is the only organization helping unemployed IDPs; however, they wish for the amount to be increased because it is insufficient to make ends meet. The ET found that in some locations ICRC is confused with the Ukrainian Red Cross Society, particularly in Liman District.

Finding 6: IOM beneficiaries in Luhansk and Donetsk GCAs are satisfied with aid received. Cash-for-rent and cash-for-work beneficiaries are much more satisfied with programming than those who received hygiene kits. However, cash-for-work beneficiaries pointed to the one-off initiative and wished for more similar programs that benefit the entire local community.

Finding 7: While the R2P legal assistance beneficiaries and CBI grants recipients consider support empowering, beneficiaries in Kharkiv, Dnipro, and Zaporizhzhia emphasized the need to support in-court representation and stressed challenges in paying increased court fees to legalize civil documents or restore social benefits and pension payments. In Kharkiv, the legal assistance beneficiaries are concerned with the withdrawal of UNHCR’s support to R2P due to the shift of attention to the East and lack of funds, as discussed in EQ1. In Luhansk and Donetsk Oblasts, legal assistance beneficiaries’ opinions are divided; some claim that R2P services feel impersonal because they were provided over the phone. Others stated that they feel emotional support, describing R2P lawyers as efficient and knowledgeable.

Finding 8: Beneficiaries of NFI and humanitarian in-kind assistance distributed by IPs in four neighboring oblasts and Lviv also expressed that the assistance met their needs, especially in the early days of displacement when the majority of IDPs arrived with a few or no personal belongings. In particular,

distribution of children's school items, clothes, household items, and hygiene products were mentioned frequently. Distributing refrigerators to large families seems to greatly improve their quality of life. However, in Kherson and Lviv, beneficiaries as well as service providers revealed that supply of in-kind assistance sometimes was delayed. As IP in Kherson stated: "Kitchen utensils arrived after a year of submitted requests to UNHCR, and it took two years for badly needed refrigerators to be delivered."¹⁰³

Finding 9: *Beneficiaries of IPA emphasized that the received services have a considerable impact on improving lives, especially for children and adults with special needs.* IPA allows the receipt of specialized medical diagnosis, care, equipment and other items, which allows recipients to feel less pain, feel more mobile, and cared for. For example, the mother of a 12-year-old girl diagnosed with cerebral palsy expressed satisfaction with the provided orthopedic bicycle. However, extremely vulnerable beneficiaries are in need of greater IPA support. For example, to obtain specialized equipment for the disabled or to build a ramp costs more than the current 4,000 UAH cap for IPA assistance.¹⁰⁴ In Kherson, a social worker reported that a disabled teenage girl with a rare disease needs a specialized wheelchair (which costs far more than the IPA cap) so that when she has a seizure she does not fall from her regular wheelchair.¹⁰⁵

Finding 10: *Although shelter repairs to damaged houses were stated as needed and very helpful assistance by the majority of interviewed shelter beneficiaries in Luhansk and Donetsk, the ET recorded many points for improvement on the services provided by ADRA and DRC.* Shelter beneficiaries in Luhansk and Donetsk reported that the quality of materials provided was poor, they were unable to install provided materials due to the high cost of labor for installation, and that DRC was unresponsive to IDPs' needs and failed to provide much-needed windows and materials to repair interior damage.

Finding 11: *Beneficiaries stated the need to improve the conditions at the checkpoints by providing additional sun sheds and bathroom facilities.* The winterization of sun sheds made a great difference and improved conditions for people waiting in the long lines to cross the checkpoints.

Finding 12: *In Kharkiv, training beneficiaries expressed overall satisfaction with the provided courses on self-development; however, they requested that service providers make training hours more accessible for trainees and that they develop curricula with deeper substance by including skill development courses, such as website building, self-marketing, and Facebook administration, so that beneficiaries could use knowledge to obtain a job or start income-generating activities.*¹⁰⁶

Finding 13: *The findings suggest the following preferred forms of assistance reported by beneficiaries across the board:*

- 1) Sustainable housing:** In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, nearly all group and individual respondents mentioned the availability of abandoned buildings in big cities, towns, and villages that could be transformed into livable houses for vulnerable displaced and other socially vulnerable families;
- 2) Access to medication:** The high cost of medication and medical procedures, especially for patients with chronic diseases, puts financial pressure on vulnerable families and forces them to choose between purchasing food and buying medication;
- 3) Psychological support:** Beneficiaries shared feelings of fear, anxiety, trauma, and depression. Children, especially teenagers, are experiencing challenges in adapting to new settings, and one female respondent stressed that there is a lack of programs oriented to support displaced children, including their psychological health;
- 4) Improving living/shelter conditions:** Insulating walls, windows, and roofs were named as a preferred form of assistance by interviewed UNHCR-supported in-kind beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, and Kherson, in particular older IDPs and those residing in rural areas;
- 5) Access to microcredit/loan and income-generating opportunities:** Male and female beneficiaries expressed a preference for programs that will enable them to obtain skills to adjust to local job markets and also access to microcredit/loan opportunities to start entrepreneurial initiatives. See Annex XV for more details about beneficiaries' feedback on assistance provided.

Evaluation Question 5, Part I. Best Practices: Do PRM’s partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

Prior to the Ukraine field evaluation, the ET conducted a global desk review of good practices (GPs) for the local integration of IDPs. The global desk review was the first deliverable under Social Impact’s contract with PRM (see Annex XVII for the Desk Review Report). To identify good practices in local integration of IDPs, the ET reviewed and analyzed 48 sources, including international guidelines, grey literature (technical reports, research and field studies, learning briefs, conference and seminar proceedings), peer-reviewed articles, IOs’ program documents, and conducted a small number of key informant interviews. As a result of the global desk review, the ET identified 18 good practices in local integration of IDPs, depicted in Figure 3. This section builds upon the 18 good practices identified in the desk review via the analysis of primary data collected in Ukraine. The field evaluation sought to verify the extent to which PRM’s partners make use of the 18 good practices the ET identified in the global desk review. Overall, the evaluation findings indicate that PRM partners fully or partially use good practices in their activities and engagement.

Figure 3. Use of Best Practices in IDP Programming and Engagement

Key: ✓ = Use of Best Practice ♦ = Partial Use of Best Practice ✗ = Not Using Best Practice n/a = not applicable

Best Practice	UNHCR	IOM	ICRC	UNFPA	GoU
1. Profiling of affected populations, with particular attention to IDP and host population’s needs, preferences, and concerns, is critical for IDPs’ local integration. ¹⁰⁷	✓	✓	✓	✓	✗
2. The inclusion of civil society and IDPs in developing a national legal framework, policy, or plan of action on internal displacement is important. ¹⁰⁸	✓	♦	♦	♦	✓
3. National governments’ adoption of a legal framework acknowledging IDPs’ right to local integration. ¹⁰⁹	N/A	N/A	N/A	N/A	♦
4. Promoting political buy-in to create legal, policy, and programmatic instruments that enable local integration. ¹¹⁰	✓	✓	✓	✓	N/A
5. Integration policies and programs should be implemented flexibly and based on IDPs’ settlement needs and preferences to enable their progress towards durable solutions. ¹¹¹	♦	♦	N/A	N/A	✗
6. Ensuring IDP participation and consultation in all components and phases of policy planning, action plan development, program design, and all other decisions affecting them is central to facilitating local integration. ¹¹²	✓	✓	✓	✓	♦
7. An effective mechanism to monitor the implementation of IDP-related processes is important to uphold IDP rights and ensure the achievement of durable solutions. ¹¹³	✓	✗	✗	✗	✗
8. Devising action plans to ensure implementation of IDP policy and incorporation of displacement issues into the local development plans. ¹¹⁴	N/A	N/A	N/A	N/A	✗
9. A multi-agency approach is needed for the achievement of durable solutions through local integration during protracted internal displacement. ¹¹⁵	♦	♦	♦	♦	✗
10. Transition and effective longer-term integration of IDPs must involve development actors and link humanitarian and development interventions in situations of protracted displacements. ¹¹⁶	♦	✓	N/A	♦	✗
11. Government officials (relevant national and local authorities, line ministries, law enforcement, and parliamentarians) must be trained on the UN Guiding Principles on Internal Displacement and build their capacity to promote a shared understanding of, and approach to, the future of IDP settlements and manage IDP situations accordingly. ¹¹⁷	✓	✓	✓	✓	N/A
12. IDPs are heterogeneous groups. Taking into account the differentiated needs, capacities and conditions of IDPs—gender, age, physical and mental ability, and other characteristics—is important at every stage of assistance and integration programming. ¹¹⁸	✓	✓	✓	✓	✗
13. Programs that support local integration should consider different integration	✓	✓	✓	✓	✗

challenges for urban and rural IDPs. ¹¹⁹					
14. Facilitating access to adequate housing and livelihood opportunities is important for improving prospects for local integration of displaced populations. ¹²⁰	♦	♦	♦	N/A	✘
15. Security of tenure and land. ¹²¹	♦	♦	♦	N/A	✘
16. Programs that support the local integration of IDPs should also target and support host communities and seek mutual benefit for both populations. The inclusion and involvement of host communities also contributes to alleviation of discrimination against displaced populations. ¹²²	✓	✓	✓	✓	N/A
17. IDPs require access to information and effective legal aid to exercise their rights. ¹²³	✓	N/A	N/A	♦	♦
18. Engagement of local authorities, local NGOs, and CBOs is essential in facilitating local integration of displaced people. ¹²⁴	✓	✓	✓	✓	✓

* IOM's development social cohesion interventions are non-PRM funded.

Finding 1: Data suggest that PRM partners have not conducted a comprehensive profiling exercise (GP 1). UNHCR and its IPs collected protection monitoring data on IDPs at each of the UNHCR-supported oblasts, and each IO conducts assessment that collects contextually relevant data, with particular attention on IDPs' sex- and age-differentiated needs and preferences, although assessment approaches differ. IOs use assessment findings to inform intervention design. However, IOs do not survey host population needs and concerns as this practice applies to successful local integration of the displaced.

Finding 2: The interviews with local NGOs, IDP advocates, and IOs suggest that UNHCR facilitated and led the involvement of civil society and IDP groups in drafting the legislation and advocacy for IDPs (GP 2). The interviewed NGOs believe that without the support of UNHCR and other IOs, as well as the active involvement and advocacy of civil society and IDP advocates, Ukraine would not have the IDP Law.¹²⁵ NGOs and IDP advocates are also active contributors to the five thematic working groups established under the MTOT to harmonize IDP-related legislation, address inconsistencies between policies, advocate for removal of legal and administrative impediments, and foster IDP rights.¹²⁶

Finding 3: Ukraine adopted the Law on "Ensuring the Rights and Freedoms of Internally Displaced Persons" (IDP Law) on October 2014 (GP 3). The law is expected to provide a comprehensive legal framework for the protection of IDPs against discrimination and forcible return, ensuring assistance in voluntary return and facilitating access to social and economic services, including social and unemployment benefits and residence registration. However, the law does not guarantee IDPs' local integration or settlement in other parts of the country. Due to the proliferation of bylaws, some of which are in conflict with the IDP Law, and a lack of accompanying instructions in the application of bylaws, this law has resulted in poor implementation by responsible state institutions.

Finding 4: The findings suggest that PRM partners' advocacy activities, assistance with the development of an IDP database, harmonization of IDP-related legislation, technical and training support to MTOT and other relevant government officials, efforts in mainstreaming PSS and GBV response tools in social institutions, and close cooperation with oblast and local authorities are contributing to promoting political buy-in to enable local integration of IDPs (GP 4). Nearly all interviewed IOs, donors, and other external stakeholders characterize MTOT as a champion and supporter of IDPs as well as a force that has the political will to unify the country. However, it should be noted that in January 2017, GoU approved an action plan on the reintegration of NGCA territories, which partners considered a positive step.¹²⁷ The action plan, according to UNHCR, may be conducive for finding new approaches to access to pensions and social assistance for NGCA residents.

Finding 5: The findings indicate that no intention survey¹²⁸ among IDPs was conducted to identify settlement preferences of the displaced (GP 5). The need to conduct such a survey, as well as to gauge

the will of local authorities in integrating IDPs, was raised by a number of key informants.¹²⁹ Partners and government respondents indicated that such survey findings would be a useful assistance and integration planning tool, which could be used for advocacy to resolve legal issues, such as voting at local elections. UNHCR is currently carrying out a desk review of surveys and studies conducted on IDPs in Ukraine to identify IDPs' settlement preferences. According to UNHCR, the desk review includes IOM's bi-monthly national survey results and UNHCR's pilot mini-intention survey (sample 500 IDPs) conducted in Dnipro, according to which nearly 70 percent of IDPs wish to stay in their new communities.¹³⁰

Finding 6: *All IOs conduct assessments prior to designing interventions, which entails direct consultation and involvement of IDPs. As for government efforts, the evaluation found that in Kherson and Dnipro, the State Emergency Service (Kherson) and the State Oblast Administration (Dnipro) involve IDPs in discussions related to their situation (GP 6).* In Dnipro, regional authorities jointly with MTOT engaged civil society groups and IDP activists in consultations during the development of the IDP program in 2015.¹³¹ Still, it is not clear to what extent various groups (women, men, ethnic and marginalized groups) were involved in consultation. In Kherson, State Emergency Service periodically invites IDPs to coordination meetings with state structures and NGOs. This was confirmed by interviewed IDP women, although the effectiveness of these meetings was in doubt. Interviews with NGOs working on IDP issues revealed that there is a lack of information from central and local government about IDP-related plans and strategies. The lack of information and clear government integration policy to some extent aggravate uncertainty and fear about their future among the displaced populations.¹³²

Finding 7: *UNHCR and its IPs conduct protection monitoring and effectively use findings to adjust program intervention and advocacy (GP 7).* UNHCR also collects information pertaining to implementation of Ukrainian IDP-related legislation, IDPs' human rights and humanitarian standards observance, gaps in access to services, protection needs, and identification of the most vulnerable categories among IDPs.

Finding 8: *The mainstreaming of IDP-related issues into local development plans is weak, as interviews with regional and local government authorities suggest (GP 8).* Interviewed regional and local government officials expressed concerns about a lack of policy direction, funding support, and vision on integration of IDPs on the part of central government, specifically MTOT.¹³³ In December 2015, the Cabinet of Ministers adopted a Comprehensive State Program for Support, Social Adaptation, and Reintegration of IDPs, and in 2017 the GoU approved an action plan on reintegration of NCGA territories.¹³⁴ The program and its action plan, which have no budget allocation, were developed under the MoSP and provide a framework for GoU's response to internal displacement. The adoption of the program is considered by IOs to be a positive step towards durable solutions, an indication of political will, and a commitment to strengthen the government's capacity to implement the action plan. However, UNHCR and other IOs expressed concerns about the lack of any budgetary allocation for the action plan implementation.¹³⁵ In addition, the ET found that MTOT is developing a new peacebuilding program to bring together host populations and IDPs in five eastern oblasts.¹³⁶ Funding will come from the central government but also from the establishment of Multi-Partner Trust Fund (MPTF) for Recovery and Peacebuilding of Ukraine.¹³⁷

Moreover, beneficiaries stated that UNDP has been helping regional governments to factor the increased population into the regional development plans, as the budget decisions will be made by Gromadas in a decentralized form of government.¹³⁸ At the same time, the interviewed local authorities are hopeful that now with the adoption of the IDP national program, respective funding will be allocated to local development plans.¹³⁹ The evaluation found some initiatives and support provided to the displaced population by local authorities. For example, the administration of Dnipro Oblast issued a decree to admit all IDP children to kindergartens, while in Barvinkove, the mayor's office provided free

of charge premises for IDP-led community-based organization to deliver humanitarian and referral support for IDPs and social cohesion activities with the involvement of the host community.¹⁴⁰ The Mariupol city council reimburses 50 percent of the costs of surgical or medical treatment for the most vulnerable IDPs and conflict-affected population, including the host population.

Finding 9: *The findings indicate the lack of a comprehensive IDP strategy with a focus on solutions (GP 8).* The strategy would include measures to promote long-term legal, economic, and social integration for IDPs, as mentioned by interviewed IOs, donors, and external stakeholders. Key informants stated that due to the missing strategy, there is no clarity on policy and directions, mid- and long-term solutions, or the role of multiple government agencies dealing with IDP issues, when, for example, it comes to mid- and long-term solutions, such as housing and employment issues.¹⁴¹ However, in the Ukraine context, external stakeholders insist that a comprehensive strategy for conflict-affected populations is needed to respond to the consequences of conflict, in which IDP issues should also be reflected.¹⁴² As mentioned earlier in the report, IDPs are one of many socially and economically vulnerable groups in the country.

Finding 10: *Data collected suggests that the even when all IOs have good working relations with MTOT and are committed to streamlining its work, government-led coordination is weak overall. Partners reported that weak coordination architecture creates a challenge in identifying a central government counterpart, which is critical especially when implementing transition projects towards durable solutions (GP 9).* The newly established MTOT is seen as an entry point for effective coordination by PRM partners and the wider international community. However, IOs report that MTOT faces several challenges for effective coordination, including a) lack of resources, including financial; b) staff capacity; c) expertise; and d) convening decision-making power within the Cabinet. In addition, lack of an effective government-led multi-sectorial coordination system at the central and local levels is resulting in an unclear distribution of responsibilities and overlap between MTOT, MoSP, and other government entities that have a mandate on humanitarian, recovery, and IDP issues.¹⁴³

Finding 11: *Overall, the interviewed IOs and external stakeholders agreed that the cluster system is operative, highlighting the good work of Protection, Shelter and NFI, and WASH clusters. However, interviewed local IPs stated that the results of cluster work are not seen except for sharing of information and revealed a lack of clarity on OCHA's coordination activity (GP 9).*¹⁴⁴ The Humanitarian Country Team (HCT) coordination body, which includes all UN agencies, international and national NGOs, and other international organizations, is based on the Cluster System and facilitated by OCHA.¹⁴⁵ Partners and external stakeholders named a number of complications in coordination structure along the way, including: a) lack of experience in emergency response of many NGOs and UN agencies, since the United Nations Country Team (UNCT) traditionally was focused on development issues in Ukraine; b) disconnect in understanding of humanitarian vs. recovery; c) gap in leadership (the double hatting of Resident Coordinator (RC)/ Humanitarian Coordinator (HC), being head of HCT and at the same time head of UNDP); d) high turnover of cluster coordinators; and e) competing dynamics between agencies (institution- and/or personality-based). According to OCHA, coordination meetings are increasingly being conducted in collaboration with MTOT in the field; IOs conveyed that some donors (USAID, ECHO) played a good role in improving coordination by attending field meetings, providing the donor perspective, and learning about the concerns and constraints faced by the humanitarian community.¹⁴⁶ The challenge is that GoU's personal data protection legislation does not allow data sharing even among a very narrow circle of agencies. According to IOs, IPs, and external actors, coordination in NGCAs is more challenging because of the sensitive political and security nature of the operation.

Finding 12: *Key informants recognize that linkages between the humanitarian, recovery, and development interventions are required to address the displacement issue. Nevertheless, the findings*

indicate a lack of dialogue and operational linkages between humanitarian and development actors in longer-term integration of IDPs (GP 10). Interviews with partners demonstrated limited awareness about development interventions and efforts, except regarding participation of UNHCR and UNFPA in the UNDAF development process, and IOM's non-PRM-funded social cohesion interventions. However, the ET found that discussions are going on linking humanitarian and development interventions. Thus, the first meeting of the recently established Donor Transition Working Group was conducted at the time of this evaluation with the participation of the minister of MTOT. The technical working group consists of USAID/OFDA, PRM, DFID, ECHO, CIDA, and OCHA and is set to meet on a monthly basis.¹⁴⁷ Another initiative within EU institutions, a joint humanitarian and development framework in the process of being established, will guide the EU during the next couple of years.¹⁴⁸

Finding 13: All PRM partners conducted capacity-building activities and trained government officials at all levels on the UN Guiding Principles on Internal Displacement and other international humanitarian and human rights standards and principles (GP 11). Representatives from MTOT, regional state administrations, social service institutions, and health departments confirmed the usefulness of attended training organized by PRM partners. UNHCR and other partners pointed to the need for continued capacity-building activities to strengthen understanding on durable solutions and increase commitment to mainstream IDP issues into development plans. There is a need for sensitizing state employees and PSS providers on the ethical and indiscriminate identification, referral, and care of GBV survivors.

Finding 14: All partners collect sex, age, and physical ability data and adjust programming as needed (GP 12). UNHCR, as a result of participatory assessment, discovered the specific challenges faced by elderly IDPs and subsequently adjusted the program to address their needs. Interviewed beneficiaries with physical disabilities in Dnipro, Zaporizhzhia, and Kherson pointed out the lack of infrastructure for the handicapped in accessing pensions and other basic services and simply in going outside. In Luhansk and Donetsk GCAs, IOM's beneficiaries reported that hygiene kits are not tailored to female and male needs; thus, women and men stated that hygiene kits contained primarily feminine products, leaving men without razors, for instance.¹⁴⁹ Similarly, UNFPA/UFPH hygiene packages contain products adapted to women's needs, even though hygiene packages are intended to meet family hygiene needs.¹⁵⁰

Finding 15: Data indicates that IOs use needs assessments to identify and take into account the differentiated needs of rural and urban IDPs in their programming (GP 13). ICRC provides assistance to all conflict-affected populations in villages and has a cash assistance project for IDPs in urban settings. UNHCR and its IPs make efforts to reach out to IDPs located in remote areas through its protection monitoring. UNFPA provides assistance to any GBV survivor or person at risk, although as reported there is a gap in accessing reproductive health services for women from rural areas. IOM reportedly equally distributes vulnerable IDPs in-kind and cash-for-rent assistance in both areas. In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, there is a need for UNHCR and UNFPA to improve their strategies in reaching out to the most vulnerable IDPs in remote and rural areas.

Finding 16: Despite the great need for housing, as observed by partners and stated by IDP beneficiaries, there is little facilitation of IDPs in accessing housing and livelihood opportunities by the government (GP 14). PRM partners' assistance modalities such as shelter repairs, cash assistance, ICRC's income-food-generation, chickens, and seed distribution may facilitate access to adequate housing and livelihood opportunities to some extent. UNHCR partner CrimeaSOS reported that small grants in 2014 for small business creation and improving housing conditions were one of the most successful interventions since those IDPs who received support are still running their business and employ others.¹⁵¹ The ET observed that facilitation of adequate housing and livelihood opportunities by partners is more relevant for Luhansk and Donetsk Oblasts than for neighboring oblasts and Lviv. The Shelter Cluster reports that at

the request of some regional and local authorities, and with support from the Protection Cluster, and the Housing, Land, and Property Working Group (chaired by NRC) it has been compiling case studies on technical construction, legal feasibility, beneficiary criteria, and ways to involve local authorities to ensure sustainability projects and policies.¹⁵²

Finding 17: *UNHCR's robust shelter intervention in Luhansk and Donetsk GCAs provides security of tenure through light, medium, and (some) heavy repairs, which in turn prevents unnecessary displacements. ICRC and IOM seem to have secured short- and medium-term tenure security of IDPs through provision of their cash-for-rent assistance in Luhansk and Donetsk Oblasts. UNHCR's one-off multipurpose cash assistance provided short-term relief to vulnerable IDPs to pay for rent in neighboring oblasts, as reported by IDPs (GP 15). UNHCR and UNFPA beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv stated that they are not protected from unlawful eviction from the rented houses and/or pressure by landlords to pay rent for several months upfront or landlords' increasing the rent payment without notification. A key reason for this is the lack of rental agreements between tenants and landlords; this, as various stakeholders stated, is a common practice in Ukraine and not attributable only to IDPs.*

Finding 18: *The evaluation findings indicate that PRM partners target and support host communities and seek mutual benefit for both populations (GP 16). UNHCR conducted Quick Impact projects in Luhansk and Donetsk, both in GCAs and NGCAs, and Community Based Initiative grants in neighboring oblasts and Lviv. UNFPA assistance is focused on SRH and provision of assistance to survivors or anyone at risk of GBV. ICRC's activities provide mutually beneficial support for all community members. IOM's cash-for-rent and cash-for-work include support for both vulnerable IDPs as well as vulnerable local populations.*

Finding 19: *Lack of information about provided assistance and services by the international community was frequently raised by UNHCR and UNFPA beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, while the interviews with legal assistance IDP beneficiaries demonstrate that PRM partners provided effective legal aid and made a real impact (GP 17). Nearly all UNHCR-supported legal assistance beneficiaries interviewed in Kharkiv, Dnipro, and Zaporizhzhia highlighted the professionalism and high quality of service received from R2P lawyers and said that they obtained the intended results. However, legal assistance beneficiaries pointed to the need for legal representation in courts and help with property restitution/compensation. IDPs would like to receive adequate information about availability of services and assistance, the assistance provision process, assistance eligibility criteria (cash assistance), and aid utilization reports.*

Finding 20: *The findings show a notable engagement of local authorities and civil society organizations in facilitating support to IDPs by PRM partners, although the degree of engagement varies (GP 18). In the early stages of the crisis, UNHCR and its partners actively engaged local administrations and municipalities to analyze housing capacity in cities and towns to accommodate the displaced persons. UNFPA is engaged with the respective state social institutions, health departments, and municipalities in the implementation of its GBV-prevention activities and SRH service provision. IOM's cash-for-work intervention and distribution of in-kind assistance are conducted in close collaboration with local authorities and have allowed IDPs, together with local activists, to better the community. ICRC is equally engaged with local authorities and local communities in designing and implementing its interventions on the contact line and in NGCAs. Local NGOs stressed the need for closer engagement with local authorities and civil society organizations in mainstreaming IDP issues into local development plans in light of the decentralization process.¹⁵³ See Annex XVI for more details about partners' use of best/good practices in their programming and engagement.*

Evaluation Question 5, Part II. Have there been any unintended consequences?

Finding 21: *The ET identified the following unintended positive consequences:* **1)** Support provided to community-based groups led to strengthening civil society’s participation in advocacy, cooperation with local governments, and promotion of the rights of vulnerable groups.¹⁵⁴ **2)** Beneficiaries reported that legal assistance increased their legal literacy and education.¹⁵⁵ **3)** The sewing machine provided by R2P to single IDP mothers to mend their children’s clothing turned into a small business when the local population started placing sewing orders. A room for receiving orders was provided by the local Center of Social Services for Family, Children, and Youth (Kharkiv).¹⁵⁶ **4)** The UNHCR-initiated “City of Solidarity” Forum in Mariupol provided an opportunity to brand the city and resulted in attracting the interests of German investors and development organizations such as UNDP, as reported by the local municipality.¹⁵⁷ **5)** Cash assistance may have stimulated the opening of small-scale shops, as well as stimulated the market economy as a whole.¹⁵⁸ **6)** ICRC noticed early signs of positive unintended effects in its relatively new livelihood program. The poultry provided to conflict-affected households with the intention of producing meat and eggs for a family has resulted in families generating income, as middlemen are emerging in difficult-to-reach areas offering to buy extra eggs.¹⁵⁹ ICRC beneficiaries reportedly are able to better prioritize day-to-day expenses and manage their household economies. **7)** Even though local shops in Luhansk and Donetsk (particularly closer to the contact line) are selling fewer staple food items because of the humanitarian aid, partners are noticing that shops are selling more fresh vegetables, which may mean that beneficiaries are diversifying their diets because a better range of products is available.¹⁶⁰

Finding 22: *Along with the positive spillover effects, the PRM-supported interventions may also have created the following ill effects:* **1)** Increasing aid dependency, particularly in Luhansk and Donetsk (both GCAs and NGCAs). Partners reported on a lack of commitment on the part of the local government to address people’s needs and also a labor-capable population less interested in looking for opportunities to become self-reliant.¹⁶¹ **2)** Poor coordination leads to duplication of in-kind aid distribution in Luhansk and Donetsk GCAs and NGCAs.¹⁶² **3)** Local shops are selling fewer staple food items; doing so may bring down their income.¹⁶³

CONCLUSIONS

Overall conclusion: *The ET concludes that PRM and its multilateral partners play an important role in assisting IDPs and in engaging with the government and implementing partners to prepare for the eventual transition from relief to recovery. PRM's contributions to Ukrainian IDPs and their needs has largely been relevant and effective.*

Evaluation Question 1—Access to Services

Conclusion 1: *Displaced people face different experiences in obtaining IDP registration. If obtaining an IDP certificate has become easier and the process is better organized and less confusing for the displaced population in cities, displaced persons in rural areas are facing more problems with IDP registration. Also, individuals who are displaced within their village/town or street in grey zone settlements are not considered IDPs by the GoU. Displaced people living in NGCAs are limited in obtaining an IDP certificate unless they move to GCAs. Advocacy efforts by IOs is reducing the burden of revalidating the IDP certificate, which is a positive change.*

Conclusion 2: *Even though access to jobs is challenging for all Ukrainians, the evaluation concludes that IDPs are more vulnerable due to the lack of a propiska, lack of a skill set, employers' unwillingness to hire IDPs (who, if hired, earn lower salaries), loss of social and business networks, and a language barrier for the displaced in the western part of the country. There is a need to increase opportunities and improve access to income-generating activities.*

Conclusion 3: *There are no significant challenges in accessing primary and secondary education for IDP children; however, there are concerns about increasing cases of bullying of IDP children in schools. Children residing closer to the contact line are facing challenges in accessing schools due to a lack of transportation. Also, there are cases of children missing schools due to the psychological trauma.*

Conclusion 4: *While access to healthcare is officially free for all citizens, in reality, Ukraine's health system doesn't cover many essential health services, including the cost of life-saving medications. Forced "benevolent" contributions to health facilities for diagnostic and treatment services are connected with corruption and exacerbate the challenges that citizens face when seeking assistance from a low-quality healthcare system that struggles to deliver basic services to IDPs. In addition, IDPs and other conflict-affected individuals residing in Donetsk and Luhansk GCAs lack access to tertiary care.*

Conclusion 5: *Housing is a top-priority need for displaced persons, as it is for the general population. However, IDPs face more challenges in accessing and paying rent and utility bills. Landlords' unwillingness to rent to IDPs, and provide them with rental agreements when they do rent to them, increases IDPs' vulnerability as it prevents them from obtaining a propiska. A propiska is required for accessing subsidy benefits and the right to cast a vote in local elections.*

Conclusion 6: *Older IDPs are experiencing significant obstacles in receiving the pensions that they have earned and are entitled to due to the imposed bureaucratic and cumbersome verification process. The GoU does not communicate in writing to the IDPs the reasons for any of their social benefits or pensions being suspended or canceled.*

Conclusion 7: *Legal assistance is an important and necessary form of support for IDPs, especially for older people and other vulnerable groups in protecting their rights and accessing social benefits and entitled pensions. IDPs are at a disadvantage in exercising their political rights in local elections; this causes a sense of exclusion and segregation. Access to vote in local elections is a key factor for local integration.*

Conclusion 8: *To improve access to services, the following legislative and policy changes need to be made: a) de-link pensions and social welfare entitlements from IDP status; b) develop an administrative procedure for civil registration or, alternatively, amendments to the law on court fees to waive fees in certain categories of cases; c) foster property restitution/compensation; d) amend the law on local elections; e) demonstrated political will from the head of the state and executive branch may create an environment conducive to improving social cohesion and conditions for local integration of IDPs; f) create conditions for microcredit that is accessible to the entire population, including IDPs, for income-generation opportunities.* Overall, modernization of government service delivery and fighting corruption are required for improving access to services for displaced and non-displaced populations.

Evaluation Question 2—Assistance

Conclusion 1: *Overall, PRM’s multilateral partners have been largely successful in meeting the humanitarian needs of IDPs; however, some adjustments to assistance are needed (for details, see overarching Recommendation 2 on page 33.* PRM partners were equally effective in filling the gaps in responding to the humanitarian needs of IDPs and conflict-affected populations, designing interventions based on the assessment and consultations with intended target beneficiaries and local authorities and cooperating with local government and activists in implementation. However, the extent of successful humanitarian intervention in NGCAs is difficult to assess given the restricted nature of the operation and limited scope of the evaluation. Given the complicated political and security situation in NGCAs with limited access, capability to reach as many beneficiaries as possible and ability to conduct monitoring to ensure effectiveness of assistance delivery is very challenging even for registered agencies, let alone those who operates indirectly. Therefore, the ET wonders whether the existing platform of operation used by the international community in NGCAs enhance effectiveness and cost-efficiency.

Conclusion 2: *The provided assistance supports local integration over the short, medium, and longer term. However, there is a lack of engagement and cooperation between PRM partners and development organizations to ensure transition from humanitarian relief to development.* Overall, housing, employment, and access to microfinance are three enabling factors that foster IDPs’ local integration.

Evaluation Question 3—Beneficiary Selection

Conclusion 1: *All IOs established the process of selecting beneficiaries, although it varies from partner to partner and depends on the modality of assistance and location of program implementation.* The most common approach in identifying and selecting beneficiaries is a combination of monitoring, field assessments, referrals, and target group lists received from local authorities, social institutions, community-based organizations, state social service agencies, and health facilities. There is no standardized referral system, except for UNFPA’s referral pathways for GBV survivors in conflict-affected areas. Word of mouth is a common way for beneficiaries to learn about services.

Conclusion 2: *PRM partners have to a large extent targeted and reached the most vulnerable populations.* The most vulnerable are prioritized based on the vulnerability criteria developed by each partner; there is no unified standardized vulnerability framework or scoring system. However, review of criteria is needed to improve prioritization.

Evaluation Question 4—Beneficiary Feedback

Conclusion 1: *Overall, beneficiaries are satisfied with the provided services and assistance to a large extent facilitated IDPs to settle in new communities. However, without sustainable housing and income-generating opportunities, IDPs do not feel fully integrated.* The ET concludes that some services delivered a considerable impact on the lives of beneficiaries, especially for legal assistance, PSS, IPA, and cash-based assistance. Without PRM and its partners’ services, the situation of IDPs would be

compromised, especially for the most vulnerable groups. Reports on a sense of alienation and facing ill treatment from the host community call for social cohesion projects.

Evaluation Question 5—Best Practices

Conclusion 1: *The ET concludes that, to a large extent, PRM partners make use of best practices in their programming and engagement.* Thus, IOs make full or partial use of 16 out of 18 good practices outlined in the SI Global Desk Review on integration of the displaced population. IDP issues need to be cross-cutting in every development project; more activities to mainstream IDP-related problems into local development plans are necessary for ensuring sustained support to the most vulnerable IDPs. Continued support to MTOT and handover to government to coordinate a multi-agency response is important to form policy and programmatic instruments to enable IDPs' local integration and ensure that displaced populations living in host communities feel secure, have access to services, and receive necessary support. PRM partners, particularly those operating in NGCAs and close to the contact line, need to improve information sharing and strengthen coordination within relief communities operating in the areas. Cooperation and coordination between humanitarian actors and development organizations on linking humanitarian and development interventions are weak; however, discussions between development and humanitarian donors have been initiated, as has the 2017 HRP aimed at fostering synergies between the humanitarian and development community. IOs could be more responsive to gender-specific needs and preferences in hygiene and winterization kits. In addition, partners need to improve their strategies in reaching out to the most vulnerable in rural areas given the budget constraints and limited resources of IPs with the shift of humanitarian attention to the "grey zone." Even though some of the partners' activities are directed to support host communities, more engagement and a structured dialogue on the needs, concerns, and preferences of host populations is necessary to help reduce bias and stigma and foster IDPs' local integration.

RECOMMENDATIONS

The following recommendations arise directly from the ET's fieldwork in Ukraine and are informed by the global good practices outlined in SI's Desk Review report on local integration of IDPs.

Recommendation 1: Introduce and amend legislative and policy changes to improve access to, and quality of, services.

Recommendations for PRM:

- PRM should advocate for the GoU to revoke resolution No. 637 “On welfare payments to persons displaced from the temporary occupied territory of Ukraine and antiterrorist operation conduct districts.” As discussed in Finding 7 of the EQ1, the amendments to this resolution introduced inspections by “verification commissions” (social welfare and pension fund staff) of an IDP’s place of residence. Verification commissions are authorized to assign/resume or reject the welfare benefits for IDPs and suspend social entitlements, including pensions, in the case of an IDP’s non-presence at the moment of inspection. Revoking this resolution will cease unnecessary verifications and eliminate the cumbersome burden of proof for IDP pensioners of their whereabouts and remind state employees that the latter are unconditionally entitled to receive their earned pensions.
- PRM should advocate for the GoU to develop/introduce administrative procedures for civil registration needs (“ZAGS” civil registry office) for legalizing birth/death/marriage/divorce certificates received in NGCAs; this will reduce IDPs’ need to pay excessive court fees (as discussed in Findings 9 and 12, EQ1).¹⁶⁴ Alternatively, PRM should advocate for the *Verhovna Rada* (Parliament) to review and adopt a draft Law (# 4394, April 12, 2016) “On Amendments to the Law of Ukraine on Court Fees,” developed by the Legal Rights and Documents Recognition Working Group under the MTOT, to waive court fees for processing cases on establishing the fact of birth/death of persons in the temporary occupied territories; equally, court fees could be canceled for certain categories¹⁶⁵ of court issues for vulnerable, displaced, and non-displaced populations.¹⁶⁶ A first step could be engagement of the speaker of the parliament to register the draft law on the agenda and push the Parliament’s Human Rights Committee to review it.
- PRM should advocate on the highest government level, using diplomatic resources to push *Verhovna Rada* to review and adopt amendments to the Law on Local Elections to exempt IDPs from the permanent residence registration requirement so that they can participate in local elections, in turn fostering local integration of IDPs (as discussed in Finding 11, EQ1). IDPs could prove their local residence by showing either local utility bill payments or their children’s school attendance certificate.
- PRM should advocate for the GoU to identify, map, and utilize unused municipal properties for IDPs and other socially vulnerable groups as temporary and permanent housing given that there is a deficit of suitable housing (Finding 5, EQ1; Finding 15, EQ5). Shelter Cluster could provide technical expertise and assist the relevant government ministry in a mapping exercise, for example (Ministry of Regional Development, Building, and Housing of Ukraine).
- PRM together with multilateral partners should engage the GoU to explore options such as tax waivers on the income for landlords renting to IDPs, given the need to improve the security of tenure for displaced persons living in rented accommodations (as discussed in Finding 5, EQ1).
- PRM should advocate to the GoU to permit all those forcibly displaced from and within conflict-affected areas in NGCAs and GCAs to register as IDPs and allow them to benefit from

compensation, in accordance with the definition of IDPs in Ukraine's IDP Law and consistent with the Guiding Principles on Internal Displacement (Finding 1, EQ1).

PRM together with development donors (OFDA, OTI, WB) should engage the GoU to ease regulations that prevent IDPs from accessing the microcredit/loan system, and it should create favorable conditions (reducing interest rates, taxes) for those who would like to start micro-level entrepreneurial initiatives (EQ1, part 2). *Recommendations for PRM Partners/IOs:*

- Continue to advocate for and facilitate activities to harmonize IDP-related legislation, address inconsistencies between policies, and advocate for the removal of legal and administrative impediments to foster IDP rights as well as the inclusion of a right to a genuine choice between three settlement options stated in the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for IDPs.
- IOM, and other development organizations, should work with banks to open up special microcredit/loan schemes for displaced and non-displaced individuals/groups and discuss with development donors the possibility of subsidized interest rates or other microcredit/loan opportunities to start entrepreneurial initiatives (EQ 1, part 2; finding 13, EQ4).

Recommendation 2: Adjust programs and activities to improve effectiveness of assistance.

Recommendations for PRM:

- Based on Findings 2 and 3 of the EQ3 about shortcomings of targeting the most vulnerable groups for IDP assistance, and based on feedback in support of using income verification as the primary criteria for determining vulnerability, PRM should require its partners to review their vulnerability criteria and improve prioritization of the most vulnerable. This review may include examining how to scale the income-verification process. As this could be challenging and expensive, it is necessary to review the current vulnerability criteria used by partners and to conduct research on how to scale verification as a possible way to improve prioritization.
- PRM should promote relief and development donors to support UNFPA's model of GBV and SRH assistance to sustain gains and achievements made so far. GBV remains a significant risk in conflict-affected areas of Ukraine, particularly close to the contact line and areas with a high military presence. Low reporting of GBV further deepens vulnerability; survivors and those at risk of violence need access to safe spaces, continuous psychosocial support, and referrals for specialized support and treatment (EQ2).
- PRM should discuss with multilateral partners implementing indirectly in NGCAs the effectiveness of the existing platform of operation in NGCAs to enhance effectiveness and efficiency given the complicated political and security situation in opposition-controlled areas with limited access, ability to conduct monitoring and scarcity of resources (Finding 3, EQ2).

Recommendations for PRM Partners/IOs:

- Partners should review their vulnerability criteria to improve prioritization of the most vulnerable. Prioritization of the most vulnerable based on income could be an option. However, research is needed to find the most efficient way for income verification at scale.
- UNHCR should continue conducting perception surveys and other needs assessments of IDPs to identify settlement intentions of the internally displaced as discussed in Finding 5 of EQ5. In the absence of identified settlement intention of IDPs, it will be challenging to inform integration programming, planning, and prioritization of resources.
- UNHCR should continue its protection monitoring and legal assistance to IDPs in current operation locations. However, based on Finding 10 of the EQ1 and Finding 7 of the EQ4, consider the following adjustments: a) maintain support to R2P in Kharkiv Oblast so it continues to provide legal service,

protection monitoring, and information counseling to IDPs to avoid creating legal and protection gaps;¹⁶⁷ b) continue providing technical support, engagement, and capacity building of the government's Free Legal Aid Centers' legal service providers for eventual transfer of expertise on IDP-related legal issues and transition into existing structure; c) expand the scope of legal assistance by introducing legal representation in courts, especially for vulnerable IDPs.

- UNHCR should continue IPA support to IDPs; however, consider: a) increasing the cap, but at the same time reviewing/focusing targeting criteria for the extremely vulnerable categories of IDPs (Finding 9, EQ4); b) including medication assistance, especially for patients with chronic diseases, because untreated chronic disease can quickly become an acute and life-threatening condition (Finding 4, EQ1; Finding 13, EQ4).
- UNHCR should continue shelter programming in conflict-affected areas while stepping up post-distribution monitoring and making the following adjustments: a) improve two-way communication with beneficiaries by providing timely response to the shelter needs and preferences of beneficiaries (Finding 10, EQ4); b) provide shelter materials for the most vulnerable to ensure that distributed materials are used and not just stored (Finding 10, EQ4); c) provide materials to repair interior damage in conflict-affected areas (Finding 10, EQ4), and d) consider light interior/exterior shelter repairs, particularly for older IDPs and those residing in rural areas in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv (Finding 13, EQ4); however, due to a limited resources provision this shelter assistance should be based on reliable assessment of need. Also, prior to the provision of repairs, IDPs should be supported with rental agreements to ensure that they are not evicted by landlords after the repairs.
- UNFPA and its IPs should put more effort into sensitizing PSS providers on ethical and indiscriminate identification, referral, and care of GBV survivors, especially of PSS providers at the Kharkiv Shelter, as discussed in EQ2. Consider introducing questions to identify level of understanding of gender and SGBV concepts and sensitivity in the hiring process, review monitoring tools and step up monitoring activities, review standard operation procedures, and encourage clients to provide feedback on received assistance, ensuring two-way communication with clients. Similarly, continue raising awareness and capacity-building activities and sensitizing state employees on gender and GBV.
- UNFPA should review mapping of available GBV services (PSS, healthcare, and legal) in Mariupol area to ensure that there is no gap in GBV protection activities given the large military presence in the area (EQ2, page 16, Figure 2).
- UNFPA should consider conducting a GBV sub-cluster meeting in the southern Donetsk area to prevent GBV, strengthen coordination activities between all relevant state and humanitarian actors, and strengthen the referral system to ensure that survivors and those at high risk have access to health services, including STI/HIV prevention and treatment, protection, PSS support, and legal redress (EQ2, page 16, Figure 2).
- UNFPA should continue advocacy and awareness-raising campaigns on GBV to decrease the social stigma and increase reporting of GBV cases and provide life-saving information about available services for GBV survivors and those at high risk (EQ2 and EQ3).
- IOM should refine a National IDP Database by consulting with line ministries, especially MTOT, so that collected information is better utilized by intended users for planning and prioritization of resources in addressing needs of IDPs (EQ2, Figure 2).
- ICRC should consider improving visibility and distinguishing itself clearly so that beneficiaries do not confuse it with the Ukrainian Red Cross Society (Finding 5, EQ4).
- ICRC should improve timely distribution of aid and information dissemination about the upcoming aid distribution locations so that beneficiaries can plan in advance to reach the distribution sites, especially vulnerable groups (Finding 4, EQ4).

Recommendation 3: Engage in information sharing and outreach, both with wider international community and government structures and beneficiaries.

Recommendation for PRM:

- PRM should advocate for the GoU, specifically MTOT, to inform public about internally displaced integration policy, plans, and strategies, so that displaced population is clear about the government's policy and less fearful about their future (as discussed in Finding 6, EQ5).
- PRM should encourage the GoU to disseminate messages promoting national solidarity with displaced and conflict-affected populations, restore social cohesion, mitigate and dispel prejudice against IDPs, and sensitize relevant authorities and the public (Finding 2, EQ4).

Recommendations for PRM Partners/IOs:

- PRM partners should improve cooperation and information sharing with international community, especially for initiatives aimed at identifying gaps in humanitarian and recovery response (as discussed in Finding 3, EQ2).
- PRM partners should establish or improve outreach strategies, their response to beneficiary feedback and provision of information about available services/assistance, the beneficiary selection and assistance provision process, and the eligibility criteria for cash assistance (Finding 4, EQ4). Specifically encourage females, older people, and male beneficiaries to provide feedback on received assistance.

Recommendation 4: Partners should continue to be actively engaged in collaboration and partnership building with national and local authorities, CBOs, and other NGOs. This should be supported and encouraged by PRM.

Recommendations for PRM Partners/IOs:

- Continue training and capacity-building activities of national and local government authorities, state agencies providing services to IDPs, health institutions, and other relevant stakeholders on the rights of IDPs, international humanitarian and human rights standards, SGBV, SRH, and the role and responsibilities of government in the protracted displacement crisis (EQ2, finding 12, EQ5). Promote understanding of IASC Framework on Durable Solutions for IDPs and Guiding Principles on Internal Displacement.
- Continue engagement and collaboration with local authorities to find entry points and a multi-partner approach to mainstream IDP issues in local development plans and promote the integration of IDPs not only in regions with high concentration of IDPs, but also in the west and south of Ukraine (Finding 20, EQ5).
- Continue support to MTOT in strengthening its technical expertise and capacity to eventually lead an inter-agency coordination effort.

Recommendation 5: Ensure that host communities are included in programming to strengthen social cohesion and integration of IDPs.

Recommendation for PRM:

- PRM should continue to support programs that benefit the whole community, encourage collaboration and interaction between IDPs and host populations, and foster social cohesion. Provision of support to the economic pillar is key, with activities that support livelihoods offering a potential avenue to explore, for example, micro-business, start-up grants, microcredits, marketable skills development, food- and income-generating activities, etc.

Recommendations for PRM Partners/IOs:

- Collect information from the host population to learn about their needs, concerns, preferences and vulnerabilities, and use findings to inform programming (as discussed in Finding 1, EQ5).
- Continue designing and implementing programs that promote social cohesion between IDPs and host communities; and support income-generating opportunities across the whole community.
- Continue community-based initiatives; however, ensure engagement of local population in implementation of initiatives.

Recommendation 6: Develop strategy to deal with the aftermath of displacement and mainstream IDP issues into the local development plans and development initiatives.

Recommendations for PRM:

- PRM should advocate the GoU to develop a strategy to support durable solutions to displacement, including measures promoting medium- and long-term legal, economic, and social integration of IDPs.
- PRM together with development donors (OTI, OFDA, WB) and IOs should encourage the GoU to allocate adequate funding to implement the Action Plan of the Comprehensive State Program Support, Social Adaptation and Reintegration of IDPs (Finding 8, EQ5).
- PRM should advocate for the GoU to establish a Steering Committee consisting of key government agencies, donors, multilateral organizations, international and local NGOs working on IDP issues to oversee Action Plan implementation. MTOT should be a leader in the process (as discussed in Finding 10, EQ5).
- PRM should encourage the GoU to delineate clear roles and responsibilities of multiple government ministries/agencies dealing with IDP issues (Finding 10, EQ5).
- PRM should encourage the GoU to deliver clear national policy direction and vision on IDP integration to regional and local government administrations, and provide timely funding to ensure the inclusion of displacement-related issues into local development plans and the facilitation of IDPs' sustainable integration (Finding 8, EQ5).
- PRM should advocate jointly with other donors (Germany, Japan, EU, and development donors such as OTI, OFDA, and WB) to push GoU to modernize and reform its health, education, public service, and pension system so that the quality of public services increases for all Ukrainian citizens.

Recommendations for PRM Partners/IOs:

- PRM partners should advocate and provide technical support to regional governments in mainstreaming IDP-related issues into local development plans (Finding 8, EQ5). Ensure inclusion of the needs of women, girls, men, boys, the elderly, persons with disabilities, ethnic minorities, and other marginalized groups.
- PRM partners should encourage national and local authorities to establish mechanism to facilitate regular consultations with diverse groups of the displaced and non-displaced populations, including the needs and preferences of the most vulnerable groups in local development plans.
- PRM partners and the wider humanitarian community should advocate development organizations on mainstreaming of the IDP issue as cross-cutting in every development project and initiative (Finding 12, EQ5).

Recommendation 7: Engage development actors to identify potential humanitarian-development linkages and plan for IDP integration.

Recommendations for PRM:

- PRM should continue to increase opportunities for communication between humanitarian and development donors, such as the recently established Technical Donor Working Group (PRM, OFDA, DFID, CIDA, OCHA), to discuss and identify potential joint humanitarian-development approaches

and define a common strategic framework, funding distribution, and advocacy coherence (Finding 12, EQ5).

- During a hybrid humanitarian/development situation, PRM should conduct information-sharing meetings with partners to provide an opportunity for partners and PRM to gain perspectives on potential humanitarian-development linkages, clarify funding updates, and understand PRM's strategy. Additionally, the meeting could provide a platform for partners to exchange lessons learned and discuss challenges and potential solutions to improve the effectiveness of the response. It is recommended that a similar meeting (or perhaps jointly with multilateral partners) be conducted with international and local NGOs (as discussed in Annex X).

Recommendations for PRM Partners/IOs:

- PRM partners should increase engagement and coordination between relief and development actors (as discussed in Finding 7, EQ2). One of the ways to engage with development actors (WB, UNDP, UN) is to draw up joint humanitarian-development strategic planning based on: a) joint assessment to identify clear priorities and sequencing relief and development linkages; b) joint analysis of vulnerabilities and risks; c) a focus on the most vulnerable oblasts and populations; d) setting shared objective and priorities; e) coordinated action/intervention; f) conducting regular monitoring and evaluation.
- PRM partners should identify information gaps needed to perform analysis of the displacement situation that considers humanitarian and development information needs to identify potential linkages and plan for a transition.
- PRM partners should ensure inclusion of diverse perspectives/needs such as those of women, girls, men, boys, the elderly, persons with disabilities, ethnic minorities, and other marginalized groups to help better understand the specific needs, capacities, experiences, and opportunities for sustainable integration.

ANNEXES

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Annex III: Data Collection Instruments

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Annex V: List of People Interviewed

Annex VI: Monitoring Tools

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- B. Checklist for Monitoring IDP Integration Programs in the Field
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Annex VII: Country Context

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Annex X: Contributing factors for effective response, interventions, challenges and gaps, EQ2

Annex XI: List of NGO Implementing Partners

Annex XII: Multilateral Partners' Vulnerability Criteria, EQ3

Annex XIII: Beneficiary Selection Process, EQ3 Part I

Annex XIV: Beneficiary Feedback on Received Integration Assistance from UNHCR, ICRC and IOM, EQ4, part I

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Annex I: Evaluation Statement of Work

STATEMENT OF WORK V. 6/29/2016

U.S. Department of State Bureau of Population, Refugees, and Migration (PRM)

Evaluating the Effectiveness of PRM Multilateral Partners in Assisting IDPs and Preparing for the Eventual Transition from Relief to Development.

NATURE AND PURPOSE

The purpose of this solicitation is to obtain the services of a contractor to carry out an evaluation, lasting up to six months, on the effectiveness of multilateral partners supported by the Bureau of Population, Refugees, and Migration (PRM), between 2014-2016, in assisting internally displaced persons (IDPs) primarily in the five eastern-most oblasts of Luhansk, Donetsk, Kharkiv, Zaporizhzhya, Dnipropetrovsk and also Lviv and Kherson (where the majority of those displaced from Crimea remain) while creating an environment conducive for the eventual transition from humanitarian relief to longer term development. An important step toward longer development is the effective local integration of IDPs. The Ukrainian government (GOU) is ultimately responsible for promoting the integration of IDPs. However, protection and assistance made possible through PRM's multilateral partners can support integration.

The evaluation will consist of: (1) a comprehensive desk review and analysis of best practices in local integration of IDPs, global in scope, including but not limited to Europe; (2) a field-based evaluation of humanitarian assistance programming in Ukraine where PRM supports the United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM) and the United Nations Populations Fund (UNFPA); (3) a description of GOU integration policies, legislation, and practices and identification of gaps; and (4) elaboration of guidance that can be used to inform PRM programmatic and diplomatic decision making for creating an environment conducive to the local integration of IDPs.

Both the desk review and the field-based evaluation should prioritize identifying: (1) the qualities of successful local integration programs for IDPs; (2) whether PRM's partners made use of best practices in their programming and engagement; (3) whether PRM's partners appropriately assessed gaps in government humanitarian and integration assistance; and (4) any unintended consequences that occurred as a result of local integration efforts. The evaluation will also analyze the external factors that may influence the long-term effectiveness of IDP integration in Ukraine.

Recommendations should be concrete, actionable, and provide guidance, checklists, and indicators for PRM to consider when: (1) monitoring the performance of multilateral partners assisting IDPs; (2) monitoring the efforts of the GOU (and potentially other governments) to integrate IDPs; (3) engaging host governments, multilateral partners and Non-Governmental Organizations (NGOs) on best practices in IDP integration. The contractor will coordinate with PRM, the Tbilisi-based Regional Refugee Coordinator, the U.S. Embassy in Kyiv, UNHCR, ICRC, UNFPA, IOM, and relevant parts of the GOU such as the Ministry of the Temporarily Occupied Territories/IDPs, the

Ministry of Social Policy, State Emergency Services, State Migration Service, and the Security Service of Ukraine (Sluzhba Bezpeky Ukrainy).

Note: Parts of Ukraine are off limits to USG staff due to active armed conflict. Several PRM partners operate in the areas restricted for visits by the U.S. Embassy personnel. Contractors should be aware of changing security conditions in Ukraine and have a security plan that will not put team members at undue risk. PRM will look favorably upon proposals that collect beneficiary feedback on both sides of the line of conflict. Security permitting, this could include site visits but could include instead consultations with multilateral organizations, civil society, mobile technology, and/or social media outreach.”

BACKGROUND and CURRENT EFFORTS

PRM

PRM’s mission is to provide protection, ease suffering, and resolve the plight of persecuted and uprooted people around the world on behalf of the American people by providing life-sustaining assistance, working through multilateral systems to build global partnerships, promoting best practices in humanitarian response, and ensuring that humanitarian principles are thoroughly integrated into U.S. foreign and national security policy. The United States government, through PRM, is the largest bilateral donor to UNHCR, ICRC and among the largest bilateral donors for IOM. While PRM is not amongst the largest supports of the UN Population Fund (UNFPA), the Bureau is funding the agency to promote the reproductive health of Ukrainian IDPs. PRM funds NGOs to fill critical gaps in programming by multilateral organizations and host governments. It is important to note that the Bureau considers its humanitarian diplomacy to be as important as its programming. PRM works to provide protection, assistance, and solutions to conflict-affected IDPs, primarily through contributions to multilateral organizations. Chief among these are the ICRC, which is mandated under the Geneva Conventions to protect and assist victims of conflict, including IDPs, and UNHCR, which has lead responsibility for protection, emergency shelter, and camp coordination and camp management in situations of internal displacement caused by conflicts.

PRM generally funds activities in 12 month increments, although in recent years it has allowed NGO partners to apply for multi-year funding. Through humanitarian diplomacy, PRM engages partner governments on political actions that could be taken to improve outcomes for populations of concern – including the local integration of refugees and IDPs. Strong monitoring and evaluation (M&E) contributes to the identification of best practices, both political and programmatic, that can be promoted in local integration efforts.

One of the primary deliverables of this project will be a set of indicators that will allow PRM to better measure the efforts of UNHCR, the GOU, and other actors and to integrate, or support the integration of, Ukrainian IDPs. In addition to best practices, the proposal should also identify any recurring mistakes and suggest how PRM and its partners could prevent them from happening in the future.

PRM does not have a technical expert on the local integration of IDPs. PRM’s Policy and Resource Planning (PRP) office has two M&E specialists, an IDP Protection Advisor, and a specialist in relief and development coordination which often includes issues related to local integration of refugees and IDPs. PRM’s three regional offices all fund IDP assistance to varying extents. PRM’s Europe, Central Asia, and the Americas (ECA) Office does not have a dedicated Refugee Coordinator in

Ukraine, but has provided coverage through temporary deployments. Monitoring the performance of PRM partners is a responsibility shared by PRM Regional Officers, their respective Regional Refugee Coordinators based at embassies throughout the world, with support (training, monitoring and evaluation) provided by PRP. PRM has improved monitoring of humanitarian priorities in Ukraine through temporary postings of PRM staff at Embassy Kyiv. Two PRM staff, one from ECA and one from PRP, will jointly oversee the administration of this evaluation and be the primary points of contact. Upon award, ECA and PRP will work closely with the contractor for the duration of the evaluation. In accordance with the standards of good management and performance-based results, the contractor will be held accountable for cost, schedule, and performance results.

USAID has an Office of Foreign Disaster Assistance (OFDA) officer in Kyiv who oversees many NGO projects in Ukraine. OFDA support to NGOs focuses primarily on cash assistance, distribution of core relief items, and protection (primarily psychosocial support). While the funding guidelines agreed to by PRM and USAID/OFDA in 2007 stipulate PRM has the lead on refugees and USAID on IDPs, the agreement also acknowledges the level of support needed for a given emergency may be influenced by compelling U.S. interests or exceptional need. The Ukraine crisis meets both criteria. In addition, the agreement allows for PRM funding to its traditional partners on IDP-related issues after consultations with USAID/OFDA, particularly by virtue of UNHCR's established leadership roles in situations of internal displacement. PRM and OFDA continue to work closely together to coordinate funding actions and to develop advocacy and funding messaging. PRM support in Ukraine has focused on funding for multilateral organizations, while OFDA is funding international NGOs, with the exception of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). This division has allowed the USG to ensure it is supporting the multilateral response and cluster coordination responsibilities, while also supporting more targeted NGO interventions in the East.

Ukraine

According to the UN, there are over 3.1 million people in need of humanitarian assistance, as a result of fighting between armed groups and government forces in Eastern Ukraine that started in April 2014. As of the end of May, UNHCR reported 1.3 million Ukrainians in neighboring countries and the GOU reported over 1.7 million IDPs, however, it should be noted humanitarian organizations believe the number of IDPs is closer to 800,000 due to returns, as well as to flaws in the registration system.

The last official ceasefire was September 1, 2015. Although there have been periods of relative calm, fighting in Eastern Ukraine has escalated since February 2016, and areas near checkpoints have experienced an uptick in violence. Separatist authorities continue to restrict humanitarian access to the occupied area, and life is difficult for civilians, as they are also subject to the government commercial/financial embargo, suspension of social payments (including pensions), inflated prices for Russian goods, and overall savings depletion. IDP returns continue due to lack of employment in the government controlled areas (GCAs) and separatist threats to seize property in the non-government controlled areas (NGCAs) abandoned by IDPs. Crossing the line of contact is dangerous due to shelling and mines, while IDPs seek to avoid official crossings due to long wait times, insecurity, and complicated crossing procedures, leaving IDPs isolated and without access to assistance.

Since July 2015, de facto authorities in NGCA Donetsk (“DPR”) and Luhansk (“LPR”) areas have continued to restrict humanitarian assistance, citing security and espionage concerns. ICRC is the only with permission to operate in both DPR and LPR. Access by UN organizations is tenuous; however, the UN has been able to operate to some degree in NGCAs through implementing organizations. The separatist restrictions, as well as the government commerce and finance bans have placed a heavy burden on relief organizations to meet the needs of those who live in NGCAs. Russians are supplying some humanitarian assistance to people in eastern Ukraine, but the needs are still great.

In April 2016, the government chose a new Prime Minister and Cabinet. A new ministry for Occupied Territories and IDPs was created and humanitarians are hopeful this will ensure an improved and more coordinated response for IDPs. The international community continues to support Ukraine as it struggles to implement the Minsk Protocol and a multitude of political, security, and economic reforms, meanwhile maintaining Russian sanctions until implementation is complete.

To date, PRM has provided over \$50 million in humanitarian assistance through UNHCR, ICRC, IOM, and UNFPA. This funding supports materials to repair homes damaged in conflict areas and refurbishment of IDP collective centers, hygiene kits, food, water, psychosocial support, livelihoods, and cash programming for rent and purchase of seasonal relief items such as warm clothing, blankets, mattresses, carpets, rugs, and, in some cases, portable electric or gas space heaters, oil heaters, wind blowers, and water boilers.

SECURITY CONCERNS

As mentioned, parts of Ukraine are off limits to USG staff due to active armed conflict. Several PRM partners operate in the areas restricted for visits by the U.S. Embassy personnel. Contractors should be aware of changing security conditions in Ukraine and have a security plan that will not put team members at undue risk. Travel sites will be determined in conjunction with ECA based on security conditions. However, it is anticipated that travel will take place to Luhansk, Donetsk, Kharkiv, Zaporizhzhya, Dnipropetrovsk, Lviv, and Kherson. The Embassy and United Nations Department of Safety and Security (UNDSS) will advise on security conditions. Flexibility will be needed due to uncertainty regarding conditions at the time of the evaluation. PRM will look favorably upon proposals that collect beneficiary feedback on both sides of the line of conflict. Security permitting, this could include site visits but could include instead consultations with multilateral organizations, civil society, mobile technology, and/or social media outreach.”

EVALUATION QUESTIONS

The evaluation should answer the following questions with an emphasis on developing best practices, lessons learned, and actionable recommendations to inform the programming and diplomacy of PRM and its parts:

- 14) 1) **Access to Services:** What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a propiska, social benefits (i.e. pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?

2) **Assistance:** Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provided to date support local integration over the short, medium, and long term?

3) **Beneficiary Selection:** What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance? Are there ways to ensure that the most vulnerable are prioritized?

4) **Beneficiary Feedback:** To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?

5) **Best Practices:** Do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

SCOPE OF WORK

The contractor will:

- **Conduct a global desk review**, analyzing best practices/recurring mistakes in locally integrating IDPs worldwide in order to contextualize the evaluation. The desk review will include but not be limited to Ukraine and should take into account gender dynamics. The evaluation team should draw from both grey and white literature, discussions with key stakeholders, and research to determine where the integration of IDPs in Ukraine and the rest of the world has and has not been successful and reasonswhy.

Carry out a field-based evaluation in Ukraine, where PRM and its partners are assisting IDPs. The field evaluation in Ukraine shall take no more than five weeks, not including travel days, to complete. This will allow time for consultation with UNHCR, international and local NGOs, government officials, IDPs, and other stakeholders such as USAID/Kyiv and the USAID Office of Foreign Disaster Assistance (OFDA). With PRM assistance, the contractor will consult with the U.S. Embassy prior to in-country data collection activities. The evaluators will need to coordinate closely with PRM's ECA office and Embassy Kyiv to schedule meetings with PRM's IO and NGO partners and the GOU. The evaluation team will also need to consult and coordinate with UNHCR including on issues relating to security and logistics. When in the field, a six day work week is authorized. Below is background information concerning programs to be included in the country evaluation.

PRM Programs

PRM's programmatic support for Ukrainian IDPs is provided primarily through UNHCR and ICRC and to a lesser extent through UNFPA and IOM.

UNHCR

UNHCR maintains a sub-office in Dnipropetrovsk, Field Offices in Kharkiv, Mariupol and Sievierodonetsk in the government controlled area (GCA), a UN logistics hub in Luhansk city and a Global Hub in Donetsk city in the non-government controlled area. UNHCR leads and chairs the Protection Cluster and the Shelter/Non-food Item (NFI) Cluster. In 2015, UNHCR signed 20 partner agreements with NGOs and community-based organizations in order to assist IDPs and their host communities including legal aid, information dissemination, counseling, and distribution of core relief items. In Donetsk, UNHCR and one of its partners, People in Need, implemented 17 community-based protection and co-existence projects. UNHCR partners DRC and Crimea SOS deployed protection monitors to 19 regions. UNHCR also helped organize the first Community Based Organization (CBO) forum which took place in Kharkiv and had representation from more than 128 CBOs. UNHCR also advocated with the National Human Rights Programme to prioritize the protection of IDP rights adopted by the government. UNHCR also supported the Government's Action Plan on women/empowerment and countering Gender-Based Violence (GBV) which is overseen by the Ministry of Social Policy. In part due to UNHCR's advocacy, the government eased restriction on movement of IDPs and amended the IDP Law to align with Guiding Principles adopted by Parliament (Law No.2166 passed), and geographic limitations were removed from bylaws regulating IDP registration procedures. The UNHCR-led Protection Cluster, provided protection training to 50 Organization for Security and Cooperation in Europe (OSCE) Special Monitoring Mission observers. UNHCR also maintained cash assistance programs for beneficiaries in Dnipropetrovsk, Zaporizhia, Mariupol, and Kyiv.

ICRC

The ICRC operates in part through the Ukrainian Red Cross. As an independent, neutral and impartial humanitarian organization, the ICRC focuses on helping the most vulnerable people. Its teams visit people detained in connection with the conflict in government-controlled areas, and negotiates access to places of detention on the other side of the line of contact. Whenever requested to do so, the ICRC participates in operations to release and transfer detainees between the parties to the conflict. The organization is also delivering food, hygiene items, medicines and building materials to the worst-affected communities. The ICRC regularly reminds all those concerned of their obligations under international humanitarian law. These universally recognized rules, which are based on a clear distinction between civilians and military personnel, require that civilians and civilian infrastructure be spared the effects of hostilities. In 2015, ICRC and the Ukrainian Red Cross helped ensure access to water and electricity for 2,100,000 conflict-affected Ukrainians, provided food rations to 350,000 people, and supported 141 health facilities.

