

# HUMANITARIAN NEEDS OVERVIEW UKRAINE

HUMANITARIAN  
PROGRAMME CYCLE

2022

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# About

This document is consolidated by OCHA on behalf of the Humanitarian Country Team and humanitarian partners. It provides a shared understanding of the crisis, including the most pressing humanitarian needs and the estimated number of people who need assistance. It represents a consolidated analysis and helps inform joint strategic response planning.

## PHOTO ON COVER

Triokhizbenka village, Luhanska oblast, GCA, Ukraine. Vitalii uses crutches to walk around the house while training to use his prosthesis. Three years ago, he lost his leg when he hit a mine while driving. Photo: OCHA/Yevhen Maloletka.

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<https://fts.unocha.org/appeals/1081/summary>


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# Summary of Humanitarian Needs and Key Findings

PEOPLE IN NEED	TREND (2015-2022)	WOMEN AND GIRLS	CHILDREN	WITH DISABILITY
2.9M		54%	13%	13%



**AVDIIVKA, DONETSKA OBLAST, GCA, UKRAINE**  
Vira standing next to her former home on the “contact line”. It was razed to the ground by shelling.  
Photo: OCHA/Yevhen Maloletka



# Severity of needs



## By Population Groups

More on pages 32–34, 44–45

POPULATION GROUP	PEOPLE IN NEED	% PIN
Residents	2.6M	90%
IDPs	291K	10%

## By Gender

More on pages 31–32

GENDER	PEOPLE IN NEED	% PIN
Women	1.6M	54%
Men	1.3M	46%

## By Zone in GCA (residents)

More on pages 48–55

OBLAST	ZONE	PEOPLE IN NEED	% PIN
Donetska	GCA DON I	61K	2%
	GCA DON II	44K	2%
	GCA DON III	290K	10%
	GCA DON IV	186K	6%
	GCA DON V	94K	3%
Luhanska	GCA LUH I	63K	2%
	GCA LUH II	27K	1%
	GCA LUH III	57K	2%
	GCA LUH IV	148K	5%

## By Age

More on pages 29–31, 34–35

AGE	PEOPLE IN NEED	% PIN
Children (0 - 17)	378K	13%
Adults (18 – 59)	1.6M	57%
Elderly (60+)	0.9M	30%

## With Disability

More on page 34

POPULATION GROUP	PEOPLE IN NEED	% PIN
IDPs	37K	1%
Residents, GCA Donetska	93K	3%
Residents, GCA Luhanska	41K	2%
Residents, NGCA Donetska	110K	4%
Residents, NGCA Luhanska	87K	3%
Total	368K	13%

## By Zone in NGCA (residents)

More on pages 56–61

OBLAST	ZONE	PEOPLE IN NEED	% PIN
Donetska	NGCA DON I	500K	17%
	NGCA DON II	175K	6%
	NGCA DON III	67K	2%
	NGCA DO IV	155K	5%
Luhanska	NGCA LUH I	284K	10%
	NGCA LUH II	226K	8%
	NGCA LUH III	206K	7%

## Summary of Context

**After eight years of armed conflict, the resulting humanitarian crisis in Ukraine has become protracted and has faded from global headlines.** The ceasefire brokered in July 2020 has become increasingly fragile, resulting in the number of civilian casualties returning to pre-ceasefire levels and civilian infrastructure frequently coming under fire. Ukraine remains one of the world's most landmine- and unexploded ordnance-contaminated countries, putting people's lives at risk and impeding recovery, and limiting access to livelihoods and basic services. With no political solution to the conflict in sight, humanitarian needs are anticipated to continue with increased severity in 2022, particularly in the non-Government-controlled areas (NGCA).<sup>1</sup>

**Conflict, COVID-19 and movement restrictions are interlinked drivers of humanitarian needs in the conflict-affected areas of Donetsk and Luhansk oblasts.** Humanitarian needs arising from the armed conflict remain critical on both sides of the "contact line", the 427-km frontline which divides Donetsk and Luhansk oblasts into areas under Government control (GCA) and those outside it (NGCA). The COVID-19 pandemic has led to restrictions on movement, primarily applied in NGCA, and decreasing livelihood opportunities, and has pushed fragile and weakened health systems to a breaking point.

**With the "contact line" substantially closed since March 2020, the NGCA population struggles to access basic services, social benefits and entitlements,** for which they need to cross to GCA. Among the most affected are older persons living in NGCA, particularly women,<sup>2</sup> as the effective closure greatly restricts their access to their pensions in GCA. Thirty percent of people in need of humanitarian assistance are older than 60 years of age. This is the largest percentage of older persons affected by conflict in a single country. The effective closure also widens the rift between divided populations, severing previously

interdependent networks of essential services and markets. With Ukraine's harsh winter season and already three waves of COVID-19 (with additional waves likely following the emergence of the Omicron variant), the operational environment has become increasingly complex, especially in NGCA. Access remains seriously constrained, undermining the provision of principled humanitarian assistance, while the humanitarian crisis continues to be at risk of further politicization.

## Scope of Analysis

**This Humanitarian Needs Overview (HNO) focuses on the humanitarian needs of people living in the conflict-affected Donetsk and Luhansk oblasts and of those people displaced by the conflict to other oblasts across Ukraine.** As the geographic location matters significantly in the Ukrainian context, the analysis of humanitarian needs differentiates between GCA and NGCA, as well as urban and rural areas where feasible.

**For the 2022 HNO, the analytical methodology has been improved** to align with administrative boundaries, where applicable. Humanitarian access and assessments remain severely limited in NGCA, which impacts the depth of analysis.

## Humanitarian conditions

*Please refer to section 1.3 for further information*

The consequences of the humanitarian crisis on people are examined along three dimensions, as per the Joint Intersectoral Analysis Framework (JIAF):<sup>3</sup>

- **Physical and Mental well-being:** this dimension analyses critical information and indicators regarding the physical and mental well-being of the population. It examines the impact of mines/unexploded ordnance, conflict-related damage to housing and civilian infrastructure, including schools

<sup>1</sup> According to the national Ukrainian legislation, such areas have been defined as the temporarily occupied territories of Donetsk and Luhansk oblasts.

<sup>2</sup> In 2020, 66 per cent of older persons living in NGCA crossing the "contact line" were female, according to the 'Eastern Ukraine Checkpoint Monitoring 2020' by UNHCR and the NGO Right to Protection.

<sup>3</sup> See Chapters 4.1-4.3 for details.

and water infrastructure, and indicators pertaining to water, hygiene and sanitation, COVID-19, and food consumption.

- **Living Standards:** this dimension analyses the affected population's ability to meet their basic needs. This is measured using indicators of population's access to essential goods and services, ranging from education, health care, social benefits, pensions, household expenditure shares to housing and heating, as well as social protection and civil documentation including birth certificates.
- **Coping Mechanisms:** this dimension analyses to what extent individuals, households, communities and systems are coping with or facing challenges. In Ukraine, the ability to cope is gauged by such coping strategies as reductions in health care and savings expenditures.

### People in need / Severity of needs

**With conflict, COVID-19 and its related movement restrictions driving humanitarian needs, some 2.9 million people are projected to be in need of humanitarian assistance in 2022**, the majority of whom, some 54 per cent, are women and girls. The majority (59 per cent) of the people in need live in NGCA, where needs remain severe and continue to deteriorate. The NGCA population has been most impacted by the limitations on movement across the "contact line" due to restrictions imposed primarily in NGCA. In order to obtain entitlements, reach services

or maintain family connections, an increasing number of people have been crossing to GCA through a cumbersome and expensive detour through the Russian Federation.

**The severity of needs is lower in GCA, particularly in the areas farther away from active conflict and the "contact line"**, with lower severity attributable to the support provided by the Government of Ukraine, civil society and development actors. The most severe humanitarian needs in GCA remain in areas close to the "contact line", where active hostilities continue.

**Of the 2.9 million people projected to be in need, 1.1 million people live in GCA of Donetsk and Luhanska oblasts**, including over 133,000 internally displaced persons (IDPs), and 160,000 IDPs in other oblasts across Ukraine.<sup>4</sup> Over 1.6 million people in need live in NGCA.

**The impact of the conflict on people depends on numerous factors**, such as location, exposure to hostilities, socio-economic status, gender and age as well as type of pre-existing vulnerabilities, with the older population, persons with disabilities, female-headed households and children among those most in need of humanitarian assistance in Ukraine.

*Please refer to section 1.2 for an analysis on different population groups, including IDPs, and to section 1.4 for an in-depth analysis per GCA/NGCA.*

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<sup>4</sup> See Chapter 4.3 for details on IDP calculation.

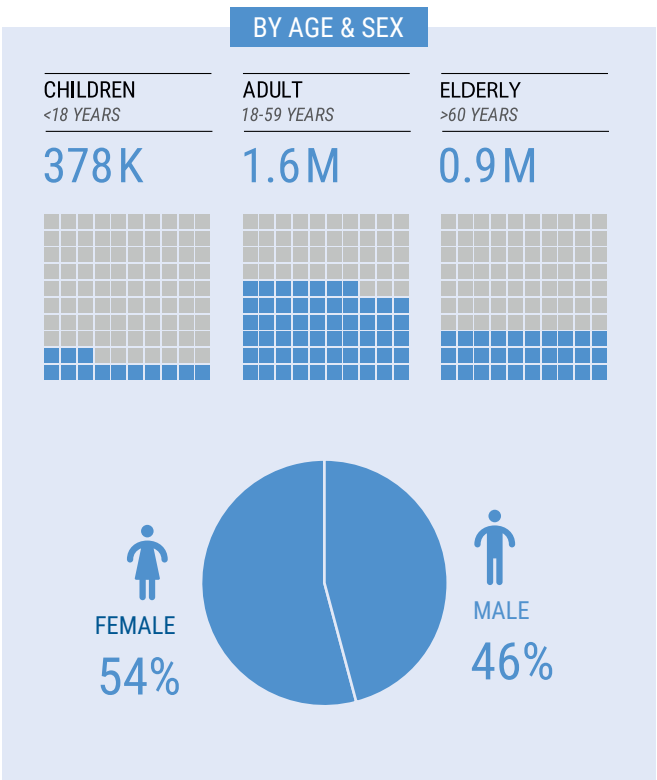
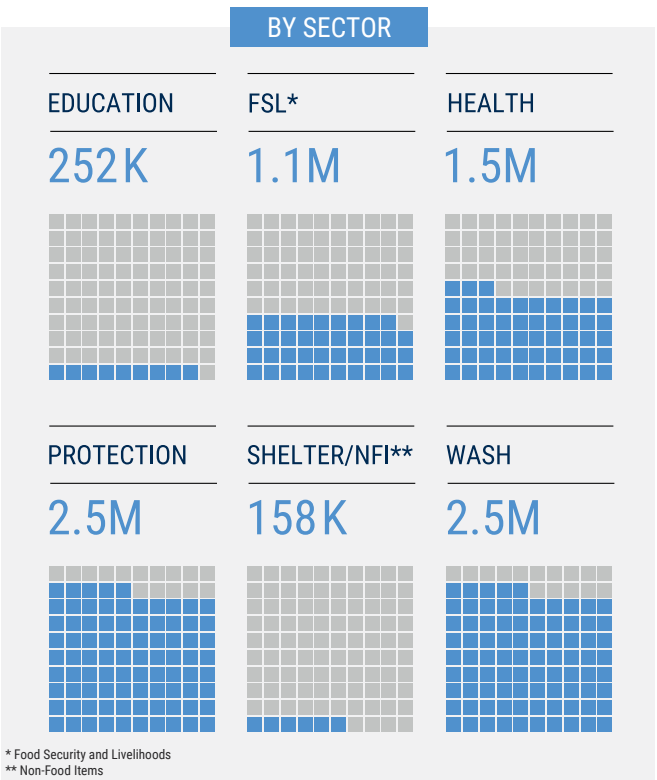


Estimated number of people in need

TOTAL POPULATION

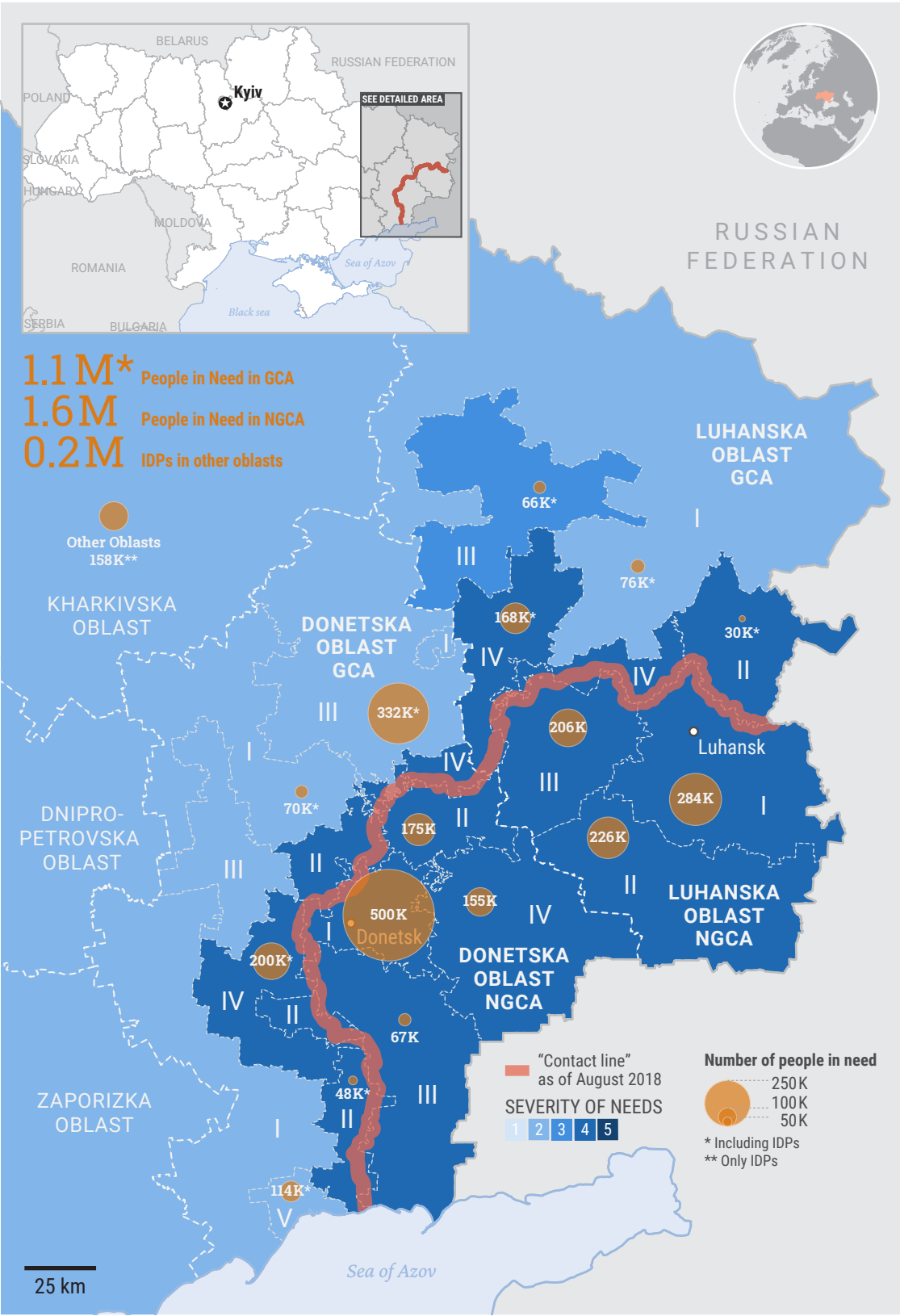


PEOPLE IN NEED



Source: State Statistics Service of Ukraine (data), JIAF.

# Severity of humanitarian conditions and number of people in need



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

Part 1:

# Impact of the Crisis and Humanitarian Conditions

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## MARINKA, DONETSKA OBLAST, GCA, UKRAINE

Misha, 13 years old, standing next to a fence pockmarked by shrapnel just a few hundred metres from where hostilities are most intense.

Photo: OCHA/Yevhen Maloletka





## 1.1

## Context of the Crisis

**With conflict, COVID-19 and its related movement restrictions as drivers of humanitarian need in Ukraine, some 2.9 million people are in need of humanitarian assistance.** The following chapter analyses the context of the crisis, including the impact of COVID-19, the political, economic, social and demographic conditions, the existing legal and policy frameworks, the security environment and the environmental profile.

### Additional challenges in times of COVID-19

**The COVID-19 crisis continues to have devastating effects on Ukraine and is pushing the country to its limits.** While the pandemic has affected all systems, services and segments of the population, COVID-19 poses particular challenges to an already struggling population in the conflict-affected areas.

**During November 2021, Ukraine experienced its worst wave of the pandemic to date, with a spike in cases and deaths, prompting authorities to impose a raft of restrictions in 16 oblasts in early November.**

At the beginning of November 2021, the number of COVID-19 infections in Ukraine surpassed 3 million, and more than 72,000 deaths had been recorded, yielding a fatality rate of 2.3 per cent.<sup>5</sup> The daily PCR testing capacity has increased from an average of 34,846 tests per day in December 2020<sup>6,7</sup> to 48,630 tests in November 2021.<sup>8</sup>

### Monthly new cases of COVID-19 in 2021<sup>9</sup>

*Number of new cases*

MONTH	CASES	
January	164,408	<div></div>
February	128,394	<div></div>
March	326,319	<div></div>
April	395,369	<div></div>
May	132,957	<div></div>
June	32,602	<div></div>
July	17,689	<div></div>
August	33,511	<div></div>
September	137,083	<div></div>
October	498,923	<div></div>
November	516,079	<div></div>

**The pandemic has exacerbated pre-existing patterns of discrimination, exclusion and inequalities.** Conflict-affected populations, particularly older persons, persons with disabilities and those living in institutions, remain the most vulnerable to the effects of the COVID-19 crisis. The violations of healthcare workers' rights, 83 per cent of whom are women, led to the shortage of healthcare staff in Ukraine and negatively affected the right to health of general population.<sup>10</sup>

5 National Health Service of Ukraine, 'Operational monitoring of the situation around COVID-19', the National Security and Defense Council of Ukraine, Health-Care System of Ukraine.

6 European Observatory on Health Systems and Policies, 'COVID-19 Health System Response Monitor (HSRM)', 6 December 2020

7 WHO and the Public Health Centre of Ukraine, 'Ukraine COVID-19 daily situation report', December 2020.

8 Ministry of Health of Ukraine, 'Everything about vaccination against COVID-19 in Ukraine'; Public Health Centre of Ukraine, 'News and Publications'.

9 WHO, 'Coronavirus (COVID-19) Cases and Deaths', 2021.

10 OHCHR 'Impact of COVID-19 on human rights in Ukraine', December 2020.



**“NOVOTROITSKE” CROSSING POINT, DONETSKA  
OBLAST, GCA, UKRAINE**

People waiting in the cold to cross the “contact line”.

Photo: OCHA/Yevhen Maloletka

In the conflict-affected areas, the pandemic has pushed an already fragile health system to a breaking point. At the beginning of November 2021, the occupancy rate of intensive care unit beds stood at 73 per cent for Donetsk oblast and 77 per cent for Luhanska oblast (GCA),<sup>11</sup> representing the 6th and 5th highest regional occupancy rates nationwide. At that time, the two oblasts had already recorded 211,000 cases of COVID-19.<sup>12</sup> The situation in NGCA was reportedly worrisome, with hospitals reported to be exceeding capacity with a case fatality rate at 8.7 per cent.

**The latest spikes in cases and deaths are likely due to the low vaccination rate, which is one of the lowest in Europe.**<sup>13</sup> The national vaccination campaign, which began on 24 February 2021 across Ukraine, enables the population to freely choose between Comirnaty (Pfizer-BioNTech), mRNA-1273 (Moderna), CoviShield (AstraZeneca/Oxford), CoronaVac (Sinovac) vaccines, with Ad26.COV2.S (Janssen) less widely available.<sup>14</sup> The pace of vaccination has been slow amidst vaccine scepticism and misinformation. As of the end of November 2021, more than 24 million doses of COVID-19 vaccines were administered, and almost 11 million people, or 32 per cent of the total

11 WHO EURO/Ukraine Ministry of Health, ‘[Information on bed occupancy and oxygen availability in the regions of Ukraine](#)’, 1 November 2021.

12 National Health Service of Ukraine, ‘[Operational monitoring of the situation around COVID-19](#)’, the National Security and Defense Council of Ukraine, Health-Care System of Ukraine.

13 WHO, ‘[WHO Coronavirus \(COVID-19\) Dashboard](#)’.

14 National Security and Defense Council of Ukraine, ‘[Distribution of the number of vaccines](#)’.

adult population, were fully vaccinated.<sup>15</sup> The pace of vaccinations picked up in November 2021, following imposition of restrictions on the unvaccinated in areas of Ukraine declared to be in the “red zone”, with some 7 million doses administered during the month.<sup>16</sup> In NGCA, the vaccination campaign is reportedly ongoing, with Sputnik V and Sputnik Light. There are no reliable and consistent data available on the vaccination uptake in NGCA.

### Monthly total confirmed cases of COVID-19 in NGCA in 2021<sup>17</sup>

Number of new cases (K)



### Monthly total deaths related to COVID-19 in NGCA in 2021<sup>18</sup>

Number of deaths (K)



The differences in usage and acceptance of vaccines available on both sides (of the “contact line”) are exacerbating the existing movement restrictions which have been in place for almost two years. This would further deepen the vulnerabilities of the NGCA population and widen the rift between people in the divided region. Crossing the “contact line” has substantially been restricted since March 2020 and is likely to remain so throughout 2022, affecting the population’s ability to access essential services, such

<sup>15</sup> State Statistics Service of Ukraine, ‘Resident Population of Ukraine by Sex and Age’, as of 1 January 2021.

<sup>16</sup> National Security and Defense Council of Ukraine, ‘Distribution of the number of vaccines’.

<sup>17</sup> Open sources.

<sup>18</sup> Ibid.



as financial support, pensions, civil documentation (including birth and death registration), and impeding social connections with friends and families, which may also be much-needed support systems. These difficulties make segments of the NGCA population even more vulnerable and reliant on humanitarian assistance, which is substantiated by the findings of this HNO. Meanwhile, the impact of the COVID-19 pandemic on the economic growth of Ukraine continues to be significant.<sup>19</sup>

### Average monthly number of COVID-19 patients in treatment in NGCA in 2021<sup>20</sup>

Number of people (K)



<sup>19</sup> Please refer to Chapter 1.1, Economic context, for details.

<sup>20</sup> Open sources.

<sup>21</sup> This section describes the political developments that may have implications on the humanitarian situation.

### Political context<sup>21</sup>

**The Minsk process, the established format of negotiations based on the Minsk Agreements (2014 and 2015), is the main politico-diplomatic framework for peaceful settlement of the conflict.** It consists of the “Normandy Format”, involving Germany, France, the Russian Federation and Ukraine, who meet at various levels and with fluctuating periodicity, the Trilateral Contact Group (TCG), which is composed of four working groups (political, security, humanitarian and economic), and other support mechanisms, such as bilateral channels of consultations. International facilitators include mediators from the Organization for Security Co-operation in Europe (OSCE) and its member states, France and Germany. On 27 July 2020, additional measures to strengthen the ceasefire entered into force, leading to the lowest level of military engagement, and consequently of conflict-related civilian casualties along the entire “contact line”.

#### **By early 2021, the strengthened ceasefire agreement brokered in July 2020 had become increasingly fragile.**

The ceasefire agreement brought a brief respite during the first six months after July 2020, but the trend has been reversed in 2021. By September 2021, the monthly number of civilian casualties caused by active hostilities increased to the pre-ceasefire level before decreasing again during the subsequent months. Civilian infrastructure was also frequently impacted by the conflict.

#### **The prevailing absence of a political solution continues to bring uncertainty to the future of millions of people on both sides of the “contact line”.**

The “Normandy Format” did not meet throughout 2021, with elections in Germany, France and the Russian Federation bringing further uncertainty over the future of the negotiation process. Prior to the State Duma elections held in September 2021, the Russian Federation expedited the issuance of Russian passports to residents of NGCA. Some former NGCA leaders ran in the elections, successfully becoming members of the Parliament of the Russian Federation.

This expedited “passportization” policy sparked a strong reaction from Ukraine, citing violations of international law.<sup>22</sup> Meanwhile, the strategic partnership between Ukraine and the United States has been reinvigorated, which could potentially have an effect on the existing format of the diplomatic negotiation. Most of the actions agreed by the “Normandy Four” during their Paris Summit (9 December 2019) remain pending, with new entry/exit crossing points (EECPs) along the “contact line”, new areas of disengagement, de-mining, and the Minsk Agreement’s political provisions still under negotiation. It seems unlikely that a political breakthrough will be achieved in the near future.

**The Government’s decentralization reform was implemented in January 2021, resulting in a reconfiguration of administrative boundaries.** The empowerment of the hromadas,<sup>23</sup> administrative units at the community level, through the decentralization of power, resources, and responsibility, is a welcome development and an opportunity to strengthen communities and local development. In Donetsk and Luhanska oblasts, the number of raions<sup>24</sup> was reduced from 30 to 16, of which nine raions are located in GCA. Responsibilities for public services and administrative functions were transferred from the raion level to local authorities at hromada level, and to the 19 Civil-Military Administrations (CMAs) along the “contact line”. Of the 103 hromadas in Donetsk and Luhanska oblasts, 72 are in GCA. Once past its current transitional stage, the decentralization process is hoped to enable a solid functionality of new local governance structures and enhanced service provision at local level.

**The decentralization process risks disrupting essential services in Civil-Military Administrations (CMAs) in GCA during its transitional phase, with concerns over long-term prospects.** For details, please refer to Chapter 1.2, Impact on Systems and Services.

### **The Ministry for the Reintegration of Temporarily**

**Occupied Territories (MRTOT) has taken several positive steps towards the conflict-affected population, confirming the Government’s commitment to addressing issues related to the impact of the ongoing armed conflict in Luhanska and Donetsk oblasts.** Significant progress to alleviate needs and enhance the rights of the affected population were undertaken since the inception of the Ministry in March 2020, notably:<sup>25</sup>

- The establishment of a state enterprise responsible for the maintenance of the EECPs (for which state budget is allocated for 2022);
- Improved infrastructure and availability of services at EECPs;
- Established procedures for implementation of a compensation mechanism for destroyed houses;
- Steps towards the establishment of a national mine action system;
- Measures undertaken towards improving access to education for children from NGCA, including simplified entry and preparatory courses;
- Introduction of more comprehensive housing schemes for IDPs;
- Adoption of a national IDP Integration Strategy and Action Plan;
- Attempts to normatively regulate the post-conflict period by introducing the notion of transitional justice into national legislation (draft law);
- Expansion of provision of digital services that can be accessed remotely, including the development of mobile social or administrative services such as mobile social workers, mobile Centres for

<sup>22</sup> [Speech by President of Ukraine Volodymyr Zelenskyy at the general debate of the 76th session of the UN General Assembly](#), 23 September 2021.

<sup>23</sup> Hromadas and CMAs are equivalent to Admin 3 level.

<sup>24</sup> Raions are equivalent to Admin 2 level.

<sup>25</sup> See also the below Chapter on Existing legal and policy frameworks, and the HRP 2022 for the Government of Ukraine’s contribution to Humanitarian Action.

Administrative Service Provision (known by its Ukrainian acronym, TsNAPs), and online portals to administrative services.

**The MRTOT Minister serves as both Minister and Vice Prime Minister**, which considerably strengthens the executive decision-making authority of this ministry since its reconfiguration in March 2020. The MRTOT Minister also served as one of Ukraine's representatives to the TCG until the reorganization of the Government and change in leadership in October 2021. The newly appointed MRTOT Minister will no longer have a representative function in the TCG.

**Ukraine's ongoing armed conflict is subject to the dynamics of the regional and international geopolitics** including the ongoing political tensions in neighbouring Belarus and the "migration crisis" on the border with Poland and elections in leading European countries. While the official international position towards Ukraine has not seen any major change in 2021, the impact of these geopolitical dynamics is likely to manifest itself in the future.

### Economic context<sup>26</sup>

**Marked by deindustrialization and diminished economic opportunities, the conflict has pushed the already economically troubled region further into decline.** Donetska and Luhanska oblasts used to be the most densely populated and industrially thriving part of the country, but the overall economic activity in the two oblasts has drastically declined since the conflict began in 2014. Official statistics report a 61 per cent decrease in the Donetska oblast GDP and a 72 per cent reduction in the Luhanska oblast GDP between 2013 and 2018.<sup>27</sup>

**Divided by the "contact line", about 38 per cent of the combined territories of Donetska and Luhanska oblasts remain outside government control.**<sup>28</sup>

Traditionally, the economies of both oblasts were

dominated by large industrial enterprises, including mining, metallurgy, coke production and chemical industries. Most of the large industrial enterprises and mines remained in NGCA, while only 33 large enterprises (out of 131) are located in GCA, as of 2018.<sup>29</sup> With the loss of their large enterprises, both oblasts lost the core of their industrial base, along with a major portion of their tax revenue. The conflict has also had significant impact on economic infrastructure and network essential for trades and other commercial activities, including the railways and the region's two major airports (Donetsk and Luhansk airports, located in NGCA) that were destroyed during the conflict, while the region's major seaport (Mariupol, GCA) has been performing well below capacity.<sup>30</sup> This has shattered supply and market links and forced big companies to cut jobs or close, leaving the economy of both oblasts much weaker and vulnerable, and pushing entire communities into poverty.

**Like in many other countries, the continuing impact of the COVID-19 pandemic on Ukraine's economic growth has been significant.** The National Bank of Ukraine (NBU) reported a decline of 4 per cent in real GDP in 2020. Prior to the pandemic, the growth expectations were some 3.5 per cent for 2020, but the actual GDP fell short of these expectations due to the implementation of strict public health measures, a weakening in domestic demand, and a sharp drop in trade and investment levels.<sup>31</sup> In the conflict-affected oblasts, the unemployment rates have consistently been the highest nationwide since 2015, with 15.7 per cent in Donetska oblast (GCA) and 16.6 per cent in Luhanska oblast (GCA), compared to a national average of 10.3 per cent by the second quarter 2021. Rural households living in the areas close to the "contact line" appear to be particularly hard hit by the difficult economic conditions, with 24 per cent reporting having to spend their savings, compared to 16 per cent for the combined

<sup>26</sup> This section describes aspects of the economic context that may have implications on the humanitarian situation.

<sup>27</sup> World Bank, 'The Economics of Winning Hearts and Minds Programming Recovery in Eastern Ukraine', 2021, available at this [link](#).

<sup>28</sup> *Ibid.*

<sup>29</sup> *Ibid.*

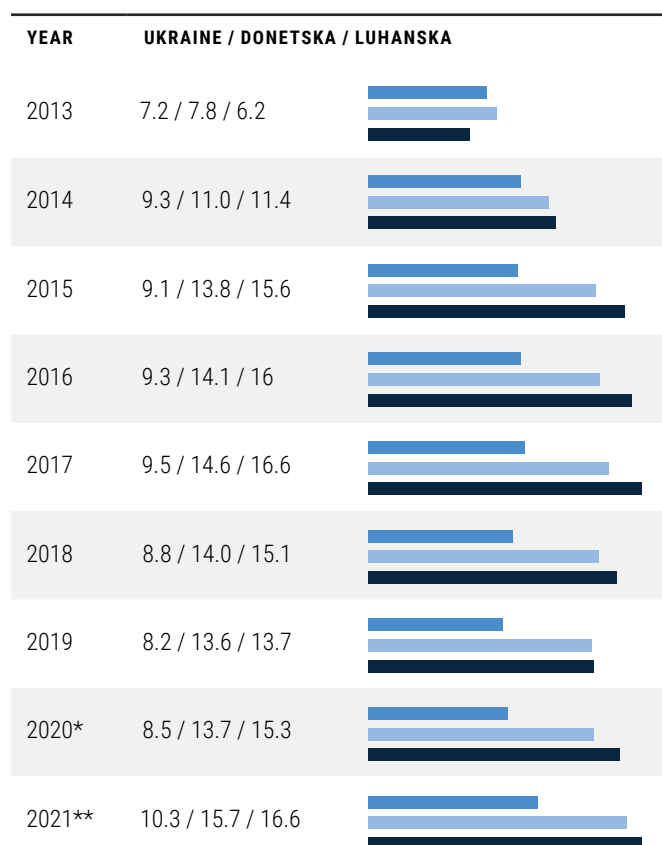
<sup>30</sup> *Ibid.*

<sup>31</sup> Organisation for Economic Co-operation and Development, 'The COVID-19 Crisis in Ukraine', 26 July 2021.

rural and urban areas in Donetsk and Luhansk oblasts (GCA).<sup>32</sup>

### Unemployment rate of population by Region<sup>33</sup>

% of labor force aged 15-70



\* January-March 2020

\*\* January-June 2021

**Against this backdrop, utility costs may rise due to the global energy crisis.** The share of housing and utilities in the actual subsistence level has increased by 6 per cent (UAH754.29 (US\$27) as of August 2021, compared to UAH709.89 (\$25.3) in August 2020).<sup>34</sup> Over the same period, the price of firewood has increased by 20 per cent.<sup>35</sup> IDPs observed an increase

of electricity expenses by 18 per cent, and an increase of heating fuel expenses by 7 per cent compared to September 2020.<sup>36</sup> While the Government has taken steps to minimize the impact on the population, by committing to maintaining the same level of tariffs for heating and hot water for the 2021-2022 heating season,<sup>37</sup> an increase of utility costs may be anticipated for 2022, depending on the evolution of the global market.

### Social context and demographic context

**The proportion of older persons living in the conflicted-affected areas was high even before 2014, due to economic outward migration, with the trend continuing through disproportionate displacement and migration of younger population to other parts of Ukraine or abroad.**

As of January 2020, Luhanska and Donetsk oblasts (GCA) had the highest median ages of the population in Ukraine (46.5 and 45.4 years, respectively, compared with 41.4 years in Ukraine) and also the highest old-age dependency ratios (0.33 in Luhanska oblast (GCA) and 0.325 in Donetsk oblast (GCA), compared with 0.254 for the whole of Ukraine). Unfavourable labour conditions and soaring unemployment will continue to contribute to young people leaving the area to seek a better life and job opportunities. Moreover, the vast majority of IDPs report no intention to come back in the near future, despite facing difficulties in transferring skills and finding jobs – especially if they are young, male, live outside the conflict-affected areas, and have been displaced for a long time.<sup>38</sup>

**Approaching two full years in March 2022, the “contact line” has been substantially closed and is likely to remain so.** Civilian movement through the only two operational EECs – “Novotroitske” in Donetsk oblast and “Stanytsia Luhanska” in Luhanska oblast – has remained severely limited due to COVID-19 restrictions

32 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine’, July – August 2021.

33 State Statistics Service of Ukraine, [Ukrainian Workforce 2019, 2020](#); State Statistics Service of Ukraine, ‘[Unemployed population in 2021, by age group, sex and place of residence](#)’; State Statistics Service in Donetsk oblast, ‘[Employment and Unemployment](#)’, 2021; State Statistics Service in Luhanska oblast, ‘[Workforce in 2021](#)’, 2021. Information on Donetsk and Luhanska oblasts is provided only for Government-Controlled areas.

34 The actual subsistence level is defined based on a fixed list of itemized commodities and services, and regularly updated by Ministry of Social Policy of Ukraine.

