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## Problems of Implementing State Policy on Internally Displaced Persons in Ukraine

The article presents the results of the author's expert survey «The problems of implementing the state policy on internally displaced persons (IDPs) in Ukraine». The challenges of implementing the state IDP policy in Ukraine are determined. The imperfection of information and analytical provision of the state policy on internally displaced persons was revealed. It is proposed: to introduce amendments and supplements to the Law of Ukraine «On ensuring the rights and freedoms of internally displaced persons» and other legislative acts; to develop a national strategy for implementing the state policy on internally displaced persons.

**Keywords:** state policy, displaced persons, public authorities, local self-government bodies, non-governmental organizations

### Introduction

The Russian aggression against Ukraine (since 2014) has caused significant destruction of production, transport, and social infrastructure facilities in Donetsk and Luhansk regions. Active combat operations have led to a mass forced internal migration of the population and the emergence of a new category of citizens – internally displaced persons (IDPs). The limited resources of public authorities and local governments has led to: untimely procedures of registration, counting of IDPs and

granting them social benefits; strengthening of administrative barriers to the integration of internally displaced persons into host territorial communities; difficulties in establishing interactions with the institutions of civil society.

The institutional provision of state regulation of forced internal migration has been the subject of analysis conducted by Ye. Soloviov (2020); complications in provision of administrative/social services to forced migrants were researched by O. Borysova, O. Kulha, V. Nikitina (Borysova, 2019); ensuring protection of the rights of internally displaced persons, in particular for education, was explored by O. Postupna, O. Poliakova. The problems of social and economic integration into host communities became the subject of research by O. Balakirieva, V. Nikolaieva, O. Novikova, O. Pankova, O. Pozniak, V. Smal (Smal, Pozniak, 2016). Strategic priorities of the state IDP policy were highlighted by O. Malynovska, O. Chupryna. At the same time, the problems of implementing the state policy on internally displaced persons in Ukraine have not had a systemic coverage in the scientific literature, which determines the scientific relevance of the specified topic.

*The objective of the article* is to research the problems of implementing the state policy on internally displaced persons in Ukraine.

## The methodology of conducting the expert survey

The expert survey «Problems of implementing the state policy on internally displaced persons in Ukraine» was conducted during the period from November 2019 to February 2020, using the method of questionnaires. The expert survey covered 109 civil servants, local government officials, members of public associations, etc. The experts represented three groups of policy entities engaged in the work with internally displaced persons: 1) specialists of structural divisions (social protection departments/boards) of public authorities/local self-government bodies; 2) specialists of social service centers for families, children and the youth – providers of services to internally displaced persons; 3) representatives of public associations – providers of humanitarian aid, medical and psychological care etc.

The object of research is the state policy on internally displaced persons.

The subject of research is the problems of implementing the state policy on internally displaced persons in Ukraine.

The purpose of the expert survey is to identify challenges in the activities of the authorities in implementing the state policy on internally displaced persons in Ukraine.

To achieve the expert survey goal, the following *tasks* were set:

1. to identify the nature of problems in the authorities' activities related to the implementation of the state policy on internally displaced persons in Ukraine;
2. to determine the level of awareness of the experts (representatives of public authorities/local governments/non-governmental organizations) regarding specific measures to implement the state policy on internally displaced persons;
3. to determine the degree of civil servants' and local government officials' satisfaction with the organization of the process of providing administrative and social services to internally displaced persons in 2014–2020 in Ukraine;
4. to develop practical recommendations for improving the state policy on internally displaced persons in Ukraine.

The research hypotheses were as follows:

- the absence of specialized structures for the implementation of the state policy on internally displaced persons has stipulated the problems of implementing that policy;
- the imperfection of the system of information and analytical support for the implementation of the state policy on internally displaced persons has led to inefficient management decision-making;
- the lack of additional staff in the relevant structural divisions of local self-government bodies and executive authorities has complicated the process of providing administrative and social services to internally displaced persons.

The questionnaire given to the experts consisted of 17 questions covering the following four directions: 1) detecting problems in the authorities' activities on the implementation of the state policy on internally displaced persons in Ukraine; 2) assessing the quality of organization of the process of service delivery to internally displaced persons; 3) determining the effectiveness of the authorities in taking specific measures; 4) giving suggestions to improve the state policy on internally displaced persons in Ukraine.

To get the experts involved in the survey, a mailing list (with the reference to an online questionnaire) was sent out through various electronic messengers; some respondents were called. The survey was conducted by a combined method: the largest part of 99 responses were obtained through the respondents' filling-in their surveys (paper questionnaires – 88; on-line questionnaires – 11), and 10 responses – by telephone survey.

The procedure, used for targeted selection of competent specialists, guaranteed the reliability of information. Among 109 experts, 60 people represented public authorities; 28 people – local self-government bodies; 21 people – public associations. The experts of the first two categories geographically represented 8 regions of Ukraine (Donetsk, Zaporizhzhia, Kyiv, Luhansk, Lviv, Odesa, Kharkiv, Kherson). Members of public associations represented the cities of Zaporizhzhia, Odesa and Kharkiv.