IOM

IOM maintains a variety of projects which may contribute to the local integration of IDPs. One project focuses on training sessions for self-employment and micro-business development for IDPs and host community members in Donetsk, Luhansk, Kharkiv, Odesa, Zaporizhia, Poltava, Dnipropetrovsk, Vinnytsia, Lviv, Ternopil, Kyiv, Khmelnytsky, Zhytomyr, Cherkasy, Sumy,

Mykolayiv, Kirovograd and Kherson regions. Another concerns building social infrastructure such as the expansion of schools and kindergartens or playgrounds; improvement of primary healthcare facilities and health posts; development and improvement of infrastructure, culture and recreation facilities; or other similar initiatives that could potentially lead to the improvement of quality of life for IDPs and host communities. IOM also facilitated cash-for-rent programming at a range of sites including Vinnytsia, Zhytomyr, Mykolaiv, Odesa, Poltava, Kherson, Chernihiv and Cherkasy regions which have been finished in December 2015. As of March 2016 unconditional cash assistance is provided in the amount of 1980 UAH per person in Kharkiv Region to new beneficiaries or those who received assistance only once during July-December, 2015.

UNFPA

Since the beginning of the crisis, UNFPA has sent reproductive health kits to health centers and hospitals in the conflict-affected areas that have been used for an estimated 7,800 normal deliveries and 3,200 complicated deliveries, including C-sections and miscarriages. In addition, 38,000 disposable kits for obstetric-gynecologic check-ups have been supplied directly to women through outreach services and health facilities. With support from the United Kingdom and the United States, UNFPA has been able to expand its efforts to support health facilities, including through increasing capacities for treatment of sexually transmitted infections and addressing cases of sexual violence. It also partners with the International Medical Corps (IMC), the World Health Organization (WHO), the Ukrainian Red Cross and others on joint trainings and support to mobile clinics that provide outreach to women in need.

PRM Funding

State/PRM Assistance				
	Year			
	2016	2015	2014	Total
UNHCR	-	10,400,000	2,850,000	13,250,000
ICRC	7,450,000	21,500,000	2,300,000	31,250,000
IOM	3,000,000	3,000,000	405,000	6,405,000
UNFPA	1,000,000	1,000,000	120,000	2,120,000
Total	\$11,450,000	\$35,900,000	\$5,675,000	\$53,025,000

EVALUATION TEAM

PRM will consider various evaluation team compositions; however, the team conducting the field evaluation must consist of one Level I or II Evaluation Specialist and one Level I or II Subject Matter Expert. The subject matter expert categories include Humanitarian Assistance/Complex Emergency Specialist; Conflict Prevention, Mitigation and Reduction and Post-Conflict Reconstruction Specialist and Democracy and Governance Analyst. The evaluation team's knowledge and skills must demonstrate the ability to best complete the following:

1. Conduct a comprehensive desk review regarding the integration of IDPs in Ukraine and globally.

Evaluate the performance of PRM partners in integrating Ukrainian IDPs. The evaluation will focus primarily on UNHCR, ICRC, IOM and UNFPA. The country evaluation will last no longer than 5 weeks. The country evaluation will include an in-country debrief report. Analyze data, compile recommendations from the desk review, and produce a final report. Debrief PRM, UNHCR, and other stakeholders, upon completion of the final report.

QUALIFICATIONS

1. The Evaluation Specialist shall have experience in designing and implementing overseas evaluations and experience conducting evaluations in humanitarian settings. The Subject Matter Expert shall have experience working with governments in non-camp humanitarian settings in countries assisting IDPs. Both staff shall be familiar with humanitarian assistance and IDP protection and assistance generally. However, one member should have knowledge of local integration and durable solutions and at least one the field evaluation team members must be fluent in Russian. Evaluation and subject matter experts not meeting these requirements may be considered if adequate justification is provided.
2. Evaluation experts must have an understanding of the mandates/responsibilities of PRM, UNHCR, UNFPA, and IOM in protecting and assisting IDPs as well as an awareness of relevant research and evaluations conducted by UNHCR, NGOs, and universities.
3. Evaluation team members must have a demonstrated understanding regarding the collection and use of sensitive data in order to protect confidentiality.
4. Evaluation team members may be based in or outside of the U.S. U.S. citizenship is not required. Contract organizations previously funded by PRM should assess their past performance and demonstrate a clear work plan that reflects lessons learned.

TIMETABLE AND DELIVERABLES

The contractor will begin work within 2 weeks after the contract award. The duration of the evaluation will be up to 6 months.

The contractor shall provide the following deliverables to PRM. The below timeframe for each of these activities is projected and PRM requests the contractor provide a schedule of deliverables, including anticipated delivery dates, in the proposal.

1. **Work Plan:** A detailed work plan with time lines due within 5 business days of the kick off meeting.
2. **Progress Reports:** The contractor shall submit a mid-term progress report to PRM, complemented by monthly teleconferences. The reports shall summarize progress and status of the major activities being undertaken in relation to the requirements of this program; comparison of actual accomplishments with the goals and objectives established for the period of the report; deviations from the work plan and explanations of such; indications of any problems encountered and proposals for remedial actions as appropriate; and projected activities for the next reporting period. The mid-term report is due 90 days from the start of the contract.

3. **Desk Review Report:** A desk review for IDP-focused capacity building programs which includes, but is not limited to, documentation from PRM's partners for the period from 2015-present. The desk review is due within 60 days after the start of the contract. The desk review and final report shall not exceed 25 pages, not including annexes. PRM will provide feedback on the draft report within 10 business days. The contractor has 10 business days to complete the final report after the draft report is returned by PRM. A report revisions matrix must also be submitted with the final report.
4. **Final Report:**
 - The contractor shall deliver a draft final report incorporating findings from the desk review and field based evaluation to PRM at least 45 days before the completion date of this contract. The final report shall summarize the major results achieved, any problems encountered, and notable successes of the PRM-supported programs. The contractor shall also make recommendations of appropriate follow-up actions primarily for PRM, but also UNHCR and NGO partners and the government where relevant.

The final report shall include conclusions as to what activities are the most (and least) successful in promoting local integration of Ukrainian IDPs, reasons why, and recommendations on best practices based on findings. Recommendations should be concrete, actionable, and tailored to specific stakeholders.

The final report shall include a section on how well programs support PRM's Functional Bureau Strategy (which will be shared).

The evaluation report should be no more than 25 pages in length, not including annexes. The final report must include an executive summary, which shall be no more than four pages. Ukrainian and Russian versions of the executive summary are required.

PRM will provide feedback on the draft report within 10 business days. The contractor has 10 business days to complete the final report after the draft report is returned by PRM. A revisions matrix must also be submitted with the final report.

5. **Monitoring Tools:** The contractor shall deliver checklists that PRM can consider when:
 - (1) writing requests for proposals that include activities to promote integration of IDPs;
 - (2) when reviewing proposals that include activities to promote the integration of IDPs;
 - (3) monitoring efforts by government, multilateral organizations, and NGOs to create conditions suitable for local integration of IDPs; and
 - (4) engaging host governments, IO, and NGO partners on the local integration of IDPs.The monitoring tools shall be submitted to PRM at least 45 days before the completion date of this contract.

6. **Evaluation Summary for Dissemination:** A summary of the evaluation should be written for a public audience and should not be included in the evaluation report. The summary should be brief, not more than two pages and should not include confidential issues. It should include the title of the evaluation, date of the submission of the report, evaluation questions, data collection methods, key findings and recommendations. PRM will provide a template for the summary. The evaluation summary for dissemination shall be submitted before the completion date of this contract.

Oral Briefs

- a. Monthly teleconferences as to performance against the detailed work plan
- b. One presentation provided for PRM and other relevant stakeholders in Kyiv immediately following the field evaluation. The contractors will debrief the U.S. Embassy, UNHCR, IOM, ICRC, UNFPA and other stakeholders as determined by PRM upon completion of field research. A remote debrief may occur with justification and PRM permission.
- c. One final presentation provided to stakeholders, including PRM, other relevant State Department Bureaus, USAID, representatives of IOs and NGOs, and others as appropriate. The presentation will take place at PRM/Washington, DC, upon completion of the final report.

EXPECTATIONS

1. The contractor shall maintain open, timely, and effective communications with PRM, resulting in a relationship that proactively addresses potential problems with flexible, workable solutions.

The contractor shall be responsive to PRM throughout the project, and demonstrate ability to present results according to the Departments' needs.

The contractor shall provide all evaluation documentation to PRM for review and clearance prior to disseminating to beneficiaries, UN agencies, NGOs, or other evaluation participants.

The contractors shall coordinate with, and be responsive to, PRM in all aspects of project management. The contractor is expected to be responsive to all project updates requests in addition to regular communications.

After a thorough analysis, the contractor shall present findings, produce an independent assessment of the impact and results of the findings, draw conclusions, and provide recommendations.

The contractors shall forward all project deliverables to PRM according to the timeline, pending unforeseen delays. When there are unforeseen delays, or other project or financial issues are evident, the contractor must inform PRM immediately.

The contractor shall deliver high quality final products (deliverables) suitable for the intended users. Users of the Final Deliverable (the evaluation project's final reports) potentially include PRM, UNHCR, NGOs, host governments and other stakeholders. The final evaluation will be considered a PRM product. PRM will decide which other parties to share the evaluation report with.

SECURITY

No security clearance is required.

POSITION LOCATION & HOURS

With the exception of field evaluations, project activity is anticipated to take place at the contractor's place of work. Data collection and analysis will take place in the United States and Ukraine. Upon contract award, PRM will provide relevant reporting to the contractor for an off-site desk review. Prior to the desk review, the evaluation team will visit PRM for consultations at State Annex (SA) 9 at 2025 E Street NW in Washington, DC.

LOGISTICS SUPPORT

PRM will provide the contractor with access to relevant program documents, including those not in the public domain.

OTHER INFORMATION

The evaluation report's findings are proprietary and not to be made public without the consent of PRM. PRM may circulate copies of the evaluation report to USG, international, and NGO partners. PRM may also post the final report on the Department's internet site. The contractor will be acknowledged on all circulated reports.

COST

The Government will select the lowest cost, most technically acceptable proposal. The contractor shall assume responsibility for all costs associated with the project as detailed in the proposal. This includes, but is not limited to: staff salary, indirect costs, airfare, security, and per-diem for all contractor and sub-contractor staff domestic and international travel, all medical costs, including medical services while performing work overseas, passport/visa costs, data collection and verification, overseas staff and/or sub-contractor staff costs, translation services for data collection instruments, contact (cover) letters and "back-translation" of completed surveys in English, interpreter/translation costs for conducting overseas interviews and focus groups, representational

costs, lodging and per diem for interview or focus group participants (if necessary), lunch/dinner and incentive costs for interview and focus group participants, meeting room rentals for interviews and focus groups, telephone calls, mail and postage costs, and document reproduction. Proposed evaluation costs shall not exceed \$400,000.

Please note that the exact dates of overseas travel are often difficult to predict. Interested contractors are asked to base travel budget on open and economy class tickets. All travel shall be in accordance with federal travel regulations.

CONTRACT ADMINISTRATION DATA

This contract will be administered by:

Bureau of Population, Refugees, and Migration
U.S. Department of State
2025 E Street NW
Washington DC, 20522-00908

Written communications regarding the administration of this contract shall make reference to the contract number and modification number.

EVALUATION CRITERIA

The contractor is advised to submit its most competitive offer. The Government will review and evaluate all cost/pricing information contained within the submitted Cost/Price Quote, including discounted prices offered DoS and evaluate burdens placed on other direct costs such as material and travel. The Government will evaluate all assumptions or exceptions and determine the risk associated with each contractor's quote. In addition to cost, PRM will consider proposals based on the factors below.

Technical Approach and Capability

Technical approach and technical capabilities will be evaluated for quality and evidence of the extent to which the contractor's solution will achieve the Department's objectives. The evaluation will include an assessment of the contractor's understanding of the work, including creativity and thoroughness shown in understanding the objectives of the Statement of Work and its specific tasks. Proposals should include an overall evaluation design and description that addressed the evaluation project objectives articulated in the Statement of Work. This includes strategies for ensuring the participation of different respondent groups, instrument development, data collection methods, and rationale for data collection methods with respect to the evaluation objectives in the Statement of Work, language and length of proposed instruments. A concrete data collection and implementation plan, project objectives that are specific, measurable, achievable, relevant, and time-bound, and well-conceived linkages between research findings and recommendations for PRM metrics, programs, and policy engagement. Proposals should estimate the length of time required for each project task, and a schedule of deliverables, including anticipated delivery dates.

Staff Experience

The contractor will be evaluated on the relevant skills and capacities of the proposed staff. Links or scanned versions of staff writing samples are encouraged. Offerors may be considered ineligible if an employment or contractual relationship exists with an organization that either administers the program to be evaluated or an organization that is a potential competitor to the organization currently administering the program. The offeror shall disclose any potential conflicts, and a final determination as to conflict of interest will be made by the Contract Officer.

Management Approach

The contractor will be evaluated on the thoroughness of the proposed management approach including the proposed level of effort for each staff person, the proposed time line, and the proposed support for all staff. Proposals should describe corporate capabilities and location of corporate officers (domestic and foreign), corporate overseas capacity in each of the countries for the evaluation, including existence of and quality of overseas staff and/or foreign partners (sub-contractors), the corporate relationship with foreign partners, including, related background of any partners (domestic and foreign) and, if possible, letters of commitment from those identified as sub-contractors.

TECHNICAL PROPOSAL INSTRUCTIONS

Proposals should not exceed 10 single-spaced pages. Resumes (no longer than three pages) are required for proposed staff and do not count toward page limit. Proposals must contain a proposed evaluation design, proposed methods, a timeline, a level of effort chart by task, security plan and an organizational chart. Letters, charts, tables, security plan and links to writing samples do not count toward the page limit.

Annex II: Evaluation Matrix

EVALUATION QUESTIONS	MEASURES	RESPONDENT TYPE/SOURCE	DATA COLLECTION
<p>1. Access to Services: What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a propiska, social benefits (i.e. pensions), legal assistance, and the right to vote in his/her new community?</p> <p>What legislative or policy changes are needed to improve access?</p>	<ul style="list-style-type: none"> - Access to registration and obtaining documentation - Access to social benefits - Access to jobs and livelihood opportunities - Access to and use of education and healthcare services - Availability and affordability of shelter, willingness of landlords to rent to IDPs and IDPs awareness regarding rental procedures such as signing a lease or rental agreement - Access and ability to vote - Availability of legal assistance - IDP-related legislative or policy challenges and opportunities - Types of legislative or policy changes needed to improve access to services and rights 	<ul style="list-style-type: none"> - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners; - Program beneficiaries (IDPs); - Local/national government representatives (Ministry of Social Policy; Ministry of Health; Ministry of Education; Ministry of Temporarily Occupied Territories; State Emergency Service) - Human rights INGOs, LNGOs, local lawyers, IDP advocates - Documents review 	<p>KII – UNHCR, IOM, UNFPA, ICRC;</p> <p>KII – Implementing partner–FGDs - Beneficiaries</p> <p>KII – Government official–</p> <p>KII - Human rights INGOs, LNGOs, local lawyers, IDP advocates</p> <p>Observati</p>
<p>2. Assistance: Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs?</p> <p>Will assistance provided to date support local integration over the short, medium, and long term?</p>	<ul style="list-style-type: none"> - Relevance and adequacy of assistance to the humanitarian needs of IDPs and other conflict affected population - Challenges and gaps in providing humanitarian assistance to IDPs and other conflict affected population - Ability of partners to respond to challenges and obstacles in providing assistance to beneficiaries - Perceived impact of programming - Documented successes in meeting the needs of IDPs; M&E data - Beneficiaries feedback on meeting their humanitarian needs - Challenges and obstacles of taking steps towards transitioning from relief to development - Types of assistance undertaken to support local integration of IDPs over the short, medium and long term - Existence of longer term integration strategies 	<ul style="list-style-type: none"> - PRM representatives - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners - Program beneficiaries (IDPs, host populations, returnees, other conflict affected population) - Government representatives - Program documents review 	<p>KII – PRM</p> <p>KII – UNHCR, UNFPA, IOM, ICRC</p> <p>KII – Implementing partners</p> <p>KII an– FGDs - beneficiaries, host population and other conflict affected population</p> <p>KIIs – volunteers, local activists</p> <p>KIIs – government officia</p>
<p>3. Beneficiary Selection: What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance?</p>	<ul style="list-style-type: none"> - Existence of standardized vulnerability criteria, vulnerability assessment framework and/or scoring system - Targeting and reaching out strategies to the most vulnerable groups 	<ul style="list-style-type: none"> - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners - Local/national government representatives (Ministry of Social Policy; Ministry of Health; Ministry of 	<p>KII – UNHCR, UNICEF, IOM, UNFPA</p> <p>KII – Implementing partners</p> <p>KII – UN led cluster working groups</p>

<p>Are there ways to ensure that the most vulnerable are prioritized?</p>	<ul style="list-style-type: none"> - Beneficiaries perceptions of the most vulnerable groups - Beneficiaries perception on use of provided assistance/services to the most vulnerable groups - Government’s vulnerability criteria and/or assessment framework - Prioritization strategies of the most vulnerable by central and local governments - Beneficiary awareness of the eligibility criteria to access assistance provided by government/partners/NGO implementing partners - Challenges and barriers for the most vulnerable to access and use provided services and assistance 	<p>Education; Ministry of Temporarily Occupied Territories; State Emergency Service)</p> <ul style="list-style-type: none"> - LNGOs and CBOs, - Program beneficiaries and conflict affected population - M&E reports, post-distribution monitoring reports, and other program documents 	<p>KIIs and FGDs with beneficiaries KIIs – Government officials KIIs – LNGOs, s</p>
<p>4. Beneficiary Feedback: To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?</p>	<ul style="list-style-type: none"> - Beneficiary settlement preferences - Beneficiary perceptions on challenges and barriers for integration - Beneficiary feedback on types of assistance provided which are helpful (or not) for integration - Beneficiary feedback on accessibility and use of provided services; - Beneficiary feedback on quality of received services - Relevance and adequacy of modalities of assistance - Forms of assistance preferred by beneficiaries 	<ul style="list-style-type: none"> - Program beneficiaries - Documented program monitoring data - Post-distribution monitoring reports 	<p>KIIs and FGDs – beneficiar</p>
<p>5. Best Practices: Do PRM’s partners make use of best practices in their programming and engagement? Have there been any unintended consequences?</p>	<ul style="list-style-type: none"> - Program design includes (or not) best practices in locally integrating IDPs - Perceptions of partners on provided assistance and services that support integration of IDPs - Level of engagement in program design and implementation of IDPs and other conflict affected population - Functioning M&E - Gender/age/ethnicity sensitive data collection, analysis and use - Identifying and tracking any unintended consequences - Documentation of lessons learnt - Actions to mitigate or reduce identified unintended negative consequences - Existence of beneficiary feedback and complaint system and response mechanism - Beneficiary awareness and use of feedback and complaint mechanism - Beneficiary satisfaction or lack thereof with the response on their feedback and complaints 	<ul style="list-style-type: none"> - PRM representatives - UNHCR, UNFPA, IOM, ICRC; - Multilaterals’ implementing partners - Central and local government - Cluster WG members - Program documents - M&E and accountability data - Desk review report on best practices in locally integrating IDP– 	<p>KII - PRM KII – UNHCR, UNFPA, IOM, ICRC KII – Multilaterals’ implementing partners KII – Government officials KII – INGOs and LNGOs Cluster members Observations</p>

16. In your opinion, what external factors might influence long-term effectiveness of IDP integration?

ASSISTANCE

17. In your opinion, has this program been relevant and adequate to the humanitarian needs of IDPs (women, men, youth, older people, the disabled) and other conflict affected population?

If YES, why?

If NO, why not and what should be done differently?

18. What is your reflection on whether assistance/services were delivered in a timely and consistent manner?

If DELAYED, why? _____

19. What are the key factors for timely and consistent delivery of assistance? _____

20. What are the benefits and drawbacks of your program implementation approaches in addressing humanitarian needs of IDPs?

21. In your opinion, has your organization been equally successful in meeting humanitarian needs of IDPs and other conflict affected population, or has the program been stronger in some areas compared to others?

BENEFICIARY SELECTION

22. Which groups of populations does your organization target and provide assistance? _____

23. How does your organization select beneficiaries for assistance/service? _____

24. How do you ensure that the most vulnerable are prioritized, targeted and reached? _____

ACCESS TO SERVICES

25. In your opinion, are there any challenges for displaced people to register and obtain/restore documentation?

If YES, what are these challenges? [PROBE: legislative and policy challenges]

26. In your opinion, what should be done by the government to improve access to registration and obtaining documentation? [PROBE: who/which state agency should do it? What is preventing to improve the situation?]

27. What has been done or should/could be done by the humanitarian community to support access to registration and restoring documentation? _____

28. In your opinion, are there any challenges for IDPs in accessing social benefits and pensions?

If YES, what are these challenges? [PROBE: legislative and policy challenges]

29. In your opinion, what should be done by the government to improve access to social benefits and pensions? [PROBE: who/which state agency should do it? What is preventing to improve the situation?]

30. What has been done or should/could be done by the humanitarian community to support improved access to these services? _____

31. In your opinion, are there any challenges for IDP in accessing education and healthcare?

If YES, what are these challenges? [PROBE: legislative and policy challenges] _____

32. In your opinion, what should be done by the government to improve access to these basic services? [PROBE: who/which state agency should do it? What is preventing to improve the situation?]

33. What has been done or should/could be done by the humanitarian community to support these initiatives? _____

34. In your opinion, are there any challenges for displaced people to rent/lease housing?

If YES, what are these challenges? [PROBE: legislative and policy challenges] _____

35. In your opinion, what should be done by the government to solve these challenges? [PROBE: who/which state agency should do it? What is preventing to improve the situation?]

36. What has been done or should/could be done by the humanitarian community to support these initiatives? _____

37. In your opinion, are there any challenges for IDPs in accessing jobs and income generating opportunities?

If YES, what are these challenges? [PROBE: legislative and policy challenges]

38. In your opinion, what should be done by the government to overcome these challenges? [PROBE: who/which state agency should do it? What is preventing to improve the situation?]

39. What has been done or should/could be done by the humanitarian/development community in support of improved access to income generating opportunities?

40. In your opinion, are there any challenges for IDPs in accessing legal assistance and exercise their voting rights in their new communities?

If YES, what are these challenges? [PROBE: legislative and policy challenges] _____

41. In your opinion, what should be done by the government to improve access to legal assistance and create conditions so that IDPs could vote in their new communities? [PROBE: who/which state agency should do it? What is preventing to improve the situation?]

42. What has been done or should/could be done by the humanitarian/development community in support of improved access to income generating opportunities?

43. In your opinion, does the government support local integration of IDPs?

If YES, what has been government initiatives to support it? _____

If NO, why not? _____

BEST PRACTICES

44. Have you consulted with beneficiaries about their humanitarian needs before you provided assistance?

If YES, How? _____

45. Have you considered gender and age differentiated humanitarian needs?

If YES, how have these differences been considered in the design and implementation of the program?

If NO, why not? _____

46. Have you consulted with IDP beneficiaries about their local integration needs?

If YES, how? _____

If NO, why not? _____

47. Have you identified any gender and age differentiated local integration needs/preferences?

If YES, how these differences are reflected in the design and implementation of the program?

48. How do you become aware of beneficiary satisfaction over the course of the program?

49. How do you become aware whether provided assistance is helpful for women, men, older people, and youth?

50. What opportunities do beneficiaries have to provide you with their feedback? _____

51. What kind of feedback are your receiving? _____

52. How is this addressed? _____

53. How do you inform your beneficiaries about a feedback/complaint opportunity?

54. Do you refer your beneficiaries to other organizations for specialized support?

If YES, how do you refer them? PROBE: is there a referral system in place? _____
If YES, how do you inform your beneficiaries about a referral opportunity?

55. To your knowledge, have the program's activities caused any unintended positive or negative consequences to IDPs, other conflict affected population and/or host community?

If YES, please elaborate _____

ENGAGEMENT WITH EXTERNAL ACTORS

56. Are you involved in any coordination structures? _____

If YES, please describe how this works?

57. What are the benefits to current coordination structures?

58. What are challenges to current coordination structures?

59. Are there any initiatives in linking humanitarian programming with development initiatives in Ukraine?

If YES, please elaborate _____

60. If NO, are there any opportunities in linking humanitarian activities with development initiatives to ensure continuity and empowering IDPs to be self-reliant? _____

If Yes, what are they? Who should facilitate? _____

61. Related to the evaluated program, have your organization engage with development organization during the design phase of the program and/or implementation?

If YES, how do you engage with them? _____

If NO, why not? _____

62. Related to the evaluated program, have your organization engage with central government/line ministries during the design phase of the program and/or implementation?

If YES, how do you engage with them? _____

63. Related to the evaluated program, have your organization engage with local government during the design phase of the program and/or implementation?

If YES, how do you engage with them? _____

If NO, why not? _____

64. Related to the evaluated program, have your organization engage with LNGOs and INGOs during the design phase of the program and/or implementation?

If YES, how do you engage with them? _____

65. Have you been more successful in engaging a certain category of stakeholder compared to another?

If Yes, what strategies support successful engagement?

KII for Service Providers

(Health workers, Social workers, Psychologists, Volunteers, Legal Service Providers, administrators of institutions, CBO)

#: _____ Date of interview: _____ Name of the interviewer: _____

1. Location: 1. Kyiv 2. Dnipro 3. Zaporizhzhia 4. Kharkiv
5. Kherson 6. Lviv 7. Luganks GCAs 9. Donetsk GCAs

1a. Settlement where the interview is taking place: _____

2. Organization: 1. UNHCR; 2. IOM; 3. UNFPA; 4. ICRC

3. Implementing Partner (Write down):

4. Respondent Type: 1. Health Worker 6. Legal Service Provider
2. Social worker 7. Administrator of an Institution
3. Caseworker 8. CBO representative
4. Volunteer 9. Other _____
5. Psychosocial support provider

5. Gender: 1. Male___ 2. Female___

Introduction:

6. Before we begin, please tell us a bit what is your role and level of involvement in service provision implemented by XX organization [INTERVIEWER name organization stated in Q3]?

7. What are the main successes in providing services supported by XX [INTERVIEWER name organization stated in Q3]? _____

8. What factors contributed to the success? _____

9. What are the main challenges in providing services supported by XX [INTERVIEWER name organization stated in Q3]? _____

10. What have you done or could be done to overcome these challenges? (open-ended)

11. Are there any changes needed in the provision of service to be effective? Single answer

- 1. Yes → Go to Q11a
- 2. No → Go to Q12
- 3. DO not know → Go to Q12

11a. [If Q11 = YES] What would you change? _____

Assistance

12. What is your reflection on whether assistance/services were delivered in a timely and consistent manner?

- 1. Timely → Go to Q12b
- 2. Delayed → Go to Q12a
- 3. Do not know → Go to Q13

12a. [If Q12 = DELAYED] Ask Why? (open -ended)

12b. [IF Q12 = TIMELY] What are the key factors for timely and consistent delivery of assistance? (open -ended)

13. How do you think the service provisions could be improved?

14. In your opinion, has your organization [**name organization state in Q3**] been successful in meeting humanitarian needs of IDPs and other conflict affected population?

- 1. Yes → Go to Q14a
- 2. No → Go to Q14b
- 3. Do not know → Go to Q15

14a. [If Q9 = YES] Please state factors that supported successfully meeting humanitarian needs of IDPs and other conflict affected people? _____

14b. [If Q9 = NO] Why? _____

15. In your opinion, does this service support or complement government's humanitarian and/or integration initiatives?

- 1. Yes → Go to Q15a
- 2. No → Go to Q15b
- 3. Do not know → Go to Q16

15a. [If Q15 = YES] How? _____

15b. [If Q15 = NO] Why not? _____

16. In your opinion, are there any gaps in providing humanitarian assistance/service to IDPs?

- 1. Yes → Go to Q16a
- 2. No → Go to Q17

3. Do not know → Go to Q17

16a. [If Q16 = YES] What are these gaps?

Beneficiary Selection

17. Which groups of populations do you, as service provider, target and provide service?

18. How do you select these beneficiaries? _____

19. How do you target and reach your beneficiaries? _____

20. How do you prioritize whom provide this service to? _____

Access to Services

21. **In your opinion**, are there any challenges for IDPs in **obtaining IDP registration documentation**?

- 1. Yes [GO TO Q21a]
- 2. No [GO TO Q22]
- 3. Don't know [GO TO Q22]

21a. If YES, what are these challenges? (open-ended) *INTERVIEWER, please also ask for any specific challenges for older people, women, men*

21b. In your opinion, what needs to be done to improve access to IDP registration?

22. **In your opinion**, are there any challenges for IDPs in accessing **pensions**?

- 1. Yes [GO TO Q22a]
- 2. No [GO TO Q23]
- 3. Don't know [GO TO Q23]

22a. If YES, what are these challenges? (open-ended) *INTERVIEWER, please also ask for any specific challenges for older women and men*

22b. In your opinion, what needs to be done to improve access to pensions?

23. **In your opinion**, are there any challenges for IDPs in accessing **social benefits** [subsidies, tailored support for IDPs]?

- 1. Yes [GO TO Q23a]
- 2. No [GO TO Q24]
- 3. Don't know [GO TO Q24]

23a. If YES, what are these challenges? (open-ended)

23b. In your opinion, what needs to be done to improve access to social benefits?

24. **In your opinion**, are there any challenges for IDPs in accessing **education** services?

- 1. Yes [GO TO Q24a]
- 2. No [GO TO Q25]
- 3. Don't know [GO TO Q25]

24a. If YES, what are these challenges? (open-ended)

24b. In your opinion, what needs to be done to improve access to education?
25. In your opinion , are there any challenges for IDPs in accessing health services ? 1. Yes [GO TO Q25a] 2. No [GO TO Q26] 3. Don't know [GO TO Q26]
25a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, people with disabilities</i>
25b. In your opinion, what needs to be done to improve access to health services?
26. In your opinion , are there any challenges for IDPs in accessing job/employment ? 1. Yes [GO TO Q26a] 2. No [GO TO Q27] 3. Don't know [GO TO Q27]
26a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for women, men, young people</i>
26b. In your opinion, what needs to be done to improve access to job/employment?
27. In your opinion , are there any challenges for IDPs in renting housing ? 1. Yes [GO TO Q27a] 2. No [GO TO Q28] 3. Don't know [GO TO Q28]
27a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, women, men, people with disabilities</i>
27b. In your opinion, what needs to be done to improve access to renting housing?
28. In your opinion , are there any challenges for IDPs to vote in elections ? 1. Yes [GO TO Q28a] 2. No [GO TO Q29] 3. Don't know [GO TO Q29]
28a. If YES, what are these challenges? (open-ended)
28b. In your opinion, what needs to be done to improve access to vote in elections?
29. In your opinion , are there any challenges for IDPs in getting " propiska " (registration of residence)? 1. Yes [GO TO Q29a] 2. No [GO TO Q30] 3. Don't know [GO TO Q30]
29a. If YES, what are these challenges? (open-ended)
29b. In your opinion, what needs to be done to improve access to vote in elections?

Local Integration

30. Overall, do you feel that the service provided by the program is appropriate to support local integration of IDPs?

- 1. Yes → Go to Q30a
- 2. No → Go to Q30b
- 3. I do not know → Go to Q31

30a. [If Q10 = YES] Why? (open- ended) _____

30b. [If Q10 = NO] Why not? (open- ended) _____

Best Practices

31. How do you become aware of beneficiary satisfaction with the received service? (open-ended)

32. What opportunities do beneficiaries have to provide you with feedback? (open-ended) _____

INTERVIEWER If THERE ARE OPPORTUNITIES → Go to 32a

INTERVIEWER If None → Go to 33

32a. What kind of feedback are your receiving from beneficiaries [*INTERVIEWER ASK FOR women, men, older people, young people*]? (open-ended) _____

32b. How is this addressed? (open-ended) _____

32c. How do you inform your beneficiaries about a feedback/complaint opportunity? _____

33. Have you consult with beneficiaries about their needs before you provided assistance?

- 1. Yes → Go to Q33a
- 2. No → Go to Q34
- 3. Do not know → Go to Q34

33a. [IF Q33 = YES] How? _____

34. Have you consider gender and age differentiated needs in the service provision?

- 1. Yes → Go to Q34a
- 2. No → Go to Q34b
- 3. Do not know → Go to Q35

34a. [IF Q34 = YES], how have these differences been considered in the service provision? _____

34b. [IF Q34 = NO], why not? _____

35. Have you refer your beneficiaries to other organizations for specialized support?

- 1. Yes → Go to Q35a
- 2. No → Go to Q35b
- 3. Do not know → Go to Q36

35a. [If Q35 = YES] How do you inform your beneficiaries about a referral opportunity? (open-ended)

35b. [If Q35 = NO] Why not? _____

36. To your knowledge, have the program's activities caused any **unintended positive consequences** to IDPs, other conflict affected population and/or host community?

- 1. Yes → Go to Q36a
- 2. No → Go to Q37
- 3. Do not know → Go to Q37

36a. [IF Q36 = YES] Please elaborate? [INTERVIEWER ASK FOR AN EXAMPLE]

37. To your knowledge, have the program's activities caused any unintended negative consequences to IDPs, other conflict affected population and/or host community?

- 1. Yes → Go to Q37a
- 2. No → Go to Q38
- 3. Do not know → Go to Q38

37a. [IF Q37 = YES] Please elaborate? [INTERVIEWER ASK FOR AN EXAMPLE]

38. Are there any other lessons you learned during the provision of service to IDPs and other conflict affected population? (open ended) _____

KII Protocol for Central and Local Government

(Central government, local authorities, state health department, state social services, municipal _____)

#: _____
interviewer _____

Date of interview: _____

Name of the

1. Location (oblast):

- | | | | |
|------------|-------------------|-----------------|----------------|
| 1. Kyiv | 2. Dnipropetrovsk | 3. Zaporizhzhia | 4. Kharkiv |
| 5. Kherson | 6. Lviv | 7. Luhanks GCA | 8. Donetsk GCA |

1.a. Settlement where the interview is taking place: _____

2. Organization [SELECT ALL THAT APPLIES]: 1. UNHCR; 2. IOM; 3. UNFPA; 4. ICRC

3. Implementing partner (WRITE DOWN) _____

4. Respondent type [SELECT ONE]:

- | | | |
|---------------------------|---------------------------|--------------------|
| 1. Central government; | 3. Local government | 5. Social services |
| 2. Provincial government; | 4. Health facility/agency | 6. Other _____ |

4a. Name of the Department/Agency: _____

14. 5. Gender: M _____ F _____

Introdion

14. 6. Please describe your role/interface with XX organization and its activity [*INTERVIEWER name organization stated in*].

14. 7. How did this relationship begin? (open-ended)

8. Were you involved in the design of the program/proposal?

- 1. Yes → Go to Q8a
- 2. No → Go to Q8b
- 3. Other

8a. [If Q8 =YES], please describe how? _____

8b. Were you involved in the implementation phase?

- 1. Yes → Go to Q8c
- 2. No → Go to Q9
- 3. Other

8c. [If Q8b = YES], please describe How? _____

Assisce

14. 9. What is your opinion on relevance and adequacy of assistance provided by the program implemented by XX [INTERVIEWER name organization in Q3] to meet the humanitarian needs of IDPs and other conflict affected populat

14. 10. How does this program support or complement government humanitarian and integration initiatives? (open-ended)

14. 11. How would you rate the XX organization's [name organization in Q3] quality of coordination and engagement with your agency/municipality/department?

INTERVIEWER, please use 5-point scale where 5 is very good and 1 is very poor.

1. Very Poor; [GO TO Q11b] 2. Poor; [GO TO Q11b] 3. Adequate; [GO TO Q11b] 4. Good; [GO TO Q12] 5. Very Good [GO TO Q11a]

11a. [IF Q11 = 1, 2 Very Good/ Good], please ask what factors supported Very Good coordination and engagement?

11b. [IF answers 1—3 in Q11] please elaborate why and what needs to be done to improve the quality of coordination and engagement? _____

14. 12. To your knowledge, have this program create(d) any unanticipated benefits or complications to IDPs, other conflict affected population and/or host community? (Open-ended)

Access to Services

13. Does your agency/organization provide any humanitarian assistance or services to IDPs and other conflict affected population?

- 1. Yes → Go to Q13a
- 2. No → Go to Q15

13a. [If Q13 = YES] How does your agency/organization select beneficiaries for assistance? (open-ended)

14. How do you ensure that the most vulnerable are prioritized, targeted and reached? (open-ended)

15. Does your organization inform IDPs and other conflict affected population about available government services, eligibility criteria, and the process of applying for and accessing the services? (open-ended)

- 1. Yes → Go to Q15a
- 2. No → Go to Q16

15a. [If Q15 = YES], How do you inform? (open-ended)

16. In your opinion, are there any challenges for IDPs in **obtaining IDP certificate and obtaining/restoring documentation**?

1. Yes [GO TO Q16a]
2. No [GO TO Q17]
3. Don't know [GO TO Q17]

16a. If YES, what are these challenges? (open-ended) *INTERVIEWER, please also ask for any specific challenges for older people, women, men*

16b. In your opinion, what needs to be done to improve access to registration and obtaining documentation?

17. In your opinion, are there any challenges for IDPs in accessing **pensions**?

1. Yes [GO TO Q17a]
2. No [GO TO18]
3. Don't know [GO TO18]

17a. If YES, what are these challenges? (open-ended) *INTERVIEWER, please also ask for any specific challenges for older women and men*

17b. In your opinion, what needs to be done to improve access to pensions?

18. In your opinion, are there any challenges for IDPs in accessing **social benefits** [subsidies, targeted state financial support for IDPs]?

1. Yes [GO TO Q18a]
2. No [GO TO19]
3. Don't know [GO TO19]

18a. If YES, what are these challenges? (open-ended) *INTERVIEWER, please also ask for any specific challenges for older people, women, men*

18b. In your opinion, what needs to be done to improve access to social benefits?

19. In your opinion, are there any challenges for IDPs in accessing **education** services?

1. Yes [GO TO Q19a]
2. No [GO TO Q20]
3. Don't know [GO TO Q20]

19a. If YES, what are these challenges? (open-ended)

19b. In your opinion, what needs to be done to improve access to education?

20. In your opinion, are there any challenges for IDPs in accessing **health services**?

1. Yes [GO TO Q20a]

2. No [GO TO Q21] 3. Don't know [GO TO Q21]
20a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, people with disabilities</i>
20b. In your opinion, what needs to be done to improve access to health services?
21. In your opinion , are there any challenges for IDPs in accessing job/employment ? 1. Yes [GO TO Q21a] 2. No [GO TO Q22] 3. Don't know [GO TO Q22]
21a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for women, men, young people</i>
21b. In your opinion, what needs to be done to improve access to job/employment?
22. In your opinion , are there any challenges for IDPs in renting housing ? 1. Yes [GO TO Q22a] 2. No [GO TO Q23] 3. Don't know [GO TO Q23]
22a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, women, men, people with disabilities</i>
22b. In your opinion, what needs to be done to improve access to renting housing?
23. In your opinion , are there any challenges for IDPs to vote in elections ? 1. Yes [GO TO Q23a] 2. No [GO TO Q24] 3. Don't know [GO TO Q24]
23a. If YES, what are these challenges? (open-ended)
23b. In your opinion, what needs to be done to improve access to vote in elections?
24. In your opinion , are there any challenges for IDPs in getting " propiska " (registration of residence)? 1. Yes [GO TO Q24a] 2. No [GO TO Q25] 3. Don't know [GO TO Q25]
24a. If YES, what are these challenges? (open-ended)
24b. In your opinion, what needs to be done to improve in getting "propiska"?

Local Integration

25. Are there any government initiatives that support local integration of IDPs?
1. Yes → Go to Q25a

- 2. No → Go to Q26
- 3. Don't know → Go to Q26

25a. [If Q25 = YES], please elaborate what are these initiatives? (open-ended)

26. Are there any concerns in locally integrating IDPs (women, men, youth, older people, people with disabilities) in local community?

- 1. Yes → Go to Q26a
- 2. No → Go to Q26b
- 3. Don't know → Thank respondent for the time

26a. [If Q26 = YES] What do you think are the best ways to address these concerns?

26b. [If Q26 = NO] Ask to elaborate, what factors support local integration of IDPs in your area/jurisdiction?

–

**Key Informant Interview Protocol for NGO Implementing Partners
(NGO Implementing Partners of UNHCR, UNFPA, IOM)**

#: _____ Date of interview: _____ Name of the interviewer: _____

1. Location (oblast):

- | | | | |
|------------|-----------|-----------------|-----------------|
| 1. Kyiv | 2. Dnipro | 3. Zaporizhzhia | 4. Kharkiv |
| 5. Kherson | 6. Lviv | 7. Lugansk GCAs | 8. Donetsk GCAs |

1a. Settlement where the interview is taking place: _____

2. Name of the organization (WRITE DOWN) _____

3. Subcontractor of [SELECT ONE]: 1. UNHCR; 2. IOM; 3. UNFPA; 4. ICRC

4. Gender: M ___ F ___

Introduon:

14. 5. Before we begin, can you please tell us a bit about your involvement with XX organization
[INTERVIEWER name organization stated in Q2 for UNHCR, UNFPA and Q3 for IOM and ICRC]?

[INTERVIEWER, Probe: role, duration, intensity, level of involvement] _____

6. Were you involved in the design of the program/proposal?

1. Yes → Go to Q6a
2. No → Go to Q7
3. Other (specify _____) → Go to Q6a

6a. [If Q6 = YES] Does the program as implemented today differ in any significant way?

1. Yes → Go to Q6b
2. No → Go to Q7

6b. [If Q6a = YES] Please elaborate what are the significant differences in implementation of the program?
(open – ended)

Assistance

INTERVIEWER ASK Both columns – the left one goes first, and then the right one

7. In your opinion, has this program been relevant and adequate to the humanitarian needs of IDP?	7. In your opinion, has this program been relevant and adequate to the humanitarian needs of other conflict affected people (non-IDPs)?
7a. Women 1. Yes [GO TO Q7b] 2. No [GO TO Q7c] 3. Do not know [GO TO Q7c]	7a. Women 4. Yes [GO TO Q7b] 5. No [GO TO Q7c] 6. Do not know [GO TO Q7c]
7b. If YES, why? (open-ended)	7b. If YES, why? (open-ended)
7c. If NO/DK, why not? (open-ended)	7c. If NO/DK, why not? (open-ended)
7d. Men 1. Yes [GO TO Q7e]	7d. Men 4. Yes [GO TO Q7e]

2. No [GO TO Q7f] 3. Do not know [GO TO Q7f]	5. No [GO TO Q7f] 6. Do not know [GO TO Q7f]
7e. If YES, why? (open-ended)	7e. If YES, why? (open-ended)
7f. If NO/DK, why not? (open-ended)	7f. If NO/DK, why not? (open-ended)
7g. Older people 1. Yes [GO TO Q7h] 2. No [GO TO Q7i] 3. Do not know [GO TO Q7i]	7g. Older people 4. Yes [GO TO Q7h] 5. No [GO TO Q7i] 6. Do not know [GO TO Q7i]
7h. If YES, why? (open-ended)	7h. If YES, why? (open-ended)
7i. If NO/DK, why not? (open-ended)	7i. If NO/DK, why not? (open-ended)
7j. Young people 1. Yes [GO TO Q7k] 2. No [GO TO 7l] 3. Do not know [GO TO Q7l]	7j. Young people 4. Yes [GO TO Q7k] 5. No [GO TO 7l] 6. Do not know [GO TO 7l]
7k. If YES, why? (open-ended)	7k. If YES, why? (open-ended)
7l. If NO/DK, why not? (open-ended)	7l. If NO/DK, why not? (open-ended)
7m. People with disabilities 1. Yes [GO TO Q7n] 2. No [GO TO Q7o] 3. Do not know [GO TO Q7o]	7m. People with disabilities 4. Yes [GO TO Q7n] 5. No [GO TO Q7o] 6. Do not know [GO TO Q7o]
7n. If YES, why? (open-ended)	7n. If YES, why? (open-ended)
7o. If NO/DK, why not? (open-ended)	7o. If NO/DK, why not? (open-ended)

8. What is your reflection on whether assistance/services were delivered in a timely and consistent manner?

- 1. Timely → Go to Q8b
- 2. Delayed → Go to Q8a
- 3. Do not know → Go to Q9

8a. [IF Q8 = DELAYED] Why? (open-ended)

8b. [IF Q8 = TIMELY] What are the key factors for timely and consistent delivery of assistance? (open-ended)

9. In your opinion, has your organization as a co-implementer of [name organization state in Q3] been successful in meeting humanitarian needs of IDPs and other conflict affected population?

- 1. Yes → Go to Q9a
- 2. No → Go to Q9b
- 3. Do not know → Go to Q10

9a. [If Q9 = YES] Please state factors that supported successfully meeting humanitarian needs of IDPs and other conflict affected people? _____

9b. [If Q9 = NO] Why? _____

10. Overall, do you feel that the assistance/services provided by the program is appropriate to support local integration of IDPs over the short, medium and longer term?

- 1. Yes → Go to Q10a
- 2. No → Go to Q10b
- 3. I do not know → Go to Q11

10a. [If Q10 = YES] Why? (open- ended) _____

10b. [If Q10 = NO] Why not? (open- ended) _____

14. 11. In your opinion, what have been the program's biggest success so far? _____

14. 12. What factors contributed to the success? _____

13. What have been the program's biggest challenges? _____

14. What have you done or could be done to overcome these challenges? (open-ended)

15. Are there any gaps in providing humanitarian assistance/service to IDPs?

- 4. Yes → Go to Q15a
- 5. No → Go to Q16
- 6. Do not know → Go to Q16

15a. [If Q15 = YES] What are these gaps?

16. In your opinion, does this program support or complement government's humanitarian and integration initiatives?

- 1. Yes → Go to Q16a
- 2. No → Go to Q16b
- 3. Do not know → Go to Q17

16a. [If Q16 = YES] How? _____

16b. [If Q16 = NO] Why not? _____

17. Are there any changes needed in the program's design/activity to be effective?

- 4. Yes → Go to Q17a
- 5. No → Go to Q18

6. DO not know → Go to Q6b

17a. [If Q17 = YES] What would you change? _____

Beneficiary Selection

18. Which groups of populations does your organization as co-implementer of XX [name organization stated in Q3] target and provide assistance?

19. How does your organization select these beneficiaries for assistance/service?

20. How do you ensure that the most vulnerable are prioritized, targeted and reached? _____

Best Practices

21. Have you consulted with beneficiaries about their humanitarian needs before you provided assistance?

- 1. Yes → Go to Q21a
- 2. No → Go to Q21b
- 3. Do not know → Go to Q22

21a. [IF Q21 = YES] How? _____

21b. [IF Q21 = NO] Why not? _____

22. Have you considered gender and age differentiated humanitarian needs?

- 1. Yes → Go to Q22a
- 2. No → Go to Q22c
- 3. Do not know → Go to Q23

22a. [IF Q22 = YES], how have these differences been considered in the design of the program?

22b. [IF Q22 = YES], how have these differences been considered during the program implementation?

22c. [IF Q22 = NO], why not? _____

23. Have you consulted with IDP beneficiaries about their local integration needs?

- 1. Yes → Go to Q23a
- 2. No → Go to Q23b
- 3. DO not know → Go to Q24

23a. [If Q23 = YES], how? _____

23b. [If Q23 = NO], why not? _____

24. Have you identified any gender and age differentiated local integration needs/preferences?

- 1. Yes → Go to Q24a
- 2. No → Go to Q24b

3. Do not know → Go to Q24c

24a. [If Q24 = YES], How these differences are reflected in the program design? _____

24b. [If Q24 = YES], How these differences been considered during the program implementation? _____

24c. [If Q24 = NO] Why not? _____

25. How do you become aware of beneficiary satisfaction over the course of the program? (open-ended)

26. What opportunities do beneficiaries have to provide you with feedback? (open-ended)

INTERVIEWER If THERE ARE OPPORTUNITIES → Go to 26a
INTERVIEWER If None → Go to 27

26a. What kind of feedback are your receiving from beneficiaries [*INTERVIEWER ASK FOR women, men, older people, young people*]? (open-ended) _____

26b. How is this addressed? (open-ended) _____

26c. How do you inform your beneficiaries about a feedback/complaint opportunity? _____

27. Have your beneficiaries been referred to other organizations for specialized support?

- 1. Yes → Go to Q27a
- 2. No → Go to Q27b
- 3. Do not know → Go to Q28

27a. [If Q27 = YES] How do you inform your beneficiaries about a referral opportunity? (open-ended)

27b. [If Q27 = NO] Why not? _____

28. To your knowledge, have the program's activities caused any **unintended positive consequences** to IDPs, other conflict affected population and/or host community?

- 1. Yes → Go to Q28a
- 2. No → Go to Q29
- 3. Do not know → Go to Q29

28a. [IF Q24 = YES] Please elaborate? [INTERVIEWER ASK FOR AN EXAMPLE]

29. To your knowledge, have the program's activities caused any **unintended negative consequences** to IDPs, other conflict affected population and/or host community?

- 1. Yes → Go to Q29a
- 2. No → Go to Q30
- 3. Do not know → Go to Q30

29a. [IF Q 25 = YES] Please elaborate? [INTERVIEWER ASK FOR AN EXAMPLE]

Access to Services

<p>30. In your opinion, are there any challenges for IDPs in obtaining IDP registration documentation?</p> <ol style="list-style-type: none">1. Yes [GO TO Q30a]2. No [GO TO Q31]3. Don't know [GO TO Q31]
<p>30a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, women, men</i></p>
<p>30b. In your opinion, what needs to be done to improve access to IDP registration?</p>
<p>31. In your opinion, are there any challenges for IDPs in accessing pensions?</p> <ol style="list-style-type: none">1. Yes [GO TO Q31a]2. No [GO TO Q32]3. Don't know [GO TO Q32]
<p>31a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older women and men</i></p>
<p>31b. In your opinion, what needs to be done to improve access to pensions?</p>
<p>32. In your opinion, are there any challenges for IDPs in accessing social benefits [subsidies, tailored support for IDPs]?</p> <ol style="list-style-type: none">1. Yes [GO TO Q32a]2. No [GO TO Q33]3. Don't know [GO TO Q33]
<p>32a. If YES, what are these challenges? (open-ended)</p>
<p>32b. In your opinion, what needs to be done to improve access to social benefits?</p>
<p>33. In your opinion, are there any challenges for IDPs in accessing education services?</p> <ol style="list-style-type: none">1. Yes [GO TO Q33a]2. No [GO TO Q34]3. Don't know [GO TO Q34]
<p>33a. If YES, what are these challenges? (open-ended)</p>
<p>33b. In your opinion, what needs to be done to improve access to education?</p>
<p>34. In your opinion, are there any challenges for IDPs in accessing health services?</p> <ol style="list-style-type: none">1. Yes [GO TO Q34a]2. No [GO TO Q35]

3. Don't know [GO TO Q30]
34a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, people with disabilities</i>
34b. In your opinion, what needs to be done to improve access to health services?
35. In your opinion , are there any challenges for IDPs in accessing job/employment ? 1. Yes [GO TO Q35a] 2. No [GO TO Q36] 3. Don't know [GO TO Q36]
35a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for women, men, young people</i>
35b. In your opinion, what needs to be done to improve access to job/employment?
37. In your opinion , are there any challenges for IDPs in renting housing ? 1. Yes [GO TO Q37a] 2. No [GO TO Q38] 3. Don't know [GO TO Q38]
37a. If YES, what are these challenges? (open-ended) <i>INTERVIEWER, please also ask for any specific challenges for older people, women, men, people with disabilities</i>
37b. In your opinion, what needs to be done to improve access to renting housing?
38. In your opinion , are there any challenges for IDPs to vote in elections ? 1. Yes [GO TO Q38a] 2. No [GO TO Q39] 3. Don't know [GO TO Q39]
38a. If YES, what are these challenges? (open-ended)
38b. In your opinion, what needs to be done to improve access to vote in elections?
39. In your opinion , are there any challenges for IDPs in getting " propiska " (registration of residence)? 1. Yes [GO TO Q39a] 2. No [GO TO Q40] 3. Don't know [GO TO Q40]
39a. If YES, what are these challenges? (open-ended)
39b. In your opinion, what needs to be done to improve access to vote in elections?

Engagement with external actors

40. Are you involved in any coordination structures?
- 1. Yes → Go to Q40a
 - 2. No → Go to Q41
 - 3. Do not know → Go to Q41

40a. [If Q34 = YES] please describe which one and how this works?

40b. What are the benefits to current coordination structures?

40c. What are challenges to current coordination structures?

41. Are you aware of any initiatives in linking humanitarian programming with development initiatives in Ukraine?

1. Yes → Go to Q41a
2. No → Go to Q42
3. Do not know → Go to Q42

41a. [If Q35 YES] Please elaborate what are these initiatives, who is doing it?

42. Related to the evaluated program, have your organization engage with central government/line ministries during the design phase of the program?

1. Yes → Go to Q42a
2. No → Go to Q42b
3. Do not know → Go to Q43

42a. [If Q42 = YES], how do you engage with them?

42b. [If Q42 = NO], why not? _____

43. Related to the evaluated program, have your organization engage with local government during the program implementation?

1. Yes → Go to Q43a
2. No → Go to Q43b
3. Do not know → Go to Q44

43a. [If Q43 = YES], how do you engage with them? _____

43b. [If Q43 = NO], why not? _____

44. Related to the evaluated program, have your organization engage with community-based organizations during the design phase of the program and/or implementation?

1. Yes → Go to Q44a
2. No → Go to Q44b
3. Do not know → Go to Q45

44a. [If Q44 = YES], how do you engage with them?

44b. [If Q44 = NO], why not?

45. Have you been more successful in engaging a certain category of stakeholder compared to another?

1. Yes → Go to Q45a
2. No → finish interview
3. Do not know → finish interview

45a. [If Q45= YES], what strategies support successful engagement? _____

Individual Interview Protocol for Beneficiaries

(IDPs, returnees, host community and other conflict affected popul_____

#: _____ Date of the interview: _____ Name of the interviewer: _____

1. Location (oblast):

- 2. Dnipro
- 3. Zaporizhzhia
- 4. Kharkiv

5. Lviv

6. Kherson

7. Luhansk GCAs

8. Donetsk GCAs

1.a. Settlement where the interview is taking place: _____

2. Organization [SELECT ALL THAT APPLIES]: 1. UNHCR; 2. IOM; 3. UNFPA; 4. ICRC

3. Implementing partner (WRITE DOWN) _____

Beneficiary Background:

4. Gender: 1. Male 2. Female

5. How old are you (*Interviewer, write down the age and code it*):

_____ (code): 1. 18-25 2. 26-35 3. 36-45 4. 46-55 5. 55 – older

6. What ethnic group you identify yourself with? (*Interviewer, do not read out the options; one answer only*)

- 1. Ukrainian
- 2. Crimean Tatar
- 3. Russian
- 4. Other _____
- 5. Refused

7a. Did you have to resettle due to the military conflict in Donbass or due to Crimea annexation?

- 1. Yes
- 2. No → Go to Q8
- 3. Other _____

7b. [IF 8a YES] Where did you resettle from – please, name oblast and settlement?

Oblast (*code*): 1) Donetsk 2) Luhansk 3) Crimea

Home settlement (*Write down*): _____

7c [IF 7a YES] When did you resettle – how many months ago? (*Interviewer, write down the number of months and code the answer*)

Number of months: _____ months

Interviewer, code: 1) over 18 months ago; 2) 12-18 months ago; 3) 6- < 12 months ago; 4) < 6 months ago

7d. [IF 7a YES] Are you registered at the Department of Labour and Social Protection of the Ministry for Social Policy as IDP or not?

- 1) Registered as IDP
- 2) not registered as IDP anymore, but was registered earlier
- 3) not registered as IDP and had never been registered

8. Do you have a disability?

- 1. Yes
- 2. No

3. Refused to answer

9. What is your living condition?

1. Rent
2. Relatives/friends
3. Own apartment/house
4. Collective center
5. Other: _____

10. When did you start receiving service/assistance from **XX organization (name of organization from Q3 Implementing Partner)** – in what month if you can recall a month? *Write down* _____

11. Has it been one-time, several times service or ongoing?

- 1) one time
- 2) several times
- 3) ongoing

11b. When was the last time you received the service / assistance? Please, name month and year

Assise

14. 12. Could you please tell us about the assistance/service that you receive(d) from XX organization? (Prompt for time period, exact support, locations, etc.)

Interviewer, more than 1 type of assistance/service could be mentioned. If respondent mentions up to 3 services, put them into the table as a, b, and c, and ask questions 16-24 about service/assistance a, then about b, etc.; if there are MORE than 3 services mentioned, ask respondent to name THREE MOST IMPORTANT to him/her, and ask questions 16-24 about each of these three types of service/assistance.

	a. Service or assistance 1	b. Service or assistance 2	c. Service or assistance 3
13. How did you become aware of this service/assistance? (open-ended)	_____	_____	_____
14. Have you been consulted by XX organization about your humanitarian needs before you received assistance?	<ol style="list-style-type: none"> 1. Yes 2. No 3. Do not know/do not remember 	<ol style="list-style-type: none"> 1. Yes 2. No 3. Do not know/ do not remember 	<ol style="list-style-type: none"> 1. Yes 2. No 3. Do not know/ do not remember
15. How did you access or receive it? (open-ended)	_____	_____	_____
16. Have you experienced any challenges in accessing this service/assistance?	<ol style="list-style-type: none"> 1. Yes [GO TO Q17] 2. No [GO TO Q18] 3. DK [GO TO Q18] 	<ol style="list-style-type: none"> 1. Yes [GO TO Q17] 2. No [GO TO Q18] 3. DK [GO TO Q18] 	<ol style="list-style-type: none"> 1. Yes [GO TO Q17] 2.No [GO TO Q18] 3.DK [GO TO Q18]
17. [Ask only when Q18=YES for specific type of service/ assistance] If YES, what kind of challenges? (open-	[IF YES in Q16] _____	[IF YES in Q16] _____	[IF YES in Q16] _____

ended)			
18. How would you rate your experience in receiving this service/assistance from XX organization or its partner? [name of organization from Q3 Implementing Partner] <i>Please, use 5-point scale where 5 is very satisfactory and 1 is very unsatisfactory</i>	1 – Very Unsatisfactory 1 2 3 4 5 5 – Very Satisfactory	1 – Very Unsatisfactory 1 2 3 4 5 5 – Very Satisfactory	1 – Very Unsatisfactory 1 2 3 4 5 5 – Very Satisfactory
19. [Ask only when there are answers 1-3 in Q18 for specific type of service/assistance] What needs to be done to improve this service/assistance?	[IF answers 1-3 in Q18]	[IF answers 1-3 in Q18]	[IF answers 1-3 in Q18]
20. Reflecting on the services you have received, have they met your needs?	1. Yes [GO TO Q21] 2. No [GO TO Q22]	1. Yes [GO TO Q21] 2. No [GO TO Q22]	14. 1. Yes [GO TO Q21] 2. No [GO TO Q22]
21. If YES, How? (open-ended)	[IF YES in Q20]	[IF YES in Q20]	[IF YES in Q20]
22. If NO, Why not? (open-ended)	[IF NO in Q20]	[IF NO in Q20]	[IF NO in Q20]

23. What other/additional kinds of assistance/services would you like to receive in general, from any of organizations? (*Interviewer, please, record respondent's answer briefly here as you will refer to the response to this question in the end of the inter _____*)

Access to Services

Ask when Q7a = YES (IDPs)	Ask when Q7a = NO (non-IDPs)
IDPs	Conflicted-affected population (non-IDPs)
24. Have you experienced any challenges in IDP registration and obtaining documentation? 1. Yes [GO TO Q25] 2. No [GO TO Q26] 3. Don't know [GO TO Q26]	24. In your opinion , are there any challenges for IDPs in registering as IDP and obtaining/restoring documentation? 1. Yes [GO TO Q25] 2. No [GO TO Q26] 3. Don't know [GO TO Q26]
25. If YES, what are these challenges? (open-ended)	25. If YES, what are these challenges? (open-ended)
26. In your personal experience , are there any challenges for IDPs in accessing social benefits and pensions? 1. Yes [GO TO Q27] 2. No [GO TO Q28] 3. Don't know [GO TO Q28]	26. In your opinion , are there any challenges for IDPs in accessing social benefits and pensions? 1. Yes [GO TO Q27] 2. No [GO TO Q28] 3. Don't know [GO TO Q28]
27. If YES, what are these challenges? (open-ended)	27. If YES, what are these challenges? (open-ended)

28. In your personal experience , are there any challenges for IDPs in accessing education services? 1. Yes [GO TO Q29] 2. No [GO TO Q30] 3. Don't know [GO TO Q30]	28. In your opinion , are there any challenges for IDPs in accessing education services? 1. Yes [GO TO Q29] 2. No [GO TO Q30] 3. Don't know [GO TO Q30]
29. If YES, what are these challenges? (open-ended)	29. If YES, what are these challenges? (open-ended)
30. In your personal experience , are there any challenges for IDPs in accessing health services? 1. Yes [GO TO Q31] 2. No [GO TO Q32] 3. Don't know [GO TO Q32]	30. In your opinion , are there any challenges for IDPs in accessing health services? 1. Yes [GO TO Q31] 2. No [GO TO Q32] 3. Don't know [GO TO Q32]
31. If YES, what are these challenges? (open-ended)	31. If YES, what are these challenges? (open-ended)
32. In your personal experience , are there any challenges for IDPs in accessing job/employment? 1. Yes [GO TO Q33] 2. No [GO TO Q34] 3. Don't know [GO TO Q34]	32. In your opinion , are there any challenges for IDPs in accessing job/employment? 1. Yes [GO TO Q33] 2. No [GO TO Q34] 3. Don't know [GO TO Q34]
33. If YES, what are these challenges? (open-ended)	33. If YES, what are these challenges? (open-ended)
34. In your personal experience , are there any challenges for IDPs in renting housing? 1. Yes [GO TO Q35] 2. No [GO TO Q36] 3. Don't know [GO TO Q36]	34. In your opinion , are there any challenges for IDPs in renting housing? 1. Yes [GO TO Q35] 2. No [GO TO Q36] 3. Don't know [GO TO Q36]
35. If YES, what are these challenges? (open-ended)	35. If YES, what are these challenges? (open-ended)
36. In your personal experience , are there any challenges for IDPs to vote in elections? 1. Yes [GO TO Q37] 2. No [GO TO Q38] 3. Don't know [GO TO Q38]	36. In your opinion , are there any challenges for IDPs to vote in elections? 1. Yes [GO TO Q37] 2. No [GO TO Q38] 3. Don't know [GO TO Q38]
37. If YES, what are these challenges? (open-ended)	37. If YES, what are these challenges? (open-ended)
38. In your personal experience , are there any challenges for IDPs in getting "propiska" (registration of residence)? 1. Yes [GO TO Q39] 2. No [GO TO Q40] 3. Don't know [GO TO Q40]	38. In your opinion , are there any challenges for IDPs in getting "propiska" (registration of residence)? 1. Yes [GO TO Q39] 2. No [GO TO Q40] 3. Don't know [GO TO Q40]
39. If YES, what are these challenges? (open-ended)	39. If YES, what are these challenges? (open-ended)

Beneficiary Selection

40. In your opinion, what groups of people have benefited the most from provided services/humanitarian assistance? Please, choose up to THREE. [READ OUT the options]

1. The elderly	6. Low income families
2. Single parent	7. People living close to contact line
3. Large families with multiple children	8. IDPs
4. The disabled	9. Returnees
5. Unaccompanied minors	10. Other _____

41. Do you consider these groups to be the most vulnerable?

- 1) Yes
- 2) Not all of them – please, specify which ones do you consider vulnerable:

3) Not at all – please, specify more vulnerable groups: _____

42. Are you aware of the selection process and eligibility for humanitarian assistance **by government**?

- 1) Yes [GO TO Q43]
- 2) No [GO TO Q44]
- 3) Hard to say [GO TO Q45]

43. [If Q42 = YES] Please, share what is the selection process? (open-ended) _____

44. [If Q42 = NO] To what extent do you consider this process to be transparent – using 5-point scale where 5 is – fully transparent, and 1 is not transparent at all?

Not transparent at all 1 2 3 4 5 Fully transparent 99 Don't know

45. Are you aware of the selection process and eligibility for humanitarian assistance **by XX organization**? [Name of organization from Q3 Implementing Partner]

- 1) Yes [GO TO Q46]
- 2) No [GO TO Q47]
- 3) Hard to say [GO TO Q48]

46. [If Q45 = YES] Please, share what is the selection process? (open-ended) _____

47. [If Q45 = NO] To what extent do you consider this process to be transparent – using 5-point scale where 5 is – fully transparent, and 1 is not transparent at all?

Not transparent at all 1 2 3 4 5 Fully transparent 99 Don't know

Beneficiary Feedback on Integration Assistance

48. What are your settlement preferences: to stay in the current area, resettle somewhere else within the country or return?