35 ACCESS Consortium and partners, ‘[Joint Market Monitoring in critical markets in GCA](#)’.

36 IOM, ‘[National Monitoring System round 18-19](#)’, September 2020.

37 According to [the Prime Minister of Ukraine](#) on 30 September 2021.

38 World Bank, ‘The Economics of Winning Hearts and Minds Programming Recovery in Eastern Ukraine’, 2021, available at this [link](#).



imposed in NGCA.<sup>39</sup> These movement restrictions are forcing segments of the NGCA population, of which a large proportion are old and unemployed, to embark on an expensive and cumbersome detour through the Russian Federation to access social benefits, entitlements, pensions, quality health care, and employment opportunities in GCA. In addition, the closure of the “contact line” has further deepened the rift between people living in NGCA and those living in the rest of Ukraine, as opportunities to maintain social contacts and family ties are severely curtailed.

**With basic infrastructure and public service provision severely restricted, the affected population has lost important socio-economic rights.** This concerns particularly health care, education, water, sanitation and heating, with pre-existing problems compounded by restrictions on movement as well as military presence, shelling, and explosive remnants of war (ERW). Infrastructure is divided by the “contact line”, which cuts across once interlinked systems and services, such as pipelines, pumping and filtration stations. Potable water, for example, remains dependent on a network that criss-crosses the “contact line” four times.<sup>40</sup> If impacted by attacks, repair may be lengthy due to difficulties in securing “windows of silence”, localized and temporary cessations of hostilities by all parties. Overall, water and sanitation conditions remain particularly problematic in areas within the 20 km range of the “contact line” in GCA, with households experiencing longer interruptions of centralized water supply.<sup>41</sup>

**Public institutions were reported to face challenges in disseminating information related to the conflict.**<sup>42</sup> Research conducted by several non-governmental organizations (NGOs) in 2021<sup>43</sup> found that the most trusted sources of information about the conflict are NGOs (68.5 per cent), international organizations (48.6 per cent, including the UN and OSCE), international media (47.1 per cent) and the church (40.9 per cent). The proportion of respondents who are not interested in information about the conflict or NGCA reaches around 30 per cent nationally and 18 and 21 per cent in Donetsk and Luhanska oblasts, respectively. These challenges correlate with low awareness about the details of announced reforms and lack of local ownership.<sup>44</sup> According to a Danish Refugee Council (DRC) assessment of perceptions and opportunities of students in vocational schools that reside next to the “contact line” in Donetsk oblast (GCA), only 25 per cent of them believe that the interests of youth are taken into consideration for conflict resolution and 45 per cent believe that the Government of Ukraine is open to hearing differing opinions.<sup>45</sup> No reliable and consistent information is available for NGCA.

**The ongoing political reform process has further deepened mistrust and tensions between residents and local authorities in the country,** mainly around the inability of the state to provide basic services or protect the most vulnerable. The Social Cohesion and Reconciliation Index (SCORE) surveys conducted by the Centre for Sustainable Peace and Democratic Development (Seed) show a

39 Please refer to Chapter 1.2, Impact on People.

40 Harvard Humanitarian Initiative, ‘Ukraine – Conflict in the Donbas: Civilians Hostage to Adversarial Geopolitics’, 21 July 2020, available at this [link](#).

41 Although households in “deep GCA” and in the 20 km area of the “contact line” encountered interruptions of centralized water supply with approximately the same frequency in the past 12 months, in “deep GCA” the periods of water absence were on average shorter than in the 20 km area. In “deep GCA”, half of the cases (51 per cent) were without water for up to one day, and 46 per cent of the cases were without water for longer periods. In the 20 km area only one third (33 per cent) of the cases were without water for less than one day, 56 per cent of them for over a day, including 13 per cent of cases with water for over a week. WASH Cluster Study of Humanitarian Needs in Eastern Ukraine, November 2021 (draft).

42 World Bank, [Overview 2020](#).

43 National research ‘Attitudes of Ukrainians to issues related to overcoming negative consequences of the armed conflict in Ukraine’, March-April 2021. The survey was conducted from March to April 2021 by Kharkiv Institute for Social Research in cooperation with ZMINA Human Rights Centre with the support of the Representation of the President of Ukraine in the Autonomous Republic of Crimea. It was commissioned by the Human Rights for Ukraine project, implemented by UNDP in Ukraine and funded by the Ministry of Foreign Affairs of Denmark.

44 World Bank, [‘The Economics of Winning Hearts and Minds Programming Recovery in Eastern Ukraine’](#), 2021.

45 DRC, [‘Youth on the line’](#), December 2020 – April 2021.

general downward trend since 2015, both nationally and in Donetsk and Luhansk oblasts (GCA), in respondents' exposure to other social and political perspectives.<sup>46</sup>

## Existing legal and policy frameworks

**A new whole-of-Government IDP Integration Strategy for 2021-2024 was adopted.** On 28 October 2021, the Cabinet of Ministers issued Decree No. 1364-p, adopting the IDP Integration and Medium-Term Solutions Strategy 2024 and the Operational Plan (2021-2023).<sup>47</sup> The Strategy is centred on six strategic aims which outline challenges, key tasks, and implementation indicators. All interventions are intended to flow from the policy, as opposed to the previous system of ad hoc responses. The focus of IDP integration will lie in the field of medium-term solutions, aimed at solving challenges in IDP housing, employment, social protection, access to education, health care, documentation, and IDP participation in local decision-making. Funding for the Strategy will come from local and central budgets, as well as international donor assistance. The adoption of the Strategy, which follows the guiding principles on IDPs,<sup>48</sup> is a welcome development and may have higher operational impact compared to the previous Strategy, if funding and coordination arrangements allow for its implementation.

**The Government confirmed important rights of people living in NGCA.** In March 2021, Ukraine adopted its National Human Rights Strategy, which reaffirms the right of residents of NGCA to pensions and social payments, access to administrative, medical, and educational services.<sup>49</sup> For NGCA residents, however, access to social and administrative services is largely connected to the mandatory requirement of being registered as an IDP and the ability to cross the "contact

line" to reach GCA for regular verification and to collect payments of pensions and social benefits. In light of COVID-19 restrictions, the Government suspended verification measures for all IDPs, including pensioners irrespective of their place of residence, and extended the validity of bank cards for receipt of pensions. Oschadbank, which is a state-owned bank and the only financial institution providing pensions and social benefits to registered IDPs, extended the validity of banking cards until 31 March 2022, as people residing in NGCA are no longer able to collect new cards due to the substantive closure of the "contact line".

## Digital verification for pensioners living in NGCA was approved on 22 September 2021.

Nevertheless, its application is likely to encounter difficulties regarding its accessibility to an older population and persons with disabilities, as it requires a new format of ID documents that the majority of older persons living in NGCA lack, a smartphone and internet connectivity to install and use a specialized app, known as "Diia" ("Action"). Please refer to the section 1.2 Impact on People, for details.

**The Government abolished fines for individuals who have humanitarian reasons for traveling to GCA from NGCA through the Russian Federation.** While Ukraine's legal framework guarantees social benefits, entitlements and pensions to people in NGCA, these can only be accessed in GCA. People living in NGCA struggle to access their bank accounts in GCA, as the "contact line" is substantially closed. Although two of the five regular EECs have been partially reopened since June 2020, the number of monthly crossings has averaged less than 7 per cent of the 1.2 million monthly average in 2019.<sup>50</sup> Individuals had to look for alternative ways to cross to GCA to collect pensions or social benefits, by passing through the Russian Federation via the "Milove" (in

46 World Bank, 'The Economics of Winning Hearts and Minds Programming Recovery in Eastern Ukraine', 2021.

47 The full text is available at this [link](#).

48 The full document is available at this [link](#).

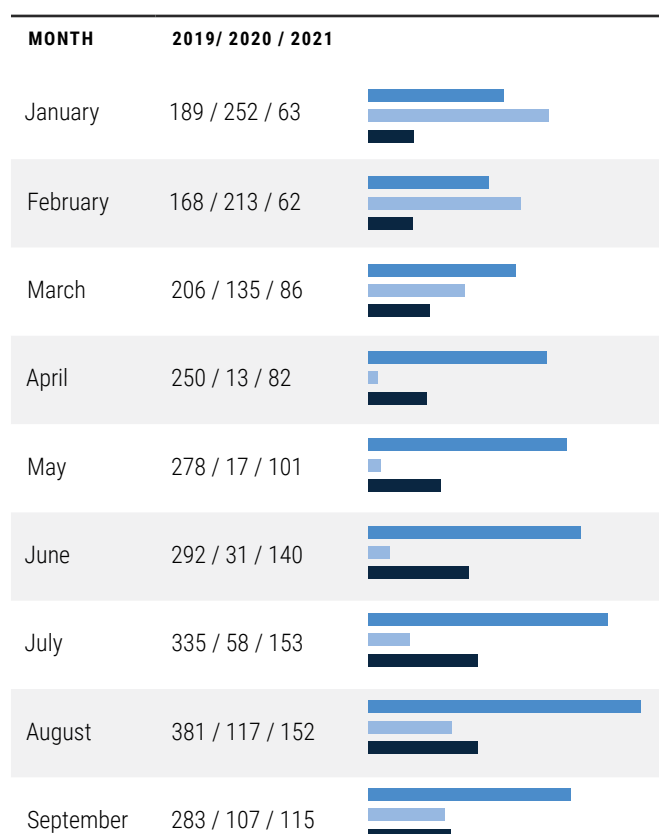
49 See also Sectoral Analysis, Protection.

50 Statistics of the State Border Service of Ukraine, online dashboard is available at this [link](#).

Luhanska oblast), “Hoptivka” (in Kharkivska oblast) and “Yunakivka” (in Sumska oblast) crossing points. This subjected individuals to administrative responsibility and fines upon entry to Ukraine. On 29 June 2021, the Parliament of Ukraine adopted a law abolishing administrative fines for individuals who travel from NGCA for humanitarian reasons, inclusive of medical, educational, service-related and family reunification motives. While the journey is still expensive and cumbersome, particularly for an aging population, this decision has eliminated 98 per cent of fines, and subsequently, simplified the entry for Ukrainian citizens from NGCA to GCA. It has also lowered the expenditures for the affected population, as people no longer have to pay fines.

### Monthly number of people crossings through “Hoptivka” EEC in 2019 – 2021<sup>51</sup>

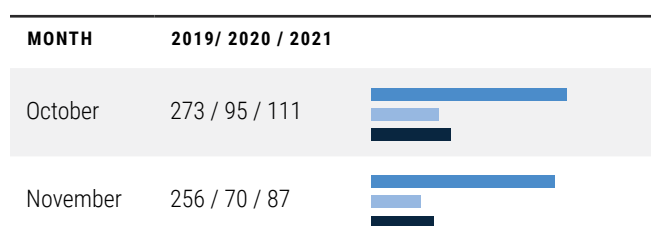
Number of people (K)



<sup>51</sup> State Border Guard Service.

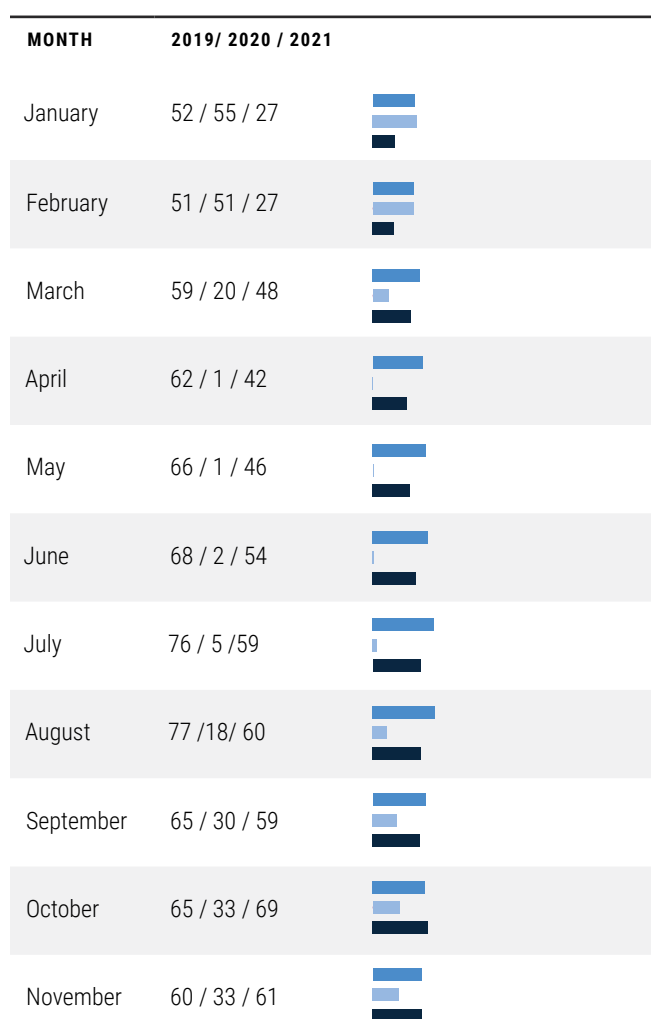
<sup>52</sup> Ibid.

<sup>53</sup> According to the Housing, Land and Property Technical Working Group, the compensation mechanism only covers destroyed houses – there is no compensation for damaged houses yet.



### Monthly number of people crossings through “Milove” EEC in 2019 – 2021<sup>52</sup>

Number of people (K)



**People with destroyed property<sup>53</sup> benefit from the improved compensation mechanism, which includes IDPs as eligible to compensation**

**payments.** Resolution No. 767 was adopted in 2020, to include people in the compensation mechanism whose original homes have been destroyed in the conflict and they no longer live in them. Under the new procedure, property owners no longer have to pass the destroyed property to the local council for compensation payment. The resolution amended the compensation mechanism and made it fully operational by specifying the lists of obligatory documentary proof to be submitted by individuals and authorities of relevant state bodies. Local authorities in affected areas successfully established commissions and started the implementation of the programme in GCA in 2020-2021. As a result, the State Budget allocated in 2020-2021 a total of UAH135 million (approximately \$5 million) which allowed 528 persons to receive compensation (74 persons in 2020 and 454 persons in 2021). According to the data provided by local authorities to the MRTOT, the compensation provided to date covers approximately 30 per cent of the total number of destroyed houses in GCA. In 2022, the draft State Budget of Ukraine foresees an additional allocation of UAH80 million (approximately \$2.9 million). So far, this is the only compensation mechanism effectively implemented by the country. In December 2021, the Resolution was amended to regulate the role of the Ukrainian military in conducting verification of destroyed property in locations with limited access. A more comprehensive mechanism will be implemented by a national law, which will have a broader scope than destruction to property and more instruments for compensations. A draft law has already been developed by parliamentarians, civil society and international experts and is now registered at the Parliament of Ukraine.

**The Government of Ukraine has presented a comprehensive draft law regulating the transitional period upon termination of the armed conflict.**<sup>54</sup> Many civil society, scientific community and international organizations were

involved in reviewing the draft presented by MRTOT, asking the Ministry to take into account the recommendations provided. The draft law was also reviewed by the Venice Commission of the Council of Europe, which provided numerous recommendations aimed at bringing the draft to conformity with the norms and principles of international law. The draft is registered in the Parliament of Ukraine, but due to recent political developments, it is uncertain whether further work on the draft will continue.

**The first implementation plan of the Safe Schools Declaration (SSD) was adopted in August 2021,** almost two years after Ukraine's endorsement in November 2019. The Safe Schools Declaration is a political commitment to better protect students, educators and education facilities, to support the continuation of education during conflict and to put in place concrete measures to deter the military use of education facilities. The effective implementation of the National SSD Action Plan, which was recently adopted, aims to guarantee safety for all participants of the educational process. The plan covers not only the issues of creating a safe learning environment, but also touches upon equal access to education, and seeks to ensure the continuity of safe education during armed conflict, as well as a broad advocacy campaign to support the SSD.

**The COVID-19 pandemic has exposed the pre-existing negative impact of the continued absence of a legal framework governing humanitarian action in emergency situations.** Ukraine has a national law on humanitarian assistance dating back to 1999, which needs to be updated to further facilitate humanitarian action. Without this important overarching legal framework, delivery of assistance has sometimes been haphazard or subject to unexpected changes.

**The adoption of legislation to introduce digital procedures for customs clearance of imported humanitarian items during 2020 was an**

<sup>54</sup> The full text is available at this [link](#).



**encouraging development that should simplify clearance**, however implementation continues to be delayed.

**The issues around Value-Added Tax (VAT) exemptions for humanitarian aid and the Personal Income Tax (PIT) for beneficiaries receiving non-targeted assistance from local organizations represent long-standing unresolved problems.** There are unresolved taxation issues on humanitarian aid organizations, with the amount of non-reimbursed VAT for UN Agencies between 2015 and 2020 estimated at \$14 million.<sup>55</sup> In October 2021, the Government amended legislation concerning VAT reimbursement, including the repayment of arrears, however it is not yet clear whether the new procedures introduced will resolve the issue for all humanitarian partners. Furthermore, humanitarian NGOs are not permitted to purchase certain products, such as medicines, in Ukraine as they require a special license not available to them. New legislation governing the provision of humanitarian aid is critically needed to reduce bureaucracy and expedite assistance delivery during emergency and crisis situations.

### Security environment

**The security situation declined throughout 2021, with a steady increase in the number of violations of the July 2020 strengthened ceasefire agreement.** By September 2021, the number of civilian casualties had returned to pre-ceasefire levels,<sup>56</sup> coupled with a general increase in tensions along the “contact line”, and damage to civilian infrastructure. While the number of security incidents have not quite returned to pre-ceasefire levels,<sup>57</sup> the year was characterized by shelling near settlements and new military tactics

impacting civilians, compounded by problems around the disengagement zones.

**The number of ceasefire violations in the conflict zone increased by nearly 370 per cent between February and July 2021**, compared to the first six months following the July 2020 ceasefire (39,806 and 8,484 respectively), resulting in continued civilian casualties and damage to civilian infrastructure. Damage to civilian objects peaked between mid-March and mid-May.

**Between January and November 2021, Office of the United Nations High Commissioner for Human Rights (OHCHR) documented 104 civilian casualties**, 24 killed (16 men, one woman, three boys, one girl and three adults whose sex is not yet known) and 80 injured (51 men, 21 women, six boys and two girls).<sup>58</sup> During the same period, 43 civilian casualties reportedly resulted from active hostilities,<sup>59</sup> while 53 civilian casualties resulted from mine-related incidents and ERW handling.<sup>60</sup> Eight civilian casualties during the same period resulted from other causes. The number of civilian casualties decreased from 18 in April, to 6 in June 2021, but then started to gradually increase during the third quarter of the year, with 15 and 13 in August and September respectively.<sup>61</sup>

### Civilian casualties (killed & injured)

*Number of people*

YEAR	PEOPLE KILLED & INJURED
2016	588
2017	604

55 According to the reports by individual UN agencies as part of the UN Operations Management Team (OMT). The updated figure as of 2021 is not available at the time of drafting this document.

56 OHCHR, ‘Conflict-related civilian casualties in Ukraine as of 30 September 2021’, 8 October 2021.

57 According to INSO monthly reports, there were 4,380 incidents from January to June 2020, compared to 3,659 during the same months in 2021.

58 OHCHR, ‘Conflict-related civilian casualties in Ukraine as of 30 November 2021’, 9 December 2021.

59 According to OHCHR, 29 civilian casualties that resulted from active hostilities during the four months of August to November 2021 exceeded 18 civilian casualties from active hostilities that happened during the whole year from 27 July 2020 (start of the ceasefire agreement) to 26 July 2021.

60 OHCHR, ‘Conflict-related civilian casualties in Ukraine as of 30 November 2021’, 9 December 2021.

61 *Ibid.*

YEAR	PEOPLE KILLED & INJURED
2018	279
2019	167
2020	144
2021*	104

\* As of November 2021

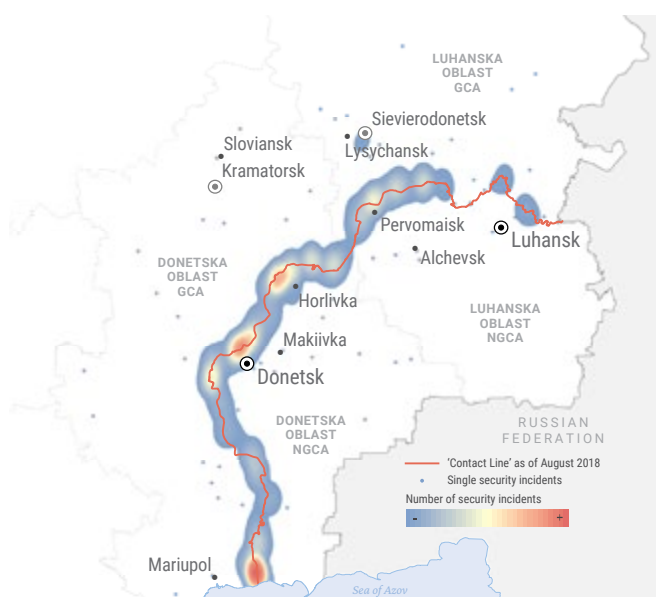
**Ukraine remains one of the world's most landmine/ERW contaminated countries, putting people's lives at risk and impeding recovery, access to livelihoods and basic services.** Ukraine ranked fourth after Afghanistan, Mali and Yemen in mine/ERW casualties in 2020.<sup>62</sup> Please refer to the section 1.4 Impact on the Affected Population for more information.

**The year also saw several new military developments, which are detrimental to the humanitarian situation.**

While commercial drones combined with both conventional and unconventional explosive devices have been a consistent military weapon since the beginning of the conflict, drones are now reportedly delivering 3D-printed explosive devices.<sup>63</sup> The low accuracy and reliability of this method poses a further risk to the civilian population. Furthermore, the introduction of high-performance military drones was an alarming new trend in 2021. There were 19 drone incidents in September and October 2021 alone, resulting in multiple ceasefire violations as well as a visible increase in international tensions.

**Shelling with heavy artillery remained consistently high during the latter half of 2021, with more than 55 such events in October alone.** Worryingly, the shelling is now reaching areas up to 10 km from the "contact line", increasing insecurity and civilian damages. Shelling further from the "contact line" has previously indicated a "probing" of secondary military defence fortifications prior to additional clashes.<sup>64</sup>

## Security incidents, January 2021 – November 2021



Source: INSO (data).

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

**The OSCE-led mechanism to establish "windows of silence" – agreed temporary cessations of hostilities used by all parties to permit the safe maintenance and repair of essential infrastructure – founded in October 2021**, representing a serious setback to the provision of basic services, including water treatment and electricity. Recent evacuations and repairs following heavy shelling were conducted without a "window of silence", adding considerable risk to workers in the vicinity of the "contact line". At the same time, the "windows of silence" for humanitarian assistance activities coordinated through the OCHA-led civil-military coordination (CMCoord) mechanism have been able to continue without interruption to humanitarian programme implementation.

**While the three disengagement zones agreed in 2019 near the settlements of Stanytsia Luhanska, Zolote and Petrivske were initially a positive development linked to a de-escalation of hostilities, they have instead become a magnet for security incidents.** The

<sup>62</sup> International Campaign to Ban Landmines – Cluster Munition Coalition, 'Landmine monitor', 2021, available at this [link](#).

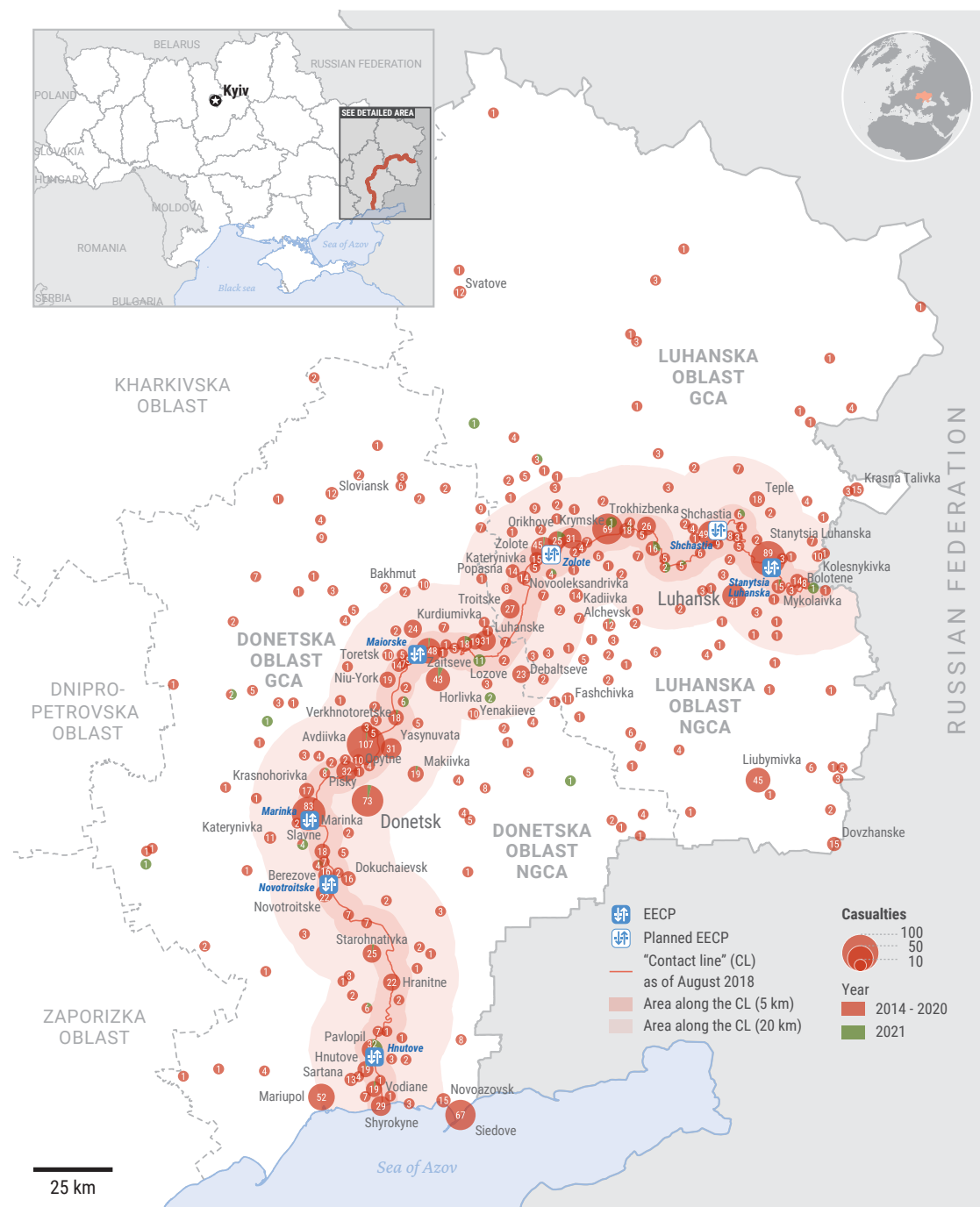
<sup>63</sup> Statement by the Joint Force Operations, 5 September 2021.

<sup>64</sup> INSO, 'Ukraine Monthly Report', October 2021.

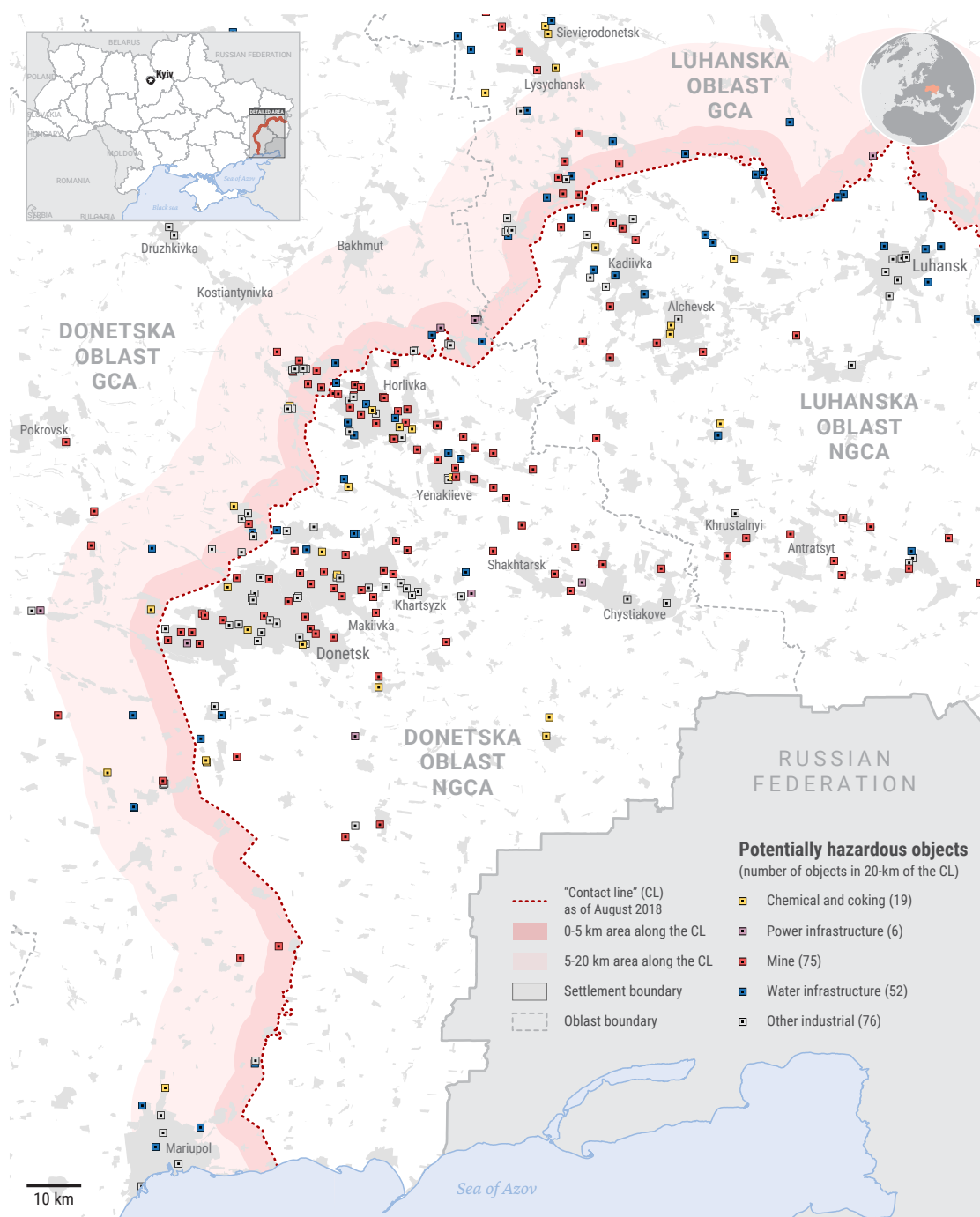
## Donetska and Luhanska oblasts: mine and ERW casualties, May 2014 – November 2021

Source: the HALO Trust (data), Mine Action Sub-Cluster.

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.



## Potentially hazardous objects along the “contact line”, May 2014 – November 2021



Source: [Donbas Environment Information System](#) (data), REACH

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.



areas in close proximity to the disengagement zones have become hotspots for the regular exchange of fire, shelling, and the continual reinforcement of military positions. This includes locating heavy weapons alongside civilian infrastructure and the placement of landmines. This is especially true for Zolote, which is located in a semi-urban area and is a strategic transportation corridor between GCA and NGCA.<sup>65</sup> Petrivske disengagement zone has also seen a recent increase in security incidents, with frequent mortar shelling in the zone linked to a general degradation of the security environment in the area.<sup>66</sup>

**Civilian infrastructure continued to be affected by conflict in 2021, with damage to water and gas facilities, as well as to schools.** Although there was no notable increase in security events compared to previous years, the vulnerability of large populations on both sides of the “contact line” to conflict-induced interruptions of basic services remains an overriding concern of the humanitarian community. The 12 incidents where schools were impacted in 2021 are a disturbing reminder of the impact of the conflict on children, whose education has been further severely disrupted by COVID-19. Water infrastructure has been less frequently impacted than in previous years but continue to affect hundreds of thousands of people.<sup>67</sup>

**The recent uptick in security incidents, combined with the lack of a functional “window of silence” mechanism to allow timely repairs, signals a much greater risk to the population for future incidents,** particularly for the current winter season, and the potential impact on vital civilian infrastructure such as heating systems, electric, gas, and water supply, compounded by the impact of the COVID-19 pandemic.

## Environmental profile

**The presence of numerous environmental hazards creates additional risks, prolongs existing humanitarian issues, and inhibits recovery and development in the conflict-affected areas.** Hazards

are both natural and man-made and are exacerbated by the ongoing conflict, as the conflict may directly trigger an environmental hazard such as a wildfire or the shelling of chemical plants.

**Of primary concern to the humanitarian community are environmental incidents and contamination as a direct consequence of conflict.** The results of such incidents have the potential to affect a far greater number of people than the initial incident itself, and thus may require considerably more resources for the response. Most examples include some sort of shelling, explosion, or other impact on civilian infrastructure, and may be accompanied by the release of hazardous materials, toxic smoke, or chemical contaminants. Although this may have some immediate effect on the population, there is a significant potential for long-term consequences due to contamination of water sources, treatment facilities, soil, agricultural resources, and the associated health risks.

**In addition, other environmental hazards exist that are more static but potentially as lethal with a similar profile for humanitarian impact.** Donetsk and Luhanska oblasts are Ukraine’s industrial heartland dominated by coal mining, chemical processing, metallurgy and manufacturing, and contain a number of ageing or abandoned coal mines, coke and chemical plants, metallurgical facilities, agro-industrial sites that are in proximity to densely populated areas. They lack maintenance or disaster prevention measures and are not regularly monitored. The fragile infrastructure used to support contingency networks, such as water pumps and electrical infrastructure for flooded mines, which are vulnerable to conflict dynamics and should a disaster occur have the potential to affect many thousands of people in the region. Flooded infrastructure, run-off and secondary contamination at these sites have affected the region since before the conflict. Prior to the conflict, the two oblasts were home to some 4,500 potentially environmentally hazardous sites<sup>68</sup> mainly located in densely populated cities, including Mariupol, Donetsk and Horlivka. It is

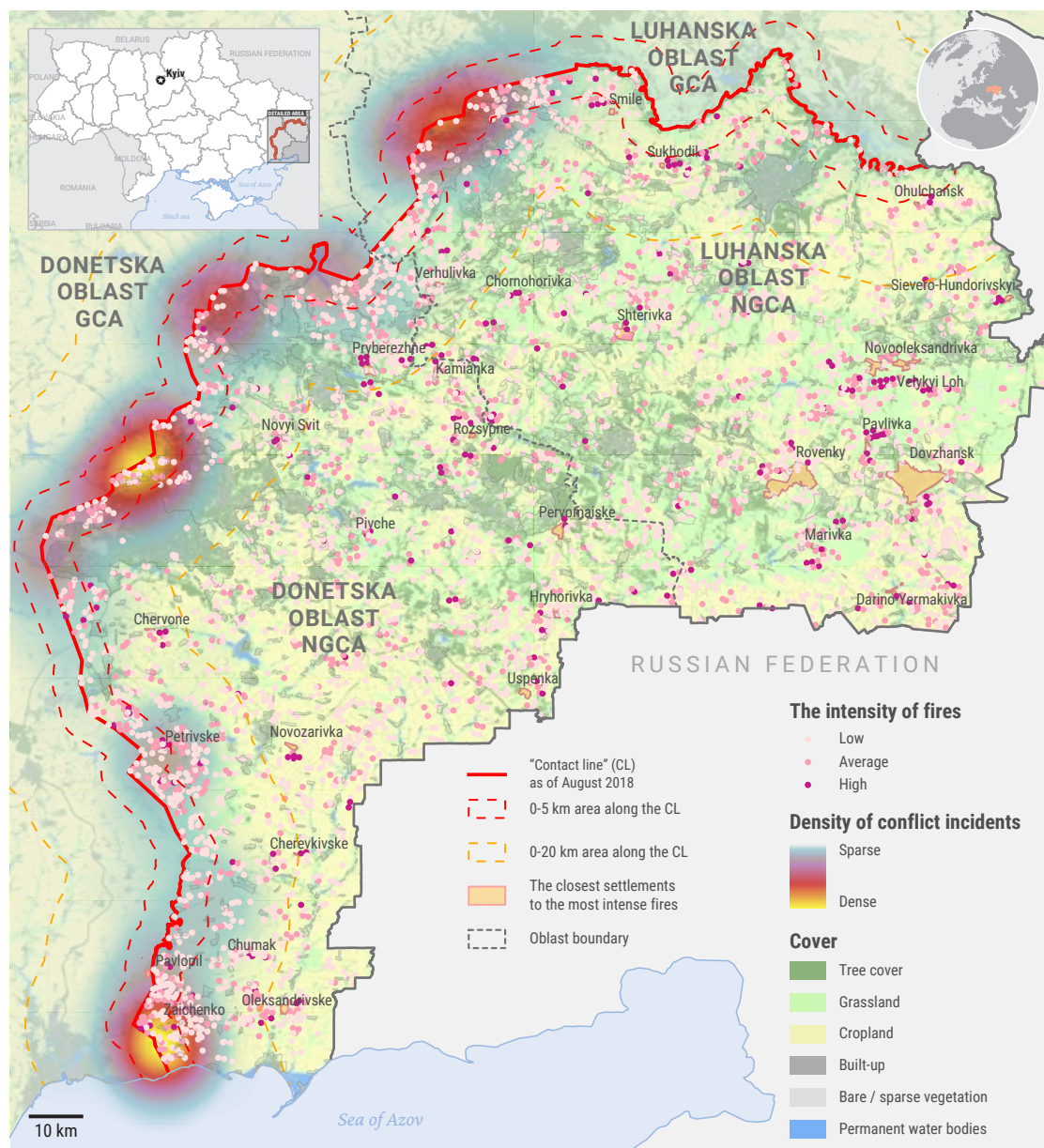
<sup>65</sup> OSCE SMM, ‘Daily Report 270/2021’, 17 November 2021, available at this [link](#).