## **Special features of the state policy on internally displaced persons in Ukraine**

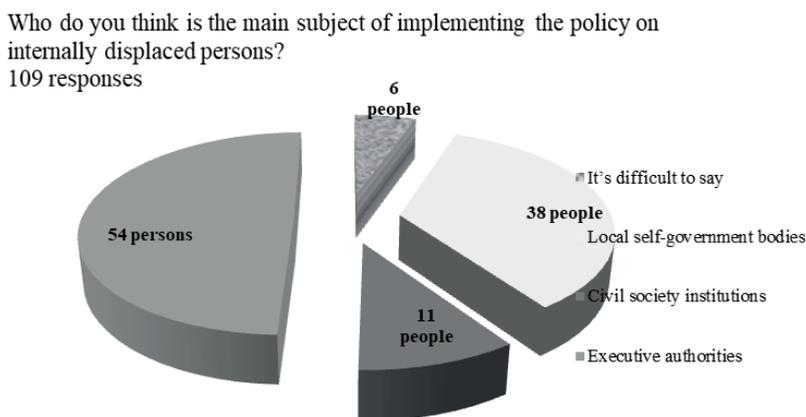
Defining the «internally displaced person» concept and granting the legal status of IDP helped address the problem of administrative barriers in registering internally displaced persons and fixing compulsory social benefits. The process of forming a system of institutional support for the state policy on internally displaced persons in Ukraine has some specific features. The negative effects of forced displacement are equally tangible for IDPs, public authorities and local governments.

Since March 2014, the authorities of the regional/local levels *de facto* have exercised certain functions/powers to provide administrative and social services to IDPs. Alongside with solving the problems of IDPs, a regulatory framework (Law, 2014) and special structures (Resolution, 2016) have been created at the national, regional and local levels.

In 2014–2016, Ukraine felt the need to shift from the hierarchical structure of exercising power as to implementation of state policies on internally displaced persons to a system of coordinating functions at regional/local levels. In this case, the importance of hierarchical management in the structural and functional aspect, regarding the interaction of the center and regional and local governance structures, still remains. At the same time, horizontal management (coordination) implements state policies within the limits of its authority, for the benefit and with an effective support of society, and subject to public scrutiny (Novak-Kalyayeva, 2015, p. 40). Decentralization of public administration has enhanced the role of local public authorities/local self-government bodies in development, forecasting and making effective management decisions to protect the rights and freedoms of IDPs, eliminating legal and administrative barriers to the integration of internally displaced persons into host territorial communities.

Half of the experts (54 persons) believe that the main subjects of implementing IDP policy are executive authorities; however, one third of the experts (38 people) consider that the main subjects are local self-government bodies (Figure 1). Representatives of public administration and local self-government bodies (11 people) indicated that it is civil society institutions which are the main subjects of IDP policy implementation.

Figure 1. *The main subjects of implementing the state policy on internally displaced persons*



Source: Author own research

Almost half of the experts (52 persons) to the question 'How actively in your opinion are public organizations/volunteers involved in the implementation of the state policy on internally displaced persons in Ukraine?' responded that the State has developed a mechanism to attract public organizations/volunteers to the implementation of the state policy on internally displaced persons in Ukraine (Figure 2). One third of the experts (35 people, of whom: representatives of public authorities – 25 people; local self-government officials – 10 people) answered that public organizations/volunteers themselves initiated the activities to address the urgent issues of IDPs in Ukraine, which has led to transforming the state policy on internally displaced persons into a public policy. A small part of the experts (22 persons) were undecided on the issue.

Figure 2. Results of responses as to getting public organizations/volunteers engaged in the implementation of policies on internally displaced persons in Ukraine



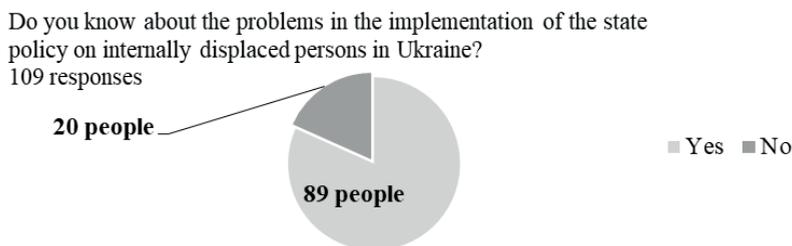
Source: Author own research

Due to imperfection of the current legislation, there appeared artificial barriers to the implementation of public initiatives, consideration and taking into account of public proposals by public authorities and local governments. From February 2016, the institutionalization of the public policy on internally displaced persons took place: the authorities and civil society institutions began to establish effective interaction; citizens created various forms of self-organized activities to solve the problems of IDPs (Sychova, Kapinus, 2020).