- 1) to stay in the current area → Ask Q49 and then go to Q51
- 2) to resettle somewhere else within the country → Go to Q50
- 3) to return to the settlement where resided before the conflict in Donbas/annexation of Crimea →

Go to Q50

49. If Q48=1 (prefer to stay in current location) What factors **supported** your preference to stay in the current location? (*Interviewer, here the factors that already played a role are to be listed by respondent*)
_____ → Go to Q51

50. If Q48=2 and 3 (resettle or return) what are the challenges and barriers for you in having the intention to stay in the current location? _____

51. Which conditions will be important for you in order to ensure your preference to stay in **your current location** in the future? [*Interviewer, if respondent names only one condition, prompt for more reasons/factors; if the list is too long, then ask to choose up to THREE MOST IMPORTANT. Ask to be detailed and specific about three most important conditions*]

52. Have the provided assistance/service by **XX organization** helped you to feel more comfortable and well-settled in your new community? **[Name of organization from Q3 Implementing Partner]**

1. Yes [GO TO Q53]

2. No [GO TO Q54]

53. [If Q52 =1 YES] If YES, please elaborate how? (open-ended) _____

54. [If Q52 =2 NO] If NO, why? (open-ended) _____

55. What form of assistance would you prefer to receive in order to help you to feel more comfortable and self-reliant settled in your current location? *Interviewer, you can make a reference to the response to Q23 here: For instance, you already mentioned ... among the kinds of assistance/services that you'd like to receive, is that all or you'd like to add anything / underline one of these kinds of assistance as the most important?* (open-ended) _____

Group Interview Guide for Beneficiaries

Date of the focus group discussion: _____ Name of the moderator: _____

14. I. Introduction (5-7 min)

MODERATOR, before start of the discussion, please read an INFORMED CONSENT (provided by Social Impact through GfK) to participants of the discussion group. Explain rules of the FGD (no right or wrong answers, talk clearly and in turn, not simultaneously; audio recording for further analysis; confidentiality principle – only research team will work with audio records)

All answers are voluntary, if a participant does not wish to respond to some questions, s/he can do so.

Introducing of participants one by one, clockwise (brief information about themselves: age, occupation, living conditions).

I. Location: 1. Kyiv 2. Dnipro 3. Zaporizhzhia 4. Kharkiv 5. Kherson 6. Lviv
7. Luhansk GCAs _____ [SPECIFY] 9. Donetsk GCAs _____ [SPECIFY]

1a. Settlement: _____

II. Organization [SELECT ALL THAT APPLIES]:

10. UNHCR	11. IOM	12. UNFPA	13. ICRC
10a. ADRA	11a. PCMP	12a. Ukrainian Foundation of Public Health	n/a
10b. R2P	11b. Responsible Citizens	12b. Women Health Foundation	
10c. PIN			
10d. DRC			
10e. HelpAge			
10f. NRC			
10g. Proliska			
10h. CrimeaSOS			
10i. Dopomoga (Dnipra)			
10j. Station Kharkiv			
10k. Slavic Heart			

IV. Assistance

The purpose of this section is to understand whether the provided assistance received by beneficiaries met their humanitarian needs.

- Could you please tell us about the assistance/service that you receive(d) from the organization?
- Have you been consulted by XX organization about your humanitarian needs before you received assistance?
- How did you become aware of this services?
- How did you access it?
- Have you experienced any challenges in accessing this service/assistance?
 - *MODERATOR, in case challenges had been encountered, please ask to elaborate what kind and how these challenges were solved.*

- How would you rate your experience in receiving this service/assistance from XX organization / its partner?
 - MODERATOR, in case the assistance/service “Needs Improvement”, “Unsatisfactory” or “Very unsatisfactory”, please enquire what needs to be done to improve this service/assistance.
- Reflecting on the services you have received, have they met your needs?
 - MODERATOR, if YES, elaborate how? If NO, elaborate why?
- What other/additional kinds of assistance/services would you like to receive?

V. Access to Services

The purpose of the section is to assess the reality on the ground for IDPs seeking to obtain IDP registration documentation, a job, education, healthcare, a lease, a propiska, social benefits (e.g. pensions), legal assistance, and the right to vote in his/her new community.

23. In your opinion, are there any challenges for displaced people in:	24. In your personal experience , have you experienced any challenges in
23a. Registering as IDP and obtaining/restoring documentation?	24a. Registering as IDP and obtaining/restoring documentation?
23b. Accessing pensions	24b. Accessing social benefits and pensions
23c. Accessing IDP benefits	23c. Accessing IDP benefits
23d. Accessing other social benefits (e.g. subsidies)	23d. Accessing other social benefits (e.g. subsidies)
23e. Accessing education	24e. Accessing education
23f. Accessing healthcare	24g. Accessing healthcare
23g. Accessing job/income generating activities	24g. Accessing job/income generating activities
23h. Renting housing	24h. Renting housing
23i. Getting “propiska” (registration in a place of residence)	24i. Getting “propiska” (registration in a place of residence)
23j. Casting a vote in elections	24j. Casting a vote in elections
23k. Accessing legal assistance	24k. Accessing legal assistance

MODERATOR, ask to elaborate if CHALLENGES had been encountered. What kind of challenges?

- In your opinion, what needs to be done to resolve these challenges? And by whom?

VI. Beneficiary Selection

The aim of this section is to find out to what extent beneficiaries are aware of the criteria and beneficiaries selection processes.

- In your opinion, what groups of people have benefited the most from provided services/humanitarian assistance? MODERATOR, **DO NOT READ OUT THESE OPTIONS**, use the list as a guideline for you. Do not probe – ask for spontaneous responses.

1. The elderly #: __	6. Low income families #: __
2. Single parent #: __	7. People living close to contact line#: __
3. Large families with multiple children #: __	8. IDPs #: __
4. The disabled #: __	9. Returnees #: __

5. Unaccompanied minors#: _____

10. Other _____ #: _____

MODERATOR, ask to elaborate why this specific group has benefited the most?

- Are you aware of the selection process and eligibility for humanitarian assistance provided by government? *MODERATOR, If YES, please ask to share what is the selection process.*
- Are you aware of the selection process and eligibility for humanitarian assistance by humanitarian organization? *MODERATOR, if YES, please ask about the procedure of informing on eligibility for each organization known by respondent and ask to describe the selection process for each organization.*

VII. Group Feedback on Integration Assistance

The aim of this section is to find out on integration realities of IDPs and host communities/affected population.

MODERATOR, these questions are for IDP only:

- What are your settlement preferences? Why?
- Which conditions will be important for you to ensure your integration in your current location?
- Do you consider yourself locally integrated?
 - *MODERATOR, if YES, please ask what factors supported their local integration. If NO, please ask what are the challenges and barriers for the local integration.*
- Have the provided assistance/service by XX organization helped you to integrate into your new community?
 - *MODERATOR, If YES, please clarify how? If NO, why?*
- What form of assistance would you prefer to help you integrate into your current location? How this assistance will help you (for example, if they receive monetary assistance how they will spend it)?

MODERATOR, these questions are for non-displaced persons only:

- Which conditions will be important to ensure integration of displaced people in your community?
- IN your opinion, have the assistance provided by organization XX helped IDPs to integrate in your community?
 - *MODERATOR, if YES, please ask what factors supported local integration of displaced people. If NO, please ask what are the challenges and barriers for the local integration of IDPs.*
- In your opinion, what form of assistance would have helped to integrate IDPs in your community and how?

KII Protocol for External Stakeholders
(Human Rights LNGOs, UN Agencies, INGOs, UNDP, ECHO, UN RC/HC)

Date of interview: _____

1. Location: 1. Kyiv 2. Dnipro 3. Zaporizhzhia 4. Kharkiv
 5. Kherson 6. Lviv 7. Luhanks GCAs 9. Donetsk GCAs

2. Organization: 1. UNDP; 2. ECHO; 3. UN RC/HC; 4. HR NGO 5. Other _____

3. Gender: M _____ F _____ 4. No. of interviewees: _____

Introduon:

5. Before we begin, please tell us a bit about your role in your organization and also interface with UNHCR, ICRC, IOM, UNFPA. (Probe: role, duration, intensity, level of interf)

6. In your opinion, what have been the humanitarian programs' biggest successes so far in addressing humanitarian needs of I?

7. What factors contributed to the succ?

8. In your opinion, what have been the humanitarian programs' biggest successes so far in addressing local integration needs of IDPs?

What factors contributed to the success

10. What have been the biggest challenges for humanitarian community in the timely provision of assistance to IDPs and other conflict affected populatio

11. What has been done or should be done to overcome these challen

12. What have been the biggest challenges for the international community in supporting local integration of IDPs? What should be done to overcome these challenges?

Access to Seres

9. What is your opinion on IDPs' access to registration and recovery of documentation? Are there any challenges and/or improvements? If challenges, what needs to be done to improve access to registration and obtaining documentat

10. In your opinion, what are the key challenges for IDPs in accessing social benefits, pensions, education, healthcare, shelter/rent? What needs to be done to overcome these challen

11. What are the oppourtunities for IDPs and other conflict affected population in accessing to jobs and income generating opportunit

12. What is your reflection on IDPs' access to legal assistance and the right to vote in their new communities?

13. In your opinion, what are the key legislative and policy challenges for IDPs to access services and protect IDP rights?

14. What is the government policy on the settlement options for the displaced persons?

Local Integration Interventions

15. Overall, what types of programs are appropriate to support local integration of IDPs over the short, medium and longer term in the Ukrainian context? Why?

16. In your opinion, what is the role of development organizations in supporting local integration of IDPs? Are there any discussions about initiatives to link humanitarian assistance with a development program? What is your thinking on the benefits and drawbacks of doing so in the Ukrainian context?

17. In your opinion, what external factors might influence long-term effectiveness of IDP integration?

18. Are you involved in any coordination structures? Please describe how this works and the benefits/challenges to current structures. Donor coordination, what kind do you see the role of donors....

19. How do humanitarian programs support or complement government humanitarian and integration initiatives?

20. In your opinion, what are the key gaps in providing humanitarian assistance to IDPs?

In your opinion, what are the key gaps in providing local integration assistance/service to IDPs?

11. What is your reflection on partners' monitoring and evaluation plans and reporting capacity? What aspects of reporting should be improved? What would you change about the reporting procedure

12. What are your thoughts about partners' plans/strategies for transition from humanitarian relief to longer term development?

13. Are there any areas of the program that you feel are in need of improvement?

14. You are one of our primary intended users for this evaluation. As such, our aim is to provide you with relevant and useful information to help you better manage/oversee this program. Is there anything in particular that you feel is important for us to explore during our fieldwork?

Annex IV: Documents Reviewed

I. Legislation

International Covenant on Civil and Political Rights (article 12) March 23, 1976.

The Law of Ukraine on Ensuring of Rights and Freedoms of Internally Displaced Persons, October 20, 2014, unofficial translation in English: <http://unhcr.org.ua/en/2011-08-2606-58-56/news-archive/1231-internally-displaced-people>.

The Law of Ukraine On Amendments to Some Laws of Ukraine to Strengthen the Guarantees of Rights and Freedoms of Internally Displaced Persons, 24 December 2015, No. 921-VIII (2166), available at <http://goo.gl/gKYUB1> (Ukrainian).

II. International Guidelines, Humanitarian Response Plans, and Manuals

Good Practices at FAO: Experience Capitalization for Continuous Learning, External Concept Note, Food and Agriculture Organization of the United Nations, September 2013, <http://www.fao.org/3/a-ap784e.pdf>.

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Guidance for Profiling, Urban Displacement Situations, Challenges and Solutions, June 2014, JPS.

Guiding Principles on Internal Displacement, OCHA, 2004.

Humanitarian Needs Overview 2017, Ukraine Humanitarian Country Team, November 2016.

Humanitarian Response Plan (Revised) for the period of January-December 2015, Ukraine Humanitarian Country Team, February 2015.

Humanitarian Response Plan for the period of January-December 2016, Ukraine Humanitarian Country Team, January 2016.

Humanitarian Response Plan for the period of January -December 2017, Ukraine Humanitarian Country Team, November 2016.

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Protecting Internally Displaced Persons: A Manual for Law and Policymakers, Brookings, October 2008.

“Protecting Older People in Emergencies”, UNHCR and HelpAge International.

UN Guiding Principles on Internal Displacement OCHA, 2004.

III. Articles/Reports/Survey Findings/Case Studies/Workshop Reports

Addressing Internal Displacement: A Framework for National Responsibility, The Brookings Institution – University of Bern, April 2015.

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Brun, Catherine. Making Young Displaced Men Visible. Special Feature on Gender and Displacement, *Forced Migration Review* #9, The Refugee Studies Center in Association with NRC/Global IDP Project, December, 2000.

Caroline Dewast, Vidar Glette, Evaluation of the Emergency Shelter and NFI Cluster in Ukraine, UNHCR, February 2016.

Cluster Approach Final Evaluation, OCHA Evaluation and Studies Series 2007.

Comprehensive Stabilization Support to IDPs and the Affected Population in Ukraine, Project Impact Assessment Report, IOM, 2016.

Displacement Figures in Ukraine Fail to Reflect a Complex Reality, Briefing Paper, IDMC NRC, September 2015.

Displaced Women and Girls at Risk: Risk Factors, Protection Solutions and Resource Tools, Women's Commission for Refugee Women and Children, February, 2006

East SOS, Freedom of Movement report, August 2016.

Edmunds, Guy. Local Integration in Action: Lessons Learned from Supporting IDPs in Georgia, DRC, November 2014.

Fagen, Patricia Weiss. "Colombian IDPs in Protracted Displacement: Is Local Integration a Solution?" in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, 2011.

Ferris, Elizabeth ed. *Resolving Internal Displacement: Prospects for Local Integration*, Brookings, June 2011.

Ferris, Elizabeth et al. Off to Shaky Start: Ukrainian Government Responses to Internally Displaced Persons, Brookings, HIAS, May 2015.

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Annex V: List of People Interviewed

Donors

Title/position	Association	Location
Advisor	PRM Kyiv	Kyiv
Refugee Coordinator	PRM Tbilisi	Kyiv over Skype
Regional Advisor	USAID/OFDA	Kyiv over Skype
Deputy Country Representative	USAID/OTI	Kyiv
Head of Office	ECHO	Kyiv-US (over Skype)
Humanitarian Expert	ECHO	Kyiv-US (over Skype)

Multilateral partners, NGO partners, and service providers

Title/position	Association	Location
Country Representative	UNHCR	Kyiv
Deputy Country Representative	UNHCR	Kyiv
Senior Programme Officer	UNHCR	Dnipro
Protection Officer	UNHCR	Dnipro
Assistant Representative	UNFPA	Kyiv
Program Manager	UNFPA	Kyiv
RH Officer	UNFPA	Kyiv
Communications Officer	UNFPA	Kyiv
GBV Sub-Cluster Coordinator	UNFPA	Kyiv, over skype
Representative in UA	UNHCR	Kyiv
Deputy Representative	UNHCR	Kyiv
Senior Program Officer	UNHCR	Kyiv
Protection Cluster Coordinator	UNHCR	Kyiv
Legal Associate	UNHCR	Kyiv
Head of Sub Office	UNHCR	Dnipro
Senior Protection Officer	UNHCR	Dnipro
Gender Specialist	UNHCR	Dnipro
Associate Protection Officer	UNHCR	Dnipro
Field Protection Officer	UNHCR	Donetsk
Head of National Toll Free Hot Lines Department	LaStrada/UNFPA	Kyiv
Vice-President	LaStrada/UNFPA	
Hotline Coordinator	LaStarda/UNFPA	
Executive Director	Family Planning Foundation/UNFPA	Kyiv
Director	Ukrainian Foundation for Public Health/UNFPA	Kyiv
CrimeaSOS Head	CrimeaSOS NGO/UNHCR	Kyiv
CrimeaSOS Advocacy Expert	CrimeaSOS NGO/UNHCR	Kyiv
Kharkiv Station Head and her assistant	Station Kharkiv/UNHCR	Kharkiv+D17
Legal Advisers	Station Kharkiv/UNHCR	Kharkiv
Team Leader	R2P Kharkiv/UNHCR	Kharkiv

Administrator	Station Nadezhda/UNHCR	Kharkiv Oblast, Barvinkove
Social Worker	Station Nadezhda/UNHCR	Kharkiv Oblast, Barvinkove
Lawyer	Station Nadezhda/UNHCR	Kharkiv Oblast, Barvinkove
Attorney	R2P Kharkiv/UNHCR	Kharkiv
Volunteer, Social Coordinator	Station Kharkiv/ UNHCR	Kharkiv
Board Member	Responsible Citizens/IOM	Kharkiv
Mobile Team Psychologists	UFPH/UNFPA	Kharkiv oblas, Vasishchevo town
Mobile Team Leader/ Social Worker	UFPH/UNFPA	Dnipro oblast, Pavlograd
Mobile Team Psychologists	UFPH/UNFPA	Dnipro oblast, Pavlograd
Legal Aid Coordinator and Team Leader	R2P Dnipro/UNHCR	Dnipro
Data Manager	R2P Dnipro/ UNHCR	Dnipro
NGO Head	Dopomoga Dnipra/UNHCR	Dnipro
President	Gorenje/UNHCR	Dnipro
Social Worker	UFPH/UNFPA	Zaporizhzhia
Director	Center Aid Centre/ UNHCR	Zaporizhzhia
Head of the project	Smile of the Child/UNHCR	Zaporizhzhia
Director and Program Manager	Maksimal/UNHCR	Donetsk (NGCA), Dnipro
Director	DDC/UNHCR, IOM	Donetsk (NGCA), Dnipro
Program Officer	Bridge/UNHCR	Donetsk (NGCA), Dnipro
Coordinator	CrimeaSOS NGO/ UNHCR	Kherson
Attorney	CrimeaSOS NGO/UNHCR	Kherson
Lawyer	CrimeaSOS NGO/UNHCR	Kherson
Social Worker	CrimeaSOS NGO/UNHCR	Kherson
Protection monitoring team member	CrimeaSOS NGO/UNHCR	Lviv
Social Worker	CrimeaSOS NGO/UNHCR	
Coordinator	CrimeaSOS NGO/UNHCR	Lviv
Lawyer	CrimeaSOS NGO/UNHCR	Lviv
Field Program Manager	IOM	Donetsk over Skype
Head of Delegation	ICRC	Kyiv
Deputy Economic Security Coordinator	ICRC	Kyiv
Coordinator of Water and Habitation Department	ICRC	Kyiv
Logistics Coordinator	ICRC	Kyiv
Health Coordinator	ICRC	Kyiv
Legal Advisor	ICRC	Kyiv
FAS Delegate	ICRC	Kyiv
Protection Coordinator	ICRC	Kyiv
Head of Donetsk Office	ICRC	Kyiv
Head of EcoSec Department	ICRC	Kyiv
Medical Officer	ICRC	Kyiv
Coordinator, Vice-President for	PCPM/Frontier/IOM	Kharkiv

Humanitarian Affairs		
Logistics	ICRC	Kyiv
Operations	ICRC	Kyiv
IHL	ICRC	Kyiv
Military	ICRC	Kyiv
Protection	ICRC	Kyiv
Protection Officer	UNHCR	Dnipro
Social Coordinators	Station Kharkiv/UNHCR	Kharkiv
City Aid Centre NGO Head	City Aid Center	
Mobile Team Psychologists	UFPH/UNFPA	Zaporizhzhia
Mobile Team Social Workers	UFPH/UNFPA	Zaporizhzhia
Protection Monitoring Team Leader	R2P/UNHCR	Dnipro
Legal Aid Coordinator	R2P/UNHCR	Dnipro
Emergency and Stabilization Programme Coordinator	IOM	Kyiv
Head of Mission	IOM	
Senior Program Coordinator	IOM	
Shelter Cluster Associate	UNHCR Shelter Cluster	Kyiv
Project coordinator/manager	ADRA/UNHCR	Donetsk
Project coordinator/manager	DRC/UNHCR	Donetsk
Project coordinator/manager	HelpAge International/UNHCR	Luhansk
Project coordinator/manager	NRC/UNHCR	Donetsk
Lawyer	NRC/UNHCR	Donetsk
Shelter/ICLA manager	NRC/UNHCR	Luhansk
Project coordinator/manager	PIN/UNHCR	Donetsk
Project coordinator/manager	Proliska/UNHCR	Donetsk
Case Manager	Proliska/UNHCR	Donetsk
Lawyer	R2P/UNHCR	Donetsk
Project coordinator/manager	R2P/UNHCR	Donetsk
Project Coordinator/manager	R2P/UNHCR	Luhansk
Project coordinator/manager	Slavic Heart/UNHCR	Donetsk
Social Worker in Mobile Team	UFPA/UNFPA	Donetsk
Psychologist in Mobile Team	UFPA/UNFPA	Donetsk
Social Worker in Mobile Team	UFPA/UNFPA	Luhansk
Psychologist in Mobile Team	UFPA/UNFPA	Luhansk
Field Staff	IOM/M&E	Donetsk

Government Representatives

Title/position	Association	Location
Senior Specialist on Humanitarian Affairs	Ministry of Temporarily Occupied Territories and Internally Displaced Persons	Kyiv
Senior Specialist II on Humanitarian Affairs	Ministry of Temporarily Occupied Territories and	Kyiv

	Internally Displaced Persons	
Advisor to the state administration governor	Dnipropetrovsk oblast state administration	Dnipro
Director	Oblast Center of Social Services for Family, Children and Youth, Kharkiv oblast, MoSP	Kharkiv
Director	Department of City Social Services, City Center of Social Services for Family, Children and Youth, Kharkiv city, MoSP	Kharkiv
Mayor	Barvinkove town	Kharkiv oblast, Barvinkove
Advisor to the Head of Oblast Administration	Dnipropetrovsk Regional State Administration	Dnipro
Senior Specialist	Department on Preventative Treatment of Mother and Child, Dnipropetrovsk Health Oblast Department	Dnipro
Deputy Director	Pension Fund, Department of Protection of Population, MoSP	Dnipro
Director	Oblast Center of Social Services for Family, Children and Youth, Zaporizhzhia Oblast, MoSP	Zaporizhzhia
Director	City Center of Social Services for Family, Children and Youth, Zaporizhzhia, MoSP	Zaporizhzhia
Head	State oblast Health Department	Zaporizhzhia
Deputy Head	Oblast Department of Social Protection, MoSP	Zaporizhzhia
Head of Oblast Centre	Oblast Centre for Family, Children, and Youth, Kherson oblast, MoSP	Kherson
Head of Regional Headquarters	Regional Headquarters on IDPs, State Emergency Service	Kherson
Head	Lviv oblasts Pension Fund	Lviv
Deputy Head	Lviv oblasts Pension Fund	Lviv
Head of Legal Department	Lviv oblast Pension Fund	Lviv
Director	City Center of Social Services for Family, Children and Youth, Pavlograd, MoSP	Dnipropetrovsk Oblast, Pavlograd
Director	Free Legal Aid Center	Dnipro
Head of Regional Center for Social Service	Regional State Administration	Kharkiv
Deputy Mayor, supervises humanitarian and social aid	City Council of Mariupol	Donetsk
Local government official	Sloviansk local government administration	Donetsk
Local government official	Severodonetsk local	Donetsk

	government administration	
Partner	Department of Social Services	Donetsk
Partner	Department of Social Services	Luhansk

External Stakeholders

Title/position	Association	Location
Head of Office	OCHA	Kyiv
Deputy Head of Office	OCHA	Kyiv
Recovery Specialist	UNDP	Kyiv

Annex VI: Monitoring Tools

A. Checklist for Engaging Host Governments, IOs, and NGO Partners in IDP Integration Efforts

Engaging host governments, IOs, and NGO partners in IDP integration efforts

- Who are the actors relevant to achieving durable solutions to displacement?
- What is their potential to contribute to, or otherwise influence, the integration of IDPs?
- What is the existing in-country coordination platform for durable solutions? Is the coordination mechanism inclusive and broad-based?
- Is there a common definition of IDPs, returnees, and other relevant affected populations used by host government, IOs, NGOs, and other relevant actors involved in integration efforts?
- Do the host governments, IOs, and NGOs recognize the importance of a rights-based approach to durable solutions, in particular international human rights and international humanitarian laws such as the Guiding Principles on Internal Displacement?
- Do the host governments, IOs, and NGOs have a clear understanding of the key principles governing durable solutions, namely regarding voluntariness, safety, dignity, and non-discrimination?
- Does the host government clearly understand the national responsibility to create conditions enabling durable solutions, including means/resources for durable solutions, and to facilitate integration of IDPs?
- Do IOs, NGOs, and donors understand the international responsibility to support and assist durable solutions, including integration of IDPs?
- Do the host governments, IOs, and NGOs have a common and clear understanding of the importance of integrating age, gender, and diversity into integration planning and programming?
- Is there a mechanism in place to collect essential information to inform IDP integration strategy, planning, and programming?
- How are host governments and host communities engaged with IDP integration activities?
- How is the IO and NGO community engaged?
- What specific measures are being used among host government, IOs, and NGOs partners to maintain and enhance collaboration among them?
- Are there any activities that are being duplicated by host government, IO, and NGO partners?
- Do IO implementers use a common definition of IDP integration programming?
- Are the monitoring agreements (e.g., performance monitoring plans) of PRM grantees shared among host government and other donors and implementers?
- Are there joint field visits by host government, IOs, and NGO field representatives with shared agendas of looking at IDP integration activities being implemented?
- If other development actors are working with IDPs, who initiates coordination and engagement and when does it occur?

B. Checklist for Monitoring IDP Integration Programs in the Field

IDP Integration Field Monitoring Guide

Individuals with whom PRM should consult and coordinate during field visits:

- UNHCR Community Services or Program Officers
- UNHCR Refugee Coordinator
- UNHCR M&E Officers; Distribution and Post-Distribution Monitoring Teams, Protection Officer, Protection Monitoring Team Members
- Multilateral Agency/ IP/NGO staff in charge of managing/implementing IDP programs/Field-Based Cluster/Sub-Cluster Coordinators
- Host country government officials/local authorities
- IDPs
- Other relevant/affected groups (refugees, returnees, locally displaced persons, vulnerable groups, migrants, local community members)
- Community groups/leaders, including youth groups, faith groups, women's groups, the elderly, the disabled
- Other non-US- /non-UN-affiliated NGOs/donors/agencies/advocates working with IDPs, such as legal professionals, social service providers, psychologists, social workers, collective center/camp managers (if relevant), healthcare providers, teachers and education professionals in the area, local landlords, and mobile information counseling and social service provider teams
- Other local NGOs not funded by PRM but working with IDPs

Overall Questions:

1. Has *physical* security been established? Do certain groups of IDPs remain vulnerable? Are food, water, healthcare, shelter, and other needs being met according to international standards?
2. What are the main protection concerns for IDPs?
3. Are beneficiaries actively involved in planning, providing, and monitoring assistance and protection programs?
4. Are referral systems in place for GBV survivors to receive healthcare, emotional support, legal guidance, and other forms of assistance? Are survivors stigmatized?
5. Are the mental health and psychosocial needs of the humanitarian responders being met? If not, why? What should be done to address unmet health and psychosocial needs?
6. Are there any groups that are underserved by legal aid, psychosocial support, shelter, protection, NFI, winterization, food, water, sanitation, hygiene, livelihoods, health, and education, cash assistance, information counseling, or information dissemination programs? Why?
7. How have beneficiaries been identified, targeted, and reached for programming?
8. What are the outreach or targeting mechanisms for beneficiaries? What language is used? Who does not receive services and why?
9. Do programs offer mechanisms to provide feedback/complaints? If so, how do

- partners collect and/or use it and respond?
10. Is cash being used for programming and, if so, how and why? Is there evidence to show that cash is appropriate or preferred? What unintended consequences of cash programming have been observed?
 11. How do PRM and its NGO and multilateral partners share information?
 12. What policy or legal restrictions do partners encounter in their work? What suggestions do partners have for addressing these challenges?
 13. Are local authorities, local NGOs, and CBOs engaged in facilitating local integration of displaced people?
 14. Do IDPs have access to effective legal aid?
 15. Are there mechanisms in place to provide services to / support the local community population in addition to IDPs?
 16. Do IDPs have land tenure security, where applicable/relevant?
 17. Do IDPs have access to adequate housing and livelihood opportunities?
 18. Are activities appropriately targeted to special circumstances and context of rural and/or urban IDPs?
 19. Do activities/services take into account the differentiated needs, capacities, and conditions of IDPs—gender, age, physical and mental ability, and other characteristics—at every stage of assistance and integration programming?
 20. Have government officials (relevant national and local authorities, line ministries, law enforcement, and parliamentarians) been trained on the UN Guiding Principles on Internal Displacement?
 21. Are activities and projects linked with development actors/interventions in situations of protracted displacements to help facilitate transition from relief to longer-term integration?
 22. Are multilateral agencies coordinating their approach to service provision and support of IDPs?
 23. Are action plans being developed to ensure implementation of IDP policy and incorporation of displacement issues into the local development plans?
 24. Are there any legal or administrative obstacles to IDP employment or economic activity that the local population does not face?
 25. Are activities/projects using an effective mechanism to monitor the implementation of IDP-related processes?
 26. Do policies and programs reflect flexible implementation and embody IDPs' settlement needs and preferences to enable their progress towards durable solutions?
 27. Has the national government adopted a legal framework acknowledging IDPs' right to local integration?
 28. Does the country demonstrate political buy-in to create legal, policy, and programmatic instruments that enable local integration?

C. Checklist for Reviewing Proposals with Activities Promoting IDP Integration

IDP Proposal Review Checklist	
Section I. ASSESSMENTS	
QUESTION	COMMENTS/EXAMPLES
<p>1. What kinds of assessments has the Multilateral Agency/NGO conducted to inform the design of the proposed IDP integration activities or project?</p> <p>a) When were these assessments conducted and what methods were used?</p> <p>b) Have assessments included data from diverse IDP groups (women, men, older people, children, marginalized)?</p>	
<p>2. How does the proposal use the assessment data to:</p> <p>a) demonstrate need and rationale for the particular activity/project?</p> <p>b) profile of the target population?</p> <p>c) inform the proposed activity/project design?</p> <p>d) inform on IDPs' settlement intentions and preferences?</p>	
<p>3. How does the proposal take into account the differentiated needs, capacities, and conditions of IDPs (age, gender, physical, and mental ability, rural vs. urban, and other characteristics)?</p>	
<p>4. Does the proposal identify any needs within the host population?</p> <p>a. Is there a plan to target the host population?</p> <p>b. What is the rationale for targeting or excluding the host population?</p>	
Section II. PROJECT ACTIVITIES	
QUESTION	COMMENTS/EXAMPLES
<p>1. Is the project/activity goal(s) clearly stated?</p> <p>a. Is the proposal aligned with / responsive to the solicitation's priority objectives?</p>	
<p>2. How does the proposal seek to improve IDPs' status?</p> <p>a) economic well-being / livelihood / income generation</p> <p>b) housing / security of tenure and land</p> <p>c) healthcare</p> <p>d) education</p> <p>e) protection</p> <p>f) remedies for lost property</p> <p>g) legal support</p> <p>h) mental health and psychological support</p> <p>i) advocacy for sexual- and gender-based violence prevention and response</p> <p>j) profiling of affected populations and IDP intention</p>	

survey, etc.	
3. Do the proposed activities suggest any linkages to longer-term development interventions to reduce the risk for IDPs becoming more vulnerable, especially in protracted displacement? (e.g., links between housing and livelihoods, housing and access to services)	
4. What are the strategies for engagement with local authorities, community-based organizations, and NGOs?	
5. How do the project’s activities consider the needs of the wider host community and benefit the local populations?	
6. What risks are associated with proposed activities? What risk-mitigation strategies are proposed? a. Has a SWOT analysis been conducted?	
7. How does the proposal address the issue of: a) identifying vulnerable groups/individuals and prioritizing the most vulnerable? b) targeting? c) outreach?	
8. How well does the proposal demonstrate staff competency and expertise in implementing and managing the proposed activities for IDPs? a) Have staff CVs been submitted with the proposal?	
Section III. PERFORMANCE MANAGEMENT – MONITORING AND EVALUATION	
QUESTION	COMMENTS/EXAMPLES
1. Does the proposal include a logical framework? a) Is the logical framework accompanied by a narrative articulating the theory of change that explains the connection between activities, project outputs, project outcomes, objectives, and goals?	
2. Does the proposal include a Performance Monitoring Plan (PMP) with indicators for all outputs and outcomes?	
3. Does the proposal include a work plan?	
4. Does the proposal include accountability, feedback, and complaint strategies/mechanism?	
Section IV. TIMEFRAME AND SUSTAINABILITY	
QUESTION	COMMENTS/EXAMPLES
A. Does the proposal demonstrate consideration of multi-year funding opportunities?	
2. Does the proposed implementation timeline account for any possible contextual challenges such as season/climate, political	

processes, etc.?	
3. Does the proposal include a sustainability plan to help ensure that any outcomes the project achieves will be sustained beyond the life of the project?	

Guidance for Writing Requests for Proposals That Include Activities to Promote the Integration of IDPs

Recommended Language for NGO Guidance on Protection Programming (Appendix C: Sectors and Standardized Indicators)

This checklist contains items that PRM staff should consider when reviewing proposals that include activities to promote the integration of IDPs. The evaluation team considers the items below to be of particular importance based on the field evaluation and global desk review findings on the integration of IDPs.

Integration of IDPs: Integration of IDP programming can consist of a range of activities, including but not limited to, providing materials to repair homes damaged in conflict areas; refurbishment of IDP collective centers; hygiene kits; food; water; psychosocial and legal support; livelihoods, cash programming for rent; and purchase of seasonal relief items such as warm clothing, blankets, mattresses, carpets, rugs, and, in some cases, portable electric or gas space heaters, oil heaters, wind blowers, and water boilers.

Applicants for PRM funding should note the following guidance:

- If proposing a livelihoods program/activity, NGOs must include a market analysis to ensure the proposed intervention is grounded in market realities and that profiling is conducted if needed. The analysis should include a gender analysis and take into account persons who have special needs or might be marginalized within the displaced populations.
- NGOs must demonstrate a strong understanding of the country context, specifically around causes(s) of displacement, current or planned interventions to address root causes of displacement, and gaps where root causes and obstacles to durable solutions are not being addressed.
- NGOs should demonstrate understanding of the government’s IDP-related policy, strategic, legal, and institutional framework; reasons for political will or lack thereof; and its capacity for creating conditions for achieving durable solutions.
- NGOs must demonstrate understanding of the core concepts, international principles, and criteria for durable solutions (IASC Framework on Durable Solutions for IDPs; Guiding Principles on Internal Displacement).
- NGOs’ analysis should describe the current, on-the-ground IDP situation that the project/activity seeks to address; explain how the proposal fills a gap; or complements current

assistance efforts in promoting integration of IDPs undertaken by the government, UN agencies, other NGOs, and international organizations.

- NGOs must demonstrate steps that will be taken to address/include differentiated needs, capacities, and conditions of diverse IDP groups (age, gender, physical and mental ability) and integration challenges for IDPs settled in urban and rural areas (social, cultural, skills, availability and access to basic services, transportation, etc.)
- NGOs should provide a rationale for targeting or excluding host populations, explain how proposed activities will benefit the local population, and provide a plan for engagement with local authorities, community-based organizations, and NGOs.
- NGOs must demonstrate strategies for engagement with development actors to ensure continuity of services/assistance to vulnerable IDP groups and a transition from relief to longer-term durable prospects for displaced persons and affected communities.
- NGOs must actively coordinate and provide a detailed engagement plan with other development, humanitarian, and state actors.
- NGOs must include accountability, feedback, and complaint mechanisms for IDPs to ensure that concerns can be brought to the immediate attention of the responsible authorities.
- NGOs must present an outreach and dissemination strategy to ensure information is conveyed to all IDPs and thereby avoid privileging certain individuals.
- NGOs must propose a monitoring and evaluation plan in accordance with [PRM's guide to monitoring and evaluation](#).
- To the extent possible, NGOs' proposals should be developed in consultation with beneficiaries, communities, local authorities, and the larger humanitarian community.
- PRM strongly encourages its partners to illustrate how their proposed program will contribute towards creating a durable solution for IDPs.

IDP Integration Resources:

- Guiding Principles on Internal Displacement: <http://www.unhcr.org/en-us/protection/idps/43ce1cff2/guiding-principles-internal-displacement.html>
- IASC Framework on durable solutions for internally displaced persons: <http://www.unhcr.org/50f94cd49.pdf>
- Guidance for Profiling, Urban Displacement Situations, Challenges and Solutions: http://www.jips.org/system/cms/attachments/818/original_GuidanceUrbanProfiling_JIPS.pdf

Annex VII: Country Context

Ukraine Country Context

The conflict in Ukraine escalated in early 2014 with the killings of over 100 Protestants of Maidan in February and the annexation of Crimea by the Russian Federation (RF) in March. The militarization of the conflict in eastern Ukraine steadily developed in parallel.¹⁶⁸ The conflict has created a humanitarian crisis for an estimated 3.8 million civilians, of whom 70 percent are elderly, women, and children in both the government-controlled areas and the non-government-controlled areas—the so-called Luhansk People’s Republic (LPR) and Donetsk People’s Republic (DPR).¹⁶⁹ As of April 2017, the total number of IDPs equals 1.6 million.¹⁷⁰ The war has left an estimated 22,420 people wounded and 9,621 dead.¹⁷¹

The IDP situation remains challenging, especially for those people living close to the front line and in the NGCAs. To gain access to services and livelihood opportunities, and to maintain family links, the affected populations risk their lives and cross the front line daily, especially at entry/exit checkpoints. Shelling, heavy machine gun fire, and the presence of mines or unexploded ordnance are reported in most locations.¹⁷² More than 6 million movements across the line have been registered since the beginning of 2016.¹⁷³ Part of the affected civilian population still has not been granted full access to essential services and humanitarian aid. Several villages along the front line remain isolated from adequate humanitarian assistance. In Luhansk Oblast, the lack of a transport corridor has restricted humanitarian agencies and created security issues for the civilian population, who are forced to cross a footbridge. With the main transport corridors passing through Donetsk Oblast, the civilian population in Luhansk Oblast sometimes must move through rivers, forests, and fields, which are at high risk of being contaminated by mines and explosive remnants of war.¹⁷⁴ The situation has deteriorated to the level of one and a half years ago, with the escalation of conflict in Avdiivka in February 2017.

Overall, the government’s response to the IDP crisis has been weak. The GoU has enforced several measures that continue to negatively impact the affected population’s situation, among which is the Temporary Order that requires NGCA residents to register as IDPs before receiving pensions and other social payments to which they are entitled as Ukrainian citizens. The registration process is complicated and cumbersome, with elderly and disabled IDPs facing additional, unique challenges.¹⁷⁵ For example, the compulsory verification for IDP pensioners imposed by the GoU¹⁷⁶ at Oschadbank every three months (if they do not possess an electronic pension card)¹⁷⁷ led to a massive movement of pensioners across the “contact line,” resulting in heavy traffic at all checkpoints.¹⁷⁸ Since June 2015, the GoU has prohibited the delivery of commercial cargo to the NGCAs, including supplies of food and medicines. The restriction affects people living in both the NGCAs and GCAs. In NGCAs, prices are two to four times those in the GCA,¹⁷⁹ reducing the availability of necessary and high-quality products, while in the GCA, they significantly harm farmers’ livelihoods.¹⁸⁰ Although the GoU has taken some positive steps by adopting the Law “On Ensuring of Rights and Freedoms of Internally Displaced Persons” (October 2014),¹⁸¹ providing targeted financial assistance to IDPs,¹⁸² with over 200,000 families currently benefiting from the targeted assistance,¹⁸³ creating a separate Ministry for Temporarily Occupied Territories (MTOT),¹⁸⁴ elaborating state program on IDP integration¹⁸⁵ and an action plan (albeit one without budgetary support),¹⁸⁶ several government-induced aspects continue to negatively impact the affected population’s situation.

Specifically, the system of social protection of IDPs is over-regulated;¹⁸⁷ although the regional Departments of Social Policy now have an additional task of undertaking residence verification for IDPs who receive social payments,¹⁸⁸ there has not been an increase in staffing in Departments of Social

Policy offices. This has led to delays in IDP residence verification, during which time they do not have access to social benefits and pensions. The Temporary Order 27 as of January 2015, “On the Approval of Temporary Procedures for controlling movements of persons, vehicles and goods along the conflict line within Donetsk and Luhansk regions,” imposed restrictions on freedom of movement between the GCAs and the NGCAs. IDP pensioners have to double-prove that they are entitled to receive pensions. They need to undergo not only the “usual” procedure, but also additional checks, such as a) a check of the place of their residence every six months; b) physical verification in Oschadbank every three months for pensioners who do not possess an electronic pension card issued by Oschadbank; c) a long procedure of obtaining a special electronic ID bank card. This resulted in elder IDPs not receiving financial support from the Government for up to eight months while having no other sources of income. The MTOT is severely understaffed and lacks capacity, resources, and decision-making power.¹⁸⁹ As a result, issues of humanitarian response and local integration are more donor-driven than government-owned and are not on the priority list of either the Parliament or the Cabinet of Ministers. The GoU does not recognize documents issued by de facto authorities on political grounds, which complicates the lives of IDPs in GCAs.¹⁹⁰ The State program and the action plan are not financed and therefore are not implemented.¹⁹¹

Since mid-2016, **international community response** has been almost unanimously moving to the oblasts of Luhansk and Donetsk. The move is pre-conditioned by the focus of HRP 2017 on these two oblasts overall and on the contact line more specifically, as funds for emergency response in Ukraine globally are shrinking, and the international humanitarian actors of the HRP have agreed to focus on these two oblasts. Such geographical targeting is, however, alarming to civil society representatives, NGOs, interviewed beneficiaries and local authorities’ representatives: IDPs have stayed in their “new homes,” and there is a plethora of issues on which they need various forms of assistance, with a very limited number of humanitarian actors remaining in oblasts (other than Donbas) that would respond to their need.¹⁹² The cluster system and coordination in Ukraine are standard, involving ICRC and NGOs leading humanitarian agendas. The humanitarian country team (HCT) is the main decision-making body; it has designated participants from different UN agencies at the head-of-agency level; the inter-cluster team is the support to HCT; the Chair is elected by the inter-cluster team and is rotating. Overall, there are seven clusters;¹⁹³ some are co-chaired by NGOs (Shelter is co-chaired by an INGO PIN). In addition, at the request of WFP, a cash working group composed of six UN agencies and NGOs has been established. The issues revolve around multi-purpose cash and the strategic approach to cash. Some clusters are decentralized. In GCAs, OCHA meetings take place regularly in Mariupol, Kramatorsk, and Severodonetsk; in NGCAs, regular OCHA coordination meetings take place in Luhansk and Donetsk cities. OCHA coordination meetings are currently being conducted in collaboration with the MTOT.

When it comes to **regional differences** among oblasts within the scope of the evaluation, oblasts can be grouped into Donbas (Luhansk and Donetsk Oblasts, GCAs, and NGCA); neighboring oblasts to the areas of IDP origin (Kharkiv, Dnipro, Zaporizhzhia, Kherson); and the Lviv Oblast in western Ukraine.

The main issue in NGCA Donbas is “accreditation,” or registration. In the beginning of the conflict, humanitarian actors were not allowed to operate unless they had a valid registration in either DPR or LPR. The natural environment predetermines some of the specificities of the operation in the area: Luhansk’s line of border is across the river, and this has a direct implication on the security set-up. In Donetsk, the front line is bigger; there are four crossing points. The needs, however, are high there, because although historically Luhansk was less developed, more hostilities are happening in Donetsk on a daily basis. The challenge in Luhansk is that there is only one crossing point and it is pedestrian. In both DPR and LPR, humanitarian needs are concentrated along the front line and everything needs to be approved by the government.

Donetsk NGCA is more evolved, more “savvy” when it comes to opening up to the humanitarian community. Also, Donetsk NGCA is more developed; there are functioning hotels and restaurants there, whereas Luhansk is more isolated. In the past, there were two agencies in Donetsk NGCA that could operate: PIN and ICRC, both of which had official registration. In 2017, only ICRC from international entities can operate in Donetsk NGCA. There are some differences when it comes to viewing the international community within the de facto authorities in NGCAs, more specifically when it comes to the leadership within the Ministry of Emergency and the leadership of the Humanitarian Committee. PIN was kicked out from Donetsk for several reasons: it had difficulties operating in Russia in the past, and it was closed down in Russia eventually; the INGO also refused to give in-kind goods to the Ministry of Emergency. *“A combination of factors led to the withdrawal of PIN from NGCA Donetsk, including possibly economic interests of de facto authorities; MSF was kicked out from Donetsk in the past precisely because of that. ICRC was at one point kicked out precisely because of that.”*¹⁹⁴ Save the Children operates de facto in Donetsk NGCA but without formal registration; some agencies operate across the borderline.

Luhansk NGCA is less developed. Currently, PIN, ICRC, OCHA, and UNHCR are operating in Luhansk NGCA. PIN, ICRC, and UNHCR operate under the umbrella of UNHCR. Now that the UNHCR registration has expired, there are discussions with the Luhansk Humanitarian Committee to find the solution and all activities are on hold. The rotation of UNHCR leadership in Luhansk may have caused activities to be put on hold. PIN and ICRC still have the permission to operate. In Luhansk, there are no reliable national NGOs, only some groups of volunteers. It is much more difficult to come out and be seen as operating in Luhansk NGCA, *“which is different from what we observe in Donetsk.”* Steadiness of presence, permanence of personnel, and working at different levels all the time in the area are key factors contributing to operation in NGCAs. However, people within agencies have tried to create personal relationship with de facto authorities, primarily for funding reasons. *“That is the impediment for operation of the humanitarian community in its totality.”* Another challenge of operation in NGCAs was that the interlocutors were frequently changing among the local de facto authorities.

There are 5 checkpoints between GCA and NGCA. This is not enough and the quality of their operation is lagging behind international standards, affecting people crossing checkpoints.¹⁹⁵ Checkpoints disturb people’s lives, restricting freedom of movement in Ukraine, which is against the Guiding Principles. People have to wait for hours, sometimes in the freezing cold, to cross the “contact line,” often without access to basic services, adequate health, sanitation, or shelter facilities; long lines, stretching over 100 cars and 500 people long are a daily occurrence.¹⁹⁶ The Stanytsia Luhanska checkpoint, in particular, has received more than double the number of commuters beyond its daily passing capacity (3,000 people).¹⁹⁷ A temporary order prohibiting the delivery of commercial cargo complicates delivery of food, basic commodities, and medicine to NGCAs and has resulted in an increase in prices on available goods there.

Many villages along the front line remain isolated from adequate humanitarian assistance. In Luhansk Oblast, the lack of a transport corridor has restricted humanitarian agencies and created security issues for the civilian population, who is forced to cross a footbridge. With the main transport corridors passing through Donetsk Oblast, the civilian population in Luhansk Oblast sometimes must move through rivers, forests, and fields, which are at high risk of being contaminated by mines and explosive remnants of war.¹⁹⁸ The risks of the wooden unrepaired footbridge collapsing remain high while available humanitarian facilities are limited.¹⁹⁹

GCA Donetsk and Luhansk maintain high numbers of IDPs and their local integration there is not easy, as the host populations already have their list of priorities and their problems are very similar to those of IDPs.²⁰⁰ Some cities, such as Mariupol and Kramatorsk in Donetsk GCA and Severodonetsk in Luhansk

GCA, have been benefiting from increased attention and assistance of humanitarian actors and have enhanced the capacities of local authorities and NGOs in responding to the crisis.

Neighboring Oblasts: Kharkiv, Dnipro, Zaporizhzhia, Kherson

Kharkiv hosts the largest number of IDPs out of the oblasts within the scope of the evaluation (200,000 IDPs at the end of March 2017).²⁰¹ Local integration is challenging due to competition for employment, treatment of children in school / bullying, and access to housing. While the oblast itself is perceived as industrial, specific areas in Kharkiv Oblast are purely agrarian.²⁰² Dnipro and Zaporizhzhia host smaller numbers of IDPs and are both industrial oblasts with a number of defunct plants/factories (Dnipro hosts approximately 80,000 IDPs; Zaporizhzhia, approximately 70,000 IDPs).²⁰³ There is an increase in GBV-registered cases in Kharkiv, Dnipro, and Zaporizhzhia.²⁰⁴ Kherson is geographically closer to Crimea than to eastern Ukraine; hence a lot of response in this region was focusing on IDPs from Crimea initially. There are 16,000 IDPs currently registered in Kherson. It is an agricultural region, and IDPs from Donbas have difficulties finding a job that is in line with their professional experience, which is more in the area of mining industry (and other industrial and processing areas).²⁰⁵ Kherson Oblast has regular meetings on IDP issues inclusive of IDP representatives as part of IDP Headquarters led by State Emergency Service. Kharkiv, Dnipro, and Zaporizhzhia no longer have State Emergency Service in charge of IDP Headquarters, while they performed this function in 2014.

Western Ukraine: Lviv Oblast

Out of all oblasts visited, Lviv is furthest from the Donbas and from Crimea, but still has a high number of IDPs. Officially, it currently hosts approximately 12,000 IDPs, and the real number is estimated to be twice as high, as the oblast hosts a number of IDPs who for various reasons decided not to register. While IDP-related programs have been revolving around local integration, cultural exchange, and legal assistance as well as some IPA/in-kind assistance, according to interviews with beneficiaries, there is a high need and a demand for local integration projects, especially because the regions are so far from each other, and because of stereotypes among both the host community and IDPs about each other. The Russian language is a barrier for IDPs from eastern Ukraine and from Crimea, and while some IDPs have been actively learning the Ukrainian language, the mere fact that they have an accent prevents them from receiving equal treatment by local community representatives when it comes to accessing jobs, housing, services. Lviv hosts a high number of IDPs from Crimea (3,600 IDPs are officially from Crimea and 8,600 are from Donbas), as it was the first oblast to accept IDPs on a mass scale (in March 2014) and was known for its welcoming of IDPs from Crimea. The attitude toward IDPs from eastern Ukraine was not straightforward, as many young people had left and died in Donbas defending the territorial integrity of Ukraine. IDPs from Crimea are better integrated than those from the Donbas area—even though Donbas IDPs are higher in number, the Crimean Tatar community is more united. They remember how they were deported from Crimea during Stalin’s time and try to help each other remember, “maybe even on a genetic level,” the hardships they went through in the post-deportation period in the early days of Ukrainian independence. They are fewer, know each other better, and have their own support network. IDPs from Donbas don’t have such interconnectedness. It is felt that the Crimean community is stronger.

“In the beginning, IDPs from Donbas were not as welcomed as IDPs from Crimea: the local community would not understand why youth from this region goes to the East, risking their lives to fight for independence of those territories while people from those territories, sometimes of the same age, would simply flee. There were many historical stereotypes about people from eastern Ukraine and little communication between the regions. Now the stereotypical attitude is gradually diminishing.”²⁰⁶

Annex VIII: HRP's Strategic Objectives, and ICRC's Emergency Appeal Objectives

The table below displays the strategic objectives of the 2015 and 2016 HRPs against which UNHCR, IOM and UNFPA are funded by PRM (there is no 2014 HRP):

2015 Strategic Objectives ²⁰⁷	2016 Strategic Objectives ²⁰⁸
1. Respond to the protection needs <u>of displaced</u> and other conflict-affected people, with due regard to international humanitarian norms and standards	1. Advocate for and respond to the protection needs of conflict-affected people with due regard to International norms and standards
2. Provide life-saving assistance and ensure non-discriminatory access to quality essential services for displaced and other conflict-affected people, with emphasis on the most vulnerable	2. Provide emergency assistance and ensure non-discriminatory access to quality essential services for populations in need
3. Improve the access of displaced and conflict-affected people to high-impact early recovery activities with a focus on livelihoods opportunities, normalization of basic services, return and post-conflict reconciliation programming, with attention to reducing social inequalities.	3. Improve the resilience of conflict-affected people, prevent further degradation of the humanitarian situation and promote early recovery and social cohesion

ICRC, being an independent, neutral and impartial humanitarian organization, is funded against its own annual Emergency Appeals and focuses on five humanitarian issues: 1) civilians; 2) people deprived of their freedoms; 3) the wounded and sick; 4) actors of influence; and 5) Red Cross and Red Crescent movement. ICRC set five objectives to address these humanitarian issues:²⁰⁹

1. People affected by armed conflict and other situations of violence meet their needs and have access to basic services. Separated family members are able to restore/maintain contact and reunite.
2. People deprived of their freedom are afforded treatment and living conditions that meet internationally recognized standards. They are able to restore/maintain contact with their relatives.
3. Wounded and sick people receive appropriate medical and surgical care.
4. The parties to the conflict understand and respect international humanitarian law (IHL) and other fundamental rules protecting people in armed conflict and other situations of violence, and incorporate these into their decision-making processes. The media, academics and other opinion-makers help foster awareness of humanitarian issues and IHL among key decision-makers and in the wider public, thus securing greater respect for human dignity. All actors understand the ICRC's mandate and support the Movement's work.
5. The National Society has a strong legal basis for independent action. It carries out its main activities effectively. The activities of all components of the Movement are coordinated.

A review of the ICRC 2014-2016 appeals against achieved targets of the annual 2014 and 2015, and 2016 mid-term reports suggests that the ICRC's level of achievement yearly objectives is high. For example, the 2015 Economic Security Department's food commodities distribution was targeted at 98,000 civilians (residents, IDPs, returnees), and at the end of year it had achieved 351,031.²¹⁰ The 2016 cash assistance for civilians, including IDPs, was targeted at 20,000 beneficiaries, and as of May 2016 it had achieved 13,841.²¹¹ The review of ICRC beneficiaries' responses supports that services provided by ICRC

met their humanitarian needs, and cash assistance beneficiaries stated that the process is transparent and financial aid is distributed in a timely manner.

Annex IX: Detailed Version of EQ1

Evaluation Question 1. Access to Services: What are the on-the-ground realities for an IDP who wishes to obtain IDP registration documentation, a job, education, healthcare, a lease, a *propiska*, social benefits (i.e., pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?

General Finding

Overall, the overwhelming majority of interviewed displaced women and men, old and young, regardless of location, feel very bitter about their situation and the way they are treated by the state. There is a strong sense of betrayal by and grievances against the state for treating IDPs as “second-class” citizens, scapegoating them for the ongoing conflict in the East, experiencing challenges in accessing pensions and social welfare entitlements, the unwillingness of landlords to rent houses to people from Donbas, and the ineligibility to vote in local elections. In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv 10 out of 14 group discussion participants, both female and male, expressed a sense of despair and distrust toward the government, calling it corrupt and criminal.

“We have been betrayed by the state.”

~ Male (68), legal assistance BNF, Kharkiv

“We feel that we are forced out of here.”

~ Female (47), legal assistance BNF, Kharkiv

There is a strong perception among most of group interviewed beneficiaries that the government has a secret plan to force displaced people back to Donbas. For example, one of the group participants stated:

“Can you get us in contact with donors directly? Please ask them to stop financing this criminal group called the state.”

~ Male (56), community mobilization BNF, Dnipro

“Local government officials were ordered to do everything to make sure that IDPs left the city.”²¹² Most of the beneficiaries, both interviewed individually and in groups, regardless of age, sex and location, described a sense of alienation and facing ill treatment and

accusations by host communities of being “separatists.” Apparently, the host community perceives that IDPs are receiving a lot of aid both from the government and international community, while the host population is also experiencing a deterioration in quality of life. At the same time, the interviewed IDPs are grateful to the local population for the support and help they have received, especially in the first year of displacement. The common recognition among group and individually interviewed beneficiaries was a necessity to provide equal assistance to vulnerable host populations since they are also experiencing economic hardship.

IDP Registration

IDP registration is an entry point for state support to displaced persons and for access to rights and social assistance. Individually and in groups, interviewed beneficiaries both in Luhansk and Donetsk GCAs, as well as in Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv, reported improved an IDP registration process. In Luhansk and Donetsk, however, beneficiaries stated that obtaining an IDP certificate is challenging for those conflict-affected individuals who are displaced within their town/village/street because they are not considered IDPs by the Social Protection Department. For people with disabilities and the elderly living in the opposition-controlled areas it is especially challenging to get an IDP certificate because of the hardship in crossing the contact line (unavailability of transport, extremely long lines, bad waiting conditions), as reported by the interviewed beneficiaries from Kamyanka, Opytnoe, Pavlopol, Shchastia, Triokhizbenka, Mariupol, Severodonetsk, Valuyskoye, Lisichansk, Kremennaya, Georvievka, Granitnoe, Benef, Krasnogorokova, Liman, and Zolotoye.

In Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv, of 20 individually interviewed UNHCR and UNFPA IDP beneficiaries, 18 (14 female and 4 male) stated that they did not experience major challenges in IDP registration other than long lines and a lengthy waiting period until their paperwork was processed and IDP benefits were provided. According to the above beneficiaries, IDP registration has become easier, and the process is more organized and less confusing in terms of required documentation and residence

“Long queues, short working hours, and employees’ cynical, arrogant and disinterested attitude are an inherent aspect of all state agencies providing services to population.”
~ Female (57), legal assistance BNF, GI, Kharkiv

registration in NGCAs in eastern Ukraine or Crimea. Individually interviewed IDP beneficiaries also reported that there is no mass displacement causing long waits as before and that the Department of Social Policy employees are clear about IDP registration procedures. Twelve out of twenty individually interviewed IDP beneficiaries conveyed that some of the bureaucratic burden has lessened with the abolition of the requirement to revalidate IDP certificates every six months and place the State Migration Service registration stamp of the IDP’s place of residence on the IDP certificate. This positive change occurred as a result of advocacy efforts by international organizations and civil society, including UNHCR,²¹³ in the adoption of Law No. 921 (2066) by the Ukraine Parliament on December 24, 2015.²¹⁴

Nevertheless, in Kharkiv and Dnipro, legal and in-kind assistance beneficiaries in group interviews expressed that there are still cases when displaced people are denied registration because they do not have a passport or the photo of the passport holder was not updated when he or she was 25, 45, or 65. For example, a young male beneficiary stated: *“It’s a vicious circle; I was rejected for IDP registration because my photo was not updated in my passport, and when I tried to update my photo in my passport I was rejected because I did not have an IDP certificate.”*²¹⁵ Respondents in group interviews reported that the Department of Social Policy employees do not provide the reason(s) for rejections in writing.²¹⁶ This creates difficulties when it comes to appealing the decision in court because there is no proof of rejection in registration, or in any other government services, for that matter.

Nearly all 14 group interview participants agreed that legal illiteracy of displaced people is part of the problem. This makes people more vulnerable when it comes to their rights. This particularly affects Roma IDPs, who are often unable to read and write (overall illiterate).²¹⁷ At the same time, group interview participants highlighted that state regulations for registration procedures are constantly changing, which makes it nearly impossible for displaced people to follow them.²¹⁸ In Kharkiv, Dnipro, and Kherson, respondents interviewed in groups as well as individually highlighted that public service agencies lack organization and communication skills, and do a poor job of managing the flow of people. As group interview participants stated: *“It is a matter of organization. Simply have a receptionist who can guide people; in places where there is no receptionist available, hang information boards with simple language explaining the process.”*²¹⁹

in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, respondents reported that there are rural–urban differences in accessing IDP registration.²²⁰ Reportedly, displaced people in rural areas are facing more problems with IDP registration in comparison with those settled in cities and towns.²²¹ Often the issue is related to access to state services because of poor transport connections and a lack of human resources in state agencies for the timely and orderly processing of paperwork. Thus, legal and in-kind assistance beneficiaries in Kharkiv and Kherson pointed out that often in rural areas there is just one state employee providing services, resulting in a very long wait to process paperwork, which in turn delays in payments of IDP benefits. A female group interview participant stated: *“In Belozersk, there is just one state employee. All services are provided much faster if bribes are paid. Submitted papers may get lost.”*²²²

Respondents reported that higher education students from Donbas and Crimea who began their education in 2014, before the start of the conflict, have problems obtaining IDP certificates.²²³ The interviews with R2P and CrimeaSOS legal assistance providers supported this finding. As legal assistance providers reported, students without IDP registration are ineligible for student benefits such as full or partial coverage of dormitories, free books, or Internet access.²²⁴ In Lviv, another issue that was discussed by young people in the group interview is the absence of any kind of residence registration for IDPs who have just graduated.²²⁵ As respondents reported, students whose studies are funded by the state are required to cancel their permanent registration if they are willing to stay in the university dormitory and obtain temporary residence registration at the dormitory.²²⁶ After graduation, students must de-register from the dormitory, which leaves IDP students in a peculiar situation since they are not able to return to renew their residence registration and apply for the IDP certificate and be eligible for IDP benefits.

Obtaining a Job

Overall, the situation of access to jobs is problematic for all Ukrainians, not only IDPs, as stated by the various stakeholders, including IOs, IPs, service providers, and regional and local authorities and beneficiaries. However, the responses of beneficiaries, regardless of location, interviewed both in groups and individually, suggest that IDPs and conflict-affected populations are at a disadvantage when it comes to finding a job due to several factors.

The lack of a local *propiska* (temporary residence registration) reduces a person's chances of being hired by local businesses or state agencies, with the exception of a few professions, such as medical doctors, lawyers, and judges. Eight out of fourteen group interviews in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, as well as interviewed beneficiaries in Kramatorsk, Kremennava, Bakhmut and Sieverodonestsk, revealed that people with a *propiska* from Luhansk and Donetsk Oblasts (or antiterrorist operation areas, or ATOs) are discriminated against in the job market because they are considered unreliable. If IDPs are hired, they earn a lower salary than a person with a local *propiska*. According to interviewed young people, recent university graduates with expired temporary *propiskas* are also experiencing challenges. As one male respondent stated: *"My temporary propiska is expired and with a Crimean propiska, nobody will hire me."*²²⁷

IDPs from the coal mining and metallurgic industry have an unmatched skill set. Reportedly, this is an issue specific to men from Donbas. The absence of jobs in conflict-affected areas was reported across the board by the interviewed beneficiaries in Luhansk and Donetsk GCAs. Beneficiaries from rural areas stated that due to the field mines they are not able to cultivate the land and perform agricultural activities, which is the main source of survival.

*"Today we can count on our fingers who is working at all."
~ ADRA beneficiaries, Bakhmut, Donesk*

In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, the interviewed beneficiaries pointed to a very low salary. As a number of interviewed respondents from various groups, including IDPs, stated, Donbas workers are used to receiving significantly higher salaries than in the rest of Ukraine. The job opportunities, if suggested by the State Employment Service, are not well paid and IDPs are reluctant to accept them because these jobs will not cover all their expenses and they will have to pay additional transport expenses for the commute.²²⁸ However, the perception of local authorities is markedly different. Authorities consider displaced people to be *"lazy in making an effort to find a job,"* and *"IDPs are too accustomed to humanitarian assistance."*²²⁹ Beneficiaries from Luhansk and Donetsk GCAs also pointed to the low salary in towns/villages where there is some kind of industry left.

Displacement has disrupted established social and business networks that would help IDPs find adequately paid jobs if they were residing in their places of origin. Particularly, the loss of social networks is apparently negatively affecting the ability of single women with small children or women and men caregivers for a family member with disabilities to find a job or access to income-generating activities.²³⁰

Age discrimination in hiring was reported by beneficiaries regardless of sex and geographic location. For example, women over 40 years old in Dnipro reported that on top of being IDP, they face hidden discrimination on the job market because of their age.²³¹ In Lviv, some of the beneficiaries stated that the Ukrainian language creates barriers in accessing jobs for Russian-speaking displaced persons.²³²

Access to jobs through promoting self-employment and income-generating activities was suggested by beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv. Beneficiaries interviewed in groups and individually pointed to a start-up grants program targeting IDPs and low-income local populations, implemented by IOM (not PRM-funded). For example, in Kherson, a former beneficiary shared her successful experience: *“IOM helped teach me to develop a business plan. After I successfully presented my plan, I was granted an office computer and a phone to run my rental business. Now I have hired two women; one is local and the other one is displaced.”*²³³ However, in three focus groups, participants discussed the overall challenge for IDPs in accessing credit/loans and an unfavorable environment for small business development in Ukraine, pointing out excessive government regulations, high taxes, people’s low purchasing power, and high rent and utility payments to maintain a business.²³⁴

As group participants in Kharkiv and individually interviewed beneficiaries in Lviv stated, there is a state-supported program providing benefits to businesses that hire IDPs from the database of the State Employment Service. These benefits come in the form of compensation for wages and payroll taxes for a period of six months. In Lviv, for example, a displaced woman from Donetsk took advantage of the program and opened up a small math and science tutoring school in the city and was able to hire three displaced people.²³⁵

Education

The evaluation found no significant challenges in accessing primary and secondary education for displaced children regardless of geographic region. However, interviews with ICRC and UNHCR beneficiaries in Donetsk Oblast stated that school students are facing challenges in accessing schools because of a lack of transportation.²³⁶ UNHCR partner in Bakhmut also stressed that children from some villages in “grey zones” are missing school because of a lack of transportation.²³⁷ Furthermore, interviewees reported that high school graduates from NGCAs may face difficulties in obtaining jobs or applying to institutions of higher education in GCAs since their high school diploma, like any other document issued in the opposition-held territory, is not recognized by the GoU.

In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, interviewed legal advisers, hotline consultants, IOs’ implementing partners, and beneficiaries are concerned with increasing cases of bullying of IDP children in schools. The inability of IDP families to pay unofficial school and kindergarten fees apparently causes a biased attitude toward displaced children from facility administrators. This was mentioned by a number of women in individual and group interviews in Kharkiv and Lviv, and it was supported by the LaStrada hotline service consultants. At the same time, provision of seats to IDP children in kindergarten without having to follow the established waiting list procedure created some level of dissatisfaction among the local population in Kharkiv and Dnipro towards the displaced population.²³⁸

Although the sample of minority groups within the IDP population was limited, the interviewed ethnic minority beneficiaries stated that even though there is no specific problem with accessing to education, some of the children missed some schooling due to the displacement and resulting psychological trauma.²³⁹ For example, in Dnipro, an interviewed Armenian IDP family stated that due to having witnessed warfare, two of their children stopped talking for several months, which prevented them from attending school and kindergarten.²⁴⁰ Reportedly, Roma IDP children drop out school by the sixth or seventh grade: boys drop out to work and girls are pulled out by their parents, out of fear of their daughters' being kidnapped for marriage by another Roma tribe.²⁴¹ Bullying and stereotypes against Roma children create additional barriers for school attendance.²⁴²

Healthcare

In Ukraine, officially, access to healthcare for all citizens is free and can be accessed without a *propiska*. However, the actual situation when it comes to receiving healthcare seems to be quite challenging for all citizens. In Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, the majority of interviewed beneficiaries' responses suggests that the problems with healthcare are connected with general corruption. The data suggests that patients are forced to pay "benevolent" contributions to the health facility for diagnostic and treatment services. As one beneficiary stated: *"The quality of medical service is horrible, attitudes towards patients are bad; the only thing the medical staff sees is money. Without cash, no one can get medical care."*²⁴³

"Healthcare is a disaster! Hospital is a mafia! The Ministry of Health needs to conduct an investigation of what is going on in health facilities."
~ Male (44), IPA BNF, single father caregiver to a child with special needs, Lyubimovka village, Dnipro

The most vulnerable displaced populations—the elderly, children, patients with chronic diseases, and adults with special needs—face challenges in accessing medication due to high prices, low quality of treatment, and the negligent attitudes of medical staff. Thus, six individually interviewed displaced beneficiaries reported that they were having to choose between paying rent and utility bills, putting food on the table, or purchasing medications.²⁴⁴ The perception of older people about access to healthcare is rather skeptical; most of the respondents brought up challenges in purchasing medication and stated, *"Medication is available but only accessible if one has money,"* and *"A visit to a doctor may be free but medicines are not."*²⁴⁵

In addition, regarding the low quality of healthcare and unaffordability of medication, beneficiaries in Liman, Makavaro, Slavnoe, and Triokhizbenka expressed concerns with a lack of access to tertiary care. In order to see a medical specialist, they are referred to a specialist in other cities like Kharkiv or Kramatorsk, which for the majority is unaffordable and especially challenging for the elderly and people with disabilities.²⁴⁶

A Lease

Housing is a top-priority need for nearly all interviewed IDPs. The evaluation found that there are chronic housing needs across the whole country, which have been amplified by displacement, with an acute shortage of adequate accommodation in the areas with the highest influx. The vast majority of interviewed IDPs, regardless of sex, age and location, stated that they do not have a lease / rental agreement. This directly affects access to social benefits, such as the utility subsidy and access to employment (as discussed above). In addition, if a landlord provides a *propiska* (registers a tenant at an address), this gives the tenant the right to vote in local elections (given if tenant cancels its registration in its permanent residency). However, as a rule, landlords do not provide a *propiska* due to a fear that tenants may contest the property ownership later, according to beneficiaries.

