



# Report

## Ad-hoc Meeting on Registration, Integration and IDPs

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4-5 June 2015

Kyiv, Ukraine



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## EXECUTIVE SUMMARY

The representatives of the EU Member States, Eastern Partnership countries, academia and international organizations gathered in Kyiv to compare their practices and approaches to solving the issues of internally displaced persons (IDPs), including their registration and integration. The two-day ad-hoc meeting of the Eastern Partnership Panel on Migration and Asylum took place on 4-5 June 2015 and was co-hosted by Ukraine and the Czech Republic.

Challenges, faced by internally displaced persons and the states having to address IDPs' needs, are a relevant issue for many Eastern Partnership countries, since last year including Ukraine as well.

The experts with different backgrounds had a dynamic and open discussion about timely and flexible responses to the challenges of internal displacement. The meeting sessions covered legal concepts and policy frameworks related to the IDPs, current developments with internal displacement in Ukraine, and international approaches to registration of internally displaced and mobile populations. Registration and integration of internally displaced persons remains a challenge.

UNHCR compared approaches to the definitions of the IDPs and related concepts, highlighting the need of the comprehensive international policy on the subject. The European Commission guided through the EU action directed at IDPs and overall support to Ukraine.

The Deputy Minister of Social Policy of Ukraine and the representatives of the Ministry of Regional Development revealed the progress in terms of finding resources for accommodation of the IDPs, renovation of the destroyed buildings in conflict areas, as well as challenges with registration of IDPs faced by local administrations and solutions they come up with. Ukrainian officials expressed openness to the recommendations of the countries that experienced similar problems. Representatives of the NGO "Krym SOS" added on the capacity of the NGOs, who started provision of support to IDPs before governmental and international programmes began their operation.

Poland showed how current situation in Ukraine caused an increase in asylum applications and migrants looking for other options to legalize their stay in the country.

Ms. Marta Jaroszewich from the Center for Eastern Studies elaborated on the practices of addressing IDPs issues in South Caucasus where some lessons can be learnt for Ukraine.

IOM presented its activities focused mainly on IDPs' recovery and integration needs, as well as promotion of social stabilization through social cohesion in displacement areas, improved livelihoods and access to information. It is also important to pay attention to the most vulnerable persons i.e. elderly and the children.

Finally, Georgia shared best practices in developing legal framework on IDPs, durable housing solutions, social protection and registration systems.



4 June 2015 – Day 1

## Welcome and Opening

**Mr. Robert Rybicki**, DG Home Affairs, European Commission, opened the session with words of gratitude to Ukraine and the Czech Republic for hosting and organizing the ad-hoc meeting dedicated to such topical issue as internal displacement. The meeting touches upon legal environment, frameworks for registration and integration of IDPs, as well as overviews the situation in Ukraine. He also expressed hopes that the meeting helps to understand the issues of the IDPs better and to provide ideas for further development of policies.

**Mr. Vitalii Mushchinin**, Deputy Minister of Social Policy of Ukraine, thanked all the participants for coming to Kyiv to discuss the issues of IDPs and highlighted hardships of the economic situation in Ukraine. Many IDPs have left their homes and their primary identified needs are housing, employment and social protection. The main task for the Ministry today is to ensure access to the social payments and employment for all those who are in need. The Ministry has already set up the system for registration of IDPs with the support of international organizations. Recommendations on how to arrange social payments for those who stay at the uncontrolled territories are highly appreciated.

**Mr. Tomas Urubek**, Department for asylum and migration policy, Ministry of Interior, the Czech Republic, welcomed everyone and reminded that the Czech Republic has previously supported the Panel in finding solutions to the problems of IDPs. The meeting facilitates discussions on IDPs at practical level and contributes to the development of frameworks on IDPs, ensuring proper coordination of efforts among different authorities, development of functional practical solutions and establishment of the cost-effective systems.

