

# Ukraine Situation

## Emergency Response

**SUPPLEMENTARY APPEAL 2015**

**January – December 2015**



**Cover photograph:**

*A Ukrainian woman takes stock of the devastation to her home which was damaged by heavy shelling in Yenakieve town, north-east of Donetsk, on 2 February 2015.*

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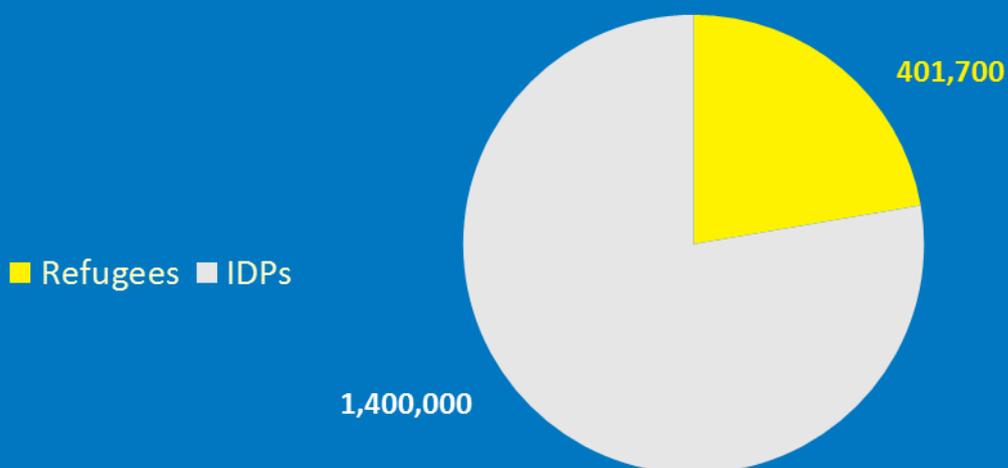
## AT A GLANCE

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### PEOPLE OF CONCERN

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A total of 1,801,700 people of concern



A total of **USD 41.5 million**<sup>\*</sup> additional requirements, for the period January-December 2015, including :

- USD 40.5 million for Ukraine
- USD 0.4 million for Belarus
- USD 0.2 million for the Republic of Moldova
- USD 0.4 million for regional costs\*\*

*\* Including 7% support costs*

*\*\* The amount covers the costs of regional management and coordination.*



## Introduction

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According to the Ministry of Social Policy as of 30 January 2015, over 942,000 Ukrainians have been registered as internally-displaced, an increase of nearly 400,000 in the past two months. Some 600,000 have sought asylum or other forms of legal stay in other countries, including Belarus and the Republic of Moldova as well as in the Russian Federation, Poland, Hungary, and Romania since the violence erupted in Ukraine in February 2014.

UNHCR launched a Supplementary Appeal in August 2014 (covering requirements to December 2014), in line with the inter-agency Preliminary Response Plan, to support the Government of Ukraine to deal with the situation of internal displacement and to respond to the most critical needs of internal displaced people (IDPs) in the country.

The situation in Ukraine continues to deteriorate, with increased conflict at the beginning of 2015, and growing hardship for the civilian population and IDPs, generating enormous humanitarian challenges in the country and leading to the displacement of Ukrainian nationals across borders into neighbouring countries. In view of the fast evolving operational context and related requirements, the cluster system was activated by the UN Emergency Relief Coordinator on 23 December 2014, and UNHCR declared the situation an internal “Level 2 Emergency” on 16 January 2015.

With the continuing increase of IDPs, an inter-agency Strategic Response Plan was launched in December 2014 to present needs and planned activities for the period covering January to December 2015. The present Supplementary Appeal outlines UNHCR’s planned response to the emergency situation for the same period. In addition, it includes the budgetary requirements for activities targeting those affected by the conflict in Ukraine, as well as for externally displaced people in need in Belarus and the Republic of Moldova. In these two countries, UNHCR’s strategy will mainly focus on protection activities, with limited assistance to the most vulnerable people of concern. In the Russian Federation, UNHCR continues to assess the necessity of assisting Ukrainian people of concern who are particularly vulnerable and may formulate financial requirements in this respect at a later stage.