<sup>66</sup> OSCE SMM, ‘Daily Report 263/2021’, 9 November 2021, available at this [link](#).

<sup>67</sup> Please see chapter 1.2, Impact on services and systems.

<sup>68</sup> OSCE SMM, ‘Environmental Assessment and Recovery Priorities for Eastern Ukraine’, 2017.

## Intensity of fires (November 2016 – October 2021) and density of conflict incidents (October 2020 – September 2021)



Source: REACH, MODIS (data on the intensity of fires), ACLED (data on density of conflict incidents), ESA (landcover data), OCHA.

The map shows fire points with a brightness temperature value of more than 318 Kelvin.

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

estimated that 208 km<sup>2</sup> of the built-up area in Donetsk, almost equivalent to the size of Mariupol, lies within one kilometre of a dangerous object, exposing housing, production and other assets to industrial and chemical disasters.<sup>69</sup> Flooded mines in Pervomaisk, fires at the Avdiivka Coke and Chemical Plants as well as agro-industrial hazardous waste from the Bakhmut Agrarian Union's farm and the Donetsk Filter Station are potential sources for an environmental disaster.

**Wildfires have been the most recent example of an extreme environmental event affecting the conflict-affected areas, and the threat of further fires remains prevalent in the coming year.** The wildfires of 2020 burned more than 20,000 hectares, destroyed 600 houses, and resulted in nine fatalities.<sup>70</sup> The EECP "Stanytsia Luhanska" was closed for four days, adding further hardship to those already affected by the conflict. A number of humanitarian agencies responded to the request of the oblast authorities for assistance during the emergency and continue to address mitigation measures more than one year later.

**Interwoven with natural environmental hazards is the continuing presence of landmines and ERW.** The response to the wildfires was severely inhibited by ERW, limiting the ability of State Emergency Services of Ukraine (SESU) to fight the fires. The spontaneous detonations of devices during the fire (especially near the EECP "Stanytsia Luhanska") added an extra element of risk.

**While the extent of the problem is well known and extensively documented,<sup>71</sup> there has been little attention given to addressing the situation or alleviating the risk caused by the presence of these hazards since the beginning of the conflict.** The humanitarian community has responded to recent environmental emergencies in the conflict-affected areas<sup>72</sup> and continues to include these scenarios as a key component of contingency planning documents. However, the scope of the problem far exceeds the resources immediately available and will require considerable collaboration among all relevant actors to enact effective mitigating solutions.

69 Prevent, Prepare, Protect (3P Consortium) & European Union Civil Protection and Humanitarian Aid, 'Risk assessment on industrial and chemical hazards in Eastern Ukraine', 2019.

70 Temporary Commission of Inquiry of the Verkhovna Rada of Ukraine on the Investigation of the Causes of Large-Scale Fires in 2020 in Luhansk Oblast; Luhansk Regional Commission for Technogenic and Ecological Safety and Emergencies 'On urgent measures to eliminate the consequences of large fires in natural ecosystems that occurred in the Luhansk region on September 30, 2020, and the livelihoods of the affected population', 1 October 2021; Press Centre of the Office of the General Prosecutor, 'The investigation is considering four main versions of large-scale fires in Luhansk region', 1 October 2020.

71 OSCE SMM, 'Environmental Assessment and Recovery Priorities for Eastern Ukraine', 2017; Prevent, Prepare, Protect (3P Consortium) & European Union Civil Protection and Humanitarian Aid, 'Risk assessment on industrial and chemical hazards in Eastern Ukraine', 2019.

72 OCHA, 'Situation Report', 27 October 2020.





LYSYCHANSK, LUHANSKA OBLAST, GCA, UKRAINE

People passing by the former employment centre.

Photo: DRC/Oleksandr Ratushniak

## 1.2 Impact of the Crisis

The following chapter analyses the impact of the crisis on people, services and systems as well as access.

### Impact on people

**The humanitarian crisis caused by the armed conflict, exacerbated by the COVID-19 pandemic, has affected various groups of populations differently.**

The below section examines the impact of the crisis on different population groups, with section 1.4 providing additional depth of detail with a focus on the geographic locations (NGCA/GCA, urban/rural).

### Older population

**People 60 years old and older constitute one-third of the people in need in the conflict-affected areas. This is one of the highest proportions of older persons in need among humanitarian crises in the world.** Moreover, the population in the conflict-affected areas is on average older than across the country, as many younger people have moved away from the region in search of safety and better employment and education opportunities. Almost all older persons (97 per cent) have at least one chronic



disease, which is a major protection concern.<sup>73</sup> The vast majority of older persons in Donetsk and Luhanska oblasts report feelings of depression, anxiety and helplessness, and loneliness is reported to be one of the main causes of these feelings.<sup>74</sup> Around half of older persons living in Donetsk and Luhanska oblasts (GCA) reported the availability of complaint mechanisms to aid providers,<sup>75</sup> and 43 per cent wanted to receive information about how to register for aid.<sup>76</sup> Almost 70 per cent of older persons in GCA prefer receiving information from international aid agencies, followed by national aid agencies (27 per cent) and Government representatives or other authorities (25 per cent).<sup>77</sup>

**NGCA pensioners are struggling to access basic services, social entitlements and benefits in GCA, as the “contact line” has been substantively closed for almost two years (since March 2020).** It is estimated that 56 per cent of assessed NGCA resident households relied on pensions as the main source of income – of which 36 per cent from NGCA entities<sup>78</sup> and 14 per cent from the Government of Ukraine.<sup>79</sup> By January 2021, 53 per cent of assessed households in Donetsk and Luhanska oblasts (NGCA) reported unable to receive pensions and social benefits they were entitled to (in the three months prior to the assessment),<sup>80</sup> with 92 per cent reporting not being able to access their pensions in GCA.<sup>81</sup> Prior to the COVID-19 pandemic in 2019, an estimated 60 per cent of the 1.2 million average crossings each month were by older persons crossing to GCA to access

their pensions or retain their IDP status. In the first nine months of 2021, a 94 per cent drop in the level of crossings was observed compared with the same period of 2019.<sup>82</sup> The crossing has been mostly limited by the implementation of varying crossing requirements, primarily by the entities in control of NGCA, including the necessity to receive “permission to cross”, primarily in Donetsk oblast (NGCA), in both directions, and the need to undergo app-monitored self-quarantine or observation in a medical facility in GCA.<sup>83</sup> The movement of people to cross has also been affected by sporadic closures and the introduction of additional limitations on movement across the “contact line”.

**Due to the movement restrictions for crossing the “contact line”, many NGCA residents, including older segments of the population, have been forced to take a detour through the territory of the Russian Federation.** This route is some 12 to 24 times longer (from 500 to 950 km) than crossing through the “contact line” for residents of Donetsk in Donetsk oblast (NGCA), depending on the crossing point (“Milove” in Luhanska oblast, “Hoptivka” in Kharkivska oblast and, to lesser extent, “Yunakivka” in Sumska oblast) at the Russian-Ukrainian border and could take up to 24 hours to reach GCA.<sup>84</sup> In addition, this journey is much more expensive due to transportation and COVID-19 testing costs, equivalent of an average monthly pension paid in Ukraine (around \$147), compared to the \$26 people used to spend on crossing the “contact line” prior to the

73 WHO, ‘Access to Health-Care Services for Older Persons and Persons with Disabilities Living in Eastern Ukraine along the “Contact Line”’, 2021.

74 *Ibid.*

75 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhanska oblasts, Ukraine’, July – August 2020.

76 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhanska oblasts, Ukraine’, July – August 2021.

77 *Ibid.*

78 In national legislation the definition of entities that have established overall control is stipulated by the Art. 1 of the Law of Ukraine on peculiarities of state policy safeguarding state sovereignty of Ukraine in temporarily occupied territories of Donetsk and Luhanska Oblasts.

79 REACH, ‘Multi-Sectoral Needs Assessment in NGCA of Donetsk and Luhanska oblasts, Ukraine’, February 2020.

80 REACH, ‘Humanitarian Situation Monitor (HSM) in NGCA of Donetsk and Luhanska oblasts, Round 2’ December 2020-January 2021. The HSM in NGCA Round 3 was conducted in July and August 2021, but it only covered Donetsk oblast NGCA due to access constraints in Luhanska oblast NGCA at the time of the assessment. Due to this limitation, the findings of the HSM Round 2 with regards to households’ ability to access pensions and social benefits was referred to in this HNO in lieu of that from the HSM Round 3.

81 *Ibid.*

82 Right to Protection, ‘Crossing the Contact Line’, January 2020; and OCHA, ‘2021 Humanitarian Needs Overview’; and OCHA, ‘2020 Humanitarian Needs Overview’.

83 There are reports that this option has remained limited in GCA.

84 The calculation is based on anecdotal evidence from field staff.

substantive closure in March 2020. Considering the time spent on making the detour, there are additional health risks for the older population. For example, in case of a sudden deterioration of health, there are limited opportunities to receive timely medical assistance. In addition, the situation was particularly dire for vulnerable populations, including the older population and pensioners, during the application of administrative fines by Ukraine for entering GCA after crossing the uncontrolled part of the Russian-Ukrainian border where NGCA residents had to pay between UAH1,700-5,100 (\$64-192) for the first violation of crossing procedures and up to UAH8,500 (\$320) for any repeated violation within a year, while having an average pension of between \$111 and \$185 a month. To alleviate the hardship of the NGCA population, Ukraine abolished the fines in June 2021 for journeys to GCA undertaken for humanitarian purposes.<sup>85</sup>

**While the adoption of a remote verification mechanism for NGCA pensioners with the Pension Fund of Ukraine through Oschadbank is a welcome development, concerns remain.** Remote verification through the “Diia” app, which is now equivalent to undergoing mandatory physical verification at Oschadbank in GCA, allows NGCA pensioners to retain their entitlements. The remote verification with the Pension Fund through Oschadbank is separate from the verification and renewal of the IDP certificate.<sup>86</sup> At the time of writing this HNO, and for the period of the COVID-19 pandemic, the Government of Ukraine has suspended the physical verification requirement since March 2020, until 30 days after the quarantine period ends. As a consequence, the digital verification of IDP certificate has not yet been tested. All types of online verification might be problematic for the most vulnerable groups of people, including NGCA pensioners and persons with disabilities, since many of them lack the necessary documents to obtain an e-signature in the “Diia” app,

and may be able to afford laptops or smartphones, or can otherwise not access online services. It is too early to tell whether the remote verification will have a meaningful impact in facilitating access to services for NGCA residents, considering their limited access to internet, low level of digital literacy and the persisting need to cross to GCA at some point, even if some steps of the administrative processes become available online. Vulnerable persons in NGCA, especially older persons and persons with disabilities, are unlikely to have the capacity to access digital/remote services without assistance.

## Women

**Women and girls constitute the majority of the 2.9 million people in need** (54 per cent or 1.6 million people). Moreover, in GCA, 71 per cent of heads of households are female. The percentage is even higher for the population aged over 60, where the share of female-headed households is 88 per cent.<sup>87</sup> While women are more likely to head households in the conflict-affected areas of Ukraine, they are also more likely to have multi-sectoral needs compared to men.<sup>88</sup> The situation in NGCA is expected to be similar, but no reliable and consistent data are available.

**Women have been disproportionately affected by COVID-19-related restrictions.** More than half of women (56 per cent) have reported that household chores and childcare affected their work during the quarantine, with 10 per cent having to work at night due to the housework they did during the day.<sup>89</sup> In addition, according to the Public Employment Centre, during the quarantine period, women and men were equally receiving the unemployed status, but men entered employment much more often than women.<sup>90</sup> The situation is expected to be more severe due to the unstable security situation and limited livelihoods opportunities that further shrank due to COVID-19.

<sup>85</sup> See section Existing legal and policy framework.

<sup>86</sup> Pensioners and other NGCA inhabitants have to be registered as IDPs, in order to obtain pensions and other entitlements in GCA.

<sup>87</sup> REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

<sup>88</sup> *Ibid.*

<sup>89</sup> UNDP, ‘Impact of COVID-19 on Women’s Rights in Ukraine’, November 2020.

<sup>90</sup> *Ibid.*

Female pensioners, particularly those residing in NGCA, are reported to be in a particularly vulnerable situation. As women's pensions were on average 30 per cent lower than those of men, the costs involved for crossing the "contact line" or transit through the Russian Federation to collect pension payments in GCA have a higher negative economic impact on them.<sup>91</sup>

**Women and girls constitute around one-third of civilian casualties, but the actual death or injury due to ongoing hostilities or ERW and mines impacts also their livelihoods and socio-economic situation.**

According to a recent OSCE report, a male death or injury might lead to increased socio-economic hardships for women, which could manifest in an increase of unpaid care work, additional economic strains, and heightened mental health risks.<sup>92</sup>

**Increased economic challenges encountered by women compared with men put them at higher risk of gender-based violence (GBV), and becoming targets of sexual exploitation and trafficking,** particularly among the population affected by the conflict. Some 10 per cent of respondents survived incidents of domestic violence before the quarantine, with half of them (56 per cent) reporting worsening of domestic violence during COVID-19 restrictions.<sup>93</sup> It is likely that GBV cases have been significantly underreported while quarantine restrictions remain in place, since living with the perpetrators prevents women and girls from reporting instances of violence.<sup>94</sup> GBV cases are also less likely to be reported in conflict areas due to military presence, a lack of security, the absence

or erosion of the rule of law and the pervasiveness of actual or perceived impunity of the perpetrators.<sup>95</sup> Women generally report having a (misplaced) sense of shame and guilt, fear of further victimization, a lack of financial independence, stigma within their community, and lack of awareness of how and where to seek help as the main obstacles preventing them from reporting abuse and violence.<sup>96</sup> Moreover, between December 2019 and May 2021, OSCE documented the receipt of multiple reports of episodes of transactional sex as a survival tactic.<sup>97</sup>

**Around 56 per cent of women in Donetsk and Luhansk oblasts (GCA) reported the availability of complaints mechanisms from aid providers<sup>98</sup>** and a high preference to receive information from international aid agencies (69 per cent).<sup>99</sup>

**Internally Displaced People (IDPs)**

**IDPs in Ukraine enjoy a favourable protection environment,<sup>100</sup>** with local integration as the preferred durable solution. The main challenges around the protection of IDPs in 2022 are related to de-linking access to services and benefits from IDP registration, expanding access to housing programmes, promoting economic inclusion and finding solutions to IDPs still living in collective centres.<sup>101</sup>

**The majority of IDPs have no intention to return.**

Eighty-two per cent of IDPs have lived in their current settlement for over three years. While 19 per cent of IDPs intend to return to their places of origin after the end of the conflict, 39 per cent have no intention

91 *Ibid.*

92 OSCE SMM, 'Thematic Report on Gender Dimensions of SMM Monitoring: Women's Perceptions of Security and their Contributions to Peace and Security', 2021.

93 UNDP, 'Impact of COVID-19 on Women's Rights in Ukraine', November 2020.

94 *Ibid.*

95 Amnesty International, 'Not a Private Matter: Domestic and Sexual Violence Against Women in Eastern Ukraine', 2020.

96 *Ibid.*

97 OSCE SMM, 'Thematic Report on Gender Dimensions of SMM Monitoring: Women's Perceptions of Security and their Contributions to Peace and Security', 2021.

98 REACH, 'Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine', July – August 2020.

99 REACH, 'Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine', July – August 2021.

100 The Government's IDP figures differ from the humanitarian baseline estimation, as they also include NGCA residents who still live in their place of origin/habitual residence but are registered as IDPs to be able to access State services, pensions and social benefits.

101 Sectoral Analysis, Protection.

to return.<sup>102</sup> Thirty-nine per cent of IDPs stated they had only partially integrated, while 50 per cent said they were fully integrated. An IOM report indicates that the employment rate among respondents who acknowledged feeling partially integrated was lower (38 per cent) compared to those who felt fully integrated (52 per cent).<sup>103</sup>

**The economic situation of vulnerable IDPs remains dire**, with half of the people surveyed during the first quarter of 2021 noting that they have “enough money only for food” or they have “to limit even food expenses”.<sup>104</sup> The situation is reported to be worse among IDPs aged 60 and above and persons with disabilities, with 67 per cent and 69 per cent of respondents, respectively, reporting to be in a similarly complicated situation.<sup>105</sup>

**The average monthly income per IDP household member of UAH3,651 (\$137) is 14 per cent lower than subsistence level**<sup>106</sup> (UAH4,224 or \$159) and 40 per cent less compared to the average income per household member across the country (UAH6,267 or \$235 as of December 2020). Salaries and government support for IDPs remained the largest source of income (60 and 54 per cent, respectively), with female-headed households with children, the older persons and families with a member with a disability reporting to be more reliant on government support.<sup>107</sup>

**Among all existing concerns, long-term and permanent housing solutions remain the priority for IDPs, which is considered a precondition for successful integration.** The majority of IDPs spend a high proportion of their income on rent, which leaves them with a bare minimum to cover their other basic needs. At the same time, available housing solutions

are not available at the level required to meet the needs of the most vulnerable IDPs. The affordable housing programme, which envisages the 50/50 split of the housing cost between the state and an IDP household, and various preferential mortgage schemes are in the highest demand among IDPs.<sup>108</sup> Yet, the amount of available funding – about UAH340 million (\$12.8 million) envisaged in the 2021 national budget and EUR25.5 million (about \$30 million) under an agreement with the state-owned German development bank KfW – is far below the level required to meet the needs of hundreds of thousands of people in long-term housing. According to a market analysis done by an Association of Real Estate Professionals, depending on the region, apartments worth \$30,000 to \$50,000 are in the highest demand in the secondary market in Ukraine.<sup>109</sup> Therefore, the allocated 2021 financing for housing programmes would provide long-term solutions for only several thousand IDP families. Further, IDPs still reside in around 160 collective centres all over Ukraine, most in Dnipropetrovska, Donetska and Kharkivska oblasts. Residents include some 1,800 older persons and 1,500 children under 18. Humanitarian partners identified winterization support, individual legal support and durable housing solutions the main requests from residents of collective centres.<sup>110</sup>

**Different groups of IDPs continue to encounter varying challenges in host communities.** For female-headed households with children, unemployment remains a primary issue, while for households with persons with disabilities, access to health-care services and medication is a major concern. People aged 60 and above were primarily preoccupied with the lack of opportunities to return

102 OSCE SMM, ‘Thematic Report on Gender Dimensions of SMM Monitoring: Women’s Perceptions of Security and their Contributions to Peace and Security’, 2021.

103 *Ibid.*

104 IOM, ‘National Monitoring System on the Situation of Internally Displaced Persons, September 2020’, March 2021.

105 *Ibid.*

106 According to the Ministry of Social Policy of Ukraine.

107 IOM, ‘National Monitoring System on the Situation of Internally Displaced Persons, September 2020’, March 2021.

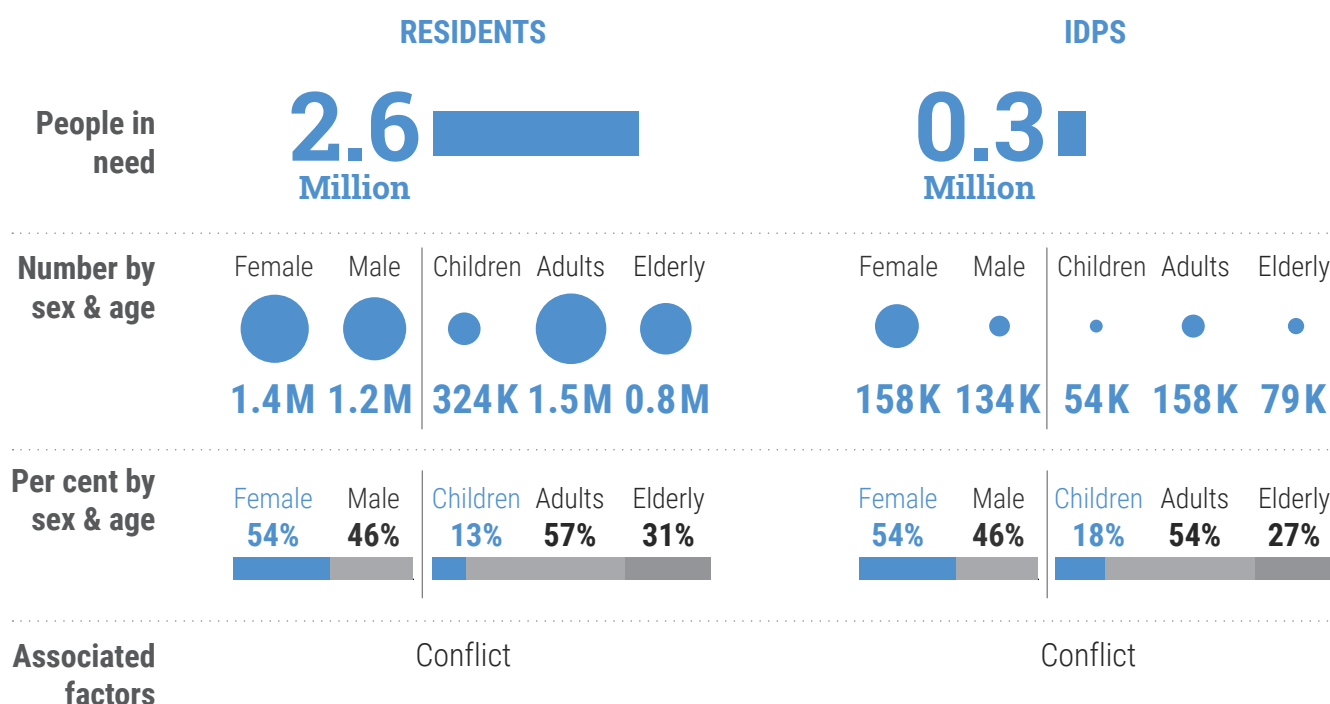
108 NRC, ‘Report on Housing for IDPs in Ukraine: Steps Towards Durable Solutions’, August 2021.

109 Ukraine Business News, ‘The cost of housing: + 7% secondary, + 15% primary. What’s next?’, 24 June 2021.

110 Sectoral Analysis, Shelter



## Severity of humanitarian conditions and number of people in need



to their permanent place of residence in the conflict-affected region.<sup>111</sup>

**The COVID-19 pandemic has put additional strain on the psychological state of IDPs**, whose mental health is already affected by conflict-related trauma and bereavement. Most of the respondents were worried about their health and the health and safety of their close ones (69 and 73 per cent, respectively). Between December 2020 and March 2021, over 50 per cent became more concerned about their financial situation and the possibility to afford necessary food and medicines.<sup>112</sup>

**Around 66 per cent of IDPs living in Donetsk and Luhanska oblasts (GCA) reported the availability of**

**complaints mechanisms to aid providers**<sup>113</sup> and high preference to receive information from international aid agencies (73 per cent).<sup>114</sup> Fifty-one per cent of IDPs living in the two conflict-affected oblasts (GCA) reported wanting to receiving information about how to register for aid.<sup>115</sup>

### Persons with disabilities

**Persons with disabilities face increased barriers in accessing health care and other social services, food, employment and education.** Many older persons with disabilities do not have an official disability certificate, which does not allow them to receive a disability allowance from the Government of Ukraine.<sup>116</sup> The poorer physical condition of persons with disabilities makes them more susceptible to severe cases

111 IOM, 'National Monitoring System on the Situation of Internally Displaced Persons, September 2020', March 2021.

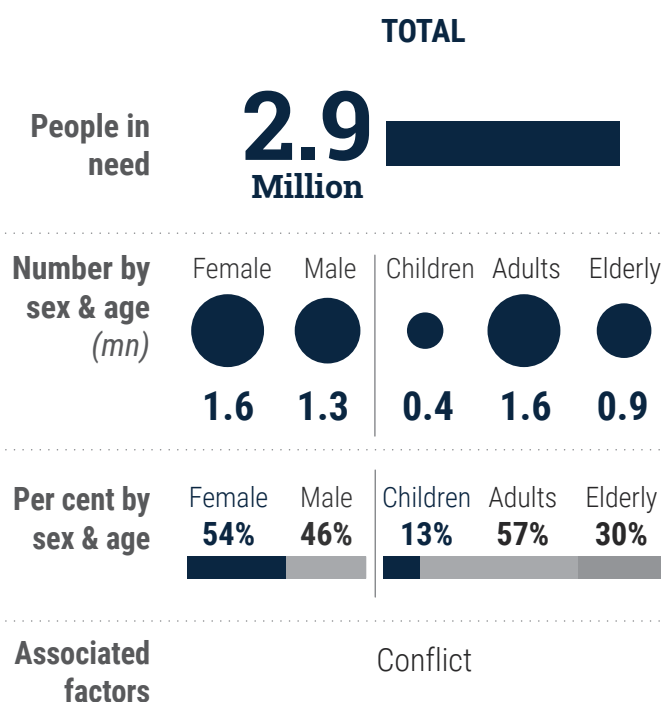
112 *Ibid.*

113 REACH, 'Humanitarian Trends Analysis in GCA of Donetsk and Luhanska oblasts, Ukraine', July – August 2020.

114 REACH, 'Humanitarian Trends Analysis in GCA of Donetsk and Luhanska oblasts, Ukraine', July – August 2021.

115 *Ibid.*

116 WHO, 'Access to Health-Care Services for Older Persons and Persons with Disabilities Living in Eastern Ukraine along the "Contact Line", 2021.



of COVID-19 and increases their chance of not recovering from it.

**While the provision of a broad range of governmental services through the “Diia” app are commendable,** the older population and persons with disabilities may have limited opportunities to access these services, unless measures are taken to enhance accessibility. With one in three people in need being over 60 years, and more than one in ten people in need having a disability,<sup>117</sup> a significant segment of the most vulnerable population in NGCA may lack the ability, the infrastructure and the tools (i.e., smartphone) to access these Government services online. They may continue to have to undergo a cumbersome journey to GCA, or face the loss of entitlements and benefits, or have to find reliable assistance for these services.

**In addition, the lack of information and communication in modes accessible to persons with hearing disabilities and blind persons, such as sign language, close captioning, braille, etc.,** impedes their access to Public Health and Social Measures (PHSM), including the latest news on protective measures and lockdowns. Pre-pandemic, persons with disabilities, particularly women and girls, already experienced higher rates of violence than the general population. The prolonged isolation and reliance on family members and caregivers during lockdown presents heightened risks of violence, including a lack of accessible information and accessible mechanisms to seek help.

### Children

**Some 1 million children are estimated to be affected by the ongoing armed conflict in Donetsk and Luhansk oblasts, with 380,000 in need of assistance and protection.** A generation growing up in Donetsk and Luhansk oblasts has never experienced life outside the conflict and deem ongoing hostilities as “normal”. Since the beginning of the conflict, more than 750 education facilities have been damaged and many more have experienced disruptions to education. It is estimated that over 700,000 children and teachers in more than 3,500 education facilities in these two oblasts have been affected by the hostilities. Over 250,000 children living near the “contact line” regularly experience shelling and exposure to landmines and ERW, which has made them more prone to physical injuries and mental health issues.<sup>118</sup>

**Access to education for some 614,000 children<sup>119</sup> in Donetsk and Luhansk oblasts continued to be significantly affected by COVID-19, related restrictions and the deteriorating economic situation of families with children.** Among households with school-aged children (20 per cent), 14 per cent reported that at least one of their children could not attend in-person classes for at least one month during the academic year, with health-related issues reported to be one of

<sup>117</sup> JIAF.

<sup>118</sup> Education Cluster.

<sup>119</sup> UNICEF, ‘Humanitarian Action for Children’, 2021.

the main obstacles.<sup>120</sup> Twenty-five percent of families with school children reported problems with distance learning. This proportion is significantly higher in rural areas close to the “contact line”, where 47 per cent of families reported experiencing issues with distance education.<sup>121</sup> Almost half (42 per cent) of families noted that they were unable to buy all required school supplies for their children, which is a significant increase from 27 per cent reported in 2019.<sup>122</sup>

**Access to education for children with disabilities residing in conflict-torn Donetsk and Luhanska oblasts is severely limited.** Ninety-eight per cent (98 per cent) of families with school-age children with disabilities reported that the lack of inclusive environment, including infrastructure, is a main obstacle to attending schools.<sup>123</sup> In addition, at least 42,000 children, including children with disabilities, were sent home from boarding schools without prior verification of their family conditions, putting them at further risk of abuse and neglect.<sup>124</sup>

### Impact on systems and services

**The conflict has caused significant damage to systems and services in the affected areas,** impacting transport and road infrastructure, energy, and water, among others. The division of the Donetsk and Luhanska oblasts by the 427-kilometre “contact line” disrupted a well-established network of services, transport and market links, with over 200,000 people living in GCA communities close to the “contact line” now cut off from essential services and local markets due to insecurity, absence of public transportation, and lack of employment opportunities. The gaps in access to services, for instance health, banking and postal services – essential for the payment of pensions and other entitlements – were reported to

be more pronounced in the settlements with small populations.<sup>125</sup> These findings dovetail with the intersectoral needs assessment, which found four geo-zones close to the “contact line” in GCA in extreme severity (level 4).

**The decentralization process risks disrupting essential services during its transitional phase, with concerns over long-term prospects.** The decentralization reform described under Political Context in chapter 1.1, coupled with other ongoing reforms in multiple sectors, is complex. The reform impacts local budgets, establishment or re-arrangement of service centres, and thus access to services, at a time when fragile systems already struggle with additional shocks such as COVID-19 and the energy crisis. Service centres were re-assigned on a territorial basis and they now can only cover the territory of the hromradas or CMAs in which they are located, with some CMAs experiencing significant delays in appointing a head, impacting the functioning of the new entities, and, as a consequence, the provision of services.<sup>126</sup> At the end of November 2021, the head of the final outstanding CMA in Donetsk oblast was appointed. Further, central government decisions with a significant financial impact are to be implemented at hromrada/CMA level, with most of the financial burden to be shouldered by the hromradas/CMAs themselves. Long-term unfavourable development prospects in the conflict-affected areas are also of concern, as hromradas/CMAs need to collect and sustain optimal levels of income vis-à-vis the needs of the population, while taking on new responsibilities of local authorities in terms of service provision.

120 REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

121 *Ibid.*

122 *Ibid.*

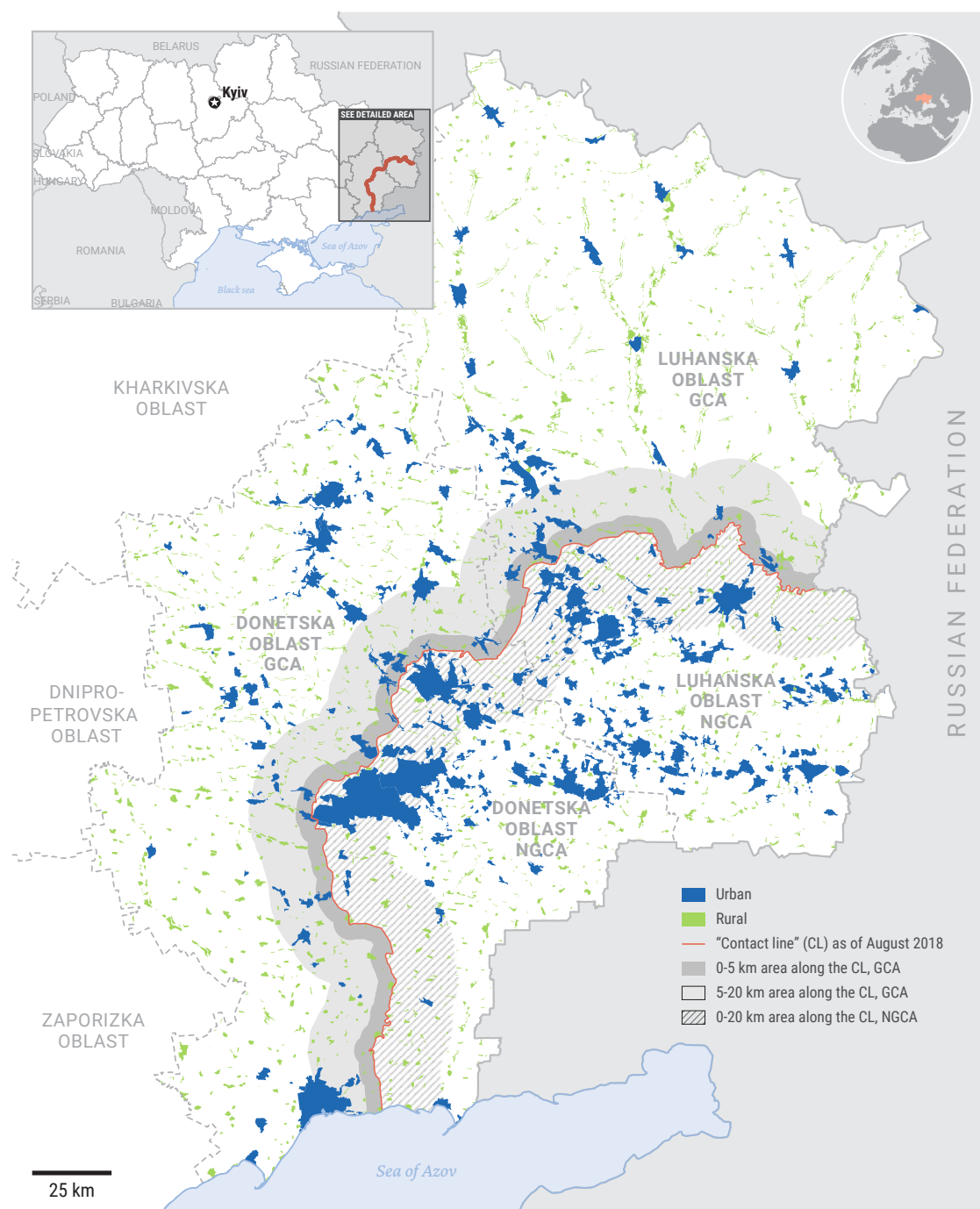
123 REACH, ‘Multi-Sector Needs Assessment in – Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

124 UNICEF, ‘Humanitarian Action for Children’, 2021.

125 UNHCR, ‘Protection Monitoring in 98 communities in the 0-5 km zone from the “contact line”’, February 2021.

126 Due to security consideration, local elections in 18 frontline communities, reschedule for March 2021, in GCA of Donetsk and Luhanska oblasts were not held.