Recognition of the problems related to forced internal migration, and the legislatively determined ways to address them in Ukraine testify to conformity of public authorities' response with the international trends in the said field. Ye. Soloviov highlights the main problems of IDPs, which require the authorities' intervention, and namely: 1) accommodation and housing of IDPs; 2) employment of IDPs (taking into account the gender aspect); 3) establishing a quality system of granting compulsory social benefits to the Ukrainian citizens; 4) ensuring implementation of the political, social and cultural rights of IDPs (Soloviov, 2020).

Most of the interviewed experts (89 people) responded that they are aware of the problems in implementing the state policy on internally displaced persons in Ukraine (Figure 3). Particularly, 42 (out of 68) representatives of public administration and almost all representatives of local self-government bodies (26 out of 28 people) have recognized the existence of problems in implementing the state policy on internally displaced persons. All (21 persons) representatives of non-governmental organizations were aware that the problems exist.

Figure 3. *The experts' awareness of the existence of problems in the implementation of the state policy on internally displaced persons in Ukraine*



Source: Author own research

The problems in implementation of the state policy on internally displaced persons in Ukraine can be divided into four groups: 1) imperfection of the procedures for registration and counting of IDPs, systematization of the relevant information, forming a database for payment of compulsory social benefits to IDPs; 2) absence of a mechanism for paying funds from local budgets to finance the social needs of internally displaced persons as members of other territorial communities; 3) legal and administrative barriers to the integration of internally displaced persons into host territorial communities; 4) lack of an adequate infrastructure to provide quality basic medical and social services, psychological aid to IDPs etc.

## The level of professional competency of subjects implementing the state IDP policy

The Law «On Civil Service» defines the term «professional competency» as the ability of a person within the authority given to him/her by their position to apply special knowledge, skills and expertise, to display moral and professional qualities for a proper carrying out of the established tasks and duties, training, professional and personal development (paragraph 5, part 1, article 2 of the Law of Ukraine «On Civil Service») (Kachan, 2019).

Generally speaking, there is no single agreed definition or a list of key competences which civil servants/local government officials should have, since competences, first of all, reflect a demand from society to prepare skilled specialists. In 2014, most civil servants/local government officials, i.e. the main subjects of

implementation of the state policy on internally displaced persons, did not form the necessary socio-psychological competency to provide the relevant administrative/social services or solve the urgent needs of IDPs.

Difficulties experienced by the staff of the relevant services in their work with internally displaced persons (including IDPs' negative attitude towards the service workers) occurred mostly due to the forced migrants' stressed emotional-psychological condition, caused by their lack of understanding of the legal grounds for limiting or denial of award/accrual of social benefit payments (targeted assistance, pensions etc.) by specialists of social protection departments/boards and other structural divisions of public authorities. Additionally, the difficulties were caused by the inaccuracy of information for advising IDPs, discrepancy between the functionality of the structural divisions and requested services, as well as lack of the necessary skills/knowledge for the work with IDPs (Borysova, 2019).

Investigating the issues of social and economic integration of internally displaced persons in the host communities, V. Smal and O. Pozniak emphasize the fact that in order to improve the efficiency of delivering administrative and social services to IDPs, it is advisable to provide professional training/instruction for the staff of the relevant services/divisions (Smal, Pozniak, 2016).

There was little training for these specialists; human resources were scarce, while the number of applications from IDPs for certificates of registration / entitlement of welfare payments, submitted to structural divisions of public authorities/local governments, was substantial. Some specialists took professional development courses, but they were mostly of a theoretical nature, without taking into account the practical skills needed for resolving issues that arise in real life situations. The scope of such training courses primarily concerned realization of rights and freedoms, prevention of discrimination of IDPs.

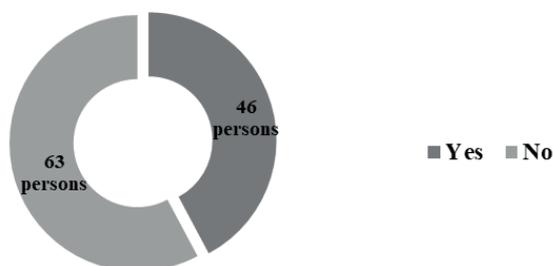
Civil society institutions engaged actively with authorities in solving the problems of internally displaced persons. Starting from 2014, representatives of public associations met at the train stations people arriving from the zone of the anti-terrorist operation (ATO); coordinated accommodation actions; disseminated information about the places of temporary settlement, lists of documents necessary for obtaining the IDP status, granting of social benefits; provided financial, humanitarian, medical and psychological assistance to internally displaced persons. It should be noted that representatives of public associations (including those created by IDPs) demonstrated a high level of skills and knowledge in the work with IDPs. The absence of a special structure that would coordinate the activities

of public authorities / local self-government bodies, businesses, civil society institutions in the implementation of the state policy on internally displaced persons led to inefficiency of all subjects of the relevant policy.