Current estimations indicated an estimated overall displaced population in 2015 of 1.4 million IDPs and over half a million refugees in neighbouring countries. UNHCR’s planned assistance response is based on estimated figures of 900,000 IDPs and 350,000 refugees’ beneficiaries.

## Population data

	POPULATION OF CONCERN as of 30 January 2015	ANTICIPATED DISPLACED POPULATION as of 31 December 2015	PLANNED BENEFICIARIES by 31 December 2015
<b>INTERNALLY DISPLACED (IDPs)</b>			
UKRAINE	943,500	1,400,000	900,000
<b>REFUGEES</b>			
BELARUS	680	900	700
REPUBLIC OF MOLDOVA	150	800	200
RUSSIAN FEDERATION	260,360	400,000	260,000

### Footnotes:

(1) IDP figures provided by the Ministry of Social Policy (MoSP) in Ukraine. Refugee population figures for neighbouring countries are issued by local authorities and subject to adjustments (ongoing profiling process in Belarus).

(2) The IDP population has increased significantly since the launch of the Strategic Response Plan in early December 2014 (from 560,000 IDPs as of 8 December 2014).

(3) For Belarus and the Russian Federation, the population figures count only asylum applicants.

(4) Planned beneficiaries in the Russian Federation: UNHCR continues to assess the necessity of assisting Ukrainian people of concern who are particularly vulnerable and may formulate financial requirements in this respect at a later stage.

## Summary financial requirements

OPERATION	REVISED EXCOM BUDGET FOR 2015 without the Ukraine Situation component	UKRAINE SITUATION			TOTAL REVISED REQUIREMENTS FOR 2015 (USD)
		Portion of the ExCom approved budget dedicated to the Ukraine Situation	Additional Requirements	TOTAL	
Belarus	2,155,343	-	400,000	400,000	2,555,343
Republic of Moldova	2,061,737	-	180,000	180,000	2,241,737
Ukraine	8,813,232	-	37,807,128	37,807,128	46,620,360
Regional costs	6,708,939	-	399,611	399,611	7,108,550
<b>Subtotal</b>	<b>19,739,251</b>	-	<b>38,786,739</b>	<b>38,786,739</b>	<b>58,525,990</b>
Support costs (7%)	-	-	2,715,072	2,715,072	2,715,072
<b>Grand Total (USD)</b>	<b>19,739,251</b>	-	<b>41,501,811</b>	<b>41,501,811</b>	<b>61,241,062</b>

## OVERALL STRATEGY AND COORDINATION

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UNHCR's strategy for 2015 in Ukraine responds to the protection needs of the displaced and other conflict-affected people, and addresses the life-saving needs of the most vulnerable populations affected by the conflict.

Following the activation of the cluster system, UNHCR has the lead role for the Shelter/NFI Cluster and is co-lead of the Protection Cluster. In this current evolving context, the envisaged response will be focused on protection monitoring, advocacy, and proactive interventions, including limited provision of cash grants, as well as the provision of life-saving non-food items (NFIs) and shelter support for those at highest risk. These activities will serve to facilitate protection access, presence, monitoring and intervention.

During the second half of 2014, Belarus and the Republic of Moldova experienced an unprecedented increase in the number of asylum applications. Moreover, due to the historical ties with these two countries and the visa-free regime, many Ukrainians have not applied for asylum, but will only consider doing so if the situation in Ukraine further deteriorates. As the wave of Ukrainian arrivals is relatively new in Belarus and the Republic of Moldova, UNHCR needs to step up efforts to ensure fair access to asylum procedures and to assure the quality of refugee status determination for this specific group, while providing limited assistance the most vulnerable, including the distribution of non-food items, cash-based interventions and access to primary health care.