## Urban and rural areas in Donetsk and Luhanska oblasts of Ukraine



Source: Verkhovna Rada Webportal (data), OCHA, Kartographia

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

**While information for NGCA is inconsistent and unreliable, people are reported to increasingly rely on local coping mechanisms to adjust to the substantive closure of the "contact line",** by relying on services provided by the NGCA and the Russian Federation. Reportedly, only very basic needs can be covered by these systems, which are insufficient to ensure

protection and relief. This corresponds to the findings of the intersectoral needs analysis in NGCA, which show "extreme severity" across all NGCA geo-zones. Furthermore, humanitarian assistance in NGCA is seen by local partners as restricted and not the primary source of relief for affected populations, as assistance faces delays due to multiple layers of bureaucratic

procedures, limitations on types of activities that can be implemented and controlled. By October 2021, less than 10 per cent of the targeted population in NGCA has been assisted with protection activities which are perceived as too sensitive to be implemented.<sup>127</sup>









**The COVID-19 pandemic has forced health-care facilities to shift available resources to respond to COVID-19 in GCA of Donetsk and Luhansk oblasts.** The response to the COVID-19 pandemic reportedly resulted in the reduction of non-COVID-19 service provision in 36 per cent of surveyed hospitals in GCA. Other essential medical services, such as HIV/AIDS and tuberculosis programmes, dialysis and treatments for other chronic illnesses requiring continuous care in health facilities, were deprioritized.<sup>128</sup> Almost 60 per cent of primary health care centres are reportedly supporting self-care interventions where appropriate.<sup>129</sup> The situation has pushed the region's already struggling health facilities to their limits, with reports that they face human resource shortages between 30 to 50 per cent in COVID-19 designated hospitals.<sup>130</sup> In 34 settlements along the "contact line" access to first aid stations remains extremely difficult with no access (within walking distance) to the pharmacies in 51 settlements.<sup>131</sup> Furthermore, due to security considerations, ambulance services are not accessible to the residents of 24 frontline communities.<sup>132</sup> There is no reliable or consistent information available for NGCA frontline communities.

**Attacks on critical water infrastructure continue to hamper access to basic services for hundreds of thousands of residents.** Water, sanitation and electricity infrastructure located on or near the "contact line" continue to experience security incidents. In the first ten months of 2021, there were 20 security

incidents which affected the supply of clean water and sanitation in the conflict-affected areas, which represents the lowest number of incidents since the inception of the monitoring system in late 2016.<sup>133</sup> Despite this significant drop, some critical infrastructure has been repeatedly hit, including for example the First Lift Pumping Station of the South Donbas Water Way, which supplies clean water to 1.1 million people. The facility was impacted four times during the first ten months of 2021. While most of individual water stoppages were of short duration, WASH Cluster partners would not have the capacity to cover the gaps in case there would be prolonged water stoppages.<sup>134</sup> Furthermore, long delays in securing "windows of silence" for emergency repair of damaged water pipelines can impact the centralized heating operations, which started in mid-October 2021. Attacks against critical WASH infrastructure may lead to the suspension of services, leaving many people with limited or no access to water, sanitation, or heating.

### Incidents against WASH facilities in 2021<sup>135</sup>

*Number of incidents*

MONTH	INCIDENTS	MONTH	INCIDENTS
January	4 	July	2 
February	0	August	0
March	4 	September	3 
April	0	October	2 
May	4 	November	3 
June	1 		

<sup>127</sup> Protection Cluster Response Monitoring.

<sup>128</sup> 'HRP Ukraine Revised Requirements due to the COVID-19 Pandemic', June 2020.

<sup>129</sup> COVID-IMST / WHO and Health Cluster, Presentation on the Impact of COVID-19 on EHS (Essential Health Services) Preliminary assessment finding in GCA, September 2021.

<sup>130</sup> Health Cluster, 'COVID-19 in Donetsk oblast: Hospital Readiness and Capacity Assessment', January-March 2021; 'COVID-19 in Luhansk oblast: Hospital Readiness and Capacity Assessment', November 2020.

<sup>131</sup> UNHCR, 'Protection Monitoring in 98 communities in the 0-5 km zone from the "contact line"', February 2021.

<sup>132</sup> *Ibid.*

<sup>133</sup> WASH Cluster monitoring system of the security incidents against WASH infrastructure.

<sup>134</sup> WASH Cluster, 'WASH Cluster Alert Bulletin', September 2021.

<sup>135</sup> WASH Cluster.







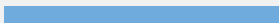




**Some of the critical infrastructure, including the Voda Donbasu Water System, the main company supplying clean water to 3.9 million people on both sides of the “contact line”, was already ageing and fragile before the start of the conflict and is in critical need of repairs.**<sup>136</sup> Additionally, changes in the management structure of Voda Donbasu and a confusing strategy for how to facilitate the repayment of its huge debts, which have resulted from operating in a conflict zone, seriously threaten the operation of the system, posing an additional risk to the access to clean water for millions of people. Water is also critical for staying warm in winter. Up to 73 per cent of households rely on water to heat their homes, either because they use centralized city heating networks, or because they use a household level boiler.<sup>137</sup> Almost one third of households in the GCA of Luhanska and Donetsk oblasts need help with water supply, ranging from lack of access to any improved water source to unhygienic water storage.<sup>138</sup> Residents of isolated settlements are hardest hit by the disruptions as they lack alternative water sources. In light of the COVID-19 pandemic, the lack of water affects the ability of people to wash their hands in accordance with hygiene recommendations to contain the spread of the virus, while 13 per cent<sup>139</sup> of households are reported in need of normal hygiene assistance

**While the adoption of the first national SSD Action Plan in August 2021 is a positive and timely development, education infrastructure is still being impacted by hostilities.** According to the Education Cluster, education facilities came under attack 12 times from January to November 2021, with 11 incidents recorded in NGCA and one in GCA, which represents an increase compared to the 2020 calendar year, when ten incidents were recorded in NGCA and one in GCA. While only minor damage to infrastructure was recorded, the impact on the physical and mental health of children and educators is substantive. The worst

year for education infrastructure was 2017, when 43 facilities were damaged.<sup>140</sup>

### Incidents against education facilities in 2021<sup>141</sup>

*Number of incidents*

MONTH	INCIDENTS	BY GCA / NGCA
January	0	0 / 0
February	1	1 / 0 
March	1	1 / 0 
April	0	0 / 0
May	2	2 / 0 
June	0	0 / 0
July	1	1 / 0 
August	4	4 / 0 
September	1	1 / 0 
October	2	1 / 1  
November	3	3 / 0 

**COVID-19 continues to disrupt children’s access to education, which, for many had been challenging even prior to the pandemic.** While educational facilities in GCA switched to distance learning or extended holidays during the spring wave of the pandemic, during the current wave the continued operation of education facilities is subject to a 100 per cent vaccination rate of all educators and support staff, if the location is subject to the “red zone restriction”. While schools in Donetsk and Luhanska oblasts have reported a vaccination rate of 85 per cent among staff by mid-November,<sup>142</sup> representing the highest rates across the country, the rate is still insufficient

<sup>136</sup> UNICEF, ‘Risk Assessment of the “Voda Donbasu” Water System’, October 2019.

<sup>137</sup> WASH Cluster, ‘Study of Humanitarian Needs in Eastern Ukraine’, November 2021.

<sup>138</sup> *Ibid.*

<sup>139</sup> *Ibid.*

<sup>140</sup> Education Cluster, ‘Attacks on Education in Ukraine, Situation Report’, May 2020.

<sup>141</sup> Education Cluster.

<sup>142</sup> According to Education Cluster.

to continue face-to-face learning during the “red-zone” restrictions in place. As a result, schools switched to distance learning. Distance learning was reported to also be imposed in Luhanska and Donetsk oblasts (NGCA) around the same time.

**While distance learning was introduced to bridge the gap in education, children are facing barriers in accessing these services due to the lack of or poor internet connections, absence of necessary learning and teaching equipment as well as limited capacity of teachers to arrange classes online.** According to the Education Cluster, the so called “learning loss” in the 2020-2021 school year has been estimated at 20-30 per cent. The interruption in education, gaps in childcare, and absence of the school bus service are particularly pronounced in the conflict-affected areas.

**On a positive note, despite movement restrictions, 2,083 graduates of schools in NGCA entered higher education institutions in GCA in 2021,** the highest number recorded since 2016.

**COVID-19-related movement restrictions imposed on crossing the “contact line” continue to hamper people’s access to essential services, pensions and other entitlements.** While the EECP “Stanytsia Luhanska” in Luhanska oblast has been mostly operational (except for the one-month closure from 9 October to 10 November 2021 due to the worsening epidemiological situation), crossing to GCA via the EECP “Novotroitske”/“Olenivka” in Donetsk oblast has been exceptionally permitted by NGCA entities only based on pre-approved lists in accordance with humanitarian exceptions. Since the movement across the “contact line” remained limited to certain categories of people, a number of NGCA residents were reported to opt for an expensive and cumbersome transit through the Russian Federation, which is explained in detail under 1.2 “Impact on People”.

**While the COVID-19 crisis added additional impetus to the digitalization of public services in Ukraine, those who do not have or are unable to use smartphones are disadvantaged at the crossing points during the COVID-19 pandemic.** The mandatory requirement

to use a smartphone app to monitor self-isolation made crossing the “contact line” more difficult for people without smartphones or internet connection. On 29 December 2021, Ukraine’s Cabinet of Ministers announced the lifting of mandatory COVID-19-related requirements for entering GCA via the EECPs on the “contact line”. This decision came into force on 30 December. Furthermore, the decision removed the obligation for people to install the mobile phone application “Dii Vdoma” and self-quarantine when entering GCA. This development is a positive step towards removing obstacles hindering freedom of movement.

**While the provision of a broad range of governmental services such as remote verification through the “Diia” app and other online services are commendable, older persons and persons with disabilities may have limited opportunities to access these services, unless measures are taken to enhance accessibility.** Please refer to section 1.2 Impact on People for a more detailed analysis.

### Impact on humanitarian access

*This section looks at humanitarian workers’ access to people in need. For people’s access to systems and services, please refer to the previous section Impact on Systems and Services.*

**Since the beginning of the conflict, access to the affected population for humanitarian organizations has been subjected to the dynamics of the conflict, the intensity of military confrontations, political and diplomatic developments and, since 2020, the COVID-19 pandemic.** In NGCA, access for the delivery of humanitarian assistance and for the movement of staff has been extremely limited since July 2015, when most aid agencies were asked to leave NGCA. Despite the extremely limited access for the provision of humanitarian assistance and for the movement of staff in NGCA, humanitarian organizations have managed to maintain the delivery of humanitarian programmes over the last six years, striving to respond to critical needs of the population.

**Against the backdrop of severely impeded access**

**to affected populations, coupled with high needs in NGCA, 2021 saw some modest positive developments in physical humanitarian access to Luhanska oblast (NGCA).** Access to Luhanska oblast (NGCA) was particularly challenging due to the lack of crossing points for vehicles from GCA to NGCA, coupled with a cumbersome web of bureaucratic impediments for cargo transit, via Donetsk oblast (NGCA).

**As of 2021, regular pedestrian crossing by humanitarian staff is now possible through the EECP “Stanytsia Luhanska”,** subject to prior approval. Humanitarian staff have to submit a written request to NGCA seven days in advance prior to an intended crossing for work purpose. Any humanitarian supplies, if required, are also to be included in the letter. In case of personal movement, the crossing procedures are the same as for the population, which limits crossing to one time per month.

**For the first time in the history of the conflict, in 2021 humanitarian convoys were permitted to cross directly from GCA to Luhanska oblast (NGCA), subject to prior approval.** The EECP “Shchastia”, located in Luhanska oblast, has been open for humanitarian cargo since March 2021. Prior to this, and contingent to permits, humanitarian convoys had to drive from GCA through the EECP “Novotroitske” and transit through Donetsk oblast (NGCA). Alternatively, humanitarian goods had to be carried by hand via the pedestrian bridge at the EECP “Stanytsia Luhanska”, as the bridge is not suitable for heavy vehicles. The mechanism remains cumbersome and cannot be used for urgent movements of cargo. In order to organize the delivery of humanitarian cargo, both GCA and NGCA have to be notified in advance. For GCA, the notification includes the submission of cargo specifications to MRTOT in order to obtain a permit, and a subsequent written notification about the upcoming movement to the Joint Force Operation (JFO) 48 hours in advance, including information on cargo, vehicles and drivers. For NGCA, a written notification with information on cargo, vehicles and drivers has to be submitted 14 days in advance.

The opening of the EECP “Shchastia” resulted in increased capacity to regularly deliver assistance to Luhanska oblast (NGCA), with some 751 MT delivered between January and November 2021, compared to 387 MT during the same period in 2020.<sup>143</sup> Further, the movement of humanitarian staff through the EECP “Shchastia” has become also possible on the days of humanitarian convoy movements.

**More humanitarian activities have been allowed in both NGCAs,** including projects and activities funded by the Ukraine Humanitarian Fund (UHF). This resulted in more people in NGCA receiving aid in 2021 (285,000 people by the end of September, more than half of whom were women and almost 14 per cent persons with disabilities,<sup>144</sup> compared to 266,000 people for the entire 2020).<sup>145</sup>

**Nevertheless, the adjustments to the physical access regime to NGCA for humanitarian actors and the slight increase in the number of projects approved for some humanitarian activities did not lead to improved access for protection activities, which remain extremely restricted in areas beyond the Government’s control.** Only 26,400 people had been reached with protection services and assistance inside NGCA by the end of September 2021, which constitutes just 7 per cent of the annual target.<sup>146</sup> Mine Action and GBV activities are still a major gap due to limitations imposed in NGCA, while core and fundamental protection services such as psychological support, legal aid and individual counselling are still not accepted in NGCA.

**Needs assessments remain challenging in NGCA,** affecting needs-based programming, prioritization and accountability to affected population (AAP) as well as impacting the relevance and adequacy of humanitarian response.

**Furthermore, impartial access to humanitarian assistance remains another constraint,** as organizations still have to rely primarily on lists

143 According to the Logistic Sectoral Working Group (co-facilitated by UNHCR and OCHA).

144 OCHA, ‘2022 Humanitarian Needs and Response Overview, 2022’, available under this [link](#)

145 OCHA, ‘2020 HRP End-of-Year-report’ available under this [link](#)

146 Protection Cluster, ‘5W quarterly reporting’, covering January – September 2021.

of beneficiaries provided by NGCA entities (the needs of all people assisted are verified by humanitarian partners).

**The pre-existing access issues, particularly in NGCA, remain challenging and are further aggravated by COVID-19.** Humanitarian actors' ability to reach populations in need in NGCA continues to be hindered by bureaucratic impediments, especially by a three-step registration process, first for organizations, then for the actual project and once these permits are obtained, a permit for the actual distribution. Those procedural requirements to obtain permissions to operate remain cumbersome, resulting in the unpredictability of programme implementation, particularly in Luhanska oblast (NGCA).

**The number of implementing partners in NGCA remains limited, especially in Luhanska oblast (NGCA).** Out of 83 organizations engaged in the collective coordination structures as of June 2021, some 22 organizations are operational in NGCA. These include six UN agencies, eight international non-governmental organizations (INGOs), two international organizations, and six local NGOs. Since 2019, three new international NGOs<sup>147</sup>

have applied for the so-called permission to have physical presence and perform direct implementation in NGCA, one was rejected and the other two are awaiting response from the entities in control.<sup>148</sup>

**Movement for humanitarian workers to/from NGCA and between the two NGCA territories remains subject to frequent changes of procedures, mostly related to COVID-19.** In Donetsk oblast (NGCA), the movement of humanitarian personnel and operational consumables of UN agencies across the "contact line" has been possible on an exceptional basis twice a week, subject to prior notification. In Luhanska oblast (NGCA), international staff of humanitarian organizations are not permitted to stay longer than 90 days over a six-month period. Additionally, humanitarian workers, particularly international humanitarian staff members, face COVID-19 restrictions in moving between the two oblasts in NGCA despite the removal of the "internal" checkpoints in September 2021. All this has negatively impacted humanitarian staff's well-being in NGCA, particularly as they remain under growing pressure amid the COVID-19 situation.

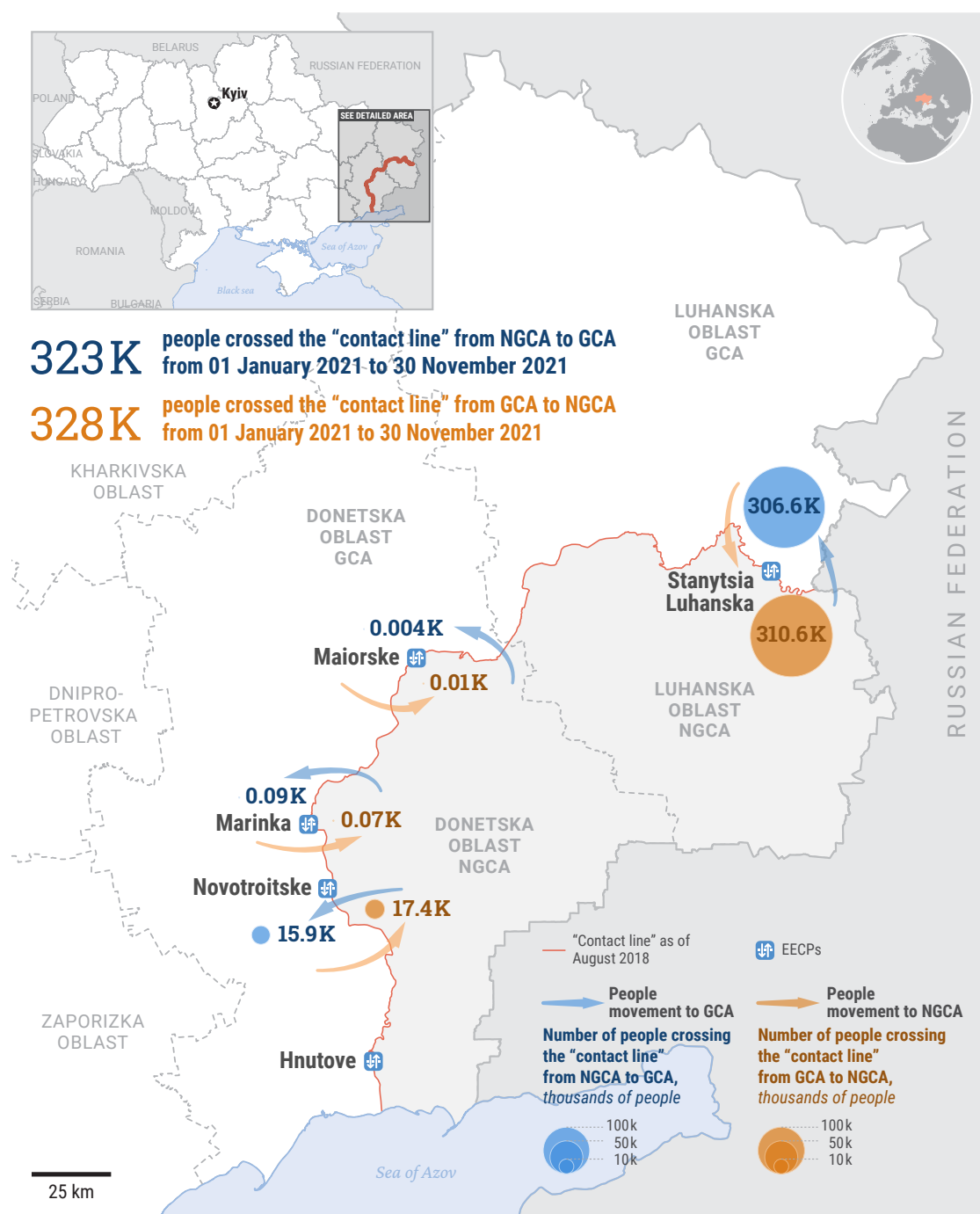
<sup>147</sup> Two of these international NGOs had presence in Luhanska oblast NGCA prior to July 2015 when the bureaucratic requirement was introduced by the entities in control, while the other one has never had physical presence in either of the NGCAs.

<sup>148</sup> This figure does not count any new international humanitarian organizations that attempt to gain access or have received access through local implementing partners.

## Crossings of the "contact line", (1 January 2021 – 30 November 2021)

Source: State Border  
Guard Service  
(SBGS) of Ukraine

The boundaries and  
names shown and the  
designations used on  
this map do not imply  
official endorsement  
or acceptance by the  
United Nations.





## 1.3

## Scope of Analysis

**The overall scope of analysis for the 2022 HNO remains unchanged.** The focus of analysis is on the conflict-affected Donetsk and Luhansk oblasts on both sides of the “contact line” (GCA and NGCA), and on the IDP population living in GCA and other oblasts of Ukraine.

**The affected population can be divided into two main groups:** those internally displaced throughout Ukraine, and those who reside in the two oblasts which are directly affected by armed conflict (Donetsk and Luhansk). People registered as IDPs in GCA but living in NGCA are counted as NGCA population, to avoid double counting.

**The geographical units for analysis are no longer guided by distance from the “contact line”,** which was the methodology used in previous years.<sup>149</sup> The previous methodology divided the conflict-affected oblasts in 10 zones, by distance from the “contact line”, allowing for a broad analysis of needs, based on a somewhat arbitrary definition of geographical units. For the 2022 HNO, the geographical units of analysis are aligned with the official administrative boundaries, which, in GCA, capitalizes on the administrative reform that came into effect in January 2021 as part of the decentralization reform. The new methodology allows for a more granular analysis of needs, corresponding to official boundaries and administrative authorities, taking into account particularities of the areas closer to the “contact line”, as well as urban and rural areas.

**In Donetsk and Luhansk oblasts (GCA), there are 72 hromadas and 19 CMAs (both at admin 3 level),<sup>150</sup> which for the purpose of the 2022 HNO analysis were grouped into nine geo-zones,** taking into account the

official classification of their characteristics (urban or rural). Aligning the geographical units of analysis with the official administrative boundaries also allows, to the extent possible, the analysis of services available to the population. This approach is hoped to better inform the response, so that humanitarian actors can build upon or strengthen the existing systems and networks, as opposed to replacing or substituting them.

**In Donetsk and Luhansk oblasts (NGCA), the reform of administrative boundaries was not implemented.**

The geographic units of analysis are based on the pre-existing administrative boundaries at raion and city council level (municipality level).<sup>151</sup>

**A total of 16 geo-zones were used for the 2022 HNO analysis in the conflict-affected areas,** nine in GCA (five in Donetsk oblast and four in Luhansk oblast) and seven geo-zones in NGCA (four in Donetsk oblast and three in Luhansk oblast). These geo-zones are a combination of new hromadas/CMAs in GCA, and old raions and municipalities (city councils) on the NGCA side. In addition, IDPs in other oblasts in Ukraine constitute a separate geographic area of analysis.

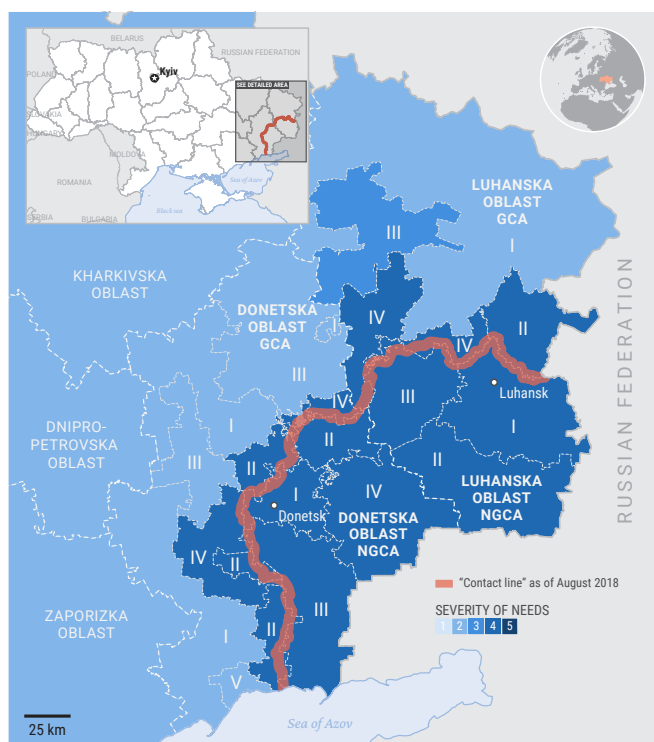
**COVID-19 is considered as an integral element of analysis and triggered significant changes in the scope of analysis,** particularly within the health and water, sanitation and hygiene (WASH) sectors. COVID-19-related movement restrictions impact people's access to services and livelihood opportunities and the humanitarian community's ability to reach the people in need, which has been considered in the analysis.

<sup>149</sup> This methodology was used since 2019, for the 2020 HNO.

<sup>150</sup> Hromadas and CMAs are equivalent to Admin 3 level.

<sup>151</sup> Raion is equivalent to Admin 2 level, city councils are equivalent to Admin 3 level.

## Severity by zone



## Population groups by sex

POPULATION GROUP	BY GENDER FEMALE / MALE (%)	
Residents	54 / 46	<div><div></div><div></div></div>
IDPs	54 / 46	<div><div></div><div></div></div>

## Population groups by age

POPULATION GROUP	BY AGE CHILDREN / ADULTS / ELDERLY (%)	
Residents	13 / 57 / 31	<div><div></div><div></div><div></div></div>
IDPs	18 / 54 / 27	<div><div></div><div></div><div></div></div>

## Scope of Analysis Matrix

### Population Groups

#### Government-controlled areas (GCA)

	GCA DON I	GCA DON II	GCA DON III	GCA DON IV	GCA DON V	GCA LUH I	GCA LUH II	GCA LUH III	GCA LUH IV
Residents	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
IDPs	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

#### Non-Government-controlled areas (NGCA)

	NGCA DON I	NGCA DON II	NGCA DON III	NGCA DON IV	NGCA LUH I	NGCA LUH II	NGCA LUH III	IDPs Other oblasts
Residents	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
IDPs	No	No	No	No	No	No	No	Yes

The calculation of people in need is based on a severity scale from one to five, with 20 indicators used to measure the intersectoral severity, per geo-zone. To ensure a robust methodology, the indicators were reviewed and reduced from 30 indicators in 2021 to 20 indicators in 2022.<sup>152</sup> For Ukraine, the intersectoral

people in need (PiN) calculation includes severity levels two to four. The sectoral severity in parts of GCA is higher than stress level (2) for sectoral needs in one or more sectors (health, food security and livelihoods, WASH and protection).

<sup>152</sup> The indicator review was guided by three criteria: 1) each indicator reflects a distinct dimension of needs, 2) indicators are applicable to both NGCA and GCA (including IDPs in other oblasts), and 3) indicators can be realistically measured.



#### KRASNOHORIVKA, DONETSKA OBLAST, GCA, UKRAINE

Olena, 40 years old, who fled Donetsk due to fighting, lives through the ongoing conflict with her two children.

Photo: Volodymyr Shuvayev

## 1.4

# Humanitarian Conditions and Severity of Needs

**Some 2.9 million people are projected to be in need of humanitarian assistance in 2022, with the majority living in NGCA.** Of this number, 1.1 million people live in GCA, including over 133,000 IDPs in Donetsk and Luhanska oblasts, and 160,000 IDPs in other oblasts across Ukraine, while over 1.6 million people in need live in NGCA. The older population, persons with disabilities, female-headed households and children are among the most vulnerable. The specific needs of IDPs in GCA are analysed in section 1.2 of this HNO.

**The severity of needs is lower in GCA,** particularly in the areas which are not directly affected by hostilities, located away from the “contact line”. The intersectoral analysis shows “stress” severity levels in most parts of GCA. The lower severity may be attributable to greater support provided by the Government of Ukraine, civil society and development actors.

**The intersectoral needs analysis shows “extreme” severity levels throughout NGCA and the areas**

**directly affected by active fighting, along the “contact line” in GCA.** “Severe” severity level is also observed in one geo-zone in Luhanska oblast (GCA), with the needs driven by disruption in basic services, such as health and education.

**The humanitarian conditions are assessed along the three dimensions,** Living Standards, Coping Mechanisms **and** Physical and Mental Well-being, **which are based on the analysis of 20 indicators.** As the geographic location matters significantly in the Ukrainian context, this section differentiates between the areas controlled by the Government of Ukraine

(GCA) and those beyond it (NGCA). It takes into account the different needs of rural and urban residents as well as IDPs in GCA, and the peculiarities of the areas in immediate vicinity (0-5 km, or 0-20 km) from the “contact line”. While needs assessments present a form of communication with affected population, and as a result the analysis thereof, detailed documentation of the Humanitarian Country Team's (HCT) AAP commitments is presented in the 2022 Humanitarian Response Plan (HRP), under section 1.5, including how community preferences translate into humanitarian action. Please see also this HNO, under section 1.2, for more information on IDPs in GCA.



# Humanitarian conditions in Government-controlled areas

TOTAL POPULATION	PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
2.8M	1.1M*	54%	14%	30%	14%

\* In GCA of Donetsk and Luhansk oblasts only, not including IDPs living in other oblasts

## Physical and Mental Well-being

**The conditions for physical and mental well-being refer exclusively to information and indicators about the physical and mental health of the affected population.**<sup>153</sup> This dimension analyses critical information and eight indicators regarding the physical and mental well-being of the population. It examines the impact of mines/unexploded ordnance, conflict-related damage to housing and civilian infrastructure, including schools and water infrastructure, and indicators pertaining to WASH, COVID-19, and food consumption. While the drivers and nature of humanitarian needs in NGCA are similar to GCA, the needs in NGCA are higher in severity and magnitude. Critical challenges facing the population in GCA include:

- **Death and physical injury from shelling, landmine and ERW contamination present similar risks in GCA and NGCA**, with an estimated contamination of 7,000 km<sup>2</sup> in GCA and 14,000 km<sup>2</sup> in NGCA,<sup>154</sup> equivalent to the size of Slovenia. From 1 January to 30 September 2021, OHCHR recorded 33 civilian casualties caused by active hostilities, thereof 79 per cent in NGCA and 21 per cent in GCA. In August and September 2021, the numbers of civilian casualties caused by active hostilities returned to the levels observed before the ceasefire agreement in 2020. Civilian casualties resulting

from mine-related incidents and ERW handling comprised 49 people between January and September 2021, thereof 69 per cent in NGCA and 31 per cent in GCA.<sup>155</sup> Civilian casualties due to mines/ERW increased by 38 per cent after the ceasefire and account for 55 per cent of the total civilian casualties (53) as of October 2021.<sup>156</sup> The trend is worrisome considering that Ukraine has no state mechanism to assist mine victims, and most incidents took place in NGCA, where humanitarian access is very limited. Protection Monitoring conducted in GCA found that the extensive mine contamination has a moderate or serious impact on the daily lives of people living in 124 settlements, representing 79 per cent of the monitored settlements, particularly in the 0-5 km range from the “contact line”,<sup>157</sup> which is the area corresponding to severity level 4 for GCA. The multi-sector needs assessment (MSNA) for GCA confirms the geographic variation when it comes to perceived security concerns. Households within 5 km of the “contact line” most commonly reported knowing of at least one incident related to mines/ERW in their settlement, while they were also most likely to report that that mines/ERW severely affected the everyday life.<sup>158</sup> In addition to risks to physical security, affected populations indicated that mine contamination also hinders their access to food and livelihoods, resulting in persisting dependency on

<sup>153</sup> OCHA, ‘Humanitarian Needs Overview Guidance for the HPC 2022’, available at this [link](#).

<sup>154</sup> Sectoral Analysis, Protection.

<sup>155</sup> OHCHR, ‘Conflict-related civilian casualties in Ukraine as of 30 September 2021’, 8 October 2021.

<sup>156</sup> *Ibid*.

<sup>157</sup> Sectoral Analysis, Protection

<sup>158</sup> REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

humanitarian aid. Prior to the conflict, communities along the “contact line” reported relying mostly on agriculture, businesses, and fishing. However, because of the conflict-related security situation and presence of mines/ERWs, they lost their main sources of livelihoods and were left with no means of subsistence. Due to the lack of alternatives, some residents continue to risk their lives carrying out activities in mine-contaminated lands.<sup>159</sup> In terms of adolescents and youth, risks associated with the armed conflict, including contacts with armed actors, are no longer perceived as the primary threats they face, despite living in proximity to the “contact line”.<sup>160</sup> Assessments in GCA<sup>161</sup> suggest that the primary conflict-related threats to adolescents’ well-being and safety appear to be psychological trauma, stress and mental health. As for school-age children, the risks associated with mines and ERW remain an essential factor. Protection monitoring also revealed that due to absence of places to play, children sometimes go to the bank of the river, which is a major concern to their parents, as the area is contaminated with mines/ERW.<sup>162</sup>

- **COVID-19 is currently the highest priority health threat to the population in need,<sup>163</sup> deepening pre-existing health needs of the older population and pushing the health system to the edge.**

One-third of the people in need in GCA are 60 years old or older and are at high risk of severe COVID-19 infections.<sup>164</sup> Of the recorded COVID-19-related deaths in Ukraine, 82 per cent are people over 60 years.<sup>165</sup> According to an assessment conducted

in GCA conflict-affected areas in August 2021, only 11.4 per cent of people over 60 reported being vaccinated against COVID-19, while 98 per cent reported at least one chronic disease, 86 per cent limited mobility and partly in need of help of others, and 70 per cent issues with access to medical facilities and medicines, and 98 per cent conflict-related psychosocial issues.<sup>166</sup> Due to their isolation and limited mobility, older persons require different approaches in aid delivery, such as home-based care or community-based interventions, but health systems are ill-equipped to handle the increasing demands imposed by the pandemic, as described in earlier chapters of the HNO. Many health personnel have left the conflict-affected areas, more so in NGCA where wages are lower. Inadequate personal protective equipment (PPE) puts health-care staff at risk, evidenced by their high rate of infections.<sup>167</sup> A shortage of medical specialists,<sup>168</sup> lack of adequate remuneration for a decent living of health-care workers (of which 83 per cent are women), their degrading working conditions<sup>169</sup>, inadequate emergency management and infection control protocols,<sup>170</sup> ill-equipped laboratories, lack of contact tracing, and few epidemiologists create an alarming picture. As winter takes hold, an increase in other respiratory diseases (influenza, respiratory syncytial virus (RSV), etc.) may exacerbate the already difficult conditions at all levels of care.<sup>171</sup> The pandemic also negatively impacts tuberculosis (TB), human immunodeficiency virus (HIV), and immunization programmes.<sup>172</sup> The case of polio reported in the western part of the country<sup>173</sup> in

159 Sectoral Analysis, Protection.

160 *Ibid.*

161 DRC, ‘Youth on the line’, December 2020 – April 2021, available at this [link](#).

162 Sectoral Analysis, Protection.

163 Sectoral Analysis, Health.

164 WHO Euro, ‘Statement – Older people are at highest risk from COVID-19, but all must act to prevent community spread’, 2 April 2020.

165 ACCESS Consortium, ‘Humanitarian needs of older women and men in government-controlled areas of Donetsk and Luhansk oblasts, Ukraine – Snapshot of baseline report’, August 2021.