The larger part of the interviewed experts (63 persons, including: 35 representatives of public administration, and 13 officials of local self-government bodies) assert that their official duties did not include implementation of the state policy of the social security of IDPs (Figure 4).

Figure 4. *Information on fulfillment of the tasks of the state policy regarding the social security of internally displaced persons*

Did your basic official duties include fulfillment of the tasks related to implementation of the state policy regarding the social security of IDPs?  
109 responses



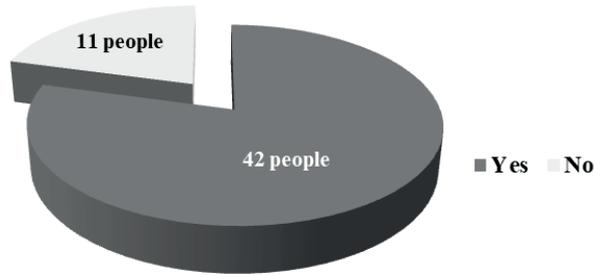
Source: Author own research

The lack of established posts in social protection departments/divisions of public authorities to exercise additional functions and powers related to the issuance of registration certificates to internally displaced persons with subsequent awarding them monthly targeted assistance caused long lines, delays, untimely provision of administrative and social services that did not meet the required standards of quality.

However, almost half of the experts (42 people) note that specialists of structural divisions (social protection departments/divisions; social service centers for families, children and the youth) of local governments had to perform additional tasks (requests) related to the implementation of the state policy regarding the social security of IDPs (Figure 5).

Figure 5. *Information on the fulfillment of additional tasks (requests) by specialists of structural units, parallel to the tasks related to the implementation of the state policy regarding social security of IDPs*

Did you fulfill additional tasks (requests) parallel to the tasks related to the implementation of the state policy regarding the social security of IDPs?  
53 responses



Source: Author own research

Consequently, the insufficiently developed socio-psychological competency of civil servants/local government officials who are the main subjects of implementation of the state policy on internally displaced persons, caused much misunderstanding between the staff of the relevant services/structures and internally displaced persons, the emergence of a psychological barrier during providing administrative and social services and meeting the IDPs' urgent needs with which they turned to structural units of the authorities.

## Information and analytical support for the implementation of the state policy on IDPs

In 2015, the Cabinet of Ministers of Ukraine identified the tasks and measures to implement the Comprehensive National Programme for Support, Social Adaptation and Reintegration of Citizens of Ukraine Internally Displaced from the Temporarily Occupied Territory of Ukraine and Anti-Terrorist Operation Conduct Area to Other Regions of Ukraine for the period until 2017 (hereinafter referred to as the «Action Plan for the Comprehensive National Programme») (Resolution, 2015), and the Strategy for the Integration of Internally Displaced

Persons and the Introduction of Long-term Solutions to Internal Displacement until 2020 (Order, 2017) (hereinafter referred to as the «Action Plan to implement the IDP Integration Strategy») (Order, 2018).

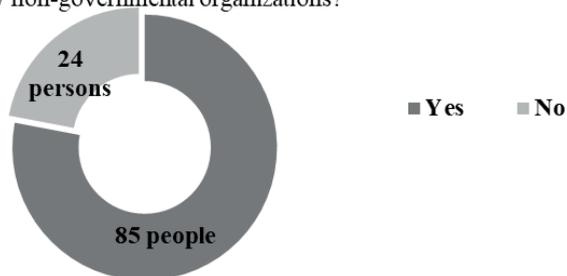
A large majority of the respondents (85 people) were informed about the measures implemented within the framework of the state policy on IDPs (Figure 6), namely: 1) the development of a mechanism for paying utility costs according to the tariffs set for household consumers in case displaced citizens are temporarily accommodated in office premises, sanatoriums, health facilities, children's leisure and recreational facilities; 2) ensuring the priority of the needs of the most vulnerable categories of displaced citizens (children, pregnant women, disabled persons, the elderly); 3) devising local community development projects with account of housing construction for internally displaced persons, their needs and potential, on condition of transparent budget financing and direct lending to IDPs; 4) ensuring the implementation of joint projects with international and non-governmental organizations, aimed at improvement of employment and self-employment opportunities for internally displaced persons (having regard to the gender equality principle); 5) development and implementation of integrated regional (local) programmes aimed at satisfying the needs of internally displaced persons – providing better conditions for adaptation, rehabilitation, integration and reintegration etc., of IDPs.

Yet, almost half of the interviewed representatives of public authorities (23 out of 60 persons) were unaware of the specific measures for the implementation of the state policy on IDPs.

Figure 6. *The experts' awareness of specific state policy measures for internally displaced persons*

Are you aware of the specific measures of the state policy on internally displaced persons, taken by public authorities / local government officials / non-governmental organizations?

