

PRELIMINARY RESPONSE PLAN

Situation in Ukraine

(15 Aug – 31 Dec 2014)

15 August 2014



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3.9 million

estimated number of people living in areas directly affected by violence as of 15 August 2014

8%
of total population

Source: OCHA

In April 2014, armed groups in the Donbas region (Donetsk and Luhansk) of eastern Ukraine began to seize buildings and arms. The Government responded by launching an operation against the armed groups. As a result of on-going fighting between armed groups and government forces, as well as the events, which unfolded in March in Autonomous Republic of Crimea (ARC), people have been forced to flee their homes and region or have become increasingly vulnerable as the conflict intensified and spread.

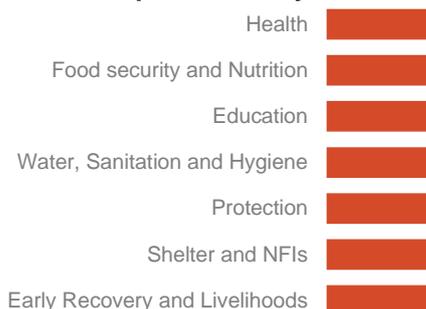
Those staying in Donbas region, particularly in areas affected by fighting, face imminent security threats due to military activities by all parties to the conflict that are increasingly concentrated in the densely populated urban areas. Basic life-supporting services are disrupted, supplies increasingly limited, and an upsurge in lawlessness.

The number of displaced population has risen significantly since early June 2014. Since March 2014, some 155,800 people have reportedly been displaced within Ukraine, both from the ARC and Donbas region, and more than 188,000 people have reportedly fled to Russia. Most have left with few belongings and are in need of shelter, food and non-food assistance, placing pressure on neighbouring regions, as well as on the rest of Ukraine and neighbouring countries.

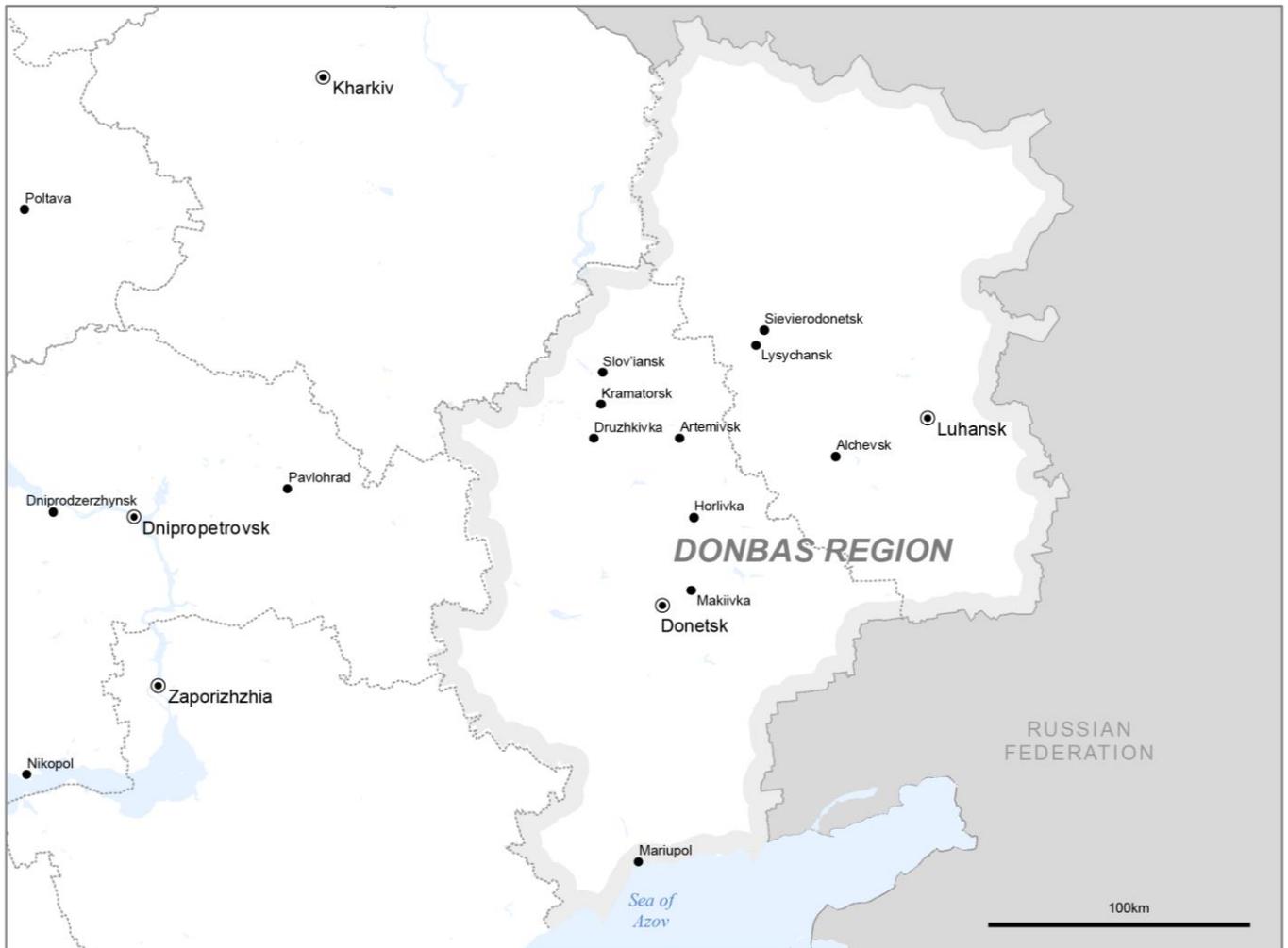
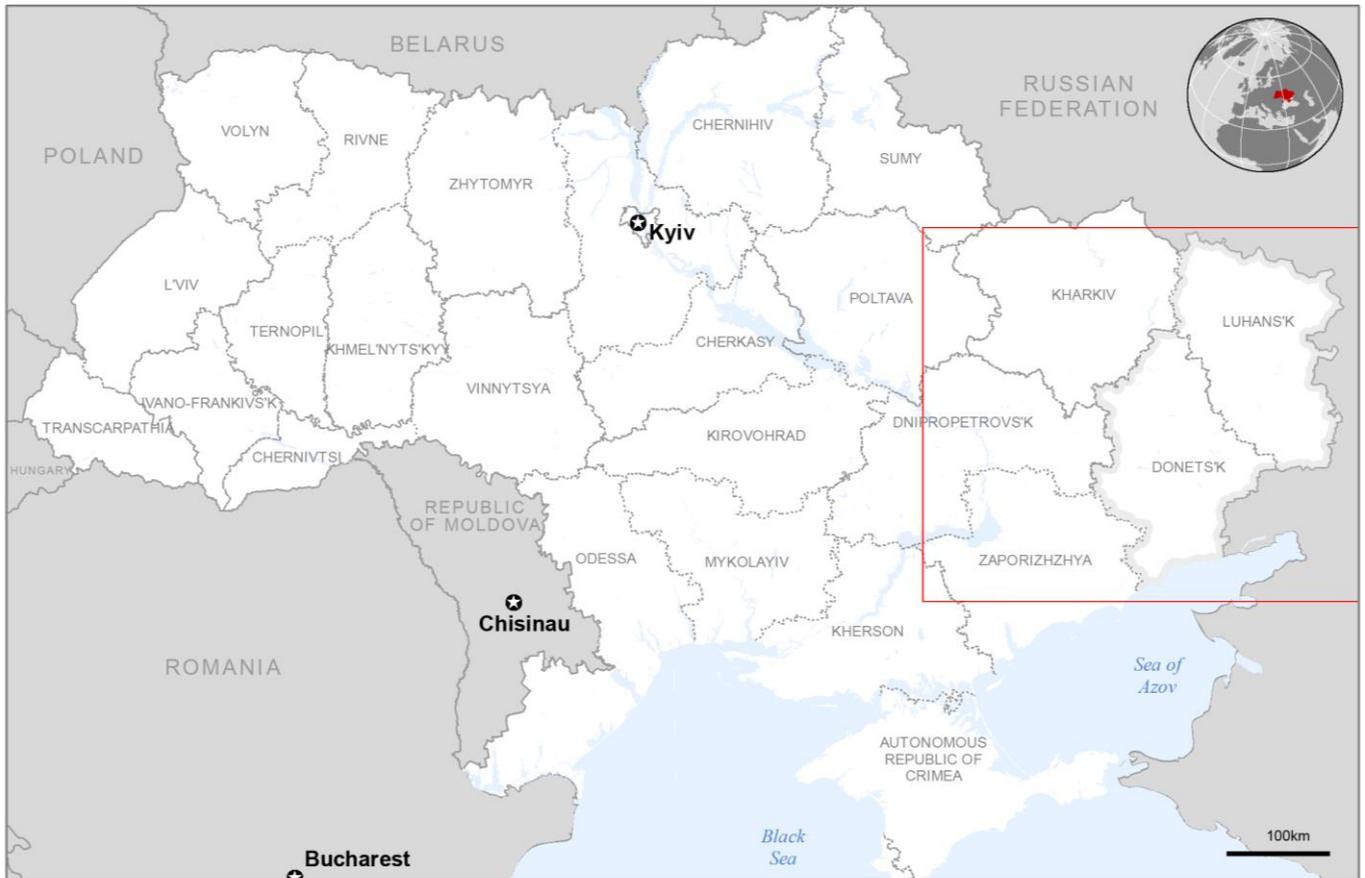
As the winter is approaching and the on-going fighting is triggering renewed displacement, there is a need to scale up the response, including of international assistance to meet the basic humanitarian needs of the affected population.

