

HIGHLIGHTS

- **The majority of IDPs** living in collective centres reside in Kyiv (23 per cent), Donetsk (17 per cent), Kharkiv (13 per cent), Odesa (13 per cent) and Dnipropetrovsk (11 per cent) regions, while the remaining 23 per cent IDPs are in the rest of the country.
- **Demographics:** Women and children constitute over 73 per cent IDPs residing in collective centres, over 13 per cent residents are elderly. There are 15 per cent fewer men in collective centres than in the overall IDP population (REACH 2015), which may be explained by the number of vulnerable female-headed households and families with many children in collective centres.
- The highest **occupancy rates** are among Kharkiv, Dnipropetrovsk and Zaporizhzhia regions. Overall, there is a trend of declining occupancy rates since mid-2015. Increased occupancy is observed in larger urban centres and their vicinities, while remote rural and semi-urban places, over 50 per cent of places are vacant.
- **Duration of stay:** Numerous collective centre managers, especially near the line of contact and large urban centres report that IDPs do not stay for long-term, rather come for several nights and use collective centres for short-term shelter.
- **Ownership type:** The majority of collective centres are privately owned, while only 38 per cent are public or communal. During the past year, many public and communal collective centres closed, while closure rates of private collective centres are significantly lower.
- **Closure of collective centres:** 52 collective centres out of 271 monitored have closed since the start of the crisis, with 32 collective centres of the 52 closing during 2015-16 alone. In the majority of cases, IDPs left for private accommodation or other collective centres within the same district, while some relocated to other parts of the country or returned to their place of origin. The main reasons for closure were high debts and financial unsustainability, seasonal closure during winter, or IDPs finding other shelter solutions. 11 per cent of summer camps which closed for winter reported possibility of reopening during summer.
- **Evictions:** 15 collective centres reported risk of eviction (over 700 people); the main reason is debts for utilities and rent. All cases are being followed up with partners.
- **Contingency:** Public and communal collective centres reported that they are ready to accommodate newly displaced people in case of massive influx upon request from respective authorities.



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CONTEXT

Displacement within and from Ukraine aggravated problems with accommodation. The mass displacement of the population happened in three major waves: in March 2014 after the Crimean crisis, in April 2014 when tensions in the east of Ukraine began, and in January-February 2015 as result of Debaltseve crisis.

The pressing need for shelter was met predominantly in two ways. Firstly, there were pre-conflict facilities, such as specialized institutions for long-term stay (elderly care homes, orphanages, boarding schools etc.) and short-term stay (hospitals, sanatoria, summer camps) and facilities designed for a long-term residence (dormitories and communal housing). Secondly, special facilities were constructed specifically for IDPs (modular-type centres and rented houses for collective stay).

Many difficulties occurred both for IDPs and host communities due to over-use of pre-conflict facilities. Specialized institutions were incapable of fulfilling their intended functions; some were not designed for long-term or winter use. In recreation facilities, utilities had to be paid at the business rate which is significantly higher than the rate for households. Facilities designed for long-term stay (namely dormitories) were overcrowded even before the crisis, resulting in tensions between IDPs and host communities as well as a decrease of the quality of living conditions. Specifically designed IDPs facilities also faced some problems, such as the high cost of rent/utilities, limited capacity etc. Considering the temporary nature of the abovementioned solutions, long-term solutions for displaced people in collective centres are critical.

Collective centres today *at glance*



271 collective

centres in the database



52 collective

centres closed



6,518 people

reside in collective centres in the government controlled area (current occupancy)



10,410

maximum capacity in open collective centres in Ukraine



28% less people in

collective centres compared to 2015



63% occupancy

ratio (current occupancy over maximum capacity)

IDPs in collective centres by region

Kyivska 1,509	Kharkivska 858
Other 19 regions 1,477	Odeska 829
Donetska 1,120	Dnipropetrovsk 725

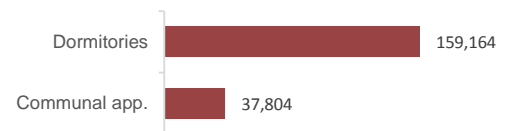
PRE-CONFLICT SITUATION

Prior to the conflict, the housing situation in Ukraine did not meet minimum standards, with 1.139 million Ukrainians on a waiting list of those who needed social housing due to their general housing conditions and socio-economic status. 68 per cent have been on the social housing list for more than 10 years. At the same time, all housing stock is relatively old, with 42 per cent built before 1960; 51 per cent of total housing stock has never had major repairs (UNECE, 2013). Over 93,000 Ukrainians were living in substandard housing as of 2013 and about 25,000 in housing which could be classed as inhabitable. **Moreover, collective centre-like accommodation existed before the conflict:** there were 9,561 hostels and dormitories (2 per cent of total housing stock), 79 per cent of these were publicly owned. These include student dormitories, enterprise or trade union owned accommodation etc. In the meantime, while this accommodation may be used for long-term living, there were a number of institutions that provided short-term accommodation, such as sanatoria and summer camps. They often do not have individual or shared kitchens, while toilets and bathrooms are used collectively.