109 responses



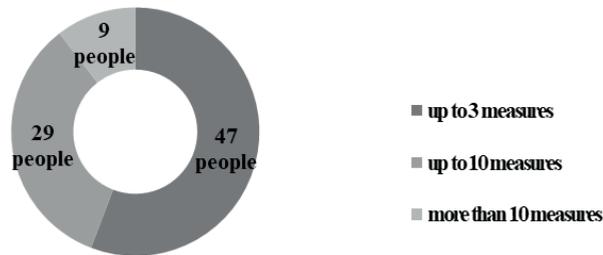
Source: Author own research

Most experts are aware of: 3 measures (47 people); and up to 10 measures (29 people). And only 9 respondents are aware of more than 10 activities (Figure 7).

Among the 60 respondents from public authorities: one third (22 persons) have known up to 3 measures; 10 people – up to 10 measures; and 5 people – more than 10 actions; 23 persons are unaware of any specific measures. Out of 28 representatives of local self-government bodies: one third (9 people) know of up to 3 measures; 13 people – up to 10 measures; and 5 people – more than 10 measures. Of the 21 representatives of NGOs, two thirds (14 people) know of up to 3 measures; one third (7 people) – up to 10 measures. According to the survey, the level of awareness among local government officials (almost all – 27 people) and representatives of public associations (all – 21 persons) is quite high compared to that of public administration representatives (37 out of 60 people). This can be explained by the fact that the officials of local self-government bodies represent the primary link in the hierarchy of the bodies of power. Representatives of local public associations are directly involved in implementing specific policy measures for internally displaced persons.

Figure 7. *The experts' awareness of the measures of state IDP policy implementation*

What number of measures are you aware of?  
85 responses



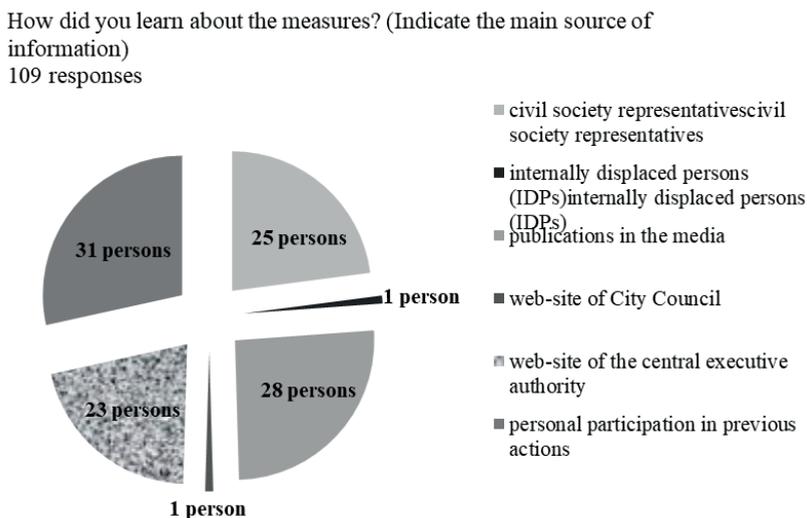
Source: Author own research

Considering that the Cabinet of Ministers of Ukraine identified 20 tasks and 63 measures in the Action Plan for the Comprehensive National Programme, and 21 tasks and 88 measures in the Action Plan to implement the IDP Integration Strategy, the general awareness of all the experts is rather low.

The experts determined the main sources of information on the measures to implement the state IDP policy as follows (Figure 8):

- a) 31 persons – personal participation in previous actions;
- b) 23 persons – the web-site of the central executive authority;
- c) 28 persons – publications in the media;
- d) 25 persons – civil society representatives.

Figure 8. *The main source of information on the implementation of state policy on internally displaced persons*

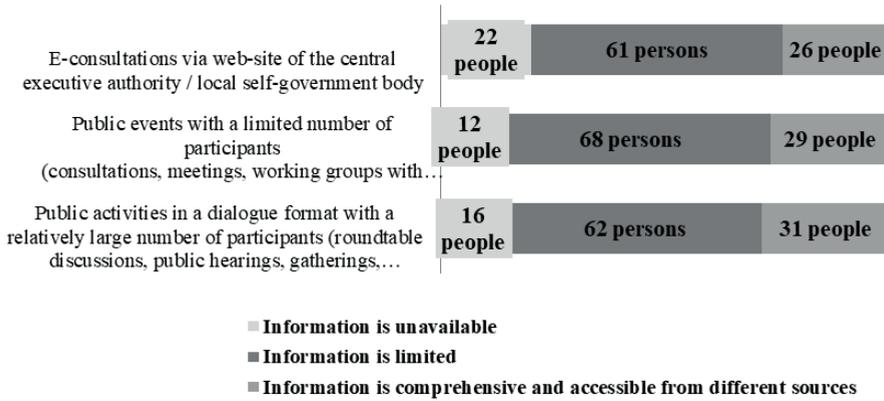


Source: Author own research

Thus, information on the state policy measures for internally displaced persons is mostly known to the experts due to their personal participation in these activities. Thus, the information and analytical support for the implementation of the state policy on internally displaced persons has not been sufficiently effective. The low level of awareness of the representatives of public authorities' structural divisions is connected, in particular, with the insufficient use of information and communication technologies, which, in turn, results in inefficient management decision-making.