166 *Ibid.*

167 Ukraine Health Cluster, Bulletin #13, June-July-August 2021.

168 Ukraine Health Cluster, Health Readiness Report Donetsk GCA, April 2021.

169 OHCHR ‘Impact of COVID-19 on human rights in Ukraine’, December 2020, available at this [link](#)

170 WHO EURO, ‘Reported measles cases for the period January-December 2017’, 2 February 2018.

171 WHO, ‘Influenza is on the rise; how do I prevent it’, 1 October 2021.

172 Sectoral analysis, Health.

173 WHO Euro, ‘One case of polio detected in Ukraine’, 13 October 2021.

October 2021 highlights the risk of outbreaks of vaccine-preventable diseases, particularly among children, a risk increased by disruptions caused by the pandemic to immunization programs.<sup>174</sup>

- **Unsafe learning environment and damages to education infrastructure.** Since the beginning of the conflict, over 750 educational institutions on both sides of the “contact line” have been damaged by the hostilities and many more have suffered disruption to education.<sup>175</sup> As of November 2021, education facilities were impacted 12 times in 2021, including one time in GCA and 11 times in NGCA. According to the MSNA conducted in GCA, children from households within the 5 km urban stratum of the “contact line” were the most likely to face potentially life-threatening problems due to the military conflict, with 5 per cent of households reporting a military presence in their school, potentially rendering the school a target. In 2020, some 58 per cent of the education facilities along the GCA side of the “contact line” reported that the armed conflict had impacted their students’ ability to learn as well as their well-being.<sup>176</sup> As detailed in the Education Cluster Sectoral Analysis, the armed conflict impacts boys and girls differently. Many of the safety concerns are the same for boys and girls, and include the presence of military personnel, substance abuse, shelling, and the presence of ERW, with girls feeling less often safe than boys, and older boys fearing being caught in crossfire, the dangers posed by tanks and other heavy military vehicles which drive through settlements, and the fear of violence from soldiers. Poverty and lack of access to online education add to the stress (see below under Living Standards).
- **Inadequate WASH conditions are exacerbated by damages to WASH infrastructure.** WASH concerns relate closely to public infrastructure and systemic insufficiencies, and needs range from massive water

and sewerage networks to household wells in need of repair. As the water system is integrated between GCA and NGCA, shelling along the “contact line” may have drastic consequences on water supply and heating during the harsh winter season. There are strong linkages between piped water availability and the continued functioning of centralized heating systems which are widely used in Ukraine, especially by residents living in multi-storey apartment blocks. If water stops, then heating systems cannot function. For GCA, the reliance on centralized heating is reported at 34 per cent, and 39 per cent for boilers, so any interruption to the water system exposes the affected population to the cold, which negatively impacts physical and mental well-being, pointing to intersectoral needs of WASH, health and shelter around the issue of winterization.<sup>177</sup> On the household level, the proportion of households who reported experiencing a lack of drinking water supply in the 12 months prior to data collection was 35 per cent, and 6 per cent reported this happened on a daily basis. Among urban households within 5 km of the “contact line”, where people commonly rely on a centralized water system rather than a well or borehole, 45 per cent of households reported experiencing drinking water shortages. Water safety is an additional concern, as water boiling – for those who can afford it – is insufficient to address potential chemical contamination due to industry and farming.<sup>178</sup> Looking at overall WASH needs, a recent study found that 71 per cent of households in the GCA need help in either WASH, or COVID-19-related hygiene. The percentage of such households is higher among households within 20 km of the “contact line” (82 per cent) than in the deep GCA (65 per cent), and in rural areas (88 per cent) compared to urban areas (67 per cent). If COVID-19 needs are excluded from the findings, 53 per cent of households need WASH humanitarian assistance related to the conflict, exacerbated by the delapidated

174 Sectoral Analysis, Health.

175 UNICEF, ‘Ukraine galvanises its commitment to protect schools from attacks in conflict-affected areas’, 9 September 2021.

176 Education Cluster, ‘Needs Survey in Government Controlled Areas of Donetsk and Luhansk Oblasts’, 2020.

177 WASH Cluster Study of Humanitarian Needs in Eastern Ukraine, November 2021.

178 REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

and at times 70-year-old infrastructure.<sup>179</sup> Problems with WASH are more likely to affect older persons and people with a disability.<sup>180</sup> The absence of adequate WASH facilities is particularly worrisome during the current pandemic. Secondary health-care facilities still report gaps in the provision of hygiene assistance in November 2021, and even those which received cleaning materials as part of the COVID-19 response. Many hospitals, schools, kindergartens, and elderly homes are similarly unable to maintain high levels of hygiene, putting the affected population at risk. Such institutions frequently have unacceptable sanitary facilities, which do not permit the users sufficient dignity.<sup>181</sup>

- **Food insecurity.** Food insecurity is driven by conflict, high food prices, limited or lack of markets and access to basic services, loss or lack of livelihood opportunities, poverty levels, reduced industry and production capacity, and increasing demographic outward movement. While there is a slight improvement in the food security and livelihoods situation in GCA, attributable to humanitarian access, a slight economic recovery, and the humanitarian response, all available data show that female-headed households are an estimated 1.3 times more often experiencing food insecurity, compared to the overall population. They have less access to paid work and use more coping strategies. Thus, women and their family members are more vulnerable and in need of assistance. Also, despite the relative improvement in the Food Consumption Score (FCS) – used as a JIAF indicator to determine the intersectoral severity in this HNO – the livelihood coping strategy index reveals the persistent high level of need for livelihood support.<sup>182</sup>

## Living Standards

**The conditions for Living Standards refer to people's ability to meet their basic needs.**<sup>183</sup> This is measured by 10 indicators of population's access to essential

goods and services, ranging from education, health care, social benefits, pensions, household expenditure shares to housing and heating, as well as social protection and civil documentation including birth certificates.

**The consequences of the armed conflict and COVID-19 have manifested themselves in difficult access to basic services such as health care, transport, education, water, food and livelihoods.** Critical challenges facing the populations in GCA include:

- **Limited economic security.** Before the start of the conflict in 2014, the two conflict-affected Donetsk and Luhansk oblasts had already experienced economic decline. The conflict accelerated the deterioration of the region, as people were unable to seize development opportunities, which in turn has made it more fragile. The COVID-19 pandemic has exacerbated the situation further, with much higher unemployment compared to other parts of Ukraine in 2021. Urban residents have reported the closing or downsizing of companies as the main issue for their loss of income, while rural residents have not been able to fully engage in agricultural work due to landmine and ERW contamination.<sup>184</sup> Unemployment or underemployment negatively impacts access to goods and essential services.
- **Access to social protection and public services may improve in GCA, provided that the Government reforms take hold and are sensitive to inclusivity.** The Government of Ukraine has taken a number of steps to enhance service provision, including through digital services and decentralization. While these initiatives have only just started, it is anticipated that the severity of needs will further decrease in GCA, contingent on progress in the implementation of the various reforms. Protection Monitoring has recorded that, of the total 156 monitored conflict-affected settlements, 153

<sup>179</sup> WASH Cluster Study of Humanitarian Needs in Eastern Ukraine, November 2021.

<sup>180</sup> Sectoral Analysis, WASH.

<sup>181</sup> *Ibid.*

<sup>182</sup> Sectoral Analysis, FSL.

<sup>183</sup> OCHA, 'Humanitarian Needs Overview Guidance for the HPC 2022', available at this [link](#).

<sup>184</sup> REACH, 'Economic Security Assessment', July 2019



reported at least one impediment to effective access to social and administration services. The situation is particularly critical in the 0 to 5 km area along the “contact line”, where 95 per cent of settlements reported lack of access to at least one of the monitored services.<sup>185</sup> Settlements along the “contact line” lack access to public transportation, requiring an urgent need to expand mobile services and finding transport solutions along the “contact line” other than those provided by humanitarian actors, so that residents can reach urban centres where social and administrative services are provided. According to the Protection Cluster, the affected population stressed that the lack of public transportation negatively impacts employment and livelihood opportunities, and thus deepens vulnerabilities and dependency on social protection mechanisms and humanitarian aid. The lack of access to state services particularly impacts those segments of the population which are reliant on social protection, living close to the “contact line” and include older persons, persons with disabilities and vulnerable families.<sup>186</sup> Pensions and payments of social benefits are the main source of subsistence to 98 per cent of older persons living close to the “contact line”.<sup>187</sup> Persons with disabilities living in the 0-5 km range of the “contact line” and not yet registered report financial constraints and lack of transportation as the main reasons for lack of registration to access available social benefits.<sup>188</sup>

- **Barriers to health care.** According to 2021 data for Donetsk and Luhansk oblast (GCA), 66 per cent of households in need of health care reported barriers to accessing it, and 28 per cent reported reducing essential health care expenditures

in order to cover other basic needs.<sup>189</sup> For female-headed households over 60 years in CMAs, areas closer to the “contact line”, this number is even higher, with 41 per cent reporting reducing health-care expenditures to cover other needs.<sup>190</sup> While most health-care services should be free of charge, costs borne by the affected population have significantly increased, such as transport, diagnostics, and medications, deterring many in rural areas from seeking medical assistance, according to 2020 data. Eighty-seven per cent of the rural population living within 20 km of the “contact line” report the cost of medicine as the main hurdle to access health care (compared to 65 per cent in 2019), while 52 per cent say the cost of travel hinders them from accessing health care. IDPs in rural areas have limited access to health-care facilities. Conflict-affected populations, particularly older persons, persons with disabilities and those living in institutions, remain the most vulnerable to the effects of the COVID-19 crisis.<sup>191</sup> Fifty-two per cent of IDPs in villages reported that the lack of public transport stopped them visiting health-care facilities, compared to 36 per cent in urban areas.<sup>192</sup> As described in the section above, COVID-19 has exacerbated pre-existing issues in the health system, pushing it to a breaking point.

- **Unfavourable learning environment.** Adding to the unsafe learning environment and conflict-related damages to education infrastructure, in GCA, within 20 km of the “contact line”, 21 per cent of households reported that their children had missed more than one month of school due to security concerns, closed schools, unavailable transportation, expensive associated costs and health-related

185 Sectoral Analysis, Protection.

186 *Ibid.*

187 HelpAge Ukraine, ‘Humanitarian needs of older women and men in government-controlled areas of Donetsk and Luhansk oblasts, Ukraine’, August 2021.

188 REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

189 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine’, July – August 2021.

190 *Ibid.*

191 OHCHR ‘Impact of COVID-19 on human rights in Ukraine’, December 2020, available at this [link](#)

192 *Ibid.*

reasons.<sup>193</sup> One in four households with school-aged children reported problems with distance learning, such as poor internet connection, due to school closures for COVID-19, the highest proportion being in rural households within 5 km of the “contact line”, where 47 per cent reported such. Almost half of households that accessed education facilities reported being unable to buy all supplies needed by children in education, a notable increase from 27 per cent in 2019.<sup>194</sup> According to 2021 data for Luhanska and Donetska oblast (GCA), computer or tablets represent the most reported need for home-based learning (54 per cent), while cash for school supplies and equipment is the most reported need for regular school attendance (35 per cent).<sup>195</sup>

- **Pending shelter repair and maintenance issues.** Out of an estimated 55,000 residential houses damaged since the beginning of the conflict, it is estimated that less than 1,000 households in GCA still require help with the repair of their homes. Based on 2021 data for Luhanska and Donetska oblast (GCA), more than one in three households reported damage to their home, thereof 15 per cent reporting conflict-related damage, with a higher percentage for households located in CMAs (37 per cent). Leaks during rain and snow (21 per cent) and lack of insulation from cold (18 per cent) represent the most reported shelter issues. Households struggle to keep warm in winter, with 55 per cent reported cutting expenses to pay the heating bills, and 23 per cent reported having to borrow money to pay the bills.<sup>196</sup> An estimated 45,000 households in the wider strip of settlements along the “contact line” will face difficulties during this upcoming winter season, according to the Shelter Cluster. Coal and firewood are less and less affordable and, in many cases, difficult to obtain. In isolated settlements, the average price of three tons of coal, the minimum

quantity for one household for the whole winter, reached \$700, which is more than five times the average monthly pension in Ukraine.<sup>197</sup>

- **High household food expenditure share and high, volatile food prices.** While household expenditure in Ukraine has remained at a stable 40 per cent of income, in the conflict-affected oblasts, 79 per cent of households report their food expenditure exceeds 50 per cent of their income. There is a strong correlation between food security status of a household and its food expenditure share: the Food Security Experience Scale (FIES) assessment revealed that households with worse food security status tend to spend over 70 per cent of their income on food compared to other groups.<sup>198</sup> According to the REACH Humanitarian Trend Analysis, with data from July/August 2021, 20 per cent of households reported a need to borrow food in the last 30 days due to lack of resources to cover basic needs. The share is higher among female-headed households in rural CMAs, which are located closer to the “contact line” (28 per cent), with one in four reporting problems in accessing food markets.<sup>199</sup> The already high and volatile food prices in the affected areas keep increasing. The value of the food basket monitored increased by 19 per cent compared to 2020. In the conflict-affected area, the highest increase was observed in prices of sugar (94 per cent increase in Donetska oblast, GCA, and 99 per cent increase in Luhanska oblast, GCA), sunflower oil (90 per cent and 85 per cent, respectively), eggs (68 per cent and 92 per cent, respectively), with bread prices increasing in Donetska oblast (GCA) by 26 per cent and in Luhanska oblast (GCA) by 34 per cent.<sup>200</sup>

193 REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

194 *Ibid.*

195 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine’, July – August 2021.

196 *Ibid.*

197 Sectoral Analysis, Shelter.

198 Sectoral Analysis, FSL.

199 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine’, July – August 2021.

200 Sectoral Analysis, FSL.



#### TRIOKHIZBENKA VILLAGE, LUHANSKA OBLAST, GCA, UKRAINE

Valentyna and Petro have not seen their children for a long time due to the ongoing conflict.

Photo: OCHA/Yevhen Maloletka

### Coping mechanisms

**The coping mechanisms dimension analyses to what extent individuals, households, communities and systems are coping with or facing challenges** when recovering from an impact. It seeks to gauge the severity of the coping strategies they employ. Coping mechanisms can either be positive or negative.<sup>201</sup> This is measured by the data against two indicators, which quantify the proportion of households which reduced essential health expenditure to cover other basic needs, and the livelihood coping strategy (LCS).

- **People's coping capacities have eroded over time, with some indications pointing to minor improvements in Donetsk and Luhansk oblasts, GCA.** Causes and stability of these trends will

have to be further analysed. In 2021, 5 per cent of households reported having to resort to degrading sources of income, such as illegal work or high-risk jobs, compared to 12 per cent in 2018. Further, the share of families reducing essential health-care expenditures has stood at around 40 per cent for three consecutive years between 2018 and 2020, and dropped to 28 per cent in 2021, and for households within the 20 km range of the "contact line" from 41 per cent in 2018 to 27 per cent in 2021. Nevertheless, 20 per cent of the households reported borrowing food in 2021, compared to 16 per cent in 2018 and 28 per cent in 2020. Seventeen per cent of households reported spending savings in 2021, compared to 18 per cent in 2018 and an even lower percentages in 2020 (14 per cent)

<sup>201</sup> OCHA, 'Humanitarian Needs Overview Guidance for the HPC 2022', available at this [link](#).

and 2019 (13 per cent), while rural households within the 20 km range from the “contact line” reported a slight increase in saving expenditures (22 per cent in 2018 and 24 per cent in 2021).<sup>202</sup>

- **The livelihood coping strategy index reveals the persistent high level of need for livelihood support.** For GCA, the livelihood coping strategy index revealed that 57 per cent of the population experienced at least one coping strategy, with

some 6 per cent experiencing emergency coping strategies, including being involved in high-risk and degrading work, selling houses or land, or migration of the entire household, and over 30 per cent using crisis coping strategies, such as reducing essential health expenditures, selling productive assets, and withdrawing children from school. An estimated 20 per cent of the population are under stress coping strategies, which includes spending savings and purchasing food on credit.<sup>203</sup>

202 REACH, ‘[Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine](#)’, July – August 2021.

203 Sectoral Analysis, FSL.

# Humanitarian conditions in non-Government-controlled areas (NGCA)

TOTAL POPULATION	PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
2.8M	1.6M	54%	12%	31%	12%

The intersectoral needs analysis shows extreme severity throughout NGCA, with the population increasingly cut off from the rest of Ukraine. The nature of humanitarian needs in NGCA are similar to GCA, however, they are higher in severity and magnitude. With conflict, COVID-19 and movement restrictions as interlinked drivers of need, the substantive closure of the “contact line” is further deepening the socio-economic exclusion of the NGCA population.

## Physical and Mental Well-being

**The conditions for physical and mental wellbeing refer exclusively to information and indicators about the physical and mental health of the affected population.**<sup>204</sup> This dimension analyses critical information and eight indicators regarding the physical and mental well-being of the population. It examines the impact of mines/ERW, conflict-related damage to housing and civilian infrastructure, including schools and water infrastructure, and indicators pertaining to WASH, COVID-19, and food consumption. Critical challenges facing the populations in NGCA include:

- **Death and physical injury from shelling, mine and ERW contamination.** As outlined above, there are similar but higher risks for death and physical injury in NGCA, with casualties on the rise. According to OHCHR, in 2020-2021, two-thirds of conflict-related civilian casualties caused by landmines and ERW

were recorded in NGCA (and one-third in GCA). The trend is worrisome, as humanitarian access to NGCA is very restricted. With assessments remaining severely constrained in NGCA, only very limited information is available. The MSNA in NGCA 2020 found that security was reported as a top concern by 19 per cent of the surveyed community. Landmines were reportedly of particular concern to residents in northern and southern Donetsk oblast (NGCA), and western Luhanska oblast (NGCA), all of which border the “contact line”.<sup>205</sup>

- **COVID-19 is currently the highest priority health threat to the population in need,**<sup>206</sup> with the same challenges as described for GCA made more difficult in NGCA by movement restrictions across the “contact line” and by a reportedly weaker health-care system in place, considering health-care access and financial resources available to meet basic health needs. People over the age of 60 constitute 31 per cent of the people in need in NGCA and are at high risk of severe COVID-19 infections.<sup>207</sup> Due to their isolation and limited mobility, older persons require home-based care or community-based interventions, but health systems in NGCA are even less equipped to handle the increasing demands imposed by the pandemic. Many health personnel have left the conflict-affected areas, more so in NGCA where wages are lower. In Donetsk and

204 OCHA, ‘Humanitarian Needs Overview Guidance for the HPC 2022’, available at this [link](#).

205 REACH, ‘Multi-sectoral needs assessment – Round 5 – Non-government controlled areas in eastern Ukraine’, Quarter 4. The information stems from Round 4. Community Kills at EECs were conducted with residents of the assessed settlements. Responses are not generalisable to the population but rather are indicative and an overview.

206 Sectoral Analysis, Health.

207 WHO EURO, ‘Statement – Older people are at highest risk from COVID-19, but all must act to prevent community spread’, 2 April 2020.



Luhanska oblasts (NGCA), the number of cases in October 2021 was reported to have increased by 81 per cent and 45 per cent, respectively (compared to the previous month). According to reports, bed occupancy at hospitals in NGCA is exceeding capacity and prices of medicines at local pharmacies have doubled. The Humanitarian Situation Monitor (HSM), conducted between July and August 2021 in Donetska oblast (NGCA) prior to the current and deadliest COVID-19 wave to date, showed alarming indications: 75 per cent of the respondents 60 years old or older cited the expense of treatment, 40 per cent quality of health staff, and 17 per cent lack of relevant medicine as key problems in accessing health care. Thirty-five per cent of the respondents 60 years old or older responded being very fearful of COVID-19. The already weak system for medical data collection and evidence generation in place before the armed conflict has further declined, particularly in NGCA. Detention facilities in NGCA lack adequate healthcare services, PPE, access to external medical specialists and institutions for detainees, even those suffering from critical medical conditions, also the facilities experience a significant shortage of essential medicines and health-care staff.<sup>208</sup> Without the necessary data, it is difficult to inform decisions about where to target medical resources and which interventions to prioritise.<sup>209</sup> A sharp deterioration of the COVID-19 situation could trigger a complete closure of the EECs for an extended time frame, impacting movement of civilians and humanitarian workers alike, further deepening people's socio-economic vulnerabilities including of an older population relying on pensions which they can only access in GCA. Inconsistent vaccine recognition could have severe implications on the freedom of movement of people between NGCA and GCA, exacerbating existing movement restrictions which have been in place for almost two years.

- **Unsafe learning environment and damage to education infrastructure.** Since the beginning of the conflict, over 750 educational institutions on both sides of the “contact line” have been damaged by the hostilities and many more have suffered disruption to education,<sup>210</sup> impacting children who represent 12 per cent of people in need in NGCA for 2022. As of November 2021, education facilities were impacted 12 times in 2021, including one time in GCA and 11 times in NGCA. The most acute is the situation for children living in close proximity to the “contact line” where persistent military presence, shelling and extreme levels of mine contamination threaten their lives.<sup>211</sup> This comes against the backdrop of eight years of fighting, which has taken a huge toll on children and youth, impacting their physical and psychosocial well-being.
- **Inadequate WASH conditions are exacerbated by incidents against WASH infrastructure, with potential impacts on the heating system in harsh winter conditions.** WASH concerns relate closely to public infrastructure and systemic insufficiencies, and needs range from massive water and sewerage networks to household well in need of repair. As the water system is integrated between GCA and NGCA, shelling along the “contact line” may have drastic consequences on water supply and heating during the harsh winter season for the affected population, pointing to cumulative health, WASH and shelter needs, particularly for winterization. Overall, according to the WASH cluster, the level of WASH needs is similar in NGCA as compared to the conflicted-affected GCA. The level of severity of WASH needs are the highest, overall, in some areas of Luhanska oblast (NGCA) and along the “contact line”.<sup>212</sup> The July-August 2021 HSM analysis, which, due to protection concerns for the affected population in Luhanska oblast (NGCA), only includes hotline calls from Donetska oblast (NGCA) where the WASH situation is reportedly better, found that over half of the respondents relied on water provided

208 OHCHR ‘Impact of COVID-19 on human rights in Ukraine’, December 2020, available at this [link](#).

209 Sectoral Analysis, Health.

210 UNICEF, ‘Ukraine galvanises its commitment to protect schools from attacks in conflict-affected areas’, 9 September 2021.

211 Sectoral Analysis, Education.

212 Sectoral Analysis, WASH.

from water kiosks (these are booths providing water for bottling, 49 per cent), while 17 per cent relied on central water supply.

- **High food prices and food insecurity.** Food prices increased at a slightly higher rate in NGCA than in GCA, with an average annual increase in the price of food in NGCA of 35 per cent. Sunflower oil and potatoes showed the highest increases since August 2020, at an average of 84 per cent and 85 per cent, respectively.<sup>213</sup> The direct food needs are the most severe in areas 10 km along the “contact line” in GCA and in NGCA. The population in those locations is suffering from overlapping drivers of food insecurity, including continued conflict, high unemployment, loss of access to social services and employment opportunities, high prices, poor infrastructure, and lack of access to markets. The population structure in the area is characterized by a prevalence of persons with disabilities and chronic illnesses who experience difficulties engaging in livelihood activities.<sup>214</sup> Confirming interlinked factors, such as age, gender, and geographic location, according to the post-winter food insecurity experience scale (FIES) assessment, the same geographic area (NGCA of Donetsk and Luhanskyi oblasts, 0-10 km) that reports pensions as main source of income (57 per cent) reveals the highest prevalence of recent moderate or severe food insecurity (28 per cent), compared to urban areas (NGCA of Donetsk oblast (urban), NGCA of Luhanskyi oblast (urban), 17.9 per cent and 12.5 per cent, respectively). A striking difference is that overall, female-headed households are significantly more food insecure (22.7 per cent) than male-headed households (12.9 per cent).<sup>215</sup> Recent reports on food security and livelihoods in Ukraine found that rural populations are more food insecure than urban

areas, contrary to what can be observed in similar conflict situations.<sup>216</sup>

## Living Standards

**The conditions for Living Standards refer to people’s ability to meet their basic needs.**<sup>217</sup> This is measured using 10 indicators of population’s access to essential goods and services, ranging from education, health care, social benefits, pensions, household expenditure shares to housing and heating, as well as social protection and civil documentation including birth certificates. Critical challenges facing the populations in NGCA include:

- **Unfavourable learning environment.** Against the backdrop of an unsafe learning environment and conflict-related damages to the education infrastructure, according to the Education Cluster’s estimate, 93 per cent of the school-aged boys and girls and education personnel in need of humanitarian education assistance are located in NGCA.<sup>218</sup> While in GCA, approximately 30 per cent or a total of 200 education facilities reported that they do not have enough teachers,<sup>219</sup> this is an even more severe problem in NGCA, especially in small rural communities, as many qualified teachers have moved away in search of a better life.<sup>220</sup> Many teachers in conflict-affected areas are close to or over the retirement age, and lack sufficient training.<sup>221</sup> Added to the limited availability of qualified teaching staff, teachers and counsellors are not properly trained on psychosocial support, conflict sensitivity, inclusion and risk prevention, which are essential skills to address the needs of conflict-affected boys and girls. This is particularly relevant for NGCA, where those needs are usually not met.<sup>222</sup> Despite recent significant steps to simplify procedures for

213 ACCESS Consortium, ‘Joint Market Monitoring August 2017 – August 2021’, available at this [link](#).

214 Sectoral Analysis, FSL.

215 FAO, ‘Food Security & Livelihoods Assessment in Eastern Ukraine, NGCA’, 2021, available at this [link](#).

216 Sectoral Analysis, FSL.

217 OCHA, ‘Humanitarian Needs Overview Guidance for the HPC 2022’, available at this [link](#).

218 Sectoral Analysis, Education.

219 Education Cluster, ‘Needs Survey in Government Controlled Areas of Donetsk and Luhanskyi Oblasts’, 2020.

220 Sectoral Analysis, Education.

221 REACH, ‘Multi Sectoral Needs Assessment in NGCA’, February 2020.

222 Sectoral Analysis, Education.

NGCA graduates to enter universities in GCA, NGCA graduates still face numerous barriers to continue their education.<sup>223</sup>

- **Limited economic security.** Prior to COVID-19, the main source of income was social benefits and pensions from both the Government and entities in control of NGCA at 42 and 64 per cent, respectively. Due to EECF closures and movement restrictions, the share of people having GCA pensions and social benefits as their main source of income had dropped to 13 per cent by October 2020. The share of people relying on salaries had also dropped from 47 per cent pre-COVID-19 to 39 per cent in October 2020.<sup>224</sup> According to 2020 data, six in 10 heads of households are retirees, while only 25 per cent are employed full-time.<sup>225</sup> The findings of the HSM 2021 are similar, with 56 per cent of households retired, and the general economic context perceived as the most commonly identified type of risk (70 per cent), followed by high unemployment and high competition on the job market (39 per cent), low/delayed pay at the current position (24 per cent), personal health (20 per cent) and COVID-19 and associated restrictions (10 per cent), across all age groups.<sup>226</sup> While measures have been taken by the Government of Ukraine to allow for remote verification, people still need to physically cross to GCA to collect pension or social benefits from the bank. According to the findings of the HSM analysis undertaken in 2021, 97 per cent of respondents 60 years or older reported an entitlement to GCA pensions, and all of the respondents entitled to pensions in GCA had not received them in the three months prior to the data collection in July/August 2021. One in three respondents reported that the last time they were able to obtain GCA pensions was in the first quarter of 2020. Nine in ten respondents cited as reasons to have to pass the EECFs to GCA (90 per cent), physical limitations or a disability (19 per cent), a serious illness (11 per cent), or that transport was unaffordable or unavailable (6 per cent). Almost half of the respondents (42 per cent) said that the missed GCA pensions represented between 51 per cent and 75 per cent of their monthly household budget.<sup>227</sup> While the findings are only indicative and not representative due to the small sample size and methodology, they show how limitations on freedom of movement affect the older population, persons with disabilities and people with limited mobility, as crossings to GCA became more difficult, more expensive and more time consuming. Older persons often face overlapping vulnerabilities such as chronic diseases, disability and dire financial constraints, with a high proportion of older women among the conflict-affected population. There are reports that NGCAs will increase social benefits, entitlements and salaries in 2022. If this were to happen, the increase is likely to be negatively impacted by a rise of cost of living amidst unpredictable conditions.
- **Problems in civil documentation.** People in NGCA face challenges in identity, civil status and property documentation, impacting every aspect of their lives, limiting access to services and entitlements and freedom of movement. IDPs and residents of NGCA face numerous extra requirements and barriers. The verification procedures are lengthy, burdensome, and costly for the conflict-affected population, and require crossing the “contact line” or a cumbersome detour through the Russian Federation. Further, the Government of Ukraine does not automatically recognize birth certificates issued in NGCA. As of mid-2021, at least 68,240 children residing in NGCA do not possess a birth certificate of a recognized state remaining under risk of statelessness.<sup>228</sup> In February 2021, the Government introduced a digital tool to allow the remote birth registration of children born in

223 Sectoral Analysis, Education.

224 OCHA, ‘Humanitarian Needs Overview, 2021’, p. 43

225 REACH ‘Humanitarian Situation Monitor in NGCA’, October 2020.

226 REACH ‘Humanitarian Situation Monitor in NGCA’, July-August 2021 (Round 3)

227 REACH, ‘Humanitarian Situation Monitoring in Donetsk and Luhansk oblasts (NGCA) – August – September 2020 (Round 1), December 2020 – January 2021 (Round 2), July – August 2021 (Round 3)’.

228 UNHCR, ‘Key Advocacy Messages on Protection of IDPs’, August 2021.

NGCA (e-Malyatko).<sup>229</sup> Although the steps towards digitalization of services are much welcomed, procedures are still complex, court fees are applied and people still require legal assistance and counselling to actually access identity and property documentation. The National Human Rights Strategy approved in 2021 and valid until 2023 provides for an administrative procedure on the registration of personal documentation of NGCA residents, but the mechanism to implement this provision is unclear and still pending further development. Protection partners are unable to provide legal aid on the NGCA side, requiring NGCA residents to travel to GCA for protection assistance.<sup>230</sup>

- **Pending shelter repair and maintenance issues.** Needs for shelter repair are believed to remain high in NGCA, with an estimated 7,000 to 8,000 households, out of which three in four households are located in Donetska oblast (NGCA). Repair is difficult due to an insufficient number of humanitarian partners, and difficult access coupled with high costs. Older segments of the population represent about half of the caseload and are being exposed to harsh weather conditions, further deepening their vulnerabilities. Winterization needs are estimated to be high in NGCA, and needs vary based on the heating system, the distance from the “contact line” and access to markets. The Shelter Cluster estimates that about 18,750 households are in need of winterization assistance. Exposure to the cold negatively impacts people’s immunity levels, which in turn makes them more susceptible to illness, including COVID-19. In addition to damaged housing, maintenance of property in conflict-affected areas has become an increasing problem. Despite not being impacted directly by the conflict, residential premises and objects of social infrastructure which lacked maintenance may soon face critical conditions, leaving thousands of people in rural and urban areas at risk of a new crisis as these buildings will no longer be fit for human living.

In some cases, the issue of the lack of maintenance will make the homes more costly to heat in winter. The inaccessibility and inability to maintain these objects are complicated due to security and financial issues, but also because the houses were never hit and hence not included in humanitarian programmes. However, no estimate is available for NGCA due to access constraints.<sup>231</sup>

## Coping mechanisms

**The conditions for coping mechanisms refer to the degree to which individuals, households, communities and systems cope or face challenges with impact recovery** and understand the severity of the coping strategies they are relying on to cope with living standards issues. Coping mechanisms can either be positive or negative.<sup>232</sup> This is measured by available information and two indicators, which quantify the proportion of households who reduced essential health expenditure to cover other basic needs, and the livelihood coping strategy.

- Of the hotline callers in Donetska oblast (NGCA), 61 per cent are reported to have adopted negative coping mechanisms to deal with a lack of resources. Of them, 13 per cent experience emergency level, 27 per cent crisis level and 21 per cent stress level, per the Livelihood Coping Strategy Index (LCSI). Twenty per cent reported reducing essential health expenditure to cover other basic needs, and the same percentage of callers reported having to spend savings to make ends meet. One in three hotline callers said they have no confidence in the ability to cover unexpected expenditures for the coming three months, pointing to eroding coping mechanisms. For female-headed households 60 years old or older, the percentage is even higher, at 38 per cent. When asked about household expenditure in the three months prior to data collection, callers stated that the income was allocated to food (94 per cent), housing utilities (39 per cent) and health-related expenditures

<sup>229</sup> The full text is available at this [link](#).

<sup>230</sup> Sectoral Analysis, Protection.

<sup>231</sup> Sectoral Analysis, Shelter.

<sup>232</sup> OCHA, ‘Humanitarian Needs Overview Guidance for the HPC 2022’, available at this [link](#).





**"STANYTSIA LUHANSKA" CROSSING POINT,  
LUHANSKA OBLAST, GCA, UKRAINE**

Crossing the "contact line".

Photo: OCHA/Yevhen Maloletka

(34 per cent).<sup>233</sup> While the findings of the HSM are only indicative and not representative due to the small sample size and methodology, it must be assumed that NGCA residents are forced to adopt negative coping mechanisms to deal with a lack of resources. After almost two years without reliable access to pensions and entitlements in GCA, which is a key source of income for the NGCA population,













and access to a potential support network of family and friends in NGCA, people have to find alternative ways to survive. This may include increased reliance on NGCA social benefits, depleting their savings, borrowing money or accessing their pensions through costly and cumbersome detours through the Russian Federation.

<sup>233</sup> REACH, 'Humanitarian Situation Monitoring in Donetsk and Luhansk oblasts (NGCA) – August – September 2020 (Round 1), December 2020 – January 2021 (Round 2), July – August 2021 (Round 3)'.














## PiN by Oblast (Residents)

OBLAST		BY GENDER FEMALE / MALE (%)		BY AGE CHILDREN / ADULTS / ELDERLY (%)		WITH DISABILITY (%)	
GCA	Donetska	55 / 45		14 / 57 / 29		14%	
	Luhanska	54 / 46		13 / 57 / 30		14%	
NGCA	Donetska	55 / 45		12 / 56 / 32		12%	
	Luhanska	54 / 46		11 / 57 / 31		12%	

## PiN by Oblast (IDPs)

OBLAST		BY GENDER FEMALE / MALE (%)		BY AGE CHILDREN / ADULTS / ELDERLY (%)		WITH DISABILITY (%)	
GCA	Donetska	55 / 45		23 / 55 / 22		14%	
GCA	Luhanska	54 / 46		14 / 44 / 42		14%	
Other oblasts		54 / 46		17 / 57 / 26		12%	

Part 2:

# Risk Analysis and Monitoring of Situation and Needs

**SIEVIERODONETSK, LUHANSKA  
OBLAST, GCA, UKRAINE**

Ambulance workers helping a COVID-19 patient  
enter the hospital.

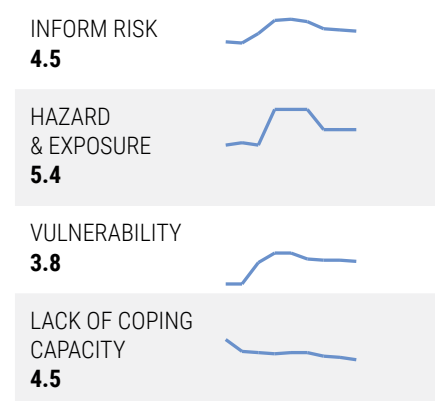
Photo: OCHA/Yevhen Maloletka



## 2.1 Risk Analysis

**Ukraine continues to be the only country in Europe facing the highest risk of humanitarian crisis due to the high projected conflict risk and lack of coping capacity.** According to the 2022 Index for Risk Management (INFORM),<sup>234</sup> Ukraine ranks 61st globally among the countries at risk of humanitarian crises and/or disasters that could overwhelm national response capacities. The current ranking does not indicate any significant change, compared to 60th and 57th in 2021 and 2020, respectively.