## Session I. Legal concepts and policy framework applicable to situations of internal displacement

Facilitator: European Commission

**Ms. Christine Goyer**, United Nations High Commissioner for Refugees (UNHCR), opened the session with presentation on legal concepts applicable to IDPs. There is no international convention on IDPs. Correct definition of IDP includes such two basic elements as coercive/involuntary character of movement and movement within national borders. The definition should not be confused with terms “refugee” and “migrant” as right terms are essential for application of proper policies. Common standards applicable in case of displacement include national law, human rights law, refugee law and international humanitarian law. Unlike refugees, IDPs do not have a special status, since they are citizens of the country. Protection of IDPs concerns such rights as right not to be displaced, rights during displacement, right to durable solutions, right to be assisted and non-discrimination. National authorities have the primary responsibility to provide protection and assistance to IDPs. The Guiding Principles on Internal Displacement developed by the UNHCR are not legally binding, but constitute set of principles that could be found at <http://www.unhcr.org/43ce1cff2.html>. *Please see the presentation “Legal Frameworks and Policy Considerations Applicable to IDPs”*

**Mr. José Roman Leon Lora**, European Commission, Support Group for Ukraine, presented EU activities on Ukraine which are directed at IDPs. Issue of IDPs is a question of citizenship, political, civil and human rights. Recently national legal framework on IDPs in Ukraine has significantly improved, now it has to be enforced. EU has addressed several packages of financial assistance to Ukraine for actions aimed at in-kind contributions to IDPs, development of cash-transfer system, psychological support, social assistance and promotion of human rights. The actions are channeled through UN agencies and international NGOs, as well as through local authorities. In addition, EU supports overall stabilization of financial situation in Ukraine. Experts from the EU Delegation provide technical support for elaboration



of national legal framework. Since the conflict takes place in highly populated areas, reaching elderly and disabled persons remain challenging. The problem of IDPs stigmatization should be considered and properly addressed.

**Mr. Serhii Maruschenko**, Head of the Department of Social Protection of Victims of Emergencies, Ministry of Social Policy of Ukraine, reported on the activities of Ukraine in the sphere of social protection of IDPs. 1,325,154 persons have registered as IDPs as of 3 June 2015. Main challenges faced by Ukraine in terms of internal displacement are transportation issues and exiting uncontrolled territories, provision of medical services to IDPs, restoration of lost documents, accommodation of people, setting of social security payments, provision of free legal assistance, continuation of studies and education by internally displaced children. The Government has created an inter-agency coordination center on IDPs which incorporates representatives from 15 state institutions and executes comprehensive approach to the IDP issues. The state works actively on provision of assistance to IDPs in terms of employment, support for families with children, support for retired people, as well as in terms of raising awareness and improving access to information on existing opportunities for IDPs. [Please see the presentation “Social Protection of Internally Displaced Persons”](#)

#### **Discussion**

**UNICEF** marked the progress of Ukraine in addressing needs of the IDPs, stressing that better targeting could be an issue to consider. **UNICEF** raised the question of avoiding situations when IDP are not fully integrated and are not able to return at the same time. The **EC** responded that the country itself has to confirm the rights of own citizens. The **DRC** asked Ukrainian government on the measures taken to protect people who are left at the uncontrolled territories. **Ukraine** remarked that primary focus for such people is provision of humanitarian assistance.

## **Session II. Snapshot: Ukraine**

Facilitator: Ukraine

**Ms. Svetlana Startseva**, Ministry of Regional Development of Ukraine, spoke on the problem of placement and housing for IDPs. Nearly 12,000 of houses were destroyed in the conflict area and twice as many are left without electricity supply. The Ministry constantly monitors the situation and works on the housing solutions. Seven transit module settlements have been already constructed, but currently they are not fully occupied due to high rent fees, which are now revised. The Government has adopted an action plan on reconstruction of destroyed infrastructure objects in the conflict area. Regions neighbouring the conflict area receive the assistance, while access to the regions within the conflict area remains problematic. Ukraine is looking for opportunities to attract donors to support recovery of the country.