Landlords' unwillingness to pay rent income tax, their desire to avoid verification from authorities, and a fear of losing subsidies are the key reasons for not providing a lease / rental agreement to the displaced, as pointed out by various interviewed stakeholders, including beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv. Similarly, in Liman, Kramatorsk, Sloviansk, and Bakhmut, interviewed IDPs stated that landlords do not want to enter into rental agreements due to a reluctance to pay taxes and get on the radar of the authorities.²⁴⁷ The lack of a lease increases IDPs' vulnerability to being evicted and contributes to the rise of rents, as the review of responses demonstrates. As reported, those unable to afford increased rental prices are forced to move out, which directly affects their access to basic services such as schools and health facilities.²⁴⁸

In addition, IDPs reportedly face discrimination in access to housing. Thus, in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv almost half of the interviewed beneficiaries stated that property owners are unwilling to rent to displaced people from Donbas. Apparently, landlords prefer to rent out to the local population or migrant laborers than to displaced persons to avoid any rent payment delays from displaced tenants.²⁴⁹ Seemingly, property owners openly display discriminatory language on their advertisements—for example, “no children, pets, or IDPs.”²⁵⁰

As beneficiaries reported, high demand has pushed rent prices up in areas of dense concentrations of IDPs, making housing less affordable for the most vulnerable groups.²⁵¹ Thus, the review of responses demonstrates that families with multiple children and/or with a disabled family member are especially experiencing challenges in renting housing.²⁵² Apparently, competition for cheap housing creates a shortage of affordable rental properties. IDPs are urban dwellers, which pulls them to big cities, which in turn aggravates the housing situation. In small towns such as Barvinkove, group participants described the extreme challenge of finding a property for rent because owners prefer to sell it rather than rent it out.²⁵³ This situation reportedly is equally challenging for all renters, not only IDPs in Barvinkove.

The evaluation findings suggest that there are rural–urban differences in housing prices and availability. Renting is cheaper in rural areas; however, there is no infrastructure such as schools, health facilities, shops, or transportation connections. At the same time, in Kherson, it seems that there IDPs are willing to move to rural areas with a cheaper cost of living.²⁵⁴ Beneficiaries in urban areas pointed out a lot of idle property, unfinished and in poor condition, that could be rehabilitated by IDPs to make suitable housing, if local authorities would allow it. In Kharkiv, Dnipro, Kherson, and Lviv, beneficiaries connect the unwillingness of local authorities to allocate idle buildings with the future prospect of privatization, so that local authorities could benefit from the unoccupied buildings down the road.²⁵⁵

***Propiska* (Permanent Residence Registration)**

The evaluation found that permanent residence registration, called a *propiska*, is directly connected to eligibility for subsidies (entitled to each citizen having income below the minimum subsistence level, as the State helps to pay utility bills), access to jobs, and the eligibility to vote in local elections. According to interviewed beneficiaries, IDP certificates contain a temporary residence registration, without which IDPs would not have access to state-provided targeted financial assistance. Reportedly, permanent residence registration may be received only if, for example, a displaced person owns property or is granted a *propiska* by a landlord, which rarely happens, as discussed above. Therefore, the issue of property compensation/restitution was raised frequently, mostly by older beneficiaries, in all visited oblasts. Thus, older IDPs are hoping one day to be able to sell their property in their place of origin to enable them to start a normal life in their current place of residence and avoid paying high rent rates and utility bills in both places. In Dnipro, for example, a female beneficiary stated: “We pay utility and rent for this apartment, and also we pay for utility back in Makeevka (Donetsk). We do not know (based on which legislation) how we could sell our apartment there and buy here, so we are not ruined by all these bills.”²⁵⁶

Social Benefits (i.e., Pensions)

“Quality of life is deteriorating” was echoed by the majority of interviewed beneficiaries across all oblasts.²⁵⁷ Rent payments, utility bills, and lack of employment are the key pressing issues faced by IDPs in all oblasts. Utility bills (heating, electric power, water) have increased sevenfold since 2015, according to beneficiaries in Kharkiv, Dnipro, Kherson, and Zaporizhzhia. In Severodonetsk, beneficiaries reported that rent is around 4,000 UAH, and in Mariupol up to eight beneficiaries live in one-room apartments due to the skyrocketing rent prices. As reported by the vast majority of beneficiaries, the targeted financial support for IDPs to cover housing and utilities provided by the GoU is insignificant when compared to rental prices and other basic expenses in the country.²⁵⁸ The interviewed IOs, IPs and beneficiaries both in Luhansk and Donetsk GCAs and in neighboring oblasts reported cases of involuntary return to NGCAs because of the unaffordability of utility and rent payments in GCAs.²⁵⁹ As one pensioner beneficiary described: “Rent and utility bill cost 4,800 UAH [\$177], and state financial support is 884 UAH [\$32]; I will have to return in order to survive even combined with my 970 UAH [\$35] pension.”²⁶⁰ IDPs with special needs (disabled) receive assistance equal to the minimum subsistence level.²⁶¹ The interviewed local authorities and host population stated that the local population is also facing utility payment challenges.²⁶²

In Kharkiv, Dnipro, Kherson, Zaporizhzhia, and Lviv, of 21 individually interviewed beneficiaries, eight stated that they are experiencing challenges in accessing social benefits, while five (pensioners) are experiencing difficulties in accessing their earned pensions. The following responses were commonly mentioned by those who are experiencing challenges in accessing social benefits: “stopped receiving social benefits for unknown reasons,” and “long wait for the decision on social benefits.” Interviewed pensioners frequently stated: “still waiting for my pension to be resumed” and “stopped receiving pension for unknown reasons.” Similarly, in Luhansk and Donetsk oblasts, IDPs consistently face delays to receive benefits (up to eight months) due to the lengthy processing of social benefits or electronic pension file transfer applications. As a legal service provider reported, responsible state agencies do not follow the timeframe specified in the instructions for timely consideration of applications.²⁶³ According to the interviewed local authorities, delays are partly due to a lack of staff in social service departments to serve the increased populations.²⁶⁴

“Red tape—have not received social assistance for four months because someone in the Social Security department did not process it in time.”
~ Group discussion, UNHCR/HelpAge beneficiaries, Kremennaya

Both individually and group-interviewed IDP beneficiaries complained about “verification commissions” formed at the Department of Social Protection to ensure that registered IDPs are residing on the GCA territory and not moved back to NGCAs.²⁶⁵ This measure is established to implement the Cabinet of Ministers’ Resolutions No. 595 and 637, stating that persons from NGCAs can receive their pensions and other entitlements only if they leave NGCAs and register and reside as IDPs in GCAs. Basically, IDPs who are not found to be residing at their stated place of residence are de-registered and stop receiving any support from the government, including pensions and regular social welfare. The interviewed employees of the Social Protection and Pension Fund departments stated that this measure is intended to prevent fraudulent activities.²⁶⁶ As director of an oblast department for social protection stated: “There is no trend of discriminating IDPs. There were buses of people who would receive double pension and that was wrong. That is corruption. In terms of delays in receiving subsidies, people make mistakes in filling out questionnaires and this delays the assistance.”²⁶⁷

“The Pension Fund is at war with displaced pensioners.”
~ Female (60), Winterization BNF, Zaporizhzhia

The evaluation findings suggest that the GoU does not view pensions as earned and entitled property that should be provided unconditionally without any geographic distinctions. This was frequently mentioned by IDP pensioners, IOs, IPs, legal service providers, and some interviewed employees of the Department of Social Protection. Pension payments are linked to IDP status and bundled together with other social benefits.²⁶⁸ The interviewed pensioners in Donetsk, Luhansk, Dnipro, Kharkiv, and Zaporizhzhia expressed with emotion that they have to prove their whereabouts and remind state employees that they are unconditionally entitled to receive their earned pensions. A female pensioner state: *“The government stopped my pension and targeted IDP support. The government must de-link pensions from displacement status. In Shevchenko District, the payment procedure is grossly violated. There is no explanation whatsoever. These days all I do is receive verification teams from five different state agencies—migration, police, tax inspector, social protection, pension fund. I wish they would stop terrorizing me.”*²⁶⁹

As reported by beneficiaries in Luhansk, Donetsk, Kharkiv, Dnipro, Zaporizhzhia, and Kherson, unannounced visits by verification commissions to IDPs’ places of residence without notice during working hours when they might be out results in suspensions/cancellations of pensions and/or IDP-targeted financial assistance. The interview with a member of a verification commission confirmed that home visits are conducted unannounced: *“We do not notify recipients about our visit on purpose. Our aim is to verify whether or not the beneficiary is actually living at the stated address. If no one is at home, we leave an official note requesting that they visit the Department of Social Services within 10 days.”*²⁷⁰ Reportedly, IDPs on the list of the State Security Service (SBU) are on the radar of the verification commissions.²⁷¹

Retired beneficiaries explained that those IDP pensioners whose pensions were suspended/canceled have been proving to the verification commission that they are present on the territory of a GCA and asking to resume payments, which is a cumbersome process. As a number of key informants suggested,

“Soon the government will require IDPs to wear bracelets on their ankles like they do to prisoners on probation.”

~ Female (63), legal assistance BNF, Dnipro

there are a lot of cases when IDPs never went back to NGCA and still their payments were canceled or suspended. According to IDP advocates, about 20 percent of IDPs are still without access to social benefits or pensions.²⁷² IDP beneficiaries in nearly all oblasts, including Donetsk,

Luhansk, Kharkiv, Barvinkove, Kherson, and Zaporizhzhia, complained that often relevant state agencies do not communicate in writing to the IDPs the reasons for any of their social benefits or pensions being suspended or canceled.²⁷³

In Dnipro, Kharkiv, and Zaporizhzhia, beneficiaries criticized the state for forcing IDP pensioners to use Oschadbank to receive pensions. Review of retired IDP beneficiaries’ responses suggest a resistance to obtaining a required electronic pension card from Oschadbank. Thus, in Kharkiv and Zaporizhzhia, pensioners stated that this is a human rights violation because it gives the state leverage to control IDP pensioners. As one respondent stated: *“Why do IDP pensioners need to have electronic ID? None of the local retirees are required to have one. This is discrimination against elderly IDPs.”*²⁷⁴ The beneficiaries also reported that many banking functions are absent at Oschadbank; for example, an electronic pension card cannot be used to make a payment or transfer. In addition, as reported, Oschadbank requires pensioners to be physically present in order to open an account and visit the bank every three months for verification of identity (if the pensioner holds paper-based pension card); a power of attorney is not accepted. This is particularly challenging for bedridden and disabled pensioners. However, in Dnipro, there are three mobile ATMs for 3,251 IDPs with disabilities for oblast.²⁷⁵ It should be noted, as the evaluation was informed in Dnipro and Kherson, in 2017 Oschadbank made regulations according to which bank employees will conduct home visits to immobile pensioners to open a bank

account; however, to create a PIN code for a bank card one still should be physically present at the bank.²⁷⁶

A specific problem for IDP pensioners from Crimea was found in Lviv. This includes an extremely long wait until a pensioner's file (paper, not electronic) goes through Moscow from Crimea in order for the Lviv pension fund to resume/start pension payments, including arrears. One of the interviewed IDP pensioners from Crimea stated: *"I still do not receive my pension, more than 6 months have passed since I applied."*²⁷⁷ Another beneficiary said: *"My mother arrived in August 2016 and passed away in December 2016 without receiving pension. The state did not help with the funeral because she was not receiving pension here. Her pension did not come through Moscow. It is strange that Ukrainian pensioners from Crimea should receive the OK from Moscow in order to receive pensions here."*²⁷⁸

The interview with Lviv Oblast Pension Fund confirmed that the process of pension approval for IDP pensioners from Crimea is cumbersome. Reportedly, in January 2017, the Lviv Oblast Pension Fund, in collaboration with NGOs, including CrimeaSOS, and the state oblast administration, submitted to the Prime Minister's office a recommendation letter to start renewing allocation of pensions to Crimean pensioners based on an electronic case of the pension as it is done for the Donbas pensioners.²⁷⁹ The Lviv Pension Fund believes that it is not difficult to implement and will expedite the process of pensions payments to Crimean IDP pensioners. As reported, the outcome of the letter is unknown.

Legal Assistance

A proliferation of bylaws (some of which conflict with the IDP Law) and a lack of accompanying instructions in the application of bylaws result in a lack of implementation by government institutions, as stated by the interviewed multilateral partners, IDP advocates, and legal service providers. The key informants mentioned that it is challenging to follow ever-increasing and changing bylaws even for the lawyers, let alone for ordinary displaced persons whose lives are directly affected by all this legal confusion.²⁸⁰

As of January 5, 2017, per presidential decree, IDPs are eligible to receive legal assistance by the government's Free Legal Aid Centers (FLACs).²⁸¹ However, interviewed lawyers pointed out at least three significant weaknesses of the FLACs' ability to provide quality legal aid to IDPs. First, there is the lack of expertise and experience in complex legal issues relating to IDPs, such as compensation for destroyed housing, birth/death certificates, targeted IDP financial assistance, recovery of lost documents, pensions, and others. Second, legal assistance is provided only to registered IDPs, meaning unregistered displaced persons are left without assistance. Finally, attorneys in FLACs are accustomed to taking on higher paid commissioned criminal cases, meaning that IDP cases are a low priority since they fall under a low paid commission. In addition, lawyers in Kharkiv expressed skepticism in terms of the availability of human resources at FLACs. Thus, there are 200,000 registered IDPs in the oblast and 202 attorneys in the FLAC who are expected to consider the cases of vulnerable citizens, including IDPs.²⁸²

An interview with a FLAC representative supported this finding; a number of challenges faced by FLACs were mentioned, including: a) a need for experts in IDP legal issues; b) a lack of human resources given the increased load of vulnerable groups; c) a lack of attorneys' interests in dealing with administrative cases because of the low commission; d) legal services are provided to only registered IDPs; and e) high turnover of legal service providers due to a low salary (3,500 UAH, which is a bit above the minimum wage of 3,200 UAH).²⁸³

The ET was informed that UNHCR had planned to withdraw its support to R2P in Kharkiv after February 2017.²⁸⁴ Reportedly, since the news about withdrawal of support came to R2P unexpectedly in January 2017, the organization was not able to secure funding.²⁸⁵ As a result, only one attorney was on staff until the end of February; all other employees had been discharged at the beginning of 2017.²⁸⁶ However, an

interview with UNHCR in Dnipro indicated that UNHCR intends to focus on support to FLACs and maintain some level of funding to R2P in Kharkiv.²⁸⁷ From a sustainability standpoint, a decision to support FLACs could be considered appropriate since it is an existing state structure. However, at this point, given the significant weaknesses of FLACs, the unexpected withdrawal of support to R2P in Kharkiv appears to be premature, as such a move may create a gap in legal protection. In addition, a gap in protection monitoring may also be created since R2P is not able to conduct it due to the lack of funds; apparently, no other organization conducts monitoring activities in Kharkiv.²⁸⁸ UNHCR partner Station Kharkiv also reported that its protection monitoring was suspended for 2017.²⁸⁹ Reportedly, protection monitoring findings are valuable as they provide a primary source of information about the real situation of displaced people and are used in advocacy and lobbying activities by IDP advocates.²⁹⁰

In Kharkiv, legal assistance beneficiaries expressed dissatisfaction and feelings of having been abandoned by the phasing-out of legal services provided by R2P due to a lack of funds. A number of respondents in Kharkiv and Dnipro described their ineffective experience with FLAC, labeling its lawyers as lacking in expertise on IDP matters and referring to the quality of service as poor.²⁹¹ The vast majority of beneficiaries in nearly all oblasts expressed dissatisfaction with the lack of information about verification commissions, as well as the absence of a free and accessible mechanism for appealing individual pension and IDP benefits cancellations.

Thus, the increase in court fees was frequently raised by legal assistance beneficiaries in group and individual interviews. Reportedly, the GoU does not recognize any civil status registration, primarily birth and death registration, issued by de facto authorities in NGCAs.²⁹² A birth certificate is an important document without which people cannot exercise their basic human rights and freedoms. Thus, without a birth certificate, displaced persons are ineligible to apply for IDP registration and receive IDP-targeted financial assistance or exercise other rights. Without a death certificate, as one advocacy expert explained, it is hard to get a place in a cemetery to bury a deceased person and for an inheritance to be issued.²⁹³

To legalize civil documents issued in the NGCAs, IDPs are referred by respective public service agencies to courts. The interviewed legal assistance beneficiaries complained that they are having difficulty paying court fees.²⁹⁴ Reportedly, this year court fees doubled, bringing the minimum fee to 640 UAH. (In comparison, IDP-targeted financial assistance for an adult IDP is 448 UAH.)²⁹⁵ State social service institutions are exempted from paying these fees.²⁹⁶ There appears to be a growing number of appeals by state institutions in court cases ruling in favor of IDPs to restore social/IDP benefits.²⁹⁷ The Law on Court Fees does contain a list of people and cases exempt from the fee. Pensioners are not exempt, but pensioners with disabilities are.

The interviewed lawyers stated that vulnerable hosts and IDPs have many legal issues in common; however, specific issues for IDPs include compensation of lost/destroyed property, legalization of birth and death certificates issued in NGCAs, access to and resumption of suspended pensions and targeted financial assistance, recovery of lost personal documents, confirmation of length of service for pension, and validation of the eligibility for regression pensions.²⁹⁸ According to a legal aid service provider, about 50 percent of IDP cases are about access to social benefits, and the rest are about IDP registration, property compensation, freedom of movement, and access to jobs.²⁹⁹

In terms of gender differences in provisions of legal assistance, IDP women often seek legal aid to get child support from ex-spouses remaining in NGCAs or need to get notarized consent from their husband (residing in an NGCA) for transportation of the child through the contact line. IDP men seek legal assistance to prove their eligibility for regression pension, conscription issues, and specific employment cases. Reportedly, men (especially those with a coal mining and metallurgic background) struggle to find

a job because of their Donbas *propiska*; perspective employers request that men go back to de-register and register locally.³⁰⁰

In Dnipro and Zaporizhzhia, multilateral partner and beneficiaries of three group discussions reported on so-called “clawback” cases, whereby the government requests that IDPs receiving targeted financial assistance return payments in full if they fail to report within three days if they have made a deposit or acquired living quarters. There are cases, for example, in which an IDP family of four children and two parents is displaced and the mother happens to inherit two square meters of living quarters of which she was not aware. Since 2014, the family has been receiving IDP-targeted financial support; the total amount of received support is 20,000 UAH, and now a criminal case has been opened against them.³⁰¹ The legal assistance beneficiaries were questioning whether a family of six can live in two square meters of space.³⁰² Apparently, in Ukraine the housing code is not written clearly; specifically, it lacks of clear definition of “livable space/quarters.”³⁰³

Right to Vote

The evaluation findings suggest that IDPs have the right to vote in national elections. However, IDPs are ineligible to run for elected office or cast their votes in local elections without a *propiska* in their new community, according to interviews with various stakeholders and beneficiaries. It should be noted that the restriction on voting in local elections is not unique to IDPs from Donbas and Crimea; it concerns all citizens who do not have a permanent residence registration, i.e., a *propiska*, in *Gromada* (territorial unit covering settlements).³⁰⁴ However, unlike IDPs, other citizens have an opportunity to exercise their voting rights (or be elected). In order to vote in a location other than the place of permanent residence, one needs to get an “absentee voter certificate” and register with the local administration in the settlement where one would like to cast a vote. IDPs cannot obtain this “absentee voter certificate” because their permanent residence is in NGCAs. As such, for a variety of reasons ranging from security concerns to a lack of financial means, from the extreme challenge of crossing the contact line to the fact that the GoU does not recognize any official paper issued by the de facto authorities, IDPs are in a disadvantaged position in exercising their political rights.

“Our main grievance is the denial of our right to vote. The legislators fail to take IDPs’ situation into consideration.”
~ Pensioners, in-kind BNF, Barvinkove, Kharkiv oblast

The right to run for office and vote in local elections is a sensitive issue for the interviewed IDPs and considered a key factor for local integration. Apparently, local elections carry more weight because of the recently started decentralization process, which envisages larger budgets available to local authorities.³⁰⁵ Older and middle-aged women and men beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, and Kherson expressed feelings of exclusion and “second-class” citizen status because of the ineligibility to vote. As one group participant stated: *“Neither Donbas nor Crimean voters are needed by the Ukrainian government, because they may vote in the wrong way.”*³⁰⁶ Beneficiaries expressed that the lack of the right to vote makes them unable to request any support from local authorities or keep those authorities accountable, or to themselves be part of the new community. In Luhansk and Donetsk Oblasts, the ET found that IDPs are either unaware of their lack of right to vote in local elections (since local elections have not occurred yet in most places) or believe that they do not have the right to vote even if they wanted to.

Annex X: Contributing Factors for Effective Response, Successful Interventions, Challenges, and Gaps, EQ2

UNHCR

Identified Contributing Factors for Successful Response

- Historical presence and operation in Ukraine allowed it to quickly mobilize and redeploy funds and establish and expand its field presence throughout the country.³⁰⁷
- UNHCR prevented settlement of IDPs in camps and focused GoU's attention on durable solutions (although there are still collective centers).
- Efforts to promote conditions for durable solutions through interagency initiatives and capacity building of government officials on central and local levels (international humanitarian law, UN Guiding Principles, the Ukraine IDP Law and international human rights law).
- Work directly with persons of concerns/beneficiaries.
- UNHCR engaged with national actors at an early stage and has been supporting local civil society and community-based organizations.
- Contributing to reinforce national capacity and partnership with relevant state institutions, as well as facilitating cooperation between civil society and the government.³⁰⁸
- Involving its implementing partners in the design of projects.
- Using existing state structures in operation.
- Building dialogue with NGCAs' de facto authorities facilitates intervention.
- Employing age-, gender-, and diversity-minded approach to ensure inclusion of diverse and marginalized groups.

Successful Interventions/Effective Program Response

- Advocacy has been effective in shaping and improving IDP Law, helping the government harmonize IDP-related legislation, and promoting cash-based intervention that provides a safety net for the most vulnerable groups until the government develops its policy.³⁰⁹
- Support of civil society actors became quite established voices of displaced people and for displaced people
- Protection Activities has been effective in providing: a) legal assistance to IDPs; b) individual protection assistance; c) shelter; d) conducting protection monitoring and information counseling. Protection monitoring data is effectively used for advocacy.
- Cash-based assistance provides beneficiaries flexibility to decide how best to use it and allows them to save money / cover other immediate needs.
- Multipurpose cash assistance transfers through the Department of Social Protection in Dnipro and Zaporizhzhia (2014–15) reported to be cost-effective and efficient because no administrative costs were paid by UNHCR to the state partner.³¹⁰
- Community Center services provide care, attention, and integration activities and services for elderly people to cope with the displacement, old age needs, loneliness, and vulnerability, as reported by beneficiaries and service providers.³¹¹
- Community-based initiatives (CBIs) intend to empower and enable IDPs to work and resolve community problems together with local population.
- Participatory needs and opportunities assessments with involvement of diverse groups of IDPs (women, men, girls, boys, young, and old) to help guide the decisions for CBIs.

- Improving conditions of waiting areas at the checkpoints did not require a large amount of funds and effort but made a great difference for people waiting in long and exhausting lines to cross through the checkpoints.³¹²
- Building national advocacy capacity and facilitating cooperation between civil society and the government. Local non-governmental organization (LNGO) IPs reported good partnership and cooperation with authorities at central, regional, and local levels (MTOT, MoSP, MoE, MoH).³¹³
- Strengthening capacity of government officials on international humanitarian law, UN Guiding Principles, the Ukraine IDP Law, and international human rights law.
- 2014 start-up grants intervention reported to be successful and stimulated self-reliance of IDPs in new communities. As reported by IP, majority of supported small businesses are still active, are self-reliant, and provide employment to others.³¹⁴

Challenges and Gaps in Providing Humanitarian Assistance

Government Controlled Areas (GCAs)

- Kherson and Lviv: CrimeaSOS protection monitoring teams face challenges in covering remote areas, where the most vulnerable IDPs reportedly tend to settle, due to the lack of office transport. Lviv office, for instance, is assigned to conduct monitoring in seven surrounding western oblasts. For example, in order to reach Chernovcy and Zakarpatiya, the team has to make multiple transfers using public transportation (train, buses, cars) to reach an intended region; it is time-consuming and inefficient, as reported by an IP.³¹⁵
- Kharkiv, Dnipro, Zaporizhzhia: Verification of potential cash assistance beneficiaries with other humanitarian organizations providing cash assistance to avoid duplication is challenging due to confidentiality policy.
- Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv: LNGO IPs are decreasing the number of staff due to budget gaps (donors' shift of attention to the grey zone), which creates challenges to timely implementation due to the larger scope of work.³¹⁶
- Kherson, Lviv: IP reported on payment delays in distributing warm clothes and winter shoes.
- Kharkiv: R2P faces challenges in continuing its legal assistance to IDPs due to the shift of donor's attention to the east and lack of funding. Since the news about withdrawal of UNHCR support came to R2P unexpectedly, the IP was not able to secure funding. Likewise, due to the lack of funds, IP reported a protection monitoring gap appearing since no other organization is conducting it in the oblast.
- Security situation along the contact line. In 2016, UNHCR moved its assistance from other oblasts closer to the contact line. Now 80 percent of assistance is provided along the contact line and 20 percent elsewhere.³¹⁷
- Lack of funds to cover oblasts other than Luhansk and Donetsk, e.g., Odessa and Lviv.

Non-Government Controlled Areas (NGCAs)

- Access to NGCAs and security: absence of registration in Donetsk and the full right to operate prevents proper planning and confidence in delivery. In February 2017, UNHCR's registration expired in Luhansk .
- Inability to conduct protection monitoring, or any kind of monitoring, due to the suspicion of espionage on the part of the NGCAs' de facto authorities (mindset).
- Frequent changes of the de facto government prevent continuity of activities.
- Obtaining approval from de facto authorities to implement every single project. UNHCR partner Donbas Development Center (DDC) reported that the biggest challenge was obtaining approval for conducting first aid training and shelter repairs.³¹⁸

- Obtaining lists of potential beneficiaries from de facto central and local authorities for planning and targeting purposes or collecting any type of data from population.
- Lack of UN visibility in NGCAs. Local population equate all UN agencies with OSCE. This reportedly negatively affects the operation because OSCE has a poor reputation among the local population in NGCAs.³¹⁹
- Lack of solidarity among a few humanitarian agencies operating in NGCAs prevent them acting as unified front in the challenging environment.³²⁰

ICRC

Identified Contributing Factors for Successful Response

- ICRC's worldwide experience responding to emergency situations as well as its reputation for being a neutral, impartial, and independent humanitarian organization.
- Access to NGCAs: Since the end of 2016, ICRC is the only organization that has received registration from the de facto authorities, allowing the delegation to operate directly in opposition-held territories, where the humanitarian needs are greater than in GCAs.³²¹ ICRC has a wide scope of operation in both LPR and DPR.
- ICRC's direct implementation of programs helps to build trust and earn a good reputation, not only with communities but also with the government structures at all levels.³²² The interviewed MTOT officials, for example, highly praised ICRC's valuable and timely provision of emergency and humanitarian assistance to the affected populations.³²³ As reported, direct implementation of projects helped ICRC to build trust and earn good reputation with communities and government authorities at all levels. Apparently, MTOT has recommended the government of Belarus to provide aid to the conflict-affected people in Ukraine through ICRC, as ICRC has a good reputation, and ensure that the aid from Belarus will reach people in need.³²⁴
- ICRC conducts a comprehensive assessment of the situation before the start of any project. After the assessment, ICRC prepares recommendations and uses findings for project proposals. ICRC assesses infrastructure, market system, a household's coping strategy and assets, and financial institutions, and also identifies what other organizations are doing in the area. ICRC conducts a type of Participatory Rural Appraisal with the local population and local authorities to better understand the situation and hear from people about their needs.
- Focus on the most vulnerable communities: ICRC focuses its humanitarian intervention on the difficult-to-reach and insecure front-line villages and has a wide scope of operation. This allows it to directly address the humanitarian needs of the most vulnerable residents—IDPs and returnees residing along the front line—mostly through in-kind distribution.
- Comprehensive Response: ICRC's capability to implement (with some adjustment) all program activities on both sides of the contact line seems to maximize impact through comprehensive response.³²⁵
- Community Based Approach: The bottom-up approach in designing projects seems to contribute to a tailored response to the humanitarian needs of the front-line settlements. Community needs can include water problems, housing, schools and health centers reconstruction, establishing a bus system, access to Internet, and food or cash distribution (depends on availability of market/shops).
- Use of existing structures such as Ukrainian Postal Service to deliver cash assistance to villages. ICRC signed a framework agreement with Post office for a year. In addition to other stipulations, ICRC defined modalities and financial fees that it must pay the Postal Service in the agreement.

Successful Interventions/Effective Program Response

- A review of the ICRC 2016 appeal against achieved targets of the 2016 ICRC mid-term report suggests that the ICRC delegation in Ukraine is ahead of the proposed targets. For example, the Economic Security Department's food commodities distribution was targeted at 72,000 beneficiaries, and as of May 2016 it had reached 129,572.³²⁶
- As reported by ICRC, hygiene and essential household items distribution allows beneficiaries to save up to 500 UAH per month and use the saved money for other needs.³²⁷
- ICRC staff stated that local residents and local authorities and municipalities are involved and consulted in identifying the needs of conflict-affected communities.³²⁸
- IDP Cash Assistance Project (CAP) seems effective due to a) an income-based selection/exclusion criterion to ensure that only unemployed IDPs who do not have a permanent source of income are eligible for support; b) timely, systematic, and continuous monthly support system of cash transfer (500 UAH/month for up to 12 months); c) established verification, monitoring, and re-registration system to ensure that only eligible IDPs are receiving assistance, and d) established communication and feedback mechanism for beneficiaries.³²⁹
- The Post Transfer Monitoring (PTM) conducted in Severodonetsk has demonstrated an increase in average household (HH) income since the CAP started in 2015. According to the report, 40 percent of beneficiary HHs have found employment and over 22 percent of the HHs' income comes from employment and casual jobs.³³⁰
- Based on this and other PTM findings, ICRC decided to terminate cash assistance to IDPs in the northern part of Donetsk oblast (GCA), because displaced persons are accessing jobs.³³¹ However, CAP will continue in Mariupol because PTM findings in Mariupol have not demonstrated the same job opportunities trend as in the northern part of the Donetsk Oblast.³³²

Identified Challenges and Gaps in Providing Humanitarian Assistance

Government Controlled Areas (GCAs)

- Verification of income of CAP beneficiaries reported to be time-consuming and cost-inefficient.³³³
- ICRC's lack of sharing the collected data from NGCAs with other humanitarian actors was reported by some donors and local NGOs.³³⁴
- Interviewed local NGO reported that the population residing in Vozyanovoe Village of Yasinovatay District was not using the detergent distributed by humanitarian organizations because the extremely salty water does not allow it to foam; instead, the local community asked for help to build a water tower.³³⁵ As reported, despite this information provided to WASH cluster, ICRC continued to distribute detergent/cleaning items to the community.³³⁶ As LNGOs stated, the local population does not want to provide feedback for fear of losing all assistance.
- In some small front-line villages, working with financial providers is challenging, as cash is not always available. Bedridden beneficiaries are unable to be physically present at banks (Privat and Oschad), and banks do not accept powers of attorney.³³⁷

Non-Government Controlled Areas (NGCAs)

- Security.
- Restricted operation in NGCAs. ICRC operates under the radar of de facto authorities. Working relations are built to get information; however, comprehensive monitoring is impossible to conduct. As the ICRC team reported, the Secret Service called several times to question field staff.
- Every single activity needs to be approved by DPR and LPR authorities, which takes time.

- Despite coordination efforts, sometimes LNGOs may distribute food parcels in the same location as ICRC in the same week; this coordination shortfall is partly due to pressure from donors to immediately distribute in shelling areas, according to the ICRC field staff.³³⁸

IOM

Identified Contributing Factors for Successful Response

- Historical presence in the country allowed IOM to be among the first responders to the humanitarian emergency by redirecting its funding to emergency response.
- The network of NGOs established prior to the crisis assisted IOM in collecting data from the East and being one of the first responders to the humanitarian crisis by distributing in-kind aid.
- Use of the Ukrainian Postal Service to provide cash assistance to beneficiaries living close to the contact line (GCAs). Traditionally, the Ukrainian Postal Service has distributed pensions and regular social benefits to residents.
- Developed a good targeting approach and tailored intervention to meet humanitarian needs through its cash-for-work, cash-for-rent, and hygiene kits distribution projects; outreach to both rural and urban conflict-affected populations.³³⁹ Identification of beneficiaries is conducted through obtaining lists from local governments and cross-checking data on needs with locally active NGOs and community-based organizations.
- Beneficiary feedback mechanism is in place: IOM Facebook page; post-distribution monitoring (PDM) asks about satisfaction, including satisfaction with the content of the in-kind aid, attitude/professionalism of staff, timeliness, distribution process; and hotline.
- The thorough PDM and secondary verification of the cash-for-rent beneficiaries allowed IOM to identify cases to be dropped in view of the second and third transfers, due to finding discrepancies with vulnerability criteria, no-shows, or sudden developments in the households' conditions triggering ineligibility.
- An equitable approach throughout the process and particularly during the selection and verification of beneficiaries. Due to cultural reasons, but also to the specific nature of the vulnerability criteria, 88.4 percent of the beneficiary heads of households are women and 41.3 percent are aged 30–39, with the second largest age group being the over-60 population (23.4 percent).³⁴⁰
- Good working relationship with local authorities—municipal offices, village councils—who were fully involved in implementation (provision of lists, distribution).
- In NGCA, the reported rationale working with LNGO (DDC) instead of INGO (PIN)³⁴¹ was the following: a) PIN did not have enough capacity to absorb more commitment given that they were already used by many other organizations by the time IOM went to Donetsk; b) PIN became more expensive; c) DDC, being a local organization, better understands the context; d) since DDC is a relatively young organization, IOM was able to build capacity and shape it so it is inclined to adopt the operation standards and requirements; e) DDC has a good relationship with de facto authorities and has registration with the NGCAs, Ukraine government, and Russia; f) DDC currently is the only local organization accredited by NGCA authorities.

Successful Interventions/Effective Program Response

- IOM helped MoSP to develop a National IDP Database. The database is considered an important tool to bring together all existing IDP-related information in one centralized system. Thus, by the end of 2017 it is expected to connect all existing data from oblast and district levels to the national level. According to IOM, this will help to identify trends and characteristics since IDPs are dispersed throughout the country. It is anticipated that the national database will be used

for policy decisions and could also inform linkages of humanitarian response with recovery. However, MTOT expressed two main concerns related to the National IDP Database: 1) the database is still not fully accessible (only testing is possible); and 2) it lacks a variable for identifying the needs of IDPs.³⁴² The absence of this variable creates a limitation for the Ministry in planning activities and prioritizing resources in accordance with the needs of IDPs. Information about the needs of displaced persons could also help MTOT verify the needs appearing in the database against information provided by NGOs and local governments. It should be noted that key informants stressed that the accessibility issue with the database is not related to IOM; rather, it is an inter-agency dynamics issue (MoSP vs. MTOT). However, the Ministry representatives wished to be consulted by the developers of the database on the variables so that collected information could be better utilized.

- IOM established a National Monitoring System (NMS), which is a bimonthly IDP survey to track changes in the situation of displaced persons throughout the country, including social and demographic characteristics, general well-being of IDPs, access to social services and employment opportunities, IDP mobility, and integration in local communities.³⁴³ According to IOM, NMS as a monitoring tool helps to better understand the trends and changes in the socioeconomic profile of IDPs. The findings of the NMS are used for planning, reporting, and fundraising; MTOT reportedly used it for devising an IDP response action plan.³⁴⁴
- Use of Ukrainian Postal Service, an existing state structure, in distributing cash to beneficiaries seems to be effective, especially to those living in remote areas.
- Developed templates for the assessment of institutions and individual beneficiaries allow collection of gender- and age-disaggregated information.
- In NGCAs, a simplified PDM template (income average and vulnerability is not asked, because of sensitivity) permits collection of monitoring data.
- Response to beneficiary feedback on in-kind assistance: IOM reviews beneficiary feedback and PDM of hygiene and winterization kits; based on the beneficiary preference, IOM adjusts the items inside the kits. For example, rope with which to dry laundry was substituted by soap in the hygiene kit and communicated to the WASH cluster. As reported, the feedback mechanism is in the process of improving.³⁴⁵
- Cash-for-work intervention targeted 400 beneficiaries residing 10 km from the contact lines both in Luhansk and Donetsk (GCAs).
- IOM's partner monitoring system allowed for the timely detection of low capacity of its PCPM partner and flaws in operation in GCAs, thus allowing it to take actions in order to implement the project successfully in GCAs.

Challenges and Gaps in Providing Humanitarian Assistance

GCAs

- IOM did not fully cover the gaps in humanitarian needs in areas close to the contact line and buffer zone during the evaluation period because of the security and access issues (bad road conditions). However, with the new PRM funding, IOM is able with its LNGO partner Responsible Citizens to double the coverage from 2,000 HHs to 4,000 HHs living close to the contact line and buffer zones.³⁴⁶
- IOM's close monitoring of its partner PCPM revealed a lack of subsequent implementation on what the parties agreed to and a lack of compliance with IOM's operational standards, such as selection criteria, monitoring tools, and templates. In addition, IOM's partner monitoring revealed miscommunication between PCPM and its local NGO partner Ukrainian Frontiers, resulting in some shortfalls in distributed winterization and hygiene kits. The situation was

solved by active involvement of IOM in meetings with two partners and conducting monitoring at all stages of aid distribution.

- Delay in the start of cash-for-work component due to the challenge of finding an insurance company that would insure participants of the program from mine and other remnants of war explosions. As a key informant reported, an official tender was conducted among insurance companies; the price of insurance was very high and only one company agreed to decrease the amount at the expense of the decreased number of work days for the cash-for-work beneficiaries.³⁴⁷

NGCAs

- Access to NGCA and security: lack of registration to implement activities directly in NGCAs.
- Receiving potential beneficiary lists from the central de facto authorities (accreditation committee, ministry of state emergency) and social institutions (nursing home for elderly, orphanages, rehabilitation centers). An alternative found by IOM is to obtain lists from municipalities and submit them for endorsement to the central de facto authorities.
- De facto authorities prohibit monitoring activities and collecting any information from local communities; however, in Luhansk IOM was able to conduct monitoring (through contact persons in every operation location in LPR) until the change of the head of humanitarian assistance department in February 2016.
- Obstacles in Luhansk created by the new administration in early 2016 triggered relocation of IOM to Donetsk; however, all planned activities in Luhansk were completed before the relocation.³⁴⁸
- Change in leadership at the local level creates challenges in maintaining cooperation and communication with authorities since working relations are kept on a personal level; relevant for both GCA and NGCAs of Luhansk and Donetsk.³⁴⁹

UNFPA

Response to GBV is very relevant in the Ukraine context and to a certain extent is a unique intervention. The rationale of the GBV intervention is based on the assumption that GBV is happening everywhere and all the time, especially in a situation of armed conflict; therefore, an available service should be in place.

Identified Contributing Factors for Successful Response

- UNFPA is the only agency that provides systematic and comprehensive support/response to GBV in Ukraine.
- Close partnerships with relevant state agencies and ministries at the central and local levels (MoSP, MoI, local authorities, municipalities, health facilities) to respond to GBV.
- Engagement government partners in the design of the UNFPA interventions. GoU recognizes that GBV is part of a national issue.
- Use of existing structures such as oblast and city CSSFCY under the MoSP to ensure sustainability of mobile teams and also filling the gaps; for example, mobile teams' (MT) psychologists and social workers are filling the staffing and technical expertise gaps.³⁵⁰ However, given that oblast, region, and district levels of government are going through a decentralization process, sustainability of MTs depends on context and leadership commitment to prioritize social protection issues in local budgets.

Communication and outreach strategy in place to raise public awareness about GBV as a human rights violation, informing population about type and forms of GBV and available government and non-government resources to get support. **Successful Interventions/Effective Program Response**

- State social service and health institutions highlighted strong educational, capacity building, and informational (infographics) component of UNFPA intervention.
- As a result of UNFPA and its IPs' intervention, government officials reported an increased understanding of GBV and its broader consequences on the well-being of society.³⁵¹ For example, the mayor's office in Kharkiv has pledged full support by providing space for a GBV shelter and established a GBV coordination council to coordinate activities and initiatives related to prevention and response to GBV. Under this coordination council, a commission was set up that developed operation procedures on admitting GBV survivors to the shelter.³⁵² In Luhansk, oblast administration provided space to conduct campaigns, meetings, and service delivery.
- MTs became an integral part of the CSSFCY. As UNFPA reported, Zaporizhzhia, Kharkiv, and Donetsk MTs are integrated into the regional development plans and have committed resources to support established MTs. Donetsk oblast CSSFCY allocated a psychologist position and two rooms for future GBV shelter service within the center.³⁵³
 - MTs are considered relative, appropriate, and timely given that the CSSFCYs is the only state system providing social services and there is a lack of financial, technical and human resources to cover numerous socially vulnerable groups of populations (IDPs are only 10 percent of all supported groups) by CSSFCYs.³⁵⁴ MTs' operation contributed to increased identification of GBV cases by CSSFCYs.³⁵⁵
 - MTs' psychosocial (PSS) and referral services are accessible to the population, especially vulnerable groups residing in rural areas, according to IP Ukrainian Foundation for Public Health (UFPH) and the partners at CSSFCYs.
 - MTs are visible as they are locals and work at the community level and raise awareness and sensitize about GBV through outreach activities (community-based events, lectures for high school students and teachers) and distribute self-referral cards.
 - MTs services to a large extent are available and utilized by host GBV survivors (predominantly domestic violence survivors); as UNFPA reported, on average about 30 percent of MTs clients are displaced persons. GBV information management system (IMS) technology allows for the collection of on-the-spot data on those served. Local authorities consider IMS a convenient tool for identifying gaps in their activities.³⁵⁶
- UNFPA's capacity-building activities of CSSFCYs' employees on providing services to people under trauma and psychological stress is considered useful and timely by state partners.³⁵⁷ Training participants from health departments are equally satisfied with the capacity-building activities conducted by UNFPA's IP Women Health and Family Planning (WHFP). In particular, identification and medical treatment of and communication approaches with GBV survivors, as well as education on the use of reproductive health (RH) kits, were highlighted as useful.³⁵⁸ The tailored approach to different categories of medical specialists (family doctor, OB-GYN, nurse) and health service providers was highlighted by oblast health departments as effective.³⁵⁹ Capacity-building activities also served as a networking platform for medical staff and information about services provided by MTs. Key informants stated that distribution of dignity, GBV survivor, and midwife kits has been useful in assisting GBV survivors and preventing HIV transmission from mother to child.³⁶⁰
- UNFPA's "Break the Cycle" nationwide public awareness-raising campaign on GBV reportedly contributed to decreasing social stigma among populations.³⁶¹ The GBV sub-cluster coordinator reported that about 40 percent of MT clients are self-referred.

- UNFPA led GBV sub-cluster established a platform for multi-sectorial coordination, building capacity of its members and a system of multi-sectorial support (still a work in progress). GBV sub-cluster unites 86 members from the UN family, LNGOs, INGOs, and representatives from the central and oblast governments. Sub-clusters at the regional level (five offices) are in the process of being transferred to regional governments. The interviewed stakeholders equally underlined the effective work of the GBV sub-cluster—conducting in-depth studies on GBV, developing an IMS, GBV referral directory, sharing information, discussing challenges, success, exchanging information on referrals, and actively contributing to HRP.
- In collaboration with MoSP, UNFPA has developed standards and provisions for the GBV shelter and MTs; however, ratification of the “Istanbul Convention: Combating Violence Against Women” by the Ukrainian Parliament will be a crucial tool for ensuring sustainability and adoption of provisions on the GBV shelter, MTs, and the national hotline.³⁶²

Challenges and Gaps in Providing Humanitarian Assistance

- In Kharkiv, the interview with the psychologist of the GBV shelter revealed a lack of understanding of the GBV concept, a stereotypical attitude, and insensitive remarks. For example, when asked whether survivors of violence are accepted to the shelter during the late evening and night hours, the response was negative, with the psychologist stating: *“We do not consider cases called during these late hours as reasonable or effective, because very often women start arguments/scandals with husbands at home and provoke them. Women are actually the cause of violence.”*³⁶³ As the respondent described her observation at the shelter, she stated, *“women are prone to violence.”* Similar remarks were also made by a Kharkiv state social service interviewee, who suggested that *“women manipulate husbands and start scandals”* and that *“some women are pretending to be victims of violence”* to get placed in the shelter.³⁶⁴
- Review of the UNFPA/UFPH list of mobile team placements and an interview with UNHCR suggest a lack of presence of MTs in the Mariupol and Shirokine areas (a high military presence area).³⁶⁵ However, UFPH explained that since 120 state social workers and IMC’s mobile teams have already been operating in the Mariupol area, UNFPA/UFPH decided not to place MTs to avoid duplication. Nevertheless, UFPH stated that they shared methodologies with state social workers and invited them to attend a UNFPA/UFPH training. Overall, UFPH conveyed that the decision on MTs’ placement is based on mapping results (the last mapping was conducted in August 2016) and a review of indicators.³⁶⁶
- Interviews with multilateral partner and LNGO suggest that a potential gap may exist in the coordination of GBV activities in Mariupol areas.³⁶⁷
- The interviews with MTs suggest a lack of beneficiary feedback mechanism or follow-up, which may limit monitoring on whether GBV survivors actually accessed health facilities, including STI/HIV prevention and treatment, protection, and legal support.
- GBV remains a hidden issue. Stigma, stereotypes, and perceptions in society about gender-based violence have not been overcome, preventing survivors and persons at risk from seeking assistance and support.
- Even though there is government involvement in the GBV issue, GBV is not a priority for the local and central governments. Tangible needs such as housing, social security, and bridges are the priority for local authorities.
- Lack of safe space and shelter for GBV survivors and those at high risk of violence was reported by a number of interviewees from UNFPA, its IPs, and MTs as a key challenge to ensuring safety of GBV survivors or persons at high risk. According to UNFPA, more than half of those who ask

for help need to be removed from risk conditions; however, due to a lack of shelter, they continue to stay with the perpetrators.

- UNFPA and its partners face a challenge with underfinancing, which may lead to the collapse of all gains and achievements made so far. Arranging a smooth transition and bridging humanitarian and recovery phases is problematic for continuity and the transfer to durable modules and solutions without a recovery system in place and a lack of clarity about funding. Given the protracted nature of the conflict, there is a concern about the growing number of pregnancies and abortions among adolescent girls in Luhansk.³⁶⁸ There is a gap in access to SRH services and prenatal care, especially for women from rural areas, particularly in Luhansk Oblast.³⁶⁹
- Restrictive legislation and sub-legislation create impediments to promoting gender equality. However, UNFPA and its partners are optimistic that the Istanbul Convention will be ratified soon since there is no systemic opposition in Parliament. The only impediment that did not allow ratification of the convention in November 2016 was the discussion on the definition and disagreement about understanding of the term *gender*.³⁷⁰ An improved legislative framework would enable more effective work in both gender equality and GBV.
- The national coordination and GBV response mechanism is fragmented. The GBV response is mainly implemented by humanitarian actors. The key informants reported on the lack of capable state institutions and specialist who are aware of and sensitive to GBV issues. The interviews with the CSSFCY representatives revealed a need for conducting capacity-building activities with multidisciplinary groups in one room at both the oblast and local level—police, social workers, healthcare professionals—to increase understanding of their roles and strengthen coordination between these structures for an improved response to and prevention of GBV.
- In NGCAs, UNFPA’s operation is very limited, mainly in the supply of emergency SRH kits (when a window of delivery occurred), medical kits and disposals, and STI kits; delivery is handled by other organizations without distribution control and monitoring.

General Findings as Expressed by External Stakeholders, IOs, and Local IPs

External Stakeholders

The interviewed external actors stated that PRM has a huge impact in the East by funding its multilateral partners.³⁷¹ At the same time, key informants pointed out partners’ shortfall in employing a pragmatic approach to dealing with access to DPR and LPR and finding a mechanism for more effective operation by those partners implementing in NGCAs indirectly.³⁷² Specifically, given the winding down of humanitarian resources, interviewees expressed skepticism over efficiency and cost-effectiveness in terms of the ratio of human and other resources deployed and the actual delivered work in NGCAs.³⁷³ Similarly, concern over the capacity to execute large operations in NGCAs through a local NGO with little experience was expressed by key informants.³⁷⁴ Also, as reported by a donor organization, some of the PRM partners demonstrated a lack of cooperation in data and information sharing in a general mapping assessment aimed at identifying gaps in humanitarian assistance in the East.³⁷⁵ As one key informant stated, *“Even though UNHCR is doing a very good job with leading the shelter cluster, the issue of being a donor for half of the shelter cluster and an implementer at the same time becomes complicated; UNHCR does not coordinate with other donors and it is not very transparent as to which NGOs are funded and how much.”*³⁷⁶

Multilateral Partners

IOs expressed deep appreciation to PRM for being a non-bureaucratic, timely, and flexible donor; however, they wished that PRM would talk with other donors (USAID/OFDA/OTI) about funding distribution given a hybrid situation when there are still humanitarian issues but a large part of the response is at the recovery phase. The unpredictable humanitarian situation in Donetsk and Luhansk, and at the same time the winding down of resources, creates funding uncertainty for partners. Some partners see OTI as the perfect tool for bridging humanitarian and recovery aid while encouraging PRM to consider funding an early recovery phase since it is part of the humanitarian response.³⁷⁷

UNHCR expressed a concern of humanitarian funds being used for development activity, pointing out that some UN agencies such as UNFPA are funded by humanitarian donors while their activities are purely development ones.³⁷⁸ Others stated that there are still humanitarian needs given the ongoing war, and discussions about withdrawal are considered premature if based on assumptions and not on humanitarian needs.³⁷⁹ Further, partners pointed out a dilemma: on the one hand, it is recognized that humanitarian needs are acute on the contact line, but on the other hand, vulnerable displaced populations residing elsewhere throughout the country are also in need of assistance.³⁸⁰ However, a strong position for not separating the needs of IDPs from the rest of the population was expressed by ICRC. As described, the real solution is envisioned as modernizing the way different governmental services are provided to the whole population, which should be addressed by advocacy and development actors.³⁸¹

Local NGO Implementing Partners

Local NGO IPs wish for the donor community to resume meetings with NGOs as it was done in 2015. As reported, the meetings allowed the exchange of information and were a platform for frank and open discussion, where NGOs used to discuss challenges, potential solutions, and needs to be addressed to improve the situation of displaced and other populations of concern, while donors shared their country plans and priorities.³⁸² According to IPs, such meetings could enhance understanding of the situation on the ground, minimize gaps in support, and ensure that assistance is needs-driven rather than donor-driven.³⁸³ Nearly all interviewed local NGOs in neighboring oblasts and Lviv stated that donor-driven priority attention to a “grey zone” created a gap in response to the needs of vulnerable displaced and host communities in the rest of the country.

Annex XI: List of NGO Implementing Partners of the Multilateral Partners

Multilateral Partner	NGO Implementing Partner	Activity	Oblast of operation
UNHCR	Adventist Development and Relief Agency (ADRA)	Shelter	GCA Donetsk
	Right to Protection (R2P)	Legal assistance and counselling, protection monitoring, small scale community group initiatives	Luhansk GCA, Donetsk GCA, Kharkiv, Dnipro, Zaporizhzhia
	People in Need (PIN)	Shelter, community—based small scale initiatives, social protection outreach, info dissemination	Luhansk and Donetsk GCA
	Danish Refugee Council (DRC)	Shelter	Luhansk and Donetsk GCA
	HelpAge International	Training on soap making; first aid and taking care of people; referral to social services or health institutions; cash support; elderly community center activities: sewing, singing, drawing and help to bedridden elderly.	Luhansk and Donetsk GCA
	Norwegian Refugee Council (NRC)	Shelter support and information Counselling and Legal Assistance	Luhansk and Donetsk GCA
	NGO Proliska	Protection assistance needs identification, individual case management; in-kind aid distribution	Operates along the contact line
	Slavic Heart	Psychosocial support and counselling	Northern part of Donetsk GCA
	Donetsk oblast charitable foundation "The Social Development Centre "Bridge" (MOST)	Community mobilization, self-management support; community center	Donetsk NGCA
	Donbass Development Centre (DDC)	Life-skills training, first aid, some livelihood activities, in-kind support to people with specific needs (disabled)	Donetsk NGCA
	Youth Organization Maximal (MAXIMAL)	Legal assistance, information counselling, social support	Donetsk NGCA
CrimeaSOS	Community based initiatives, advocacy, legal	Kherson, Lviv	

Multilateral Partner	NGO Implementing Partner	Activity	Oblast of operation
UNHCR		assistance	
	Dopomoga Dnipra	In-kind assistance, hotline, runs collective center	Dnipro
	Station Kharkiv	Child friendly space, in-kind assistance, legal assistance, training	Kharkiv
IOM	Polish Center for International Aid (PCPM)	Hygiene and filtration kits distribution, cash-for-rent, cash-for-work	Luhansk and Donetsk GCA
	Donbass Development Centre (DDC)	Distributes diapers to elderly, children and other vulnerable groups residing in health facilities and institutions	Donetsk NGCA
UNFPA	Ukrainian Foundation of Public Health (UFPH)	SGBV response; run SGBV survivors shelter; psychosocial services through 26 mobile teams (MT), Institutions and service providers providing services to SGBV survivors (PSS, health, legal counselling)	Luhansk and Donetsk GCA, Kharkiv, Dnipro, Zaporizhzhia
	Women Health and Family Foundation (WHFP)	Capacity building for treatment of sexually transmitted infections and use of reproductive health kits.	Kharkiv, Dnipro, Zaporizhzhia
	LaStrada Ukraine	National toll-free Hotline	Throughout Ukraine

Annex XII: Multilateral Partners' Vulnerability Criteria, EQ3

UNHCR

UNHCR has developed a list of four categories of commonly encountered vulnerability among IDPs in Ukraine. Specifically, the categories of vulnerabilities include: 1) legal and physical protection needs (may affect any age or gender), including no civil documentation, no access to state services, unmet basic needs; multiple displacement, marginalized from society or community, single parent/caregiver; 2) specific needs based on serious medical condition and/or disability (any age or gender), including serious medical conditions, disability; 3) specific needs based on age, including unaccompanied child (–18), separated child (–18), child associated with armed forces or groups, older persons (60+); and 4) SGBV, including women/men at risk or survivors of SGBV, children (girls or boys), and LGBTI at risk of or who have experienced violence.³⁸⁴

UNHCR's partner R2P, for example, expanded the second vulnerability category with the context-specific description for each category to prioritize individual protection assistance (IPA), which was agreed upon with UNHCR. Priority of IPA is given to the following criteria: single parent or caregiver; older person at risk (60+); individual with disability; individual with serious medical condition; individual with specific legal and physical protection needs, including survivors of torture; survivor of SGBV; child at risk (–18); women and girls at risk (single mother or caregiver, pregnant, or taking care of a baby (0–2 years old); widows; and older women.³⁸⁵ It should be noted that not all UNHCR IPs are specifically targeting IDPs. Thus, since 2016 Station Kharkiv has provided services to anyone experiencing a difficult life situation (except ATO veterans), while in 2014 being an IDP was a key criterion in accessing to services. The IP explained that given the deteriorating social and economic situation for all citizens in Ukraine, provision of services only to IDPs creates tension in society and erodes social cohesion.

Also, whenever UNHCR and its IPs call for proposal/ideas to support with grants, for example, vulnerable groups are encouraged to apply.³⁸⁶ The beneficiary feedback mechanism that UNHCR started to systematize in 2016 also serves partly as a tool for ensuring that the most vulnerable are prioritized.³⁸⁷ For example, the specific challenges faced by elderly IDPs was discovered through participatory assessment. As a result, HelpAge International was subcontracted to assist this specific group of populations.³⁸⁸ As the UNHCR team reported, feedback is collected through: a) phone calls to 10 percent of beneficiaries of the majority of program interventions (nearly 50 percent of cash assistance beneficiaries); b) focus group discussions with involvement of diverse groups of IDPs (women, men, girls, boys, young, and old), especially related to CBIs; c) PDM; d) hotline; and e) installed "feedback and complaint" boxes in the offices of IPs. However, it is still unclear what type of feedback is received and how beneficiaries receive responses. As one of the IPs reported, the "feedback and complaint" box has never been opened by UNHCR since its installment.³⁸⁹

UNFPA

For UNFPA and its IPs, the main criterion is that any female, male, or adolescent GBV survivor, or anyone at high risk, is eligible for assistance, namely PSS, legal, and information counselling through the hotline, shelter accommodation (Kharkiv), and a referral for specialized assistance to health facilities and/or social service institutions.³⁹⁰ UNFPA revealed that they are putting efforts together with MTs on improving outreach work; MTs provide service to all in need of PSS and GBV support.³⁹¹ According to MTs, IDPs are free to disclose, or not, their status and as a result their registration status is not always recorded.³⁹² As per UNFPA's progress report, on average among all 26 MTs, about 30 percent of beneficiaries are IDPs, and the rest are conflict-affected and local populations. (The vast majority of

BNFs are women.)³⁹³ The key criteria for admission to the shelter for GBV survivors in Kharkiv are: a) existence of an aggressor and b) survivor is motivated to change her life situation.³⁹⁴ Priority for placement in a shelter is given to cases with a threat to the health or life of a survivor.

IOM

The obtained lists from local relevant stakeholders and MoSP are screened and then filtered according to the following criteria, developed by IOM, to ensure that the most vulnerable are prioritized to receive in-kind and cash-for-rent assistance:³⁹⁵

1. People living with disability (adult and children);
2. Elderly persons (70+ because they have less working ability and are considered more fragile);
3. Households with multiple children (3+);
4. Households with members unable to work due to old age, disability, or other causes preventing them from contributing to the HH income;
5. Single-headed households;
6. Households in which the house was destroyed during the conflict.

The criterion for cash-for-work is everyone within working age; however, children (–18) and people over 65 are not eligible/targeted. According to IOM and its partner PCPM, the majority of cash-for-work beneficiaries are IDPs. The social institutions are prioritized according to the severity of their needs and the location. As IOM reported, priority is given to institutions located in areas that have witnessed or are witnessing a major process of return. To prioritize social institutions that will be supported by the program, IOM's partner conducts assessment using a template developed in coordination with IOM. The template includes cumulative sex- and age-disaggregated data on the people hosted by the institutions, main vulnerabilities, and needs.³⁹⁶

ICRC

ICRC has a procedure and criteria to ensure that the most vulnerable are prioritized in its IDP cash assistance program (CAP). Thus, to identify the most vulnerable groups among the IDPs, ICRC carried out an analysis of the economic balance at the individual level (calculated gap between income and unavoidable expenditures). Based on this analysis, ICRC concluded that the most vulnerable groups identified are unemployed IDPs (economic balance –563 UAH/month, which equals the cost of the food basket); even those receiving state targeted financial support balance have an economic balance that ranges from –342 to –121 UAH/month. The economic balance for retired people receiving a pension was calculated at 821 UAH/month.³⁹⁷ Consequently, ICRC concluded that the key eligibility criteria for CAP is unemployed IDPs who do not have a permanent source of income. Exclusion criteria for CAP are as follows: a) retired people receiving pensions; b) spouse, if employed or has a permanent source of income; c) HH income per capita is above the average minimum subsistence level, or MSL (1,399 UAH/person)³⁹⁸; d) beneficiaries who did not withdraw ICRC CAP assistance during 30 business days (calculated from the day after the date of transfer by ICRC to the financial provider).³⁹⁹

Annex XIII: Beneficiary Selection Process, EQ3 Part I

Beneficiary identification process, outreach approaches and criteria by multilateral partners and their IPs

Partner	Identification/Outreach	Criteria
UNHCR ⁴⁰⁰	<ul style="list-style-type: none"> - IDP beneficiaries are selected based on information from protection monitoring, assessments. - Lists of potential beneficiaries are obtained from local authorities, social service institutions, municipalities, partners and other humanitarian organizations. - Lists are verified prior service provision (community support grants, shelter, winterization, cash assistance, NFI distributions, etc.). - Protection monitoring teams identify and provide legal assistance, IPA, information counselling, referrals during the field visits. R2P developed real-time information sharing system that allows provide on-the-spot legal assistance. - Age, Gender and Diversity is central for UNHCR approach. For example, HelpAge selects beneficiaries based on a developed questionnaire that includes 25 markers. - Word-of-mouth, social media, informational leaflets and referrals from other humanitarian actors and local authorities are R2P's main outreach approaches for legal assistance.⁴⁰¹ 	<ul style="list-style-type: none"> - Vulnerable displaced persons, regardless of IDP registration status with national authorities, are eligible for assistance/service. - IPA is provided based on vulnerability criteria.
UNFPA ⁴⁰²	<ul style="list-style-type: none"> - Official communications with relevant ministries and regional departments of social and health services, law-enforcement, local authorities, municipalities. - Findings of GBV assessment identified needs, situation with access to services for GBV survivors, and public attitude to the problem of GBV and the impact of the military conflict on GBV prevalence. - Awareness raising campaign on GBV issues and informing public about available response of state and humanitarian agencies services in five Eastern oblasts. - PSS MTs, managed by UFPH, initially used the Centers of Social Services for Children, Youth and Family (CSSCYF) database, visited collective centers, 'module cities' for IDPs, families in difficult situation/crisis, contacted community leaders, police and other social service institutions.⁴⁰³ - In Luhansk and Donetsk (GCA), PSS MTs visited remote settlements and communities with intense military presence, contacted people who cross the contact line, local authorities, village councils and heads of villages to identify survivors or those at high risk of violence.⁴⁰⁴ - Outreach activities: distribution of self-referrals cards, dissemination of flyers in public places (contact line transit points, public transport, hospitals, IDP registration centers, centers for social services, banks, village councils, schools, stores, police stations, health facilities); TV and social media.⁴⁰⁵ - MTs and CSSCYF refer potential clients to Kharkiv Shelter for GBV survivors. An established commission consisting of shelter administration, Kharkiv center of social services and a mobile team member decide whether a) to place survivor in the shelter, b) refer to another service or c) put on a waiting list. - In Donetsk and Luhansk GCAs, IDPs are referred by health facilities and two hotlines.⁴⁰⁶ - National toll-free hotline provides survivors of violence with 	<ul style="list-style-type: none"> - State social and health service providers (PSS, healthcare, OBGYN, and legal). - GBV survivors and those at high risk, including IDPs and LDPs (targeted and services provided through IPs). - PSS mobile teams work in areas with high concentration of IDPs - Kharkiv Shelter for GBV accepts only - Training of family doctors, midwives and nurses on issues of STIs, including HIV prevention and treatment, and use of SRH kits.

	psychological counseling and referrals to PSS MT services, health clinics and other available services.	
IOM ⁴⁰⁷	<ul style="list-style-type: none"> - In GCAs, beneficiary identification starts in coordination with authorities and de facto counterpart both at central and municipal level (obtaining lists from municipalities of MoSP). - IOM and its IPs include lists provided by relevant stakeholders, including locally based foundations, charities, best positioned to provide updated data on needs and vulnerabilities of local communities. - The lists are screened and verified to confirm that all potential beneficiaries are located in conflict-affected areas and filtered according to the vulnerability criteria. <p>A sample of 25 percent of the beneficiaries is verified by IOM and IP.</p> <ul style="list-style-type: none"> - In NGCA, IOM used the same approach, but the challenge is obtaining BNF lists and not being allowed to talk with potential beneficiaries or collect any kind of information. IOM has contact persons for every location who provided the numbers. - When allowed by de facto authorities, IOM conducts regular visits to social institutions providing basic support to most vulnerable population groups and conflict-affected communities to collect data on the needs, which are discussed with relevant de facto ministries. - In NGCA, if working through IP, IOM first gathers the lists of social institutions from the relevant de facto authorities at the central level, along the with the requests conveyed through the IP by the de facto municipal authorities in the most conflict-affected areas. 	<ul style="list-style-type: none"> - Luhansk and Donetsk GCA: Low income households residing in conflict-affected areas within 20 km of the contact line (priority is given to IDP and returnee households). Assistance is provided only to registered IDPs. - NGCA: Social institutions where people affected by disability, chronic disease, the elderly, homeless people receive basic support.
ICRC ⁴⁰⁸	<ul style="list-style-type: none"> - Selection of villages is made by a checklist comprising 13 vulnerability criteria. - In villages where shelling is regular and disrupts the daily routine of the population, ICRC does blanket coverage (this approach is winding down though). - In villages less exposed to shelling, ICRC, together with local authorities and the local population, identify criteria to cover only the HHs becoming vulnerable as a result of the conflict (lost employment, lost houses and key livelihood assets). - Selection of IDPs for cash assistance in GCA involved dissemination of information about the program (newspaper, radio announcements, posters) and referrals from the Ukrainian Red Cross. - IDPs apply to the cash-assistance program. - All applications go through vetting screening; data on income is verified prior to including the household in the program. - Monitoring is conducted through household visits (10 percent of the caseload was monitored; currently it is much less because the program is being terminated). 	<ul style="list-style-type: none"> - Frontline villages – entire population is considered victims of war; there is no distinction between IDP vs. residents vs. returnees. - Registered unemployed IDPs for cash-assistance in GCAs further away from frontline towns/cities.