The Ukraine Preliminary Response Plan lays the foundation for humanitarian response in Ukraine based on four strategic objectives that will guide sectors-specific action and response. The plan will be upgraded with sector-defined funding requirements in due course.

Estimated requirements by sector



The humanitarian community in Ukraine is in the process of defining the overall funding requirements for response to the situation in Ukraine



SITUATION OVERVIEW AND SCOPE

Due to recent unrest in the Donbas region (Donetsk and Luhansk) of eastern Ukraine and an escalation in clashes between armed groups and Government forces, large portions of the population of the region have become increasingly vulnerable, either being directly affected by the on-going conflict or forced to flee their homes. In addition, some 15,000 people have fled ARC into mainland Ukraine after ARC’s annexation by Russia in March 2014.

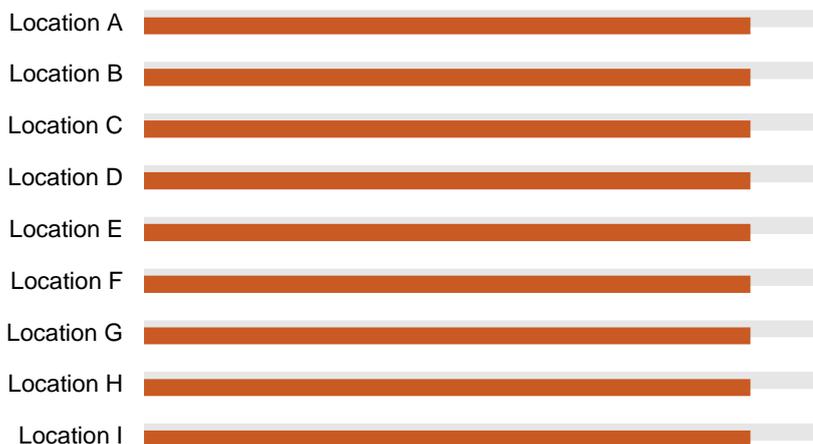
The violence in Donbas has intensified since May 2014 and the attempts to broker a political resolution or, at minimum, agree on a lasting and mutually observed ceasefire between the Government and the self-proclaimed republics in Donetsk and Luhansk have thus far not borne fruit. The Government’s military efforts to regain full control of Donbas region further intensified at the end of June, leading to considerable territorial gains and retaking some of the key cities (Kramatorsk, Krasnyi Lyman, Sloviansk) that had been under control of armed groups since May. As a consequence, armed groups retreated towards the cities of Donetsk and Luhansk. The suburban and urban areas of the two regional capitals have since seen most of the violence and growing humanitarian needs.

The principal driver of vulnerability of the population of Donbas is the continuation of the fighting, which is concentrated in densely-populated areas. Some 3.9 million people live where fighting is on-going or where fighting was taking place until very recently. The population remaining in Donbas region, even those not directly affected by security incidents and fighting, are facing reduced or disrupted services, with water and electricity supply and transportation badly affected. Health services have also deteriorated across the region due to shortages of medical supplies and personnel.

The intensified fighting is likely to lead to continued displacement (both cross-border and internal; as well as returns as the situation evolves), disruption of services, as well as significant infrastructure and economic losses, and has led to an increase in casualties among civilians. Continuation of conflict could further exacerbate tensions between various groups. These tensions and the continued outflow of the population could spill over into neighbouring regions.

The numbers of refugees and internally displaced persons (IDPs) from areas affected by fighting continue to rise, thereby placing pressure on neighbouring oblasts and otherwise less-affected areas of western Ukraine. As of 15 August, some 344,016 (155,800 IDPs and reportedly more than 188,000 refugees to Russia) are registered to have been displaced. The numbers of internally displaced has been rising at the rate of 1,200 per day since 20 July and, while the new phenomenon of returns has complicated the estimation of accurate displacement figures, this trend is expected to remain or further increase as fighting intensifies on in the east. Many of the IDPs are in need of shelter, food, and non-food assistance. Mounting pressure has been placed on neighbouring oblasts as well as countries. The numbers of IDPs are potentially higher than currently reported, due to the lack of a centralized IDP registration system and the reluctance of some IDPs to get registered. At the same time, however, a significant number of people have reportedly been returning to the areas retaken by the Government since early July.

People in need and targeted



The humanitarian community in Ukraine is in the process of defining the overall needs for response to the situation in Ukraine

RESPONSE CONSIDERATIONS

The humanitarian response in Ukraine is defined through at least three distinct situations resulting from the conflict in the east of the country and the situation in ARC. While the principal driver of vulnerability remains the continuation of fighting in the densely-populated areas of Donbas, each of these three situations is characterized with a distinct set of humanitarian needs, which require tailored responses:

- The population in the **areas directly affected by conflict** remains the most vulnerable. These people, who find themselves in the most dire and life-threatening situation characterized by high levels of insecurity, rapidly deteriorating living conditions due to reduced or heavily disrupted basic services¹ and limited prospects or ability to leave those areas. The intensified fighting is likely to lead to increases in casualties among civilians congregating or trapped in the areas of fighting. Prolonged exposure of the population to these conditions, combined with the approaching cold weather of autumn and winter, the impossibility for authorities to restore basic services and increasingly disrupted access and supply routes to these areas, is a cause for major humanitarian alert.
- The population that fled the Donbas region, either to other parts of Ukraine (estimated 155,800) or neighbouring countries (estimated 188,216 as of 15 August), on top of some 15,000 IDPs from the ARC, mostly left their homes with few belongings and are in need of shelter, food, and non-food assistance. **IDPs across Ukraine**² are facing difficulties accessing social services at areas outside of their residence. Up to 30% of all IDPs are sheltered at temporary locations (student housing, summer sanatoriums), which are unsuitable for longer-term stay. While many IDPs stay with friends and (host) families or are renting out temporary accommodation, these solutions are not sustainable without additional support. Their coping mechanisms and systems are unlikely to keep up with the prolonged period of displacement. Similarly, while a large part of the response has been provided by civil society and Ukrainian charitable institutions, this is unlikely to be sustained at current levels, even more so should the displacement trends continue. The increased demand for services resulting from incoming displacement flows provides an additional challenge, particularly for those displaced within the Donbas region to areas retaken by the Government or not directly affected by fighting.
- As security improves in some areas of Donbas previously directly affected by conflict, people **return to** locations of their residence, but often find their homes destroyed or damaged, livelihoods disrupted and basic services considerably limited. While the Government has put in an immense effort to restore life-supporting services, including electricity and water supply, in recently recovered cities and towns, the returning population will still require tailored services and recovery interventions to make their return sustainable and reach the pre-crisis conditions. Any response or intervention will need to consider the mitigating measure to prevent an exacerbation of tensions between various groups.