**Ms. Dina Gud**, Danish Refugee Council in Ukraine (DRC), delivered a presentation on implementation of international standards of assistance for IDPs in Ukraine. DRC and the Ministry of Social Policy of Ukraine are about to sign memorandum on cooperation. Currently DRC extends its activities in Ukraine to address IDP issues within several new projects funded by the UNHCR, USAID and EU in different regions of the country. The projects cover such areas as provision of legal assistance to IDPs, support with livelihood and accommodation, humanitarian assistance for families, small-business start-up support, psychological assistance, information support and capacity building for local authorities and civil society organizations. [Please see the presentation “Implementation International Standards of Assistance for IDPs in Ukraine” \(in Russian\)](#)

**Ms. Tamila Tasheva**, Krym SOS, spoke on the institutional and practical measures to address the issues of IDPs. The NGO was created in 2013 to address the issues of IDPs from Crimea with the support of international donors and ordinary people. When the issue of IDPs appeared, civil society organizations were able to provide a much flexible and timely response than the Government. The first wave of IDPs from the conflict area tended to settle in compact settlements. Now the majority lives in dispersed



settlements, which proved to be more effective in terms of integration. Escalation of hostilities provokes increase in IDP flows, which makes adequate and timely response crucial for addressing potential new waves of IDPs. Recommendations for further developments include greater coordination of efforts, creation of separate state body on IDPs and development of comprehensive strategy on IDPs.

### **Discussion**

**Ukraine** informed on the coordination among state authorities involved in the IDP issues. This coordination will be determined by the State Programme on IDPs, which is currently being finalized. **Krym SOS** remarked on employment of IDPs, highlighting effectiveness of the UNDP programme compensating part of the salaries of the employed IDPs. **Armenia** mentioned 200 asylum applications received from Ukrainian nationals, confirming that majority of them have got refugee status. Responding to the question on the work with local communities, **Ukraine** stated that such work is implemented through the partner NGOs, who also help with monitoring activities. The **DRC** remarked on the grievance of local communities due to reserving part of local state budgets to IDPs needs.

## **Session III. Registration of internally displaced and mobile populations**

Facilitator: Swedish Migration Agency

**Ms. Nadine Walicki**, Internal Displacement Monitoring Centre, presented basic principles and implications of IDP registration. There is no endorsed international guiding document on registration of IDPs, while data collection is crucial for assessment of the extent of displacement and developing proper assistance programmes. Data collection should start at the moment of displacement and continue systematically. Approaches to IDP data collection differ depending on the purpose and may include IDP profiling exercise, needs assessments and IDP registration. The registration allows to identify who and where displaced are, assess special needs of IDPs, target limited assistance, facilitate access to right, help to reunify families, ease issuance of identification documents. At the same time the process of registration has number of risks and limitations, including quick obsolescence of the data, reluctance to provide personal information, inability to physically reach registrar, heavy burden of proof, etc. [Please see the presentation “Principles and Implications of IDP Registration”](#)

**Ms. Nataliia Belivska**, Social Policy Department of Kyiv City State Administration, reported on the procedural aspects of the IDPs registration in Ukraine. Ukraine was not ready to the challenges linked to massive waves of IDPs, having no legislation and registration system in place. Before the resolution on IDPs was adopted, there were no formal registration procedures, but since the number of coming to Kyiv IDPs was high, they were provided with a simple non legally binding certificate. Now the official registration takes place and once registered, IDPs receive official document certifying their status. The process of registration requires filled in application, passport and contacts of an IDP. The data is stored in the unified data base. Children without parents could not be registered without a parent or legal guardian, so to protect best interest of a child. The department also arranges regular visits to the compact settlements of IDPs to provide them with relevant information, financial assistance and medical assistance.

### **Discussion**

The **UNHCR** raised a question on the limitations of registration in Ukraine, mentioning that there are still IDPs who are not registered and they are mainly the most vulnerable people such as children, elderly and disabled. **Ukraine** replied that, as defined in legislation, the representative of the registration services had missions to the IDP settlements to register them; moreover, the software checks every case to avoid double registration. The data base is being further developed with new sections and features to better address needs of IDPs.