### INFORM Risk Index



For more information, visit: [www.inform-index.org](http://www.inform-index.org)



**The risk of a drastic deterioration of the security and geopolitical context prevails throughout 2021 and is likely to persist in 2022.** Based on historical patterns, the risk of a potential escalation of the conflict is relatively high during the last quarter of the year, moving into the winter months, and the time prior to peace negotiation meetings taking place, throughout

the year. In March 2021, the situation deteriorated significantly, with the scale-up of Russian military along the Russian Federation border with Ukraine, intensification of ceasefire violations and use of heavy weaponry, coupled with the mobilization of reservists on both sides of the “contact line” and a presidential decree granting authority to declare martial law without the Parliament’s consent. These developments came with belligerent rhetoric on all sides, and acceleration of the “passportization policy” to fast-track the issuance of Russian passports to NGCA population.

**Compounded by a change in the geopolitical situation, eight months on, similar developments are being observed,** but this time with more visible engagement of key western political actors, coinciding with political tensions in the neighbouring countries over the migration crisis. A significant increase of security incidents, such as multiple flare-ups of hostilities in the areas along the “contact line”, which is the military frontline between GCA and NGCA, could lead to a severe deterioration of the humanitarian situation and operational context.

**In response to these risks, the Ukraine HCT agreed in March 2021 to strengthen emergency response preparedness.** The HCT revised the Inter-Agency Contingency Plan (IACP), with a view to enhancing the readiness of humanitarian partners for a hypothetical scenario of escalation in the conflict-affected areas of Ukraine.

**COVID-19 continues to pose a great risk to Ukraine.** According to the 2021 COVID-19 Risk Index,<sup>235</sup> Ukraine ranks 3rd among 33 European countries on the COVID-19 risk index. This is mainly due to three

<sup>234</sup> INFORM is a collaboration of the Inter-Agency Standing Committee Reference Group on Risk, Early Warning and Preparedness and the European Commission. The 2022 Index for Risk Management is available online at this [link](http://www.inform-index.org).

<sup>235</sup> The COVID-19 Risk Index for 2021 is available at this [link](http://www.inform-index.org). The 2022 dataset is not yet available at the time of writing.



factors: firstly, the high socioeconomic vulnerability as Ukraine has the highest score of aid dependency; secondly, the high score of weak health conditions (ranked 2nd in Europe), the high proportion of the population with underlying health conditions (ranked 10th in Europe), and low awareness on COVID-19 (ranked 8th in Europe); and finally, the low coping capacity as Ukraine has the highest risk score for institutional capacity and governance in Europe, which is compounded by inadequate access to health care and health-care infrastructure. In addition, Ukraine is among the countries in Europe with the lowest rates of COVID-19 vaccination, with around 10 million people fully vaccinated<sup>236</sup> since the vaccination campaigns started on 24 February 2021. This accounts for less than 25 per cent of the total population, compared to the average of 57 per cent in Europe.<sup>237</sup>

**In early November, WHO warned that Europe is once again at the epicentre of the COVID-19 pandemic,** with soaring cases across the continent.<sup>238</sup> A similar situation is also experienced in Ukraine. By the end of November 2021 (at the time of drafting this HNO), Ukraine had recorded more than 85,000 COVID-19 deaths since the first case was detected on 29 February 2020. Out of this, 18,000 deaths were recorded during November alone, representing 21 per cent of all COVID-19 deaths to date within a one month.

### Projected evolution of needs

**There are two main drivers for risks projected in 2022:** one is the risk of a rapid increase of COVID-19 cases in Ukraine, including on both sides of the “contact line” in the conflict-affected areas, and the other is the risk of drastic deterioration of the security and geopolitical situation. Both drivers are likely to intertwine and create mutually reinforcing or mutually limiting consequences on the humanitarian situation and operations, including:

- **In terms of drastic changes in the security and geopolitical situation, the IACP, updated in June**

**2021, projects three possible scenarios,** including the worst-case scenario, in which widespread hostilities could spill beyond the “contact line”, similar to what happened in 2014, with dramatic consequences for the future of political negotiations to resolve the conflict politically. This IACP anticipates that up to 5.5 million people could be affected in the worst-case scenario, including a displacement of an additional 250,000 people. The IACP is based and built upon the HNO and the HRP framework, parameters and planning figures, to be overlaid with security incident data in case of early signs of conflict escalation to identify ‘flash points/ hot spots’ of hostilities as well as the areas that could be impacted by direct and indirect effects of increased conflict dynamics.

- **To strengthen early warning, the IACP defines a clear set of 24 measurable triggers, with one third of the triggers for action broadly aligned with the indicators used for the JIAF/HNO analysis.** Triggers are categorized into four areas, namely (i) context, (ii) security, (iii) political environment, and (iv) needs. The context-related and political environment triggers can serve as early warning, while the activation for the scale-up of emergency response actions will be based on the agreed security and needs-related triggers. At the time of finalization of the HNO, the scenarios of the IACP were under review.
- **With likely further deterioration of the COVID-19 situation, the fragile health-care systems could be put under extreme pressure, particularly in NGCA,** due to the limited capacity of hospitals and laboratories. In Donetsk and Luhansk oblasts (NGCA), the number of cases in October was reported to have increased by 81 per cent and 45 per cent, respectively (compared to the previous month), with a case fatality rate of 8.7 per cent as of November 2021. According to reports, bed occupancy at hospitals in NGCA was exceeding capacity and prices of medicines at local pharmacies have doubled. According to WHO, it is

<sup>236</sup> According to the National Council of Security and Defence of Ukraine. Data is available online at this [link](#).

<sup>237</sup> Statistics and Research Coronavirus (COVID-19) Vaccinations available at this [link](#).

<sup>238</sup> BBC, ‘Covid: WHO warns Europe once again at epicentre of pandemic’, 5 November 2021, available at this [link](#).



projected that the new wave of infections would spread from the east – unlike the previous waves of infections that began from western Ukraine.

- **A sharp deterioration of the COVID-19 situation could trigger a complete closure of the EECs for an extended time frame**, similar to what happened at the onset of COVID-19 in March 2020, impacting movement of civilians and humanitarian workers alike. These restrictions could be imposed for movement between GCA and NGCA and between the two NGCA entities, which, as a result, may lead to a further reduction in the humanitarian operational capacity in NGCA and potentially in GCA, as well as to a deepening of people's socio-economic vulnerabilities, as outlined in chapter 1.2.
- **There is a persistent risk that the humanitarian assistance could be used as a political tool.** The

ability of humanitarian organizations to respond to humanitarian needs exacerbated by COVID-19 has been undermined by access constraints due to longstanding bureaucratic constraints, which are compounded by the newly implemented restrictions to contain the pandemic. Multiple restrictions for crossing the “contact line” imposed in NGCA have a negative impact on both people's access to essential services (in GCA) and organizations' access to people in need, particularly in NGCA, disrupting the delivery of humanitarian supplies and staff critical to the response.<sup>239</sup> As the COVID-19 pandemic and response continues to dominate the national agenda, the pandemic could divert attention and further disrupt discussions on humanitarian issues and negotiations, which will negatively impact the operational environment and prospects of a political resolution to the conflict.

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<sup>239</sup> Please refer to the sections on Impact on people and services and systems.



**PERVOMAIKSE VILLAGE, DONETSKA  
OBLAST, GCA, UKRAINE**

Lidia, 84 years old, standing in the middle of her former rose garden.

Danish Red Cross/Jakob Dall

## 2.2 Monitoring of Situation and Needs

Humanitarian organizations are committed to monitor the humanitarian situation and the change of needs in a coordinated manner. Monitoring serves to assess the evolution of needs in the affected areas, informs possible adjustments in the response and checks on assumptions made on the evolution of the situation (see 2.1.).

The JIAF guided the development of the HNO. Consequently, situation and needs monitoring is conducted based on the list of agreed JIAF indicators, which were adapted to the context of Ukraine. Indicators will be disaggregated to include gender, age, disability and other diversity characteristics, to the extent possible.

Situation and needs monitoring builds on several existing sectoral assessment and monitoring mechanisms, and other regular situation and thematic reports. These include the documentation of civilian casualties by OHCHR, the monitoring of security incidents by ACTED and INSO, the National Monitoring System by IOM (with the focus on the situation of IDPs), situation and thematic reports of OSCE SMM, other multi-sectoral assessments by REACH and COVID-19 updates and statistics provided by the Public Health Centre of Ukraine, WHO and other organizations.

The table below illustrates the full list of agreed JIAF indicators.

## Indicators

#	INDICATORS	SECTORS	SOURCE
x01	% children not attending school, including distance learning, by sex and school-level (as a result of the crisis, including COVID-19)	Education	Multi-Sector Needs Assessment (REACH)
x02	Number of attacks on schools in the last 12 months	Education	Education Cluster attacks on education data
x03	Food consumption score (FCS)	Food Security	Multi-Sector Needs Assessment (REACH)
x04	Food expenditure share (FES)	Food Security	Food Security & Livelihoods Assessment in Eastern Ukraine (FAO) / Multi-Sector Needs Assessment (REACH)
x05	Livelihood coping strategy (basic needs) (LCS)	Food Security	Food Security & Livelihoods Assessment in Eastern Ukraine (FAO) / Multi-Sector Needs Assessment (REACH)
x06	Cumulative six-month COVID-19 test positivity rates	Health	Public Healthcare Centre of Ukraine
x07	Proportion of oxygen beds occupied with COVID-19 patients	Health	National Health Service of Ukraine
x08	Proportion of health-care facilities with disruption in scope or volume of services due to COVID-19 pandemic in the last 6 months	Health	WHO Assessment on the impact of COVID-19 pandemic on Essential Healthcare Services in Government Controlled Areas, GCA, of Donetsk and Lugansk Region)
x09	Proportion of households that reduced essential health expenditure (including drugs) due to a lack of resources to cover basic needs (such as food, shelter, health, education, etc.) in the last 30 days	Health	REACH Multi-Sectoral Needs Assessment 2021
x10	% of persons living in areas with mine/unexploded ordnance (UXO) contamination	Protection	MA sub-cluster
x11	% of people affected by security incidents in the last 12 months	Protection	INSO
x12	% of IDPs who have to limit expenses even for food or have funds only for food	Protection	IOM NMS Report
x13	% of adults and elderly who couldn't cross the contact line to resolve issues with documents, pensions, resolve key issues or for family reunification	Protection	R2P/UNHCR, SBGS
x14	% of children born between 2015 and 2021 have not received a birth certificate from the Ukrainian authorities	Protection	MoJ, open sources
x15	% of population in specific groups with limited access to services (i.e., persons with disabilities, women, children and caregivers, etc.)	Protection	REACH MSNA, GBV sub-Cluster, CP sub-Cluster
x16	% of households that reported insufficient heating arrangement in winter	Shelter/NFI	Inter-sectorial assessment (REACH), Shelter Cluster new damage database
x17	% of households living in houses damaged or destroyed due to the conflict	Shelter/NFI	Inter-sectorial assessment (REACH),
x18	% of households that need help with water supply	WASH	WASH Cluster Needs Assessment Survey (2021)
x19	% of households that need help with sanitation	WASH	WASH Cluster Needs Assessment Survey (2021)
x20	% of households that need help with hygiene (given the COVID-19 pandemic)	WASH	WASH Cluster Needs Assessment Survey (2021)

## Part 3:

# Sectoral Analysis

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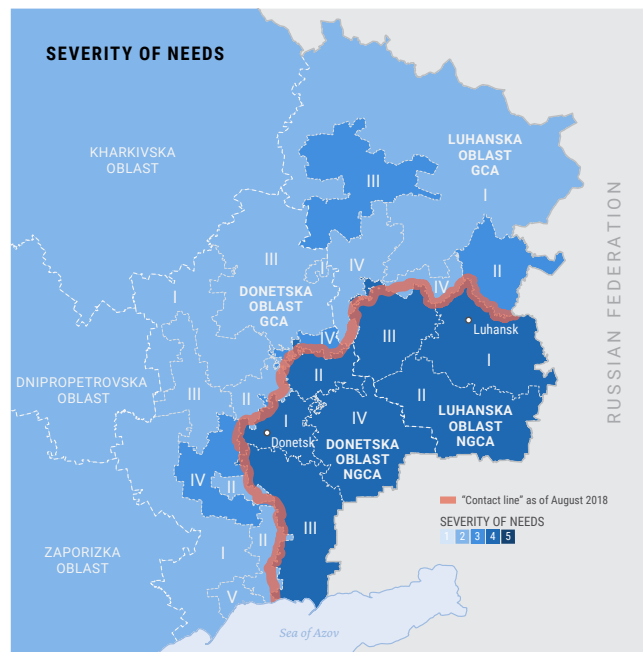
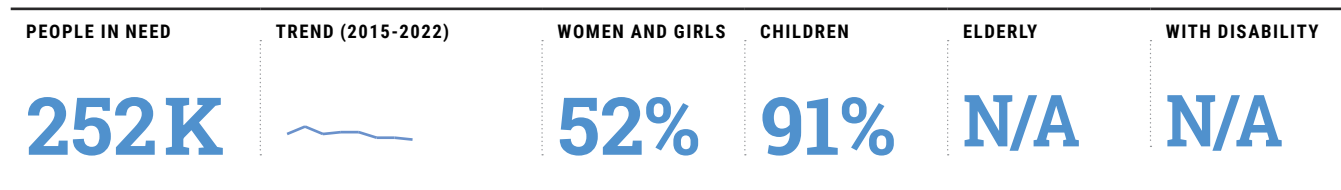
### GCA, DONETSKA AND LUHANSKA OBLASTS

A boy holding a minefield warning sign at an Explosive Ordnance Risk Education training session.  
Photo: HALO/Asia Bolotova

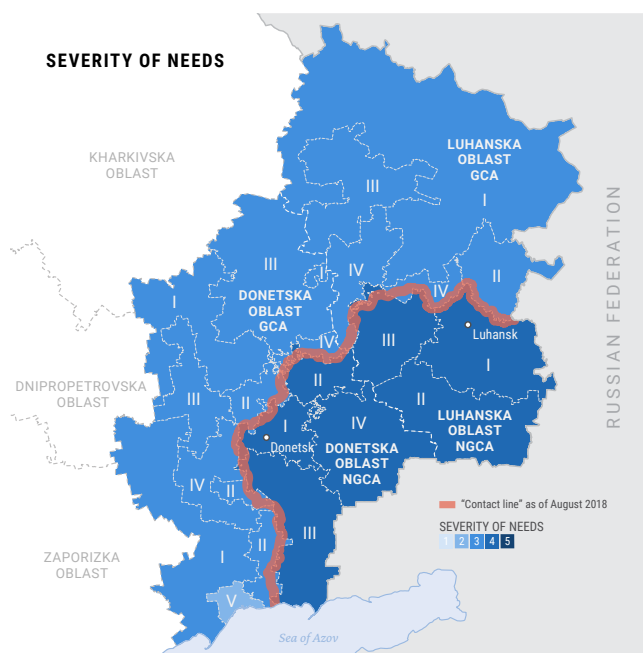
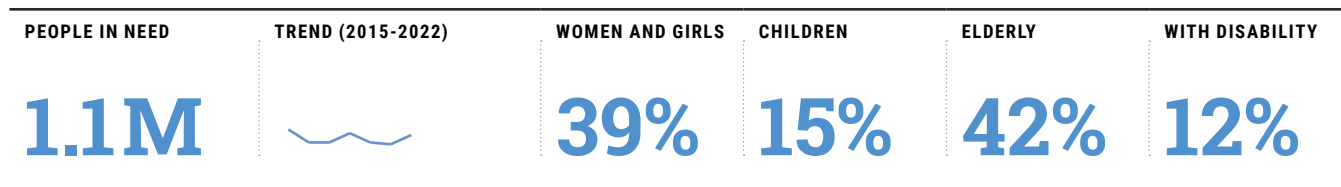




### 3.1 Education

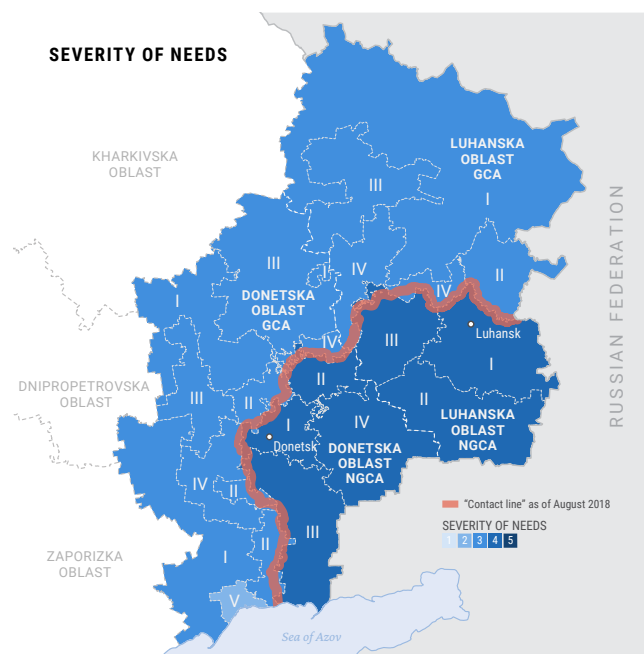
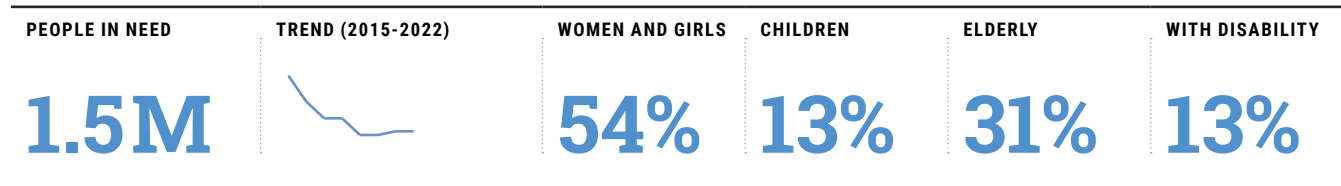


### 3.2 Food Security and Livelihoods

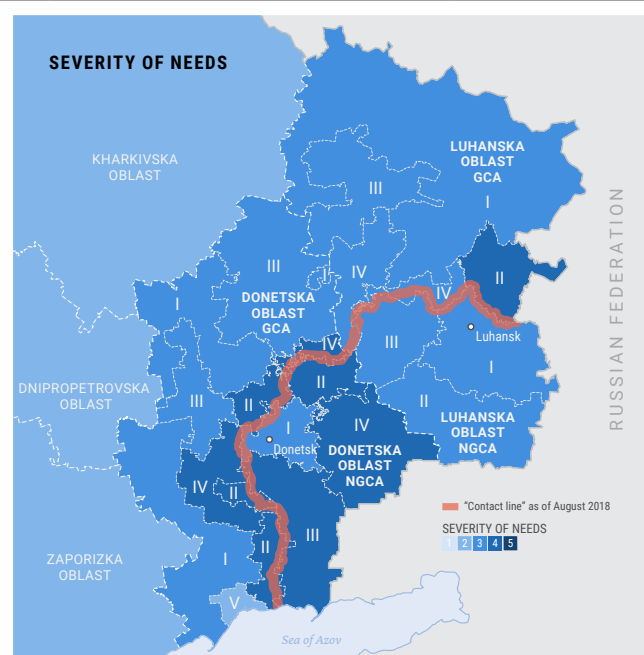
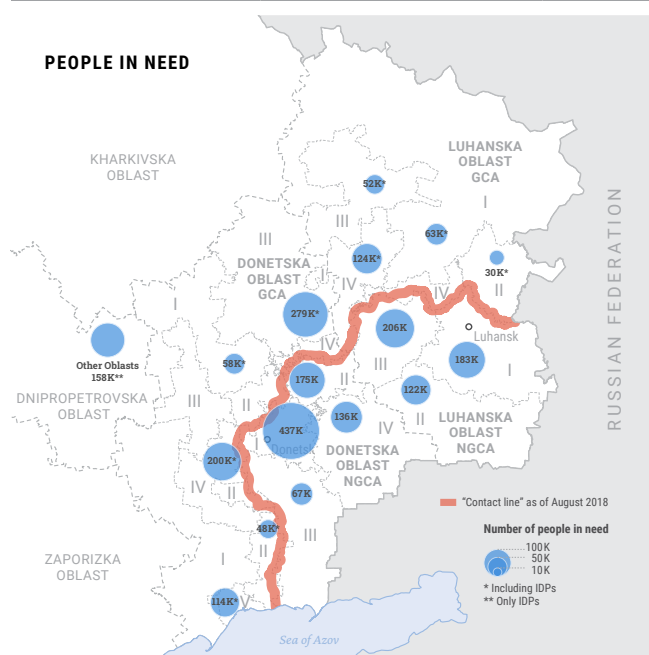
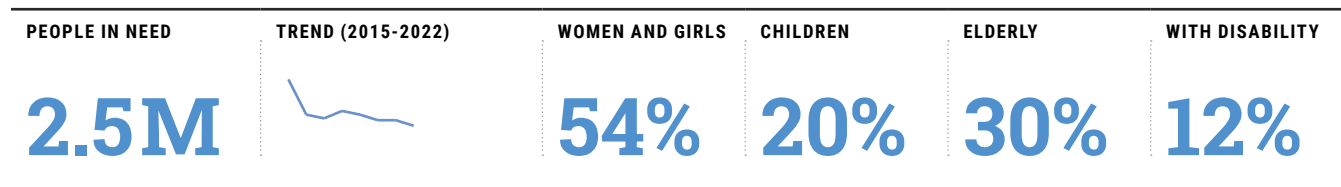




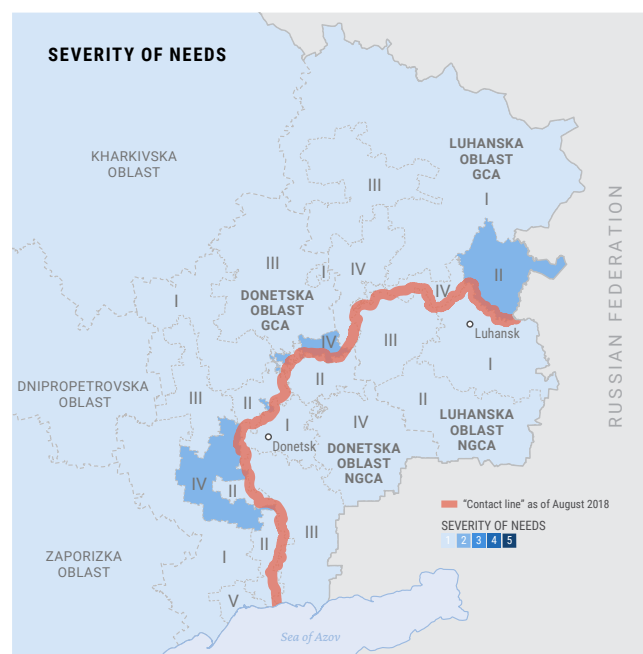
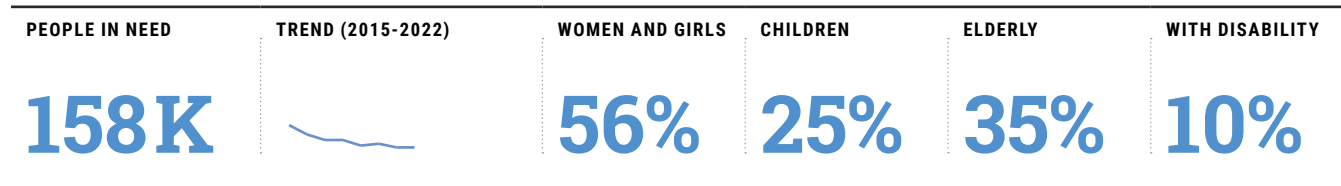
### 3.3 Health



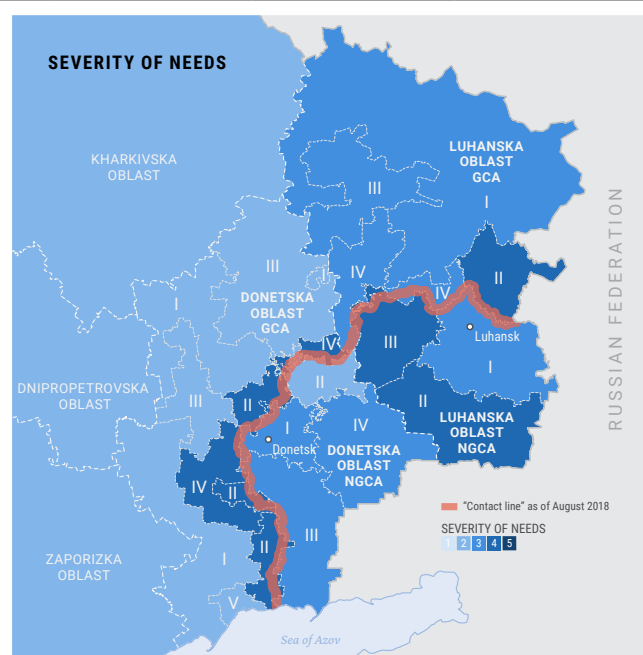
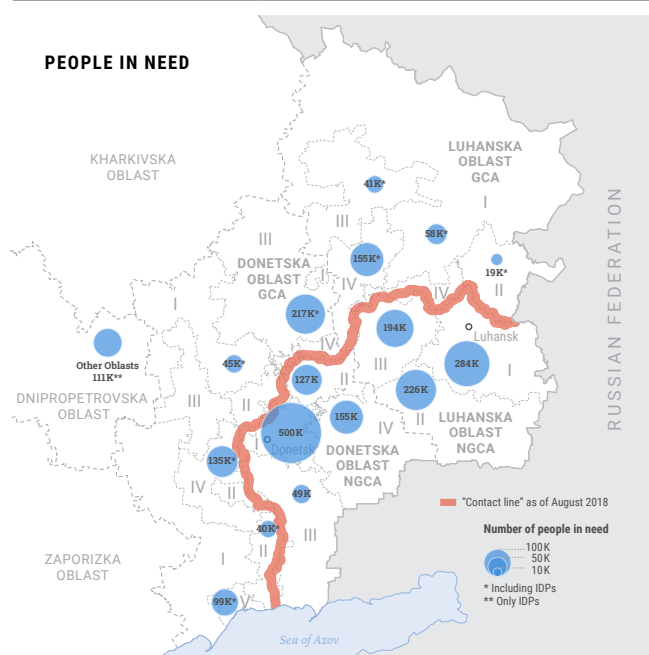
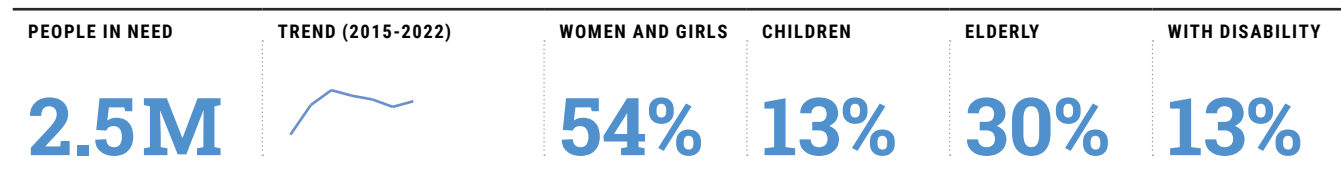
### 3.4 Protection



### 3.5 Shelter/NFI



### 3.6 WASH



## 3.1 Education



PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
252K	52%	91%	N/A	N/A

### Overview of the needs within the Education sector

**Children and adolescents affected by the armed conflict face both persistent threats to their physical and mental well-being and the risk of being left behind in terms of adequate academic preparation.**

While attacks on education have abated, the continued disruption of schooling from COVID-19 and the conflict overall, coupled with the fragmentation of the education systems between GCA and NGCA translates to a significant impact on the educational aspirations of children. As of 2021, still nearly 229,000 school-aged boys and girls are in direct need of humanitarian assistance in education sector. In September 2021, a generation of children born during the armed conflict started their primary school education in what is hoped to be a post-COVID era, while the armed conflict continues to impact teachers' and school staff well-being and ability to work effectively as reported by school administrations in 58 per cent of schools in

raions along the "contact line" in GCA.<sup>240</sup> Due to the underserved nature of Donetsk and Luhansk oblasts, distance learning modalities are often less feasible, leaving thousands of boys and girls on both sides of the "contact line" without access to education. In this protracted humanitarian crisis, quality of conflict sensitive-education – given it is appropriately designed, planned and delivered – has an important role to play in the protection of boys and girls. It has a positive effect on the de-escalation of the conflict and on post-conflict societies building a pathway towards peace.

### Affected Population

**Pre-school and school-aged children and youth (3-18 years old) and their families.** Eight years of fighting have taken a toll on children and youth, impacting their physical and psychosocial well-being. According to the Education Cluster's estimate, 93 per cent of the school-

### Needs by Zone

Thousands of people (K)

TOTAL SECTOR PIN	MAIN AREAS	GCA – DONETSKA OBLAST	GCA – LUHANSKA OBLAST	NGCA – DONETSKA OBLAST	NGCA – LUHANSKA OBLAST	OTHER OBLASTS
252K	RESIDENTS	5	4	157	79	-
	IDPS	5	2	-	-	-
	TOTAL BY AREA	10	6	157	79	-

240 Education Cluster, 'Needs Survey in GCA of Donetsk and Luhansk oblasts', 2020.

aged boys and girls and education personnel in need of humanitarian education assistance are concentrated in NGCA. The most acute is the situation for children living in close proximity to the “contact line” where persistent military presence, shelling and extreme levels of mine contamination threaten their lives.

In 2020, some 58 per cent of the education facilities in raions along the “contact line” in GCA reported that the armed conflict had impacted their students’ ability to learn as well as their well-being.<sup>241</sup> At least 57 per cent of the education facilities reported that some of the children required some sort of inclusive education, and a majority of these schools said that up to five children were in need of such support.<sup>242</sup>

The armed conflict influences boys and girls differently. On average, girls reported feeling safe less often than boys. However, many of the safety concerns were the same for boys and girls such as military personnel, substance abuse, shelling, explosive remnants of war (ERW) and men harassing girls at night were a safety concern for girls in particular. Some 70 per cent of children in schools on the “contact line” reported that they feel danger, which might threaten their life and health (except COVID-19) compared to 33 per cent of children in 20+ km area.<sup>243</sup>

The reasons why older boys fear the military include the risk of being caught in crossfire between armed groups, the dangers posed by tanks and other heavy military vehicles which drive through settlements, and the fear of soldiers being violent towards them.<sup>244</sup>

**Teachers and other education personnel.** There is a shortage of qualified teaching staff and education

personnel due to internal displacement and the inability to retain and recruit staff in an unpredictable conflict environment on both sides of the “contact line”. In GCA, approximately 30 per cent or a total of 200 education facilities reported that they do not have enough teachers.<sup>245</sup> This is more of a problem in the NCGAs, especially in small rural communities as qualified teachers tend to move away from those areas.<sup>246</sup> Many teachers in conflict affected areas are close or over the retirement age.

The armed conflict continues to impact the well-being and ability to work effectively for those who have chosen not to move. Safety and security concerns remain high for both education personnel and students who struggle with the fear and stress from years of ongoing hostilities. This burden tends to disproportionately impact women who make up to 90 per cent of teachers and school administration staff.<sup>247</sup>

## Analysis of needs

**Conflict-related barriers in access to quality education.**<sup>248</sup> For boys and girls living close to the “contact line” access to education remains challenging due to shelling and ERW/ERW contamination near commuter routes. For isolated settlements and hard-to-reach communities – particularly rural areas – connectivity to distance learning, physical distance to schools when they are accessible, teaching staff quality and the affordability of school supplies are key issues.<sup>249</sup>

As of 1 November 2021, education facilities have come under fire 12 times during 2021.<sup>250</sup> Many families worry about sending their children to school or children

241 Education Cluster, ‘Needs Survey in GCA of Donetsk and Luhanska oblasts’, 2020.

242 *Ibid.*

243 Save the Children, ‘Research with participation of children – Safety through the eyes of children’, Ukraine, 2021.

244 Save the Children, ‘Listen to Us, Girls’ and boys’ gendered experiences of the conflict in eastern Ukraine’, 2019.

245 Education Cluster, ‘Needs Survey in GCA of Donetsk and Luhanska oblasts’, 2020.

246 Per partner consultations.

247 Ukrainian Centre for Social Data, ‘Women and men in leadership positions in Ukraine: open data of USREOU’, 9 October 2017.

248 According to OHCHR, in NGCA, education is accessible mostly in Russian language, which is problematic as a part of the population is disconnected from Ukraine because they may have difficulties accessing the Ukraine’s educational system.

249 REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

250 According to Education Cluster.

are afraid to go owing to existing security risks.<sup>251</sup> Following one of the attacks in September 2021, a few children were withdrawn by their parents from the affected school and it remains unclear when and if these children will be enrolled in another school. There are communities in the GCAs and NCGAs, which do not have sufficient capacity nor facilities to carry out Early Childhood Development (ECD), depriving some children of a pre-school education as well as the related socialization and skills development.

**Damaged education infrastructure and unsafe learning environment.** Concerns over children's safety and security are greater in the area close to the "contact line" where sporadic fighting still occurs. According to the Education Cluster School survey, more than a quarter of the facilities indicated military presence as the main security concern for children.<sup>252</sup> From January 2017 to November 2021, education facilities were directly affected by continuous hostilities at least 125 times which resulted in infrastructure repair needs. The protracted nature of the crisis has also put a burden on local budgets preventing authorities from doing proper maintenance on schools and replacing destroyed or worn-out school furniture, sports equipment and other required supplies. Boys and girls as one of the priorities indicated that they would like to improve school condition (lack of repairs, absence of good furniture, etc.).<sup>253</sup>

International and national organizations have managed to cover the gap in conflict-related rehabilitation needs in GCA, while similar needs in NGCA are still pressing.<sup>254</sup> However, in GCA within 20km of the "contact line", 21 per cent of households report that their children had missed more than one month of school due to security concerns, closed schools,

unavailable transportation, expensive associated costs and health-related reasons.<sup>255</sup> The implementation of the Safe Schools Declaration (SSD) action plan,<sup>256</sup> now approved by the Government will remain a priority in 2022.

Schools in conflict-affected areas are exposed to hazards and significant environmental, ecological and industrial risks which the conflict brings to a heavily industrialized area of Ukraine. According to estimates by the 3P Consortium, over 70,000 people could potentially be affected by the consequences of a failures at the Verkhniokalmiushka Filtering Station, Zolote Coal Mine and Golmovskiy Wastewater Treatment Plant alone. Child-centered disaster risk reduction (DRR) education remains in need to minimize the potentially adverse impacts of these hazards.<sup>257</sup>

**Life skills and resilience building education.** With the outbreak of COVID-19, there has been added fear and anxiety. Fear of infection and social exclusion due to stigma related to the disease, uncertainty about the future and depression are expected to remain the issues. To avoid negative long-term consequences in the socio-emotional development of conflict-exposed boys and girls and adolescents, emphasis must be placed on nurturing their resilience through positive peer relations, interdependent values, healthy self-esteem and emotional connection to their school as well as on restoring normality to their communities.<sup>258</sup> Further chances to participation and expressing their views at school would also contribute to strengthening resilience of children and adolescents.

**Capacity building and well-being of education personnel.** In more than a third of education facilities along the "contact line" in GCA, teachers have no

251 Save the Children, 'Listen to us: girls' and boys' gendered experiences of the conflict in eastern Ukraine', 2019.

252 *Ibid.*

253 Save the Children, 'Research with participation of children – Safety through the eyes of children', Ukraine, 2021.

254 Education Cluster, 'HNO consultations', 2021.

255 REACH, 'Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact', May 2021.

256 Ministry of Education and Science, 'Safe Schools Declaration National Implementation Plan', 4 August 2021.

257 ACTED, 'The 3P Consortium: Prepare, Prevent and Protect civilian populations from disaster risks in conflict-affected areas', 13 October 2019.