CURRENT RESPONSE

The humanitarian response in Ukraine to-date has been largely internally driven, with few international actors responding in the affected areas, though scaling up their response and preparedness in the rest of the county.

The prolonged period of insecurity and intensification of fighting in some areas of Donbas has quickly diminished the resilience of the affected population, while also reducing the capacity of the local structures to respond. Primarily services such as banking, social transfers and transport have been affected, as well as basic services, such as health, water, and electricity, justice and local administration. As the conflict lingers on in the urban and semi-urban areas of Donetsk and Luhansk, the insecurity mounts and supplies across the board are cut over a prolonged period of time. The ability of local authorities to sustain a minimum level of services has become severely constrained, as many employees have left or can no longer do their work. This is in particular dramatically affecting the health service delivery. The presence of few local and international humanitarian responders has been pivotal, though compromised by insecurity and the breakdown of law and order in the conflict areas.

In addressing the needs of those trapped in conflict-affected areas, of internally displaced and returnees, the main characteristic of Ukraine's national response has been a strong reliance on support provided by volunteers, civil society, host communities and local authorities. As IDP numbers have been growing, first from the ARC and then

¹ See joint assessment report – Humanitarian Situation Monitoring (HSM), Phase 2, Round 1. <http://reliefweb.int/report/ukraine/ukraine-humanitarian-situation-monitoring-phase-2-report-round-1-21-july-2014>. See also OHCHR HRMMU report of 15 July 2014. http://www.ohchr.org/Documents/Countries/UA/Ukraine_Report_15July2014.pdf.

² See the latest UNHCR IDPs profile update from 23 July 2014. <http://reliefweb.int/map/ukraine/ukraine-overview-population-displacement-23-july-2014>

from eastern Ukraine, the immediate needs of the most vulnerable displaced population – shelter, food, provision of primary health services, basic hygiene items – have been largely covered. Yet, the immediate responders are faced with an increased burden, as the number of IDPs able to rely on their own coping mechanisms is diminishing.

With IDP numbers well surpassing 155,000, the voluntary support is gradually fading away and the ability of informal and local structures to cope with the additional burden is often inadequate. A more sustainable, institutionalized and long-term response is required. Key considerations calling for immediate action include the fast-approaching winter, the new school year and the current lack of return prospect for significant parts of those displaced. Some of the gaps are partially covered thanks to the support of a limited number of donors that have gradually started providing funding to the Ukrainian civil society, local NGOs, as well as international organizations.

The Government response, since early July increasingly better coordinated, has been largely reactive and focused on covering short-term needs. The Government is providing some immediate assistance to IDPs from internal stocks, short-term stay in Government-run housing facilities, as well as taking some steps to ensure IDPs' access to Government-provided social and health services outside the areas of their residence; as well as warehousing and transport services, particularly targeting return areas. Only in July, the Government has started planning for longer-term response measures, thereby assisted by civil society and the UN. While no official Government request has been made for international humanitarian assistance, individual services and ministries have been signalling to international partners and donors the growing difficulty to fully meet the needs of affected, displaced and returning population. In areas retaken by the Government, priority has been placed on reinstating security and restoration of basic life-supporting services to facilitate and encourage return.

In preparing for a potential larger-scale response, UN agencies, funds and programmes have been relying heavily on their regular non-emergency programme resources, yet scaling up their emergency capacity to the extent possible. Advocacy on international standards, particularly on issues such as IDP legislation national taxation of cash and in-kind humanitarian assistance received by individuals or emergency health considerations and the need for coordinated and timely leadership from the side of the Government, as well as coordinated monitoring of the situation, has been among the central preparedness activities of the UN. Similarly, non-UN and non-governmental partners find it increasingly challenging to maintain their response capacity given the limited donor funding, which is a precondition to support the response.

FACTORS HINDERING RESPONSE

The following have been identified as major factors that are hindering the current response or that may compromise the timeliness and effectiveness of the future response:

- **Limited scope of Government response and recovery strategy**, including mid- and long-term planning figures, which make planning for internal and international support and response increasingly difficult.
- **Legislation and procedural gaps related to IDPs**, including the delay in passing the revised IDPs law, the lack of a central IDP registration system, as well as a clear division of roles and responsibilities in humanitarian response and assistance within the Government.
- **Administrative hurdles to humanitarian response**, including gaps, delays and lack of clarity with procedures on imports of humanitarian assistance goods, particularly pharmaceuticals and medical equipment; lack of clarity on procedures to access the funds allocated by the Government to cover the running costs of collective centres hosting IDPs; and looming prospects of taxation on humanitarian assistance provided.
- Continued **limited response capacity of international partners** with representative or operational presence in Ukraine, caused largely by limited funding and underestimation of the severity of the situation.
- **Information gaps**, mainly as a result of restricted access and limited monitoring personnel in areas affected by fighting, the rapidly changing situation, the collapse of state surveillance and reporting services at some locations, the lack of transparency due to underestimation of the severity of the situation, as well as due to the lack of a centralized IDP registration system.
- **Incompliance to international humanitarian norms and standards** particularly in ensuring safety, security and unlimited access for humanitarian actors to do their work in the conflict areas.

CONSEQUENCES OF NOT RESPONDING

Failure to further scale up the response capacity and address factors currently hindering the response to address immediate gaps is likely to have the following consequences:

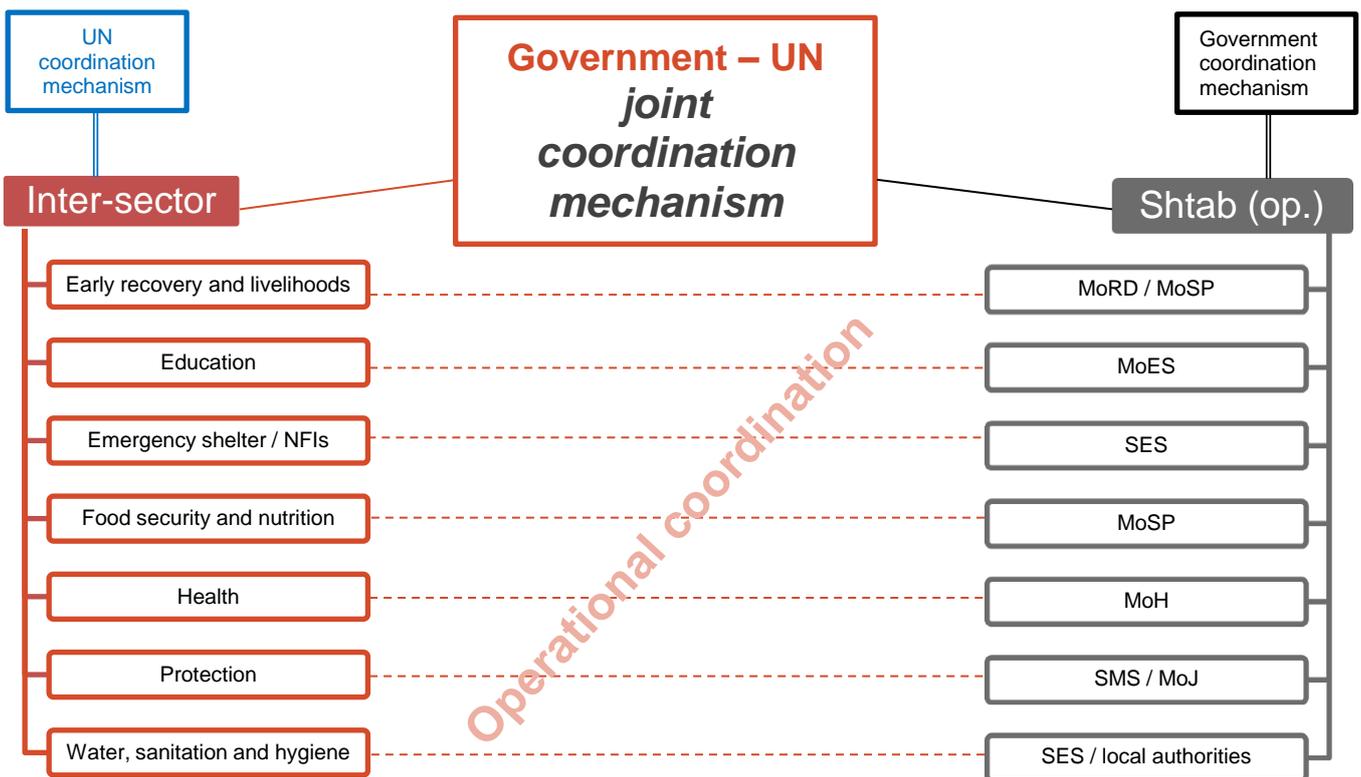
- A lack of planning and the ad hoc response by the Government combined with a heavy reliance on voluntary support, is likely to lead to an increasing difficulty of the Government to meet the needs of the affected and displaced population, particularly as the winter approaches and should displacement levels remain as they are. Furthermore, not knowing what response is envisaged or viable by the Government will have a trickle-down negative effect on the ability of the international humanitarian system to respond.
- The difficulty to respond to longer-term needs of the displaced population, as well as to put in place the necessary legislative measures and response systems, is likely to lead to the worsening of the situation of IDPs and returnees in Ukraine and to the exponential increase in their needs. This will have a detrimental effect on the social cohesion of Ukrainian society, further destabilizing a country already faced with a serious socio-economic and political crisis.
- Unaddressed administrative hurdles to humanitarian response in Ukraine are likely to severely hamper the timeliness of the current and future humanitarian response, potentially leading to unnecessary loss of life.

COORDINATION ARCHITECTURE

To facilitate preparedness, information exchange, advocacy and an effective and targeted response, the UN has put in place a sector-based coordination structure.

Seven sectors (and two sub-sectors) led by UN agencies, funds and programmes have been established and meet on a weekly basis at national level. Participation includes UN agencies, funds and programmes, national and international non-governmental organizations and, in some cases, governmental counterparts and donors.

Humanitarian coordination in Ukraine (national level)



Source: United Nations

On the Government side, an inter-agency task force coordination mechanism is responsible for all IDP matters. The mechanism is chaired by the Deputy Prime Minister, while the Ukrainian State Emergency Service (SES) is the leading Government agency in charge of the response coordination. The meeting includes representatives from the international and national aid community and focuses on finding solutions for existing problems faced by IDPs in Ukraine.

The current link between the two coordination mechanisms is established through a Joint Government-UN Coordination Mechanism, which includes the representatives of sector-lead UN agencies, funds and programmes,

and representatives of counterpart Government ministries, convened under the auspices of the State Emergency Services.

STRATEGIC GOAL AND PRIORITY AREAS

Under the leadership of the United Nations and in consultation with national and international humanitarian partners in Ukraine, one overarching strategic goal and four strategic priority areas to assist with response to the current humanitarian situation in Ukraine have been identified.

Overall strategic goal

Save lives, protect and facilitate return: reduce morbidity and mortality rates to pre-emergency thresholds, ensure protection of conflict-affected and displaced persons from human rights violation and exploitation, and facilitate progress towards durable solutions for IDPs, affected communities, and returnees.

- SO1:** **Provision of technical support to the Government** in the fields of preparedness, humanitarian response and related areas such as national legislation on internal displacement, a revised humanitarian law and its implementation. Supporting Ukrainian national authorities and building their capacity in these areas will contribute to a strengthened, coordinated and efficient humanitarian response.
- SO2:** **Ongoing monitoring and assessment of the humanitarian situation and needs** in response to the situation in eastern Ukraine, particularly in the areas affected by violence, IDP-receiving areas and the areas of potential return. This will help to ensure that any humanitarian action is principled and firmly grounded in needs and evidence. While on-going activities will rely on the existing sector tools and capacities, an inter-sector monitoring and assessment component will ensure regular comprehensive needs analyses.
- SO3:** **Scale-up of response capacity and immediate gaps-filling response**, including prepositioning of limited amounts of most essential stocks and items. This will enable the humanitarian community to directly support the response in case of a drastic deterioration of the humanitarian situation and to assist with addressing the most urgent needs in close coordination with the Government- and civil society-led response.
- SO4:** Prioritization of **high impact early recovery activities** in post-conflict areas, to support quick recovery with a focus on rehabilitation of houses and infrastructure, livelihoods opportunities, normalization of basic services, return and post-conflict reconciliation programming.

These four priorities areas recognize and strengthen the Government's primary responder role and facilitate for a quick, efficient and coordinated move to recovery, development and other post-conflict response and programming.

SO1	Provision of technical support to the Government and advocacy on standards
SO2	On-going monitoring and assessment to support evidence-based humanitarian response
SO3	Targeted and gap-filling humanitarian response activities in affected areas
SO4	Quick early recovery impact activities in post-conflict areas

The second part of the Preliminary Response Plan includes a consolidated overview of preliminary sector response plans that follow the overarching strategic objectives. The plans clearly identify sector-specific strategies for humanitarian preparedness and response, including an overview of the sector needs, objectives and related activities.

PRELIMINARY SECTOR RESPONSE PLANS



Early Recovery and Livelihoods

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The recent developments in eastern Ukraine brought additional hardship to the region that has already been heavily affected by stagnating economy, economic downturn and the decline of heavy industries.

Correspondingly, the vulnerability of the population, heavily dependent on the provision of pensions and social assistance payments, has been greater in Donbas compared to some other regions of Ukraine. The most vulnerable groups include disabled and pensioners, who have significantly lower saving capacities than the rest of population and are not able to sustain themselves on savings through an extended period of time, particularly if displaced from their homes.

An additional shock to the local recovery will be the heavy damages inflicted on the local infrastructure and economy of Donbas region as a direct or indirect consequence of fighting and unrest. The recent UNDP infrastructure damage assessment identified 596 damaged facilities – mostly of public infrastructure; the initial assessment have put the costs of conflict at \$400 million and counting. The territories affected by the conflict are populated by 5.1 million residents, who have now worsened access to administrative and public services, as well as economic opportunities (both in short-term, as well as long-term perspectives due to decreased investment attractiveness of the region).

While the fighting has a significant life risks to the local population and causes short-term disruptions of income on livelihoods due to closure of businesses, it is accompanied with the rapid outflow and closure of businesses: some of the most innovative and dynamic companies, especially in the area of IT and financial services, have already left the region. Concurrently, large-scale damage to big industrial enterprises that are the sole employer in certain urban areas, as well as their supporting infrastructure, could have serious implications for the future economic viability of whole cities.