One third of individually interviewed UNHCR-and-UNFPA-supported beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv confirmed that they learn about services through “*Sarafannoe Radio*,” i.e. word-of-mouth (friends, relatives, neighbors). ICRC beneficiaries have a clear understanding of ICRC’s process for selection, as reported in Kamyanka, Opytne, Pavlopol, Schastia, Maruipol, Makarovo, Valuyskoye, Slvanoe and Triokhizbenka. Thus, ICRC’s cash assistance beneficiaries stated that the process is transparent and financial aid is distributed in a timely manner; IDPs receive a text message every time cash has been transferred. In-kind assistance beneficiaries reported no difficulties in receiving aid, which is distributed at central locations by ICRC. However, reports from beneficiaries in

Liman suggest a lack of awareness about the available aid opportunities and selection process. As reported, beneficiaries learned about ICRC’s aid program by accident.⁴⁰⁹ Similarly, IOM’s cash-for-rent beneficiaries learned about the assistance by chance; however, when beneficiaries reached out to IOM, the process of selection was explained and they filled out a questionnaire. DRC’s and NRC’s shelter female and male beneficiaries in Lisichansk and Granitnoe reported a lack of transparent information about the beneficiary selection process.

Evaluation Question 3, Part II: Are there ways to ensure that the most vulnerable are prioritized?

Beneficiary Perception

Figure 4: UNHCR and UNFPA beneficiaries’ perceptions on groups of people benefited the most from provided assistance/service (sex disaggregated, Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv, number)

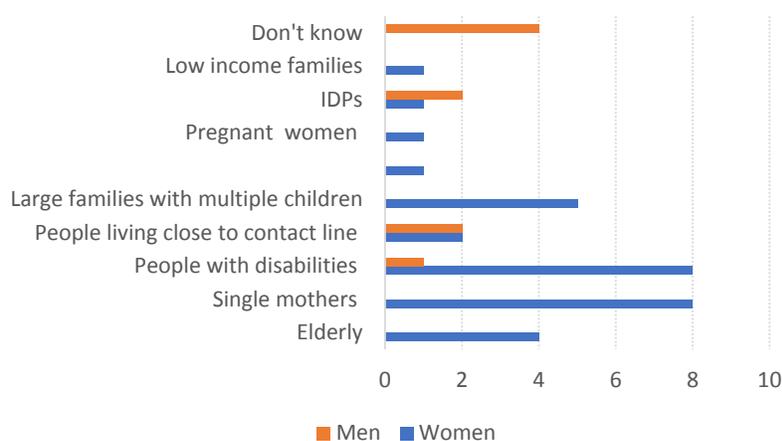
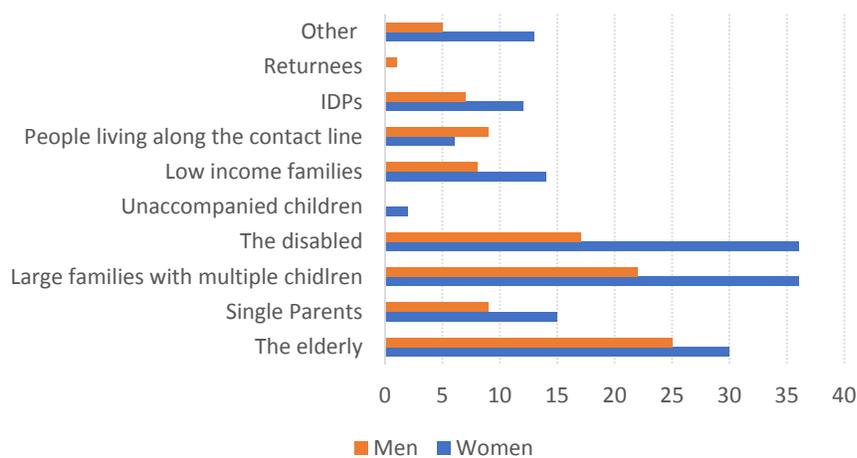


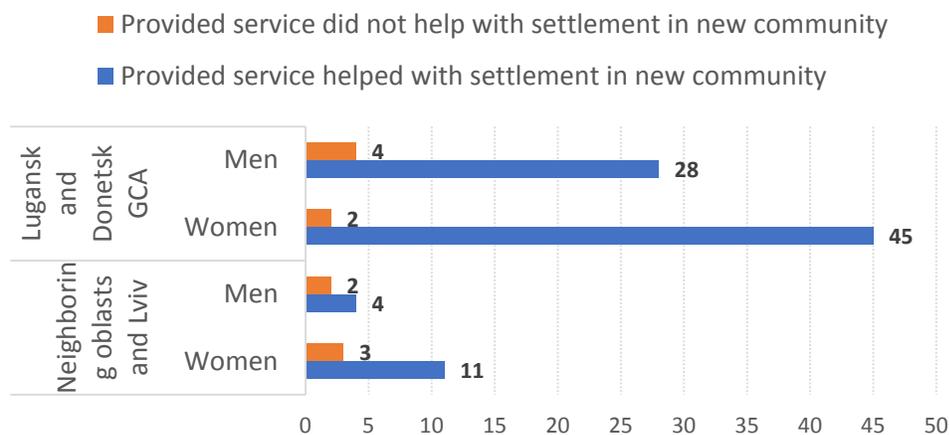
Figure 5: UNHCR, ICRC, IOM and UNFPA beneficiaries’ perceptions on groups of people benefited the most from provided assistance/service (individually interviewed, sex disaggregated, Luhansk and Donetsk GCA, number)



Annex XIV: Beneficiary Feedback on Received Integration Assistance from UNHCR, ICRC, and IOM, EQ4 Part I

Interviewed UNHCR PSS, IPA, CBI grant, in-kind, training, and cash assistance beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, and UNHCR, ICRC and IOM cash, NFI, in-kind, shelter, and legal assistance beneficiaries in Luhansk and Donetsk GCAs indicate that the assistance provided by PRM partners helped them feel comfortable and facilitated settling into their new communities, as shown in Figure 6. According to beneficiaries, the provided services aided in obtaining basic goods to start life in a new location, feel supported, gain self-confidence, and become active and to some extent engaged in community work.

Figure 6: Beneficiary responses on provided assistance/service from PRM partners to feel more comfortable and settled in their new communities (individually interviewed beneficiaries, number)



In particular, group interviews with the UNHCR legal assistance beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv reported that the legal services made an impact in their lives and facilitated their settling into a new community. The assistance helped IDPs walk through a complicated legal and court system to restore documentation, legalize birth/death/marriage certificates received in DPR and LPR, access state-supported targeted financial assistance, reinstate suspended pensions and social benefits, and apply their cases to courts. For example, in Dnipro and Kharkiv, IDPs in group interviews highlighted that exercising their rights in courts and winning cases made them feel empowered.⁴¹⁰ As a legal assistance beneficiary stated: *“When a court ruled in my favor, I felt that I was a citizen of Ukraine.”*⁴¹¹

CBIs seem to be a good approach for engaging and building dialogue between local communities and displaced persons. The evaluation found that some of the community initiatives seem to stimulate advocacy on a local level.⁴¹² In Kherson, one of the community initiative groups shared its activities and efforts preserving an engendered species of plants. Another group mobilized local and displaced people to clean an area and created an art space where any resident can create art work and put it on display. In Lviv, a disabled young woman, thanks to a CBI small grant, managed to organize and conduct a copywriting course (people are trained in writing promotional text for websites) for disabled IDPs and locals.⁴¹³ The respondent reported that the grant was successful in three ways: first, it allowed her to share her skills and experience with other people; second, it boosted the confidence of people with disabilities to take advantage of opportunities and gain new skills to generate some income; and third, it allowed for social interaction with other IDPs and local people with disabilities.

Nevertheless, without sustainable housing and adequately paid jobs, IDPs stated they do not feel fully integrated, as stated by nearly all interviewed IDPs in Donetsk, Luhansk, Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv.⁴¹⁴ As discussed in EQ1, high rents, expensive utilities, often inadequate living conditions, and a lack of opportunities to generate income puts IDPs under extreme stress. This is exacerbated by having to pay the utility costs of their homes in NGCAs for fear of losing it to de facto authorities.⁴¹⁵ IDPs reported that the unaffordability of rent and utilities and a lack of jobs are the main reasons for displaced persons to return to opposition-held territories. However, in Kharkiv, Dnipro, Zaporizhzhia, Kherson, and Lviv, 14 (9 women and 5 men) out of 20 individually interviewed UNHCR beneficiaries expressed their preference to stay in the current settlement and do not wish to return.

Lack of acceptance and negative attitude of the host community are other factors affecting the integration of displaced populations in new communities, according to all group interviews with UNHCR legal, in-kind, and CBI beneficiaries in neighboring oblasts and Lviv, except in Barvinkove Town of Kharkiv Oblast.⁴¹⁶ It should be noted that IDPs in all locations visited by the ET pointed out that in the first year of the displacement, host communities demonstrated great support, kindness, and assistance to displaced populations, providing some temporary housing and all basic necessities.

Annex XV: Beneficiary Feedback on Preferred Forms of Assistance, EQ4, Part II.

Overall, beneficiaries overwhelmingly are very grateful to PRM and its partners for provided support and find services/assistance helpful. In all oblasts, IDPs interviewed individually and in groups made statements like, “If not for the donor, we would not have survived,”⁴¹⁷ and “We do not know how we would survive without the cash we received.”⁴¹⁸

UNHCR-supported beneficiaries are very satisfied with the aid provided by DRC, PIN, ADRA, Proliska, R2P and HelpAge. Beneficiaries expressed a sense of gratitude for any help they can receive, as well as feeling that they are not forgotten. Specifically, shelter reconstruction, food, hygiene, coal, warm clothing and cash assistance highlighted by the majority of beneficiaries. Older age beneficiaries appreciate the visits and inquiries about their needs by the employees of the above-mentioned organization. Particularly, the cash assistance delivery by postal transfer (brought by postman), and diaper distribution were highlighted by older beneficiaries. Cash assistance beneficiaries in all oblasts emphasized that received cash allows them to pay rent and utility bills, buy medicine, diapers, food and clothes. For example, an older female beneficiary in Zaporizhzhia stated that she received one-time cash assistance was very helpful to purchase much needed medication for her elder mother-in-law and also cover part of the rent payment.⁴¹⁹

Overall, the majority of ICRC beneficiaries rate their experience getting services from ICRC as “very satisfactory,” and are very grateful to ICRC for the provided aid. However, in Severodonetsk, beneficiaries would like ICRC to improve information provision about the upcoming aid distribution locations, and in Triokhizbenka, beneficiaries reported about a delay with the distribution of seeds. Cash assistance beneficiaries in Mariupol underlined that ICRC is the only organization helping unemployed IDPs; however, they wish the amount is increased because it is insufficient to make ends meet. Based on the responses of beneficiaries, the ET’s impression is that ICRC is confused with the Ukrainian Red Cross Society, particularly in Liman district.

IOM beneficiaries in Luhansk and Donetsk GCAs are satisfied with aid received. Cash-for-rent and cash-for-work beneficiaries are much more satisfied with programming than those received hygiene kits. However, cash-for-work beneficiaries pointed to the one-off initiative and wished for more similar programs that benefit the entire local community. UNFPA beneficiaries are fully satisfied with the provided psychological and in-kind assistance to women, children and men, emphasizing good communication, timely assistance and care.

As stated earlier, **legal assistance beneficiaries** and CBI grants recipients consider support empowering. However, R2P legal assistance beneficiaries in Kharkiv, Dnipro and Zaporizhzhia specifically emphasized

“The voice of IDPs are heard only through organizations like R2P.”
~ Legal assistance beneficiaries, group interview, Kharkiv

the need to support in court representation, and stressed challenges in paying increased court fees to legalize civil documents or restore social benefits and pensions payments. In Kharkiv, the legal assistance beneficiaries are concerned with the withdrawal of

UNHCR’s support to R2P due to the shift of attention to the East and lack of funds, as discussed in EQ1. In Luhansk and Donetsk Oblasts, legal assistance beneficiaries’ opinions are divided; some claim that R2P services feel impersonal because they were provided over the phone. Others stated that they feel emotional support, describing R2P lawyers as efficient and knowledgeable, as beneficiaries stated: “If all people were like R2P employees in the country, we would probably make some progress.”⁴²⁰

Beneficiaries of **NFI and humanitarian in-kind** assistance distributed by IPs in four neighboring oblasts and Lviv also expressed that the assistance met their needs, especially in the early days of displacement when the majority of IDPs arrived with a few or no personal belongings. In particular, distribution of school items for children, clothes, household items (blankets, heaters, kitchen items) and hygiene products were mentioned frequently the interviewed former and current beneficiaries. Distributed refrigerators to large families seems to greatly improve their quality of life. An individually interviewed IDP older woman, guardian of her three grandchildren, stated that thanks to the refrigerator she can save more food and the children do not get sick stomachs.⁴²¹ However, in Kherson and Lviv, beneficiaries as well as service providers revealed that supply of in-kind assistance sometimes was delayed. As IP in Kherson stated: “Kitchen utensils arrived after a year of submitted requests to UNHCR, and it took two years for badly needed refrigerators to be delivered.”⁴²²

Beneficiaries of IPA emphasized that the received services have a considerable impact on improving lives, especially for children and adults with special needs. IPA allows the receipt of specialized medical diagnosis, care, equipment and other items, which allows to feel less pain, feel more mobile and cared for. For example, the mother of a 12-year-old girl diagnosed with cerebral palsy expressed satisfaction with the provided orthopedic bicycle. It allows the girl to exercise every day and feel less pain in her growing bones and muscles. As mother stated, without this support she would never been able to purchase the equipment because she needs to cover other immediate needs of the family.⁴²³ In another example, a physically disabled man, beneficiary of a wheelchair, expressed gratitude for the provided service and pointed out that thanks to the wheelchair, he was able to go outside after 6 months of being inside and improve the quality of his life.⁴²⁴ However, extremely vulnerable beneficiaries are in need of greater IPA support. For example, to obtain specialized equipment for the disabled or to build a ramp, which costs more than the current 4,000 UAH cap for IPA assistance.⁴²⁵ In Kherson, a social worker reported that a disabled teenage girl with a rare disease needs a specialized wheelchair (which costs far more than the IPA cap), so that when she has a seizure she does not fall from her regular wheelchair.⁴²⁶

Shelter repairs to damaged houses were stated as needed and very helpful assistance by the majority of interviewed shelter beneficiaries in Luhansk and Donetsk. However, shelter beneficiaries pointed to the drawbacks of the assistance. The most frequently mentioned complaints by shelter beneficiaries are: a) inability to install provided materials due to the high cost of labor for installation, especially for pensioners; b) not always listening to needs, for instance, needed windows were not provided (DRC); c) materials to repair interior damage are not provided; and d) quality of provided materials is low (ADRA and DRC).

Improving conditions at the checkpoints by establishing sun shades, lavatories, and consequent winterization of sun sheds made a great difference for and improved conditions for people waiting a long and exhausting lines to cross the checkpoints. As reported by the UNHCR staff improving conditions at the checkpoints did not require big amount of funds and efforts. This was confirmed by individually interviewed beneficiaries in Luhansk and Donetsk.

In Kharkiv, **training beneficiaries** expressed overall satisfaction with the provided courses on self-development; however, beneficiaries encouraged service providers to make suggested training hours accessible for trainees and develop curricula with deeper substance by including skill development courses such as website building, self-marketing, Facebook administration, so that beneficiaries could use knowledge to obtain a job or start income generating activities.⁴²⁷ In Lviv, group interview respondents stated that the CrimeaSOS office is not easily accessible. Respondents wish CrimeaSOS

install sign on office and make the entrance door code-free so that it would be easier for IDPs to locate and enter the office.⁴²⁸

One recurring theme, however, expressed by the majority of beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv is the lack of information about available services provided by the international community.⁴²⁹ IDPs suggested partners to more actively share the information about available services and assistance as well as post reports on websites about how the services and assistance were distributed.⁴³⁰ In Lviv, beneficiaries highlighted that communication with UNHCR partner is weak, and that it is difficult to locate and access the office because of the lack of a sign on the building and entry code on the front door.⁴³¹ In addition, a lack of understanding about criteria and household selection for cash assistance was stated by the interviewed respondents in Lviv. As one of the respondents with multiple children shared, after the lengthy process of verification by the UNHCR partner for cash assistance, the respondent was denied and was not explained the reason.⁴³²

Preferred forms of assistance

The findings suggest the following preferred forms of assistance reported by beneficiaries across the board:

- **Sustainable housing:** In Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv, nearly all group and individual respondents mentioned the availability of abandoned buildings in big cities, towns and villages that could be transformed into livable houses for vulnerable displaced and other socially vulnerable families, if only central/local authorities could provide permission.
- **Access to medication:** high cost of medication and medical procedures, especially for chronic disease patients, puts financial pressure on vulnerable families and force them to choose between purchasing food or medication. As partner stated: “Untreated chronic disease can quickly become an acute and life-threatening condition.”⁴³³ It should be noted that poor quality healthcare and expensive medications are equally problematic for vulnerable host populations, as a number of IDPs and IOs stated.
- **Psychological support:** beneficiaries shared feeling of fear, anxiety, trauma and depression. Children, especially teenagers are experiencing challenges to adapt in new settings, as well as lack of programs oriented to support displaced children, including their psychological health, stressed by female respondent.
- **Improving living/shelter conditions:** insulating walls, windows and roofs, were named as a preferred form of assistance by interviewed UNHCR-supported in-kind beneficiaries in Kharkiv, Dnipro, Zaporizhzhia and Kherson, in particular older IDPs and those residing in rural areas. Since the most vulnerable cannot afford to rent housing with adequate living conditions, light shelter assistance could help to make space more livable.
- **Access to microcredit/loan and income-generating opportunities:** male and female beneficiaries expressed a preference for programs that will enable them to obtain skills to adjust to local job markets and also access to microcredit/loan opportunities to start entrepreneurial initiatives. In nearly in all locations, IDPs brought up IOM’s income generation activities based on in-kind entrepreneurial grants (not PRM-funded) that seems to be having a good impact on IDPs in terms of self-reliance and integration. For example, in Kherson, the ET met an IDP woman who received a training on business planning, prepared a proposal and won a start-up grant in the form of a phone and a computer.⁴³⁴ As a result, the grantee has expanded her business and hired two more employees (local and IDP women).

Annex XVI: Do PRM's Partners Make Use of Best Practices in Their Programming and Engagement? EQ5, Part I, Detailed Version

1. Profiling of affected populations, with particular attention to IDP and host population's needs, preferences, and concerns is critical for IDPs' local integration.

The findings suggest that PRM partners have not conducted a comprehensive profiling exercise; however, UNHCR and its IPs collected protection monitoring data on IDPs at each of the UNHCR-supported oblasts, and each MP conducts assessment that collects contextually relevant data, with particular attention on IDPs' sex-and-age differentiated needs and preferences, although assessment approaches differ. Partners use assessment findings to inform intervention design. UNHCR's protection monitoring systematically collects data on protection needs, social and legal integration needs, factors that increase vulnerability and the sex-and-age disaggregated number of IDPs in target location.⁴³⁵ UNHCR also periodically conducts focus group discussions with diverse groups of displaced to have a structured dialogue on the needs and capacities of IDPs to be self-reliant and how UNHCR can help them to address those needs. That said, however, UNHCR does not collect information from the host population to learn about their needs, concerns and preferences.⁴³⁶ ICRC, as mentioned earlier in the report, engage the entire community in assessments without distinguishing IDPs vs. returnees vs. other conflict-affected populations; however, only IDPs were targeted in their winding down cash assistance program implemented further away from the front-line. IOM, as discussed in EQ2, assisted MoSP to develop national IDP database, conducts a bimonthly IDP survey to track changes in the situation of displaced persons throughout the country. However, as UNHCR, IOM does not survey host population needs and concerns as this practice suggests for successful local integration of the displaced.

2. The inclusion of civil society and IDPs in developing a national legal framework, policy or plan of action on internal displacement is important.

The interviews with local NGOs, IDP advocates and IOs suggest that civil society and IDP groups have been involved in drafting the legislation and advocacy for IDPs. Thus, UNHCR facilitated the process of drafting the IDP Law through an established working group, which includes government, local NGOs, human rights activists, community based organizations, lawmakers, and lawyers. In fact, the interviewed NGOs believe that without the support of UNHCR and other IOs, as well as the active involvement and advocacy of civil society and IDP advocates, Ukraine would not have the IDP Law.⁴³⁷ NGOs and IDP advocates are also active contributors to the five thematic working groups established under the MTOT to harmonize IDP-related legislation, address inconsistencies between policies, advocate for removal of legal and administrative impediments and foster IDP rights (supported by EU).⁴³⁸

3. National governments' adoption of a legal framework acknowledging IDPs' right to local integration.

Ukraine has adopted *the Law on Ensuring the Rights and Freedoms of Internally Displaced Persons* (IDP Law) on October 2014. The law is expected to provide a comprehensive legal framework for the protection of IDPs against discrimination and forcible return, ensuring assistance in voluntary return, facilitate access to social and economic services, including social and unemployment benefits and residence registration. However, the law does not guarantee IDPs' local integration or settlement in other parts of the country. Due to the proliferation of bylaws, some of which in conflict with the IDP Law, and a lack of accompanying instructions in the application of bylaws, results in poor implementation by responsible state institutions.

4. Promoting political buy-in to create legal, policy, and programmatic instruments that enable local integration.

Multilateral partners highlighted the division within the GoU and divergent approaches to the conflict, including the IDP issue. Thus, on the one hand, the political elite, representing nationalistic views (in majority) see NGCA as a cancer that should be cut off. On the other hand, a liberal category of the political elite (in minority), insists that NGCAs is a territory of Ukraine and should be unified.⁴³⁹ These divergent views have politicized the IDP issue. The views from nationalistic camp get translated into public discourse through an unfree media that stigmatizes IDPs as “social dependents” and “supporters of terrorists and separatists.”⁴⁴⁰ As a key informant stated: *“The issue of IDP pensions has become a symbol of political debate.”*⁴⁴¹ In this environment, nearly all interviewed IOs, donors and other external stakeholders characterize MTOT as a champion and supporter of IDPs as a force that has the political will to unify the country. However, it should be noted that in January 2017, GoU approved an Action Plan on reintegration of NGCA territories, which considered by partners as a positive step.⁴⁴² The action plan, according to UNHCR, may be conducive for finding new approaches to access to pensions and social assistance for NGCA residents. The findings suggest that PRM-partners’ advocacy activities, assistance with development of an IDP database, harmonization of IDP-related legislation, technical and training support to MTOT, capacity building of relevant government officials, efforts in mainstreaming PSS and GBV response tools into the social institutions, close cooperation with oblast and local authorities contribute to promoting political buy-in to enable local integration of IDPs.

5. Integration policies and programs should be implemented flexibly and based on IDPs’ settlement needs and preferences to enable their progress towards durable solutions.

The findings indicate that no intention survey among IDPs was conducted to identify settlement preferences of the displaced. The need to conduct such a survey, as well as gauge the will of local authorities in integrating IDPs, was raised by a number of key informants.⁴⁴³ As partners and government respondents indicated, the intention survey findings would be a useful assistance and integration planning tool, and used for advocacy to resolve legal issues, such as voting at local elections. As a key informant said: *“Everyone is talking about the need in housing but nobody knows how much is needed and in what locations.”*⁴⁴⁴ However, UNHCR is currently conducting a desk review of surveys and studies conducted on IDPs in Ukraine, including IOM’s bi-monthly national survey results and UNHCR’s pilot mini-intention survey (sample 500 IDPs) conducted in Dnipro, according to which nearly 70 percent of IDPs desire to stay in their new communities.⁴⁴⁵

6. Ensuring IDP participation and consultation in all components and phases of policy planning, action plan development, program design, and all other decisions affecting them is central for facilitating local integration.

As stated in the first good practice, all IOs conduct assessments prior to designing interventions, which entails direct consultation and involvement of IDPs. As for government efforts, the evaluation found that in Kherson and Dnipro, State Emergency Service (Kherson) and state oblast administration (Dnipro) involve IDPs in discussions related to their situation. For example, in Dnipro, regional authorities jointly with MTOT engaged civil society groups and IDP activists in consultations during the development of the IDP program in 2015.⁴⁴⁶ Still, it is not clear to what extent various groups (women, men, ethnic and marginalized groups) were involved in consultation. In Kherson, State Emergency Service periodically invites IDPs to coordination meetings with state structures and NGOs. This was confirmed by interviewed IDP women, although the effectiveness of these meetings was doubtful. Interviews with NGOs working on IDP issues revealed that there is a lack of information from central and local government about IDP-related plans and strategies. The lack of information and clear government

integration policy to some extent aggravate uncertainty and fear about their future among the displaced populations.⁴⁴⁷

7. An effective mechanism to monitor the implementation of IDP-related processes is important to uphold IDP rights and ensure the achievement of durable solutions.

UNHCR and its IPs conduct protection monitoring and collect information relating to implementation of Ukrainian IDP-related legislation, IDPs' human rights and humanitarian standards observance, gaps in access to services, protection needs and identification of the most vulnerable categories among the displaced. Protection monitoring findings are effectively used to adjust program intervention and advocacy. In 2015, for example, R2P determined that without provision of legal assistance to IDPs, protection monitoring was ineffective.⁴⁴⁸ Thus, in 2016 the program was adjusted and both legal assistance and information counseling (informational materials were developed along with FAQs, including IDP registration steps and applying for targeted financial assistance) were provided to IDPs during the protection monitoring visits. Protection monitoring findings are used to prepare recommendations and advocacy activities to address identified gaps in legislation as well as executive and judicial practices. The most frequent protection issues faced by IDPs are access to social benefits and pensions, freedom of movement, legalization and restoring of identity/civil documents, right to vote in local elections, access to healthcare and medication/treatment, as reported by UNHCR and its IPs.

8. Devising action plans to ensure implementation of IDP policy and incorporation of displacement issues into the local development plans.

The Cabinet of Ministers adopted a Comprehensive State Program for Support, Social Adaptation and Reintegration of IDPs until 2017 along with accompanying Action Plan in December 2015.⁴⁴⁹ The program and its action plan were developed under the MoSP and provide a framework for GoU's response to internal displacement. The adoption of the program is considered by IOs to be a positive step towards durable solutions, an indication of political will and commitment to strengthen the government's capacity to implement the action plan. However, UNHCR and other IOs expressed concerns about the lack of any budgetary allocation for the action plan implementation.⁴⁵⁰

The lack of a comprehensive IDP strategy with a focus on solutions was mentioned by a number of interviewed stakeholders. The strategy would include measures to promote long-term legal, economic and social integration for IDPs. Key informants stated that due to the missing strategy, there is no clarity on policy and directions, mid-and-long term solutions, or the role of multiple government agencies dealing with IDP issues, when, for example, it comes to mid-and-long term solutions, the housing and employment issues.⁴⁵¹ However, in the Ukraine context, external stakeholders, insist that a comprehensive strategy for conflict-affected population is needed to respond to the consequences of conflict, in which IDP issues should also be reflected.⁴⁵² As mentioned earlier in the report, IDPs are one of many socially and economically vulnerable groups in the country.

MTOT is developing a new peacebuilding program to bring together host populations and IDPs in five Eastern oblasts.⁴⁵³ According to MTOT respondents, the program consists of three main components: 1) rehabilitation of infrastructure (building, roads, etc.); 2) economic development and sustainability (livelihoods, job placement assistance, vocational training); and 3) peacebuilding, which entails social cohesion, tolerance, cultural activities and psychosocial support.⁴⁵⁴ As reported, the Ministry plans to implement the program in close collaboration with line ministries MoNE, MoSP, MoH, local governments, and that they are involved in development of the peacebuilding program. Apparently, funding will come from the central government but also from the established of Multi-Partner Trust Fund (MPTF) for Recovery and Peacebuilding of Ukraine.⁴⁵⁵ MPTF is a multi-partner platform to provide

support for peacebuilding, recovery, development and reconstruction needs in Ukraine. The MPTF has two windows, one administered by the UN and the other by the World Bank. UNHCR pointed out that one key difference between these two windows is availability of funds, if the WB's window has funds and UN's does not.⁴⁵⁶ UNHCR is trying to link MPTF with its early recovery intervention; however, a key challenge is to propose recovery framework credible to donors.⁴⁵⁷

The mainstreaming of IDP-related issues into local development plans is weak, as interviews with regional and local government authorities suggest. Key informants expressed concerns about a lack of policy direction, funding support and vision on integration of IDPs on the part of central government, specifically MTOT.⁴⁵⁸ The increased population has put more pressure on already stretched socio-economic conditions, especially in smaller towns.⁴⁵⁹ Apparently UNDP has been helping regional governments to factor the increased population into the regional development plans, as the budget decisions will be made by Gromadas in a decentralized form of government.⁴⁶⁰ At the same time, the interviewed local authorities are hopeful that now with the adoption of the IDP national program, respective funding will be allocated to local development plans.⁴⁶¹ The evaluation found some initiatives and support provided to the displaced population by local authorities. For example, Dnipro oblast administration issued a decree to admit all IDP children to kindergartens, while in Barvinkove, the Mayor office provided free of charge premises for IDP-led community based organization to deliver humanitarian and referral support for IDPs, and social cohesion activities with involvement of the host community.⁴⁶² In Mariupol, City Council reimburses 50 percent for surgical or medical treatment expenses of the most vulnerable IDPs and conflict-affected population, including host.

9. A multi-agency approach is needed for the achievement of durable solutions through local integration during protracted internal displacement.

The findings suggest that the government-led coordination is weak. The newly established MTOT is seen as an entry point for effective coordination by PRM partners and wider international community. As findings suggest, all IOs built good working relations with MTOT and committed to streamline its work. However, as reported by IOs, MTOT faces a number of challenges for effective coordination, including a) lack of resources, including financial; b) staff capacity; c) expertise; and d) convening decision-making power within the Cabinet. In addition, lack of an effective government-led multi-sectorial coordination system, at the central and local levels, is resulting in unclear distribution of responsibilities and overlap between MTOT, MoSP and other government entities which have a mandate on humanitarian, recovery and IDP issues.⁴⁶³ As partners reported, weak coordination architecture creates a challenge in identifying a central government counterpart, which is critical especially if IOs implementing transition projects towards durable solutions.

Humanitarian Country Team (HCT) coordination body, which includes all UN agencies, international and national NGOs, and other international organizations, is based on the Cluster System and facilitated by OCHA.⁴⁶⁴ Overall, the interviewed IOs and external stakeholders agreed that the cluster system is operative, highlighting good work of Protection, Shelter and NFI, and WASH clusters. Yet, interviewed local IPs stated that the results of cluster work are not seen except for sharing of information, and revealed a lack of clarity on OCHA's coordination activity.⁴⁶⁵ However, the partners and external stakeholders named a number of complications in coordination structure along the way, including: a) lack of experience in emergency response of many NGOs and UN agencies, since UNCT traditionally was focused on development issues in Ukraine; b) disconnect in understanding of humanitarian vs. recovery; c) gap in a leadership (the double hatting of RC/HC - being head of HCT and at the same time head of UNDP); d) high turnover of cluster coordinators; and e) competing dynamics between agencies (institution and/or personality based). Key informants pointed out the HCT's and OCHA's lack of

leadership in focusing cluster prioritization given the scarcity of resources and insufficient involvement of government entities in coordination.⁴⁶⁶ The interviewed LNGO members of the Protection and Shelter coordination Cluster indicted a lack of coordination mechanism in in-kind aid distribution that results in duplication of distribution in Luhansk and Donetsk GCAs.⁴⁶⁷ In addition, LNGOs pointed to the cluster's weaknesses such as the lack of a mechanism for exchange of markers in areas of operation; filling out 3W and 5W takes a lot of time, especially during the emergency, so its completion becomes a secondary priority.⁴⁶⁸

According to key informants, transition of clusters to government to coordinate the response in GCAs is protracted. As a key informant stated: "Coordination needs to focus on GCAs and government needs to be put in the driver seat."⁴⁶⁹ Some of the IOs are calling to a review of the clusters so that humanitarian funds are not directed to development sectors.⁴⁷⁰ However, according to OCHA, coordination meetings are increasingly being conducted in collaboration with MTOT in the field. As reported, in Kramatorsk and Severodonetsk meetings with involvement of civil and military state entities have been taking place, and the efficiency of meetings is improving by distributing a matrix with issues that need to be resolved, circulated before the meeting so that stakeholders can prepare in advance and propose solutions.⁴⁷¹ IOs conveyed that some donors (USAID, ECHO) played a good role in improving coordination by attending field meetings, providing the donor perspective, learning about the concerns and constraints faced by the humanitarian community as well as addressing questions.⁴⁷² As reported, the GoU's personal data protection legislation does not allow data sharing even among a very narrow circle of agencies. This, as stated, is challenging for coordination, cross-checking lists and avoiding duplication in assistance.⁴⁷³

According to IOs, IPs and external actors, coordination in NGCAs is more challenging because of the sensitive political and security nature of operation, even though there are only a few humanitarian actors operating officially due to restrictions imposed by the de facto authorities, constant changes in the de facto authorities forming practical impediments to establish working relations, and requests to obtain registration. Although, as OCHA reported, regular meeting in Luhansk and Donetsk are conducted.⁴⁷⁴ OCHA concerned, however, that for funding reasons, agencies try to build bilateral relations with the DPR and LPR authorities. This, as OCHA stated, generates impediments in coordination, creating a variety of standards rather than a single set of operation standards for all agencies. OCHA revealed that despite efforts, it was unsuccessful in building trust on information sharing between partners and forming a united stance at critical moments as a team.⁴⁷⁵ For instance, as OCHA reported, in LPR the de facto authorities imposed ID cards to IOs, and ICRC immediately began to follow the request, without informing the humanitarian community of the undertaking.⁴⁷⁶

10. Transition and effective longer term integration of IDPs must involve development actors and link humanitarian and development interventions in situations of protracted displacements.

Key informants recognize that linkages between the humanitarian, recovery and development interventions are required to address the displacement issue. Nevertheless, the findings indicate a lack of dialogue and operational linkages between humanitarian and development actors in longer term integration of IDPs. Interviews with partners demonstrated limited awareness about development interventions and efforts, except of participation of UNHCR and UNFPA in the UNDAF development process, and IOM's non-PRM funded social cohesion interventions. However, the evaluation found that discussions are going on linking humanitarian and development interventions. Thus, the first of recently established Donor Transition Working Group meeting was conducted at the time of this evaluation with participation of the Minister of MTOT. The technical working group consists of USAID/OFDA, PRM, DFID, ECHO, CIDA and OCHA, and set to meet on a monthly basis.⁴⁷⁷ Another initiative within EU institutions, a

joint humanitarian and development framework, in the process of being established, will guide the EU during the next couple of years.⁴⁷⁸

While it is recognized that MTOT is mandated to promote internal displacement in country development strategy and include support for durable solutions, it has yet to fully translate its mandate into substantive policies and actions. UNDP and the World Bank were distinguished by the interviewed partners as instrumental in improving economic and subsequently integration opportunities. According to IOs and local NGOs, UNDP has a limited presence in Eastern Ukraine and is mainly engaged in infrastructure projects and repairs of some collective centers. This is despite the fact that the 2017 Humanitarian Response Plan aimed at increasing livelihood opportunities and fostering synergy between the humanitarian and development communities.⁴⁷⁹

11. Government officials (relevant national and local authorities, line ministries, law enforcement and parliamentarians) must be trained on the UN Guiding Principles on Internal Displacement and build their capacity to promote a shared understanding of, and approach to, the future of IDP settlements and manage IDP situations accordingly.

All PRM-partners conducted capacity-building activities and trained government officials at all levels on the UN Guiding Principles on Internal Displacement, and other international humanitarian and human rights standards and principles. The interviewed representatives from MTOT, regional state administrations, social service institutions and health departments confirmed the usefulness of attended training organized by PRM partners. Still, UNHCR and other partners pointed to the need for continued capacity building activities to strengthen understanding on durable solutions and increase commitment to mainstream IDP issues into development plans. In addition, there is a need for sensitizing state employees and PSS providers on the ethical and indiscriminate identification, referral and care of GBV survivors.

12. IDPs are heterogeneous groups. Taking into account the differentiated needs, capacities and conditions of IDPs - gender, age, physical and mental ability, and other characteristics – is important at every stage of assistance and integration programming.

This practice is used by all PRM partners in programming and engagement. All partners collect sex, age, physical ability data and adjust programming as needed. For example, as mentioned in EQ3, UNHCR as a result of participatory assessment, discovered the specific challenges faced by elderly IDPs and subsequently adjusted the program to address their needs. However, the interviewed beneficiaries with physical disabilities in Dnipro, Zaporizhzhia and Kherson pointed out the lack of infrastructure for the handicapped in accessing to pensions, other basic services, and simply going outside. In Luhansk and Donetsk GCAs, IOM's beneficiaries reported that hygiene kits are not tailored to female and male needs; thus, women and men stated that hygiene kits contained primarily feminine products, leaving men without razors, for instance.⁴⁸⁰ Similarly, UNFPA/UFPH hygiene packages contain products adapted to women needs, even though hygiene packages are intended to meet family hygiene needs.⁴⁸¹

13. Programs that support local integration should consider different integration challenges for urban and rural IDPs.

Overall, the findings indicate that IOs, through needs assessments identify and take into account differentiated needs of rural and urban IDPs in their programming. For example, ICRC provides assistance to all conflict-affected populations in villages and has a cash program for IDPs in urban settings. UNHCR and its IPs make efforts to reach out to IDPs located in remote areas through its protection monitoring. As R2P reported, a good database has been established during the nearly three years of data collection on IDPs in each operating oblast.⁴⁸² UNFPA provides assistance to any GBV

survivor or person at risk, although as reported there is a gap in accessing to reproductive health services for women from rural areas, particularly in Luhansk oblast. IOM reportedly equally distributes vulnerable IDPs in-kind and cash-for-rent assistance in rural and urban areas. UNHCR reported that in NGCAs their focus is in the areas outside of Donetsk city due to the higher vulnerability. However, in Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv, there is a need for UNHCR and UNFPA to improve their strategies in reaching out to the most vulnerable IDPs in remote and rural areas. As discussed in EQ2, the shift of attention to the east and subsequent budget constraints limit capacities and resources of IPs to conduct consistent protection monitoring and reach out to the displaced residing in rural areas.⁴⁸³ The interviewed UNHCR beneficiaries in Kharkiv, Kherson and Lviv confirmed the poor situation of IDPs residing in rural areas.

14. Facilitating access to adequate housing and livelihood opportunities is important to improve prospects for local integration of displaced populations.

Despite the great need for housing, as observed by partners and stated by IDP beneficiaries, there is little facilitation of IDPs in accessing housing and livelihood opportunities by the government. PRM partners' assistance modalities such as shelter repairs (although aimed at prevention of displacement in Luhansk and Donetsk), cash assistance, ICRC's income and food generation, chickens and seed distribution may facilitate access to adequate housing and livelihood opportunities to some extent. UNHCR partner CrimeasOS reported that 2014 small grants for small business creation and improving housing conditions were one of the most successful interventions since those IDPs who received support are still running their business and employ others.⁴⁸⁴ The ET's impression is that facilitation of adequate housing and livelihood opportunities by partners is more relevant for Luhansk and Donetsk Oblasts than for neighboring oblasts and Lviv. There seems to be social housing discussions between shelter partners and local authorities. Thus, Shelter Cluster reports that at the request of some regional and local authorities, the cluster with the support of the Protection Cluster, and the Housing, Land and Property Working Group (chaired by NRC) has been compiling case studies on technical construction, legal feasibility, beneficiary criteria and ways to involve local authorities to ensure sustainability projects and policies.⁴⁸⁵ As reported, the Shelter Cluster attended a number of meetings on the social housing discussions, some of which were attended by the Ministry of Regional Development, Building, and Housing of Ukraine.⁴⁸⁶

15. Security of tenure and land.

UNHCR's robust shelter intervention in Luhansk and Donetsk GCAs may provide security of tenure through light, medium and some heavy repairs and prevents unnecessary displacements. ICRC and IOM seems to have secured short-and-intermediate tenure security of IDPs through provision of their cash-for-rent assistance in Luhansk and Donetsk Oblasts. UNHCR's one-off multipurpose cash assistance provided short-term relief to vulnerable IDPs to pay for rent in neighboring oblasts, as reported by IDPs. UNHCR and UNFPA beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv stated that they are not protected from being unlawfully evicted from the rented houses and/or pressure by landlords to pay rent for several months upfront or landlords' increasing the rent payment without notification. A key reason for this is the lack of rental agreements between tenants and landlords; this, as various stakeholders stated, is a common practice in Ukraine and not attributable only to IDPs. At the time of the ET's visit to "Romashka" collective center under Kharkiv, UNFPA beneficiaries and other IDPs residing at the center Kharkiv were at risk of eviction, the main reason being debts for utilities. However, as discussed in EQ1, the lack of leases increase IDPs' vulnerability, including but not limited to discrimination against IDPs in renting property. The majority of UNHCR-supported legal assistance cases are about social benefits, registration, and freedom of movement, and almost none are related to rental

agreements, as legal assistance providers reported.⁴⁸⁷ The ET lacks evidence of partners' efforts related to land security.

16. Programs that support the local integration of IDPs should also target and support host communities and seek mutual benefit for both populations. The inclusion and involvement of host communities also contributes to alleviation of discrimination against displaced populations.

The evaluation findings indicate that PRM partners use this practice in their programming. UNHCR conducted Quick Impact projects (QIP) in Luhansk and Donetsk, both in GCAs and NGCAs, and Community Based Initiative grants in neighboring oblasts and Lviv. The interviews with partners indicate that projects are identified by local communities during protection monitoring, participatory assessments, and other community mobilization efforts aimed at addressing urgent community needs. Examples of QIPs include improving drinking water wells and water pumps in villages, rehabilitation and renovation of schools, hospitals, dormitories, orphanages and kindergartens, improving conditions inside of bomb shelters. For example, in Donetsk NGCA, UNHCR in partnership with PIN, together with community members identified a need to repair broken pipes in a local kindergarten; UNHCR provided materials and parents (both locals and IDPs) fixed the pipes.⁴⁸⁸ Since 2016, UNHCR partner Station Kharkiv has been focusing and providing services to vulnerable IDPs and host community (child friendly space, skills development trainings, PSS support). UNFPA assistance is focused on SRH and provision of assistance to survivors or anyone at risk of GBV. ICRC's activities provide mutually beneficial support for all community members. IOM's cash-for-rent and cash-for work includes support for both vulnerable IDPs as well as vulnerable local populations. In Lviv, CrimeaSOS supports a community theater consisting of both the displaced from Crimea and local community members. As reported, the theater helps to foster acceptance of IDPs, mitigate stereotypes and religious prejudice, promotes social cohesions and establishes a dialogue between the host and the displaced.⁴⁸⁹ The information campaigns and photo exhibition of successful displaced persons to alleviate discrimination against IDPs reportedly were successful in changing the attitude of the society and increasing acceptance.⁴⁹⁰

17. IDPs require access to information and effective legal aid to exercise their rights.

The interviews with legal assistance IDP beneficiaries demonstrate that PRM partners provided effective legal aid and made a real impact. Nearly all UNHCR-supported legal assistance beneficiaries interviewed in Kharkiv, Dnipro, and Zaporizhzhia highlighted the professionalism and high quality of service received from R2P lawyers, and that they obtained the intended results. Beneficiaries praised R2P's openness in providing assistance to any IDP in need of legal support without vulnerability criteria. As one beneficiary stated: "R2P does help us in a very practical, real and effective way."⁴⁹¹ Beneficiaries expressed that restoring documentation, reinstating suspended pensions, accessing state supported targeted IDP assistance, exercising their rights in courts and winning court cases makes them feel empowered. However, legal assistance beneficiaries pointed to the need for legal representation in courts and help with property restitution/compensation. In addition, the increase in court fees is a common concern expressed by beneficiaries. UNFPA/UFPH helps women file for divorce and helps them consider their options even if they decide to stay with their husbands.⁴⁹²

A lack of information about provided assistance and services by international community was frequently raised by UNHCR and UNFPA beneficiaries in Kharkiv, Dnipro, Zaporizhzhia, Kherson and Lviv. IDPs would like to receive adequate information about availability of services and assistance, the assistance provision process, assistance eligibility criteria (cash assistance), and aid utilization reports. Apparently, there is a chyron on TV screens declaring that certain amounts of aid (figures in millions of dollars) from donors went to displaced people to help with housing. IDPs stated that this type of information creates confusion for the displaced because they are not aware of a single vulnerable IDP who received help to

permanently solve their housing problems, and also misinforms the host population, creating an illusion that a lot of help is going to people from Donbas and causing tensions between IDPs and locals.⁴⁹³

18. Engagement of local authorities, local NGOs, and CBOs is essential in facilitating local integration of displaced people.

The findings indicate to a notable engagement of local authorities and civil society organizations in facilitating support to IDPs by PRM-partners, although the degree of engagement varies. Thus, in the early stages of the crisis, UNHCR and its partners actively engaged local administrations and municipalities to analyze housing capacity in cities and towns to accommodate the displaced persons. In Dnipro, for example, a government representative described community initiatives implemented in collaboration with UNHCR partners such as ‘Career Days’ to guide the displaced for job opportunities, a travelling theater for IDP children, training sessions for people willing to start their livelihood activities, and city streets beautification events.⁴⁹⁴ In Mariupol, under the framework of “City of Solidarity” forum, five centers for youth and family opened up free photography and pottery clubs for IDP and local children, an information campaign “Our home is our city” was held to increase feeling of societal unity, and a drawing competition was held to foster integration of IDP children.⁴⁹⁵ According to a key informant, as a result of collaborative work with international actors, the provided humanitarian aid, legal assistance, and the psychological support provided by humanitarian organizations, including PRM partners, fostered integration of about 60,000 IDP families.⁴⁹⁶ As reported, the “City of Solidarity” forum turned out to be a successful case and a similar event is being prepared on the national level in Kyiv.⁴⁹⁷ As discussed earlier in the report, UNFPA to a large extent is engaged with the respective state social institutions, health departments and municipalities in the implementation of its GBV prevention activities and SRH service provision services.

IOM’s cash-for-work intervention and distribution of in-kind assistance are conducted in close collaboration with local authorities, and have allowed IDPs, together with local activists, to better the community. Community-based volunteer organizations are engaged in helping to collect information on populations residing in remote areas. ICRC is equally engaged with local authorities and local communities in designing and implementing its interventions on the contact line and NGCAs. For its cash assistance program, existing state structures are used to deliver the assistance to beneficiaries.

Key informants from, Kharkiv, Dnipro, Zaporizhzhia and Kherson stated that with the UNHCR and other humanitarian actors’ attention shift to the grey zone, the engagement with community-based organizations and local authorities is somewhat lessened and the impact is minimal.⁴⁹⁸ A need for closer engagement with local authorities and civil society organizations in mainstreaming IDP issues into local development plans in light of the decentralization process was stressed by local NGOs.⁴⁹⁹ Decentralization may effect long-term integration of IDPs since the commitment and funding will depend on local authorities not Kyiv, as various respondent suggested.⁵⁰⁰

Annex XVII: Desk Review Report



DESK REVIEW REPORT:

Evaluating the Effectiveness of PRM Multilateral Partners in Assisting IDPs and Preparing for the Eventual Transition from Relief to Development

January 2017

This publication was produced at the request of the United States Department of State. It was prepared independently by Zumrat Salmorbekova and Mariia Matsepa, with support from Erica Holzaepfel, Gabrielle Plotkin, and Madison Galdi.

DESK REVIEW REPORT:

EVALUATING THE EFFECTIVENESS OF PRM MULTILATERAL PARTNERS IN ASSISTING INTERNALLY DISPLACED PERSONS (IDPS) AND PREPARING FOR THE EVENTUAL TRANSITION FROM RELIEF TO DEVELOPMENT

January 30, 2017

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DISCLAIMER

The authors' views expressed in this publication do not necessarily reflect the views of the United States Department of State or the United States Government.

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ACRONYMS

CBO	Community-Based Organization
DoS	U.S. Department of State
DPR	Donetsk People’s Republic
DRC	Danish Refugee Council
ECHO	European Commission Humanitarian Aid and Civil Protection
EQUI®	Evaluation Quality, Use, and Impact
ET	Evaluation Team
FY	Fiscal Year
GBV	Gender-Based Violence
GCA	Government Controlled Area
GoU	Government of Ukraine
HCT	Humanitarian Country Team
HPV	Housing Purchase Voucher
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDMC	Internal Displacement Monitoring Center
IDP	Internally Displaced Person
IOM	International Organization for Migration
IP	Implementing Partner
LPR	Luhansk People’s Republic
MoSP	Ministry of Social Policy
MSNA	Multi-Sectoral Needs Assessment
MTOT	Ministry of Temporary Occupied Territories and Internally Displaced Persons
NRC	Norwegian Refugee Council
NFI	Non-Food Items
NGCA	Non-Government Controlled Area
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
PRM	Bureau of Population, Refugees, and Migration
RF	the Russian Federation
SI	Social Impact
SRH	Sexual and Reproductive Health
UF-E	Utilization-Focused Evaluation
UN	United Nations
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
US	United States
USG	U.S. Government

EXECUTIVE SUMMARY

Introduction and Background

This desk review has been prepared independently by Social Impact (SI) for the U.S. Department of State's (DoS) Bureau of Population, Refugees, and Migration (PRM). This document is the first component of a larger evaluation under the following contract: "Evaluating the Effectiveness of PRM Multilateral Partners in Assisting Internally Displaced Persons (IDPs) and Preparing for the Eventual Transition from Relief to Development."

The purpose of this desk review is to identify and analyze best practices and recurring mistakes in locally integrating IDPs worldwide and to determine where the integration of IDPs in Ukraine and the rest of the world has and has not been successful and the reasons why. Additionally, this desk review will inform primary data collection in Ukraine by further examining key findings relating to best practices and recurring mistakes. Specifically, primary data collection will assess the extent to which multilateral partners use best practices or demonstrate application of recurring mistakes in their provision of assistance to IDPs and their preparation for the transition from relief and development. The evaluation assesses programs implemented between 2014-2016 by a selection of PRM multilateral implementing partners (IPs) including United Nations High Commissioner for Refugees (UNHCR), United Nations Population Fund (UNFPA), International Organization for Migration (IOM), and International Committee of the Red Cross (ICRC).

The Desk Review is based on the analysis of five categories of sources: a) international guidelines, including but not limited to the UN Guiding Principles on Internal Displacement; b) grey literature, including technical reports, research, and field studies produced by organizations outside traditional scholarly publications, learning briefs, and conference and seminar proceedings; c) academic literature concerning forced migration and internal displacement; d) a small number of key informant interviews; and e) IP program documents available at the time of this desk review.

This report also presents the evaluation methodology that will guide this evaluation. A detailed Scope of Work (SOW) for the broader evaluation is included in Annex I.

Selected Literature Review Findings

Good Practices for Locally Integrating IDPs

The evaluation team (ET) has chosen to use the term "good practices" instead of "best practices" in acknowledgement of the literature that states programs supporting durable solutions through local integration of IDPs have not been closely studied to determine best practices in facilitating local integration and achievement of specific assistance and protection needs of displaced people.⁵⁰¹ In addition, while a selection of cases offer positive examples of local integration of IDPs, the literature also outlines many drawbacks that prevent these examples from being labeled as "best practices". Through primary data collection in Ukraine, the ET will endeavor to assess the extent to which the good practices presented below are being applied by PRM Multilateral Partners and whether or not they are recognized as good or best practices.

The desk review yielded the following eighteen good practices related to local integration of IDPs:

1. Profiling affected populations, with particular attention to the needs, preferences, and concerns of both IDPs and host populations, is important for local integration of IDPs.

2. Ensuring IDP participation and consultation in all components and phases of policy planning, action plan development, program design, and all other decisions affecting them.
3. Adoption of a legal framework by national governments acknowledging the right of IDPs to local integration.
4. The promotion of political buy-in to create legal, policy, and programmatic instruments that enable local integration is key to achieving a durable solution.
5. Development and utilization of a mechanism to monitor the implementation of IDP-related processes is important to uphold IDP rights and ensure the achievement of durable solutions.
6. Devising action plans to ensure implementation of IDP policy and incorporation of displacement issues into the local development plans is a good practice for effective local integration.
7. Coordinated, multi-agency approaches are critical to achieving local integration.
8. Transition and effective longer term integration of IDPs must involve development actors and link humanitarian and development interventions in situations of protracted displacements.
9. Government officials (relevant national and local authorities, line ministries, law enforcement and parliamentarians) must be trained on the UN Guiding Principles on Internal Displacement and build their capacity to promote a shared understanding of, and approach to, the future of IDP settlements and manage IDP situations accordingly.
10. IDPs are heterogeneous groups. Taking into account the differentiated needs, capacities and conditions of IDPs - gender, age, physical and mental ability, and other characteristics - is important at every stage of assistance and integration programming.
11. Programs that support local integration should consider different integration challenges for urban and rural IDPs. As displacement becomes protracted, IDPs in urban and rural contexts may face unique challenges and have different needs in those settings
12. Programs that support the local integration of IDPs should also target and support host communities and seek mutual benefit for both populations. The inclusion and involvement of host communities also contributes to the alleviation of discrimination against displaced populations.
13. IDPs require access to information and effective legal aid to exercise their rights. IDPs and the affected population should be informed about their rights and have adequate information about registration, settlements options, livelihoods opportunities, availability of services, the assistance provision processes, and eligibility criteria for assistance. Relevant information has to reach all members of the IDP population.

Recurring Mistakes for Locally Integrating IDPs

The team identified the following challenges and recurring mistakes with regard to locally integrating IDPs by international community and governments:

International Community

1. Lack of clear operational accountability, coordination, and clear division of labor increases suffering of the internally displaced.
2. Short-term IDP humanitarian assistance projects, as well as the lack of development organizations' involvement in situations of protracted internal displacement, are detrimental to long-term integration.
3. Lack of consideration of IDP's, host community members', and other affected populations' differentiated needs regarding types of services and programs can lead to overlooking specific integration and protection needs of older people, women, men, girls, and boys.

Government

1. A lack of political will and exclusion of local integration settlement options in national IDP policies prevents long-term development.
2. Inadequate implementation of IDP-related national policies often results in insufficient allocation of resources, lack of technical capacity, lack of understanding of state duties related to IDP settlements, and discrepancies between IDP law and resolutions.
3. A government's lack of capacity in dealing with an internal displacement crisis, as well as a limited understanding of both its responsibilities and IDPs' rights, results in ineffective decisions regarding future IDP settlements while placing citizens' lives at risk.
4. Inefficient coordination within government and with the range of relevant stakeholders hampers implementation of IDP policy and efforts towards achievement of durable solutions. This results in ineffective distribution of responsibilities, and incoherent and inconsistent implementation of IDP strategies.
5. Lack of public information about an IDP crisis may hamper local integration. A lack of information about IDP rights and available services prevents equitable access to assistance. Negative perceptions about IDPs may arise among host communities and IDPs may be viewed as favored by international and government support. This may increase stigmatization and discriminatory public perceptions towards the displaced population and lead to resentment.

Field Evaluation Approach

The findings outlined above will be further examined during primary data collection in Ukraine. The Ukraine field-based evaluation is preliminary scheduled for February – March 2017. The field evaluation will include key informant interviews (KIIs), focus group discussions (FGD), and direct observation of program activities during site visits. KIIs will be conducted with PRM, UNHCR, ICRC, UNFPA, IOM, sub-contractors, local NGO/CBOs, IPs, and other stakeholders participating in

program implementation (e.g. sectoral working groups, participants of CBO forums, human rights NGOs, IDP advocates). The ET will apply a purposive sampling methodology to determine which sites and partners to visit and the groups and individuals with whom to conduct KIIs, FGDs, and observations. The ET will seek to capture perspectives from women, men, older people, the disabled and other particularly vulnerable groups. The data collection tools will enable disaggregation by gender, age, status (IDP, returnee, host household) and location.

The objectives of the evaluation include:

- To analyze whether PRM's partners made use of good practices in their programming and engagement;
- To assess whether PRM's partners appropriately assessed gaps in government humanitarian and integration assistance;
- To identify any unintended consequences that occurred as a result of local integration efforts.

Evaluation Questions

The following evaluation questions are the basis for this performance evaluation:

1. **Access to Services:** What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a *propiska*, social benefits (i.e. pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?
2. **Assistance:** Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provide to date support local integration over the short, medium, and long term?
3. **Beneficiary Selection:** What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance? Are there ways to ensure that the most vulnerable are prioritized?
4. **Beneficiary Feedback:** To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?
5. **Best Practices:** Do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

Following completion of data collection, the ET will systematically analyze the qualitative and quantitative data including transcription of KII and FGD notes in real-time, cleaning and sharing electronic summaries on a rolling basis, and application of tally sheets. The ET will use content, trend, and pattern analysis to identify response categories and to elucidate emergent themes and contextual factors. The ET will capture preliminary findings and conclusions in an evaluation findings matrix that categorizes analysis and recommendations by evaluation question.

1. INTRODUCTION

This desk review, conducted by Social Impact (SI) for the for the U.S. Department of State’s (DoS) Bureau of Population, Refugees, and Migration (PRM), is the first component of a larger evaluation under the following contract: “Evaluating the Effectiveness of PRM Multilateral Partners in Assisting IDPs and Preparing for the Eventual Transition from Relief to Development.”

The purpose of this desk review is to identify and analyze best practices and recurring mistakes in locally integrating IDPs worldwide and to determine where the integration of IDPs in Ukraine and the rest of the world has and has not been successful and the reasons why. Additionally, this desk review will inform primary data collection in Ukraine by further examining key findings relating to best practices and recurring mistakes. Specifically, primary data collection will assess the extent to which multilateral partners use best practices or demonstrate recurring mistakes in their provision of assistance to IDPs and their preparation for the transition from relief and development. The evaluation assesses programs implemented between 2014-2016 by a selection of PRM multilateral implementing partners (IPs) including United Nations High Commissioner for Refugees (UNHCR), United Nations Population Fund (UNFPA), International Organization for Migration (IOM), and International Committee of the Red Cross (ICRC).

The Desk Review is based on the analysis of five categories of sources: a) international guidelines, including but not limited to the UN Guiding Principles on Internal Displacement; b) grey literature, including technical reports, research, and field studies produced by organizations outside traditional scholarly publications, learning briefs, and conference and seminar proceedings; c) academic literature concerning forced migration and internal displacement; d) a small number of key informant interviews; and e) IP program documents available at the time of this desk review.

This report also presents the evaluation methodology that will guide this evaluation. A detailed Scope of Work (SOW) for the broader evaluation is included in Annex I.

1.1. Background to the Program and Evaluation

The evaluation covers programs implemented between 2014-2016 by select PRM multilateral implementing partners (IPs) including, United Nations High Commissioner for Refugees (UNHCR), United Nations Population Fund (UNFPA), International Organization for Migration (IOM) and International Committee of the Red Cross (ICRC). The table below presents the assistance type, target group, and level of PRM funding for each IP:

Table 1: Partner information; type of assistance, target group and PRM funding

Partner	Type of assistance	Target Group	PRM Funding ⁵⁰²		
			2016	2015	2014
UNHCR	Legal aid; information dissemination; counseling; advocacy; cash assistance; capacity building and CSO Forum; quick impact projects to promote peaceful coexistence and tolerance; individual protection assistance, including SGBV; Shelter/NFI; winterization. In NGCAs: community mobilization; self-management support; community center; life-skills training; legal assistance; first aid; small-	Vulnerable IDPs, returnees, conflict-affected population, host community	\$8,100,000	10,400,000	2,850,000

	scale livelihood activities; support to people with disabilities; information counselling; and social support.				
ICRC	Delivering food, hygiene items, medicine and building materials; protection civilians; operations to release and transfer detainees; missing; assistance with medical and surgical care; primary healthcare, cash assistance, reminds key conflict parties of their obligations under the IHL; dialogue with armed forces. There is no IDP specific program in NGCA	Most vulnerable conflict-affected population living along the contact line, very small scale unemployed IDPs, returnees, detainees, wounded.	7,450,000	21,500,000	2,300,000
IOM	Cash-for-work (GCA); cash-for-rent (GCA) and distribution hygiene and winterization kits distribution (NGCA and GCA) is supported by PRM.	Returnees, vulnerable population living close to a buffer zone (20km from the contact line), IDPs and host community. Social institutions in NGCAs.	3,000,000	3,000,000	405,000
UNFPA	Sexual and reproductive health kits; dignity kits; mobile team psychosocial support, information counselling and referral; outreach service; capacity building of state social and health departments; GBV shelter support; awareness raising campaigns; hotline	Social institutions, health departments, and other services providing assistance to women, adolescents	1,000,000	1,000,000	120,000

United Nations High Commissioner for Refugees (UNHCR)

UNHCR receives un-earmarked funds from PRM to support its programming in Ukraine. UNHCR chairs and leads the Protection and the Shelter/Non-Food Items (NFI) Clusters. In 2014, UNHCR supported the GoU to develop IDP-specific legislation, contributed to setting up a registration system, carried out protection monitoring and interventions, and delivered humanitarian assistance in close coordination with local authorities and through engagement with civil society organizations. In 2015, UNHCR responded to the protection needs of the displaced and other conflict affected people, and addressed the lifesaving needs of the most vulnerable populations. The response focused on protection monitoring, advocacy, and proactive interventions, including limited provision of cash-grants, life-saving NFIs, and shelter support for those at highest risk.

International Committee of the Red Cross (ICRC)

ICRC directly implements PRM supported programs in both Government Controlled Areas (GCAs) and Non-Government Controlled Areas (NGCAs) of Luhansk and Donetsk Oblasts. ICRC addresses the humanitarian needs of people affected by the crisis, focusing on the most vulnerable villages located right on the frontline (and to some extent some villages particularly affected further away from the frontline in NGCAs of Donetsk and Luhansk). ICRC's activities include operations to release and transfer detainees between the parties to the conflict, and delivering food, hygiene items, medicines, and building materials to the worst-affected communities. ICRC also assists wounded and sick people to receive appropriate medical and surgical care. With ICRC's material assistance, health facilities on both sides of the contact line treat weapon-wounded and chronically ill patients, and one orthopedic center produces prostheses/orthoses for disabled people. In dialogue with all parties of the conflict, ICRC encourages compliance with International Humanitarian Law and humanitarian principles.

International Organization for Migration (IOM)

PRM supports IOM's assistance to vulnerable populations living close to a buffer zone in the GCAs of Luhansk oblast and the GCAs and NGCAs of Donetsk oblast. Vulnerability is determined based on household income, and also includes the following criteria: people living with disabilities, including disabled children; elderly persons (70+); households with many children (3+); households with members unable to work due to age, disabilities or other causes preventing them from contributing to the HH income; single-headed households and households whose house was destroyed during the conflict.⁵⁰³ IOM implements three main activities in GCAs, including a) cash for rent support; b) cash for work; and c) distribution of hygiene and winterization kits. In NGCAs, IOM targets social institutions and distributes hygiene kits. These institutions are located in close proximity to the most vulnerable groups, namely people with disabilities or chronic disease, elderly in the direst situations, and the homeless.

United Nations Population Fund (UNFPA)

UNFPA's humanitarian response addresses the GBV and sexual and reproductive health (SRH) needs of the most vulnerable women and young people in the region. UNFPA activities include provision of reproductive health kits to health centers and hospitals in the conflict-affected areas, as well as dignity kits and warm clothes to vulnerable families, outreach services to women, capacity building for treatment of sexually transmitted infections, addressing cases of sexual violence, and delivery of joint trainings and support to mobile clinics. In cooperation with Ministry of Social Policy (MoSP), UNFPA supported psychological support and provided healthy life style education to children and adolescents. The UNFPA-led, GBV sub-cluster contributed to strengthening the UN-wide response to combat GBV and ensured its field presence in five eastern regions.

1.2. Methodology and Limitations

To identify and analyze best practices and recurring mistakes in locally integrating IDPs worldwide, the ET reviewed and analyzed five categories of sources:

1. **International guidelines**, including but not limited to: *UN Guiding Principles on Internal Displacement* (OCHA), *IASC Framework on Durable Solutions for Internally Displaced Persons, Handbook for the Protection of IDPs* (IASC);
2. **Grey literature**, including technical reports, research and field studies produced by organizations outside traditional scholarly publications, learning briefs, and conference and seminar proceedings. Examples of such literature from the review include: *Ukraine Humanitarian Newsletter* (UNFPA), *Housing, Land and property challenges for Displaced People* (Norwegian Refugee Council (NRC)), *Resolving Internal Displacement: Prospects for Local Integration* (Brookings), *Protecting Older People in Emergencies: Good Practice Guide* (UNHCR, Help Age), *Local Integration in Action: Lessons Learned Supporting Internally Displaced Persons in Georgia* (Danish Refugee Council (DRC));
3. A small selection of **peer reviewed articles** was also included for review, examples of such literature from the review include *Forced Migration Review* (Oxford);
4. Key informant interviews with PRM's Humanitarian Advisor based in Kyiv and the former UNHCR Regional Representative in Ukraine;
5. A limited number of IP program documents.

