



# JIPS Mission to Kiev, Ukraine

## July 2016

*Participants: JIPS Profiling Advisor and JIPS Coordinator*

*Dates: 5 to 12 July, 2016*

### MISSION BACKGROUND

The JIPS support to the 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 centres across the country in order to inform adequate housing solutions for IDPs. 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 more broadly than through 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 can take place.

### MISSION OBJECTIVES

The overall objective of the mission was to support the Shelter Cluster, UNHCR and partners, including national and regional authorities, in the development of the objectives, methodology, data collection methods and tools for the exercise, while ensuring a collaborative and durable solution oriented approach throughout the process. The more specific objectives of the JIPS mission were identified in the mission TORs (***Annex 1: Mission TORs***).

### MISSION ACTIVITIES

During the mission JIPS met bilaterally with key partners, visited a number of collective centres within Kiev, and held an initial working group meeting/mission debriefing with Shelter Cluster partners. The detailed mission schedule can be found in ***Annex 2 (JIPS mission schedule of activities)***.

### MISSION LIMITATIONS

The mission was organized in a short timeframe and was planned for five working days to take advantage of a short window of availability of JIPS staff and presence of key partners in country before the summer period. This allowed for limited preparation time and reduced scope of objectives/activities that could usually be achieved through a scoping mission, despite the TOR originally developed. In addition the mission did not include travel outside of Kiev, thus limiting the possibility for deeper context specific observations/recommendations from the JIPS mission. Lastly, the scope of the mission prioritised support for the durable solutions assessment in collective centres therefore mission findings/recommendations that go beyond this process are additional and less detailed than those that fall within.

### MISSION ACHIEVEMENTS

The general achievements of the mission are as follows:

- Proposed coordination structure, objectives, methodology and timeline were discussed and developed for the durable solutions assessment process in collective centres; and
- Need and opportunities for further profiling were identified, including strengthening of existing data collection systems, interest from government counterparts and engagement from development actors.

## MISSION OBSERVATIONS AND RECOMMENDATIONS

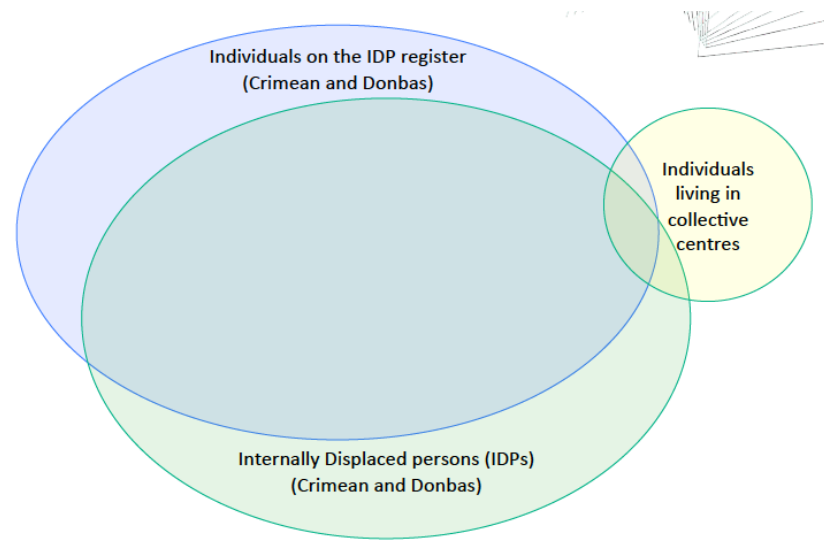
Based on the mission findings and JIPS experience, the mission made the following key observations and recommendations:

### GENERAL

1. **New Ministry established for Temporarily Occupied Territories and IDPs:** A dedicated ministry with a coordinating intra-governmental role looking specifically at IDPs has been recently set-up. This new ministry has currently limited capacity as recruitment of positions is on-going and resources are still unclear. An ambitious Charter of Action has been developed and was briefly reviewed by the JIPS team with a number of possible areas for further discussion and possible support identified. A second ministry is key to consider on IDP issues: the Ministry of Social Policy that currently manages the IDP registration system and linkages to humanitarian assistance and social services/support mechanisms. Meeting/discussion with MoSP was beyond the scope of the current mission however, should the recommendations for a broader profiling exercise be taken forward, the MoSP would obviously be a key interlocutor.
2. **Two displacement contexts:** Crimea and Donbass demonstrate different socio-political/conflict dynamics historically and at the time of the mission, including different movement dynamics for people, information and goods in/out of the different regions to/from the rest of the Ukraine. Based on mission findings, the displaced population originating from these two contexts broadly displayed different skillsets and capacities and could possibly have different opportunities/face different obstacles to securing durable solutions. **Any durable solutions assessment or profiling activity should therefore consider these different groups in their design and implementation.**
3. **Transitional nature of operation:** Two years after the start of the conflict in the East, and without indication of any resolution in the immediate future the displacement situation is becoming protracted and is likely to continue to become so unless longer term planning is initiated and opportunities for solutions are explored/realised. To do this, the IDP operation needs to combine humanitarian and development approaches as a humanitarian response alone will be inadequate. Various discussions during the mission have shown the intention of development stakeholders to engage with displacement issues directly and this momentum should be built upon and encouraged. Significantly, this indicates the need for a different kind of data and analysis of the displacement situation than is currently available including a more forward looking analysis that takes both humanitarian and development information needs into account. The transitional nature of the operation makes this information/analysis gap clear and therefore suggests an **opportunity for a jointly conducted profiling exercise that could help fulfil the information needs of all.**

4. **State-led humanitarian response:** The humanitarian assistance interventions for IDPs in most of the Ukraine are state-led processes, unlike in many IDP operations where state capacities and limited resources limit their ability to truly take on this role. MoSP and the newly established Ministry of ToT and IDPs are both key actors in this area. Information systems and broader analytical efforts therefore, will need to be designed closely with these partners in order to have the necessary and desired impact on policy and practice.

5. **Unclear definitions of ‘IDPs’ and ‘Collective Centres’:** Partners are using key terminology in different ways and this poses challenges for joint data collection and analysis processes. Some refer to IDPs as those who are registered in the MoSP database; others have a broader definition and recognise that there are also unregistered IDPs in the Ukraine. In addition it was apparent to the JIPS mission that there are likely to be a number of non-IDPs who are registered as IDPs with MoSP, leading to the challenges of unclear definitions. There is also a lack of clear definition for collective centres, although some attempts to clarify this have been made. The Shelter Cluster suggests one in the “Collective Centres in Ukraine” factsheet<sup>1</sup>, however it does not seem to be accepted by all stakeholders. **JIPS recommends, in order to help with analysis, communication and coordination amongst relevant stakeholders it will be important to have a clear definition of ‘Collective Centres’ and to make use of the definition of internal displacement in national legislation with reference to the UN Guiding Principles on Internal Displacement.**



Displacement situation and registration system

6. **Registration, verification and IDP status:** A legal framework is in place creating an IDP ‘status’ and an identification system through registration. This status enables registered IDPs to access state-provided humanitarian assistance payments and other social benefits. On-going support is being provided by IOM for technical improvements to the registration system. Many partners highlighted concerns over the linkages between the registration and the access to social services, especially in light of the planned verification process every 6 months which is likely to face both resource and operational challenges during its implementation phase. Although outside the scope of the current mission, JIPS noted additional challenges in relation to the initial identification of displacement built into the registration system. Its narrow geographical focus (IDPs must originate from locations identified and listed by the ministry as conflict affected), reportedly missing the ‘cause of displacement’ angle, and direct link to humanitarian and assistance and social support mechanisms means that, on the one hand, there are a likely to be a number of IDPs who are left out of the database and, on the other, that there are a number of individuals included in the database who are not IDPs.

<sup>1</sup> “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



made above, the mission also made other observations/recommendations concerning the opportunity for a broader profiling initiative (see further below). The content below addresses these two areas separately.

#### **COLLECTIVE CENTRES:**

8. Although a very small proportion of the IDP population in the Ukraine are residing in collective centres, Shelter Cluster and protection partners had identified the need to improve their understanding of this population to inform the search for durable solutions. This group had been prioritised based on the likelihood that they represent a particularly vulnerable sub-group of the displaced and displacement-affected population, and that given their small number (an estimated 6,500 persons in around 220 centres) the scope of the exercise is manageable within existing resources and can help inform planning for 2017. This reasoning was broadly supported by partners during the mission and was reconfirmed at the launch meeting of the working group, however it was not the priority for all nor the top priority identified by the JIPS mission.
9. Whilst the focus on collective centres was not disputed, **partners had different opinions about the necessary scope of the exercise.** Some preferred a detailed survey of all individuals/households living in collective centres in all accessible Oblasts, whilst others raised concerns about survey fatigue and preferred a more selective process that might risk losing value for national level advocacy but would be more effective for advocacy and programming at the local level. The need to strike a balance between these overall objectives (to conduct a broader analysis for advocacy purposes at the national/regional level and to pursue a detailed analysis for programming and advocacy for individual collective centres at risk of closure) was a key consideration of the JIPS mission. **The working group agreed on two-phased approach that would include a light and broad approach with national coverage (and limited 'data collection intrusion')**