258 UNICEF, 'An evidence-based analysis of the psychosocial adaptability of conflict-exposed adolescents and the role of the education system as a protective environment', 2019.



access to Psychosocial Support (PSS)<sup>259</sup> to cope with stress and the constantly increasing responsibility for their and their pupils' safety. In NGCA, education facilities are also faced with a lack of well-trained teachers.<sup>260</sup> Added to the availability of qualified teaching staff, teachers and counsellors are not properly trained on psychosocial support, conflict sensitivity, inclusion and risk prevention, which are essential skills to address the needs of conflict-affected boys and girls. This is particularly relevant for NGCA, where those needs are usually not met.

Considering that education can have both a negative as well as a positive effect on conflict, a conflict-sensitive approach to providing education should be promoted in line with SSD guidelines and commitments of the national implementation plan.<sup>261</sup> In GCA, 36 per cent of teachers needed additional capacity building or pedagogical support to address the impact of armed conflict on education, and most of them point to a need for capacity building in psychosocial support.<sup>262</sup> Owing to the COVID-19 pandemic, teachers need to receive training on how they can remotely engage students of different ages (preschool, primary, lower secondary and upper secondary) to prevent and control the spread of COVID-19 and use distance learning modalities.

**Learning materials.** The armed conflict has significantly deteriorated the economic situation of families residing in the affected areas as a result of economic decline and unemployment. Based on the 2020 REACH MSNA, 35 per cent of households in the GCAs sought cash assistance as their top need in order to afford the needed school materials for their children.<sup>263</sup> In the 0-5 km area, this share stands at 39 per cent in rural and 40 per cent in urban areas.<sup>264</sup> Besides individual learning materials, the need for teaching supplies and school equipment remains high in conflict-affected areas.

## COVID-19

The COVID-19 pandemic generated an additional layer of needs as schools are required to operate safely and take on the related public health measures. Educational facilities require hygiene and Personal Protective Equipment (PPE) for safe operation and dedicated IT equipment for distance learning that they often cannot afford. Many children, particularly those in poorer households and rural areas along the "contact line" do not have necessary equipment (internet access, personal computers, smartphones, TV, etc.), which amplifies the effects of existing learning inequalities. As a result, many face the risk of never returning to school to continue their education.

**Non-recognition of education certificates issued in NGCA:** Despite several significant steps undertaken by the Government of Ukraine, including the approval of a simplified procedure for NGCA graduates to enter universities in GCA (April 2021) and the introduction of a state-funded training programme and scholarship for young people in NGCA in preparation for admission to state higher education institutions in GCA, NGCA graduates still face numerous challenges to continue their education outside NGCA. These include inability to cross the "contact line", especially with COVID-19 restrictions in place, additional pressure on children to study extra subjects, expenses associated with education in GCA, absence of a valid Ukrainian passport, just to name a few. Education certificates issued by Donetsk and Luhansk oblasts (NGCA) are not widely recognized in Ukraine and this reduces opportunities for recent graduates to seek higher education or enter the labour market outside NGCA. Since the beginning of the armed conflict, approximately 160,000 boys and girls have received NGCA education certificates, including both middle and high school certificates (9 and 11 grades).

259 Education Cluster, 'Needs Survey in Government Controlled Areas of Donetsk and Luhansk oblasts', 2020.

260 REACH, 'Multi-Sectoral Needs Assessment in NGCA', February 2020.

261 INEE, 'INEE Conflict Sensitive Education Training Modules', 2013.

262 Education Cluster, 'Needs Survey in GCA of Donetsk and Luhansk oblasts', 2020.

263 REACH, 'Multi-Sector Needs Assessment in GCA – Educational Summary', 2020.

264 *Ibid.*

## Monitoring

**In order to successfully coordinate and implement the planned response, the Education Cluster must receive updated information.** For this, the Education Cluster Monitoring Tool (ECMT) for partners to report was designed enabling monitoring of the response at the school level.

**Each organization needs to submit their ECMT updates quarterly.** The analysis will make it possible to monitor the education response, formulate advocacy on behalf of partners, identify need and gaps, avoid duplication of the response, and assist partners in their operational planning. This information will also be shared with donors to increase funding for education and with OCHA for inter-cluster coordination purposes.

**Article 12 of the UN Convention on the Rights of the Child says that children have the right to form opinions and for these opinions to be heard and taken seriously we need to make sure children and young people feel able to express their opinions.** It is important to invite them to participate in creating

emergency response plans and seek their feedback during implementation. The Cluster and partners strongly recommend consulting children and young people when designing needs assessment, and planning education in emergencies response in Donetsk and Luhansk oblasts.

## Brief explanation on the methodology used to calculate sectoral PiN

The Education Cluster used the 2021 REACH MSNAs as well as the EMIS for its data for indicators # 1 and #2. The overall PiN of 252,000, which is down 38 per cent from last year's 404,000, was derived from inter-cluster population data and statistically examining answers to MSNA questionnaires relevant to education. For example, the MSNA this year asked about who in which household was attending school. For each age set and geolocation the inverse was derived to determine non-attendance. Data on percentage of people affected by security incidents was derived from a sector-specific attacks on education tracker.

## Indicators

#	INDICATORS	SECTORS	SOURCE
x01	% children not attending school, including distance learning, by sex and school-level (as a result of the crisis, including COVID-19)	Education	Multi-Sector Needs Assessment (REACH)
x02	% of people affected by security incidents in the last 12 months	Education	Education Cluster attacks on education data

## 3.2 Food Security and Livelihoods



PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
<b>1.1M</b>	<b>39%</b>	<b>15%</b>	<b>43%</b>	<b>12%</b>

### Overview of the needs within the Food Security and Livelihoods Sector

There are an estimated 1.1 million people in need, of which 400,000 people are estimated to be severely and moderately food insecure, which has affected their physical and mental wellbeing. Compared to 2021, the PiN for 2022 has decreased by 26 per cent, demonstrating some improvement in the overall humanitarian condition, especially in GCA despite the ongoing COVID-19 pandemic. The slight improvement in GCA's food security and livelihoods situation results from unrestricted humanitarian access, a slight economic recovery,<sup>265</sup> the humanitarian response, and improvement in the economy. However, the continued impact of the 8-year protracted crisis on food security and the livelihoods of the affected

population in Donetsk and Luhansk oblasts needs to be addressed in an integrated way. Persistent conflict, heightened violations of the peace agreement, and restricted humanitarian access in non-government-controlled areas (NGCA) means there has been minimal progress in addressing the humanitarian needs of the affected population. Thus, food insecurity in these two oblasts remains defined by conflict, high food prices, limited or lack of markets and access to basic services, loss, and lack of livelihood opportunities, all of which is amplifying the poverty levels, reducing industry and production capacity, exacerbating the issues of aging infrastructure, and increasing demographic movement.<sup>266</sup>

### Needs by Zone

Thousands of people (K)

TOTAL SECTOR PIN	MAIN AREAS	GCA – DONETSKA OBLAST	GCA – LUHANSKA OBLAST	NGCA – DONETSKA OBLAST	NGCA – LUHANSKA OBLAST	OTHER OBLASTS
	RESIDENTS	190	7	419	416	-
	IDPS	10	89	-	-	-
<b>1.1M</b>	<b>TOTAL BY AREA</b>	<b>200</b>	<b>96</b>	<b>419</b>	<b>416</b>	<b>-</b>

<sup>265</sup> According to State Statistics Service, the employment rate in Donetsk GCA deteriorated from 15.4 per cent in January-December 2020 to 15.7 per cent in January-June 2021. In Luhansk oblast, GCA – deteriorated from 16.1 per cent in January-December 2020 to 16.6 per cent in January-June 2021. Therefore, the employment opportunities remained almost at the same level. This could be also an evidence to increase livelihood assistance.

<sup>266</sup> World Bank, 'The Economics of Winning Hearts and Minds: Programming Recovery in Eastern Ukraine', 2021.

The protracted crisis has affected all population groups with a striking difference notable among female-headed households (22.7 per cent), which are significantly more food insecure than male-headed households (12.9 per cent), according to the Food Security Experience Scale (FIES) report. Ironically, the recent reports on food security and livelihoods in Ukraine (FIES and MSNA) found that rural populations are more food insecure than urban areas, contrary to what we see in similar conflict situations. Female-headed households were found to be more vulnerable with a significantly higher prevalence of food insecurity, more use of coping strategies, and less access to paid work. Despite female-headed households receiving more assistance (leading to a need to look at the duration of assistance and an increase in livelihood support, both agricultural and non-agricultural), 34 per cent of vulnerable households employed irreversible coping strategies, and 38 per cent used crisis strategies. This, in part, implies that vulnerable households are overstretching and exhausting their ability to feed themselves, which leads to a further risk of deterioration in their food and livelihood security. Income derived from pensions plays a significant role (54.5 per cent in NGCA) followed by humanitarian aid, social support and non-agricultural wage. Older persons comprise 42 per cent of the population in need, of which 31 per cent will be targeted in the HRP.

The COVID-19 pandemic and consequent restrictive measures hit the Ukrainian economy hard and for the second consecutive year is exerting a negative impact on access to livelihoods and the food security status of the people already affected by the conflict in both the GCAs and the NGCAs of Luhanska and Donetsk oblasts.

Despite the slight restoration of economic growth, several factors impede access to food and income-generating opportunities. Among such aggravating factors are rising food and basic non-food prices, disrupted access to markets, ongoing restriction of people's movements across the "contact line," reduction in industrial production, high unemployment, and limited livelihood opportunities.

Ukraine remains a country with a significant liquidity crisis. According to the State Statistics Service of Ukraine, the consumer price indices for goods and services in September 2021 was equal to 111.0 compared to the corresponding period of 2020. This occurred mainly due to the increase in services and food prices (14 per cent increase).<sup>267</sup>

The nationwide unemployment rate peaked at 10.9 per cent during the first quarter of 2021. The situation has slightly improved in the second quarter but is unlikely to fully recover to the pre-pandemic level. In conflict-affected areas, the unemployment rates by the second quarter of 2021 were the highest nationwide: 15.7 per cent in Donetsk and 16.6 per cent in Luhanska oblasts (compared to the national average of 10.3 per cent).

The access of humanitarian actors to Luhanska and Donetsk NGCA has been restricted in recent years of the conflict. Furthermore, for the second year, the ability of people to cross the "contact line" remains even more exacerbated by restrictions imposed due to COVID-19. As a result, the persisting gap in humanitarian response in NGCA combined with the restricted access of people to markets and services has led to a significant number of people being in need of livelihood support and direct food assistance.

### Affected population

**In 2022, an estimated 1.1 million people will be in need of food and livelihood assistance in Donetsk and Luhanska oblasts, which is a decrease of 26 per cent compared to 2021.** The drop in the number of people in need is driven by several factors. Firstly, according to data evidence (MSNA by REACH and FIES by FAO), the Food Consumption Score (FCS) shows a relatively positive dynamic compared to the previous years. Secondly, the decline in number of people in need could be an outcome of slow economic recovery after relaxing of the COVID-19 restrictive measures. There was a 5.4 per cent growth in gross domestic product (GDP) in the second quarter of 2021 compared to the same period of 2020. Thirdly, HPC and non-HPC actors provided humanitarian and social assistance to the

<sup>267</sup> State Statistics Service of Ukraine, 'Consumer price indices for goods and services in 2021', available at this [link](#).

affected population in accessible areas, largely in GCA, as NGCA has persisted in its restriction of humanitarian access. The eight-year crisis has had an impact on the livelihoods and food security situation in the conflict-affected area despite the slight improvement. At least 3 per cent of the total population in Donetsk and Luhanska oblasts (or some 160,000 people) are severely food insecure, implying that they are unable to meet their immediate food needs and are having to resort to irreversible coping strategies.<sup>268</sup> Compared to 2021, the proportion of households with a moderate-to-severe food insecurity level has decreased from 630,000 in 2021 to some 400,000 in 2022. People's capacity to cope with the severity of food insecurity is also eroded by the protracted crisis. The combined effects of livelihood losses magnified by COVID-19 have had a negative impact on the food security situation and have included the lack of access to markets and basic services.

**Despite the 26 per cent decrease in the number of people in need, the drop in needs in the NGCA constitutes only 16 per cent.** Seventy-four per cent of all people in need, or some 836,000, have been forced to use negative and unsustainable coping mechanisms to access food and are expected to continue to do so in the NGCA in 2022. On the GCA side, an estimated 300,000 (or 25 per cent) are in need of livelihoods and food assistance, of which some 42 per cent would require direct food assistance to improve their food insecurity status. Insecurity, the lack of services especially in isolated rural communities, poor infrastructure, and limited or the lack of livelihood opportunities have increased, thus impacting on the affected population's physical and mental wellbeing.

**All available data show that female-headed households more often (an estimated 1.3 times more often) experience food insecurity compared to the overall population.** Thus, women and their family members are more vulnerable and highly in need of assistance.

**Access to income-generating opportunities remains restricted on both sides along the "contact line" due**

to persistent conflict-related restrictions of movement, active hostilities, and civilian casualties. Disruption of market linkages hinders people's access to food, and farmers' and small producers' access to sources of income. Also, the level of agricultural livelihood investment targeting the most vulnerable has been low over the years. Combined food and livelihood support to the severely and moderately food insecure will positively impact on their food security.

Considering that 42 per cent of the population in need are older persons and 39 per cent of all households rely on pensions,<sup>269</sup> the limited number of crossing points has aggravated the already complicated mobility across the "contact line" and restricted peoples' access to their means of livelihood, especially for those who cross from NGCA to GCA to receive pensions and other social benefits.

People in need were classified in accordance with the Joint Intersectoral Analysis Framework (JIAF) severity ranking of the Inter-Cluster PiN: No stress (1); Stress strategies (2); Crisis strategies (3); Emergency strategies (4); and Near exhaustion of coping capacity (5). The projected JIAF severity ranking informed prioritization of affected areas for inter-cluster analysis. The categories of people in need considered by the cluster are female-headed households, the older persons, unemployed vulnerable people, and people with limited mobility, mainly those with disabilities or with chronic illnesses.

## Analysis of needs

### Physical and mental wellbeing

**According to the post-winter FIES assessment, the prevalence of severe food insecurity is about 3 per cent, and moderate food insecurity is 26 per cent in Donetsk and Luhanska oblasts.** In addition, the 2021 MSNA provides evidence that 5 per cent of the population in GCA and 9 per cent in NGCA are food insecure. Therefore, it is estimated that some 400,000 people need direct food and livelihoods assistance. The direct food needs are the most severe in 10 km areas along the "contact line" and in the

<sup>268</sup> FSLC, 'Post-winter Food Insecurity Experience Scale (FIES) Assessment', 8 November 2021, available at this [link](#).

<sup>269</sup> *Ibid.*



NGCAs. The population in those locations is suffering from overlapping drivers of food insecurity, including continued unrest, high unemployment, loss of access to social services and employment opportunities, high prices, poor infrastructure, and lack of access to markets. In addition, the population structure in the area is characterized by a prevalence of persons with disabilities and chronic illnesses who experience difficulties engaging in livelihood activities.

**High and volatile food prices in the affected areas keep increasing. The value of the food basket monitored by the FSLC<sup>270</sup> based on State Statistics Service data<sup>271</sup> increased by 19 per cent compared to the previous year: from UAH1,123 in September 2020 to UAH1,312 in September 2021. In the conflict-affected area, the highest increase was observed in prices of sugar (94 per cent increase in Donetska GCA and 99 per cent increase in Luhanska GCA), sunflower oil (90 per cent and 85 per cent respectively), eggs (68 per cent and 92 per cent respectively). Bread prices increased in Donetska GCA by 26 per cent and in Luhanska GCA by 34 per cent.**

**Other evidence of price volatility is in the Joint Market Monitoring conducted in August – September 2021.**

It is led by ACTED and undertaken collaboratively by ACCESS Consortium partners (ACTED, PIN, MdM, and IMPACT) jointly with NRC and Save the Children in the areas close to the line of contact. The results reveal annual price change in GCA that augmented by 34 per cent for food and by 31 per cent for agricultural inputs compared to the corresponding period of 2020. On the NGCA side, food prices increased at a slightly higher rate than in GCA. The average annual change in price for food in NGCA was at +35 per cent. Sunflower oil and potatoes showed the highest increases since August 2020, at an average of 84 per cent and 85 per cent, respectively.<sup>272</sup>

**Food expenditure share of household expenditure in Ukraine has remained at a stable rate of approximately 40 per cent.** It was 39.5 per cent at the beginning of 2021; however, it increased to 41.4 per cent in the second quarter.<sup>273</sup> In the eastern conflict area, the share of households whose food expenditure share exceeds 50 per cent is estimated to be 79 per cent.<sup>274</sup>

**There is a strong correlation between food security status of a household and its food expenditure share:** the FIES assessment reveals that households with worse food security status tend to spend over 70 per cent of their income on food compared to other groups.

### Living standards and coping mechanisms

**About 66 per cent of the population have needs related to the reduction in living conditions. This is a relative increase compared with the previous year, when 58 per cent of humanitarian needs were associated with lack of livelihoods.** The use of negative coping strategies is one of the manifestations of current and potential food insecurity. High unemployment, unsustainable jobs, debt, and loss of livelihoods are the main challenges for households in the affected areas.

**Despite the relative improvement in FCS, the livelihood coping strategy index reveals the persistent high level of need for livelihood support.** Overall, 57 per cent of all the population of the conflict-affected oblasts experienced at least one of the coping strategies, and over 35 per cent used crisis and emergency coping strategies. The FSLC estimated that among food-secure people in Donetska and Luhanska oblasts, about 250,000 use negative coping strategies, which means that they need assistance in access to livelihoods and sources of income to stop them from further eroding their food security status.

270 The monitored food basket is based on the main 23 food items from the governmental food basket in line with the methodology used by the World Food Programme (WFP) in 2018. The description of the content of the food basket that was monitored by WFP is available at this [link](#).

271 State Statistics Service of Ukraine, 'Average consumer prices for goods (services) in Ukraine in 2021', available at this [link](#).

272 ACCESS Consortium, 'Joint Market Monitoring August 2017 – August 2021', available at this [link](#).

273 State Statistics Service of Ukraine, 'Final consumption expenditure of households by purpose for the II quarter of 2021', available at this [link](#).

274 REACH, 'Multi-Sectoral Needs Assessment in GCA', 2021.

**Also, there is a strict relationship between food security status and use of coping strategies:** among the most severely food-insecure households, the use of emergency coping strategies can reach 50 per cent, while among food secure it is up to 25 per cent.<sup>275</sup>

**Macroeconomic situation.** After the sharp economic downturn in 2020–2021 as a result of compounding effects, including COVID-19-related instability, a slow macroeconomic recovery is expected in the upcoming years. Based on a forecast undertaken by Institute for Economics and Forecasting of National Academy of Sciences of Ukraine, GDP growth in 2021 is expected to be 4 per cent, although some slowdown of the economic growth is expected for 2022–2024. Among the key drivers of economic growth are expected to be private consumption, investment demand, and agricultural production.<sup>276</sup>

**Ukraine is becoming more and more vulnerable to the impacts of climate change.** It is seen in the air quality, but also in the broader effects of droughts, high temperatures, heat waves, and floods.<sup>277</sup> These sorts of extreme climate events are now more likely and severe in Ukraine than ever before, which may impose a risk to agricultural production, self-sustenance, and access to income for the conflict-affected population. That may force households to adopt negative coping strategies and may result in deteriorating the food security status.

**At the current stage, the comprehensive approach plays a pivotal role and is to be provided at individual, household, enterprise, and community levels.** The FSLC partners recognize these significant humanitarian sectoral needs both for emergency lifesaving food

and livelihoods interventions and for reinforcing resilience and social protection through livelihoods support. Restoring the livelihoods of the affected population will require medium-to-long-term planning and interventions.

### Brief explanation on the methodology used to calculate sectoral PiN

**The FSLC partners in Ukraine aim to assist people who are food insecure and also those in need of livelihood support.** Therefore, a general formula to estimate total number of people in need of food assistance and/or livelihood support was used: “number of people who are food insecure” + “number of people in need of livelihood support” – “overlap between the number of people who are food insecure and in need of livelihood support.”

The number of people in need of food assistance is defined as those who are severely and moderately food insecure (based on the latest available food security assessment).

**To estimate the number of people in need in livelihood support, the FSLC uses different approaches for the GCA and NGCA to eliminate the existing data constraints in the NGCA.** For the NGCA, people with crisis and emergency coping strategies were taken into account. For the GCA, data on the number of unemployed people based on ILO methodology were used (source: State Statistics Service of Ukraine).

To estimate the overlap between those who are food insecure and those in need of livelihoods, MSNA data were used.

<sup>275</sup> FSLC, ‘Post-winter Food Insecurity Experience Scale (FIES) Assessment’, 8 November 2021, available at this [link](#).

<sup>276</sup> Institute of Economics and Forecasting of the National Academy of Sciences of Ukraine for the Consensus Forecast of the Ministry of Economic Development and Trade of Ukraine, ‘Forecast of the main macro indicators of Ukraine’s economic development for the period up to 2024, April 2021, available at this [link](#).

<sup>277</sup> World Bank, ‘Climate Change – Challenges for Ukraine’, 19 February 2021, available at this [link](#).

## Indicators

#	INDICATORS	SECTORS	SOURCE
x01	Food consumption score	Food Security and Livelihoods	Multi-Sector Needs Assessment (REACH)
x02	Food expenditure share	Food Security and Livelihoods	Food Security & Livelihoods Assessment in Eastern Ukraine (FAO) / Multi-Sector Needs Assessment (REACH)
x03	Livelihood coping strategy	Food Security and Livelihoods	Food Security & Livelihoods Assessment in Eastern Ukraine (FAO) / Multi-Sector Needs Assessment (REACH)
x04	Food Security Index	Food Security and Livelihoods	Multi-Sector Needs Assessment (REACH)
x05	Unemployment rate	Food Security and Livelihoods	State Statistics Service / State Employment Service / National Monitoring System (IOM)

## 3.3 Health



PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
<b>1.5M</b>	<b>54%</b>	<b>13%</b>	<b>31%</b>	<b>13%</b>

### Overview of the needs within the Health sector

Eight years of conflict have seriously disrupted the health sector's ability to meet the new and pre-existing health-care needs in both GCA and NGCA of Donetsk and Luhanska oblasts. With COVID-19 cases and deaths continuing to rise amid low vaccination rates, the health-care system is struggling to cope.<sup>278</sup> The situation is not expected to improve until nearly the entire population is vaccinated, but the uptake of COVID-19 vaccines has been slow.<sup>279</sup> **Support is needed now to maintain and expand health-care services, improve humanitarian access, and build capacity to address the health-care needs in Donetsk and Luhanska oblasts.**

**Insecurity, damage to and lack of maintenance of aging health facilities and medical equipment, shortages of medicines and medical supplies,<sup>280</sup> understaffing, health-care system reforms and curtailed access to referral hospitals and pharmacies** have all impacted the provision of and access to health-care services, further stretched by the COVID-19 pandemic.<sup>281</sup>

**Vulnerable groups are disproportionately impacted, both directly and indirectly, by the conflict and the pandemic.<sup>282</sup>** Many of the older persons, who comprise one third of the populations in need in GCA and NGCA, are economically insecure with low incomes,<sup>283</sup> have

### Needs by Zone

Thousands of people (K)

TOTAL SECTOR PIN	MAIN AREAS	GCA – DONETSKA OBLAST	GCA – LUHANSKA OBLAST	NGCA – DONETSKA OBLAST	NGCA – LUHANSKA OBLAST	OTHER OBLASTS
<b>1.5M</b>	RESIDENTS	522	251	450	229	-
	IDPS	39	30	-	-	-
	TOTAL BY AREA	<b>561</b>	<b>280</b>	<b>450</b>	<b>229</b>	-

278 WHO, 'Ukraine Coronavirus disease', October 2021, available at this [link](#).

279 WHO EURO, 'WHO/Europe COVID-19 vaccine programme monitor', October 2021, available at this [link](#).

280 Protection Cluster Ukraine/Health Cluster Ukraine, 'Exploring Access to health care services in Ukraine: a protection and health perspective', July 2019, available at this [link](#).

281 Médicos del Mundo, 'Impact of Health Reform on the Primary Healthcare Level in Conflict-Affected Areas of Donetsk and Luhansk Oblasts', June 2021, available at this [link](#).

282 UNICEF, 'Ukraine suffocates amid rising COVID-19 deaths', 1 November 2021, available at this [link](#).

283 State Statistics Service of Ukraine, Databank, October 2021, available at this [link](#).

a disability, and/or are at increased risk for infectious and/or non-communicable diseases (e.g., heart disease, cancer, diabetes).<sup>284</sup> The recently reported case of polio in the western part of the country<sup>285</sup> highlights the risk of outbreaks of vaccine-preventable diseases, particularly among children, a risk increased by disruptions<sup>286</sup> caused by the pandemic to immunisation programmes.<sup>287</sup> COVID-19-related restrictions have also impacted TB and HIV programmes, evidenced by lower case-reporting, potentially delaying the treatment of unreported infections<sup>288,289</sup> and risking further disease transmission.<sup>290</sup> The significant distress and indirect socio-economic effects caused by the pandemic are also intensifying the pre-existing mental health and psychosocial support needs of the conflict-affected population; evidenced by increased reports of mental health issues<sup>291</sup> and domestic violence.<sup>292</sup>

## Affected Population

According to the health component of the 2021 Ukraine Joint Intersectoral Analysis Framework, people in need constitute over 1.5 million, including some 199,000 children (13 per cent), 857,100 adults (56 per cent) and 464,200 older persons (31 per cent). Women and girls represent approximately 54 per cent of the affected population (about 827,700 people). Needs in NGCA are estimated to be greater than in GCA, particularly with respect to health-care access and financial resources to meet basic health needs. In GCA, the severity of needs generally decreases with distance from the “contact line”. Health needs are greater among the

rural population in GCA than those living in urban settlements. The extent of the health needs in NGCA remains largely unknown due to limited access.

Vulnerable groups in the conflict-affected regions include people over the age of 60, persons with disabilities, children and youth, women and girls, people living in isolated settlements, health-care workers, and IDPs.

**People over the age of 60 constitute 31 per cent of the conflict-affected population** – the world’s highest proportion of older persons in humanitarian need.<sup>293</sup> In GCA, 98 per cent of older persons surveyed reported at least one chronic disease, 86 per cent reported limited mobility, 70 per cent reported issues with access to medical facilities and medicines, and 98 per cent experienced conflict-related psychosocial issues. In addition, older persons are at high risk of severe COVID-19<sup>294</sup> – 82 per cent of COVID-19-related deaths in Ukraine<sup>295</sup> have been people over 60.<sup>296</sup> Due to their isolation and limited mobility, older persons require different approaches in aid delivery, such as home-based care or community-based interventions.

**Persons with disabilities**, 13 per cent of the people in need, face challenges, such as evacuating from hostilities, inadequate physical rehabilitation services, and lack of disability-friendly facility access.<sup>297</sup>

**Children and youth exposed to the conflict face risks to their physical and mental health, dependent on their**

284 HelpAge International, ‘Humanitarian needs of older women and men in government-controlled areas of Donetsk and Luhansk oblasts, Ukraine – Snapshot of baseline report’, August 2021, available at this [link](#).

285 WHO EURO, ‘One case of polio detected in Ukraine’, 13 October 2021, available at this [link](#).

286 UNICEF, ‘Vaccination is a superpower against diseases. Make time to vaccinate children before the start of the school year!’, 25 August 2021, available at this [link](#).

287 OCHA, ‘Ukraine Humanitarian Snapshot’, 20 July 2020, available at this [link](#).

288 Ukraine Public Health Centre, ‘TB Statistics’, October 2021 available at this [link](#).

289 WHO, ‘Global Tuberculosis Report 2021’, 14 October 2021, available at this [link](#).

290 Ukraine Ministry of Health, ‘Global Fund Funding Request Form Allocation Period 2020-2022’, June 2020, available at this [link](#).

291 OHCHR, ‘We are devoted to this work because the health and lives of people are at stake’, 16 August 2021, available at this [link](#).

292 UNFPA, Ukraine steadfast in tackling gender-based violence, despite pandemic-related increases, 13 November 2020, available at this [link](#).

293 OCHA, ‘Older Persons’.

294 WHO Euro, ‘Statement – Older people are at highest risk from COVID-19, but all must act to prevent community spread’, 2 April 2020.

295 UNICEF, ‘Ukraine suffocates amid rising COVID-19 deaths’, 1 November 2021.

296 HelpAge International, ‘Humanitarian needs of older women and men in Government-controlled areas of Donetsk and Luhansk oblasts, Ukraine – Snapshot of baseline report’, August 2021.

297 Protection Cluster Ukraine, ‘Persons with Disabilities’, October 2015.



**families who themselves are struggling to cope.**<sup>298</sup>

A particular threat children's health is the disruption to immunization programmes.<sup>299</sup> Children are also vulnerable to human trafficking; there have been reports in NGCA of children being used as soldiers, human shields, informants, and checkpoint guards.<sup>300</sup>

**Women and girls represent just over half of all conflict-affected people but** are disproportionately affected by barriers to health-care access because of their reproductive and maternal health needs and lower income.<sup>301</sup>

**People living in isolated settlements are among the most affected by the conflict.** Many are older persons (41 per cent) and persons with disabilities (13 per cent of households). Cost or unavailability of transport and lack of ambulance services are significant barriers to care in these communities.<sup>302</sup>

**Health-care workers are overburdened and at risk of burnout.** They are at increased risk of experiencing mental health issues from witnessing traumatic events and of contracting infections due to inadequate personal protective equipment (PPE).

Mental health issues are particularly prevalent among IDPs, with rates of depression reported at 25 per cent, compared to 14 per cent among the general Ukraine population.<sup>303</sup>

## Analysis of needs

**About 1.52 million people are in need of humanitarian health care due to the direct and indirect impacts of the conflict and the COVID-19 pandemic in GCA and**

**NGCA.** To effectively meet people's needs, the health sector needs humanitarian support to improve access and increase capacity.

**Health-care infrastructure affected by the armed conflict through damage or disrepair needs restoring; facilities falling into disrepair eventually close or reduce their services.**<sup>304</sup> Infrastructure in NGCA has been even more severely impacted due to limited resources.

**Access to and provision of health-care services is also affected by limited availability of public transport, damage to road infrastructure, restricted movement through the crossing points, and pandemic response measures.** Distance creates another significant barrier for people living in isolated communities. The protracted conflict has isolated rural health facilities in GCA from major health centres in urban areas in NGCA, increasing the distances people must travel to avoid crossing the "contact line".<sup>305</sup>

**Recent national health reforms seek to improve financial management, resource utilization and access to medicines.**<sup>306</sup> To adjust to these changes, the already disrupted health systems in the conflict-affected areas require support.

**Across Ukraine, COVID-19 is currently the highest priority health threat. Health systems in GCA and NGCA are poorly equipped to handle the increasing demands imposed by the pandemic.** Many health-care workers left Donetsk and Luhansk oblasts after the start of the hostilities, more so in NGCA where wages are lower. Inadequate PPE is putting health-care staff at risk, evidenced by their high rate of infections.<sup>307</sup> A shortage

298 Kyiv Institute of Sociology, 'Mental health in Donetsk and Luhansk oblasts'. 2018.

299 OCHA, 'Ukraine Humanitarian Snapshot', July 2020.

300 ACAPS, 'Conflict in Donetsk and Luhansk Briefing note', 4 November 2019.

301 'Humanitarian Response Plan at a Glance', 25 November 2020.

302 REACH, 'Protection Assessment of Isolated Settlements in Government-Controlled Areas Along the "Contact Line"', February 2019.

303 University of Birmingham, 'The Mental Health of Internally Displaced People and the General Population in Ukraine', January 2019.

304 Protection Cluster Ukraine/Health Cluster Ukraine, 'Exploring Access to health care services in Ukraine: a protection and health perspective', July 2019, available at this [link](#).

305 USAID, Ukraine, 'Assessment of Patient Barriers to Health Care in the Conflict-Impacted Areas of Eastern Ukraine', 2021, available at this [link](#).

306 Médicos del Mundo, Impact of Health Reform on the Primary Healthcare Level in Conflict-Affected Areas of Donetsk and Luhansk Oblasts, June 2021, available at this [link](#).

307 Ukraine Health Cluster, 'Bulletin #13', June-July-August 2021, available at this [link](#).

of medical specialists,<sup>308</sup> inadequate emergency management and infection control protocols,<sup>309</sup> ill-equipped laboratories, lack of contact tracing, and few epidemiologists create an alarming picture. Although several interventions from the Ministry of Health and Health Cluster partners have brought important improvements in 2021, the rising incidence of COVID-19 is stretching the system even further and overwhelming capacity.<sup>310</sup> As winter takes hold, an increase in other respiratory diseases (influenza, RSV, etc.) may exacerbate the already difficult conditions at all levels of care.<sup>311</sup>

**The COVID-19 pandemic has highlighted gaps in the use of health-care data to inform interventions.**

The already weak system for medical data collection and evidence generation in place before the armed conflict has further declined, particularly in NGCA. Without the necessary data, it is difficult to inform decisions about where to target medical resources and which interventions to prioritise. These gaps also undermine the ability to monitor the quality and effectiveness of the services provided to ensure health-care actors are accountable to the people they assist.

**Infectious diseases represent a major threat to health in Ukraine's conflict areas, requiring regular surveillance and reporting coupled with comprehensive programme monitoring and evaluation.** Donetska and Luhanska oblasts have higher rates of new TB and HIV infections than many of the other oblasts.<sup>312</sup> The COVID-19 pandemic has created further challenges for maintaining TB and HIV programmes. In GCA, there has been a decrease in active TB case finding and detection; a reduction

in HIV prevention activities, including prevention of mother-to-child transmission; cuts to harm-reduction services; challenges in maintaining Directly Observed Therapy (DOT) and establishing it for the large number of TB patients recently discharged from treatment facilities;<sup>313</sup> disruptions in the distribution of medicines; and delays in the procurement of diagnostic materials.<sup>314</sup> These same challenges have been made more difficult in NGCA by movement restrictions across the "contact line." Since the start of the conflict, TB and HIV services in NGCA have depended on international aid for the procurement of laboratory materials and equipment, medications and the provision of psychosocial support.

**Immunisation programmes have also been disrupted by COVID-19.**<sup>315</sup> Low vaccination coverage increases the incidence and risk of communicable diseases; the recently reported case of polio in the western part of the country highlights this risk.<sup>316</sup> The lack of timely detection, reporting and response to outbreaks is a vulnerability of the health-care systems in GCA and NGCA, further impeded by poor communication between them.<sup>317</sup>

**People over the age of 60 have significant health-care needs; nearly all report having at least one chronic disease.** Pensions are the single source of income for the majority of the older persons, with many living in NGCA unable to access since the beginning of the pandemic. Due to limited income-generating opportunities in the area, many younger family members have left elderly relatives behind in search of a better life elsewhere. Persons with disabilities regularly encounter physical and administrative barriers to care.<sup>318</sup> Alternative

308 Ukraine Health Cluster, 'Health Readiness Report Donetska GCA', April 2021, available at this [link](#).

309 WHO EURO, 'Reported measles cases for the period January-December 2017', 2 February 2018, available at this [link](#).

310 UNICEF, 'Ukraine suffocates amid rising COVID-19 deaths', 1 November 2021, available at this [link](#).

311 WHO, 'Influenza is on the rise; how do I prevent it', 1 October 2021, available at this [link](#).

312 Ukraine Public Health Centre, 'TB Statistics', October 2021, available at this [link](#).

313 Ukraine Ministry of Health, 'Global Fund Funding Request Form Allocation Period 2020-2022', June 2020, available at this [link](#).

314 WHO, 'Overview of COVID 19 related challenges to TB services in Ukraine and response during March June 2020', 13 September 2020, available at this [link](#).