1.2.1 Sampling Approach

The ET selected documents for the literature review from various sources, including recommendations from subject matter experts, and an online search that included the following key terms: ("good practices" OR "best practices" OR "lessons learned") and ("IDP local integration" OR

“protracted internal displacement” OR “durable solutions” OR “internally displaced persons”). Literature was eligible for consideration in this review if it contained: a) a discussion on local integration of IDPs as a durable solution; b) a discussion on response approaches to protracted displacement, and the role of states and the humanitarian community, c) a discussion of protection concerns and assistance to displaced people at risk, vulnerable groups, such as the elderly, the disabled, women and children, d) regulatory frameworks and guidance on internal displacement, and e) any lessons learned in moving towards integration of displaced people. In total, the team reviewed 48 sources.

Following identification of sources for the review, the ET developed a spreadsheet to catalog relevant data addressing the desk review objectives. Spreadsheet categories included ‘best/good practices’, ‘recurring mistakes/challenges’, ‘factors for successful local integration’, ‘factors preventing successful local integration,’ and ‘gender/age dynamics.’ Subsequently, the ET analyzed the data, looking at frequently cited themes within each category as the primary determinant for good practices and recurring mistakes.

1.2.2. Desk Review Limitations

- The available literature on practices in locally integrating IDPs remains relatively limited—most of the literature relates to addressing protection needs of refugees in humanitarian crises, return of refugees, and protracted refugee situations. This report addresses such constraints by, most notably, reviewing and synthesizing pieces of literature that address different components of the evaluation (e.g. best/good practices, recurring mistakes and factors supporting and preventing sustainable local integration of IDPs).
- The ET was provided with a limited number of IP program documents. For example, the ET received three documents from ICRC. To address this constraint, the ET visited partners’ websites to access and review additional reports. The ET requested additional documents and materials from IPs and will review these documents prior to field work and include them in the data analysis and final report writing.
- Often program documents do not capture the full extent of IPs’ programming. An in-depth evaluation of each IP, including use of best practices in locally integrating IDPs and social and gender dynamics, will be provided in the final evaluation report.

1.3. Ukraine Country Context

The conflict in Ukraine escalated in early 2014 with the killings of over 100 Protestants of Maidan in February and the annexation of Crimea by the Russian Federation (RF) in March. The militarization of the conflict in the Eastern Ukraine steadily developed in parallel.⁵⁰⁴ The conflict has created a humanitarian crisis for an estimated 3.8 million civilians in both the Government Controlled Areas (GCA) and the Non-Government Controlled Areas (NGCA)—the so-called Luhansk People’s Republic (LPR) and Donetsk People’s Republic (DPR).⁵⁰⁵ As of November 2016, 2.8 million civilians are displaced, 1.7 million are registered internally⁵⁰⁶, and 1.2 million are refugees in neighboring countries.⁵⁰⁷ The war has left an estimated 22,212 people wounded and 9,569 dead.⁵⁰⁸

The IDP situation remains challenging, especially for those people living close to the front line and in the NGCA. To gain access to services and livelihood opportunities, and to maintain family links, the affected populations risk their lives and cross the front line daily, especially at entry/exit checkpoints. Shelling, heavy machine gun fire, and the presence of mines or unexploded ordnance are reported in most locations.⁵⁰⁹ More than 6 million movements across the line have been registered since the beginning of 2016.⁵¹⁰ Part of the affected civilian population still has not been granted full access to essential services and humanitarian aid. Several villages along the front line remain isolated from adequate humanitarian assistance. In Luhansk Oblast, the lack of a transport

corridor has restricted humanitarian agencies and created security issues for the civilian population that is forced to cross a foot bridge. With the main transport corridors passing through Donetsk Oblast, the civilian population in Luhansk Oblast sometimes must move through rivers, forests, and fields, which are at high risk of being contaminated by mines and explosive remnants of war.⁵¹¹

The GoU has enforced several measures that continue to negatively impact the affected population's situation, among which is the Temporary Order that requires NGCA residents to register as IDPs before receiving pensions and other social payments to which they are entitled as Ukrainian citizens. The registration process is complicated and cumbersome, with elderly and disabled IDPs facing additional, unique challenges.⁵¹² In addition, since June 2015, the GOU has prohibited the delivery of commercial cargo to the NGCA, including supplies of food and medicines. The restriction affects people living in both the NGCA and GCA. In NGCA, it increases prices by 2 to 4 times than in the GCA,⁵¹³ reducing the availability of necessary and high-quality products, while in the GCA, it significantly harms farmers' livelihoods.⁵¹⁴

2. FINDINGS

2.1. Good Practices for Locally Integrating IDPs

The ET identified eighteen good practices that support achievement of IDP's local integration. It is important to note that the literature states that programs supporting durable solutions through local integration of IDPs have not been studied extensively enough to determine best practices in facilitating the local integration and achievement of IDP's specific assistance and protection needs.⁵¹⁵ While the findings illustrate some positive examples of IDPs' local integration, the literature highlights many drawbacks that prevent these examples from being classified as "best practices". Examples of drawbacks include inconsistent consideration of Roma IDPs and inclusion of vulnerable families from host communities in housing program in Serbia, or a lack of consideration of access to markets and basic services in housing programs for IDPs settled in rural areas in Colombia. Therefore, the ET recommends using the term "good practices" instead of "best practices", with "good practices" defined as those that were recommended by multiple sources of the desk review.

1. Profiling of affected populations, with particular attention to IDP and host population's needs, preferences, and concerns is critical for IDPs' local integration.⁵¹⁶ It is important to collect information about the range of experiences, needs, and capacities of the displaced, their host families, and their non-displaced neighbors⁵¹⁷, as well as to systematize this information to ensure effective integration of the displaced. The Inter-Agency Standing Committee (IASC),⁵¹⁸ the primary mechanism for inter-agency coordination of humanitarian assistance, "a unique forum involving the key UN and non-UN humanitarian partners," elaborated Guidance on Profiling IDPs, which includes a collaborative process of gathering information on IDPs to advocate on their behalf and help bring about a solution to their displacement.⁵¹⁹ Profiling can help identify a) the sex-and-age disaggregated number of IDPs, b) information about displaced populations vis-à-vis local residents, c) contextually specific factors that increase vulnerability, protection gaps and d) the whereabouts, strengths and weaknesses of the target population.⁵²⁰ This information can provide entry points for programming. Inclusion of diverse perspectives, such as those of women, girls, men, boys, the elderly, persons with disabilities, and other minority and vulnerable groups will help to better

understand IDPs' specific needs and experiences.⁵²¹ IDP profiling may also provide information on their settlement intentions and aspirations in protracted displacements.⁵²²

The Guidance includes examples of IDP profiling, e.g. a desk review IDP settlement matrix in Somalia, Aerial/satellite Z imagery in Indonesia, population size estimation method in Tanzania, and flow monitoring in Somalia.⁵²³ In another example from Myanmar, an ageing expert seconded to the Global Protection Cluster observed gaps in information gathering about older people.⁵²⁴ Working with protection agencies, the expert helped to revise the monitoring questions used in the review. This resulted in a more holistic analysis and inclusion of information on older men and women in programming.⁵²⁵

No single and comprehensive IDP profiling is available to all development and humanitarian actors in Ukraine, although partial IDP profiling in Ukraine has been conducted independently and sporadically by different humanitarian actors.⁵²⁶ In 2016, the Joint Independent Profiling Service (JIPS),⁵²⁷ an inter-agency service based in Geneva, funded by BPRM and OFDA (among other donors) that provides technical support to government, humanitarian, and development actors seeking to improve their information about internally displaced populations, visited Ukraine. The JIPS support to Ukraine was initiated by a request received from the Shelter Cluster and UNHCR in June 2016. The request highlighted the need for support in an assessment of IDPs living in collective centers across the country to inform adequate housing solutions for IDPs.⁵²⁸ Following discussions with Shelter Cluster focal points in country, and strongly supported by JIPS ExCom members, the scope of the exercise was broadened to address solutions outside the housing sector. JIPS was asked to support both technical aspects of the process and coordination/advocacy elements to ensure an effective and timely exercise.⁵²⁹ The JIPS mission found a mixed displacement situation. The mission identified at least four categories of IDPs: registered IDPs, not registered IDPs, IDPs in collective centers, and Crimean IDPs. In its mission report, it made 18 observations and recommendations, among which are profiling, a comparative analysis of different groups, and a platform to oversee profiling.⁵³⁰

2. The inclusion of civil society and IDPs in developing a national legal framework, policy or plan of action on internal displacement.⁵³¹ The literature highlights the role of civil society, including local lawyers and NGOs, working with IDPs in strengthening national legislation and developing action plans.⁵³² When partnerships are forged with civil society groups, national and international responses to situations of internal displacement are better informed, assisted, and enhanced.⁵³³

The involvement of civil society in strengthening the legal framework may help to ensure that national legislation is in line with international humanitarian laws and norms. For example, in Armenia, Azerbaijan, and Georgia, local lawyers and NGOs undertook comprehensive analyses of national legislation and worked with governments to bring legislation in line with the Guiding Principles.⁵³⁴ Engagement of local NGOs working with, and advocating on behalf of, IDPs helps to ensure that the needs of IDPs and affected populations are addressed.⁵³⁵ For example, resulting from a participatory process with civil society organizations, ten municipalities in Colombia developed plans and projects focused on housing, food security, and income-generation activities, as well as social components such as psychosocial interventions and activities to improve relations between IDPs and host communities.⁵³⁶

In Ukraine, the literature indicates that the draft law "On Ensuring Rights and Freedoms of IDPs" was developed with the extensive involvement of NGOs providing legal, humanitarian, and psychosocial support to IDPs.⁵³⁷ However, the version of the draft law that was signed into law by

the President differed significantly from the original civil society proposal. As reported, many suggested provisions, including humanitarian aid and IDP property rights were excluded.⁵³⁸

3. National governments' adoption of a legal framework acknowledging IDPs' right to local integration.⁵³⁹ Policies supporting IDPs' local integration are important to guarantee displaced persons the same rights and freedoms as other citizens.⁵⁴⁰ The UN Guiding Principles on Internal Displacement stress that the primary responsibility for meeting IDPs' protection and assistance needs, as well as for creating conditions for achieving durable solutions, rests with the national authorities.⁵⁴¹ The literature underscores the importance of adopting national laws, policies, and strategies on internal displacement that do not discriminate against IDPs and provide the same rights and freedoms as citizens.⁵⁴²

It is important that national laws or policies offer displaced people a genuine choice between settlement options, acknowledging the right of IDPs to local integration. In Georgia, the IDP Law and State Strategy for IDPs outlined both return and local integration as relevant durable solutions and provided a comprehensive framework for assistance to IDPs.⁵⁴³ This enabled displaced persons to work, move freely, and access public services. As a result, Georgia's legislative framework allowed some IDPs to find jobs, purchase their own homes, and establish ties with the host population.⁵⁴⁴ Likewise, Turkey acknowledged, in its 2005 national strategy framework, the right of IDPs to local integration.⁵⁴⁵ In Iraq, the 2011 durable solution strategy included other settlement options in addition to IDPs' return.⁵⁴⁶ National IDP policies in Sudan and Uganda also recognize the Guiding Principles on Internal Displacement and acknowledge return, local integration, and settlement elsewhere as options for IDPs.⁵⁴⁷

In Ukraine, the law "On Ensuring Rights and Freedoms of IDPs" (adopted in 2014) provides no guarantees for local integration or settlement in other parts of the country.⁵⁴⁸ However, the law guarantees IDPs' the right to return to their original home areas and reintegrate.⁵⁴⁹ One briefing paper concludes that despite some legislative improvements, prominent gaps remain in Ukraine's IDP law.⁵⁵⁰ The paper states that "areas such as registration of IDPs and granting legal status, civil registration and the issuance of documents, and non-discriminatory access to social benefits remain problematic."⁵⁵¹

4. Promoting political buy-in to create legal, policy, and programmatic instruments that enable local integration.⁵⁵² The literature underscores that governments' political will is the single most important factor to create the legal, policy, and programmatic instruments needed to enable local integration of IDPs, and to ensure that displaced populations living in host communities feel secure, have access to services, and receive needed support.⁵⁵³ The literature discusses the fact that nearly all governments with protracted displacement situations favor the return of IDPs or refugees to their places of origin over other settlement options, even if it is not possible due to ongoing conflict.⁵⁵⁴ Usually, governments have political or demographic reasons for this preference.⁵⁵⁵ This results in policies toward IDPs that limit provision of assistance to IDPs to integrate locally, as is the case in Serbia, Sudan, and Burundi.⁵⁵⁶ In other cases, like in Colombia and Georgia, the government's focus on return is not a major factor; rather, local integration is not well articulated as a possible solution in policies.⁵⁵⁷ Pursuing local integration may be ineffective and counterproductive without an understanding of the reasons behind an absence of political buy-in for local integration of IDPs.⁵⁵⁸ Therefore, the literature suggests that actors involved in promoting local integration of IDPs gain a full understanding of the rationale behind a lack of political will for locally integrating IDPs.⁵⁵⁹ A key informant echoed this and suggested conducting an in-depth study to understand the political reality of Ukraine and identify what government is politically able and

willing to do.⁵⁶⁰ In situations where local integration is a politically sensitive issue, it is advised to employ different terminology adapted to the local political and social context.⁵⁶¹

In Georgia, for example, DRC used two arguments in persuading the government to commit to local integration. The first is that durable solutions are not mutually exclusive, “offering IDPs the chance to integrate locally does not remove their right of return. IDPs who integrate locally are more likely to have physical, financial, and emotional resources to make success of return – whenever that becomes possible – than those who have subsisted in passivity and dependence.”⁵⁶² The second argument is that “providing durable solutions to IDPs can reduce the chances of future instability.”⁵⁶³

5. Integration policies and programs should be implemented flexibly and based on IDPs’ settlement needs and preferences to enable their progress towards durable solutions.⁵⁶⁴

According to international humanitarian laws and norms, IDPs are entitled to a voluntary and meaningful choice between return, local integration, and settlement elsewhere in their country.⁵⁶⁵ The literature suggests that IDPs’ different settlement preferences are based on their personal experience and circumstances of conflict, even within a family.⁵⁶⁶ Some individuals, families or groups may choose to integrate locally, even if return is considered possible by other groups.⁵⁶⁷ For example, in Serbia, older IDPs preferred to return to Kosovo if their jurisdiction remained under that of Serbia, while young, displaced people were interested in returning unless income-generating opportunities or jobs were available.⁵⁶⁸ There are cases when IDPs may prefer mixed settlement options. For example, in Burundi IDPs commute to their areas of origin to cultivate land while living in IDP settlements.⁵⁶⁹ Accordingly, consultations with IDPs, especially vulnerable groups, regarding the settlement option is particularly important, so that IDPs are in a position to make an informed choice on settlement.⁵⁷⁰ Displaced women, for instance, must be consulted in the settlement decision-making process so they are not forced to follow their husbands against their will.⁵⁷¹

At the same time, sources indicate that the longer displacement lasts, the less likely IDPs are to return to their areas of origin.⁵⁷² In protracted displacements, displaced people are often unable or unwilling to return to their homes for a number of reasons, including a sense of fear or insecurity.⁵⁷³ The literature emphasizes that it is often the most vulnerable IDPs who remain in protracted displacement.⁵⁷⁴ Therefore, programs should consider particular support for the most vulnerable among the IDP population to integrate locally, applying qualifying criteria such as age, gender, disability, and diversity.

In Ukraine, while there has not been a single, comprehensive, official integration policy or program, the measures that the GoU has implemented were neither flexible nor based on the needs, rights, and settlement preferences of IDPs.⁵⁷⁵

6. Ensuring IDP participation and consultation in all components and phases of policy planning, action plan development, program design, and all other decisions affecting them is central for facilitating local integration.⁵⁷⁶

As stated in the Guiding Principles, governments have responsibility to consult with IDPs in the planning of durable solutions decisions, and in the design and distribution of assistance.⁵⁷⁷ Such participation enables governments and the humanitarian community to better understand the risks and threats IDPs face, as well as their needs, interests, capacities, and coping mechanisms. 20 out of 45 sources reviewed said that women, men, as well as representatives from different age groups and socio-economic groups, ethnicities, religions, and other potentially marginalized groups of IDPs must be fully included in policy planning, program design, and all decisions affecting them.⁵⁷⁸

The literature suggests that, despite the lack of involvement of Ukrainian IDPs in the decision-making process by governmental and non-governmental actors, IDPs have proactively created civic organizations and volunteer movements, or organized to coordinate collective centers for the internally displaced.⁵⁷⁹ Reportedly, some IDP organizations managed to establish contacts with local authorities and started to set up non-official civic councils that work closely with the official authorities and some cases influenced their decisions.⁵⁸⁰ UNHCR-Ukraine reports that, in 2015, the first community-based organization (CBO) forum, with participation of more than 128 CBOs was conducted in the eastern part of the country.⁵⁸¹ The participation of IDPs through this forum might be one way for them to be consulted and involved in decision making. At this stage of the evaluation, the team is cautious about definitively stating the extent and content of IDPs' participation in the decision-making process due to limited access to program documents and the current absence of primary data to triangulate this finding. The ET will examine this finding in greater depth during the field evaluation.

7. An effective mechanism to monitor the implementation of IDP-related processes is important to uphold IDP rights and ensure the achievement of durable solutions.⁵⁸² The literature suggests that national and local authorities, as well as humanitarian and development actors should establish an effective mechanism to monitor the process of supporting durable solutions.⁵⁸³ A monitoring mechanism is useful in determining any gaps in implementation, tracking progress towards integrating displaced populations, and ensuring that human rights standards, in particular with regard to safety, security, and voluntary choice in settlement options, are adhered to. A rigorous monitoring mechanism is also needed to prevent or minimize any unintended consequences that may arise during the implementation of policies and interventions.⁵⁸⁴ The literature stresses that monitoring activities and assessments should include gender analysis and take into account age, disability, and other special needs within the displaced population.⁵⁸⁵ The IASC Framework on Durable Solutions has laid out eight interwoven criteria to measure progress towards durable solutions.⁵⁸⁶ It is recommended that these be translated into indicators that are sensitive to the local context. Indicators are important to inform efforts to monitor progress towards IDP integration. It is suggested that the process of indicator development be participatory, with close cooperation between the authorities, humanitarian and development organizations, and IDP communities.⁵⁸⁷

The Humanitarian Country Team in Ukraine employs the Humanitarian Response Monitoring Framework to oversee the implementation of the Humanitarian Response Plan. This Framework measures the progress of collective humanitarian response, commits to a quarterly check against delivery on all interventions, and on the impact of access constraints throughout the area of operations.⁵⁸⁸ Sex-and-age disaggregation are reflected in reporting tools and documents.⁵⁸⁹ UNHCR and its implementing partners also conduct protection monitoring and collect information relating to respect for IDPs' human rights, humanitarian standards, and implementation of Ukrainian legislation.⁵⁹⁰ Monitoring findings are used to prepare recommendations for further advocacy activities by UNHCR and its partners, and to address identified gaps in legislation as well as executive and judicial practice.⁵⁹¹

8. Devising action plans to ensure implementation of IDP policy and incorporation of displacement issues into the local development plans.⁵⁹² National responsibility entails not only adopting IDP-related legislation, but also implementing it. The literature suggests that governments should develop an action plan to implement IDP-related policies.⁵⁹³ Action plans help to delineate institutional responsibilities for responding to internal displacement, prioritize measures, and identify mechanisms for coordination. Establishing priorities in the allocation of a budget at the disposal of national and local authorities for successful enactment of national IDP

legislation is equally important.⁵⁹⁴ For example, Georgia's 2009 Action Plan has a clear emphasis on local integration of the displaced and contains socio-economic measures aiming towards full integration of IDPs.⁵⁹⁵

The incorporation of displacement issues into local development plans helps set the procedures and criteria for the allocation of benefits for displaced people, as well as attract attention and funding of development organizations.⁵⁹⁶ Participation of IDP communities and local CBOs in the entire process, specifically during design and implementation of those plans, is important. It ensures that IDP and host communities' specific needs are reflected in national and local development plans.⁵⁹⁷

In the case of Ukraine, while the Cabinet of Ministers adopted the Comprehensive State Program for Support, Social Adaptation, and Reintegration of IDPs until 2017, along with an accompanying Action Plan, at the end of 2016, no funds have been allocated for its implementation.⁵⁹⁸ Local development plans are only being conceptualized by select regions of Ukraine since the country is at the embryo stage of its decentralization policy. The integration of IDP issues into local development plans remains to be seen.⁵⁹⁹

9. A multi-agency approach is needed for the achievement of durable solutions through local integration during protracted internal displacement.⁶⁰⁰ The literature suggests that local integration is a multi-sectoral process that requires engagement from a wide range of stakeholders.⁶⁰¹ Hence, a government-led structure consisting of key relevant line ministries and government authorities; humanitarian and development agencies; and NGO partners is important for effective coordination, distribution of responsibilities, and ensuring a coherent and comprehensive IDP strategy implementation.⁶⁰² In Georgia, for example, the Ministry of IDP, a national institution that oversees implementation of an IDP Action Plan, appointed a Steering Committee to engage key government agencies, donors, multilateral organizations, as well as international and local NGOs. In order to develop specific plans and initiatives, a Temporary Expert Group was organized consisting of interested parties.⁶⁰³ As reported, "this structure provided a mechanism to coordinate activities and tackle differences in approach. For example, the Georgian government's political incentives to act quickly did not always sit easily with the more process-driven style of international organizations, highlighting the need for mutual understanding."⁶⁰⁴

10. Transition and effective longer term integration of IDPs must involve development actors and link humanitarian and development interventions in situations of protracted displacements.⁶⁰⁵ Several studies suggest that both humanitarian and development support is needed in order to achieve solutions for protracted displacements through local integration.⁶⁰⁶ However, discussions in the literature indicate that the involvement of development agencies in situations of protracted displacement is often absent, because internal displacement is traditionally considered a humanitarian, human rights, or security issue.⁶⁰⁷ Nevertheless, as highlighted in the literature, internal displacement constitutes a development challenge too, especially in the cases of fragile and conflict-affected countries where the presence of displaced populations creates an additional strain on already weak public services, economies, national and local institutions.⁶⁰⁸

In protracted displacements, the IDPs' needs may change over time. In the early stages of displacement, life-saving needs such as physical security and basic necessities are often prioritized. As time passes, livelihoods, adequate housing, remedies of lost property, and access to education, healthcare, and political participation become important.⁶⁰⁹ Therefore, it is important to link humanitarian and development interventions to reduce risk for IDPs from becoming more vulnerable as displacement becomes protracted, especially for those IDPs who depend on

humanitarian assistance.⁶¹⁰ The literature also underlines the links between housing and livelihoods, as well as housing and access to services, and housing and property rights.⁶¹¹ For example, in urban and rural areas, when an IDP gains fixed property, they can affirm their residency and register children to school and access health facilities. Therefore, several studies emphasize the need for integrated and comprehensive solutions.⁶¹² For example, “income-generation projects need to include food security; education and health projects will flounder if users do not have decent and stable housing; maintaining housing requires a source of income; psychosocial counseling may be an essential ingredient for projects related to any of the above.”⁶¹³

A study on local integration of IDPs in six countries of Africa, Europe, and Latin America suggests the following strategies to mobilize development organizations in support of durable solutions for IDPs.⁶¹⁴ First, “governments should specifically refer to internal displacement in their country development strategies and include support to durable solutions as an objective therein” and make visible that funds for IDPs are additional, rather than in place of other funds.⁶¹⁵ Second, development organizations should be more sensitive to IDPs’ needs and vulnerabilities. Further, humanitarian organizations should mainstream IDPs’ needs into wider development plans to attract the attention and funding of development organizations. Finally, “donor funding should not only be for government programs, but also for civil society and community initiatives, and humanitarian and development interventions simultaneously.”⁶¹⁶ Interviews with key informants suggest that in Ukraine, even though development actors are involved in IDP issues, there is still a lack of dialogue between humanitarian and development actors.⁶¹⁷ This, according to a key informant, is mainly due to the passive engagement of the Ministry of Temporarily Occupied Territories and IDPs (MTOT) with development and relief actors together, as well as the lack of a vision for development.⁶¹⁸ The ET will examine this in detail during the field evaluation.

11. Government officials (relevant national and local authorities, line ministries, law enforcement and parliamentarians) must be trained on the UN Guiding Principles on Internal Displacement⁶¹⁹ and build their capacity to promote a shared understanding of, and approach to, the future of IDP settlements and manage IDP situations accordingly.⁶²⁰ Training initiatives help to build government capacity and accountability. They are also essential to ensure awareness of their protection and assistance duties, as well as to help them effectively fulfill these responsibilities. Capacity building activities may help state officials recognize that IDPs have diverse needs, experiences, and capacities to sustain their displacement. Therefore, government officials may develop simplified procedures to ensure that vulnerable groups are actively considered in approaches to support local integration. An inclusive approach would help prevent vulnerable groups from becoming or remaining vulnerable and facilitate their access to social services and employment opportunities. For example, the literature highlights the need to simplify procedures for registration and social assistance, and empower social welfare institutions to assist extremely vulnerable IDP populations, specifically older persons, female-headed households, single parents with minor children, children without parental care, the disabled, and other marginalized groups.⁶²¹ Education functions, as well as monitoring the situation of IDPs and facilitating redress, can be taken by national human rights institutions.⁶²² According to the literature, there is a growing practice of conducting training workshops that bring together representatives of national and local government, civil society, IDP communities, and international organizations. In 1999, the government of Uganda requested a first training workshop on the Guiding Principles and a set of training modules on internal displacement developed by NRC.⁶²³

12. IDPs are heterogeneous groups. Taking into account the differentiated needs, capacities and conditions of IDPs - gender, age, physical and mental ability, and other characteristics - is important at every stage of assistance and integration programming.⁶²⁴ Findings indicate

that there are specific needs and capabilities to consider even within the same sex and age group.⁶²⁵ For example, a study in Puttalam District of Sri Lanka states the importance of understanding the young men in displacement and suggests that agencies need to take greater account of the role and positions of young displaced men when formulating gender-sensitive policy and designing integration programming.⁶²⁶ The study highlights that young men play an important role in the integration process through establishing contacts between locals and IDPs and providing common ground where different groups can come together.⁶²⁷

Older people require long-term social protection and assistance in their access to social services, documentation and livelihoods opportunities. Findings highlight gender and age differences among older people.⁶²⁸ Thus, differences exist between those who are physically and mentally productive and those who are not. In terms of gender-based differences, the literature specifies that older women who tend to live longer can expect reduced family and household support, and decreased access to services and other assistance provided by government and/or international programs.⁶²⁹ Also, older women may share the burden of caring for children. For older displaced men, the inability to provide for their family, as well as losing their role and status due to displacement, may negatively affect their psychosocial and mental health.⁶³⁰ The literature emphasizes that for the elderly and widows, social support is a crucial factor in facilitating local integration.⁶³¹ Displacement also has a differentiated impact on minority groups within IDP populations. For example, the smaller and socio-economically marginalized Roma population among Kosovo Serb IDPs in Serbia face particular risks in protecting their IDP rights to documentation and legal identity, healthcare, education, employment, and housing.⁶³²

UNHCR makes efforts to identify differentiated needs of displaced populations and developing strategies to enhance the protection of vulnerable groups. UNHCR-Ukraine's consultations with disabled IDPs, organizations working on disability issues, and a range of other actors yielded key concerns of people with disabilities, which are similar to those of other IDPs—namely financial difficulties, relations with host communities, and access to social payments, medical assistance, housing, employment, and social services. However, the main differences relate to the additional burden of disability and the lack of infrastructure allowing access to basic government services. As a result of these consultations, UNHCR has elaborated a set of actions at the national and local levels to enhance the protection of disabled IDPs and refugees in Ukraine. In addition, it has also developed local action plans for areas with the most IDPs and refugees with disabilities, specifically Odesa, Kyiv, and eastern Ukraine.⁶³³

13. Programs that support local integration should consider different integration challenges for urban and rural IDPs.⁶³⁴ IDPs in urban and rural contexts may face unique challenges and have different needs.⁶³⁵ The literature suggests that IDPs, like in Georgia, Sudan, and Zimbabwe, prefer to settle in urban areas due to greater livelihood opportunities.⁶³⁶ However, a lack of the particular skills required by urban employers, ability to adapt to the urban labor market, and ability to sustain themselves using traditional livelihood strategies are key challenges for IDPs in cities. Inadequate housing presents a great challenge to local integration of IDPs in urban areas due to the higher value and scarcity of land.⁶³⁷ In rural areas, on the other hand, the lack of income-generating opportunities poses the main obstacle for IDPs' local integration. In rural areas, livelihoods, to a large extent, depend on access to land and the ability to farm. In addition, IDPs place an additional burden on already stretched public services in rural areas, making them unwelcome by the local population. The literature suggests that ethnic, religious, cultural, and other differences may cause discrimination and create another obstacle to local integration in rural areas, as with Roma IDPs in Serbia or Javanese IDPs in Aceh.⁶³⁸ A lack of affordable and regular transport for IDPs in rural areas creates barriers to accessing employment opportunities, health, and education services, especially

for the elderly and disabled, as reported in Ukraine.⁶³⁹ Access to documentation is considered key for local integration, particularly in urban areas.⁶⁴⁰ A lack of documentation prevents IDPs from exercising their social, economic, and political rights, such as accessing pensions in the RF and Ukraine, obtaining property rights in Azerbaijan, or accessing services and jobs in Niger.⁶⁴¹

14. Facilitating access to adequate housing and livelihood opportunities is important to improve prospects for local integration of displaced populations.⁶⁴² 17 out of 48 sources reviewed underscore the importance of adequate housing for promoting local integration of IDPs. Findings suggest that housing initiatives that support local integration of IDPs offered land, social housing, construction grants in the place of displacement, new housing, cash assistance, and legal assistance in Cyprus, Serbia, Georgia, and the RF.⁶⁴³ An innovative approach in the form of the Housing Purchase Voucher (HPV) was piloted in Georgia to provide IDPs with housing.⁶⁴⁴ This approach enabled ownership of housing for some IDPs. HPV was a cost-effective way to assist integration of IDPs into the local community, and helped to release assets back to the community, such as schools and government buildings that had been occupied by displaced population.⁶⁴⁵ Ownership of a house is considered as a precondition for self-reliance.⁶⁴⁶

An effective durable housing strategy should target the most vulnerable, include clear housing standards, a fair and transparent selection process, and an effective complaint mechanism.⁶⁴⁷ Housing also provides great psychological impact on displaced families. A housing program which facilitates local integration by avoiding physical separation of IDPs from the host community is considered a good approach.⁶⁴⁸ Separation of IDPs from the host community may contribute to segregated schooling, which is not considered permissible as a long-term solution for displaced children. In places where schooling segregation exists, arrangements should be made to phase it out, especially in situations of protracted displacement. Provision of school transportation, especially where residential segregation exists, may ensure that IDP children can integrate into local schools.⁶⁴⁹

The literature discusses that livelihoods support should be inclusive of vulnerable groups within displaced populations.⁶⁵⁰ Thus, mainstreaming age, gender, and diversity in programs supporting livelihoods, allocating resources, and adequate protection monitoring to prevent IDPs from resorting to negative coping strategies is important.⁶⁵¹ For example, a survey of IDPs in Serbia found that displaced Roma and Serb women tended to be relatively disadvantaged in accessing the labor market.⁶⁵² Livelihoods support programs, such as training and small business loans for IDPs seeking local integration, should include older displaced women and men who are still able and willing to work. It is also recommended to include older people, the disabled, and other marginalized IDP groups in cash transfer schemes.⁶⁵³ For example, in Kyrgyzstan and Haiti, an NGO provided monthly cash transfers to the most vulnerable families and older people “to replace lost income such as pensions, increase their purchasing power, enable older persons to establish their own priorities and give them the choice of items they wish to procure to re-establish livelihoods.”⁶⁵⁴ This also helped older persons to contribute to their families and combat feelings of dependency.⁶⁵⁵

Findings also suggests that livelihoods cannot be defined or considered separately from other rights and needs such as land and property rights, and access to education and services.⁶⁵⁶ Thus, an integrated approach is needed to create a social and economic environment that benefits IDPs. The literature suggests that providers, supported either by the government and/or the international community, should ensure a flexible approach in providing services, in terms of location, timing, content, and scope, so that IDPs, particularly vulnerable groups, have unimpeded access to services, such as health, education, and social support.⁶⁵⁷ For example, Sweden employs an innovative approach in enrolling refugees in a work integration program.⁶⁵⁸ Once a refugee receives resident

status, the national public employment service helps the refugee gain a foothold in their new environment. The skills assessment component of the program looks at formal qualifications, employment history, soft skills, and other employment relevant experience. The refugees also express their personal expectations. The Swedish program starts parallel paths to training and integrating the refugee; for example, refugees study language and look for a job at the same time. The program also helps refugees look for appropriate housing. Subsidies for work and preparatory training courses help pave the way to a mutually positive kick-start. Continued assistance after the refugee starts working helps ensure sustainability of employment.⁶⁵⁹

In Ukraine, along the front line and in the NGCA, individuals' livelihoods are critically fragile, and the ability to cope remains out of reach for the most impacted populations, increasing the risk of long term vulnerability.⁶⁶⁰ In terms of housing, several organizations such as UNHCR and IOM have promoted housing projects, but the GoU has not provided social housing since the collapse of the Soviet Union.⁶⁶¹

15. Security of tenure and land.⁶⁶² Often, IDPs fear of expulsion from their housing or land due to tenure insecurity. The literature emphasizes that it is a key challenge for authorities to provide displaced persons with a secure tenure in the settlements and resolve any outstanding land rights, especially in protracted displacement.⁶⁶³ Ensuring security of tenure could happen through intermediate solutions such as rent subsidies, cash grants, or building materials in situations when government has a limited capacity. Another good practice is inclusion of all stakeholders, including IDPs, in land attainment processes as well as in the design and construction of new homes, which have access to livelihoods opportunities.⁶⁶⁴ Governments should support housing that is durable, owned by inhabitants, and is accessible to public services and livelihoods opportunities. In West Timor, sustainable settlement in the form of ownership and another form of tenure surety was possible in cases where land identified for IDPs was government-owned or when IDPs purchased themselves through negotiations with host communities.⁶⁶⁵ In Burundi, women are not entitled by national law to officially inherit or sell land, but can only manage family assets in their husband's absence, although the constitution does provide men and women equal rights to inheritance.⁶⁶⁶ Such discrepancies and gender-based discrimination prevent women and orphan girls in accessing and recovering the land of their deceased husbands or parents, who find themselves forced out by male family members.⁶⁶⁷

16. Programs that support the local integration of IDPs should also target and support host communities and seek mutual benefit for both populations. The inclusion and involvement of host communities also contributes to alleviation of discrimination against displaced populations.⁶⁶⁸ The reviewed literature states that the attitude of the host community towards IDPs is one of the key factors for promoting local integration.⁶⁶⁹ This includes the community's view of IDPs as temporary or long-term, ethnic, religious, and cultural similarities between IDP and host populations, history of relationships, view of the causes of displacement, e.g. IDPs as innocent victims or as somehow responsible for the conflict.⁶⁷⁰ Providing assistance and supporting host communities incentivizes their acceptance of displaced populations and further promotes IDPs' successful local integration. Some literature states that host community members may be equally or even more disadvantaged than the displaced population and may be competing for the same land, jobs, services, and resources.⁶⁷¹ Accordingly, the needs of the vulnerable host population should be included and addressed where possible to ease any potential resentment. In this regard, consultations with host communities and CBOs at the beginning of placement and when assistance is provided to IDPs can promote host communities' feeling of inclusion in the decision-making process. In terms of gender dynamics, a study states that "displaced women and girls may feel more

exposed to host community abuse due to the perception that they are less threatening, less likely to retaliate, and more vulnerable than men."⁶⁷²

Programs promoting peaceful coexistence and the establishment of dialogue between the host and the displaced may support social cohesion, mitigate prejudice against IDPs, and strengthen social integration of IDPs in host communities. An example is IOM's comprehensive stabilization support to IDPs and the affected population in Ukraine project funded by the European Union.⁶⁷³ Providing transparent information to host communities and IDPs about available aid and eligibility criteria contributes to increasing acceptance and positive attitude towards the displaced population. According to the findings of a study in Burundi, the main factor facilitating IDP integration was a strong desire of displaced persons to settle locally. Reportedly, IDPs forged strong relationships with their host community, participated in community affairs, had access to documentation and services, and felt safe.⁶⁷⁴

17. IDPs require access to information and effective legal aid to exercise their rights.⁶⁷⁵ The reviewed literature advocates that the national and local authorities, humanitarian, and development organizations adapt rights-based approaches in supporting durable solutions.⁶⁷⁶ A rights-based approach places the needs, rights, and legitimate interests of IDPs at the center of decisions on durable solutions.⁶⁷⁷ However, the rights, needs, and legitimate interests of host communities should also be considered in such decisions to ensure societal coherence. One of the aspects of the rights-based approach is access to information.

In this regard, IDPs and the affected population should be informed about their rights and have adequate information about registration, settlements options, livelihoods opportunities, availability of services, the assistance provision processes, and eligibility criteria for assistance. Relevant information has to reach all parts of the IDP population, including the marginalized. Greater access to straightforward information on opportunities offered by government-supported social programs, as well as humanitarian and development assistance programs, should be provided to the displaced. As an example, an NGO in Sudan, "in partnership with the United Nations peacekeeping missions in Sudan and the Democratic Republic of Congo, operates radio stations providing a mix of quality news and music in national and local languages. The stations' shortwave broadcasts are accessible in remote areas and provide valuable information to IDPs and other conflict affected populations on political and humanitarian developments that have an effect on their prospect to return or find other durable solutions."⁶⁷⁸

Legal aid and legal representation of IDPs in courts is critical for protecting IDP rights.⁶⁷⁹ Information provisions and legal assistance are important in addressing the full range of IDPs' needs. Accordingly, attention to improving access to information is needed from a wide range of stakeholders within government and among NGOs.⁶⁸⁰ Ensuring that IDPs receive reliable information about their housing, land and property restitution and compensation rights, choice of settlement options, access to legal aid, documentation, services, and assistance help to avoid misinformation, rumors, and confusion.

The need for personal and property documentation is stated as the most common need shared among large segments of IDP populations.⁶⁸¹ Documents are needed to claim land or property, access services, inherit property from family members, find work or livelihoods opportunities, and participate in public life. Facilitation of access to identity documents will enable displaced persons, particularly vulnerable groups, to obtain social support and provide assistance with administrative processes, and exercise economic and political rights. For example, mobile documentation units to provide birth registration and civil identity documents to IDPs and local populations in Colombia is

depicted by experts as a successful practice.⁶⁸² In southern Sudan, an absence of barriers to obtaining documentation, receiving healthcare and being able to participate in public life, along with IDPs' ability to adapt to the local economy (shift from cattle to agriculture) supported IDPs with local integration.⁶⁸³

Information provision about housing, land, and property (HLP) restitution and compensation is considered important to facilitate local integration.⁶⁸⁴ In the case of Ukraine, this seems to be a concern. As reported, HLP was not included in the Minsk II Agreement,⁶⁸⁵ which is considered a lost opportunity by HLP advocates.⁶⁸⁶ Inclusion of the HLP component in a political settlement adopted by the Security Council Resolution 2202 would have a binding effect for property loss compensation. Despite the fact that HLP is a mandatory standard in international humanitarian law, exclusion of HLP from the Minsk II Agreement "might have consequences for how the parties on both sides deal with HLP when the conflict is still on-going and how the parties would deal with HLP once the conflict is over and development has started."⁶⁸⁷

18. Engagement of local authorities, local NGOs, and CBOs is essential in facilitating local integration of displaced people.⁶⁸⁸ Surges of internal displacement often strain local resources. Findings from the reviewed literature suggest that local authorities are essential in facilitating local integration of IDPs.⁶⁸⁹ They play a key role in ensuring the inclusion, participation, and equality for IDPs in activities to facilitate their sustainable integration. However, often local governments are mandated by central governments to provide services to IDPs without the transfer of funds to the local level. Accordingly, timely financial support for local authorities is essential in addressing the needs and providing services to IDPs in their communities.⁶⁹⁰ Strengthening capacity and resources of local authorities where national authorities are unable to sufficiently address the IDP needs is an important activity. Programs that support livelihoods strategies, improve local infrastructures and host community developments promote local integration of IDPs.⁶⁹¹ In Serbia, the engagement of local actors is believed to significantly limit overhead costs and avoid legal issues in the housing support programs, although these programs were largely funded by the international community and implemented in part through international NGOs.⁶⁹²

The engagement of local civil society and CBOs is equally important for supporting local integration of displaced persons and protecting their rights. For example, human rights groups can be involved in human rights monitoring, while local women's groups might be engaged to assist in the prevention and response of GBV and local men's groups in protecting the rights of women, children and other marginalized IDPs.⁶⁹³

UNHCR activities in Mariupol might be a promising engagement with local authorities. Thus, in July 2016, UNHCR and the Mariupol City Council signed a "Cities of Solidarity" Letter of Understanding with the aim of developing a multi-partner approach to promote the integration of IDPs.⁶⁹⁴ A number of important activities and initiatives were agreed upon, including training of Mariupol government authorities and other stakeholders on the rights of IDPs; advocacy with national and international partners for the provisions of development and recovery funding to assist IDPs; protection assistance; municipal authorities' agreement to initiate a consultative forum with the IDP population on a regular basis; local authorities' agreement to promote and provide support to social work projects targeting community needs; municipality agreement to establish a mechanism to facilitate the movement of people out of collective centers; and establishment of public awareness programs.⁶⁹⁵

2.2. Recurring Mistakes for Locally Integrating IDPs

The team identified the following challenges and recurring mistakes⁶⁹⁶ among governments and international actors regarding local integration of IDPs:

2.2.1. International Community

1. Lack of clear operational accountability, coordination,⁶⁹⁷ and division of labor increases suffering of the internally displaced.⁶⁹⁸ The international community has an important role to play when the national authorities lack the capacity, or are unwilling, to ensure an effective response to humanitarian crises. This requires a coordinated effort that can involve human rights, humanitarian, developmental, political, military, and other actors. The scale and scope of humanitarian crises exceed the mandate or capacity of a single agency or organization, and require action by a range of actors, within and beyond the United Nations system. Activities in support of IDPs and other civilians at risk thus, require a joint, collaborative, effort for which coordination mechanisms exist. A collaborative response requires teamwork that draws on the varying mandates, expertise, and operational capacities of the wide range of actors involved, pooling their efforts to ensure a comprehensive and predictable response.⁶⁹⁹

Absence of clearly defined responsibilities and inconsistent coordination has given rise to a number of critical gaps, particularly regarding the protection of IDPs.⁷⁰⁰ One example of consequence of lack of coordination is Ebola Response in the Western Africa⁷⁰¹, where the lack of coordination between UN agencies and humanitarian actors has delayed shipments of desperately needed supplies, making relief efforts three to four months behind where they should have been. Similar examples of lacking of operational accountability and coordination that led to increased suffering of IDPs and refugees are the humanitarian crisis in former-Yugoslavia, the current Syria crisis, and the protracted emergency in South Sudan.⁷⁰²

2. Short-term IDP humanitarian assistance projects, as well as the lack of development organizations' involvement in situations of protracted internal displacement, are detrimental to long-term integration.⁷⁰³ The reviewed literature indicates that the majority of donors, multilateral agencies, and NGOs focus on emergency assistance and design of short-term projects, which are rarely linked or integrated.⁷⁰⁴ This delays continuity of services, and addressing and implementing durable solutions, thereby placing vulnerable populations at an ongoing and heightened level of risk.

Further, several studies suggest that both humanitarian and development support is needed in order to achieve solutions through local integration.⁷⁰⁵ However, as mentioned in the good practice 10, the involvement of development agencies in situations of protracted displacement is often absent, because internal displacement is traditionally considered a humanitarian area.⁷⁰⁶ To address the needs of IDPs requires a comprehensive approach. Thus, development issues such as property rights, livelihoods, access to services, and good governance are central to the ability of IDPs, especially vulnerable groups, to integrate locally.⁷⁰⁷ The literature also suggests that early withdrawal of humanitarian assistance in the context of local integration can expose vulnerable groups, particularly women and girls, to the same risks as those present during the displacement.⁷⁰⁸ Specifically, these include sexual exploitation, exchange sex for food, extreme poverty, and a lack of access to education, employment, and healthcare.

In Uganda, a critical disconnect between humanitarian assistance and development programs due to lack of connection and coordination is described in one study.⁷⁰⁹ Reportedly, development organizations resisted participating in Early Recovery Cluster, citing it as 'failing outside their

mandate' Ideally, early recovery programs address poor land adjudication by strengthening governance and judicial systems, as well as supporting livelihoods interventions early in the process before returns begin, e.g. issues that are critical for durable solutions.⁷¹⁰ Some development organizations commit significant funding to the new IDPs rather than people in protracted displacement, as mentioned in the case of Georgia.⁷¹¹

3. Lack of consideration of differentiated needs of IDPs, other affected people and host community in programming.⁷¹² The literature notes that the sex and age disaggregated data is not always collected by agencies, contributing to the invisibility of specific integration and protection needs of older people, women, men, girls and boys.⁷¹³ Hence, the differentiated needs of IDP groups, especially the needs of older people, are not integrated in general programming.⁷¹⁴ Limited differentiated data on the numbers and needs of IDPs impedes effective response to the protection and integration needs of displaced people.⁷¹⁵ A handbook for the protection of IDPs states that because IDPs can be such a heterogeneous group of people, one must pay attention to differentiated needs of the various categories of people that include other affected people and host communities.⁷¹⁶ Lack of consideration of differentiated needs prevents local integration of IDPs and often adds to frictions with the host community.

In Ukraine, the first challenge to tackling the differentiated needs of IDPs is the absolute lack of data on these specific groups: two years after the emergency has started, the humanitarian community does not have the comprehensive baseline data on these categories of people.

2.2.2. Governments

1. Lack of political will and exclusion of local integration settlement options in national IDP policies prevents long-term development.⁷¹⁷ Findings from the reviewed literature suggest that many countries with IDPs lack the political will to protect the rights of those affected by displacement, or lack the capacity and tools to do so.⁷¹⁸ According to the reviewed literature, support of durable solutions through local integration of displaced populations is considered secondary by governments.⁷¹⁹ National authorities often have political or demographic reasons for highlighting return over other settlement options in policies and legislation. At times, national authorities are reluctant to recognize internal displacement as an acute problem or deny protection of IDP by limiting their definition to victims of insurgencies, thus excluding those who are fleeing the armed forces of the State.⁷²⁰ As one key informant stated: "Many governments' mistake is that they tend to see internal displacement as a temporary problem."⁷²¹

As discussed above, this often results in exclusion of a local integration option in national IDP policies and legal frameworks and limits provision of services and assistance to IDPs to integrate locally.⁷²² For example, the government of Georgia's focus on return up until 2007 has to a large extent prevented the integration of IDPs into society and negatively affected their socio-economic situation.⁷²³ In Azerbaijan, only after nearly ten years of protracted displacement did the government admit local integration and began implementing a housing program for IDPs.⁷²⁴ Another example is Bangladesh, where response to the IDP crisis tends to be fragmented and rarely based on an analysis of IDP needs.⁷²⁵ A key reason is the absence of a national policy or legislation on IDPs, and the lack of an overall plan to respond to the needs of different groups and situations. As reported, Bangladesh also lacks the systematic collection of data on the number of IDPs, which is needed for effectively addressing the needs of displaced populations.⁷²⁶

Although some states, for example Georgia, Turkey, Burundi, Bosnia and Herzegovina, the RF, and Serbia, have changed their stance on local integration in their respective IDP policies, the return of

IDPs remains the preferred option of these governments.⁷²⁷ Similarly, IDP integration may remain too low a priority for government; combating insurgencies or eradicating illegal drugs, for instance, is a higher priority, as described in the case of Colombia.⁷²⁸ Ultimately, low prioritization of IDP needs and integration issues results in insufficient resources in areas where IDPs have sought refuge.

2. Inadequate implementation of IDP-related national policies.⁷²⁹ The reviewed literature suggests that insufficient allocation of resources, lack of technical capacity, and lack of understanding of state duties related to IDP settlements, discrepancies between IDP law and resolutions are among the key reasons for inadequate implementation of national policies.⁷³⁰ In addition, the literature widely recognizes that government-supported programs are not implemented based on the needs of IDPs.⁷³¹ This is partly due to the lack of involvement of IDPs in identifying their needs, as well as their participation in decision making, for example in Ukraine.⁷³² Yet another reason may be inadequate database for tracking IDPs and monitoring the services IDPs received or still need. As reported, governments lack the capacity to manage, register, and monitor multiple programs in different locations.⁷³³ In Colombia, for example, it is challenging for the government to consolidate basic information related to IDP integration because it is scattered throughout several agencies and maintained separately for different sectors.⁷³⁴ In Ukraine, some IDPs abandoned the registration process due to the Ministry of Social Policy's inadequate political will and capacity to process all IDP applications.⁷³⁵

3. A government's lack of capacity in dealing with an internal displacement crisis, as well as a limited understanding of both its responsibilities and IDPs' rights, results in ineffective decisions with regard to future IDP settlements and puts citizens' lives at risk.⁷³⁶ States have a responsibility to ensure individuals' full and equal enjoyment of human rights on their territory or under their jurisdiction.⁷³⁷ The case of IDP integration of India demonstrates that "where the victims of the conflict are aligned with government interests, protection and rehabilitation of IDPs becomes a greater priority for the state government. With the absence of a national framework for the protection of IDPs and the close monitoring of human rights, state governments are likely to continue to respond to IDP needs in weak, unsatisfactory, and varied manners highly dependent on political agendas and interests."⁷³⁸

In Ukraine, overall, until the end of 2016, two years into the crisis, the GoU does not have a comprehensive policy on handling with IDPs and addressing their needs. It does not have a vision for populations that have stayed in the NGCA; the people who have remained in Crimea or who have returned there are simply "forgotten." The GoU has taken some steps to assume its leadership in responding to the needs of the population, including the creation of the Ministry of Temporarily Occupied Territories and IDPs (MTOTs) which has a mandate for humanitarian and recovery coordination.⁷³⁹ However, when it comes to coordination in the NGCA, it "has become increasingly sensitive and fragmented."⁷⁴⁰

Despite the efforts of the GoU to adopt the "Law of Ukraine on humanitarian assistance in crisis situations," as well as one and half years of discussions leading to its presentation to the Parliament in May 2016, the Law has not been implemented. Health humanitarian organizations continue to face constraints in procurement, storage, and delivery of medicines. Some aspects of humanitarian operations in the NGCA remain under legal risk per Ukrainian regulations of the Anti-Terrorist Operations.⁷⁴¹

The GoU's approach towards citizens residing in areas beyond its control remains inconsistent, while the de facto authorities in NGCA continue to hamper humanitarian access to those most in

need of assistance.⁷⁴² Since February 2016, the GoU has suspended social payments and pensions for hundreds of thousands displaced people until they revalidate their IDP certificates, portraying this as a way to fight ‘fraudulent schemes’.⁷⁴³ This decision has increased movements of civilians across the ‘contact line,’ affecting primarily pensioners residing in NGCA who, according to the current Ukrainian legislation, are forced to register as IDPs to receive their entitlements. The suspension of social payments to IDPs is a major protection concern, because pensioners are the only breadwinners for 38 per cent of conflict-affected families in GCA and 60 per cent in NGCA.⁷⁴⁴ The situation with checkpoints that civilians need to cross is alarming and is depriving people crossing the contact line of their dignity.⁷⁴⁵

4. Inefficient coordination within government and with the range of relevant stakeholders hampers implementation of IDP policy and efforts on durable solutions.⁷⁴⁶ The effective government-led coordination mechanism between relevant state institutions, humanitarian and development organizations, and local actors is essential for implementation of IDP policy. However, the reviewed literature indicates that countries often lack effective government-led coordination mechanisms to ensure implementation of IDP policies and facilitate coordination within government at the central and local levels, as well with international and local partners.⁷⁴⁷ This results in ineffective distribution of responsibilities, and incoherent and inconsistent implementation of IDP strategies.

Findings suggests that coordination is particularly challenging between central and local authorities, resulting in inadequate planning of assistance and a lack of standard procedures in providing services.⁷⁴⁸ One study describes a lack of coordination and consultation of central government with local authorities, resulting in gaps in IDP policies and poor implementation of these policies on the ground.⁷⁴⁹ Inefficient engagement of local governments in the coordination of activities result in direct or indirect discrimination of IDPs in host communities. For example, IDPs on the ground are often denied access to education and health services because the local resources are already strained. In order to expand health or education services, local service providers may charge fees of IDP families, while host communities are not charged.⁷⁵⁰ In this context, it would be challenging for IDPs to locally integrate sustainably.

5. Provision of poor information to the general public about an IDP crisis may hamper local integration.⁷⁵¹ **The lack of information about IDP rights and available services prevents equitable access to assistance.**⁷⁵² Raising national awareness about the problem of IDPs, showcasing possible solutions and collecting data on the number and condition of IDPs is the primary responsibility of national authorities.⁷⁵³ Negative perceptions about IDPs may arise among host communities and IDPs may be seen as favored by international and government support.⁷⁵⁴ This may increase stigmatization and discriminatory public perceptions towards the displaced population leading to resentment. Appropriately targeted information about available services cannot only ensure that assistance is effective and locally relevant, but it can also save lives and preserve human dignity.

The overview of over 30 internet platforms in Ukrainian and Russian in Ukraine has shown that in terms of information provision, Ukraine is doing quite well, highlighting the rights of IDPs through a plethora of websites, social media, TV, radio *inter alia*.⁷⁵⁵ The problem usually is with the practical implementation of IDP and affected populations’ rights, as the government (neither the central nor the local) has sufficient funds to fully uphold rights declared by the government. Also, there is a question of trust to the information provided. For example, “half of the Donbass region residents do not trust any source of information. The most credit is given to the television and websites on the Internet, which are also the main sources of information for people in the region”.⁷⁵⁶

3. CONCLUSIONS AND IMPLICATIONS FOR THE FIELD EVALUATION

The desk review revealed a number of good practices and recurring mistakes in locally integrating IDPs worldwide. The conclusions of the desk review findings will be used to inform the primary data collection in Ukraine. Below is a description of how the ET plans to further focus and integrate these desk review findings in the evaluation and analysis process.

To fully assess humanitarian and development support, KIIs with PRM, IPs, development actors, and relevant government ministries will include questions about the level of coordination between humanitarian, development, and government actors, as well as the role of development organizations in supporting local integration of IDPs, and strategies for transitioning from relief to development. KIIs with vulnerable groups will seek to ascertain whether or not they have participated and/or been consulted in determining their humanitarian and integration needs. In addition, KIIs and FGDs with beneficiaries will identify whether or not their integration has been supported by the national authorities and the extent to which their protection and assistance needs have been met. Finally, the field evaluation will examine whether or not IPs are collecting and analyzing systematic sex and age disaggregated data on IDPs' socio-economic capacities, needs, preferences, and concerns. Use of this information will be examined via KIIs with IP staff members.

To investigate the extent of political will in Ukraine, the KIIs with PRM, IPs, relevant ministries, and subcontracted NGOs will include questions about government policies and legislation in terms of permitting local integration of IDPs and creating conditions conducive to the integration of displaced persons, as well as the extent to which central government provides direction to line ministries on IDP protection and assistance. In addition, the ET will also ask questions related to challenges and successes of advocacy work of IPs. To determine attitudes towards, and the extent of acceptance of IDPs by the host community, KIIs and FGD with beneficiaries will include questions about experiences and settlement preferences.

To understand whether or not good practices revealed in the desk review have been implemented under PRM-funded programs within the scope of this evaluation, KIIs with PRM, IPs, development actors, representatives of relevant national and local authorities, representatives of community

based organizations, beneficiaries, and NGOs in selected oblasts and rayons will include questions about the level and scope of implementation of national and local IDP policies and action plans. FGDs with vulnerable groups and beneficiaries will seek to ascertain the extent to which they have been involved in formulating local plans. In addition, KIIs with external stakeholders *inter alia* will identify the extent to which there have been linkages established between development and humanitarian interventions.

Likewise, the ET will assess whether recurring mistakes, as outlined in the desk review, are exhibited under PRM-funded programs within the scope of the evaluation. KIIs with PRM, IPs, development actors, and oblast and rayon authorities and representatives will include questions about the effectiveness and efficiency, as well as the relevance and sustainability of humanitarian response, including, relevance of existing coordination mechanisms and the scope of dissemination in relation to IDP issues by specific stakeholders *inter alia*.

Development organizations' lack of involvement in situations of protracted displacement create gaps in addressing development needs that are central to the ability of IDPs to integrate locally. The ET will examine this phenomenon via KIIs with development actors and leadership of UN-Ukraine, as well as multilaterals and donors supporting development programs in Ukraine. KIIs will include questions about the coordination challenges, successes, and gaps in providing local integration assistance, existence of initiatives to link humanitarian assistance with development programs, and plans to include the IDP integration issue into the country's development plans to assist the long-term prospects of displaced people and conflict affected communities.

3.1. Evaluation Purpose and Questions

The purpose of this performance evaluation is to examine the effectiveness of PRM's implementing partners (IPs) in assisting internally displaced persons (IDPs) in Ukraine and preparing for the eventual transition from relief to development.

PRM's IPs include the following multilateral implementing partners (IPs):

5. United Nations High Commissioner for Refugees (UNHCR)
6. International Committee of the Red Cross (ICRC)
7. International Organization for Migration (IOM)
8. United Nations Population Fund (UNFPA)

The evaluation will assess PRM-funded programs implemented by the above-listed IPs, between 2014-2016. PRM's Europe, Central Asia, and the Americas (ECA) and Policy and Resource Planning (PRP) offices' will use the evaluation findings and recommendations to guide its programmatic and diplomatic decision making in planning for longer term development regarding the local integration of IDPs in Ukraine.

The objectives of the evaluation include:

- To analyze whether PRM's partners made use of good practices in their programming and engagement;
- To assess whether PRM's partners appropriately assessed gaps in government humanitarian and integration assistance;
- To identify any unintended consequences that occurred as a result of local integration efforts.

Evaluation Questions

The following evaluation questions are the basis for this performance evaluation:

6. **Access to Services:** What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a *propiska*, social benefits (i.e. pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?
7. **Assistance:** Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provided to date support local integration over the short, medium, and long term?
8. **Beneficiary Selection:** What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance? Are there ways to ensure that the most vulnerable are prioritized?
9. **Beneficiary Feedback:** To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?
10. **Best Practices:** Do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

3.2. Data Collection Methods

The evaluation questions will be addressed through employing a mix of qualitative and quantitative methods including: document review; semi-structured, key informant interviews; focus group discussions; and observations. The following tools will be employed in collecting data in the field: (1) semi-structured key informant interview protocols; (2) focus group discussion guides; and (3) observational guide. The data will omit all personal identifiers to protect respondents and will be disaggregated by age, sex, ethnicity, status/type of residency (IDP, returnee, host), location, and partner organization. When possible, the evaluation team members will conduct interviews separately in order to maximize coverage.

Key Informant Interviews: The ET will conduct KIIs to investigate the experiences and perspectives of multilateral partners, their sub-contractors, government partners and beneficiaries. KIIs will provide insight on effectiveness of program approaches, challenges and successes in providing access to services and meeting the humanitarian needs of IDPs, local integration initiatives, processes in selecting and reaching vulnerable beneficiaries, legislation and policy status, as well as ways of improving humanitarian and longer term transition programming and diplomacy. The issues of coordination and collaboration with central and local governments and civil society groups will also be discussed. Questions for relevant central and local government officials will focus on the IDP-related legislative and policy challenges and successes in humanitarian assistance, transition initiatives, coordination with the humanitarian and development communities. KIIs with beneficiaries and other key stakeholders will focus on current and former beneficiaries' and key stakeholders' experiences with the program, such as availability, accessibility and use of services, impact of these services on local integration of IDPs, quality of services provided, relevance of the program's services in meeting the humanitarian needs of the vulnerable populations, and identification of any unintended consequences. Interviews with PRM staff will help the team understand implementation challenges from a management perspective, which will be useful for the development of monitoring tools. The ET also plans to conduct interviews with development actors to learn about their involvement in IDP local integration initiatives, as well as challenges and opportunities to link humanitarian relief to longer term development. Overall, KIIs will help the team identify the use of best practices in programming and engagement. Interviews with high-level respondents (e.g., from the relevant ministries, or members of Parliament) will be selected through consultations with partners.

KIIs Respondent Categories: Based on the reviewed available program documents and introductory calls with partners, the team identified six categories of respondents for key informant interviews:¹

1. Donor, PRM Kyiv-based Humanitarian Advisor, Tbilisi-Based Refugee Coordinator and other staff members involved in the program, and other donors, particularly development donors (USAID, EU)
2. UNHCR, ICRC, UNFPA and IOM relevant staff members
3. Multilateral implementing partners' sub-contractors: NGOs, social institutions and services
4. Relevant central and local government officials, Members of *Verkhovna Rada* (Parliament) of Ukraine [if feasible]
5. INGOs participating in cluster working groups, development organizations (UNDP), local human rights and IDP advocates, CBO Forum participants
6. Current and former beneficiaries (IDPs, returnees, and other conflict affected population)

Focus Group Discussions: The ET will conduct FGD with current and former (if feasible) beneficiaries displaced and non-displaced populations in the partners' operation areas in Lviv, Kharkiv, Dnipro, Zaporizhzhya, Kherson, Luhansk and Donetsk Oblasts, except of NGCAs in Luhansk and Donetsk due to security-related reasons. The team will develop a discussion guide that will allow facilitators to effectively focus the discussion. Each focus group will have about 6-8 participants to allow adequate time for each person's active participation. The ET may conduct separate discussions based on age, sex, and community affiliation (displaced and non-displaced) to ensure the comfortable and active engagement of each participant in the discussion. Discussions will focus on beneficiaries' feedback on received services and experiences, such as availability, accessibility and use of services, quality of provided services, relevance of the program's services in meeting the humanitarian needs of the vulnerable populations, displaced population settlement preferences, effects of integration assistance, and any unintended consequences for both displaced and non-displaced persons.

Focus Group Respondent Categories: The following categories of respondents will be targeted for focus group discussions:

1. Current and former [if feasible] program displaced beneficiaries
2. Non-displaced beneficiaries and other conflict affected populations

Site Visits: The ET will conduct observations at PRM-supported program service-provision sites, such as collective centers, clinics, schools, and other areas relevant to program operation and activities. An observation guide will be developed to facilitate a structured observation on interactions, dynamics, behavior and processes. As appropriate, the ET will take photos of program sites.

Sampling approach

The ET will apply a purposive sampling method to determine which sites and partners to visit and the groups and individuals with whom to conduct KIIs, FGDs and observations. The evaluation team plans to inquire from multilateral partners contact lists of internal key staff members, external key program stakeholders, and de-identified lists of current and former [if feasible] beneficiaries for sampling strategy.

¹ Annex VI includes an illustrative list of respondents

PRM-supported IDP assistance programs are implemented in eastern and western parts of Ukraine. Per the evaluation SOW, Luhansk, Donetsk, Kharkiv, Zaporizhzhya, Dnipro, Kherson, and Lviv Oblasts were listed as sites for the ET to visit. Locations for site visits in each oblast will be chosen based on the number of stakeholders available in each location (oblast and rayon levels), the areas that received the most programming support, including support for local integration activities, the timing of program activities that the ET could observe, and the ability to access direct beneficiaries of programs. The ET will consult with, and obtain approval from, PRM ECA on site selections and visits.

Initial consultations with IPs suggest that not all partners implement PRM-funded activities in all of the above-mentioned oblasts. The table below displays the oblasts in which PRM partners operate.

Table: PRM Partners' Operation in Oblasts to Visit

Oblasts	UNHCR	UNFPA	ICRC	IOM
Luhansk GCA	✓	✓	✓	✓
Luhansk NGCA	✓	✗	✓	◆
Donetsk GCA	✓	✓	✓	✓
Donetsk NGCA	✓	✗	✓	✓
Kharkiv	✓	✓	✗	✗
Zaporizhzhya	✓	✓	✗	✗
Dnipro	✓	✓	✗	✗
Lviv	✓	✗	✗	✗
Kherson	✓	✗	✗	✗

Legend:

- ✓ - Active
- ✗ - Not active
- ◆ - Present but not active

3.3. Analysis

The ET leader will oversee and manage systematic analysis of collected data. Team members will transcribe KII and FGD notes in real-time, cleaning and sharing electronic summaries on a rolling basis. The answers from close-ended questions from the semi-structured interview protocols will be coded and entered into an excel matrix. The ET will use content, trend, and pattern analysis to identify response categories and to explain emergent themes and contextual factors.

The preliminary findings and conclusions will be captured in an evaluation findings matrix that categorizes analysis and recommendations by evaluation questions. The matrix will (a) ensure that the team prepares a systematic and thorough response to each evaluation question, (b) verify that preliminary analysis accounts for gender and social dimensions, (c) identify any gaps where additional clarification or analysis may be necessary, and (d) serve as the basis for developing the preliminary findings presentation for PRM, and draft evaluation findings report.

3.4. Approach to Gender and Vulnerability

The ET will seek to capture perspectives from women, men, older people, the disabled and other particularly vulnerable groups. The data collection tools will enable disaggregation by sex, age, status (IDP, returnee, host household) and location. In terms of the actual conduct of the evaluation and the analysis process, the ET will systematically compare responses from male and female respondents (e.g., beneficiaries, government officials, service providers). Also, the team will address the extent to which different forms of vulnerability – several of which have gendered dimensions –

have been addressed to differing extents in the programs (e.g., older people, the disabled). This will be done by reviewing KII and FGD records, which will include questions related to vulnerability.

3.5. Anticipated Limitations and Challenges

The ET anticipates limitations and challenges in arranging interviews with government institutions and line ministries due to both the sensitivity and the low priority assigned to IDP issues in Ukraine. Additionally, in light of Ukraine's recently launched decentralization process, the team anticipates challenges in arranging meetings with local government officials, particularly in eastern oblasts, without official letters from the central government. Another challenge to consider is the possibility of severe weather conditions, which may create impediments for extensive travel within the country. Arranged meetings may also be delayed, postponed, or canceled due to inclement weather. Initial consultations with partners reveal the following challenges:

- Conducting phone interviews with beneficiaries and IPs residing in NGCAs of Luhansk and Donetsk. This may limit the collection of information from beneficiaries in NGCAs. However, subcontracted partners might cross the contact line to be interviewed by GfK in the GCAs of Luhansk and Donetsk. The ET is continuing to explore alternative approaches to data collection with beneficiaries from NGCA.
- Another possible challenge could be attaining lists of former and current beneficiaries for random sampling from partners. This may limit the selection of beneficiaries based on gender, vulnerability and age characteristics and collection of objective information on access, use and effectiveness of provided services. Instead, the ET may need to rely on convenience sampling of individuals from NGCA to identify individuals who have received services from PRM-funded IPs between 2014-2016.
- UNHCR is conducting its own evaluation at the same time as the PRM evaluation. This may generate evaluation fatigue among overlapping key informants. However, the ET was informed that the UNHCR evaluation is not planning to interview beneficiaries.