The economic recovery of the territories will require enormous infrastructure investments as well as immediate response capacities to restore basic services. This may create grounds for the resumption of businesses operations in affected areas, but also attract the prompt return of IDPs. Quick impact activities and support to returning and affected populations, particularly the most vulnerable, will be crucial to facility prompt return to sustainable livelihoods and recovery. The impact recovery should adopt participatory and inclusive approaches to ensure that citizens in the affected regions do not stay away from rehabilitation initiatives – this would ensure sustainability of results and would play important role in reconciliation efforts. The Ukrainian state and the international community may attempt to use the “bringing back better” approach, when the recovery leads to the improvement of services and quality of life compared to pre-conflict period. Last but not least, the area is highly industrialized and environmental perspective will be considered in recovery projects.

Furthermore, the state’s response capacities for the recovery must be developed. A recovery strategy, which would identify goals, activities, risks and challenges, coordination mechanisms, and an algorithm of economic revival, must be worked out by the state to address the medium and long-term development issues in Donbas.

Sector strategic objectives

Through direct interventions, strategic and technical support, the sector partners aim to work, in close coordination with the Government, towards the following sector objectives:

- SeO1:** Ensure a coordinated recovery and livelihoods sector approach to support efficient, coordinated and maximum-impact programming.
- SeO2:** Provide technical support to local and national authorities in strategic and targeted implementation of their rec recovery activities.
- SeO3:** Support the recovery process with on-going monitoring and assessments, closely aligned with other sectors and Government initiatives.
- SeO4:** Facilitate and directly support targeted and quick impact recovery, reconciliation and development interventions with particular focus on vulnerable groups.



Education

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The outcomes of the joint inter-agency needs assessment from July 2014 referred to significant negative impact of the fighting on education in Donbas and neighbouring regions: some 23 per cent of respondents felt the education services were deteriorating, particularly in Donetsk (Dzershinsk, Kramatorsk and Sloviansk) and Luhansk (Krasnodon, Krasnyi Lyman and Luhansk city) oblasts.

As a result of extended violence and displacement, the kindergartens and schools, whether or not run by the State or privately owned, as well as the social security infrastructure, became overwhelmed. Return to schools in September 2014 in fighting areas is endangered due to insecurity and infrastructure; and IDPs, who will stay in their locations of displacement, will put extra pressure on oblasts' budgets throughout Ukraine. Since the beginning of the conflict, children have already lost valuable learning time at school and will inevitably suffer academically, in addition to psychological trauma caused by witnessing violence.

The education sector continues to monitor data on the overall status of school infrastructure in conflict areas, to assist the Ministry of Education and Science, as well as State Emergency Services in their response. To date, the reports confirm extensive damage to schools in the post conflict areas of Eastern regions; and the damage is likely to increase as the fighting continues.

When the children are able to go back to their homes in Donbas region, they will return to damaged or destroyed schools with little or no essential personal school equipment, school bags, pens, pencils, etc. As a result, they are likely to be severely disadvantaged unless appropriate response is provided to address the lack of teachers, shortages in school equipment and stationery.

Increasing reports of mines and unexploded ordinance (UXOs) located in conflict and post-conflict areas of Donetsk and Lugansk oblasts have been reported, with reported deaths of civilians, including to date one child. To ensure a safe return to school and to avoid any more loss of life or maiming requires an immediate mine and UXO awareness and risk education campaign, targeting children and the community.

Overall sector goal

The education sector partners will plan their response in close cooperation with the Ministry of Education and Science and through the local authorities to ensure that (1) children have access to education and continue to interact with peers and caregivers in caring and enabling environments; and that (2) the Government and civil society are enabled to offer psychosocial, educational/recreational support for children affected by the crisis, especially those children who have and continue to witness violence, death and destruction, which cause elevated levels of stress and trauma.

Sector objectives

- SeO1:** Ensure safe reopening of schools and integration of children into existing schools and recreational programmes.
- SeO2:** Ensure availability, accessibility and utilization of appropriate educational, early learning and recreational materials.
- SeO3:** Ensure timely, immediate assistance for creating safe temporary learning spaces for all age groups in consultation with communities and establishing accessible and gender-sensitive WASH facilities around schools.
- SeO4:** Ensure availability, accessibility and utilization of psychosocial support for teachers and children and out-of-school youth.
- SeO5:** Ensure safety and security of all children and personnel in and around learning spaces and schools.

Sector activities

- A1.1:** Advocacy for and support to the reopening of schools and integration of children into existing schools and recreational programmes.
- A1.2:** Needs assessments and monitoring in the affected areas to identify gaps in provision of education services for children.

A2.1: Provision of appropriate basic education (pupil school equipment both personal and classroom), early learning and recreational materials; and inclusion of special measures for children in need of help to re-engage in education (IDPs, affected areas).

A3.1: Setting up safe temporary learning spaces (for catch-up classes, as necessary) for all age groups, in consultation with communities, and establishing accessible and gender-sensitive WASH facilities around schools, complemented by hygiene promotion if the infrastructure is not restored.

A4.1: Provision of support in temporary learning spaces and child-friendly spaces through mobilizing available psychosocial support for teachers, students and out-of-school youth, as well as delivery of appropriate activities for them.

A4.2: Strengthening capacity of the education sector professionals (school psychologists, teachers, social workers and NGOs) to enable better support to parents and children.

A5.1: Addressing violence and intolerance in and around learning spaces and schools – including safety of children on the way to school – with a focus on adolescent girls (teachers' training, children learning activities).

A5.2: Conduct assessment of situation regarding mines and UXO in affected regions, and develop mine risk education (MRE) programme, including MRE information materials and communication outreach & mine risk reduction training sessions in schools and within communities.

A5.3: Develop and implement, in coordination with the Ministry of Education, mine and UXO awareness campaigns through school programmes and community poster promotions.



Emergency Shelter and NFIs

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Current Situation

Ukrainians displaced by the events which unfolded in March in ARC and the ongoing fighting in the eastern region of Donbas have received an outpour of solidarity from the civil society with government support of variable magnitude, depending on the level of organisation of the local authorities in the Oblast where they sought temporary shelter. They are being accommodated in different types of shelter: sanatoria, student accommodation, host families and rented property, according to their means and connections. With the upcoming start of the school year in September and the winter fast-approaching it is urgent to find alternative accommodation options for those being sheltered in student accommodation or in sanatoria which lack heating systems and are therefore unfit for autumn/winter accommodation. According to UNHCR estimates there are some 500 collective centres throughout the country, hosting some 24,000 IDPs. An estimated 60% of these centres are thought to be unsuitable for winter accommodation. As the generosity of host families wears out, and IDPs savings deplete, more IDPs could become reliant on this type of accommodation, and international support may be needed to secure the support of host families housing IDPs, and to promote this type of accommodation for newly displaced people.

Since the government re-gained control of the Northern Donetsk towns of Slavyansk, Kramatorsk and adjoining villages, tens of thousands of IDPs returned home, where they are faced with the monumental task of re-building their homes; accessing limited public services, re-build their relationships with their neighbours, amidst widespread resentment and resume a normal life. The level of destruction is significant. According to estimates provided by the local authorities, 5% of the housing stock is damaged. In order to ensure that returns are sustainable, the affected population and the local authorities indicated in a recent assessment mission that the priority is to have some roofing materials and windows to prepare for the winter.

Overall sector goal

Under the overall leadership and coordination of the Ukrainian Government, the shelter/NFI sector will aim at ensuring that the displaced persons and returnees have unhindered access to adequate accommodation, with due respect for their well-being and civil, social, economic and basic human rights as Ukrainian citizens. Domestic items will be provided to allow for self-sufficiency in cooking food, adequate protection from the winter cold and personal hygiene; items should take account special needs of women, the elderly and single persons not part of a family unit. Organize/ re-organize and strengthen Government systems, mechanisms and processes for protection of all persons affected by displacement, including girls, boys, women and men, both displaced and from host communities.