According to the experts, forms of communication in implementing the state policy on internally displaced persons (Figure 9), are as follows:

Figure 9. *Forms of communication in the implementation of the state policy on internally displaced persons*



Source: Author own research

The overwhelming majority of respondents believe that information on public events in the format of dialogue is not fully accessible. 62 persons consider information on communicative events with a relatively large number of participants insufficient (round tables, public hearings, gatherings, conferences, forums); 68 persons regard as insufficient the information about public events with a small number of participants (consultations, meetings, working groups with the participation of IDPs); 61 persons believe it is information on electronic consultations through the website of the central executive body/local self-government body that is limited. A small part of the experts (public servants, local government officials – 28 people) think that information on specific measures for the implementation of the state policy on internally displaced persons is presented in its entirety through various sources.

The information and analytical support is used by the State to promote the citizens' participation in decision-making, ensuring their awareness of the current state of policy implementation in a particular sphere and the possibility to engage civil society institutions in the interaction with the authorities in order to jointly address important national strategic tasks. An important prerequisite for an effective functioning of the information and analytical means of implementing the state IDP policy is creation of a 'healthy' information environment by using the capacities of the Internet and modern digital resources to raise the awareness of the staff of the relevant structural units of the authorities.

## A degree of satisfaction with organization of service delivery to internally displaced persons

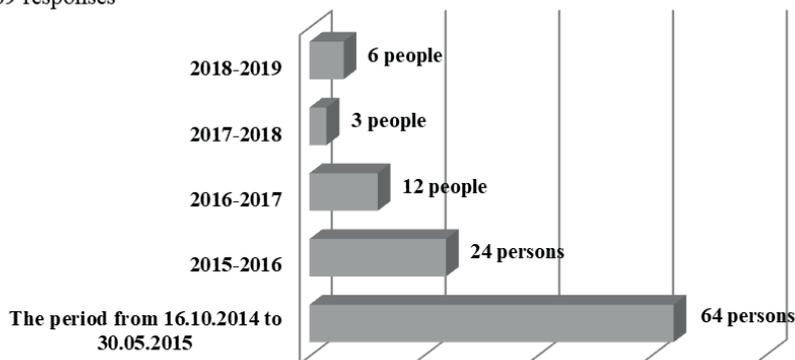
A larger part of the experts (64 people) noted that during the period from 16.10.2014 to 30.05.2015 the number of appeals from internally displaced persons to structural units of public authorities/local self-government bodies was maximal (Figure 10).

Due to a growing number of IDPs within the specified period, public authorities and local governments had to assume the additional functions of satisfying the urgent needs of IDPs. Under extreme conditions, social protection divisions began registering IDPs to provide them with financial assistance. The State Employment Service rendered advisory service on employment, registration of the unemployed, awarding unemployment benefits, as well as provided training/retraining of IDPs. Territorial divisions of the State Emergency Service of Ukraine, the State Migration Service helped replace lost documents.

The State identified internally displaced persons as a preferential population category (persons in difficult life circumstances). This, in turn, determined the use of economic methods of the state IDP policy in terms of providing a number of benefits and a simplified taxation procedure for business entities that employ internally displaced persons.

Figure 10. *The experts' information about the number of appeals from IDPs submitted to them (to structural units of public authorities/local self-government bodies)*

Indicate which period was marked by the highest number of appeals from IDPs to structural units of public authorities / local self-government bodies.  
109 responses



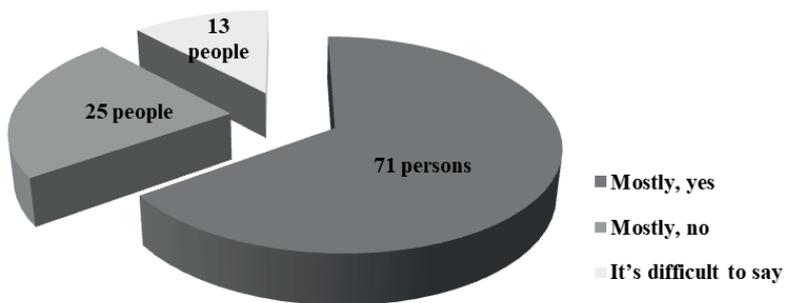
Source: Author own research

During 2015–2016, there was a decrease in the number of appeals from internally displaced persons to the relevant structural divisions of local government (social protection departments/boards; social service centers for families, children and the youth). This was due to the fact that the Security Service of Ukraine and law enforcement agencies introduced migration control instruments using mobile digital services to verify the documents of persons who resided in the occupied territory while receiving payments from Russia (which was confirmed in accordance with the established procedure). The State has also developed the service of a single state record of IDPs and elaborated a procedure for awarding/receiving targeted aid for IDPs, payment of all types of social assistance and compensation, financial support, granting social services, subsidies, privileges, pensions etc.