3.6. Promoting Utilization and Impact of the Evaluation

Social Impact is committed to conducting high quality evaluations that are highly useful to its clients, such as PRM. Social Impact will apply its Evaluation Quality, Use, and Impact (EQUI®) approach to this evaluation, which articulates 11 Utilization-Focused Evaluation (U-FE) and 5 Quality Assurance (QA) steps to ensure that the evaluation activities engage key users. The ET will engage PRM throughout the life of the evaluation, ensuring that the evaluation is responsive to decision maker's data needs. In practice this will involve steps such as working to identifying key decision-making opportunities that the evaluation can influence. However, it is already clear that PRM has considered in its request that the ET develop practical tools such as checklists that PRM can consider when a) writing requests for proposals that include activities to promote integration of IDPs, b) reviewing proposals that include activities to promote the integration of IDPs, c) monitoring efforts by government, multilateral organizations and NGOs to create conditions suitable for local integration of IDPs; and d) engaging host governments, international organizations (IO), and NGO partners on the local integration of IDPs.

Annex I: Evaluation Statement of Work

STATEMENT OF WORK V. 6/29/2016

U.S. Department of State Bureau of Population, Refugees, and Migration (PRM)

Evaluating the Effectiveness of PRM Multilateral Partners in Assisting IDPs and Preparing for the Eventual Transition from Relief to Development.

NATURE AND PURPOSE

The purpose of this solicitation is to obtain the services of a contractor to carry out an evaluation, lasting up to six months, on the effectiveness of multilateral partners supported by the Bureau of Population, Refugees, and Migration (PRM), between 2014-2016, in assisting internally displaced persons (IDPs) primarily in the five eastern-most oblasts of Luhansk, Donetsk, Kharkiv, Zaporizhzhya, Dnipropetrovsk and also Lviv and Kherson (where the majority of those displaced from Crimea remain) while creating an environment conducive for the eventual transition from humanitarian relief to longer term development. An important step toward longer development is the effective local integration of IDPs. The Ukrainian government (GOU) is ultimately responsible for promoting the integration of IDPs. However, protection and assistance made possible through PRM's multilateral partners can support integration.

The evaluation will consist of: (1) a comprehensive desk review and analysis of best practices in local integration of IDPs, global in scope, including but not limited to Europe; (2) a field-based evaluation of humanitarian assistance programming in Ukraine where PRM supports the United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM) and the United Nations Populations Fund (UNFPA); (3) a description of GOU integration policies, legislation, and practices and identification of gaps; and (4) elaboration of guidance that can be used to inform PRM programmatic and diplomatic decision making for creating an environment conducive to the local integration of IDPs.

Both the desk review and the field-based evaluation should prioritize identifying: (1) the qualities of successful local integration programs for IDPs; (2) whether PRM's partners made use of best practices in their programming and engagement; (3) whether PRM's partners appropriately assessed gaps in government humanitarian and integration assistance; and (4) any unintended consequences that occurred as a result of local integration efforts. The evaluation will also analyze the external factors that may influence the long-term effectiveness of IDP integration in Ukraine. Recommendations should be concrete, actionable, and provide guidance, checklists, and indicators for PRM to consider when: (1) monitoring the performance of multilateral partners assisting IDPs; (2) monitoring the efforts of the GOU (and potentially other governments) to integrate IDPs; (3) engaging host governments, multilateral partners and Non-Governmental Organizations (NGOs) on best practices in IDP integration. The contractor will coordinate with PRM, the Tbilisi-based Regional Refugee Coordinator, the U.S. Embassy in Kyiv, UNHCR, ICRC, UNFPA, IOM, and relevant parts of the GOU such as the Ministry of the Temporarily Occupied Territories/IDPs, the Ministry of Social Policy, State Emergency Services, State Migration Service, and the Security Service of Ukraine (Sluzhba Bezpeky Ukrainy).

Note: Parts of Ukraine are off limits to USG staff due to active armed conflict. Several PRM partners operate in the areas restricted for visits by the U.S. Embassy personnel. Contractors should be aware of changing security conditions in Ukraine and have a security plan that will not put team members at undue risk. PRM will look favorably upon proposals that collect beneficiary feedback on both sides of the line of conflict.

Security permitting, this could include site visits but could include instead consultations with multilateral organizations, civil society, mobile technology, and/or social media outreach.”

BACKGROUND and CURRENT EFFORTS PRM

PRM’s mission is to provide protection, ease suffering, and resolve the plight of persecuted and uprooted people around the world on behalf of the American people by providing life-sustaining assistance, working through multilateral systems to build global partnerships, promoting best practices in humanitarian response, and ensuring that humanitarian principles are thoroughly integrated into U.S. foreign and national security policy. The United States government, through PRM, is the largest bilateral donor to UNHCR, ICRC and among the largest bilateral donors for IOM. While PRM is not amongst the largest supports of the UN Population Fund (UNFPA), the Bureau is funding the agency to promote the reproductive health of Ukrainian IDPs. PRM funds NGOs to fill critical gaps in programming by multilateral organizations and host governments. It is important to note that the Bureau considers its humanitarian diplomacy to be as important as its programming. PRM works to provide protection, assistance, and solutions to conflict-affected IDPs, primarily through contributions to multilateral organizations. Chief among these are the ICRC, which is mandated under the Geneva Conventions to protect and assist victims of conflict, including IDPs, and UNHCR, which has lead responsibility for protection, emergency shelter, and camp coordination and camp management in situations of internal displacement caused by conflicts.

PRM generally funds activities in 12 month increments, although in recent years it has allowed NGO partners to apply for multi-year funding. Through humanitarian diplomacy, PRM engages partner governments on political actions that could be taken to improve outcomes for populations of concern – including the local integration of refugees and IDPs. Strong monitoring and evaluation (M&E) contributes to the identification of best practices, both political and programmatic, that can be promoted in local integration efforts.

One of the primary deliverables of this project will be a set of indicators that will allow PRM to better measure the efforts of UNHCR, the GOU, and other actors and to integrate, or support the integration of, Ukrainian IDPs. In addition to best practices, the proposal should also identify any recurring mistakes and suggest how PRM and its partners could prevent them from happening in the future.

PRM does not have a technical expert on the local integration of IDPs. PRM’s Policy and Resource Planning (PRP) office has two M&E specialists, an IDP Protection Advisor, and a specialist in relief and development coordination which often includes issues related to local integration of refugees and IDPs. PRM’s three regional offices all fund IDP assistance to varying extents. PRM’s Europe, Central Asia, and the Americas (ECA) Office does not have a dedicated Refugee Coordinator in Ukraine, but has provided coverage through temporary deployments. Monitoring the performance of PRM partners is a responsibility shared by PRM Regional Officers, their respective Regional Refugee Coordinators based at embassies throughout the world, with support (training, monitoring and evaluation) provided by PRP. PRM has improved monitoring of humanitarian priorities in Ukraine through temporary postings of PRM staff at Embassy Kyiv. Two PRM staff, one from ECA and one from PRP, will jointly oversee the administration of this evaluation and be the primary points of contact. Upon award, ECA and PRP will work closely with the contractor for the duration of the evaluation. In accordance with the standards of good management and performance-based results, the contractor will be held accountable for cost, schedule, and performance results.

USAID has an Office of Foreign Disaster Assistance (OFDA) officer in Kyiv who oversees many NGO projects in Ukraine. OFDA support to NGOs focuses primarily on cash assistance, distribution of core relief items, and protection (primarily psychosocial support). While the funding guidelines agreed to by PRM and USAID/OFDA in 2007 stipulate PRM has the lead on refugees and USAID on IDPs, the agreement also acknowledges the level of support needed for a given emergency may be influenced by compelling U.S. interests or exceptional need. The Ukraine crisis meets both criteria. In addition, the agreement allows for PRM funding to its traditional partners on IDP-related issues after consultations with USAID/OFDA, particularly by virtue of UNHCR’s established leadership roles in situations of internal displacement. PRM and OFDA continue to work closely together to coordinate funding actions and to develop advocacy and funding messaging. PRM support in Ukraine has focused on funding for multilateral organizations, while OFDA is funding international NGOs, with the exception of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). This division has allowed the USG to ensure it is supporting the multilateral

response and cluster coordination responsibilities, while also supporting more targeted NGO interventions in the East.

Ukraine

According to the UN, there are over 3.1 million people in need of humanitarian assistance, as a result of fighting between armed groups and government forces in Eastern Ukraine that started in April 2014. As of the end of May, UNHCR reported 1.3 million Ukrainians in neighboring countries and the GOU reported over 1.7 million IDPs, however, it should be noted humanitarian organizations believe the number of IDPs is closer to 800,000 due to returns, as well as to flaws in the registration system.

The last official ceasefire was September 1, 2015. Although there have been periods of relative calm, fighting in Eastern Ukraine has escalated since February 2016, and areas near checkpoints have experienced an uptick in violence. Separatist authorities continue to restrict humanitarian access to the occupied area, and life is difficult for civilians, as they are also subject to the government commercial/financial embargo, suspension of social payments (including pensions), inflated prices for Russian goods, and overall savings depletion. IDP returns continue due to lack of employment in the government controlled areas (GCAs) and separatist threats to seize property in the non-government controlled areas (NGCAs) abandoned by IDPs. Crossing the line of contact is dangerous due to shelling and mines, while IDPs seek to avoid official crossings due to long wait times, insecurity, and complicated crossing procedures, leaving IDPs isolated and without access to assistance.

Since July 2015, de facto authorities in NGCA Donetsk (“DPR”) and Luhansk (“LPR”) areas have continued to restrict humanitarian assistance, citing security and espionage concerns. ICRC is the only international organization with permission to operate in both DPR and LPR. Access by UN organizations is tenuous; however, the UN has been able to operate to some degree in NGCAs through implementing organizations. The separatist restrictions, as well as the government commerce and finance bans have placed a heavy burden on relief organizations to meet the needs of those who live in NGCAs. Russians are supplying some humanitarian assistance to people in eastern Ukraine, but the needs are still great.

In April 2016, the government chose a new Prime Minister and Cabinet. A new ministry for Occupied Territories and IDPs was created and humanitarians are hopeful this will ensure an improved and more coordinated response for IDPs. The international community continues to support Ukraine as it struggles to implement the Minsk Protocol and a multitude of political, security, and economic reforms, meanwhile maintaining Russian sanctions until implementation is complete.

To date, PRM has provided over \$50 million in humanitarian assistance through UNHCR, ICRC, IOM, and UNFPA. This funding supports materials to repair homes damaged in conflict areas and refurbishment of IDP collective centers, hygiene kits, food, water, psychosocial support, livelihoods, and cash programming for rent and purchase of seasonal relief items such as warm clothing, blankets, mattresses, carpets, rugs, and, in some cases, portable electric or gas space heaters, oil heaters, wind blowers, and water boilers.

SECURITY CONCERNS

As mentioned, parts of Ukraine are off limits to USG staff due to active armed conflict. Several PRM partners operate in the areas restricted for visits by the U.S. Embassy personnel. Contractors should be aware of changing security conditions in Ukraine and have a security plan that will not put team members at undue risk. Travel sites will be determined in conjunction with ECA based on security conditions. However, it is anticipated that travel will take place to Luhansk, Donetsk, Kharkiv, Zaporizhzhya, Dnipropetrovsk, Lviv, and Kherson. The Embassy and United Nations Department of Safety and Security (UNDSS) will advise on security conditions. Flexibility will be needed due to uncertainty regarding conditions at the time of the evaluation. PRM will look favorably upon proposals that collect beneficiary feedback on both sides of the line of conflict. Security permitting, this could include site visits but could include instead consultations with multilateral organizations, civil society, mobile technology, and/or social media outreach.”

EVALUATION QUESTIONS

The evaluation should answer the following questions with an emphasis on developing best practices, lessons learned, and actionable recommendations to inform the programming and diplomacy of PRM and its partners:

- 1) **Access to Services:** What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a propiska, social benefits (i.e. pensions), legal assistance, and the right to vote in his/her new community? What legislative or policy changes are needed to improve access?
- 2) **Assistance:** Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs? Will assistance provided to date support local integration over the short, medium, and long term?
- 3) **Beneficiary Selection:** What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance? Are there ways to ensure that the most vulnerable are prioritized?
- 4) **Beneficiary Feedback:** To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM? Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?
- 5) **Best Practices:** Do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?

SCOPE OF WORK

The contractor will:

- **Conduct a global desk review**, analyzing best practices/recurring mistakes in locally integrating IDPs worldwide in order to contextualize the evaluation. The desk review will include but not be limited to Ukraine and should take into account gender dynamics. The evaluation team should draw from both grey and white literature, discussions with key stakeholders, and research to determine where the integration of IDPs in Ukraine and the rest of the world has and has not been successful and reasons why.
- **Carry out a field-based evaluation in Ukraine**, where PRM and its partners are assisting IDPs. The field evaluation in Ukraine shall take no more than five weeks, not including travel days, to complete. This will allow time for consultation with UNHCR, international and local NGOs, government officials, IDPs, and other stakeholders such as USAID/Kyiv and the USAID Office of Foreign Disaster Assistance (OFDA). With PRM assistance, the contractor will consult with the U.S. Embassy prior to in-country data collection activities. The evaluators will need to coordinate closely with PRM's ECA office and Embassy Kyiv to schedule meetings with PRM's IO and NGO partners and the GOU. The evaluation team will also need to consult and coordinate with UNHCR including on issues relating to security and logistics. When in the field, a six day work week is authorized. Below is background information concerning programs to be included in the country evaluation.

PRM Programs

PRM's programmatic support for Ukrainian IDPs is provided primarily through UNHCR and ICRC and to a lesser extent through UNFPA and IOM.

UNHCR

UNHCR maintains a sub-office in Dnipropetrovsk, Field Offices in Kharkiv, Mariupol and Sievierodonetsk in the government controlled area (GCA), a UN logistics hub in Luhansk city and a Global Hub in Donetsk city in

the non-government controlled area. UNHCR leads and chairs the Protection Cluster and the Shelter/Non-food Item (NFI) Cluster. In 2015, UNHCR signed 20 partner agreements with NGOs and community-based organizations in order to assist IDPs and their host communities including legal aid, information dissemination, counseling, and distribution of core relief items. In Donetsk, UNHCR and one of its partners, People in Need, implemented 17 community-based protection and co-existence projects. UNHCR partners DRC and Crimea SOS deployed protection monitors to 19 regions. UNHCR also helped organize the first Community Based Organization (CBO) forum which took place in Kharkiv and had representation from more than 128 CBOs. UNHCR also advocated with the National Human Rights Program to prioritize the protection of IDP rights adopted by the government. UNHCR also supported the Government's Action Plan on women/empowerment and countering Gender-Based Violence (GBV) which is overseen by the Ministry of Social Policy. In part due to UNHCR's advocacy, the government eased restriction on movement of IDPs and amended the IDP Law to align with Guiding Principles adopted by Parliament (Law No.2166 passed), and geographic limitations were removed from bylaws regulating IDP registration procedures. The UNHCR-led Protection Cluster, provided protection training to 50 Organization for Security and Cooperation in Europe (OSCE) Special Monitoring Mission observers. UNHCR also maintained cash assistance programs for beneficiaries in Dnipropetrovsk, Zaporizhia, Mariupol, and Kyiv.

ICRC

The ICRC operates in part through the Ukrainian Red Cross. As an independent, neutral and impartial humanitarian organization, the ICRC focuses on helping the most vulnerable people. Its teams visit people detained in connection with the conflict in government-controlled areas, and negotiate access to places of detention on the other side of the line of contact. Whenever requested to do so, the ICRC participates in operations to release and transfer detainees between the parties to the conflict. The organization is also delivering food, hygiene items, medicines and building materials to the worst-affected communities. The ICRC regularly reminds all those concerned of their obligations under international humanitarian law. These universally recognized rules, which are based on a clear distinction between civilians and military personnel, require that civilians and civilian infrastructure be spared the effects of hostilities. In 2015, ICRC and the Ukrainian Red Cross helped ensure access to water and electricity for 2,100,000 conflict-affected Ukrainians, provided food rations to 350,000 people, and supported 141 health facilities.

IOM

IOM maintains a variety of projects which may contribute to the local integration of IDPs. One project focuses on training sessions for self-employment and micro-business development for IDPs and host community members in Donetsk, Luhansk, Kharkiv, Odesa, Zaporizhia, Poltava, Dnipropetrovsk, Vinnytsia, Lviv, Ternopil, Kyiv, Khmelnytsky, Zhytomyr, Cherkasy, Sumy, Mykolayiv, Kirovograd and Kherson regions. Another concerns building social infrastructure such as the expansion of schools and kindergartens or playgrounds; improvement of primary healthcare facilities and health posts; development and improvement of infrastructure, culture and recreation facilities; or other similar initiatives that could potentially lead to the improvement of quality of life for IDPs and host communities. IOM also facilitated cash-for-rent programming at a range of sites including Vinnytsia, Zhytomyr, Mykolaiv, Odesa, Poltava, Kherson, Chernihiv and Cherkasy regions which have been finished in December 2015. As of March 2016 unconditional cash assistance is provided in the amount of 1980 UAH per person in Kharkiv Region to new beneficiaries or those who received assistance only once during July-December, 2015.

UNFPA

Since the beginning of the crisis, UNFPA has sent reproductive health kits to health centers and hospitals in the conflict-affected areas that have been used for an estimated 7,800 normal deliveries and 3,200 complicated deliveries, including C-sections and miscarriages. In addition, 38,000 disposable kits for obstetric-gynecologic check-ups have been supplied directly to women through outreach services and health facilities. With support from the United Kingdom and the United States, UNFPA has been able to expand its efforts to support health facilities, including through increasing capacities for treatment of sexually transmitted infections and addressing cases of sexual violence. It also partners with the International Medical Corps (IMC), the World Health Organization (WHO), the Ukrainian Red Cross and others on joint trainings and support to mobile clinics that provide outreach to women in need.

PRM Funding

State/PRM Assistance				
	Year			
	2016	2015	2014	Total
UNHCR	-	10,400,000	2,850,000	13,250,000
ICRC	7,450,000	21,500,000	2,300,000	31,250,000
IOM	3,000,000	3,000,000	405,000	6,405,000
UNFPA	1,000,000	1,000,000	120,000	2,120,000
Total	\$11,450,000	\$35,900,000	\$5,675,000	\$53,025,000

EVALUATION TEAM

PRM will consider various evaluation team compositions; however, the team conducting the field evaluation must consist of one Level I or II Evaluation Specialist and one Level I or II Subject Matter Expert. The subject matter expert categories include Humanitarian Assistance/Complex Emergency Specialist; Conflict Prevention, Mitigation and Reduction and Post-Conflict Reconstruction Specialist and Democracy and Governance Analyst. The evaluation team's knowledge and skills must demonstrate the ability to best complete the following:

2. Conduct a comprehensive desk review regarding the integration of IDPs in Ukraine and globally.
3. Evaluate the performance of PRM partners in integrating Ukrainian IDPs. The evaluation will focus primarily on UNHCR, ICRC, IOM and UNFPA. The country evaluation will last no longer than 5 weeks. The country evaluation will include an in-country debrief report.
4. Analyze data, compile recommendations from the desk review, and produce a final report.
5. Debrief PRM, UNHCR, and other stakeholders, upon completion of the final report.

QUALIFICATIONS

5. The Evaluation Specialist shall have experience in designing and implementing overseas evaluations and experience conducting evaluations in humanitarian settings. The Subject Matter Expert shall have experience working with governments in non-camp humanitarian settings in countries assisting IDPs. Both staff shall be familiar with humanitarian assistance and IDP protection and assistance generally. However, one member should have knowledge of local integration and durable solutions and at least one the field evaluation team members must be fluent in Russian. Evaluation and subject matter experts not meeting these requirements may be considered if adequate justification is provided.

6. Evaluation experts must have an understanding of the mandates/responsibilities of PRM, UNHCR, UNFPA, and IOM in protecting and assisting IDPs as well as an awareness of relevant research and evaluations conducted by UNHCR, NGOs, and universities.
7. Evaluation team members must have a demonstrated understanding regarding the collection and use of sensitive data in order to protect confidentiality.
8. Evaluation team members may be based in or outside of the U.S. U.S. citizenship is not required.
9. Contract organizations previously funded by PRM should assess their past performance and demonstrate a clear work plan that reflects lessons learned.

TIMETABLE AND DELIVERABLES

The contractor will begin work within 2 weeks after the contract award. The duration of the evaluation will be up to 6 months.

The contractor shall provide the following deliverables to PRM. The below timeframe for each of these activities is projected and PRM requests the contractor provide a schedule of deliverables, including anticipated delivery dates, in the proposal.

7. **Work Plan:** A detailed work plan with time lines due within 5 business days of the kick off meeting.
8. **Progress Reports:** The contractor shall submit a mid-term progress report to PRM, complemented by monthly teleconferences. The reports shall summarize progress and status of the major activities being undertaken in relation to the requirements of this program; comparison of actual accomplishments with the goals and objectives established for the period of the report; deviations from the work plan and explanations of such; indications of any problems encountered and proposals for remedial actions as appropriate; and projected activities for the next reporting period. The mid-term report is due 90 days from the start of the contract.
9. **Desk Review Report:** A desk review for IDP-focused capacity building programs which includes, but is not limited to, documentation from PRM's partners for the period from 2015-present. The desk review is due within 60 days after the start of the contract. The desk review and final report shall not exceed 25 pages, not including annexes. PRM will provide feedback on the draft report within 10 business days. The contractor has 10 business days to complete the final report after the draft report is returned by PRM. A report revisions matrix must also be submitted with the final report.
10. **Final Report:**
 - The contractor shall deliver a draft final report incorporating findings from the desk review and field based evaluation to PRM at least 45 days before the completion date of this contract. The final report shall summarize the major

results achieved, any problems encountered, and notable successes of the PRM-supported programs. The contractor shall also make recommendations of appropriate follow-up actions primarily for PRM, but also UNHCR and NGO partners and the government where relevant.

- The final report shall include conclusions as to what activities are the most (and least) successful in promoting local integration of Ukrainian IDPs, reasons why, and recommendations on best practices based on findings. Recommendations should be concrete, actionable, and tailored to specific stakeholders.
- The final report shall include a section on how well programs support PRM's Functional Bureau Strategy (which will be shared).
- The evaluation report should be no more than 25 pages in length, not including annexes. The final report must include an executive summary, which shall be no more than four pages. Ukrainian and Russian versions of the executive summary are required.
- PRM will provide feedback on the draft report within 10 business days. The contractor has 10 business days to complete the final report after the draft report is returned by PRM. A revisions matrix must also be submitted with the final report.

11. **Monitoring Tools:** The contractor shall deliver checklists that PRM can consider when: (1) writing requests for proposals that include activities to promote integration of IDPs; (2) when reviewing proposals that include activities to promote the integration of IDPs; (3) monitoring efforts by government, multilateral organizations, and NGOs to create conditions suitable for local integration of IDPs; and (4) engaging host governments, IO, and NGO partners on the local integration of IDPs. The monitoring tools shall be submitted to PRM at least 45 days before the completion date of this contract.

12. **Evaluation Summary for Dissemination:** A summary of the evaluation should be written for a public audience and should not be included in the evaluation report. The summary should be brief, not more than two pages and should not include confidential issues. It should include the title of the evaluation, date of the submission of the report, evaluation questions, data collection methods, key findings and recommendations. PRM will provide a template for the summary. The evaluation summary for dissemination shall be submitted before the completion date of this contract.

13. **Oral Briefs**

- d. Monthly teleconferences as to performance against the detailed work plan
- e. One presentation provided for PRM and other relevant stakeholders in Kyiv immediately following the field evaluation. The contractors will debrief the U.S. Embassy, UNHCR, IOM, ICRC, UNFPA and other stakeholders as determined by PRM upon completion of field research. A remote debrief may occur with justification and PRM permission.

- f. One final presentation provided to stakeholders, including PRM, other relevant State Department Bureaus, USAID, representatives of IOs and NGOs, and others as appropriate. The presentation will take place at PRM/Washington, DC, upon completion of the final report.

EXPECTATIONS

2. The contractor shall maintain open, timely, and effective communications with PRM, resulting in a relationship that proactively addresses potential problems with flexible, workable solutions.
3. The contractor shall be responsive to PRM throughout the project, and demonstrate ability to present results according to the Departments' needs.
4. The contractor shall provide all evaluation documentation to PRM for review and clearance prior to disseminating to beneficiaries, UN agencies, NGOs, or other evaluation participants.
5. The contractors shall coordinate with, and be responsive to, PRM in all aspects of project management. The contractor is expected to be responsive to all project updates requests in addition to regular communications.
6. After a thorough analysis, the contractor shall present findings, produce an independent assessment of the impact and results of the findings, draw conclusions, and provide recommendations.
7. The contractors shall forward all project deliverables to PRM according to the timeline, pending unforeseen delays. When there are unforeseen delays, or other project or financial issues are evident, the contractor must inform PRM immediately.
8. The contractor shall deliver high quality final products (deliverables) suitable for the intended users. Users of the Final Deliverable (the evaluation project's final reports) potentially include PRM, UNHCR, NGOs, host governments and other stakeholders. The final evaluation will be considered a PRM product. PRM will decide which other parties to share the evaluation report with.

SECURITY

No security clearance is required.

Annex II: List of Documents Reviewed

IV. Legislation

International Covenant on Civil and Political Rights (article 12) March 23, 1976.

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V. International Guidelines, Humanitarian Response Plans, and Manuals

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Guidance for Profiling, Urban Displacement Situations, Challenges and Solutions, June 2014, JPS.

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Displaced Women and Girls at Risk: Risk Factors, Protection Solutions and Resource Tools, Women's Commission for Refugee Women and Children, February, 2006

East SOS, Freedom of Movement report, August 2016.

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Ferris, Elizabeth ed. *Resolving Internal Displacement: Prospects for Local Integration*, Brookings, June 2011.

Ferris, Elizabeth et al. *Off to Shaky Start: Ukrainian Government Responses to Internally Displaced Persons*, Brookings, HIAS, May 2015.

Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011.

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VII. Stakeholders Consulted

- Bryan Shaaf, Humanitarian Advisor, PRM.
- Oldrich Andrysek; Former UNHCR Regional Representative for Ukraine.

Annex III: Ukraine Country Context

The Ukraine political crisis was triggered by refusal to sign a historical political and trade agreement with the EU by then-President Yanukovich. The wave of protests and civil unrest began in November 21, 2013 leading to revolution after a series of violent events culminating with the ousting of Yanukovich in February 2014.⁷⁵⁷ That followed by the annexation of Crimea by the Russian Federation in March 2014.⁷⁵⁸ In May 2014, pro-Russian armed rebel groups in Donetsk and Luhansk declare independence after referendums which were not recognized by Kyiv or the West.⁷⁵⁹ The conflict has created a humanitarian crisis for an estimated 3.8 million civilians in both the Controlled Governmental Area (CGA) and the Non-Governmental Controlled Areas (NGCA) – the so-called Luhansk People’s Republic (LPR) and Donetsk People’s Republic (DPR).⁷⁶⁰ As of November 2016, 2,8 million civilians are displaced, 1,7 being registered internally⁷⁶¹ and 1,2 million as refugees in neighboring countries.⁷⁶² The war is still raging today and has left an estimated 22,212 people wounded and 9,569 killed.⁷⁶³

The IDP situation remains of concern especially to those living close to the front line and in the NGCA (700,000 people are crossing the contact line monthly. 70% of people in need are women, children and elderly)⁷⁶⁴. In order to cope with the situation, gain access to services and livelihood opportunities, as well as to maintain family links, the affected populations risk their lives and cross the front line daily especially at entry/exit checkpoints: shelling, heavy machine gun fire and the presence of mines or unexploded ordnance are reported in most locations.⁷⁶⁵ Long lines are the norm, despite these extremely insecure conditions and an onerous and ill-adapted electronic authorization system to pass checkpoints. More than six million movements have been registered since the beginning of 2016⁷⁶⁶. Part of the affected civilian population still has not been granted full access to essential services and humanitarian aid. Several villages along the front line remain isolated from adequate humanitarian assistance. In Luhansk oblast, there is no transport corridor, leading to difficult access for humanitarian agencies and security issues for the civilian population who are forced to cross a bridge on foot. Since all of the current main transport corridors pass through the oblast of Donetsk, the civilian population in Luhansk oblast sometimes must move through rivers, forests, and fields, which are at high risk of being contaminated by mines and explosive remnants of war.⁷⁶⁷

The Ukrainian government has enforced several measures that continue to negatively impact the affected population’s situation, among which is the Temporary Order that requires IDPs to register before receiving any social payment.

The legislative framework for IDPs has been initially set up with UNHCR’s support in October 2014 via adoption of the Law on ensuring of rights and freedoms of internally displaced persons⁷⁶⁸. Cabinet resolution 509 and the 2014 law on IDPs originally included definitions that determined who was eligible for registration, and further cabinet orders dealt with applicable geographical areas. On 24 December 2015, parliament adopted an amendment to the 2014 law that expanded the definition of an IDP to include displaced foreigners and stateless people.⁷⁶⁹ Cabinet resolution 352 adopted on 8 June 2016 allows for the acceptance of a wider range of evidence for registration, including various types of documents, photos and videos, and establishes an unlimited validity period for registration certificates. It also confirms that IDPs registered in NGCAs who have served or are currently serving prison sentences are eligible to apply.⁷⁷⁰ Law 936-VIII (2254), which came into effect on 21 February 2016, enables IDPs aged 14 to 17 to apply for registration independently.⁷⁷¹ While it can be asserted that there have been positive legislative developments to address legal gaps in Ukraine’s 2014 law on IDPs, the amendments so far have not eliminated all of

the challenges displaced people face.⁷⁷²

The institutional framework for IDPs has evolved since the beginning of the crisis. While at the early onset of the emergency, two most significant players had been the State Emergency Service and Ministry of Social Policy, in April 2016 the Ukrainian government established the Ministry of Temporary Occupied Territories and Internally Displaced Persons (MTOT).⁷⁷³ With the role of the State Emergency Service fading as the conflict became protracted, the delineation of responsibilities between the MoSP and the MTOT remains unclear. The cabinet of ministers adopted the Comprehensive State Program for Support, Social Adaptation and Reintegration of IDPs until 2017, along with an accompanying action plan. At the end of 2016, however, no funds have been allocated for its implementation.⁷⁷⁴

While the registration process is now complicated by verification commission and is cumbersome for any IDP to get through the verification process, IDPs within the category of people with disabilities and retired feel the negative effect of these measures even more⁷⁷⁵. Since June 2015, the Government has prohibited the delivery of commercial cargo to the NGCA, including supplies of food and medicines. The restriction affects people living in both the NGCA and in GCA: in NGCA, it increases prices by 2 to 4 times more than in the government-controlled areas,⁷⁷⁶ reducing the availability of necessary and high-quality products, while in GCA, it significantly harms the livelihoods of farmers⁷⁷⁷.

Along the front line, hundreds of villages and towns whose residents used to supply urban markets with fresh vegetables, fruits and other products – currently under NGCA control – cannot re-orient their production towards markets in the GCA, mostly due to large distances, poor infrastructure, high costs, and the lack of market contacts. Individuals' livelihoods are thus critically fragile, and the ability to cope remains out of reach for the most impacted populations, especially along the front line and in the NGCA, increasing the risk of long term vulnerability.⁷⁷⁸

Since July 2015, the de facto authorities of the so-called LPR and DPR have been regulating the international humanitarian community actors' operating on their territory, partially closing humanitarian access in the Non-Governmental Controlled area.⁷⁷⁹ Individuals in both rural and urban areas of the NGCA who were once employed in the industrial sector, coal-mining, metallurgy, and engineering industry, and another part in small businesses, are facing a dire economic situation following the collapse of these industries in the aftermath of the crisis and ongoing war. They now have limited access to employment; struggle to receive social benefits from government or de facto authorities, and encounter difficulties in registering for unemployment subsidies in the GCA.⁷⁸⁰

In both GCA and NGCA access to services for remains a challenge. In GCA, one third of the households faces difficulties accessing quality essential healthcare in an environment where one in two people report having one or more family member suffering from a chronic illness⁷⁸¹. In addition, 50% of the population expresses the need for psychosocial support due to more than two years of conflict. Depression, high levels of stress and anxiety, or increased consumption of alcohol and family violence are reported as consequences of the war.⁷⁸² More than 22 000 houses have been reported damaged or destroyed by the fighting.⁷⁸³ Considering the upcoming harsh winter, the insulation of damaged houses in the buffer zone remains an urgent need. Food security experts estimate that one in ten households cannot count on adequate food provisions. More than half of the elderly population above 60 has had to reduce their food intake since the beginning of the conflict. In NGCA, deteriorating economy adding further pressure in a context marked by severely restricted humanitarian access. More than 2 million of individuals have seen their freedom of movement restricted. Access to essential goods and services has been disrupted. Even if markets

have partially recovered compared to 2015, inflation and unemployment remain critically high. In April 2016, 67% of elderly population over 60 was living on less than 2 USD per day. The disruption of water supplies remains a significant and constant concern. Water shortages are regularly reported and have affected up to 1.2 million people, which last occurred in September 2016. Access to health is precarious due to major gaps in medical staffing, quality medicines and consumables, and adequately maintained health facilities.

The average unemployment rate in the Donbass region is about 28%. Gender discrimination generally and in recruitment is common practice, further increasing the vulnerability of women heads of households.⁷⁸⁴

Annex IV: Evaluation Matrix

EVALUATION QUESTIONS	MEASURES	RESPONDENT TYPE/SOURCE	DATA COLLECTION TOOL
<p>1. Access to Services: What are the on-the-ground realities for an IDP who seeks to obtain IDP registration documentation, a job, education, healthcare, a lease, a propiska, social benefits (i.e. pensions), legal assistance, and the right to vote in his/her new community?</p> <p>What legislative or policy changes are needed to improve access?</p>	<ul style="list-style-type: none"> - Access to registration and obtaining documentation - Access to social benefits - Access to jobs and livelihood opportunities - Access to and use of education and healthcare services - Availability and affordability of shelter, willingness of landlords to rent to IDPs and IDPs awareness regarding rental procedures such as signing a lease or rental agreement - Access and ability to vote - Availability of legal assistance - IDP-related legislative or policy challenges and opportunities - Types of legislative or policy changes needed to improve access to services and rights 	<ul style="list-style-type: none"> - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners; - Program beneficiaries (IDPs); - Local/national government representatives (Ministry of Social Policy; Ministry of Health; Ministry of Education; Ministry of Temporarily Occupied Territories; State Emergency Service) - Human rights INGOs, LNGOs, local lawyers, IDP advocates - Documents review 	<p>KII – UNHCR, IOM, UNFPA, ICRC;</p> <p>KII – Implementing partners</p> <p>FGDs - Beneficiaries</p> <p>KII - Beneficiaries</p> <p>KII – Government officials</p> <p>KII - Human rights INGOs, LNGOs, local lawyers, IDP advocates</p> <p>Observations</p>
<p>2. Assistance: Have PRM's multilateral partners been successful in meeting the humanitarian needs of Ukrainian IDPs?</p> <p>Will assistance provided to date support local integration over the short, medium, and long term?</p>	<ul style="list-style-type: none"> - Relevance and adequacy of assistance to the humanitarian needs of IDPs and other conflict affected population - Challenges and gaps in providing humanitarian assistance to IDPs and other conflict affected population - Ability of partners to respond to challenges and obstacles in providing assistance to beneficiaries - Perceived impact of programming - Documented successes in meeting the needs of IDPs; M&E data - Beneficiaries feedback on meeting their humanitarian needs - Challenges and obstacles of taking steps towards transitioning from relief to development - Types of assistance undertaken to support local integration of IDPs over the short, medium and long term - Existence of longer term integration strategies 	<ul style="list-style-type: none"> - PRM representatives - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners - Program beneficiaries (IDPs, host populations, returnees, other conflict affected population) - Government representatives - Program documents review 	<p>KII – PRM</p> <p>KII – UNHCR, UNFPA, IOM, ICRC</p> <p>KII – Implementing partners</p> <p>KII and FGDs - beneficiaries, host population and other conflict affected population</p> <p>KIIs – volunteers, local activists</p> <p>KIIs – government officials</p>

<p>3. Beneficiary Selection: What are current processes by government entities/UN agencies/NGOs for selecting beneficiaries for assistance?</p> <p>Are there ways to ensure that the most vulnerable are prioritized?</p>	<ul style="list-style-type: none"> - Existence of standardized vulnerability criteria, vulnerability assessment framework and/or scoring system - Targeting and reaching out strategies to the most vulnerable groups - Beneficiaries perceptions of the most vulnerable groups - Beneficiaries perception on use of provided assistance/services to the most vulnerable groups - Government's vulnerability criteria and/or assessment framework - Prioritization strategies of the most vulnerable by central and local governments - Beneficiary awareness of the eligibility criteria to access assistance provided by government/partners/NGO implementing partners - Challenges and barriers for the most vulnerable to access and use provided services and assistance 	<ul style="list-style-type: none"> - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners - Local/national government representatives (Ministry of Social Policy; Ministry of Health; Ministry of Education; Ministry of Temporarily Occupied Territories; State Emergency Service) - LNGOs and CBOs, - Program beneficiaries and conflict affected population - M&E reports, post-distribution monitoring reports, and other program documents 	<p>KII – UNHCR, UNICEF, IOM, UNFPA</p> <p>KII – Implementing partners</p> <p>KII – UN led cluster working groups</p> <p>KIIs and FGDs with beneficiaries</p> <p>KIIs – Government officials</p> <p>KIIs – LNGOs, CBOs</p>
<p>4. Beneficiary Feedback: To what extent did IDPs report receiving integration assistance from UNHCR, ICRC, and IOM?</p> <p>Did they feel that assistance received was helpful or, if not, what forms of assistance would have been preferred?</p>	<ul style="list-style-type: none"> - Beneficiary settlement preferences - Beneficiary perceptions on challenges and barriers for integration - Beneficiary feedback on types of assistance provided which are helpful (or not) for integration - Beneficiary feedback on accessibility and use of provided services; - Beneficiary feedback on quality of received services - Relevance and adequacy of modalities of assistance - Forms of assistance preferred by beneficiaries 	<ul style="list-style-type: none"> - Program beneficiaries - Documented program monitoring data - Post-distribution monitoring reports 	<p>KIIs and FGDs – beneficiaries</p>
<p>5. Best Practices: Do PRM's partners make use of best practices in their programming and engagement? Have there been any unintended consequences?</p>	<ul style="list-style-type: none"> - Program design includes (or not) best practices in locally integrating IDPs - Perceptions of partners on provided assistance and services that support integration of IDPs - Level of engagement in program design and implementation of IDPs and other conflict affected population - Functioning M&E 	<ul style="list-style-type: none"> - PRM representatives - UNHCR, UNFPA, IOM, ICRC; - Multilaterals' implementing partners - Central and local government - Cluster WG members - Program documents - M&E and accountability data - Desk review report on best 	<p>KII - PRM</p> <p>KII – UNHCR, UNFPA, IOM, ICRC</p> <p>KII – Multilaterals' implementing partners</p> <p>KII – Government officials</p> <p>KII – INGOs and LNGOs Cluster members</p> <p>Observations</p>

	<ul style="list-style-type: none"> - Gender/age/ethnicity sensitive data collection, analysis and use - Identifying and tracking any unintended consequences - Documentation of lessons learnt - Actions to mitigate or reduce identified unintended negative consequences - Existence of beneficiary feedback and complaint system and response mechanism - Beneficiary awareness and use of feedback and complaint mechanism - Beneficiary satisfaction or lack thereof with the response on their feedback and complaints 	practices in locally integrating IDPs	
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Annex V: Activities Timeline, Ukraine Field-Based Evaluation

Activity Type	Date	Activity	Staffing	Location
Fieldwork Preparation	January 13 – February 3	Draft evaluation plan and methodology, develop data collection tools, discussions with PRM, introductory calls with partners, selection of site visits, identification of key stakeholders, hiring local logistician and interpreter, subcontracting Ukraine-based data collection firm, logistics, arranging interviews, and other preparatory activities.	Evaluation team: Mariana Davila (MD), Erica Holzaepfel (EH), Zumrat Salmorbekova (ZS), Mariia Matsepa, Madison Galdi (MG)	U.S., Ukraine
Travel	February 4 [Tentative]	Travel to Kyiv, Ukraine	ZS	From U.S. to Kyiv
In-Brief Fieldwork Preparation	February 6 [not confirmed with PRM]	In-brief and interview PRM Team planning meeting	PRM, ZS, MM, logistician, interpreter	Kyiv
Fieldwork Preparation	February 7 [not confirmed]	Meeting with GfK, Kyiv based data collection firm	GfK, ZS, MM	Kyiv
Field data collection	February 8, 9, 10, 13	Data Collection in Kyiv: Interviews with UNHCR, ICRC, UNFPA, IOM, Subcontractors, Government officials, UN/HC representatives, Cluster WG members	ZS, MM	Kyiv (UNHCR, ICRC, IOM, UNFPA; Government; IPs)
Field Data collection	February 8 – March 4	Data Collection by GfK in Luhansk (GCA, NGCA) and Donetsk (GCA, NGCA)	GfK	Luhansk (GCA, NGCA) and Donetsk (GCA, NGCA)
Field data Collection	February 14, 15, 16, 17	Data Collection in Kharkiv	ZS, MM, Interpreter	Kharkiv oblast (UNFPA; UNHCR)
Field data collection	February 18, 20, 21, 22	Data Collection in Dnipro	ZS, MM	Dnipropetrovsk oblast (UNFPA; UNHCR)
Field data collection	February 23, 24, 25	Data Collection in Zaporozhzhia	ZS, MM	Zaporozhzhia oblast (UNFPA; UNHCR)

Activity Type	Date	Activity	Staffing	Location
<i>Mid-Brief</i>	February 24	Mid-Point reflection (PRM) [tentative]	PRM, ZS, MM	Via Skype or phone
Field data collection	February 27, 28	Data Collection in Kherson	ZS, MM	Khersonska oblast (UNHCR)
Field data collection	March 1	Fly back to Kiev (morning) catch afternoon flight to Lviv	ZS, MM, interpreter	Travel from Kherson to Lviv
Field Data collection	March 2, 3	Data collection in Lviv	ZS, MM, interpreter	Lviv (UNHCR)
Out-brief preparation	March 4, 6, 7, 8	Data synthesis, analysis and preparation for out-brief presentation	ZS, MM, GfK	Kyiv
Preliminary findings deliverable	March 8	Submit evaluation findings matrix and preliminary findings presentation to SI	ZS, MM	Kyiv
Preliminary findings deliverable	March 9	Feedback from SI	EH, MD, MG	D.C.
<i>Deliverable</i>	March 10	De-brief: Preliminary Findings Presentation to PRM Team meeting to discuss report writing process	ZS, MM	Kyiv
Travel	March 11 (tentative)	Travel to U.S.	ZS	Tentative, depends on the out-brief confirmation
Reporting	March 13 – April 30	Coding and analysis; drafting findings, conclusions and recommendations sections and submitting these sections to SI	ZS, MM	Home-based
<i>Deliverable</i>	March 31 ²	Submit draft Ukraine findings report to PRM	Evaluation team	
Reporting	April 14	Feedback from PRM on draft Ukraine findings evaluation report	PRM	
<i>Deliverable</i>	April 21	Submit final Ukraine Evaluation Findings report	Evaluation team	
<i>Deliverable</i>	April	Oral Presentation to SI	Evaluation team	D.C.

² SI typically takes five weeks to provide a high quality draft report and as such, would appreciate PRM's consideration of a no-cost extension so that the team could submit a draft report by April 7, 2017. Given the timing of the fieldwork, SI does not anticipate being able to complete the fieldwork and produce a draft within 45 days of the contract end date.

Annex VI: Illustrative List of Respondents

Name/Organization	Department	Location
Scott N Thayer	PRM	Skype
Bryan Schaaf	PRM	Kyiv
TBD	Tbilisi-based PRM representative, PRM Coordinator	
Ministry of Social Policy	TBD	Kyiv
Ministry of Temporary Occupied Territories and Internally Displaced Persons	TBD	Kyiv
Ministry of Health	At regional level	Kherson, Dnipro, Zaporizhzhia
Local Government	At oblast, rayon, city, village levels	
Caspar Peek	Representative, UNFPA	Kyiv
Pavlo Zamostian	Deputy Representative/Assistant Representative, UNFPA	Kyiv
Lyudmyla Shevtsova	Programme Manager, UNFPA	Kyiv
Nuzhat Ehsan	ex-Representative in 2014, UNFPA	Via skype
Mobile outreach teams	Foundation for Public Health, UNFPA IP	Kharkiv, Dnipropetrovsk, Zaporizhzhia, Kyiv
Women Health Foundation	UNFPA IP, SRH intervention	Kharkiv, Dnipropetrovsk, Zaporizhzhia, Kyiv
LaStrada	UNFPA IP, hotline counselling on GBV and domestic violence	
Michael Shearing	WASH Expert, ICRC	Kyiv
Nicholas Fleury	Deputy Head of Delegation, ICRC	Kyiv
Alain Aeschlimannю	Head of the Delegation, ICRC	Kyiv
Manfred Profazi,	Head of IOM	Kyiv
Ester Ruiz de Azua	Emergency and Stabilization Programme Coordinator, IOM	Kyiv
Marco Chimenton	Project Manager in charge for the Eastern Ukraine, IOM	Via skype
Stephen Rogers	Ex-Deputy Representative, IOM	Via skype
TBD	Current Deputy Representative, IOM	Kyiv
Oldrich Andrysek,	ex-Representative, UNHCR	Via skype
Pablo Mateu	Representative, UNHCR	Kyiv
Vannou Noupech	Deputy Representative, UNHCR.	Kyiv
Noel Calhoun	ex-Protection Specialist, UNHCR.	Via skype
Aziz Rahjo	Emergency Specialist, UNHCR Lviv, Kharkiv, Donetsk	Via skype
Sherzod Zairzanov	Protection Specialist, UNHCR	Via skype
Anastasiya Khmilovska	Programme Associate	Kyiv
Mamar Merzouk,	ECHO Head	Kyiv
David Sevcik	ECHO	Via skype
Srdan Stojanovic	ECHO Regional Bureau	Via skype
Stefan Provost,	ex Head of MSF in Ukraine	Via skype
Artem Dekhtiaruk,	Head of Programme ADRA Ukraine, UNHCR IP	Kyiv
Marcel Vaessen	Ex-head of OCHA in Ukraine	Via skype
Ivane Bochorishwili	OCHA Deputy Head	Kyiv

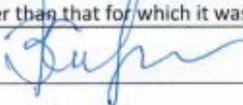
Barbara Manzi	OCHA Head	Kyiv
Oleksandra Sorokopud	CrimeaSos, UNHCR IP	Lviv
Enver Bekirov	CrimeaSos, UNHCR IP	Kherson
Chiricli Fund	UNHCR IP	Kyiv
Chiricli Fund	UNHCR IP	Kharkiv
Danish Refugee Council	UNHCR IP	TBD
10th of April/Desiate Kvitnia	UNHCR IP	TBD
Dopomoha Dnipra	UNHCR IP	Dnipro
Donbas Development Centre	UNHCR and IOM IP	Skype, Kyiv
Foundation 101	UNHCR IP	Kyiv/skype
HelpAge International	UNHCR IP	TBD
Most	UNHCR IP	TBD
Maximal	UNHCR IP	Skype
Norwegian Refugee Council	UNHCR IP	Kyiv
People in Need	UNHCR IP	Kyiv
Proliska	UNHCR IP	
Slavic Heart	UNHCR IP	Sviatogirsk
Right to Protection	UNHCR IP	Kyiv
Right to Protection	UNHCR IP	Kharkiv
Ukraine Crisis Media Centre	UNHCR IP	Kyiv
VostokSos	UNHCR IP	Kyiv, Kharkiv
Polish Centre for Humanitarian Aid	IOM IP	Kyiv
Service Providers	Schools, health clinics, institutions, social workers, legal service providers, caseworkers, collective centers etc.	
Program Beneficiaries (IDPs, returnees and other conflict affected population)	UNHCR, ICRC, IOM, UNFPA	
Community leaders		
Host community		
Other INGOs members of cluster working groups		Kyiv
Local Human rights advocates and NGOs		

Annex XVIII: Disclosure of any Conflicts of Interest

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Zumrat Salmorbekova
Title	Senior Evaluation Specialist
Organization	Social Impact, Inc.
Evaluation Position?	<input checked="" type="checkbox"/> Team Leader <input type="checkbox"/> Team member
Evaluation Award Number (contract or other instrument)	SAQMMA12D0084
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	United Nations High Commissioner for Refugees (UNHCR) International Organization for Migration (IOM) International Committee of the Red Cross (ICRC) United Nations Population Fund (UNFPA)
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	May 4, 2017

¹ November 2016, HRP 2017, p. 6

² Ministry of Labor and Social Policy, 2016

³ HRP, 2016

⁴ UN Humanitarian Bulletin, Issue 16, February 28, 2017.

⁵ East SOS, Freedom of Movement report, August 2016.

⁶ Also, more than one in 10 households living in NGCA had one or several members who have returned home in 2016. Data provided by State Border Service since January 2016 triangulated by ACF, *The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective*.

⁷ November 2016, ACF, *The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective*.

⁸ 60% of households have pensions as the main source of income. See November 2016, HRP 2017, p. 6.

⁹ https://www.humanitarianresponse.info/system/files/documents/files/humanitarian_response_plan_2017_eng.pdf

¹⁰ For additional information about the Ukraine country context, see Annex V.

¹¹ USAID: Ukraine – Complex Emergency, Fact Sheet #2, Fiscal Year 2017, April 26, 2017, available at:

https://www.usaid.gov/sites/default/files/documents/1866/ukraine_ce_fs02_04-26-2017.pdf

¹² Ukraine: 2016 Humanitarian Response Plan, Period January – December 2016, published January 2016 available at: http://reliefweb.int/sites/reliefweb.int/files/resources/2016_hrp_ukraine_english.pdf
Ukraine: 2015 Humanitarian Response Plan (Revised), Period January – December 2015, published February 2015, available at:

https://www.humanitarianresponse.info/system/files/documents/files/UKRAINE_HRP_2015%20FINAL%20%281%29.pdf

¹³ ICRC Appeals 2016: Operations. Shared via email by the ICRC's External Resources Division, Donor Relations and Government Affairs on January 7, 2017.

ICRC Emergency Appeals 2015. Shared via email by the ICRC's External Resources Division, Donor Relations and Government Affairs on January 7, 2017.

¹⁴ Ukraine: 2016 Humanitarian Response Plan, Period January – December 2016, published January 2016 available at: http://reliefweb.int/sites/reliefweb.int/files/resources/2016_hrp_ukraine_english.pdf

¹⁵ Statement of Work. Evaluating the Effectiveness of PRM Multilateral Partners in Assisting IDPs and Preparing for the Eventual Transition from Relief to Development, U.S. Department of State Bureau of Population, Refugees, and Migration, June 2016.

¹⁶ See Annex II for data collection tools

¹⁷ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017

¹⁸ Law No. 921-VIII (2166) *On Amendments to Some Laws of Ukraine to Strengthen the Guarantees of Rights and Freedoms of Internally Displaced Persons*, adopted on December 25, 2015, enacted on January 13, 2016, available at: http://w1.c1.rada.gov.ua/pls/zweb2/webproc4_1?pf3511=54093

¹⁹ The ET was informed that the GoU require every citizen to renew passport at age 25, 45 and 65. Beneficiaries stated that not all citizens update their passport on time, which results in denial of IDP registration until the passport is renewed with an updated photo of the passport holder.

²⁰ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017

Group Interview, in-kind assistance beneficiaries, male, UNHCR/Station Kharkiv, Kharkiv, February, 14, 2017

²¹ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017;

Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017.

²² Group Interview, IDP community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017.

²³ Ibid.

²⁴ Group Interview, legal and in-kind assistance beneficiaries, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 27, 2017; Group Interview, legal and in-kind assistance beneficiaries, young people, gender mixed group, UNHCR/CrimeaSOS, Lviv, March 3, 2017.

²⁵ Key informant interview, Team Leader, Legal Assistance Provider, R2P, Kharkiv, February 16, 2017.

²⁶ Individual Interview, female (40), UNHCR/Crimea/SOS IPA beneficiary, Truskavets, Lviv oblast, March 4, 2017.

²⁷ Individual interview, male (44), UNHCR/R2P Dnipro IPA beneficiary, Lyubimovka village, Dnipro oblast, February 21, 2017.

Group Interview, in-kind beneficiaries, women, UNCHR/CrimeaSOS, Kherson, February 28, 2017.

²⁸ Individual interview, female (28), UNHCR/Crimea/SOS, social integration grant beneficiary, Lviv, March 3, 2017.

Individual Interview, female (40), UNHCR/Crimea/SOS IPA beneficiary, Truskavets, Lviv oblast, March 4, 2017

²⁹ Individual Interview, female (46), ICRC in-kind assistance beneficiary, Slavnoe settlement, Donetsk, between March 23-27, 2017.

³⁰ The grey zone is an intermediate area between two opposing parties in conflict, not clearly or easily defined.

³¹ Key Informant Interview, Head of Proliska, UNHCR partner, Bakhmut, March 25, 2017.

³² Individual Interview, male (36), Armenian, UNHCR multipurpose cash beneficiary, Dnipro, February 22, 2017.

³³ Individual Interview, male (37), UNHCR/R2P IPA beneficiary, Podgorodne town, Dnipro oblast, February 21, 2017

³⁴ Group Interview, cash and in-kind assistance beneficiaries, ICRC, Liman, March 23, 2017; and other 7 group discussions with ICRC, UNHCR/DRC/Proliska/PIN/ADRA, IOM/PCPM in Lima, Mariupol, Sloviansk, Bakhmut, Selidovo, Konstantinivka, and 15 individual interviews with ICRC, UNHCR/Proliska/DRC/NRC/HelpAge, IOM/PCPM, and UNFPA/UFPH beneficiaries in Makarovo, Slavnoe, Triokhizbenka, Mariupol, Kremennaya, Konstantinivka, Rubizhne, Severodonetsk.

³⁵ Group Interview, shelter and food assistance beneficiaries, UNHCR/PIN, Sloviansk, March 22, 2017; Group Interview, shelter and cash assistance beneficiaries, UNHCR/ADRA, Bakhmut, March 20, 2017.

³⁶ Individual interview, female (56), UNHCR/Station Kharkiv PSS BNF, Kharkiv, February 14, 2017

³⁷ Individual interview, male (36), UNHCR multipurpose cash assistance BNF, Dnipro, February 22, 2017

Individual interview, female (41), UNHCR/CrimeaSOS IPA BNF, Truskovec, Lviv oblast, March 4, 2017

³⁸ Group Interview, in-kind BNFs, pensioners, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017;

Group Interview, in-kind assistance BNFs, gender mixed, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017

³⁹ Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 22, 2017

⁴⁰ Group Interview, legal assistance and information counselling BNFs, gender mixed, UNHCR/CrimeaSOS, Lviv, March 3, 2017

⁴¹ Key Informant Interview, Lawyer, UNHCR/R2P, Mariupol, March 10, 2017.

⁴² Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017;

Key Informant Interview, Director, City Center for Family, Children and Youth, Kharkiv, February 17, 2017.

⁴³ Key Informant Group Interview, Chief and Deputy Chief, Lviv oblast Pension Fund, Lviv, March 3, 2017.

As key informant reported, in January 2017, the Lviv oblast Pension Fund, in collaboration with NGOs, including CrimeaSOS, and the state oblast administration, submitted to the Prime Minister's office a recommendation letter to start renewing allocation of pensions to Crimean pensioners based on an electronic case of the pension as it is done for the Donbas pensioners. The Lviv Pension Fund believes that it is not difficult to implement and will expedite the process of pensions payments to Crimean IDP-pensioners. As reported, the outcome of the letter is unknown.

⁴⁴ IDP residence verification was introduced by Resolution No. 79 in March, 2015 *On Some Aspects of Issuance of Certificates to Persons Displaced from the Temporary Occupied Territory or Anti-Terrorist Operation Area*, available at: <http://zakon4.rada.gov.ua/laws/show/79-2015-%D0%BF>

This measure is established to implement the Cabinet of Ministers' Resolutions No. 595 and 637, stating that persons from NGCA can receive their pensions and other entitlements only if they leave NGCA and register as IDPs in GCAs.

⁴⁵ Key Informant Interview, Director, Zaporizhzhia Oblast Center Social Service for Family, Children and Youth, Zaporizhzhia, February 23, 2017

⁴⁶ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017

⁴⁷ There is lack of evidence to suggest that in Lviv IDPs' benefits or pensions were cancelled or suspended, perhaps it is connected with the geographic distance of Lviv from Lugansk, Donetsk and Crimea.

⁴⁸ Key Informant Interview, Deputy Director, Department of Family, Children and Youth, Pavlograd city, Dnipro, February 20, 2017

⁴⁹ Key Informant Interview, Lawyer, CrimeaSOS, Lviv, March 3, 2017

⁵⁰ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017; Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Individual Interview, female (60), UNHCR/R2P legal assistance beneficiary, Zaporizhzhia, February 25, 2017

⁵¹ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017

⁵² Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017.

Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017;

Group Interview, legal and in-kind assistance BNFs, UNHCR/CrimeaSOS, Kherson, February 27, 2017; Group

Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017.

⁵³ Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017.

⁵⁴ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, UNHCR/R2P, Dnipro,

February 21, 2017; Key Informant Interview, Monitoring Team Leader, R2P, Kharkiv, February 16, 2017.

⁵⁵ Key Informant Interview, Director, Free Legal Aid Center, Dnipro, February 22, 2017

FLACs was opened in 2015 as a result of the reform of Ministry of Justice. There are 100 FLACs throughout Ukraine. The aim of FLACs is to provide secondary legal assistance free of charge to vulnerable groups, which include anti-terrorist operation (ATO) veterans and their families, and persons experiencing difficult living conditions.

⁵⁶ Key Informant Interview, Lawyer, R2P, Kharkiv, February 16, 2017

⁵⁷ Key Informant Interview, Director, Free Legal Aid Center, Dnipro, February 22, 2017

⁵⁸ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017;

Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017

⁵⁹ Key Informant Interview, Team Leader, R2P, Kharkiv, February 16, 2017; Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017; Key Informant Group Interview, Legal Aid Coordinator and Team Leader, R2P, Dnipro, February 22, 2017.

⁶⁰ Key Informant Interview, Head of Sub-Office, UNHCR, Dnipro, February 20, 2017

⁶¹ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, UNHCR/R2P, Dnipro, February 21, 2017.

⁶² Key Informant Interview, Director, Free Legal Aid Center, Dnipro, February 22, 2017.

Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017.

⁶³ Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.

⁶⁴ Key Protection Concerns, UNHCR Ukraine, September 2016, available at:

<http://unhcr.org.ua/attachments/article/317/2016%2009%20UNHCR%20UKRAINE%20Key%20Protection%20Concerns%20and%20Recommendations%20FINAL%20EN.pdf>

⁶⁵ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017.

⁶⁶ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, R2P, Dnipro, February 21, 2017.

⁶⁷ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017.

⁶⁸ Key Informant Interview, Attorney, R2P, Kharkiv, February 15, 2017.

⁶⁹ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017.

⁷⁰ Group Interview, in-kind and skills development beneficiaries, gender mixed, UNHCR/CrimeaSOS, Lviv, March 3, 2017; Group Interview, IDP community mobilization group, gender mixed, UNHCR/Power of the Future, Dnipro; Group Interview, legal assistance beneficiaries, gender mixed, UNHCR/R2P, Kharkiv, February 16, 2017.

⁷¹ Key Informant Group Interview, Representative, Deputy Representative and Program Coordinator, IOM, Kyiv, February 10, 2017.

⁷² Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

⁷³ Ibid.

⁷⁴ Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

⁷⁵ Key Informant Interview, Deputy Director, Department of Family, Children and Youth, Pavlograd city, Dnipro, February 20, 2017; Key Informant Interview, Deputy Director, Department of Social Protection, Dnipro, February 22, 2017; Key Informant Group Interview, Zaporizhzhia Oblast Center Social Service for Family, Children and Youth, UNFPA/UFPH, Zaporizhzhia, February 23, 2017; Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

⁷⁶ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017.

⁷⁷ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017; Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017.

⁷⁸ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017.

⁷⁹ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017; Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017; Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.

⁸⁰ Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017.

⁸¹ Group Interview, legal assistance beneficiaries, UNHCR/R2P, Konstantinovka, March 25, 2017.

⁸² Key Informant Interview, Vice-President on Humanitarian Affairs, Ukrainian Frontiers, Kharkiv, February 14, 2017; Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017. In both Lugansk and Donetsk GCAs, more women than men participated in cash-for-work activities. Thus, in Donetsk, 53 percent of women and 47 percent of men (age ranged between 30 and 39); in Lugansk, 51 percent of women and 49 percent of men (women were evenly spread throughout the age categories, while men are mostly aged 18-29 and 50-59). Source: Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017.

The challenge to engage IDP men in cash-for-work activity is linked to men's preference for more consistent/permanent work. In total, 400 (200 in Donetsk and 200 in Lugansk) vulnerable IDPs (65 percent) and local community members (35 percent) residing within 10 km of the contact line participated in the program; as a result of the intervention more than 350 tons of waste was removed from the streets. Source: Key Informant Interview, Vice-President on Humanitarian Affairs, NGO Ukrainian Frontiers, Kharkiv, February 14, 2017.

⁸³ Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

⁸⁴ Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017.

⁸⁵ Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, Dnipro, February 22, 2017; Key Informant Interview, Head of Foundation, *Dopomoga Dnipra*, Dnipro, February 22, 2017.

⁸⁶ Key Informant Interview, Director, Kharkiv Oblast Center for Family, Children and Youth, Kharkiv oblast, February 17, 2017.

⁸⁷ Cabinet of Ministers Resolution #505 *On Provision of Monthly Targeted Assistance to Internally Displaced Persons to Cover Housing Costs, Including Utilities*, October 1, 2014, available at: <http://zakon3.rada.gov.ua/laws/show/505-2014-%D0%BF>

⁸⁸ Ibid.

⁸⁹ Key Informant Group Interview, Mobile Team, UNFPA/UFPH, Kharkiv, February 17, 2017; Key Informant Interview, Social Worker, UNFPA/UFPH, Zaporizhzhia, February 23, 2017.

⁹⁰ Key Informant Interview, GBV Sub-cluster Coordinator, UNFPA, Kyiv (via Skype), February 8, 2017.

⁹¹ Key Informant Interview, Senior Protection Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017.

⁹² Group Interview, legal assistance beneficiaries, gender mixed, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, humanitarian aid beneficiaries, gender mix, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017; Group Interview, in-kind assistance BNFs, female, UNHCR/CrimeaSOS, Kherson, February 28, 2017.

⁹³ Key Informant Interview, Deputy Director, Kharkiv Department of Social Protection, Kharkiv, February 17, 2017.

⁹⁴ Key Informant Interview, Project manager, Station Kharkiv, Kharkiv, February 14, 2017.

⁹⁵ Key Informant Interview, Programme Officer, UNHCR, Dnipro Sub-Office, February 21, 2017.

⁹⁶ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017; Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, in-kind and training assistance beneficiaries, male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, legal and in-kind assistance beneficiaries, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 27, 2017.

⁹⁷ Group Interview, legal assistance BNF, R2P, UNHCR/R2P, Dnipro, February 22, 2017.

⁹⁸ Group Interview, in-kind and training assistance beneficiaries, male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, in-kind assistance beneficiaries, gender mixed group, pensioners, UNHCR/Station Nadejda, Barvikove, Kharkiv oblast, February 15, 2017.

⁹⁹ Focus Group Discussion, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017

¹⁰⁰ Apparently, on TV screens there is chyron declaring certain amounts of aid (figures in million dollars) from donors went to displaced people to help with housing. IDPs stated that this type of information creates confusion for the displaced because they are not aware of a single IDP who received help to permanently solve housing problems, and also misinforms the non-displaced population, creating an illusion that a lot of help is going to people from Donbas.

Focus Group Discussion, humanitarian aid and training beneficiaries, Male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Focus Group Discussion, humanitarian aid BNFs, gender mixed group, UNHCR/Station *Nadejda*, Barvikove, Kharkiv, February 15, 2017; Focus Group Discussion, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Focus Group Discussion, IDP community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Focus Group Discussion, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017; Focus Group Discussion, legal assistance and humanitarian aid, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 28, 2017.

¹⁰¹ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017.

Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017. Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017.

¹⁰² Group Interview, legal and in-kind assistance beneficiaries, young people, gender mixed group, UNHCR/CrimeaSOS, Lviv, March 3, 2017.

Individual Interview, female (28), CBI grant beneficiary, UNHCR/CrimeaSOS, Lviv, March 3, 2017.

Individual Interview, female (36), in-kind assistance beneficiary, UNHCR/CrimeaSOS, Lviv, March 4, 2017.

¹⁰³ Key Informant Group Interview, Social Workers, UNHCR/CrimeaSOS, Kherson, February 27, 2017.

¹⁰⁴ Individual Interview, male (48), legal assistance beneficiary, disabled, UNHCR/CrimeaSOS, Kherson, February 28, 2017.

¹⁰⁵ Key Informant Interview, Social Worker, CrimeaSOS, Kherson, February 27, 2017.

¹⁰⁶ Group Interview, in-kind and training beneficiaries, male, UNHCR/Station Kharkiv, February 14, 2017;

Group Interview, in-kind and training beneficiaries, female, UNHCR/Station Kharkiv, February 14, 2017.