Sector strategic objectives

- Se01:** Safe and unhindered access of IDPs to adequate shelter and basic domestic items, including during the cold winter months, paying special attention to the respect for their physical safety, security, freedom, well-being and civil, social, economic and basic human rights.
- Se02:** Promote a quick return to normalcy for IDPs who do not wish to return in the short/medium term, by facilitating shelter solutions, while ensuring that Collective Centres are only used as a last resort and for a limited period.
- Se03:** Foster reintegration, reconciliation and peaceful coexistence in return to communities, through an inclusive and participatory assistance approach that also takes into account the existing needs and capacities, with a particular attention to the needs of those who remained in the areas of return throughout the fighting, who are often amongst the most vulnerable.

Sector activities

- A1.1:** Winterization of Collective Centers in displacement areas, with a special emphasis on those that are conducive to a resumption of normal life (proximity to schools and employment sources).
- A1.2:** Distribution of NFIs (or cash for NFIs) to vulnerable IDPs.
- A1.3:** Provision of one-time settling-in cash grants to the most vulnerable IDPs to cover their immediate basic needs upon arrival.

A1.4: Gap-filling *ad hoc* provision of complementary food items to vulnerable IDPs, to supplement the assistance being provided by the civil society and the government.

A2.1: Support host families in displacement areas to continue hosting IDPs, through the provision of shelter assistance, enabling the increase of their hosting capacity both in terms of habitable surface and the length of the hosting period.

A2.2: Support IDPs who do not wish to return to settle down for the medium/long-term in their areas of displacement, by facilitating locally identified solutions in close consultation with the local authorities and civil society.

A3.1: Provision of shelter materials (in particular glass and roofing materials, and tools (shelter kits) to enable the rehabilitation of partially destroyed houses in return areas, ensuring that beneficiaries are selected on the basis of their vulnerabilities and that rehabilitation is conducted in a community-based approach.

A3.2: Gap-filling *ad hoc* provision of complementary food items to vulnerable refugees unable to cover their food needs in devastated return areas.

A3.2: Gap-filling *ad hoc* support to the rehabilitation of education and health facilities in return areas where this is deemed essential to promote voluntary return and where the capacity of other actors is lacking.



Food Security and Nutrition

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As a surplus food producer and net exporter of agricultural products, food availability is not a major concern in Ukraine. Thus, despite the on-going tensions and conflict in the east, Ukraine is not expected to face any food shortages at the national level, at least not over the short or medium term. However, the food supply chain in conflict-affected Donetsk and Luhansk oblasts is increasingly disrupted, mainly due to security threats and the destruction of key bridges and roads. Hence, the diversity of food products available in markets in the east is reportedly reduced.

Although food availability is not reported to be a major concern at the national level, food access in the east (both physical and economic) warrants concern. Physical access to food is an issue primarily for the IDPs hosted in rural areas with limited existing retail outlets. For those still living in conflict hotspots, the primary physical access constraints they face are the security threats and the disruption of the public transportation system. However, economic access appears to be the most pressing issue for the conflict-affected populations. Prices of food and other basic goods and services are rising due to compounding factors such as inflation related to the devaluation of the Ukrainian Hryvna and higher transport costs. Moreover, household incomes are in decline due to loss of jobs related to factory and business closures in the east. Businesses are adversely impacted both because of the challenges in transporting goods in and out of areas held by non-state armed groups and due to the loss of access to markets in Russia. Furthermore, payment of social benefits, including pensions, is constrained and increasingly precarious in some localities especially in the Donbas and surrounding oblasts and is affecting both IDPs and the local conflict-affected communities. It is expected that pressures on economic access to food will continue to be the greatest threat to food security and will not stabilize until the security situation improves and the free movement of goods and people in the east is restored.

Recent assessments have suggested that larger-scale food assistance is most appropriate through cash and/or vouchers interventions. In the absence of massive disruptions in the future, the retail markets and financial infrastructure will provide a suitable environment for cash-based implementation modalities. In some cases, however, food packages or hot meals may need to be provided to meet the immediate food needs of those recent IDPs who have not yet registered to receive humanitarian benefits or for those who, for various reasons, do not want to register. Infants, young children, and the elderly have been highlighted as being among the most vulnerable to food insecurity, and their food and nutrition needs require special consideration.

Overall sector goal

Food and nutrition security sector's response will channel larger-scale assistance, should it be required, mainly through technologically-advanced cash and voucher modalities, with the dual benefit of efficiently reaching people in need and of supporting the local Ukrainian economy. Smaller amounts of locally purchased food packages may also be delivered, depending on evolving needs and the security environment.

Sector strategic objectives

- SeO1:** Provide technical support to the national authorities and enhance national/local systems and services to meet the needs of the food insecure and conflict-affected population.
- SeO2:** Provide timely, up-to-date information on the food security and nutrition situation and emerging needs in the country.
- SeO3:** Ensure effective coordination and collaboration with partners and Government institutions in the provision of food security assistance and services to affected population and vulnerable IDPs.
- SeO4:** Ensure basic food and nutrition needs are being met, especially among the most vulnerable groups.

Sector activities

- A1.1:** Enhance the national/local capacities in emergency preparedness and response, especially regarding vulnerability analysis, beneficiary targeting and needs assessments related to food and nutrition security.
- A2.1:** Organize and conduct needs assessments for evidence-based response, including joint needs assessments in collaboration with other organizations.
- A2.2:** Regularly monitor the food and nutrition situation in the conflict-affected areas.

A3.1: Establish and maintain food and nutrition security sector coordination mechanisms to share and regularly update information.

A4.1: Provide food assistance to the affected population through the most appropriate and effective modality.



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Ukrainian health system does not provide universal health coverage and is challenged by poor public health services, inadequate mix of patient-centred services and inefficient use of health workforce. Unofficial payment for health services poses also problems for low-income families or IDPs. Low immunization coverage, including polio, high incidence of HIV/AIDS and drug resistance tuberculosis, as well as a high burden of chronic, non-communicable diseases (NCDs) are among the major symptoms of these challenges. The already overstretched system has now reached near collapse in the areas of ongoing fighting in Donbas or is heavily jeopardized by the additional burden inflicted upon it by the health service provision for the arriving IDPs, who often face major difficulties accessing health services. This is even more the case for vulnerable groups, including the Roma.

Health needs are distinct among the three situations faced by the population affected by fighting, displaced or returning to their homes:

- The on-going fighting has had a direct impact on the health of the population in the affected regions, with most one million at particularly a high risk. By end of July, at least 1,000 fatalities (including fatalities of armed groups and civilians) and more than 2,500 injured have been reported, by most conservative estimates. Due to intermittent water supply, the areas affected by fighting are at higher risk of outbreaks, including polio, waterborne and foodborne diseases.

Many health facilities have been damaged, destroyed or looted and some lack water and electricity supply, which severely hampers their functionality. If still operational, the facilities experience shortages or lack of essential medicines, equipment and consumables, which is increasing the morbidity and mortality even further.

Patients' access to healthcare is severely hampered by security – they can either not access the facilities or cannot be reached by emergency medical services, including ambulances. People with chronic non-communicable diseases are not cared adequately and lack their regularly needed medicines. In addition to trained first-aid personnel and health workforce for intensive care, surgeries and trauma and burn units are critically insufficient. In those conflict areas the existing staff is often unable to report work, targeted or intimidated by the armed forces, or leaving the area altogether.