Pre-conflict facilities for temporary collective accommodation in Ukraine

4,572	total facilities
2,885	open throughout the year
1,687	seasonal only
1,928	resort centres (sanatoria, summer camps, health care facilities etc.)

Breakdown by category of accommodation of people on housing waiting lists



COLLECTIVE CENTER TYPOLOGY

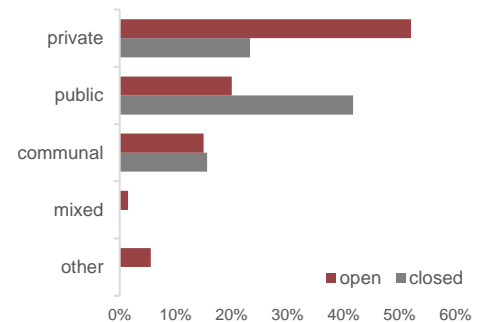
Collective centres lack a recognized definition, but the following definition applies in nearly all cases:

Collective centres are pre-existing buildings and structures used for the collective and communal settlement of the displaced population in the event of conflict or natural disaster.

In the Ukrainian context, these pre-existing buildings and structures should be classified as those pre-designed for long-term stay and those that are not:

Buildings designed for long term living	Buildings NOT designed for long-term living
Buildings with all necessary facilities where regular family may stay for long term (i.e. dormitories, communal apartments)	Non-residential buildings (former offices), churches, barracks etc.
Institutions for short-term medical or recreational stay (i.e. sanatoria, summer camps, resorts)	
Specialized residential institutions for long-term living of people with special needs (i.e. elderly care homes, orphanages, psycho-neurological centres).	

Open and closed CCs by ownership type



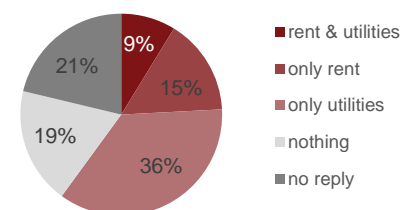
Men, women, girls and boys



Each of the above niches requires tailored actions:

Accommodation type	Further action
Buildings with all necessary facilities where regular family may stay for the long-term	Monitoring and follow-up action
Institutions for short-term medical or recreational stay	Closure
Specialized residential institutions for long-term living of people with special needs	Monitoring and follow-up action
Non-residential buildings	Closure

Rent&utilities payments



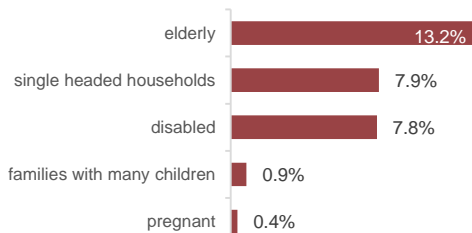
Therefore, detailed situation monitoring and a tailored approach for each particular situation is necessary in close cooperation with civil society, the Government and the affected population.

Collective Centres by type of facility

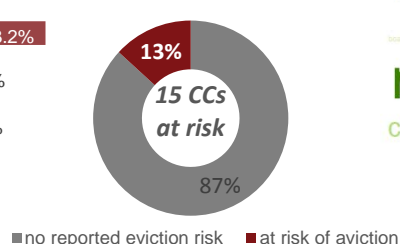


Colour density represents number of people in collective centres currently, when size stands for overall maximum capacity of centres