## PLANNED RESPONSE

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### UKRAINE

#### Existing response

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Since the outbreak of violence in Ukraine, UNHCR has supported the Government of Ukraine in the development of the IDP-specific legislation; contributed to setting up the central registration system; carried out protection monitoring and interventions; and delivered humanitarian assistance in close coordination with local authorities, also through the engagement of civil society actors. UNHCR has established a presence in the east of the country, where the vast majority of the IDPs are located, including recently in non-government controlled areas. One-time cash assistance has been provided to over 10,800 vulnerable individuals, while over 50,000 people have benefited from NFI support (25,000 blankets, 25,000 sets of bed-linen, 3,000 towels and 4,000 kitchen-sets). In addition, UNHCR has delivered significant supplies of construction materials, heating and furniture to improve living conditions for some 1,000 IDPs in nine collective centres, while the renovation of eight other accommodation centres is ongoing. In December 2014, when access to the non-government-controlled areas in Donetsk became possible, UNHCR began meeting the needs of the affected population there through the distribution of 6,000 square metres of reinforced tarpaulins, over 10,000 blankets, 3,500 sets of bed linen, 500 sets of NFIs to the city hospital.

## Strategy and coordination

In line with the overall strategic objectives established for the Protection and Shelter/NFI Clusters, UNHCR's strategy in Ukraine includes preventing arbitrary displacement, responding to the protection concerns and acute humanitarian gaps of IDPs and vulnerable populations/communities affected by the conflict, and upholding a strong advocacy role for the development and implementation of a durable solutions strategy by the Government.

The strategy categorizes operational areas into three distinct geographical zones, with interventions tailored to address specific protection concerns and acute humanitarian needs: Zone 1: non-government-controlled areas; Zone 2: regions under government control and bordering the conflict area and Zone 3: the rest of the country. The strategy foresees a consolidation of UNHCR's emergency response presence in Eastern Ukraine, where there is the highest concentration of IDPs and operational engagement.

As cluster lead for Shelter/NFI and co-leader on Protection, in collaboration with relevant actors, UNHCR will mobilize additional partners and resources to significantly boost operational response and coverage. UNHCR will provide a focused protection and humanitarian assistance response with a view to maximizing the impact of planned interventions, while actively encouraging other partners to focus their responses in areas where UNHCR may not be physically present or best placed to respond. Strategic partnerships will be fostered with IDP communities, UN actors, international and national NGOs, civil society, and central and local authorities to address identified protection concerns and humanitarian assistance gaps.

## Planned activities

Favourable protection environment	
Law and policy developed or strengthened	<ul style="list-style-type: none"> <li>Advocate with the Government for the <b>implementation of legislation and government policies</b> to protect IDPs and to the de facto authorities for IDPs rights;</li> <li>Advocate <b>maintaining freedom of movement</b> and for the development and implementation of a durable solutions strategy by the Government.</li> </ul>
Access to legal assistance and legal remedies improved	<ul style="list-style-type: none"> <li>Advocate for the establishment of a consolidated <b>central database</b> accessible from all registration points and monitoring of such a system;</li> <li>Address issues related to discrimination, in particular with regard to access to housing and employment as well as issues affecting IDPs with specific needs;</li> <li><b>Establish legal aid clinics</b> to ensure that IDPs are well informed of their rights and how to access them.</li> </ul>
Security from Violence and Exploitation	
Protection from effects of armed conflict	<ul style="list-style-type: none"> <li>Intervene on land, property and housing issues, with a focus on <b>prevention and addressing the issue expropriation</b> carried out by the de facto authorities;</li> </ul>