Some basic support in those areas has been provided by local and international NGOs, ICRC and local authorities. Technical support and provision of essential drugs and equipment that are aimed at the immediate restoration and assurance of accessibility to adequate quality health services for all people area priority. The sector has been receiving comprehensive requests from the authorities, including the Ministry of Health (MOH), State Services for Emergencies and other authorities, pledging for coordination activities, provision of medical aid, capacity development and generating resources.

- Of approximately 155,800 IDPs across Ukraine, many seek or require medical care and mental health support. Apart from facing administrative difficulties due to registration, the health services in most areas receiving IDPs are overstretched and unable to accommodate the health needs of the IDPs without receiving additional support –additional staff as well and trauma specialized staffing, medical equipment, medical resources, supplies, technical guidance and training. Vulnerable groups, such as the Roma, children, pregnant and lactating women, elderly, disabled and ill, are under particular threat due to health system's limited capacities.
- People returning to their houses in the Donbas regions need particular health care attention (including mental health support). These groups are more vulnerable and require adequate people-centred primary health services, compared to their needs prior to the situation. Besides safe water and energy supplies, also health services are currently not available or are in the process of restoration. Capacity development, adherence to international standards, guidelines and procedures need to be integrated into the health services.

The on-going state of uncertainty and escalating violence is taking a heavy toll on the population's mental health and well-being. Heavy fighting, massive destructions and general insecurity, as well as the loss of family members, friends as well as the loss of property and livelihoods have caused massive stress to those who are directly or indirectly concerned. Mass media reports about the fighting's and destructions affect the mental health of people living in safer places and let them worry about the future. The Health Sector and its Mental Health and Psychosocial Support sub-sector partners are planning a comprehensive response aiming to assist the IDPs and returnees.

Sector strategic objectives

- Se01:** To serve as a coordination platform in support of effective and comprehensive health response, including information sharing and management (HeRAMS), advocacy and gaps analysis, in close coordination with the Government and key partners.
- Se02:** To facilitate and support national partners and authorities, particularly the Ministry of Health and national implementing NGOs, through technical and direct other assistance, in restoring emergency and primary health care services in areas affected by fighting, as well as restoring access to secondary and tertiary health care in the affected as well as the IDPs' hosting areas. Trauma management, reproductive health services, child health (inclusiveness of vaccinations and management of chronic illnesses all deserve particular attention).
- Se03:** To enhance knowledge and skill capacity of professionals and beneficiaries to identify and respond to mental trauma and psycho-social stress
- Se04:** Facilitate access to community-based mental health/ psychosocial support services for people affected (IDPs and returnees).
- Se05:** To assist in capacity development needs of the health care sector, through facilitating expert teaching according to international recognized standards, guidelines and recommendations, in line with WHO recommendations.
- Se06:** To support the national health care system in prevention, identification, monitoring, and controlling of communicable diseases, including vaccine preventable diseases.
- Se07:** To support the restoration and management of non-communicable disease diagnosis and treatment capacities.

Sector activities

- A1.1:** Continuation of health sector coordination, including regular gaps analysis based on needs assessments, enhanced monitoring and information sharing with relevant partners.
- A1.2:** Technical assistance for national partners, including trainings, health promotion, specialized advice and capacity building.
- A1.3:** Scaling-up of the national early warning system for infectious disease outbreak prevention and control among the general population and particularly among IDPs and returnees (Donbas region), including strengthening of laboratory capacities.
- A2.1:** Support to the MoH in needs assessments and disease monitoring.
- A2.2:** Support the procurement of essential medicines, including emergency drugs, consumables, vaccines and minor equipment for the national health care system.
- A2.3:** Strengthen capacity to provide Reproductive Health care services as well as capacity for the prevention and management of the consequences of gender based violence.
- A2.4:** Support activities for the restoration of adequate access and services for secondary and tertiary health care in the affected and IDPs-hosting areas.
- A3.1:** Coordinating a comprehensive inter-agency needs assessment on the burden of MHPSS in Ukraine and assisting in providing capacity to strengthen mental health services, for general population, for children and adolescents, IDPs and other vulnerable populations.
- A4.1:** Strengthening the capacity of service providers and increase provision of services to identify hidden stress in the general population, children and adolescents, IDPs and other vulnerable populations, enabling these specialists to provide immediate responses to the basic needs of these groups affected by psychological trauma, violence and stress.
- A4.2:** Advocating for upgrading capacity building programmes on mental health to be integrated into national and higher education system's curricula for mental health.
- A4.1:** Establishing of information services for IDPs (children and adults) through information leaflets, hotline access, and social worker liaison. Inform about and motivate the usage of the available services, and help host community populations to support integration.
- A4.2:** With government and civil society partners, support public information campaigns for populations to be informed about healthy behaviors for good mental health and to motivate them to use psychological support when needed.

A4.3: Provide targeted, immediate psycho-social support to the most vulnerable groups, at school level and where gaps for service exist and lack of response would be detrimental.



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As of mid-August, more than 155,000 people are estimated to be displaced from the eastern regions of Luhansk and Donetsk and from ARC, while more than 188,000 have fled to the Russian Federation and other countries. Displacement from the east is currently estimated at 1,200 per day, and recorded departure rate of less than one hundred persons per day for ARC.

This is a result of the violent acts perpetrated towards the local populations by armed groups, and the on-going military operations between Government forces and armed groups in Donbas. The fighting, which has been increasingly shifting towards the major, densely populated areas, has caused a number of civilian casualties, in addition to soldiers and members of the armed groups. Serious human rights violations, including torture, abductions, labour exploitation, forced conscription, killings and harassment have been reported in areas controlled by armed groups, as well as by the Government. Unexploded ordnance presents an additional security risk for the local population.

People in areas affected by violence and fighting have been facing increasing limitations in accessing the full range of essential services, caused due to distorted supply routes, insecurity, and damage to social and basic infrastructure. The recent interagency-assessment confirmed that the most affected basic services were the banking system, law and order and transport; as the situation deteriorates and lingers on, services such as water supply, health, education, as well as justice and administrative services are increasingly affected. The population, highly reliant on social and welfare transfers, has had those cut at numerous instances in the last months, increasing their vulnerability to unprecedented levels.

The population that has fled the violence left their homes with few belongings and is in need of shelter, food, and non-food assistance. Their number and needs have increased steadily, placing pressure on adjacent oblasts and otherwise less-affected areas of western Ukraine and neighbouring countries. The access to services for IDPs across Ukraine is hindered, among other, due to the lack of clear public information campaigns, a central registration system or and inadequate legislation.

Many IDPs, especially those with disabilities, sick and older persons, are particularly vulnerable and face challenges in leaving the affected areas to which international humanitarian actors currently do not have access. Those who remain in the affected areas lack access to medical care, food, water and other services. Certain minority groups, especially Roma, may have little trust in local authorities and therefore are unlikely to register, and there are reports that they face discrimination in some areas. Some other IDPs expressed individual fear of persecution due to their political views or ethnicity, and indicated that they would not be willing to return even after the active phase of the military operation ceases, especially as rumours of the return of rebel groups abound amongst inhabitants of retaken cities.

Nevertheless, some 20,000 have reportedly returned to areas recently retaken by the Government. Some persons lack information about the situation in the areas of return; others report not having money for transportation back to their homes. As the situation remains volatile and conflict continues, many IDPs remain sceptical and prefer to settle down in their current displacement areas until the situation stabilizes.

The lack of a systematic and uniform registration system continues to hamper the coordination and implementation of relief efforts. In addition, fears of retaliation lead many IDPs to avoid registration, which in turn prevents them from transferring their residency and accessing their social benefits. Furthermore, some reports indicate reluctance on the part of the authorities in certain Oblasts to register IDPs belonging to the Roma community.