**Ms. Laura Nistri**, Programme Coordinator, IOM Iraq, delivered a presentation on best practices and lessons learned in displacement tracking. Displacement Tracking Matrix (DTM) is a set of tools which regularly captures, process and disseminates information on the locations, vulnerabilities and needs of IDPs. The DTM is structured around 4 core types of data collection exercises, such as mobility tracking, flow monitoring, registration and surveys. The methodology of the DTM includes DTM master list baseline, community level assessment, sudden displacement wave and returnee tracking system. The data is collected through governmental actors and key informant interviews, direct observations at field visits, data triangulation and focus group discussions. The method has its limitations, mainly depending on restriction of movements and poor access to certain areas, sudden waves of displacement, difficulties in communication due to prevailing insecurity and/or intermittent communication services. [Please see the presentation “Identifying Locations, Numbers and Conducting Registration of Internally Displaced Persons”](#)

**Mr. Norbert Rafalik**, Office for Foreigners, Poland, spoke on the influence of migration movements in Ukraine in the context of the Polish reception and integration system. In 2014-2015 considerable increase of the asylum applications from Ukraine was noted. Total number of Ukrainian nationals who have a valid residence card in Poland is 48,237 (as of 2015). There are 11 centers for asylum seekers located throughout the country. Social assistance is offered to the asylum seekers both inside of the centers and outside of them. The assistance provided inside of the centers includes alimentation, tickets for public transport, permanent monthly financial assistance and pocket money. Social assistance outside of the centers covers education and language courses, information support, medical care services, as well as, aid for people with special needs. Cooperation with non-governmental organizations takes place in terms of legal assistance, assistance with employment, activities with local communities, and other activities. [Please see the presentation “Migration Movements in Ukraine in the context of the Polish Reception and Integration System”](#)

## 5 June 2015 – Day 2

### Session IV. Integration of internally displaced persons

Facilitator: the Czech Republic

**Mr. Michal Vašečka**, Assistant professor, Masaryk University and Comenius University, delivered a presentation on the integration paradigm change in the 21st century through the idea of core (citizens) and its out groups (migrants with permanent residence). He also described failures of integration policies in European countries as logical consequences of unclear goals these policies set. Integration is perceived differently, either as a never-ending process or as a concept losing its meaning due to the globalization and transnational perspectives. Pre-conditions for becoming a part of the core incorporate equal status in terms of citizenship policies and equal rights, de-ethnicization of public sphere, shift toward political nation, culturally neutral state, de-racialization of interactions between citizens. In addition to basic indicators of integration such issues as inequality within the country, social exclusion, state interventions, security within the country, scores of democracy and liberties should be also considered. [Please see the presentation “Paradigm Change of Migration Flows in 21<sup>st</sup> Century and Its Impact on Measuring of Integration Policies of Migrants”](#)

**Ms. Marta Jaroszewicz**, Senior analyst, Center for Eastern Studies, presented lessons learnt from the IDPs integration in Southern Caucasus applicable to Ukraine. There are three basic solutions used in case of IDPs: their local integration, return, or settlement elsewhere. Local integration is particularly relevant to protracted displacement and is crucial for decreasing vulnerability of the IDPs over time. In 2004 Azerbaijan has adopted State Programme on Improvement of Living Standards and Increasing of IDPs Employment, aiming huge investments at building new houses and closure of temporary settlements. As a result of the new integration policy of 2004 IDPs poverty rate decreased significantly. In 2007 State



Strategy for IDPs was developed in Georgia, introducing programmes on vocational trainings, micro-grants and psychological assistance. Currently IDPs feel relatively at ease with Georgian society and children are well integrated. [Please see the presentation “IDPs Integration in Southern Caucasus: Lessons Learnt for Ukraine”](#)