<p>Prevention of and response to SGBV</p> <p>Protection of Children</p>	<ul style="list-style-type: none"> <li>▪ Interventions geared towards <b>addressing the psycho-social effects of armed conflict</b> to concretely assess needs and develop best solutions (individual counselling, group discussions);</li> <li>▪ <b>Monitor returns</b> to areas controlled by the Government</li> <li>▪ <b>Implement prevention and response mechanisms</b>, with focus on survival sex and domestic violence in Zone 1, in coordination with civil society and community groups;</li> <li>▪ Establish standard operating procedures with governmental counterparts and other partners at national and regional levels.</li> <li>▪ <b>Address family separation</b>, family tracing and the situation of separated children (in all Zones);</li> <li>▪ Monitor placement and legal guardianship of children displaced from institutions in non-governmental held areas or placed in informal hosting arrangements (Zones 2 and 3);</li> <li>▪ Assess the extent of the potential forced recruitment of children in Zone 1, in cooperation with OHCHR and ICRC.</li> </ul>
<p>Basic needs and essential services</p>	
<p>Shelter and infrastructure</p> <p>Basic and domestic items</p>	<ul style="list-style-type: none"> <li>▪ Provide acute <b>emergency house repairs</b> (plastic sheeting, wooden battens for quick repairs of openings and roof) to 22,500 affected households in the conflict area (Zone 1 only);</li> <li>▪ Provide <b>emergency shelter support</b>, such as roofing materials and glazing for house repair, to targeted communities and 3,250 households will receive emergency shelter support such as roofing materials and glazing for house repair (Zone 1 and 2). Assistance to collective centres will be strictly limited to minor repairs and furnishings to existing specialized structures (retirement house, orphanage, disable).</li> <li>▪ <b>Distribute bedding, blankets, warm clothing</b> to 70,000 households and household kits and kitchen sets to 10,000 households (in Zone 1 and 2).</li> </ul>
<p>Community empowerment and self-reliance</p>	
<p>Peaceful co-existence with local communities</p>	<ul style="list-style-type: none"> <li>▪ Launch a <b>mass information/sensitization campaign</b> for both local communities and IDPs, with a focus on minorities and those with specific needs;</li> <li>▪ Together with Protection and Shelter Clusters, <b>identify community quick-impact projects</b> (QIPs) aimed at reducing tensions between IDPs/Returnees and hosting communities. Based on the outcome of this exercise, discussions will be initiated at the cluster-level for a plan of action.</li> </ul>

## BELARUS

### Existing response

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The conflict in Ukraine has generated a significant outflow of Ukrainian nationals into Belarus. As of 30 January, 660 people had applied for international protection, while around 60,000 others have resorted to various forms of legal stay, including residence and work permits, or stay under visa-free regime.

Owing to the limited number of Ukrainians who fled to Belarus in the first stage of the conflict, the country was not included in the initial UNHCR Ukraine supplementary appeal. UNHCR has monitored the situation of people of concern with the existing operational resources in 2014. The first stage of profiling helped establish the pressing needs of the most vulnerable individuals.

### Strategy and coordination

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UNHCR plans to regularly undertake protection monitoring, legal counselling as well as cash assistance for those with specific needs. A profiling exercise will be carried out within the next six months to allow a comprehensive need assessment. UNHCR will expand the refugee assistance programme to accommodate for increased number of Ukrainian people of concern. Key activities include: promoting access to State healthcare system; specialized medical assistance; and direct financial, in-kind aid and legal assistance to address the requirements of the most vulnerable asylum-seekers, refugees and beneficiaries of complementary protection. UNHCR will continue to coordinate its humanitarian response in Belarus with the relevant government departments, IOM and NGOs.

### Planned activities

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Fair protection processes and documentation	
Reception conditions improved	<ul style="list-style-type: none"><li>Organise <b>outreach/awareness campaigns</b> and profiling survey with 10 monitors and a field coordinator.</li></ul>
Basic needs and essential services	
Health	<ul style="list-style-type: none"><li>Facilitate <b>access to primary health</b> for an estimated 300 people by covering their medical costs covered;</li></ul>
Basic and domestic items	<ul style="list-style-type: none"><li>Provide <b>financial assistance and food and hygienic parcels</b> to the most vulnerable people of concern (some 700 vulnerable people).</li></ul>

## REPUBLIC OF MOLDOVA

### Existing response

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Since the beginning of the conflict situation in Ukraine, at least 5,300 Ukrainian nationals have fled to the Republic of Moldova. While some people have applied for international protection, most make use of various forms of legal stay, including residence and work permits, or stay under the visa-free regime.