71 experts consider that the state IDP policy in Ukraine in 2014–2020 was effective, in particular: provision of social assistance (monthly targeted assistance, subsidies, non-food products: blankets, kitchen sets, clothing, coal, and more); application of economic levers (simplified taxation procedure for entrepreneurs who employ IDPs), holding communicative events (consultations, roundtable discussions and meetings involving IDPs) (Figure 11).

Figure 11. *Information on the effectiveness of the provided social assistance, economic and information events held*

Do you believe that the provided social assistance, economic and informational events held in the system of the state IDP policy in Ukraine in 2014-2020 were effective?  
109 responses



Source: Author own research

Evaluating the effectiveness of social assistance, the use of economic levers and communicative events in the system of the state policy on internally displaced persons in Ukraine in 2014–2020, 40 experts pointed out that the social assistance measures (monthly targeted assistance, subsidies, non-food products, etc.) were most effective during the period from 16.10.2014 to 30.05.2015 (Figure 12). It is in this period that internally displaced persons needed to be provided with basic necessities.

Figure 12. *Information on the most effective measures in the system of the IDP state policy in Ukraine in 2014–2020*

In your opinion, which of the measures were most effective (social assistance, economic, informational events, etc.) in the system of the state IDP policy in Ukraine in 2014-2020?

71 responses



Source: Author own research

About a third of the interviewed experts (31 persons) think that economic levers regarding the assistance of IDPs employment are effective, specifically: compensation of actual transport expenses of IDPs to move to their employment place in another administrative-territorial unit; compensation of IDPs expenses for taking medical and narcological examination, if necessary for employment; compensation of employer's expenses for employment of IDPs under fixed-term employment contracts; compensation of employer's expenses for retraining and advanced training of IDPs. Of importance are also informational measures – holding communicative events with the participation of IDPs in order to identify their urgent problems; informing IDPs of their possibilities to obtain social support and assistance, participation in national/regional programmes and projects.

The degree of the experts' satisfaction with organization of service delivery to internally displaced persons in 2014–2020 was determined against a 5-point scale, where 1 is «totally dissatisfied» and 5 is «quite satisfied» (Table 1).

Table 1. *A degree of satisfaction with organization of service delivery to internally displaced persons in 2014–2020, by fields of activity*

Types of services	Evaluation scale, points				
	1 Dissatisfied	2	3	4	5 Quite satisfied
	Responses of the experts, persons				
IDPs registration and counting	1	6	21	<b>42</b>	39
Registering temporarily disabled IDPs	5	13	34	<b>38</b>	19
Entitlement to pension and other types of social benefits of IDPs of retirement and/or older age with no pension, in the form of social assistance as low-income families	4	10	34	<b>37</b>	24
Registration of documents, issuance of rehabilitation equipment, provision of vouchers for sanatorium-resort therapy for persons with disabilities, etc.	11	14	<b>41</b>	25	18
Registration of financial assistance and other types of social security for large families in the form of monetary assistance to low-income families, women with the honorary title of “Mother Heroine”	4	8	27	<b>37</b>	33
Registration of documents (passport, birth certificate etc.), replacement of lost documents	10	6	35	<b>43</b>	15

Also, the degree of satisfaction of the experts from different regions/cities of Ukraine with organization of service delivery to internally displaced persons was determined (against a 5-point scale) (Table 2).

Table 2. *The degree of satisfaction with the organization of service delivery to internally displaced persons in the regions/cities of Ukraine*

City/region	Assessment of the organization of service delivery to IDPs against a 5-point scale (1 – totally dissatisfied, 5 – totally satisfied)
1	2
Donetsk region	3
Kyiv region	4
Luhansk region	5
Lviv region	3
Kharkiv region	4
Kherson region	5
Zaporizhzhia	3
Kyiv	4
Odesa	3
Kharkiv	3
Kherson	5
Average result	4

Over a third of the experts are satisfied with the organization of the process of providing registration and counting of internally displaced persons; registering of temporarily disabled IDPs; entitlement to various types of social benefits (targeted assistance, pensions, and other monetary assistance); registration/replacement of lost documents (4 points). However, the effectiveness of registration/issuance of rehabilitation means, provision of vouchers to sanatorium-resort therapy for the disabled were evaluated by the experts as less satisfactory (3 points).