Vulnerable groups



Eviction risk





LEGAL BACKGROUND RELATED TO COLLECTIVE CENTERS

- According to article 9 of the Law of Ukraine [“About ensuring rights and freedoms of internally displaced persons rights and freedoms of internally displaced persons”](#) of 2015, IDPs have the right to a temporary residence with all utilities paid for a period of 6 months; families with many children, disabled and elderly IDPs may have the period extended. Moreover, according to the same article, all IDPs have the right to safe and appropriate conditions at the place of residence.
- On 1 October 2014, the Cabinet of Ministers (CoM) adopted [Resolution no. 505](#), envisaging the state monthly targeted assistance for registered IDPs to cover accommodation costs and utilities up to UAH 884 (USD 40) for unemployed people, UAH 442 (USD 20) for able-bodied people and up to UAH 1,074 (USD 49) for disabled people of category 3, but not more than UAH 2,400 (USD 109) per household.
- In April 2015, the Cabinet of Ministers issued resolution no. 382-p, on reimbursement of expenses related to temporary accommodation in sanatoria for disabled and other citizens who are internally displaced. It has allocated UAH 14.8 million (USD 583,200) from the budget.
- Given the variety of forms collective centres may take, there are specific regulations for the use of collective centres previously used as student and trade unions dormitories, state owned and communal sanatoria and specialized residential institutions for people with special needs. Nevertheless, some collective centres such as churches and non-residential buildings fall outside these regulations. Technically, there are safety and sanitary standards to be observed in places where people reside collectively. **This myriad of rules is not always inter-connected and often neglected.**
- Moreover, **each public or communal collective centre has a managing authority**, which could be different line ministries (Ministry of Education, Ministry of Health etc.), communal enterprises, municipal authorities or trade unions; **while private CCs have owners as managers**. Currently there is no national level government authority coordinating the overall situation in collective centres, which has contributed to a coordination vacuum at state level. At the same time, there are positive efforts at the local level to find solutions to outstanding issues.
- Collective centre residents face difficulties obtaining residence registration (*propiska*), which allows accessing different services within the community. One of the services is utility subsidies, which every family in Ukraine is entitled to if their overall income does not cover the minimum utility expenses guaranteed by the Government. Unfortunately, the majority of IDPs are deprived of this entitlement. **Collective centres do not register people as residents at their addresses** and often do not have the means of measuring individual use of water, gas and other services.

ASSISTANCE

Since the onset of the crisis and the first winterization in 2014/15, Cluster partners have mobilized their resources to improve living conditions in collective centres and prepare for winter. The assistance included rehabilitation of rooms, toilets, bathrooms; repairs to the heating system and insulation; provision of beds, mattresses, bedding sets (blankets, sheets, towels), washing machines and other required appliances and equipment.

According to partner reports, around 11,000 people have benefitted from assistance to collective centres. The activities were implemented in Kyiv city and region, Odesa, Zaporizhzhia, Dnipropetrovsk, Kharkiv, Donetsk and Luhansk regions. At the same time, management of collective centres was conducted either by already existing management structures in the centres or NGOs.

The assistance was provided by ADRA, Donbas Reconstruction and Development Agency, Luxembourg Red Cross, People in Need, Save the Children, Ukrainian Social Investment Fund of Ukraine, United Nations High Commissioner for Refugees, World Jewish Relief. More details are available at interactive dashboard [here](#).

KEY RECOMMENDATIONS

- To extend dialogue with national and regional authorities involving collective centre managers and owners, civil society and collective centre residents, with the aim of achieving durable solutions for all parties;
- To continue regular monitoring of the situation of collective centres in Ukraine, including the NGCA and address urgent issues while planning mid- and long-term solutions;
- To advocate with donors for programs that will allow support to vulnerable IDPs in collective centres to meet their urgent needs and find long-term solutions;
- To carry out mapping of specialized residential institutions and housing solutions for long-term living of people with special needs across the country together with protection actors to assess living conditions of extremely vulnerable IDPs in such institutions;
- To promote dialogue and solutions for the issue of debts as result of IDPs staying in collective centres;
- To support the Government of Ukraine to put in place procedures for the use of collective centres in emergencies, such as natural disasters or conflict escalation.



Colour and size of agency names represent frequency of references to them as supporters of CCs during phone monitoring.

SUCCESS STORIES

- Polish Center for International Aid (PCPM) together with its local partner Ukrainian Frontiers began a cash for rent program in May 2015, providing 1,712 people (542 households) in Kharkiv and Dnipropetrovsk regions with support to rent adequate accommodation. 42 families have successfully been supported to move out of collective centres (in Romashka, Kharkiv region) to resume their life outside and independently renting.
- Kyiv City Council adopted a decision on 9 December 2014 allowing to re-classification of non-residential buildings where IDPs reside into residences with a simplified procedure to allow significant reduction of utility bills for communities.
- On 13 April 2016, representatives of the Donetsk Regional Administration including the Deputy on Humanitarian Issues, the Department of Social Protection, the Department of Families and Youth, the Department of Education and Science and the Mayor of Sloviansk met with international and national partners from the Shelter and Protection Clusters and the representative of Svyati Hory collective centre to discuss durable solutions. The meeting was the first instalment to agree on a practical plan for provision of housing.

REFERENCE DOCUMENTS

[Collective Centre Guidelines, 2010 / CCCM Cluster with UNHCR and IOM](#)

[Shelter and NFI Cluster Strategy in Ukraine](#)

[UNHCR Participatory Assessments in Ukraine](#)

[Decision of the Kyiv City Council on change of status of non-residential buildings to residential](#)

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Note: Charts "Type of ownership" and "Eviction risk" are built on estimated current number of residents, not number of collective centres. Sample size for chart "Men, women, girls and boys" is 5,288 out of 5,936. In chart "Vulnerable groups" indicators "Single headed households" and "Families with many children" are calculated versus all population in collective centres divided by average family size 3.

Sources: Shelter Cluster monitoring through phone calls; UNECE Ukraine profile on housing and land management; State Statistic Service of Ukraine.