There are also reports of tensions between host communities and IDPs from eastern Ukraine, as well as IDPs belonging to ethnic minorities - such as Muslim Crimean Tatars and Roma - which necessitate special efforts aimed at fostering peaceful coexistence. There are very important needs in terms of dialogue between communities of different political views in return areas, in order to make the ongoing return sustainable and promote continuous return in areas that have recently returned to Government control.

Overall sector goal

Under the overall leadership and coordination of the Government of Ukraine, the aim of the protection sector is to build an environment in which full respect for and protection and fulfilment of the full range of individual rights in

accordance with international law. Organize/re-organize and strengthen Government systems, mechanisms and processes for the protection of all persons affected by displacement, violence, social and economic institutional breakdown, widespread human rights violations, and discrimination, including girls, boys, women and men, both IDPs, returnees, host communities and those who remain in the eastern regions.

Sector strategic objectives

- Se01:** Reduce and prevent human rights protection concerns by increased physical presence, monitoring, reporting and advocacy.
- Se02:** Ensure safety and upholding of rights of internally displaced people (children and families), returnees, while preserving and facilitating family unity. Ensure IDPs timely access to relevant information, identity documentation, residence registration, and proof of displacement, in order to facilitate smooth access to public services and enjoyment of social and economic rights.
- Se03:** Assist the Ukrainian Government in the development of legislation on registration and protection of IDPs that is in accordance with international standards and with Ukrainian social protection standards.
- Se04:** Increase accountability of all duty bearers under international law and conventions to respect and fulfil their responsibilities under domestic and international law.
- Se05:** Ensure that all protection and assistance activities are geared towards communities and foster peaceful coexistence (particularly in displacement areas) and reconciliation (particularly in return areas), while paying special attention to vulnerable groups and ethnic minorities.
- Se06:** Support IDPs in making an informed decision about voluntary return, and facilitate these returns in safety and dignity.

Sector activities

- A1.1:** Advocate and support coordination mechanisms, jointly with stakeholders, to ensure protection issues for adults and children, including identification and responses to violations, issues of family separation, exploitation or recruitment in armed conflict, or illegal or arbitrary detention.
- A2.1:** Establish legislative/regulatory framework regarding fact of forced displacement and associated privileges/simplified procedures.
- A2.1:** Support government and civil society partners in strengthening protection mechanisms for children in affected areas and IDP areas including psycho-social support and awareness about landmine and UXO safety.
- A2.2:** Partner with government and civil society colleagues in development of information package on landmine and UXO safety for children and adults to be distributed through schools, psycho-social forums and other community activities in Eastern Ukraine.
- A2.3:** Legal assistance provided to affected communities, including displaced persons with problems regarding documentation or with violations of rights (e.g. inappropriate detainment, arrest, violence, SGBV). Support the provision of comprehensive assistance to survivors of SGBV.
- A3.1:** Train and monitor persons conducting registration for assistance so that persons with specific needs are identified and referred for services.
- A4.1:** Monitor, document, and report on general human rights situation, focus on security of individuals; Identify key human rights violations / patterns and cases of concern, ensuring coordinated response strategies and advocacy.
- A4.2:** Monitor discrimination against ethnic minorities, TCNs, recognized refugees, asylum-seekers, as well as persons with different political views; advocate for their inclusive access to all services through community-based interventions.
- A5.1:** Awareness raising on the dangers of irregular migration, trafficking in human beings through outreach and consultation, possibly through NGO partners.
- A5.2:** In order to re-build community cohesiveness, initiate fora for inclusive public dialogue; monitor instances of hate speech and advocate for solutions in cooperation with authorities and civil society.
- A5.3:** Outreach/information campaign to IDPs about the conditions in their areas of return; facilitate of returns in safety and dignity.



Water, Sanitation and Hygiene (WASH)

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Current Situation

The ongoing insurgence in Donetsk and Lugansk oblasts has severely disrupted water supply systems, and continues to be a major threat to water and sewerage systems of major cities and surrounding towns that are serviced by the cities' water supply systems. Disruption in the water and sewerage services affects all people in the area, including IDPs and local residents. Women and the children are particularly vulnerable in this situation. The inter-agency joint assessment revealed that 44 per cent of the key informants in Dnipropetrovsk, Donetsk, Kharkiv, Luhansk and Zaporizhia oblasts have cited safe water supply as the second priority for service provision. The results of the assessment indicate that in the areas of conflict in and around Donetsk city, Kostiantynivskyy rayon and Sloviansk, and also in and around Lugansk city there are serious issues with access to potable drinking water, ranging from significant to severe.

The constant bombing and shelling continues to have a major disruptive effect on the water supply systems, and has the potential, to cause critical problems for up to four million people in and around Donetsk city, with an after effect on the sewerage system (blockages and leakages). The potential build-up of silt with any interrupted water supply will cause a high risk of outbreaks of water born infectious diseases. Figures from Debaltseve, Druzhkivka and Khartsyzk indicate that water pollution is already present, with the very real potential of affecting some 175,000 people living in those areas.

Since 12 of July, the Karlovskoe water treatment plant of the Donetsk central water supply system has been affected by the shelling, resulting in more than 190,000 people without access to safe drinking water. The most affected are Dimitrov (49,598), Krasnoarmiysk city (77,380), Krasnoarmiysk rayon (31,860) and Dobropolye (31,514). Similarly, the central water supply system in Sloviansk has been disrupted due to a severe power outage causing the flooding of almost all the pumping stations. Although power has been partially restored to Sloviansk, the flooding has affected some pumps, rendering the pumping stations inoperable. The local authorities are overwhelmed and finding it difficult to cope with the situation of restoring the water supply system or providing an alternative source of water.

With the shortage of water, personal hygiene problems are very likely to escalate, posing significant risk to the affected population which may lead to sickness and even death of considerable numbers of people. The constant movement of people as a result of the conflict further compounds the hygiene situation as the probability of transporting WASH related diseases is very high. The close confinement of the IDPs in "group housing" is also likely to impact on the hygiene situation at these temporary accommodations.

Overall sector goal

Ensure that safe sustainable and equitable water, sanitation, sewerage and hygiene services is restored as a human right to all the affected people and the

Sector strategic objectives

- SeO1:** Effective coordination mechanism is established for WASH sector, with links to other sector coordination mechanisms on critical inter-sectoral issues.
- SeO2:** Children and women access sufficient water of appropriate quality and quantity for drinking, cooking and maintaining personal hygiene.
- SeO3:** Children and women access toilets and washing facilities that are culturally appropriate, secure, sanitary, user-friendly and gender-appropriate.
- SeO4:** Children and women receive critical WASH-related information to prevent child illness, especially diarrhoea and are able to carry out safe hygiene practices.

Sector activities

- A1.1:** Strengthen national capacities in emergency preparedness and response, disaster risk management, and humanitarian assistance in relation to WASH.

- A1.2:** Establish and maintain up to date WASH database for the response through WASH sector monitoring and evaluation.
- A2.1:** Distribution of family water treatment units (filters or chlorine tablets) with corresponding training of beneficiaries on proper use and maintenance of units.
- A2.2:** Install temporary bulk water storage tanks/bladders with distribution system and tanker water for distribution to affected population.
- A2.3:** Establish a Water Quality Monitoring schedule and carry out water quality monitoring at critical points such household level, tanker drawing point, etc.
- A2.4:** Promote alternative source of water such as rainwater harvesting in affected areas where feasible and scarcity of water.
- A2.5:** Support the repair and rehabilitation of damaged water facilities.
- A3.1:** Provision of dry ecological sanitary latrines in situations where there is no water.
- A3.2:** Support the repair and rehabilitation of broken sewerage systems.
- A4.1:** Provide hand-washing facilities to affected populations, schools and hospitals.
- A4.2:** Provide and distribute hygiene kits for families, babies and adults.
- A4.3:** Promote hygiene behavioural change practices, including hand washing at critical times and safe excreta disposal, within affected populations.