Owing to the limited number of Ukrainians who fled to the country in the first stage of the conflict, the Republic of Moldova was not part of the UNHCR Ukraine appeal in 2014. With the existing operational office resources, UNHCR has conducted regular border protection monitoring, provided guidance and assistance to national authorities in the process of registration, documentation and refugee status determination of Ukrainian caseload. The provision of social, legal counselling and community development services were implemented through UNHCR implementing partners and limited assistance, including cash assistance, health and hygienic supplies and food packages, was delivered to Ukrainian people of concern in the Republic of Moldova.

### Strategy and coordination

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UNHCR plans to regularly undertake protection monitoring and legal counselling, as well as to provide for cash assistance to the most vulnerable people of concern.

In order to address the needs, the capacity of asylum authorities and NGOs will be strengthened through the provision of guidance, training and technical assistance. Planned activities will include: guidance and advice to the Government on the process of registration and profiling of vulnerable people; monitoring of the situation of people of concern; and legal assistance and counselling for refugees and beneficiaries of humanitarian status on socio-economic rights, naturalization/citizenship procedures and rights related to access to the labour market. On an individual basis, UNHCR will provide Ukrainian refugees with housing assistance and self-reliance grants.

In collaboration with the concerned government departments and non-governmental partners, UNHCR will expand the existing refugee assistance programme to accommodate the needs of the growing numbers of Ukrainian people of concern. Key activities include: promoting access to the State healthcare system and specialized medical assistance; and providing direct financial, in-kind aid and legal assistance to help the most vulnerable asylum-seekers, refugees and beneficiaries of complementary protection.

## Planned activities

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### Fair protection processes and documentation

Refugee status determination

- Organise 2 **seminars on capacity-building** for the Government;
- Provide **legal assistance** to people of concern through counselling and representation in courts.

Reception conditions improved

- Undertake 100 coordination and monitoring visits;
- Allocate **30 housing grants** to the most vulnerable people of concern;
- Support one Temporary Accommodation Centre.

### Basic needs and essential services

Health

- Provide **health insurance** to refugees and asylum-seekers in need.

Basic and domestic items

- Provide **food packages** to the most vulnerable people of concern;
- Deliver **household kits** to 100 newly-arrivals.

## FINANCIAL REQUIREMENTS

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To address the needs of people of concern who have been affected by the current situation in Ukraine, UNHCR has established a supplementary budget for the requirements presented above for Belarus, the Republic of Moldova and Ukraine as well as for additional regional support. This supplementary budget amounts to **USD 41.5 million**, as shown in the tables on the following pages.

## Financial requirements for Belarus

	REVISED EXCOM BUDGET	ADDITIONAL REQUIREMENTS	TOTAL (USD)
	Revised ExCom budget for the operation - Pillar 1	as of 30 January 2015	as of 30 January 2015
<b>Favourable protection environment</b>	<b>562,453</b>	<b>-</b>	<b>562,453</b>
Access to legal assistance and remedies	67,573		67,573
Access to territory and refoulement risk reduced	306,919		306,919
Public attitude towards people of concern	187,961		187,961
<b>Fair protection processes and documentation</b>	<b>701,671</b>	<b>240,000</b>	<b>941,671</b>
Reception conditions	243,536	240,000	483,536
Individual documentation	67,073		67,073
Civil registration and status documentation	391,062		391,062
<b>Security from violence and exploitation</b>	<b>103,621</b>	<b>-</b>	<b>103,621</b>
Prevention of and response to SGBV	103,621		103,621
<b>Basic needs and essential services</b>	<b>314,001</b>	<b>160,000</b>	<b>474,001</b>
Health	82,451	45,714	128,165
Basic and domestic items		114,286	114,286
Services for people with specific needs	231,550		231,550
<b>Durable solutions</b>	<b>405,524</b>	<b>-</b>	<b>405,524</b>
Comprehensive solutions strategy	144,536		144,536
Integration	260,988		260,988
<b>Leadership, coordination and partnership</b>	<b>68,073</b>	<b>-</b>	<b>68,073</b>
Coordination and partnerships	68,073		68,073
<b>Total</b>	<b>2,155,343</b>	<b>400,000</b>	<b>2,555,343</b>
<b>Support costs (7 per cent)</b>	<b>-</b>	<b>28,000</b>	<b>28,000</b>
<b>Grand total (USD)</b>	<b>2,155,343</b>	<b>428,000</b>	<b>2,583,343</b>