so as to manage expectations and be continually aware of intended use of data, and an in-depth assessment in a prioritized list of collective centres based on agreed upon criteria.

10. **A suggested way forward for this two-phased collective centre ‘durable solutions assessment’ is outlined below. More detailed documentation**, including proposed objectives, working group TOR, methodology and timeline, is included in **Annexes 4-6** of this report
- a. **Proposed objectives:**
    - i. To understand the situation of the population residing in Collective Centres.
    - ii. To inform response in support of IDPs in prioritized Collective Centres to help secure durable alternative solutions.
    - iii. To develop a national strategy in face of increasing risk of Collective Centre closures including capacity building element of local authorities on data collection in collective centres.
  - b. **Target groups:** The main target groups for this exercise would include the displaced population living in collective centres and the non-displaced population living in the same collective centres.
  - c. **Data collection methods:** A combination of qualitative and quantitative methods is proposed for this assessment, including:
    - Household survey with population of the selected collective centres;
    - Focus group discussions with displaced;
    - Interviews with local authorities;
    - Key informant interviews with collective centre representatives/staff.Further suggestions on the implementation of the assessment on targeted collective centres are in the methodology document annexed.
  - d. **Working Group:** It is recommended that this assessment be carried out as a collaborative effort of different partners through a Profiling Working Group. Suggested ToRs for the Working Group are annexed to the document. In addition to the Working Group, JIPS recommends to identify a Profiling Coordinator who would be in charge of overseeing the whole process (preparation, implementation, analysis and reporting) and ensuring the endorsement of the Working Group throughout critical steps of the exercise.
11. **Measuring progress toward durable solutions:** Having a comprehensive evidence-base and concrete tools for measuring progress toward durable solutions are crucial for humanitarian and development actors to support durable solutions. Under the leadership and guidance of the UN Special Rapporteur on the Human Rights of IDPs and in collaboration with a global level Technical Steering Committee consisting of humanitarian, development and peacebuilding actors, JIPS has compiled a library of durable solutions indicators that aims to operationalize the IASC framework on durable solutions for IDPs. This library is currently being piloted in different contexts worldwide through a Technical Steering Committee of partners in order to refine them and inform the development of tools and guidance for wider use.<sup>2</sup> The assessment aiming identify possible solutions for IDPs in collective centres in the Ukraine, concerning a manageable population group in need of solutions, could benefit from applying and testing the durable solutions indicator library. If

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<sup>2</sup> More information materials on the project can be found here: <http://www.jips.org/en/profiling/durable-solutions/measuring-progress-towards-solutions>.

partners in country agree to this process, JIPS would incorporate this into their planned technical support for the process and would request partners to engage in a lessons learnt documentation/evaluation process once the process has been finalised.

### COMPREHENSIVE PROFILING OF DISPLACEMENT SITUATION:

12. Based on the general observations listed above about the displacement situation in the Ukraine, the JIPS mission identified an opportunity for broader profiling interventions in the country. In particular to address key information gaps mentioned above, to respond to the transitional nature of the situation and to enable a comparative analysis of different displaced and displacement-affected groups in both urban and rural areas, comprehensive profiling approaches would be valuable. In addition, with the establishment of the new Ministry for TOT and IDPs and the launch of a process to develop a strategy to guide its action and develop its coordination role to enhance displacement response at the national and regional levels, there is a timely opportunity and process into which the profiling results can feed.