The experts who represent public authorities/local self-government bodies of Donetsk and Lviv regions as well as the representatives of public associations of the cities of Zaporizhzhia, Odesa, and Kharkiv, evaluated the organization of service delivery to internally displaced persons as less satisfactory (3 points). However, the representatives of public authorities/local self-government bodies from Kherson and Lugansk regions and the city of Kherson highly appreciated the organization of service provision (5 points). The experts were satisfied with the organization of

the process of service delivery to internally displaced persons in the regions/cities of Ukraine (4 points). The degree of satisfaction with the organization of service delivery depends on the officials' workload, the number of applications from internally displaced persons. Thus, in the regions/cities of Ukraine with a large number of registered IDPs (Donetsk region, the cities of Zaporizhzhia and Kharkiv), the degree of the experts' satisfaction with organization of service provision was not high due to their excessive burden of work. The degree of satisfaction with the organization of services in Kherson and Luhansk regions (the city of Rubizhne) was evaluated as 'quite high', because the number of registered IDPs is not large, consequently, the workload of civil servants/local government officials is insignificant.

## Improvement of the state policy on internally displaced persons in Ukraine

The experts' suggestions as to improvement of the state IDP policy were systematized by the author and set out in Table 3.

Table 3. *Proposals to improve the state policy on internally displaced persons in Ukraine*

Directions proposed by the experts	Actions	Title of the regulatory act(s), other documents	Tasks
1	2	3	4
Ensuring children's rights	Introduce amendments and supplements to legislative acts	Law of Ukraine "On ensuring the rights and freedoms of internally displaced persons"	Simplification of the system of issuance of certificates to minor children (14–18 years old)
Award of monthly targeted assistances		Resolution of the Cabinet of Ministers of Ukraine "On providing monthly targeted assistance to internally displaced persons to cover accommodation costs, including reserves for housing and communal services" of 1 October 2014 No. 505	Application of information and communication technologies for monitoring the employment of able-bodied IDPs

Table 3. *Proposals to improve the state policy... (cont.)*

Directions proposed by the experts	Actions	Title of the regulatory act(s), other documents	Tasks
1	2	3	4
Providing affordable housing to internally displaced persons	Adopt new laws and regulations	Develop a state programme to provide internally displaced persons with affordable housing	Develop a mechanism for state compensation for interest rates when taking long-term loans
Promotion of internally displaced persons' employment		Develop a state employment programme for IDPs	Promotion of IDPs' starting/running business Providing entrepreneurs from among IDPs with grant support, interest-free lending to start/run business
Promoting integration, reintegration of internally displaced persons	Develop a national strategy for implementing public policy on IDPs	Develop a concept of public policy on internally displaced persons	–

The formulated recommendations can be used by the authorities in their practical activities related to the state policy on internally displaced persons in Ukraine, namely: introduction of amendments and supplements to the Law of Ukraine «On ensuring the rights and freedoms of internally displaced persons» and to other legislative acts (Resolution of the Cabinet of Ministers of Ukraine «On the provision of monthly address assistance to internally displaced persons to cover accommodation costs, including reserves for housing and communal services» dated October 1, 2014 No. 505 (with amendments); adoption of new state programmes, development of a national strategy for implementing a public policy regarding internally displaced persons.

The improvement of the state policy on internally displaced persons in Ukraine envisages:

- development of a legal mechanism for ensuring the rights of children in terms of simplifying the registration procedure and issuance of certificates to minors (14–18 years);
- introduction of a complex of measures in the social sphere aimed at raising the level of social protection of the population (granting privileges to vulnerable categories of population (women, children, persons with disabilities);
- development of financial instruments for the relevant policy (provision of grant support, interest-free lending and/or compensation for interest rates on loans etc.).

## Conclusions

Therefore, the expert survey has made it possible to identify the problems of implementing the state policy on internally displaced persons in Ukraine. The research hypotheses were confirmed in part. Awareness of the scale of the humanitarian catastrophe arose as the social needs of internally displaced persons were satisfied. IDPs' needs stipulated the formation of the relevant regulatory support and creation of special structures for the implementation of the state policy on internally displaced persons. However, the lack of coordination of the activities of public authorities/local self-government bodies, businesses, and civil society institutions did not allow resolving promptly the issues of IDPs, internally displaced persons being perceived by the State as aid beneficiaries, rather than fully engaged participants in the policy development.

The imperfection of the information and analytical support for the implementation of the state policy on displaced persons was revealed to be caused by insufficient use of information and communication technologies, which resulted in making unconsidered management decisions.

The assumption that the lack of human resources in the specialized structural divisions of local self-government bodies and executive authorities complicates the process of providing administrative/social services was partially confirmed. In the regions and cities with a small number of internally displaced persons, the experts highly appreciated the organization of the process of service delivery to internally displaced persons – 5 points on a 5-point scale. However, in the regions and cities with a large number of registered IDPs (more than 50,000 people), the organization of service delivery was estimated at 3 points only.

The research also identified other problems of implementing the state policy on internally displaced persons in Ukraine, namely: lack of experience in resolving IDPs' issues; lack of infrastructure to provide quality basic medical/social services; insufficient level of socio-psychological competency of civil servants/local government officials to provide psychological assistance to IDPs; insufficient funds of local budgets to finance the needs of IDPs; legal and administrative barriers to the integration of internally displaced persons in host territorial communities.

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