## Financial requirements for the Republic of Moldova

	REVISED EXCOM BUDGET Revised ExCom budget for the operation - Pillar 1	ADDITIONAL REQUIREMENTS as of 30 January 2015	TOTAL (USD) as of 30 January 2015
<b>Favourable protection environment</b>	<b>314,763</b>	<b>-</b>	<b>314,763</b>
Access to legal assistance and remedies	68,502		68,502
Access to territory and <i>refoulement</i> risk reduced	193,219		193,219
Public attitude towards people of concern	53,042		53,042
<b>Fair protection processes and documentation</b>	<b>102,018</b>	<b>157,500</b>	<b>259,518</b>
Reception conditions		146,250	146,250
Status determination procedures		11,250	11,250
Individual documentation	53,408		53,408
Civil registration and status documentation	48,610		48,610
<b>Basic needs and essential services</b>	<b>211,468</b>	<b>22,500</b>	<b>233,968</b>
Health	70,834	11,250	82,084
Basic and domestic items		11,250	11,250
Services for people with specific needs	80,601		80,601
Education	60,033		60,033
<b>Durable solutions</b>	<b>285,238</b>	<b>-</b>	<b>285,238</b>
Integration	285,238		285,238
<b>Logistics and operations support</b>	<b>18,069</b>	<b>-</b>	<b>18,069</b>
Operation management, coordination and support	18,069		18,069
<b>Total</b>	<b>931,556</b>	<b>180,000</b>	<b>1,111,556</b>
<b>Support costs (7 per cent)</b>	<b>-</b>	<b>12,600</b>	<b>12,600</b>
<b>Grand total (USD)</b>	<b>931,556</b>	<b>192,600</b>	<b>1,124,156</b>

## Financial requirements for Ukraine

	REVISED EXCOM BUDGET	ADDITIONAL REQUIREMENTS	TOTAL (USD)
	Revised ExCom budget for the operation - Pillar 4	as of 30 January 2015	as of 30 January 2015
<b>Favourable protection environment</b>	-	<b>3,114,903</b>	<b>3,114,903</b>
Access to legal assistance and remedies	-	2,660,646	2,660,646
Law and policy	-	454,257	454,257
<b>Fair protection processes and documentation</b>	-	<b>9,734,070</b>	<b>9,734,070</b>
Reception conditions	-	9,734,070	9,734,070
<b>Security from violence and exploitation</b>	-	<b>2,725,539</b>	<b>2,725,539</b>
Protection from effects of armed conflict	-	2,206,389	2,206,389
Prevention of and response to SGBV	-	259,575	259,575
Protection of children	-	259,575	259,575
<b>Basic needs and essential services</b>	-	<b>21,583,677</b>	<b>21,583,677</b>
Shelter and infrastructure	-	6,924,168	6,924,168
Basic and domestic items	-	14,659,509	14,659,509
<b>Community empowerment and self-reliance</b>	-	<b>648,938</b>	<b>648,938</b>
Coexistence with local communities	-	648,938	648,938
<b>Total</b>	-	<b>37,807,127</b>	<b>37,807,127</b>
<b>Support costs (7 per cent)</b>	-	<b>2,646,499</b>	<b>2,646,499</b>
<b>Grand total (USD)</b>	-	<b>40,453,626</b>	<b>40,453,626</b>