13. Based on discussions during the mission with various stakeholders, there was much interest to pursue such an exercise from government, humanitarian and development partners. The potential scope of this exercise could be to establish:

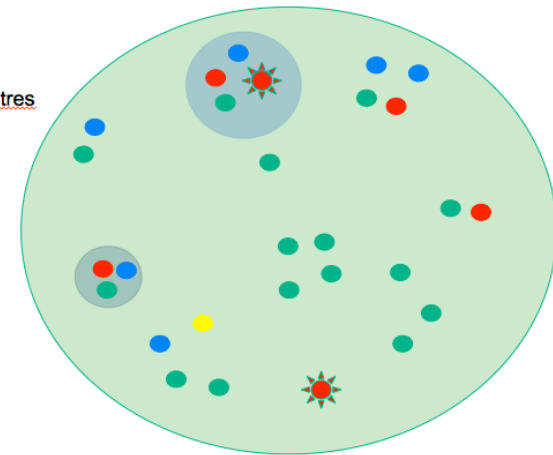
- a. Comparative analysis of different groups (registered IDPs, unregistered IDPs and host communities)
- b. Better understanding of displacement situation through vulnerabilities, coping mechanisms, intentions and capacities, as well as needs of target groups
- c. Using the IASC framework for durable solutions as a lens for analysis, including key elements on social cohesion, discrimination and participation in public affairs

14. To benefit from a broad range of expertise and to ensure the appropriate levels of buy-in to such a process, a **coordination platform** to oversee this process should be established. The role of this group would be to formulate and agree-upon specific objectives and to develop and endorse key tools/steps of the process including methodology, tools, analysis and recommendations. Members of the platform should include MoSP, MTOT-IDPs, SSSU, WB, UNHCR, IOM and others based on strategic relevance and tangible contributions.

15. As discussed with various partners during the mission, JIPS recommends for this exercise to initially focus on a **strategic geographical selection** of the relevant Oblast(s) in order to test the model and demonstrate its value before possible extension to other regions as

## MIXED DISPLACEMENT SITUATION

- Registered IDPs
- Unregistered IDPs
- IDPs in Collective Centres
- Crimean IDPs



Overview of displacement situations in Ukraine

necessary. Upon recommendation from the World Bank, JIPS suggests that ideally Oblast(s) in the South or West of the country that are broadly representative in terms of displacement dynamics of other parts of the country would be selected at first. Partners shared suggestions for geographic prioritisation with the JIPS mission demonstrating strong interest in moving this process forward.

16. Although premature to outline a specific **methodology**, elements to consider including based on mission findings would be: a desk review and mapping exercise to identify locations and estimated numbers of different target groups; a mixture of quantitative and qualitative data collection methods at different levels (individual, household, community) to capture a range of different information requirements and enable a comparative analysis amongst the different target groups; and making use of the the IASC Framework for Durable Solutions for IDPs to help structure the process and ensure that key often overlooked aspects (such as discrimination, participation in public affairs, social cohesion and family separation/reunification) are included as necessary.
17. If planned appropriately, this process could easily build upon achievements of the collective centre durable solutions assessment described above and in the annexes of this report. For example, it could make use of the capacities of partners for data collection, processing and analysis, and could benefit from the adaptation of durable solutions indicators for the Ukrainian context.
18. This process should also consider other existing data collection initiatives as well as potential future assessment (Intention survey) to avoid duplication and ensure coordinated efforts.

## ACKNOWLEDGMENTS

JIPS mission is grateful to:

- The excellent hosting of UNHCR and Ukraine Shelter Cluster during the JIPS mission.
- The Ministry of Temporarily Occupied Territories and IDPs, Kiev City and Regional authorities, World Bank, IOM, PIN, Protection Cluster, UNHCR, R2P, HelpAge, PIN, GIZ, SSS and REACH for their cooperation, time and collaborative spirit during the mission.
- JIPS staff in Geneva for their support.

## NEXT STEPS

As agreed upon during the mission, JIPS is available to *support* in country partners in the following ways:

- Finalisation of methodology outline for durable solutions collective centre assessment process;
- Selection of themes and adaptation of indicators for durable solutions collective centre assessment process;
- Development of tools for durable solutions collective centre assessment process;
- Availability to discuss and advise on plans for broader profiling exercises as indicated above with Government counterparts and humanitarian and development partners.

## ANNEXES

- ***Annex 1: JIPS mission TOR***
- ***Annex 2: JIPS mission schedule of activities***
- ***Annex 3: JIPS presentation***
- ***Annex 4: Draft Collective Centres Durable Solutions Assessment Methodology***
- ***Annex 5: Draft TOR for Collective Centres Durable Solutions Assessment Working Group***
- ***Annex 6: Proposed Timeline for Collective Centres Durable Solutions Assessment***