**Ms. Ester Ruiz de Azua**, Emergency and Stabilization Programme Coordinator, IOM Mission in Ukraine, presented IOM activities aimed at community stabilization and IDP integration in Ukraine. The objective of these activities is to address IDP’s recovery and integration needs promoting social stabilization and confidence-building in Ukraine through social cohesion in displacement areas and return communities, contribution to improved livelihoods and access to information. The action includes community development projects in 46 communities, self-employment and vocational trainings, special efforts for ensuring access to information, hotline to support IDPs, and support to Ukrainian authorities to implement IDP registration system. The Ministry of Social Policy is in charge of registration (IDP database, issues certificates) with the support of other agencies such as the State Migration Service (document restoration, residence registration, etc.) [Please see the presentation “Community Stabilization and Internally Displaced Persons \(IDPs\) Integration in Ukraine”](#)

#### **Discussion**

**Sweden** commented on the migrants’ integration indexes and the fact that they not always reflect realistic picture of policy gaps. **The Czech Republic** recommended Ukraine to create coordination centers to streamline work with IDPs. **Azerbaijan** mentioned that currently the number of IDPs went up. **Ukraine** remarked that primary needs of IDPs addressed by the state are housing, basic needs and healthcare. Tackling all of the IDP issues is challenging for the Government, so efforts of the local NGOs and international partners are highly appreciated. Current tasks also include further development of the IDP data base and establishment of the effective monitoring system. Since state bodies work with communities through their local representations, greater transparency of the donors’ funds utilization could be ensured through the direct work at local level.

**Mr. Levan Kokaia**, Head of Registration Division, Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia, delivered a presentation on Georgian experience with addressing issues of IDPs. The Law on IDPs from Occupied Territories identifies legal status of IDPs and determines social and economic guarantees for them. Durable housing solution programme provides for development of rehabilitated collective centers and idle buildings, individual new settlements and new apartment blocks in towns. Social protection of IDPs includes monthly allowance, one-time monetary assistance, and access to state healthcare programme. There were 4 mandatory registrations of IDPs since 2004 with help of big and small registration commissions. The work plan of the commission is scheduled in advance and the IDP waiting line is set through the hotline. The IDPs data is incorporate into online database. [Please see the presentation “Internally Displaced Persons in Georgia”](#)

#### **Discussion**

**Georgia** suggested that in order to address a wide range of IDP needs, a wide range of state authorities, national and international civil society organizations has to be involved in the process; moreover, multi-sectional approach is crucial for durable solutions in the sphere of housing. **IOM** raised a question on the control of the donors’ funds utilization. **Georgia** replied that all information regarding usage of the state and donors’ funds is available through the data base.

### **Closing Session**

Facilitator: European Commission

**Mr. Serhii Ustyenko**, Deputy Minister of Social Policy of Ukraine for European Integration, marked that this meeting is a nice opportunity to share views and practices implemented by countries in terms



of IDPs. Ukraine was not prepared for the massive flows of displaced people, and this was a real challenge for the state, as well as, for civil society. He thanked everyone for comments and recommendations made and stated that Ukrainian progress in addressing IDPs became possible with support of NGOs, international partners and EU. The next steps are to be made towards integration and protection of IDPs.

**Mr. Robert Rybicki**, DG Home Affairs, European Commission, highlighted that it is hard to be prepared to the challenges roused by the displacement and there is no pattern to follow in addressing them, as every situation is different. Ukraine has worked considerably on legislation and implementing act, setting up registration process and creating a data base. International community supported Ukraine with the immediate action. He thanked the speakers, participants and co-hosts for an excellent meeting.

**Mr. Tomas Urubek**, Department for asylum and migration policy, Ministry of Interior, the Czech Republic, stressed the importance of lively discussions and open conversations which the meeting participants had. He expressed hopes for further progress with IDP issue in Ukraine with support from the civil society and international community.

*All presentations mentioned in this report, as well as all the material related to the meeting, can be found on the Panel website [www.eapmigrationpanel.org](http://www.eapmigrationpanel.org)*