¹⁰⁷ Guidance for Profiling, Urban Displacement Situations, Challenges and Solutions, June 2014, JPS, p. 7-9.;

Jacobsen, Karen and Nichols, Rebecca Furst. Developing a Profiling Methodology for Displaced People in Urban Areas, Tufts University Feinstein International Center, November 2011; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹⁰⁸ Mooney, Erin. National Responsibility and Internal Displacement: A Framework for Action. *Forced Migration Review*, Supplement October 2005; Addressing Internal Displacement: A Framework for National Responsibility, The Brookings Institution – University of Bern, April 2015.

¹⁰⁹ Walicki, Nadine. Part Protracted, “Part Progress: Durable Solutions for IDPs Through Local Integration in Georgia,” in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, June 2011; Mooney, Erin. National Responsibility and Internal Displacement: A Framework for Action. “Protecting and Assisting the Internally Displaced: The Way Forward,” *Forced Migration Review*, Oxford

Refugee Center, October 2005; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹¹⁰ IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011; The Neglected Generation: The Impact of Displacement on Older People, Help Age International, IDMC, 2012.

¹¹¹ IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹¹² Local Integration in Action: Lessons Learned from Supporting Internally Displaced Persons in Georgia, DRC Evaluation and Learning Brief #4, November 2014; IASC Framework on Durable Solutions for Internally Displaced Persons, The Brookings Institution – University of Bern, April 2010; Mooney, Erin. National Responsibility and Internal Displacement: A Framework for Action. *Forced Migration Review*, Supplement October 2005; Forgotten Displacement: Why it is Time to Address the Needs of West Timor's Protracted IDPs, Briefing paper, IDMC NRC, July 2015.

¹¹³ IASC Framework on Durable Solutions for Internally Displaced Persons, The Brookings Institution – University of Bern, April 2010; Protection of Internally Displaced Persons in Georgia: A Gap Analysis, UNHCR, July 2009; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹¹⁴ IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Local Integration in Action: Lessons Learned from Supporting Internally Displaced Persons in Georgia, DRC Evaluation and Learning Brief #4, November 2014; Protection of Internally Displaced Persons in Georgia: A Gap Analysis, UNHCR, July 2009; Forgotten Displacement: Why it is Time to Address the Needs of West Timor's Protracted IDPs, Briefing paper, IDMC NRC, July 2015.

¹¹⁵ IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Local Integration in Action: Lessons Learned from Supporting Internally Displaced Persons in Georgia, DRC Evaluation and Learning Brief #4, November 2014.

¹¹⁶ IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011.

¹¹⁷ Addressing Internal Displacement: A Framework for National Responsibility, The Brookings Institution – University of Bern, April 2015.

¹¹⁸ The Neglected Generation: The Impact of Displacement on Older People, Help Age International, IDMC, 2012; Displaced Women and Girls at Risk: Risk Factors, Protection Solutions and Resource Tools, Women's Commission for Refugee Women and Children, February, 2006; Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, June 2011.

¹¹⁹ IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011; Williams, Rhodri C. "Protracted Internal Displacement and Integration in Serbia," in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, 2011.

¹²⁰ Zeender, Greta. "Securing the Right to Stay: Local Integration of IDPs in Burundi," in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, 2011; Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011; Walicki, Nadine. Part Protracted, "Part Progress: Durable Solutions for IDPs Through Local Integration in Georgia," in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, June 2011; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Bangladesh: Comprehensive Response Required to Complex Displacement Crisis, IDMC NRC, January 2015.

¹²¹ Sluga, Nina. "Still a Long Way to Go: Local Integration of IDPs in Yei, Southern Sudan," in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva; Forgotten Displacement: Why it is Time to Address the Needs of West Timor's Protracted IDPs, Briefing paper, IDMC NRC, July 2015; Ferris, Elizabeth, Birkeland, Nina M. Et al. "Local Integration of Internally Displaced Persons in Protracted Displacement: Some Observations," in *Resolving Internal Displacement: Prospects for Local Integration*, the Brookings Institution – London School of Economics, June 2011; Zeender, Greta. "Securing the Right to Stay: Local Integration of IDPs in Burundi," in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, 2011; Indonesia: Concerted Efforts Needed to Find Solutions for Protracted IDPs, IDMC NRC, August 2015.

¹²² Sluga, Nina. "Still A Long Way To Go: Local Integration of IDPs in Yei, Southern Sudan," in *Resolving Internal Displacement: Prospects for Local Integration*, The Brookings Institution – London School of Economics, June 2011; Ferris, Elizabeth and Halff, Kate. Protracted Internal Displacement: Is Local Integration a solution? *Forced Migration Review*, Issue 38, 2011; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹²³ Local Integration in Action: Lessons Learned from Supporting Internally Displaced Persons in Georgia, DRC Evaluation and Learning Brief #4, November 2014; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹²⁴ Ferris, Elizabeth and Halff, Kate. Protracted Internal Displacement: Is Local Integration a solution? *Forced Migration Review*, Issue 38, 2011; IDPs in Protracted Displacement: Is Local Integration a Solution? Report from the Second Expert Seminar on Protracted Internal Displacement, Brookings, IDMC NRC, January 19-20, 2011, Geneva.

¹²⁸ According to international humanitarian laws and norms, IDPs are entitled to a voluntary and meaningful settlement choice between return, local integration, and settlement elsewhere within their country. An intention survey among IDPs helps identify settlement preferences and based on the results of the survey, government and international community can plan integration activities and services.

¹⁴¹ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Group Interview, Head of Mission and Humanitarian Aid Expert, ECHO, March 14, 2017.

¹⁴² Key Informant Group Interview, Head of Mission and Humanitarian Aid Expert, ECHO, March 14, 2017;

¹⁵⁴ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017; Key Informant Interview, Project manager, Station Kharkiv, Kharkiv, February 14, 2017.

¹⁵⁵ Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017;

¹⁵⁶ Key Informant Interview, Team Leader, R2P, Kharkiv, February 16, 2017

¹⁵⁷ Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017.

¹⁵⁸ Key Informant Interview, Deputy Economic Security Coordinator, ICRC, Kyiv, February 10, 2017.

¹⁵⁹ Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

¹⁶⁰ Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

¹⁶¹ Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017; Key Informant Interview, Director, Responsible Citizens LNGO, IOM's IP, Kharkiv, February 16, 2017; Key Informant Interview, Vice-President on Humanitarian Affairs, NGO Ukrainian Frontiers, Kharkiv, February 14, 2017; Key Informant Group Interview, Head of office in Donetsk and Deputy Head of Office in Lugansk, ICRC, Kyiv, March 6, 2017; Key Informant Interview, Director, Donbass Development Center (NGCA), Dnipro, February 24, 2017; Key Informant Group Interview, Director and Project Manager, Maximal (NGCA), Dnipro, February 24, 2017.

¹⁶² Key Informant Interview, Director, Responsible Citizens LNGO, IOM's IP, Kharkiv, February 16, 2017; Key Informant Interview, Vice-President on Humanitarian Affairs, NGO Ukrainian Frontiers, Kharkiv, February 14, 2017.

¹⁶³ Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

¹⁶⁴ The persistent gaps in issuing for example birth certificates will eventually result in a growing number of undocumented children and leading to a risk of statelessness.

¹⁶⁵ For example, certain categories of court issues could be reinstating pensions and/or social welfare entitlements, access to social benefits, access to cases related to dispute/protests against inaction of authorities.

¹⁶⁶ The 'Legal Rights and Documents Recognition' Working Group has developed a draft law "On Amendments to Some Legislative Acts on Protecting the Rights of Internally Displaced Persons," which in addition to the above-mentioned law also includes amendments to the "Law on Notary," "Law on Implementation of Court Decisions," and "Law on State Registration of Legal Entity, Private Entrepreneurs and CBOs" that also should be reviewed by the parliament to improve access to services.

¹⁶⁷ This recommendation speaks to Kharkiv because during the field evaluation the ET was informed that UNHCR plans to withdraw its support to R2P in Kharkiv after February 2017 (finding 10, EQ1).¹⁶⁷ Reportedly, since the news about withdrawal of support came to R2P unexpectedly in January 2017, the organization was not able to secure funding.¹⁶⁷ As a result, only one attorney was on staff until the end of February; all other employees were discharged since the beginning of 2017.¹⁶⁷ However, an interview with UNHCR in Dnipro indicated that UNHCR intends to focus on support to FLACs and maintain some level of funding to R2P in Kharkiv.¹⁶⁷ From a sustainability standpoint, a decision to support FLACs could be considered appropriate since it is an existing state

structures. However, at this point, given the significant weaknesses of FLACs, the unexpected withdrawal of support to R2P in Kharkiv appears to be premature, as such a move may create a gap in legal protection. In addition, a gap in protection monitoring may be also created since R2P is not able to conduct it due to the lack of funds; apparently, no other organization conducts monitoring activities in Kharkiv.¹⁶⁷

¹⁶⁸ Lauren Van Metre, Viola G. Gienger, and Kathleen Kuehnast. *The Ukraine – Russia Conflict: Signals and Scenarios for the Broader Region*, United States Institute of Peace, March 2015.

Ukraine Crisis Timeline, November 13, 2014, by BBC, available at: <http://www.bbc.com/news/world-middle-east-26248275>

¹⁶⁹ November 2016, HRP 2017, p. 6

¹⁷⁰ Ministry of Labor and Social Policy, as of April 2017, available at: <http://bit.ly/2haU45z>

¹⁷¹ UN Humanitarian Bulletin, Issue 16, February 28, 2017.

¹⁷² East SOS, Freedom of Movement report, August 2016.

¹⁷³ Also, more than one in 10 households living in NGCA had one or several members who have returned home in 2016. Data provided by State Border Service since January 2016 triangulated by ACF, *The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective*.

¹⁷⁴ November 2016, ACF, *The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective*.

¹⁷⁵ 60% of households have pensions as the main source of income. See November 2016, HRP 2017, p. 6.

¹⁷⁶ Cabinet of Ministers Resolution #637 as of 28 December 2016.

¹⁷⁷ http://reliefweb.int/sites/reliefweb.int/files/resources/2016_12_31_legislative_update_final_en.pdf

¹⁷⁸ For instance, in March 2017—a 75% increase of pedestrian crossings compared to the previous month—reportedly with a waiting time of up to 18 hours. *Ukraine – Checkpoints. Humanitarian Snapshot* as of 3 of April 2017.

¹⁷⁹ *Ukraine Inter- Agency Vulnerability Assessment*, October 2016.

¹⁸⁰ “An increase of prices of agricultural inputs and services has soared by on average 86%, reducing the capacity of rural households to invest into subsistence crop production and maintenance of livestock, further impacting food security, the availability of food on the markets and the food prices,” see People In Need, Briefing paper on Paper supporting the recovery of conflict affected livelihoods in the Donbass region of Ukraine – May 2016.

¹⁸¹ <http://unhcr.org.ua/en/2011-08-26-06-58-56/news-archive/1231-internally-displaced-people>

¹⁸² The Cabinet of Ministers Resolution No 505 dated 1 October 2014 "On providing monthly targeted financial support to internally displaced persons from the temporarily occupied territory of Ukraine and anti-terrorist operation area to cover livelihood, including housing and utilities", available in English at <http://unhcr.org.ua/en/2011-08-26-06-58-56/news-archive/1231-internally-displaced-people>; [The Cabinet of Ministers Resolution No 535 dated 1 October 2014 "On the approval of the Procedure on the use of funds received from individuals and legal entities to provide one-time financial assistance to affected persons and persons from temporarily occupied territory of Ukraine or anti-terrorist operation area"](http://unhcr.org.ua/en/2011-08-26-06-58-56/news-archive/1231-internally-displaced-people).

¹⁸³ The Government has allocated thus far 3.2 billion UAH since the beginning of the conflict for targeted assistance to IDPs. Targeted financial assistance to IDP includes 442 UAH for working IDPs, and 842 UAH for pensioners, IDP children, and IDPs from the category of people with disabilities.

¹⁸⁴ The creation of the Ministry has filled in the gap that existed before in the institutional framework when it comes to the primary responsible for IDP and TOT issues. The COM Resolution No 376, dated 8.06.2016 approving the Regulations on the Ministry of temporarily occupied territories and IDPs of Ukraine

¹⁸⁵ [The CoM Resolution No 1094, dated 16.12.2015 "On Approval of the Comprehensive National Programme for Support, Social Adaptation and Reintegration of Citizens of Ukraine Internally Displaced from the Temporarily Occupied Territory of Ukraine and Anti-Terrorist Operation Conduct Area to Other Regions of Ukraine for the period until 2017"](http://unhcr.org.ua/en/2011-08-26-06-58-56/news-archive/1231-internally-displaced-people)

¹⁸⁶ the Plan of Actions for Employment and Training of IDPs for 2015-16

¹⁸⁷ An IDP, in order for him or her to receive social protection services, needs to provide a set of documents to the Department of Social Services. It is implied by authorities that an IDP knows his rights, knows how to write, how to read, has good health condition to repeatedly show up in Department of Social Policy, will not make a mistake in

filling out various forms, has access to computer and internet. For details, see section Evaluation Question 1, Access to services.

¹⁸⁸ The GoU links pensions and regular social welfare benefits with the IDP status. Because of this, people experience cancellations and suspensions of pensions and regular social welfare entitlements; For details, see The Cabinet of Ministers Resolution No 509 dated 1 October 2014 "On registration of internally displaced persons from the temporarily occupied territory of Ukraine and anti-terrorist operation area" and Evaluation Question 1, Access to Services.

¹⁸⁹ As confirmed by KIIs with UNHCR, ICRC, MTOT, SES Kherson, Government Advisor on IDPs in Dnipro *inter alia*.

¹⁹⁰ This is confirmed by IDPs in group interviews in Kharkiv and Zaporizhzhia, as well as by R2P lawyers in Kharkiv and R2P staff in Dnipro.

¹⁹¹ As confirmed by KIIs with ECHO, CrimeaSOS Head, UNHCR *inter alia*.

¹⁹² Out of 4 multilaterals within the scope of the present evaluation, ICRC works exclusively in the Donbas, IOM works in the Donbas but maintains presence in other regions, UNHCR works in Donbas and while it maintains presence in other regions, it gradually shifts the funding however towards Donbas, and UNFPA is working in the Donbas, providing presence in other regions as well. As confirmed by KII with ECHO, the new ECHO funding envelop for 2018 and onwards for Ukraine will target only Donbas. The UNHCR Kharkiv team, NGOs funded by UNHCR in Kharkiv, CrimeaSOS headquarters/Kyiv, CrimeaSOS Kherson, and CrimeaSOS Lviv have all mentioned that the move to exclusively 2 oblasts is too drastic and that assistance must be continued to IDPs residing in oblasts other than Donbas.

¹⁹³ Health and nutrition clusters are led by WHO; Nutrition used to be led by UNICEF; Logistics is led by WFP; Shelter is led by UNHCR; Protection is led by UNHCR; Education is led by UNICEF; co-lead is Save the Children; WASH is led by UNICEF. Food security and livelihoods is led by WFP. There are 3 sub-clusters: child protection, nutrition and GBV; only cluster members are participating in these meetings

¹⁹⁴ KII, OCHA

¹⁹⁵ (Donetsk has 4 checkpoints, Luhansk has 1 checkpoint). Ukraine – Checkpoints. Humanitarian Snapshot as of 3 of April 2017.

¹⁹⁶ Ukraine – Checkpoints. Humanitarian Snapshot as of 3 of April 2017.

¹⁹⁷ Ukraine – Checkpoints. Humanitarian Snapshot as of 3 of April 2017.

¹⁹⁸ November 2016, ACF, The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective.

¹⁹⁹ Ukraine – Checkpoints. Humanitarian Snapshot

²⁰⁰ KIIs with UNHCR Kharkiv, group interview Kharkiv.

²⁰¹ KII, UNHCR; R2P Team Leader Kharkiv.

²⁰² KII with the Mayor of Barvinkovo.

²⁰³ Data of the Local MoSP Department;

²⁰⁴ Dnipro local authorities; Kharkiv local authorities; Zaporizhzhia local authorities.

²⁰⁵ KII with CrimeaSOS BNF.

²⁰⁶ CrimeaSOS Lviv

²⁰⁷ Ukraine: 2015 Humanitarian Response Plan (Revised), Period January – December 2015, published February 2015, available at:

https://www.humanitarianresponse.info/system/files/documents/files/UKRAINE_HRP_2015%20FINAL%20%281%29.pdf

²⁰⁸ Ukraine: 2016 Humanitarian Response Plan, Period January – December 2016, published January 2016 available at: http://reliefweb.int/sites/reliefweb.int/files/resources/2016_hrp_ukraine_english.pdf

²⁰⁹ ICRC Appeals 2016: Operations. Shared via email by the ICRC's External Resources Division, Donor Relations and Government Affairs on January 7, 2017.

ICRC Emergency Appeals 2015. Shared via email by the ICRC's External Resources Division, Donor Relations and Government Affairs on January 7, 2017.

²¹⁰ Ukraine: ICRC Annual Report 2015 (p. 429). Shared via email by the ICRC's External Resources Division, Donor Relations and Government Affairs on January 7, 2017.

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- ²¹¹ Ukraine: ICRC Midterm Report, January-May 2016 (p. 2). Shared via email by the ICRC's External Resources Division, Donor Relations and Government Affairs on January 7, 2017.
- ²¹² Focus Group Discussion, in-kind beneficiaries, gender mixed group, UNCHR/CrimeaSOS, Kherson, February 27, 2017.
- ²¹³ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017
- ²¹⁴ Law No. 921-VIII (2166) *On Amendments to Some Laws of Ukraine to Strengthen the Guarantees of Rights and Freedoms of Internally Displaced Persons*, adopted on December 25, 2015, enacted on January 13, 2016, available at: http://w1.c1.rada.gov.ua/pls/zweb2/webproc4_1?pf3511=54093
- ²¹⁵ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017
- ²¹⁶ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017
- Group Interview, in-kind assistance beneficiaries, male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017
- ²¹⁷ Key Informant Group Interview, Legal Assistance Providers, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017; Key Informant Interview, President, Charity Foundation *Gorenje*, Dnipro, February 22, 2017.
- ²¹⁸ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017.
- ²¹⁹ Group Interview, IDP community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017.
- ²²⁰ Group Interview, legal and in-kind assistance beneficiaries, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 27, 2017; Group Interview, in-kind assistance beneficiaries, women, UNHCR/CrimeaSOS, Kherson, February 28, 2017; Group Interview, in-kind assistance beneficiaries, gender mixed group, pensioners, UNHCR/Station Nadejda, Barvikove, Kharkiv oblast, February 15, 2017.
- ²²¹ Ibid.
- ²²² Group Interview, legal and in-kind assistance beneficiaries, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 27, 2017.
- ²²³ Group Interview, legal and in-kind assistance beneficiaries, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 27, 2017; Group Interview, legal and in-kind assistance beneficiaries, young people, gender mixed group, UNHCR/CrimeaSOS, Lviv, March 3, 2017.
- ²²⁴ Key informant interview, Team Leader, Legal Assistance Provider, R2P, Kharkiv, February 16, 2017.
- ²²⁵ Group Interview, legal and in-kind assistance beneficiaries, young people, gender mixed group, UNHCR/CrimeaSOS, Lviv, March 3, 2017.
- ²²⁶ Group Interview, legal assistance beneficiaries, youth, gender mixed, UNHCR/CrimeaSOS, Lviv, March 3, 2017; Group Interview, in-kind beneficiaries, gender mixed, UNCHR/CrimeaSOS, Kherson, February 27, 2017.
- ²²⁷ Group Interview, legal assistance beneficiaries, youth, gender mixed, UNHCR/CrimeaSOS, Lviv, March 3, 2017.
- ²²⁸ Individual interview, male (44), UNHCR/R2P Dnipro IPA beneficiary, Lyubimovka village, Dnipro oblast, February 21, 2017.
- Group Interview, in-kind beneficiaries, women, UNCHR/CrimeaSOS, Kherson, February 28, 2017.
- ²²⁹ Key Informant Group Interview, Zaporizhzhia Oblast Center Social Service for Family, Children and Youth, UNFPA/UFPH, Zaporizhzhia, February 23, 2017.
- ²³⁰ Individual Interview, female (40), UNHCR/Crimea/SOS IPA beneficiary, Truskavets, Lviv oblast, March 4, 2017.
- ²³¹ Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017
- ²³² Individual interview, female (28), UNHCR/Crimea/SOS, social integration grant beneficiary, Lviv, March 3, 2017.
- Individual Interview, female (40), UNHCR/Crimea/SOS IPA beneficiary, Truskavets, Lviv oblast, March 4, 2017
- ²³³ Group Interview, in-kind beneficiaries, women, UNCHR/CrimeaSOS, Kherson, February 28, 2017.
- ²³⁴ Group Interview, in-kind and skills development beneficiaries, gender mixed, UNHCR/CrimeaSOS, Lviv, March 3, 2017; Group Interview, IDP community mobilization group, gender mixed, UNHCR/Power of the Future, Dnipro; Group Interview, legal assistance beneficiaries, gender mixed, UNHCR/R2P, Kharkiv, February 16, 2017.

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- ²³⁵ Individual interview, female (48), UNHCR/Crimea/SOS, mother of social integration grant beneficiary, Lviv, March 3, 2017.
- ²³⁶ Individual Interview, female (46), ICRC in-kind assistance beneficiary, Slavnoe settlement, Donetsk, between March 23-27, 2017.
- ²³⁷ Key Informant Interview, Head of Proliska, UNHCR partner, Bakhmut, March 25, 2017.
- ²³⁸ Key Informant Interview, Project manager, Station Kharkiv, Kharkiv, February 14, 2017
- ²³⁹ Individual Interview, male (36), Armenian, UNHCR multipurpose cash beneficiary, Dnipro, February 22, 2017.
- ²⁴⁰ Individual Interview, male (36), Armenian, UNHCR multipurpose cash beneficiary, Dnipro, February 22, 2017.
- ²⁴¹ Key Informant Interview, President, Charity Foundation *Gorenie*, Dnipro, February 22, 2017
- ²⁴² Ibid.
- ²⁴³ Individual Interview, male (44), UNHCR/R2P IPA beneficiary, Lyubimovka village, Dnipro oblast, February 12, 2017.
- ²⁴⁴ Individual Interview, male (37), UNHCR/R2P IPA beneficiary, Podgorodne town, Dnipro oblast, February 21, 2017
- ²⁴⁵ Group Interview, humanitarian aid beneficiaries, pensioners, gender mix, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017.
- ²⁴⁶ Group Interview, cash and in-kind assistance beneficiaries, ICRC, Liman, March 23, 2017; and other 7 group discussions with ICRC, UNHCR/DRC/Proliska/PIN/ADRA, IOM/PCPM in Lima, Mariupol, Sloviansk, Bakhmut, Selidovo, Konstantinivka, and 15 individual interviews with ICRC, UNHCR/Proliska/DRC/NRC/HelpAge, IOM/PCPM, and UNFPA/UFPH beneficiaries in Makarovo, Slavnoe, Triokhizbenka, Mariupol, Kremennaya, Konstantinivka, Rubizhne, Severodonetsk.
- ²⁴⁷ Group Interview, shelter and food assistance beneficiaries, UNHCR/PIN, Sloviansk, March 22, 2017; Group Interview, shelter and cash assistance beneficiaries, UNHCR/ADRA, Bakhmut, March 20, 2017.
- ²⁴⁸ Individual interview, female (56), UNHCR/Station Kharkiv PSS BNF, Kharkiv, February 14, 2017
- ²⁴⁹ Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 22, 2017
- ²⁵⁰ Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 16, 2017
- ²⁵¹ Group Interview, in-kind assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 16, 2017
- Individual Interview, female (41), UNHCR winterization cash assistance BNF, Zaporizhzhia, February 25, 2017
- ²⁵² Individual interview, male (36), UNHCR multipurpose cash assistance BNF, Dnipro, February 22, 2017
- Individual interview, female (41), UNHCR/CrimeaSOS IPA BNF, Truskovec, Lviv oblast, March 4, 2017
- ²⁵³ Group Interview, in-kind BNFs, pensioners, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017; Group Interview, in-kind assistance BNFs, gender mixed, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017
- ²⁵⁴ Group Interview, in-kind assistance BNFs, gender mixed, UNHCR/CrimeaSOS, Kherson, February 27, 2017
- ²⁵⁵ Group Interview, legal assistance and information counselling BNFs, gender mixed, UNHCR/CrimeaSOS, Lviv, March 3, 2017
- ²⁵⁶ Individual Interview, female (60), UNHCR winterization BNFs, Zaporizhzhia, February 25, 2017
- ²⁵⁷ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017
- ²⁵⁸ Cabinet of Ministers Resolution #505 *On Provision of Monthly Targeted Assistance to Internally Displaced Persons to Cover Housing Costs, Including Utilities*, October 1, 2014, available at: <http://zakon3.rada.gov.ua/laws/show/505-2014-%D0%BF>
- According to Resolution No. 505, the GoU provides financial assistance set at 884UAH (\$32) per months per person for those who are unable to work - elderly people (60+) and children (-18); however, there is a cap of 2,400UAH (\$88) per family. Those who are able to work but unemployed are entitled to receive 448UAH (\$16) per month for two months. After two months, unemployed IDPs should either find a job or register with the State Employment Service, in which case the support might be extended for another two months at reduced rate of 50 percent.
- ²⁵⁹ Individual Interview, male (59), UNHCR/DRC shelter beneficiary, Granitnoe, March 25, 2017.
- ²⁶⁰ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017
- ²⁶¹ The minimum subsistence level in Ukraine is 1544UAH, source: Ukraine's Verhovna Rada Increased Subsistence, Minimum Wages, Vector News, May 20, 2016: <http://vectornews.eu/newshead/20468-ukraines-rada-increased-subsistence-minimum-wages.html>
- ²⁶² Individual interview, female (46), UNFPA/UFPH PSS host BNF, Zaporizhzhia, February 23, 2017

²⁶³ Key Informant Interview, Lawyer, UNHCR/R2P, Mariupol, March 10, 2017.

²⁶⁴ Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017; Key Informant Interview, Director, City Center for Family, Children and Youth, Kharkiv, February 17, 2017.

²⁶⁵ IDP residence verification was introduced by Resolution No. 79 in March, 2015 *On Some Aspects of Issuance of Certificates to Persons Displaced from the Temporary Occupied Territory or Anti-Terrorist Operation Area*, available at: <http://zakon4.rada.gov.ua/laws/show/79-2015-%D0%BF>

²⁶⁶ Key Informant Interview, Director, Zaporizhzhia Oblast Center Social Service for Family, Children and Youth, Zaporizhzhia, February 23, 2017

²⁶⁷ Key Informant Interview, Director, Kharkiv Oblast Center for Family, Children and Youth, Kharkiv oblast, February 17, 2017

²⁶⁸ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Interview, Deputy Director, Department of Social Protection, Dnipro, February 22, 2017; Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017.

²⁶⁹ Individual Interview, female (60), UNHCR winterization BNF, Zaporizhzhia, February 25, 2017.

The evaluation team witnessed a visit from police to the beneficiary's home during the interview. In the fall of 2016, the beneficiary went to NGCA to visit her elderly parents and she end up on the security services' "blacklist;" therefore, her pension and IDP benefits were suspended without any notification. The beneficiary complained that her parents, living in NGCA, have not received their pensions for more than 2 years. Her parents gave up on the Ukrainian government and have grievances about not being able to receive their earned pensions to which they are entitled. To move to GCA requires a lot of resources and strength. Her parents might not survive if they attempt to cross the NGCA-GCA checkpoint, as the extremely long and tiresome process may kill her aged parents, as the beneficiary stated.

²⁷⁰ Key Informant Interview, Deputy Director, Department of Family, Children and Youth, Pavlograd city, Dnipro, February 20, 2017

²⁷¹ Key Informant Interview, Team leader, R2P, Dnipro, February 21, 2017.

²⁷² Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017

²⁷³ There is lack of evidence to suggest that in Lviv IDPs' benefits or pensions were cancelled or suspended, perhaps it is connected with the geographic distance of Lviv from Lughanks, Donetsk and Crimea.

²⁷⁴ Group Interview, Legal Assistance BNFs, UNHCR/R2P, Zaporizhzhia, February 24, 2017

²⁷⁵ Key Informant Group Interview, Regional Data Coordinator and Data Manager, R2P, Dnipro, February 21, 2017

²⁷⁶ Key Informant Interview, Social worker, CrimeaSOS, Kherson, February 27, 2017

Individual interview, male (48), IPA and legal assistance BNF, UNHCR/CrimeaSOS, February 28, 2017

²⁷⁷ Individual Interview, male (79), IPA BNF, UNHCR/CrimeaSOS, March 4, 2017

²⁷⁸ Individual Interview, male (38), legal assistance BNF, UNHCR/CrimeaSOS, March 4, 2017

²⁷⁹ Key Informant Group Interview, Chief and Deputy Chief, Lviv oblast Pension Fund, Lviv, March 3, 2017

²⁸⁰ Key Informant Interview, Lawyer, CrimeaSOS, Lviv, March 3, 2017

²⁸¹ Key Informant Interview, Director, Free Legal Aid Center, Dnipro, February 22, 2017

FLACs was opened in 2015 as a result of the reform of Ministry of Justice. There are 100 FLACs throughout Ukraine. The aim of FLACs is to provide secondary legal assistance free of charge to vulnerable groups, which include anti-terrorist operation (ATO) veterans and their families, and persons experiencing difficult living conditions.

²⁸² Key Informant Interview, Lawyer, R2P, Kharkiv, February 16, 2017

²⁸³ Key Informant Interview, Director, Free Legal Aid Center, Dnipro, February 22, 2017

²⁸⁴ Key Informant Interview, Team Leader, R2P, Kharkiv, February 16, 2017; Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017; Key Informant Group Interview, Legal Aid Coordinator and Team Leader, R2P, Dnipro, February 22, 2017.

²⁸⁵ Ibid.

²⁸⁶ Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017

²⁸⁷ Key Informant Interview, Head of Sub-Office, UNHCR, Dnipro, February 20, 2017

²⁸⁸ Key Informant Interview, Team Leader, R2P, Kharkiv, February 16, 2017

²⁸⁹ Key Informant Interview, Project Manager, Station Kharkiv, Kharkiv, February 14, 2017.

²⁹⁰ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017

²⁹¹ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017

²⁹² Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017

²⁹³ Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017

²⁹⁴ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017;

Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017;

Individual Interview, female (60), UNHCR/R2P legal assistance beneficiary, Zaporizhzhia, February 25, 2017

²⁹⁵ Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017.

Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017;

Group Interview, legal and in-kind assistance BNFs, UNHCR/CrimeaSOS, Kherson, February 27, 2017; Group

Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017.

²⁹⁶ Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017.

²⁹⁷ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, UNHCR/R2P, Dnipro,

February 21, 2017; Key Informant Interview, Monitoring Team Leader, R2P, Kharkiv, February 16, 2017.

²⁹⁸ Key Informant Interview, Monitoring Team Leader, R2P, Kharkiv, February 16, 2017;

One of the peculiarities of the Donbass pensioners (those who were working in hazardous conditions) is that they are entitled for the regression pensions, which the local (host) budget cannot afford. Some beneficiaries conveyed that there are cases of unjustified requests on the part of local government officials for different types of documents to validate the eligibility for regression pension, which, reportedly, is very difficult or impossible to obtain.

²⁹⁹ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, UNHCR/R2P, Dnipro, February 21, 2017.

³⁰⁰ Key Informant Interview, Attorney, R2P, Kharkiv, February 16, 2017.

³⁰¹ Key Informant Group Interview, UNHCR team, Dnipro, February 21, 2017.

³⁰² Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017.

³⁰³ Key Informant interview, Lawyer, CrimeaSOS, Lviv, March 3, 2017.

³⁰⁴ Key Informant Interview, Director, Free Legal Aid Center, Dnipro, February 22, 2017.

Key Informant Interview, Advocacy Expert, CrimeaSOS, Kyiv, March 2, 2017.

³⁰⁵ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, UNHCR/R2P, Dnipro, February 21, 2017.

³⁰⁶ Group Interview, Legal Assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017.

³⁰⁷ Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017.

³⁰⁸ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017.

³⁰⁹ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

³¹⁰ Key Informant Interview, Program Officer, Dnipro Sub-Office, Dnipro, February 21, 2017.

In order to ensure that the most vulnerable IDP families receive the assistance, the Department of Social Protection provided a list based on UNHCR's vulnerability criteria. The list was then verified by UNHCR and coordinated with other agencies providing cash assistance to avoid duplications. After thorough verification of the lists, the department made transfers only to those IDP families who were on the lists.

³¹¹ Group Interview, Community Center and cash assistance beneficiaries, UNHCR/HelpAge, Kremennaya, Lugansk oblast, March 17, 2017; Key Informant Interview, Program Specialist, HelpAge, Kremennaya, Lugansk oblast, March 17, 2017.

³¹² Key Informant Interview, Program Officer, Dnipro Sub-Office, Dnipro, February 21, 2017.

³¹³ Key Informant Interview, Director, CrimeaSOS, UNHCR IP, Kyiv, February 9, 2017; Key Informant Interview, Head of the Foundation "Dopomoga Dnipra," UNHCR IP, Dnipro, February 22, 2017

³¹⁴ Key Informant Interview, Director, CrimeaSOS, UNHCR IP, Kyiv, February 9, 2017.

³¹⁵ Key Informant Interview, Coordinator, CrimeaSOS, Lviv, March 3, 2017.

³¹⁶ Key Informant Interview, Director, CrimeaSOS, UNHCR IP, Kyiv, February 9, 2017; Key Informant Interview, Head of the Foundation "Dopomoga Dnipra," UNHCR IP, Dnipro, February 22, 2017; Key Informant Interview, Team Leader, R2P, UNHCR IP, Kharkiv, February 16, 2017.

³¹⁷ Key Informant Interview, Head of UNHCR Sub-Office, UNHCR, Dnipro, February 20, 2017.

³¹⁸ Key Informant Interview, Director, Donbass Development Center, Dnipro, February 24, 2017.

³¹⁹ Ibid.

³²⁰ Key Informant Interview, Director, Donbass Development Center, Dnipro, February 24, 2017; .

³²¹ Ukraine: Humanitarian Response Plan, HCT, 2016

This is important given the GoU directives that have been hindering access to humanitarian aid and essential services/goods to NGCAs and restricting freedom of movement between GCAs and NGCAs.

³²² Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

³²³ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

³²⁴ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Group Interview, Senior Specialists, Ministry of Temporary Occupied Territories and Internally Displaced Persons, Kyiv, February 10, 2017.

³²⁵ Key Informant Group Interview, Head of office in Donetsk and Deputy Head of Office in Lugansk, ICRC, Kyiv, March 6, 2017; Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

³²⁶ ICRC 2016 Appeal: Operations, p. 2; ICRC: Midterm Ukraine Report, January to May 2016, p. 2

³²⁷ Key Informant Interview, Deputy Economic Security Coordinator, ICRC, Kyiv, February 10, 2017.

³²⁸ Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

³²⁹ Key Informant Interview, Deputy Economic Security Coordinator, ICRC, Kyiv, February 10, 2017; Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.

As key informant reported, ICRC has deprioritized the IDP program, considering IDPs to be a development issue.

³³⁰ Economic Security Department Monitoring Report: Ukraine PTM in Zone 3, SEV 16/00230, ICRC, July 2016.

³³¹ Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.

³³² Key Informant Interview, Deputy Economic Security Coordinator, ICRC, Kyiv, February 10, 2017.

Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.

³³³ ICRC Deputy Head of Delegation raised this during the out-brief presentation, Kyiv, March 10, 2017

³³⁴ Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017; Key Informant Interview, Board Member, Responsible Citizens LNGO, Kharkiv, February 16, 2017.

³³⁵ Key Informant Interview, Board Member, Responsible Citizens LNGO, IOM, Kharkiv, February 16, 2017.

³³⁶ Key Informant Interview, Board Member, Responsible Citizens LNGO, IOM, Kharkiv, February 16, 2017.

The ET did not triangulate this information with ICRC.

³³⁷ Key Informant Interview, Deputy Economic Security Coordinator, ICRC, Kyiv, February 10, 2017.

³³⁸ Key Informant Group Interview, Head of office in Donetsk and Deputy Head of Office in Lugansk, ICRC, Kyiv, March 6, 2017.

³³⁹ Key Informant Group Interview, IOM leadership, Kyiv, February 10, 2017; Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017; Key Informant Interview, Board Member, Responsible Citizens LNGO, IOM, Kharkiv, February 16, 2017.

³⁴⁰ Statistical data is provided by IOM's Program Manager via email, February 27, 2017.

³⁴¹ At the time when PIN was still operational in NGCA, it was expelled at the end of 2016 from DPR and LPR.

³⁴² Key Informant Group Interview, Senior Specialists, MTOT, Kyiv, February 10, 2017.

³⁴³ National Monitoring System of the Situation with Internally Displaced Persons, IOM, Ukraine, September 2016, available at: http://www.iom.org.ua/sites/default/files/iom_nms.pdf

³⁴⁴ Key Informant Interview, Representative, Deputy Representative and Program Coordinator, IOM, Kyiv, February 10, 2017.

³⁴⁵ Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017.

³⁴⁶ Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017.

³⁴⁷ Key Informant Interview, Vice-President for Humanitarian Affairs, PCPM/Ukrainian Frontier, Kharkiv, February 15, 2017.

³⁴⁸ Key Informant Interview, Program Manager, IOM, Donetsk Field Office (via Skype), February 18, 2017.

³⁴⁹ Key Informant Interview, Director, Responsible Citizens LNGO, IOM's IP, Kharkiv, February 16, 2017.

³⁵⁰ Key Informant Interview, Program Manager, UNFPA, Kyiv, February 8, 2017.

Per the above referenced source, as a result of NGO and development actors' advocacy, GoU decided to increase the number of social workers by adding 12,000 social workers to the existing 4,600 in the departments of social services

in 2012. However, in 2014 when the conflict started, the placed 12,000 social workers were discharged due to budget constraints.

³⁵¹ Key Informant Interview, Deputy Director, Khakriv oblast Department for Social Protection, Khakriv, February 17, 2017.

³⁵² Key Informant Interview, Director, City Center for Family, Children and Youth, Kharkiv, February 17, 2017.

³⁵³ Key Informant Interview, Program Manager, UNFPA, Kyiv, February 8, 2017.

³⁵⁴ Key Informant Group Interview, Director of Zaporizhzhia oblast and Director of Zaporizhzhia city, Social Service Center for Family, Children and Youth, Zaporizhzhia, February 23, 2017; Key Informant Interview, Deputy Director, Khakriv oblast Department for Social Protection, Khakriv, February 17, 2017.

³⁵⁵ Key Informant Group Interview, Director of Zaporizhzhia oblast and Director of Zaporizhzhia city, Social Service Center for Family, Children and Youth, Zaporizhzhia, February 23, 2017; Key Informant Interview, Deputy Director, Khakriv oblast Department for Social Protection, Khakriv, February 17, 2017.

³⁵⁶ Key Informant Interview, Deputy Director, Khakriv oblast Department for Social Protection, Khakriv, February 17, 2017.

³⁵⁷ Key Informant Interview, Deputy Director, Khakriv oblast Department for Social Protection, Khakriv, February 17, 2017.

³⁵⁸ Key Informant Interview, Head of the Zaporizhzhia Oblast Health Department, UNFPA/WHFP, Zaporizhzhia, February 24, 2017.

³⁵⁹ Key Informant Interview, Head of Dnipro Oblast Health Department, UNFPA/WHFP, Dnipro, February 21, 2017.

³⁶⁰ Key Informant Interview, Head of the Zaporizhzhia Oblast Health Department, UNFPA/WHFP, Zaporizhzhia, February 24, 2017; Key Informant Interview, Head of Dnipro Oblast Health Department, UNFPA/WHFP, Dnipro, February 21, 2017.

³⁶¹ Key Informant Interview, Mobile team social worker, UNFPA/UFPH, Zaporizhzhia, February 23, 2017; Key Informant Interview, MT Team Leader, UNFPA/UFPH, Pavlograd town, Dnipro oblast, February 20, 2017.

³⁶² Key Informant Interview, Program Manager, UNFPA, Kyiv, February 8, 2017; Key Informant Group Interview, LaStrada National hotline team, Kyiv, February 8, 2017; Key Informant Interview, GBV Sub-Cluster Coordinator, UNFPA, Kyiv (via Skype), February 8, 2017.

³⁶³ Key Informant Group Interview, Shelter Director and Psychologist, UNFPA/Initiative, Kharkiv, February 17, 2017.

³⁶⁴ Key Informant Interview, Director, City Center for Family, Children and Youth, Kharkiv, February 17, 2017.

³⁶⁵ Key Informant Group Interview, Senior Protection Officer and Associate Protection (Gender) Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017.

³⁶⁶ UNFPA/UFPH consider the following indicators: 1) Location of the area (collision line/"grey area"/type); 2) Number of IDPs registered in the district or city or presence of collective centers for IDPs; 3) Capacity of district/city Centers of Social Services for Families, Children and Youth (staff, maintenance, management skills of the head, experience in dealing with violence and interaction with the police, health practitioners and NGOs); 4) Presence of specialized institutions and NGOs that work with survivors of violence and IDPs and availability of such services as corrective programs, social assistance etc.; 5) Availability of psychologists and experts in social work who may be involved in mobile support teams; 6) Availability of a vehicle (a car or a minibus) that can be rented from Centers of Social Services for Families, Children and Youth or can be used for operation of mobile teams; 7) Availability of other similar programs run by international NGOs. Source: e-mail correspondence, Director UFPH, March 7, 2017.

³⁶⁷ Key Informant Group Interview, Senior Protection Officer and Associate Protection (Gender) Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017; Key Informant Interview, Board Member, Responsible Citizens LNGO, Kharkiv, February 16, 2017.

³⁶⁸ Key Informant Interview, Assistant Representative, UNFPA, Kyiv, February 8, 2017.

³⁶⁹ Key Informant Interview, Assistant Representative, UNFPA, Kyiv, February 8, 2017.

³⁷⁰ Key Informant Interview, Program Manager, UNFPA, Kyiv, February 8, 2017; Key Informant Group Interview, LaStrada National hotline team, Kyiv, February 8, 2017; Key Informant Interview, GBV Sub-Cluster Coordinator, UNFPA, Kyiv (via Skype), February 8, 2017; Key Informant Interview, Assistant Representative, UNFPA, Kyiv, February 8, 2017.

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- ³⁷¹ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017.
- ³⁷² Key Informant Group Interview, ECHO, Kyiv, March 14, 2017; Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017.
- ³⁷³ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017.
- ³⁷⁴ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017; Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017; Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.
- ³⁷⁵ Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017.
- ³⁷⁶ Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017.
- ³⁷⁷ Key Informant Group Interview, Chief of Mission, Senior Program Coordinator and Emergency and Stabilization Program Coordinator, IOM, Kyiv, February 10, 2017.
- ³⁷⁸ Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017.
- ³⁷⁹ Key Informant Interview, Head of Sub-Office, UNHCR Dnipro Sub-Office, Dnipro, February 20, 2017.
- ³⁸⁰ Key Informant Interview, Senior Protection Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017.
- ³⁸¹ Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.
- ³⁸² Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.
- ³⁸³ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017; Key Informant Interview, Head of Foundation, *Dopomoga Dnipra*, Dnipro, February 22, 2017; Key Informant Interview, Project Manager, Station Kharkiv, Kharkiv, February 14, 2017.
- ³⁸⁴ UNHCR Persons of Concern in Ukraine, document provided by UNHCR via email, January 21, 2017.
- ³⁸⁵ Key Informant Group Interview, Team Leader and Legal Aid Coordinator, R2P, Dnipro, February 22, 2017.
- ³⁸⁶ Key Informant Interview, Associate Field Officer, UNHCR, Kyiv, February 7, 2017;
- ³⁸⁷ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017.
- ³⁸⁸ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017.
- ³⁸⁹ Key Informant Interview, Project Manager, Station Kharkiv, Kharkiv, February 14, 2017.
- ³⁹⁰ Key Informant Interview, Assistant Representative, UNFPA, Kyiv, February 8, 2017; Key Informant Interview, Director, UFPH, Kyiv, February 8, 2017; Key Informant Interview, Head of the National Toll-Free Hot Lines Department, LaStrada Ukraine, February 8, 2017;
- ³⁹¹ Key Informant Interview, Assistant Representative, UNFPA, Kyiv, February 8, 2017.
- ³⁹² Key Informant Group Interview, Psychologist and Team Leader, UNFPA/UFPH PSS Mobile Team, Vaschichevo, Kharkiv oblast, February 17, 2017.
- ³⁹³ UNFPA: Progress Report, period May-October 2016.
- ³⁹⁴ Key Informant Group Interview, Shelter Manager and Psychologist, UNFPA/Initiative, Kharkiv, February 17, 2017.
- GBV Shelter accepts only women.
- ³⁹⁵ Key Informant Interview, Program Manager, IOM, Donetsk Field Office, via Skype, February 18, 2017.
- ³⁹⁶ Key Informant Interview, Vice-President on Humanitarian Affairs, Ukrainian Frontier/PCPM, Kharkiv, February 14, 2017.
- ³⁹⁷ Cash Assistance to IDPs in Donetsk and Lugansk regions, ICRC; Key Informant Interview, Deputy Coordinator EcoSec Department, Kyiv, February 10, 2017.
- ³⁹⁸ Current MSL is 1,544 UAH, source: Ukraine's Rada Increased Subsistence, Minimum Wages, Vector News, May 20, 2016: <http://vectornews.eu/newshead/20468-ukraines-rada-increased-subsistence-minimum-wages.html>
- ³⁹⁹ Cash Assistance Program Beneficiary Selection – IDP zone 3: Criteria and Procedures
- ⁴⁰⁰ Key Informant Interview, Associate Field Officer, UNHCR, Kyiv, February 7, 2017; Key Informant Interview, Senior Protection Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017;
- ⁴⁰¹ Key Informant Interview, Team Leader, R2P, Kharkiv, February 14, 2017.
- ⁴⁰² Key Informant Interview, Program Manager, UNFPA, Kyiv, February 8, 2017; Key Informant Interview, Communications Officer, UNFPA, Kyiv, February 8, 2017.
- ⁴⁰³ Key Informant Interview, Director, UFPH, UNFPA's IP, Kyiv, February 8, 2017.
- ⁴⁰⁴ Key Informant Interview, Director, UFPH, UNFPA's IP, Kyiv, February 8, 2017.
- ⁴⁰⁵ Key Informant Interview, Director, UFPH, UNFPA's IP, Kyiv, February 8, 2017; Key Informant Interview, Social Worker, UFPH/Mobile Team, UNFPA, Zaporizhzhia, February 23, 2017.

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- ⁴⁰⁶ Individual Interview, PSS and in-kind assistance beneficiary, UNFPA/UFPH, Konstantinovka, March 25, 2017; Key Informant Interview, Psychologist, service provider, UNFPA/UFPH, Sieverodonetsk, March 18, 2017.
- ⁴⁰⁷ Key Informant Interview, Emergency and Stabilization Programme Coordinator, IOM, Kyiv, February 10, 2017; Key Informant Interview, Program Manager, IOM, Donetsk Field Office, via Skype, February 18, 2017.
- ⁴⁰⁸ Key Informant Interview, Deputy Economic Security Coordinator, ICRC, Kyiv, February 10, 2017; Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.
- ⁴⁰⁹ Group Interview, hygiene, food and winterization aid items beneficiaries, gender mixed, ICRC, Liman, March 23, 2017; Group Interview, food and cash assistance beneficiaries, gender mixed, ICRC, Liman, March 23, 2017.
- ⁴¹⁰ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017.
- ⁴¹¹ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017.
- ⁴¹² Group Interview, community based initiative groups, gender mixed group, UNHCR/CrimeaSOS, Kherson, March 1, 2017.
- ⁴¹³ Individual Interview, female (28), CBI grant beneficiary, UNHCR/CrimeaSOS, Lviv, March 3, 2017.
- ⁴¹⁴ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017; Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, in-kind and training assistance beneficiaries, male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, legal and in-kind assistance beneficiaries, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 27, 2017.
- ⁴¹⁵ Group Interview, legal assistance BNF, R2P, UNHCR/R2P, Dnipro, February 22, 2017.
- ⁴¹⁶ Group Interview, in-kind and training assistance beneficiaries, male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, in-kind assistance beneficiaries, gender mixed group, pensioners, UNHCR/Station Nadejda, Barvikove, Kharkiv oblast, February 15, 2017.
- ⁴¹⁷ Focus Group Discussion, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017
- ⁴¹⁸ Individual Interview, female (60), winterization cash beneficiary, UNHCR, Zaporizhzhia, February 25, 2017.
- ⁴¹⁹ Individual Interview, female (67), winterization cash assistance beneficiary, UNHCR, Zaporizhzhia, February 25, 2017.
- ⁴²⁰ Group Interview, legal assistance beneficiaries, gender mixed, UNHCR/R2P, Mariupol, March 10, 2017
- ⁴²¹ Individually Interviewed, female (61), in-kind assistance beneficiary, UNHCR/CrimeaSOS, Truskovetc, Lviv oblast, March 4, 2017.
- ⁴²² Key Informant Group Interview, Social Workers, UNHCR/CrimeaSOS, Kherson, February 27, 2017.
- ⁴²³ Individual Interview, female (41), IPA beneficiary, UNHCR/CrimeaSOS, Truskovetc, Lviv oblast, March 4, 2017.
- ⁴²⁴ Individual Interview, male (37), IPA beneficiary, UNHCR/R2P, Podgorodne, Dnipro oblast, February 21, 2017.
- ⁴²⁵ Individual Interview, male (48), legal assistance beneficiary, disabled, UNHCR/CrimeaSOS, Kherson, February 28, 2017.
- ⁴²⁶ Key Informant Interview, Social Worker, CrimeaSOS, Kherson, February 27, 2017.
- ⁴²⁷ Group Interview, in-kind and training beneficiaries, male, UNHCR/Station Kharkiv, February 14, 2017; Group Interview, in-kind and training beneficiaries, female, UNHCR/Station Kharkiv, February 14, 2017.
- ⁴²⁸ Group Interview, legal and in-kind assistance beneficiaries, young people, gender mixed group, UNHCR/CrimeaSOS, Lviv, March 3, 2017.
- ⁴²⁹ Apparently, on TV screens there is chyron declaring certain amounts of aid (figures in million dollars) from donors went to displaced people to help with housing. IDPs stated that this type of information creates confusion for the displaced because they are not aware of a single IDP who received help to permanently solve housing problems, and also misinforms the non-displaced population, creating an illusion that a lot of help is going to people from Donbas.

Focus Group Discussion, humanitarian aid and training beneficiaries, Male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Focus Group Discussion, humanitarian aid BNFs, gender mixed group, UNHCR/Station *Nadejda*, Barvinkove, Kharkiv, February 15, 2017; Focus Group Discussion, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Focus Group Discussion, IDP community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Focus Group Discussion, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017; Focus Group Discussion, legal assistance and humanitarian aid, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 28, 2017.

⁴³⁰ Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017. Group Interview, legal assistance beneficiaries, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017. Group Interview, community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017.

⁴³¹ Group Interview, legal and in-kind assistance beneficiaries, young people, gender mixed group, UNHCR/CrimeaSOS, Lviv, March 3, 2017. Individual Interview, female (28), CBI grant beneficiary, UNHCR/CrimeaSOS, Lviv, March 3, 2017. Individual Interview, female (36), in-kind assistance beneficiary, UNHCR/CrimeaSOS, Lviv, March 4, 2017.

⁴³² Individual Interview, female (36), in-kind assistance beneficiary, UNHCR/CrimeaSOS, Lviv, March 4, 2017.

⁴³³ Key Informant Interview, Medical Officer, ICRC, Kyiv, March 6, 2017.

⁴³⁴ Group Interview, in-kind assistance beneficiaries, female, UNHCR/CrimeaSOS, Truskovets, Lviv oblast, March 4, 2017.

⁴³⁵ Key Informant Group Interview, Team Leader and Legal Aid Coordinator, UNHCR/R2P, Dnipro, February 21, 2017.

⁴³⁶ Key Informant Group Interview, Senior Protection Officer and Protection Associate, Dnipro, February 21, 2017.

⁴³⁷ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.

⁴³⁸ Thematic Working Groups are: IDP political rights; legal rights/facts and documentation; social and economic rights, freedom of movement; education; and housing. Source: Key Informant Interview, IDP advocate and lawyer, CrimeaSOS, Kyiv, March 2, 2017.

⁴³⁹ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017. Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017. Key Informant Interview, Deputy Head of Delegation, ICRC, Kyiv, February 9, 2017.

⁴⁴⁰ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.

⁴⁴¹ Key Informant Group Interview, IOM team, Kyiv, February 10, 2017.

⁴⁴² OCHA: Humanitarian Bulletin – Ukraine, Issue 16, January 1 – February 28, 2017.

⁴⁴³ Key Informant Interview, Head of Foundation, *Dopomoga Dnipra*, Dnipro, February 22, 2017; Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017; Key Informant Group Interview, Senior Protection Officer and Associate Protection (Gender) Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017.

⁴⁴⁴ Key Informant Interview, Head of Foundation, *Dopomoga Dnipra*, Dnipro, February 22, 2017.

⁴⁴⁵ Key Informant Group Interview, Senior Protection Officer and Associate Protection (Gender) Officer, UNHCR Dnipro Sub-Office, Dnipro, February 21, 2017.

⁴⁴⁶ Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, February 22, 2017.

⁴⁴⁷ Key Informant Interview, Head of Foundation, *Dopomoga Dnipra*, Dnipro, February 22, 2017.

⁴⁴⁸ Key Informant Interview, Protection Monitoring Team Leader, UNHCR/R2P, Kharkiv, February 16, 2017.

⁴⁴⁹ *On Approval of the Comprehensive State Programme for Support to, Social Adaptation and Reintegration of Citizens of Ukraine Displaced from the Temporarily Occupied Territory and Anti-Terrorist Operation Area to Other Regions of Ukraine, for the Period till 2017*, Adopted by Cabinet Ministers Resolution No. 1094, December 16, 2015, available at: <http://www.kmu.gov.ua/control/ru/cardnpd?docid=248739241>

⁴⁵⁰ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Interview, Senior Program Officer, UNHCR, Kyiv, February 7, 2017; Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017;

⁴⁵¹ Key Informant Group Interview, UNHCR team, Kyiv, February 7, 2017; Key Informant Group Interview, Head of Mission and Humanitarian Aid Expert, ECHO, March 14, 2017.

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- ⁴⁵² Key Informant Group Interview, Head of Mission and Humanitarian Aid Expert, ECHO, March 14, 2017;
- ⁴⁵³ Key Informant Group Interview, Senior Specialists, MTOT, Kyiv, February 10, 2017.
- ⁴⁵⁴ Key Informant Group Interview, Senior Specialists, MTOT, Kyiv, February 10, 2017.
- ⁴⁵⁵ Key Informant Group Interview, Senior Specialists, MTOT, Kyiv, February 10, 2017.
- ⁴⁵⁶ Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017.
- ⁴⁵⁷ Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017.
- ⁴⁵⁸ Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, February 22, 2017; Key Informant Interview, Chief of Staff, Kherson State Emergency Service, Kherson, February 27, 2017; Key Informant Interview, Mayor, Barvinkove town, Kharkiv oblast, February 15, 2017.
- ⁴⁵⁹ Key Informant Interview, Mayor, Barvinkove town, Kharkiv oblast, February 15, 2017; Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, February 22, 2017; Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017.
- ⁴⁶⁰ Key Informant Interview, Recovery Specialist, UNDP, Kyiv, February 9, 2017.
- ⁴⁶¹ Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, February 22, 2017.
- ⁴⁶² Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, February 22, 2017; Key Informant Interview, Mayor, Barvinkove town, Kharkiv oblast, February 15, 2017.
- ⁴⁶³ Key Informant Interview, Senior Program Officer, UNHCR, Kyiv, February 7, 2017; Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, February 22, 2017; Key Informant Interview, Chief of Staff, Kherson State Emergency Service, Kherson, February 27, 2017.
- ⁴⁶⁴ The cluster system was activated in December 2014 and includes the following seven clusters: Education, Food Security, Health and Nutrition, WASH, Protection, Shelter and NFIs, and Logistics.
- ⁴⁶⁵ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.
- ⁴⁶⁶ Key Informant Group Interview, Head of Mission and Humanitarian Aid Expert, ECHO, via Skype, March 14, 2017; Key Informant Group Interview, ECHO, Kyiv, March 14, 2017; Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017; Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017.
- ⁴⁶⁷ Key Informant Interview, Vice-President on Humanitarian Affairs, Ukrainian Frontier/PCPM, Kharkiv, February 14, 2017; Key Informant Interview, Board Member, Responsible Citizens LINGO, IOM, Kharkiv, February 16, 2017.
- ⁴⁶⁸ Key Informant Interview, Vice-President on Humanitarian Affairs, Ukrainian Frontier LINGO/PCPM, Kharkiv, February 14, 2017.
- ⁴⁶⁹ Key Informant Group Interview, Head of Mission and Humanitarian Aid Expert, ECHO, via Skype, March 14, 2017.

The respondents called for drawing lessons from the first attempted government response to the crisis after the escalation of conflict in Avdiivka, which occurred in February 2017. As the respondents referenced above stated: “For the first time we saw local and national authorities involved in the response. Although it was messy, at least government was involved. We would call on OCHA to do a lessons learned exercise to identify gaps.”

⁴⁷⁰ Key Informant Interview, Country Representative, UNHCR, Kyiv, February 7, 2017; Key Informant Group Interview, Head of Mission, Senior Programme Coordinator, Emergency and Stabilization Programme Coordinator, IOM, Kyiv, February 10, 2017.

⁴⁷¹ Key Informant Group Interview, Head and Deputy Head, OCHA, Kyiv, March 9, 2017.

⁴⁷² Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

⁴⁷³ Key Informant Interview, Economic Security Coordinator, ICRC, Kyiv, March 6, 2017.

⁴⁷⁴ Key Informant Group Interview, Head and Deputy Head, OCHA, Kyiv, March 9, 2017.

⁴⁷⁵ Key Informant Group Interview, Head and Deputy Head, OCHA, Kyiv, March 9, 2017.

⁴⁷⁶ Key Informant Group Interview, Head and Deputy Head, OCHA, Kyiv, March 9, 2017.

⁴⁷⁷ Key Informant Interview, Regional Advisor, USAID/OFDA, March 13, 2017.

⁴⁷⁸ Key Informant Group Interview, ECHO, Kyiv, March 14, 2017.

⁴⁷⁹ Ukraine: Humanitarian Response Plan, HCT, 2017, available at:

<https://www.humanitarianresponse.info/en/operations/ukraine/document/ukraine-2017-humanitarian-response-plan-hrp>

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- ⁴⁸⁰ Individual Interview, male (62), hygiene kit beneficiary, IOM/PCPM, Krasnogorovka, March 24, 2017.
- ⁴⁸¹ Individual Interview, female (35), PSS and in-kind beneficiary, UNFPA/UFPH, Konstantinovka, March 18, 2017.
- ⁴⁸² Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, R2P, Dnipro, February 21, 2017.
- ⁴⁸³ Key Informant Interview, Social worker, CrimeaSOS, Kherson, February 27, 2017; Key Informant Interview, Mobile team social worker, UNFPA/UFPH, Zaporizhzhia, February 23, 2017; Key Informant Interview, Coordinator, CrimeaSOS, Lviv, March 3, 2017.
- ⁴⁸⁴ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.
- ⁴⁸⁵ 2016 Shelter Cluster in Ukraine Annual Report, available at: https://www.sheltercluster.org/sites/default/files/docs/cluster_annual_report_2016_finaledition_v2.pdf
- ⁴⁸⁶ Ibid.
- ⁴⁸⁷ Key Informant Group Interview, Legal Aid Coordinator and Monitoring Team Leader, UNHCR/R2P, Dnipro, February 21, 2017.
- ⁴⁸⁸ Key Informant Interview, Field Protection Officer, UNHCR Donetsk office in NGCA, Dnipro, February 24, 2017.
- ⁴⁸⁹ Key Informant Interview, Coordinator, CrimeaSOS, Lviv, March 3, 2017; Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.
- ⁴⁹⁰ Key Informant Interview, Co-founder and Coordinator, CrimeaSOS, Kyiv, February 9, 2017.
- ⁴⁹¹ Group Interview, legal assistance beneficiaries, UNHCR/R2P, Dnipro, February 22, 2017.
- ⁴⁹² Individual Interview, PSS and in-kind assistance beneficiary, UNFPA/UFPH, Konstantinovka, March 18, 2017.
- ⁴⁹³ Group Interview, humanitarian aid and training beneficiaries, Male, UNHCR/Station Kharkiv, Kharkiv, February 14, 2017; Group Interview, humanitarian aid BNFs, gender mixed group, UNHCR/Station Nadejda, Barvinkove, Kharkiv, February 15, 2017; Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Kharkiv, February 16, 2017; Group Interview, IDP community mobilization group, gender mixed group, UNHCR/Power of the Future, Dnipro, February 21, 2017; Group Interview, legal assistance BNFs, gender mixed group, UNHCR/R2P, Dnipro, February 22, 2017; Group Interview, legal assistance and humanitarian aid, gender mixed group, UNHCR/CrimeaSOS, Kherson, February 28, 2017.
- ⁴⁹⁴ Key Informant Interview, Advisor to the Head of Administration, Dnipropetrovsk Regional State Administration, Dnipro, February 22, 2017.
- ⁴⁹⁵ Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017.
- ⁴⁹⁶ Ibid.
- ⁴⁹⁷ Key Informant Interview, Mariupol Deputy Mayor, UNHCR/R2P, Mariupol, Donetsk oblast, March 10, 2017.
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⁵¹⁰ Also, more than one in 10 households living in NGCA had one or several members who have returned home in 2016. Data provided by State Border Service since January 2016 triangulated by ACF, *The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective*.

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⁵¹² 60% of households have pensions as the main source of income. See November 2016, HRP 2017, p. 6.

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⁵¹⁴ “An increase of prices of agricultural inputs and services has soared by on average 86%, reducing the capacity of rural households to invest into subsistence crop production and maintenance of livestock, further impacting food security, the availability of food on the markets and the food prices,” see People In Need, Briefing paper on Paper supporting the recovery of conflict affected livelihoods in the Donbass region of Ukraine – May 2016.

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⁵¹⁸ The IASC was established in June 1992 in response to [United Nations General Assembly Resolution 46/182](#) on the strengthening of humanitarian assistance. The members of the IASC are the heads or their designated representatives of the UN operational agencies: UNDP, UNICEF, **UNHCR**, WFP, FAO, WHO, UN-HABITAT, OCHA and **IOM**. There is a standing invitation to **ICRC**, IFRC, OHCHR, **UNFPA**, the Special Rapporteur on the Human Rights of IDPs and the World Bank. The NGO consortia ICVA, InterAction and SCHR are also invited on a permanent basis to attend. For more, please see <https://interagencystandingcommittee.org/>

⁵¹⁹ See Guidance on Profiling IDPs, NRC and IDMC, August 2008.

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⁵²³ Guidance on Profiling IDPs, NRC and IDMC, August 2008, p. 51-60.

⁵²⁴ “Protecting Older People in Emergencies: Good Practice Guide”, UNHCR and HelpAge International, 2012.

⁵²⁵ The Tripartite core group involving the Association of Southeast Asian Nations (ASEAN), the UN and the government of Myanmar carried out three reviews of sector responses to generate data to inform targeted assistance, determine future assessments and accelerate appropriate response and recovery activities. The new format of data collection included standardizing the definition of an older person as someone aged 60+, and disaggregating protection data for older people by gender. It also ensured that questions were included on numbers of older people who lacked documentation (which is essential for accessing healthcare). Source: “Protecting Older People in Emergencies: Good Practice Guide”, UNHCR and HelpAge International, 2012.

⁵²⁶ For a comprehensive overview of the status of data collection on IDPs in Ukraine, please see the Country Context in an Annex IV to the present report. There is for instance an IDP Profiling study completed by UNHCR in 2014 available at <http://unhcr.org.ua/attachments/article/971/IDP.pdf>. It is however totally outdated at the time of the present desi review writing.

⁵²⁷ The Executive Committee of JIPS comprises UNHCR and OCHA, as well as the Internal Displacement Monitoring Centre, among others. For more on JIPS, please see <http://www.jips.org/en/about/about-jips>

⁵²⁸ Please visit for more details: <http://reliefweb.int/report/ukraine/jips-mission-kiev-ukraine-july-2016>

⁵²⁹ Ibid, see detailed Terms of Reference for the JIPs mission to Ukraine in Annex 1.

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⁵⁷⁵ Firstly, the GoU has conditioned the payment of subsidies to IDP registration status. Secondly, the IDP status is to be verified by a special commission. While the registration process is now complicated by verification commission and is cumbersome for any IDP to get through the verification process, IDPs within the category of people with disabilities and retired (60% of households have pensions as the main source of income according to HRP 2017) feel the negative effect of these measures even more. Thirdly, the GoU has prohibited the delivery of commercial cargo to the NGCAs, including supplies of food and medicines. This restriction negatively affects people living in both the NGCA and in GCA. For example, prices for food and medicine in NGCAs has been increased by 2 to 4 times more than in the GCA (Source: Ukraine Inter- Agency Vulnerability Assessment, October 2016). Individuals in both rural and urban areas of the NGCA who were once employed in the industrial sector, coal-mining, metallurgy, and engineering industry, and another part in small businesses, are facing a dire economic situation following the collapse of these industries in the aftermath of the crisis and ongoing war. They now have limited access to employment; struggle to receive social benefits from government or de facto authorities, and encounter difficulties in registering for unemployment subsidies in the GCA (Source: November 2016, ACF, *The Reality of the Humanitarian Access in the Eastern Ukraine Conflict – the Limbo Perspective*).

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<http://www.ohchr.org/EN/Issues/IDPersons/Pages/Standards.aspx>; UN Economic and Social Council (E/CN.4/1998/53/Add.2), Commission on Human Rights, Fifty-fourth session, Item 9 (d) of the provisional agenda “Human Rights, Mass Exoduses and Displaced Persons” Report of the Representative of the Secretary-

general Mr. Francis M. Deng, submitted pursuant to Commission Resolution 1997/39 Addendum, Guiding Principles on Internal Displacement: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/G98/104/93/PDF/G9810493.pdf?OpenElement>. In 1998, the Commission on Human Rights “has expressed its appreciation of the Guiding Principles as an important tool for dealing with internal displacement, and has welcomed the fact that an increasing number of States, United Nations agencies and regional and non-governmental organizations are applying them as a standard (E/CN.4/RES/2004/55, operative paragraph 6).” Source: <http://www.ohchr.org/EN/Issues/IDPersons/Pages/Standards.aspx>

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