315 OCHA, 'Ukraine Humanitarian Snapshot', 20 July 2020, available at this [link](#).

316 WHO Euro, 'One case of polio detected in Ukraine', 13 October 2021, available at this [link](#).

317 UNICEF, 'Humanitarian Action for Children 2021 – Ukraine', 20 November 2020, available at this [link](#).

318 HelpAge International, 'Humanitarian needs of older women and men in Government-controlled areas of Donetska and Luhanska oblasts, Ukraine – Snapshot of baseline report', August 2021, available at this [link](#).

approaches in aid delivery, such as home-based care or community-based interventions/psychosocial support are needed.

**Reproductive and maternal health services suffer from a shortage of trained care providers and non-functioning referral systems.** Facilities providing these services also lack basic diagnostic equipment, medical supplies, and family planning commodities.

**Before the pandemic, almost 40 per cent of the people in GCA had experienced trauma resulting in stress, depression, anxiety, and post-traumatic stress disorder.**<sup>319</sup> The compounded conditions have placed women and girls, particularly among IDPs,<sup>320</sup> at a higher risk of domestic violence.<sup>321</sup> There is generally low mental health awareness in Ukraine and stigma associated with mental illness; in April 2021, an assessment of health perceptions in GCA found that only 50 per cent of respondents reported knowing where they can get help from trained people to deal with mental health issues.<sup>322</sup> Psychosocial support is needed to address negative coping strategies, such as addictions to alcohol, tobacco, and narcotics, use of which are also a risk factor for other non-communicable diseases.

**While humanitarian actors currently provide most of the available psychosocial services, mental health services are mainly offered by state service providers and are institution-based, with outreach assistance very limited or unavailable in communities along both sides of the “contact line” and in NGCA.** The pandemic has changed the means of access to mental health and psychosocial services. Many services are now provided remotely through online or phone support, however, many older persons are not technologically savvy and the quality of internet and mobile services in the regions provides variable access.

## Monitoring

**The Health Cluster EHS tool, launched in 2021, will be used to monitor health facility status across the two oblasts in GCA.** Key performance indicators will also be monitored for systematic data collection and analysis. “COVID-19 test positivity rate” indicates the level of COVID-19 transmission. The “proportion of the population over 60 years old that is fully-vaccinated against COVID-19” indicates the proportion of the older population at reduced risk of severe COVID-19 and the access of the older persons to health care.

**The “proportion of occupied beds with access to oxygen supply,” the “proportion of health facilities with disruption in scope or volume of services due to the COVID-19 pandemic in the last 6 months” and the “proportion of health facilities reporting damage to any medical equipment in the last six months” are measures of the access to care, as well as the capacity and performance of the health-care system.**

**The “proportion of households that reduced essential health expenditures (including medicines) due to a lack of resources to cover basic needs (such as food, shelter, health, education, etc.) in the last 30 days” measures the economic vulnerability and depletion of household assets affecting access to care.**

**To monitor child health and immunisation programme disruptions, “POL3 vaccination coverage among children under 12 months of age,” which tracks polio vaccinations, and “MMR vaccination coverage among children under 12 months of age,” which tracks measles, mumps and rubella vaccinations will be used as indicators. To measure disruptions to TB programmes, the “number of registered new and relapse cases of tuberculosis” will be monitored.**

**Mental health capacity building in health care will be tracked by the “number of PHC workers trained in mhGAP IG 2.0,” a training programme for the management of mental, neurological and substance use disorders in non-specialist health**

319 Kyiv Institute of Sociology, ‘Mental health in Donetsk and Luhansk oblasts’, 2018, available at this [link](#).

320 UNFPA, ‘Internally Displaced Women in Ukraine Face Abuse and Exploitation’, September 2019, available at this [link](#).

321 OCHA, ‘Ukraine Humanitarian Needs Overview’, February 2021, available at this [link](#).

322 REACH, ‘Health Perceptions Assessment’, June 2021, available at this [link](#).

**settings.**<sup>323</sup> Community mental health education will be monitored by the “number of people trained in stress-management” stress-management strategies include problem solving, relaxation, mindfulness, breathing techniques, and activity planning / scheduling.

### Brief explanation on the methodology used to calculate sectoral PiN

The calculation of the number of PIN for Health was estimated by taking into account the impact of the

COVID-19 pandemic, as well as the accessibility, cost and quality of the health-care services available to the conflict-affected population. Based on the four JIAF indicators, an average severity level of need per strata has been calculated. Depending on the severity level of the geographic area and according to Global Health Cluster guidance and in agreement with OCHA IM, proportions were applied.

## Indicators

#	INDICATORS	SECTORS	SOURCE
X01	Cumulative 6-month COVID-19 test positivity rates	Health	Public Healthcare Centre of Ukraine
X02	Proportion of oxygen beds occupied with COVID-19 patients	Health	National Health Service of Ukraine
X03	Proportion of HFs with disruption in scope or volume of services due to COVID-19 pandemic in the last 6 months	Health	WHO Assessment on the impact of COVID-19 pandemic on Essential Healthcare Services in Government Controlled Areas, GCA, of Donetsk and Lugansk Region)
X04	Proportion of households that reduced essential health expenditure (including drugs) due to a lack of resources to cover basic needs (such as food, shelter, health, education, etc.) in the last 30 days	Health	REACH Multi-Sectoral Needs Assessment 2021

<sup>323</sup> WHO, ‘mhGAP IG 2.0 Intervention Guide’, 24 June 2019, available at this [link](#).

## 3.4 Protection



PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
2.5M	54%	20%	30%	12%

### Overview of the needs within the protection sector

**Although the July 2020 ceasefire has brought marked reductions of hostilities and civilian casualties, the security situation remains highly volatile.** After eight years of conflict, the absence of a political solution still poses serious protection risks to communities located in areas near both sides of the “contact line”, including limitations to the enjoyment of their rights and well-being.

**In this scenario, three elements are crosscutting to all protection concerns and root causes for many other protection gaps impacting the conflict-affected population in Ukraine:** 1) the prevailing volatility of the security situation, due to ongoing hostilities and extensive land contamination by mines/ERW; 2) the isolation of communities from State institutions and markets, due to lack of transportation and communications; and 3) persisting restrictions applied on crossings through EECs, which increase

in particular the scale of protection risks and gaps in NGCA. Although to varying degrees, these elements are interlinked with the impact observed on access to fundamental rights (physical safety, freedom of movement, documentation), access to justice, access to social and administrative services, health care, education, livelihoods, and the overall situation of utilities available in settlements located along both sides of the “contact line”. In 2021, the administrative decentralization process in GCA added another layer of challenges on access to social protection, disrupting provision of services and posing concerns on their sustainability, requiring humanitarian assistance to continue particularly in territorial communities (TCs) ruled by civil-military administrations, where elections did not take place. In this regard, protection needs are considered more severe in hard-to-reach areas located in the 27 TCs located along the “contact line” (particularly 18 TCs ruled by civil-military administrations), as well as in all NGCA.<sup>324</sup>

### Needs by Zone

Thousands of people (K)

TOTAL SECTOR PIN	MAIN AREAS	GCA – DONETSKA OBLAST	GCA – LUHANSKA OBLAST	NGCA – DONETSKA OBLAST	NGCA – LUHANSKA OBLAST	OTHER OBLASTS
	RESIDENTS	610	224	815	511	-
	IDPS	88	45	-	-	158
2.5M	TOTAL BY AREA	699	269	815	511	158

<sup>324</sup> Protection Cluster, ‘Note on the Impact of the ongoing Decentralization Process in communities affected by the conflict in the eastern Region’, March 2021.



**IDPs in Ukraine enjoy a favourable protection environment, with Ukraine's IDP Inclusion and Durable Solutions Strategy and Operational Plan expected to shape humanitarian partner's advocacy and complementarity efforts with the Government until 2024.** Internal displacement is expected to continue at small scale, with local integration as the preferred durable solution. The main challenges around the protection and durable solutions for IDPs in 2022 are related to de-linking access to services/benefits from IDP registration; expanding access to housing programmes; promoting economic inclusion and finding solutions to approximately 6,200 IDPs still living in collective centres.

### Affected Population

**In Ukraine, approximately 2.5 million people, including 291,000 IDPs, need specialized protection responses.**

Over 909,000 people are in need of child protection services, with an additional 582,000 in need of GBV prevention and responses. Almost 1.8 million people are still impacted by mines/ERW. Overall, the conflict-affected communities have a large proportion of persons in a vulnerable situation especially women and girls (54 per cent) and persons with disabilities (12 per cent). Moreover, Ukraine in particular is one of the "oldest" humanitarian crises: 30 per cent of all people in need of humanitarian assistance are over 60 years old. They constitute over 50 per cent of registered IDPs and 41 per cent of the population living in isolated settlements in GCA.<sup>325</sup> Over 54 per cent of those crossing the "contact line" are older persons.<sup>326</sup> Older persons often face overlapping vulnerabilities such as chronic diseases, disability and dire financial constraints, with a high proportion of older women among the conflict-affected population.

**More than half of the population in need (1.3 million) reside in NGCA, where protection needs remain acute.** In spite of humanitarian action, no further improvement

in the protection environment or meaningful mitigation of risks was achieved in NGCA during 2021, due to persisting limitations to humanitarian access, particularly for protection activities. Ongoing hostilities, extensive land contamination by mines/ERW and restrictions imposed on freedom of movement increased physical and mental harm, as well as exacerbated economic isolation. As crossings via EECs continued on average 97 per cent lower than before COVID-19 restrictions were applied,<sup>327</sup> the population sought alternative coping mechanisms, namely increasing displacement to find safety, protection and livelihoods within and outside NGCA, as well as complementary sources of support in local systems. Entries in GCA via international border crossings points also increased, although taking these more expensive and longer routes is an alternative available to a minority of NGCA residents only.<sup>328</sup>

**In Donetska and Luhanska GCA, 986,000 people are still in need of humanitarian protection assistance. Protection Monitoring<sup>329</sup> confirms that people living in settlements located 0 to 5 km from the "contact line" are disproportionately affected by protection risks and gaps in comparison to settlements located further away from this area, with higher levels of severity identified under all of the monitored protection concerns.<sup>330</sup>** The continued empowerment of territorial communities through the decentralization reforms is a welcome development and an opportunity to strengthen communities' resilience, foster local development and build social cohesion among the conflict-affected population. However, while the process of decentralization is unfolding and remains to be completed, the transition has caused disruptions in services and concerns over the imbalance between the high needs of the vulnerable population and low local tax base to ensure an adequate provision of quality services. Access to social services is more complex in communities ruled by civil-military administrations due to limited budget, delays in completing needs

325 REACH, 'Protection Assessment of Isolated Settlements in Government-Controlled Areas along the "Contact Line"', February 2019, available at this [link](#).

326 UNHCR Ukraine, 'Eastern Ukraine Checkpoint monitoring', 2021, available at this [link](#).

327 UNHCR Ukraine, Checkpoints crossings; R2P, UNHCR, 'EECP IBCP mid-year monitoring report', 2021, available at this [link](#).

328 UNHCR/R2P, 'Going Around the Contact Line – IBCPs', April 2021 available at this [link](#).

329 UNHCR, 'Protection Monitoring in Selected Settlements along the "contact line" in Eastern Ukraine, June 2021.

330 UNHCR, 'Protection Monitoring Dashboard', 2021.

assessments, shortages of staff and the need to scale up mobile services and outreach to communities, as well as to increase technical capacity of local service providers.

**A review of available data sources in 2021 suggests that the number of people effectively displaced in GCA has been underestimated.** An adjustment in the calculations' methodology used by the humanitarian country team led to an update of figures from 734,000 IDPs in 2021 to 854,000 IDPs in 2022, of which 70 per cent reside in areas beyond Donetsk and Luhansk oblasts in GCA. The profile of the IDP households includes 39 per cent with elderly, 14 per cent with persons with disabilities, and 40 per cent with children.<sup>331</sup> Intention to return remains very small (19 per cent).<sup>332</sup> The Government's IDP figures differ from the latter estimation, as they also include NGCA residents who still live in their place of origin/habitual residence but registered as IDPs on GCA side to be able to access State services, pensions and social benefits.<sup>333</sup>

## Analysis of needs

### Protection of Civilians and Civilian Infrastructure

**The year of 2022 is expected to continue marked by a volatile and unpredictable security situation, with possible escalations in some areas along the "contact line", depending on geopolitics in the region.** Particularly in NGCA, there is no expectation of improvement – the conflict will likely continue "frozen", more politicized, with a continuous deterioration of the security and protection environment.

**According to the Protection Monitoring in the conflict affected area in Donetska and Luhanska oblasts,<sup>334</sup> ongoing ceasefire violations, shelling, landmine contamination, damages to civilian houses, civilian casualties and critical infrastructure damage were reported in 120 (77 per cent) of the monitored**

**settlements on GCA side (where 239,500 persons live) – including 87 settlements located in the 0 to 5 km area (where 221,600 persons live).** To carry on with their lives, residents of these communities must limit their movements, observe informal curfews, and live without regular access to basic utilities. In community consultations, affected populations reported that street lighting was turned off due to military reasons and the proximity of the village to the "contact line". It is worth noting that in April 2021 the security situation deteriorated due to the increased bellicose rhetoric, scaled-up military presence, intensification of ceasefire violations and use of heavy weapons. As a result, protection monitoring found that four times more residents of monitored settlements were exposed to shelling.

**Overall, since the beginning of the conflict in Donetska and Luhanska oblasts, more than 10,000 civilian casualties have been recorded, with more than 3,090 civilians killed and 7,000 injured, and 854,000 forcibly displaced persons.** Over one year since the July 2020 ceasefire, there has been an 83 per cent decrease in civilian casualties due to active hostilities. Though the total number of civilian casualties from January to November 2021 (104, including 24 deaths and 80 injuries) was lower than the same period in 2020 (147, including 26 deaths and 121 injuries), lack of full implementation of the ceasefire agreement remained of particular concern. Twenty-nine civilian casualties that resulted from active hostilities during the months of August to November 2021, already exceeded 18 civilian casualties from active hostilities that happened during the whole period from 27 July to 26 July 2021.

**Violations of international humanitarian law and human rights law continue to affect civilians living closer to the "contact line".** In 2021, attacks targeting civilian infrastructure<sup>335</sup> caused damage to a hospital hosting 45 patients in Donetska oblast, as well as to educational facilities, civilian houses, and critical

331 IOM, 'Ukraine – National Monitoring System Report on the situation of internally displaced persons', June 2020, available at this [link](#).

332 *Ibid*.

333 The Ministry of Social Policy reports 1.46 million IDPs in Ukraine.

334 UNHCR, 'Protection Monitoring in Selected Settlements along the "contact line" in Eastern Ukraine', June 2021.

335 Ukraine Humanitarian Coordinator's Press Statement, Kyiv, 7 May 2021, available at this [link](#).

water infrastructure.<sup>336</sup> Regardless of the ceasefire agreements, shelling continued to hit inhabited areas surrounding the villages along the “contact line”. In the last quarter of 2021, however, a concerning trend was observed with increasing incidents affecting habited areas, destroying or damaging civilian housing and essential infrastructure, requiring humanitarian actors to step up efforts in certain areas close to the “contact line”.

**A positive outcome in 2021 was the approval of the Safe Schools Declaration, with concrete actions on protecting schools during the armed conflict.**<sup>337</sup> On the other hand, since October 2020 the National Strategy on Protection of Civilians is pending signature by the President of Ukraine. Once adopted as a national policy, the strategy is expected to help establish a safer environment for conflict-affected communities, enhance the prevention of civilian harm incidents, as well as provide assistance to those harmed in the conflict. In the meantime, remedy and reparation for civilian victims is minimal, as there is no comprehensive State policy and mechanism in place.

## Mine Action

**Ukraine ranked fourth in the world for civilian casualties as a result of landmines and ERW.**<sup>338</sup> The Government identified around 7,000 square kilometres in GCA, and around 14,000 square kilometres in NGCA of Ukrainian territory as potentially impacted by the conflict. Existing mine and explosive remnants of war (ERW) contamination,<sup>339</sup> poses threats to the lives of around 1.8 million people. Civilian casualties due to mines/ERWs increased by 38 per cent since the ceasefire and account for 55 per cent of the total civilian casualties (53) as of October 2021.<sup>340</sup> The trend is worrisome considering that Ukraine has no state mechanism to assist mine victims, and most cases took place in NGCA, where humanitarian access is very limited. Currently, mine victims with disabilities can

access monthly state disability assistance, available for all persons in Ukraine regardless of the cause of disability. Thanks to partner’s advocacy, in July 2021, Ukraine amended the Law “On State Social Assistance to Children with Disabilities”, to increase the monthly social assistance by 50 per cent when a child’s disability resulted from mine/ERW.<sup>341</sup>

**According to the Protection Monitoring on GCA side, the extensive mine contamination has a moderate or serious impact on the daily lives of persons living in 124 (79 per cent) of the monitored settlements, half of which are located in Donetsk oblast – including 86 settlements located in the 0 to 5 km area (88 per cent of the total settlements in the area).** In addition to risks to physical security, affected populations indicated that mine contamination also hinders their access to food and livelihoods, resulting in persisting dependency on humanitarian aid. Before the conflict, communities along the “contact line” reported relying mostly on agriculture, businesses, and fishing. However, because of the conflict-related security situation and presence of mines/ERWs, they lost their main sources of livelihoods and were left with no means of subsistence. Due to lack of alternatives, some residents continue to risk their lives carrying out activities in mine-contaminated lands.

**Access to basic utilities and communications is also directly affected by ongoing hostilities and the presence of landmines.** During community consultations, affected populations reported that between 2015 and 2016 their communities were permanently cut off from electricity supply or street lighting, as the area was too close to the “contact line”. In other locations, access to basic utilities is frequently interrupted by ongoing hostilities, while their maintenance and repairs is impeded or made impossible by the presence of mines and ERW. It also puts people at risk when collecting wood for heating, which is common in Donetsk and Luhansk oblasts.

336 WASH Cluster, ‘WASH Cluster Alert Bulletin Issue 16’, 1 September 2021, available at this [link](#).

337 UNICEF, ‘Ukraine galvanises its commitment to protect schools from attacks in conflict-affected areas’, 9 September 2021, available at this [link](#).

338 International Campaign to Ban Landmines – Cluster Munition Coalition, ‘Landmine monitor’, 2020, available at this [link](#).

339 According to the Ministry of Defence of Ukraine.

340 OHCHR, ‘Conflict-related civilian casualties in Ukraine’, 30 October 2021.

341 [Official portal of the Parliament of Ukraine](#).

**The Government of Ukraine confirmed its commitment to create a strong Mine Action institutional framework and is currently finalizing the process of establishing its National Mine Action Authority.** Mine Action Centers will become operational as well. This will further advance State ownership of Mine Action activities, including mine victim assistance and IMSMA implementation to make 2022 response planning and prioritization more efficient.

## Freedom of Movement

**Since March 2020, only two out of seven existing EECs are open for civilian crossings on both sides, due to restrictions applied to curb the spread of COVID-19.** The number of crossings dropped by 97 per cent and hindered even further NGCA residents' access to documents (including birth registration), social and administrative services, with at least 100,000 persons having been unable to access pensions in their Ukrainian bank accounts. Restrictions at EECs are particularly concerning in light of the limited access to provide humanitarian assistance directly on NGCA side – less than 10 per cent of NGCA residents targeted for protection assistance were reached in NGCA in 2021 due to locally-imposed restrictions on protection activities.

**Limitations to freedom of movement affected mostly the older persons, persons with disabilities and persons with limited mobility, as crossings became less frequent, more expensive and more time consuming (particularly in the case of routes via the Russian Federation, RF).** Moreover, NGCA and GCA residents had much less social contact, impacting family unity and access to community support mechanisms. As a result of living for more than a year under severe limitations applied to crossings through the “contact line” and delivery of protection assistance, NGCA residents sought alternative coping mechanisms at local level. Increasing mobility is observed from rural to urban areas within NGCA and further abroad, as well as accession to alternative citizenships while searching for support in locally established systems. Improvements on freedom of

movement between Luhansk and Donetsk NGCA were noted, but the situation is considered volatile and the crossing point could be closed at any time.

**Freedom of movement is expected to continue limited in 2022, hindering access to essential protection services and isolating even further NGCA communities.** It is still unpredictable whether higher vaccination rates may lead to less restrictions and more crossings via EECs. Thanks to the advocacy of protection partners, Ukraine approved in 2021 a new legislation lifting the fines applicable to NGCA residents crossing through international border crossing points.<sup>342</sup> Nonetheless, the alternative route via the RF is expensive and will continue to be available only to a minority of NGCA population.

**Finally, the Protection Monitoring identified limitations to freedom of movement due to the establishment of checkpoints (at the entrance or within communities) in at least 65 settlements on GCA side, where 123,300 persons live.** Limitations vary and include occasional document checks, checkpoints within the settlements and total access ban in “no-go zones”. During community consultations, residents of monitored settlements explained that the presence of checkpoints, or other measures limiting their ability to move freely and access all areas of their communities, have consequences in terms of State services' access to the settlements (such as Emergency Medical Services, which do not go further than the entrance of checkpoints), access to livelihoods and availability of public transportation. In addition, communities added that limitations to freedom of movement also causes family separation (in some settlements non-residents are not allowed to enter), increases feelings of insecurity and impacts their overall psychosocial wellbeing. Limitations on freedom of movement are reportedly not only related to checkpoints, but also to the presence of landmines.

342 On 29 July, the [draft Law No. 5478](#) lifting the fines against NGCA residents entering GCA through IBCPs was signed by the President. NGCA residents are exempted from fines if crossing for the humanitarian reasons listed in the [Resolution No. 815](#).



## **Access to Social Protection (including social services, benefits and pensions) and Administrative Services**

**The Government of Ukraine has taken laudable steps to enhance service provision at the local level and to bring the authorities closer to communities, including by expanding digital services that can be accessed remotely.** As a result of the administrative decentralization reform, more consequential decisions are made at the local level, meaning that local authorities play an increasingly important role in protection. In this regard, the level of humanitarian needs of the conflict-affected population is likely to decrease gradually in the upcoming years on GCA side, depending on progresses achieved by the digitalization, judicial and decentralization reforms – as they are expected to empower local authorities, bring services closer to affected communities and eventually increase levels of State ownership of the humanitarian caseload. Nonetheless, while reforms are incomplete and communities are impacted by ongoing hostilities, gaps in public transportation, fragile infrastructure and limited livelihoods, the conflict-affected population living in hard-to-reach areas will continue to rely on humanitarian assistance and experience challenges in access to social protection and specialized protection services (including child protection and GBV) in 2022.

**Protection Monitoring recorded that, of the total 156 monitored settlements, at least 153 conflict-affected settlements (where 276,000 persons live) reported at least one impediment to effective access to social and administration services.** The situation is particularly critical in the 0 to 5 km area along the “contact line”, where 95 per cent of settlements reported lack of access to least one of the monitored services.<sup>343</sup> Some positive trends were observed late in 2021 after all Heads of Civil Military Administrations were appointed, bringing more clarity in leadership at local level and providing local authorities with the ability to initiate the process of establishing all expected social and administrative services. New TSNAPs and Centres for the Provision of Social

Services, including in mobile modalities, are gradually being established and expanded in the territorial communities along the “contact line”. Nevertheless, the capacity of territorial communities to collect and sustain optimal levels of income vis-à-vis the needs of the population, low tax base due to closure of factories, mine contamination and reduced size of labour force due to onward movement to other regions, and new responsibilities of local authorities in terms of service provision is very limited. Even though the decentralization process will bring service provision closer to communities, the sustainability of provision of essential services in the medium and long terms is a concern in light of the unpredictable income of territorial communities in conflict-affected areas.

**The lack of reliable communication networks and limited presence of social institutions, banks, ATMs, post offices and mobile services in most of the settlements along the “contact line” means that public transportation is the main way to bridge the gap between conflict-affected communities and State institutions.** At the same time, 80 settlements along the “contact line” lack access to public transportation. Without transportation, residents of isolated settlement are unable reach to the main urban centres where social and administrative services are provided – while authorities in Donetska and Luhanska oblasts still have limited capacity to provide mobile services in those locations. In many community consultations, the affected population stressed that the availability of regular and affordable public transportation also determines whether they have access to employment and livelihoods – hindering economic inclusion and prolonging dependency on humanitarian aid. In spite of humanitarian responses to provide social transportation for access to social services, the issue will only be properly addressed by the re-structuring of social protection systems (expanding mobile services and outreach of State service providers) and finding sustainable transportation solutions along the “contact line”. Under the HDP nexus, the Protection Cluster will work closely with development actors and authorities in this regard.

343 UNHCR, ‘Protection Monitoring in Selected Settlements along the “contact line” in Eastern Ukraine’, June 2021. Monitored services included: Department of Social Protection; Pension Fund; TSNAPs (including mobile); Social Workers; State Migration Services (SMS) and Post Offices.



**Limitations on access to State services has a disproportionate impact due to the profile of the population living close to the “contact line”** – mostly older persons, persons with disabilities and vulnerable families, who are highly dependent on the State social protection system, with pensions and payments of social benefits being their main source of subsistence to 98 per cent of older persons living close to the “contact line”.<sup>344</sup> Persons with disabilities living in the 0-5 km and not yet registered to access benefits report financial constraints (on average 37 per cent of interviewed households) and lack of transportation (22 per cent of households) as the main reasons for lack of registration to access social benefits.<sup>345</sup>

**On March 2021, Ukraine adopted its National Human Rights Strategy, which reaffirms the right of residents of NGCA to pensions and social payments, access to administrative, medical, and educational services.** For NGCA residents, however, access to social and administrative services is largely connected to the mandatory requirement of being registered as an IDP and the ability to cross the “contact line” and reaching GCA (to register as IDPs, for verification and to collect payments of pensions and social benefits). In light of COVID-19 restrictions, the government suspended verification measures for all IDPs, including pensioners irrespective of their place of residence, and extended the validity of bank cards for receipt of pensions. If verification requirements are enforced once again without the corresponding flexibility for crossings via EECPs, NGCA pensioners and highly vulnerable families will be severely impacted and left with no means of subsistence. A simplification of the pension procedure and a mechanism to pay pensions to persons who cannot cross the “contact line” due to limited mobility are still required to facilitate older persons’ access to their pensions once the movement restrictions across the “contact line” are lifted. While digitalization of services is a welcome development, it is early to tell whether it will have a meaningful impact in facilitating access to services for NGCA residents, considering their limited access to internet, low level of digital literacy and the persisting need to cross to GCA

at some point, even if some steps of the administrative processes become available online. Vulnerable persons in NGCA, especially older persons and persons with disabilities, will not have capacities to access digital/remote services without humanitarian assistance.

**Finally, the requirement of the IDP certificate to access different State services, benefits, documents, and educational institutions maintain an unjustified distinction against IDPs and other Ukrainian citizens living in GCA,** hampering their local integration into host communities. Assistance to IDPs should be based on individual specific needs, not on registration.

### **Access to Justice and Civil Documentation (including birth registration)**

**For over seven years, conflict-affected people in NGCA have faced challenges when accessing identity, civil status and property documentation.** This has a pervasive impact on every aspect of their lives, limiting access to services and entitlements and freedom of movement, particularly in the areas along the “contact line”. Compared to other Ukrainian citizens, IDPs and residents of NGCA face numerous extra requirements and barriers in obtaining or renewing their identification documents, as they must undergo additional verification of their data in available electronic or paper archives. Since these archives are not available for oblasts currently outside the government’s control, this complicates verification of passports and persons’ identities. The verification procedures are lengthy, burdensome, and costly for the conflict-affected population – and most importantly, still require crossing the “contact line”, which has become a major challenge for NGCA residents since EECPs were closed or restricted during the pandemic.

**Restrictions on EECPs have also increased the risk of statelessness for children born in NGCA.** The Government of Ukraine does not automatically recognize the birth certificates issued in these territories and a judicial procedure is required to allow children born in NGCA to obtain birth certificates. As

344 HelpAge Ukraine, ‘Humanitarian needs of older women and men in Government-controlled areas of Donetsk and Luhansk oblasts, Ukraine’, August 2021.

345 REACH, ‘Multi-Sectoral Needs Assessment in GCA’, 2021.

of mid-2021 at least 68.240 children residing at NGCA do not possess a birth certificate of a recognized state remaining under risk of statelessness.<sup>346</sup> In February 2021, the Government introduced a digital tool to allow the remote birth registration of children born in NGCA (e-Malyatko).<sup>347</sup> However, the digital service still requires prior judicial review, as the court decision number is mandatory to obtain the birth certification remotely. Although the steps towards digitalization of services are much welcomed, procedures are still complex, court fees are applied, and people still require legal assistance and counselling to actually access identity and property documentation. The National Human Rights Strategy approved in 2021 and valid until 2023 provides for an administrative procedure on the registration of personal documentation of NGCA residents, but the mechanism to implement this provision is unclear and still pending further development.

**Finally, it is worth noting that restrictions to humanitarian access in NGCA result in protection partners being unable to provide legal aid on NGCA side, requiring NGCA residents to travel to GCA for several days in order to obtain legal aid and complete required administrative and judicial procedures, which can be burdensome and expensive, especially for vulnerable families.** Restricted movement across the “contact line” has made more difficult for NGCA residents in the future to confirm relevant facts in courts, posing concerns for the transitional period and peacebuilding efforts in the future. In GCA, progress on IDPs’ access to legal assistance provided in Free Legal Aid Centres is noted, but residents in isolated settlements and rural areas along the “contact line” still require on-the spot legal assistance from humanitarian actors due to limited mobility of the population in need of assistance.

### **Housing, Land and Property Rights (HLP)**

**Since the beginning of the armed conflict, over 55,000 homes in GCA and NGCA have been damaged or destroyed due to hostilities, and compensation for damaged property was among the most pressing HLP-issues.**

**In 2021, there has been notable progress in the implementation of an administrative mechanism for the compensation of property destroyed as a result of the conflict.** The mechanism was adopted in the last quarter of 2020 as a result of years of advocacy efforts led by Protection and Shelter Cluster partners and thanks to the leadership of the Ministry of Reintegration of the Temporarily Occupied Territories in promoting the State’s programme to provide compensation to families whose houses were destroyed by the conflict. Compensation Committees established at local level include the active participation of local civil society organizations and humanitarian partners, which enhances the transparency and fairness of the procedures. As of November 2021, 499 persons received compensation for their destroyed property (74 persons in 2020). Monitoring of the implementation of the mechanism shows that the affected population still need humanitarian legal assistance and counselling to obtain the required property documentation to apply for compensation, for the same reasons described above on challenges faced on access to justice.

**Nonetheless, fully ensuring HLP rights of the conflict-affected population in Ukraine still requires addressing a number of crucial issues such as compensation for damaged property, compensation for military use of residential houses, commercial property and private land as well as adoption of waivers for exemption from taxation of agricultural land plots, which cannot be used due to proximity to the area of hostilities, military use or mine-contamination.** For persons whose houses were damaged, local authorities in Donetsk oblast (GCA) have a programme of distributing construction materials and engaging brigades of workers from the State Emergency Service. In Luhansk oblast (GCA) local authorities started to be more gradually involved in repairs to damaged homes during 2021, and are expected to increase levels of response capacity in 2022. There is no mechanism for compensations for damaged or destroyed property in NGCA.

**A significant proportion of IDPs continue to live in substandard housing conditions, with no prospects**

346 UNHCR, ‘Key Advocacy Messages on Protection of IDPs’, August 2021, available at this [link](#).

347 The full text is available at this [link](#).

**for alternate housing or return to their home areas in any foreseeable future.** Approximately 6,200 IDPs still reside in collective centres or other temporary shelters in undignified living conditions have access to alternative adequate housing solutions. In consultations with displaced communities, access to affordable housing programmes is highlighted as one of the main constraints for their local integration, hindering the achievement of durable solutions for IDPs, particularly those still living in collective centres. Thanks to advocacy efforts of protection partners, housing programmes targeting IDPs were approved in 2021.<sup>348</sup> A programme on preferential long-term mortgage loans (KfW) will benefit 700 IDP households (1,768 IDPs) in 2021-2022. As of October 2021, 600 beneficiary households were already selected. In addition, in 2021 the State approved subventions to local budgets to support existing IDP housing programmes (70/30) across Ukraine and for IDPs who incurred in a disability due to hostilities. However, those programmes are not necessarily tailored to IDPs' needs, and insufficient budgetary allocations often impede their implementation and meeting the actual level of needs. In addition, there is lack of awareness regarding housing programmes among IDPs. The national budgetary allocation for affordable housing for IDPs has been reduced in 2021 and expected to remain limited in 2022.

**Lack of documentation confirming house ownership or rental agreements remains one of the most common HLP issues.** Legislative complexities and state bureaucracy are primary barriers for people seeking official recognition of their ownership rights. Often, the process to obtain ownership documentation may be a significant financial burden. Without adequate response, this issue can be a barrier to secure housing solutions and may limit people's abilities to apply for state compensation. A parallel system has been in place in NGCA to modulate people's rights to housing, land and property, allowing for the expropriation of civilian property. The regulation raised concerns of protection partners due to the risk of arbitrary deprivation of property and additional constraints for IDPs' return and reintegration once the situation

allows. IDPs and other conflict affected people living in Government Controlled Areas (GCA) are the main profile at heightened risk of violation of their property rights, especially considering that since March 2020 crossings through EECs were restricted. These measures have contributed to IDPs' fear of losing property in NGCA and made them feel more uncertain their right to property and respect for home, private, and family life.

**The most sustainable solution for IDPs' housing issues is to provide them with permanent housing based on private property rights.** However, the implementation of existing programmes cannot be considered as successful and sufficient for addressing IDPs' housing needs due to lack of state and local-level funding, lack of housing in the two conflict-affected oblasts, lack of awareness about existing programmes and available funding as well as bureaucratic obstacles.

### **Community Empowerment and Social Cohesion**

**After eight years of conflict, considering the scale of internal displacement and the increasing isolation of communities on both sides of the "contact line", the need to promote community empowerment and social cohesion among conflict-affected populations are more relevant than ever in Ukraine.** Moreover, engaging with communities to discuss their concerns, and design solutions based on their input is essential to ensure the sustainability of responses, particularly in light of the strategic objective for a future international humanitarian exit strategy. This engagement can even lead to a mobilisation of community members in the implementation of the humanitarian response and development projects, allowing for a responsible and gradual disengagement in certain conflict-affected areas. Finally, community empowerment and mobilization are integral to supporting a strong protection environment, facilitating durable solutions, and paving the way for future peacebuilding and reconciliation in Ukraine.

**The ongoing decentralization reforms shifted decision-making centres in both Donetsk and Luhanska oblasts (GCA) to territorial communities for**

348 NRC, 'Housing for IDPs in Ukraine – Steps towards durable solutions', August 2021, available at this [link](#).

**better service delivery to the population and provided residents of the territorial communities themselves the opportunity to influence local government not only through direct elections, but also through a dialogue with the elected and appointed heads of various services and departments in the community.**

In general, the conflict affected population living along the “contact line” will have the opportunity to influence the decisions of their local authorities, but the mechanisms of interaction with civil society are not yet clearly defined.<sup>349</sup>

**In communities where elections took place in GCA, residents may take the role of “starostas”, a selected community representative who is mandated to advocate for their communities’ interests before the local administrations and to ensure that communities’ priorities are taken into consideration by local authorities.** *Starostas* also guide other residents on how to petition before authorities. In the 27 TCs located along the “contact line” in GCA of Donetsk and Luhanska oblasts, appointments of *starostas* are ongoing at a slow pace – hindering community participation in key aspects of their lives in a time-critical period when authorities are designing social and administrative services that should take into consideration the specific needs of each community. In the 18 TCs in GCA where elections did not take place due to security reasons – currently governed by Civil-Military Administrations – there are no legal provisions regulating *starosta*-related selection procedures and their functions. Provisional measures were adopted in a few CMAs, but the lack of a predictable, regular and effective channel of communication between conflict-affected communities and civil-military authorities remains a concern. Strengthening mechanisms to allow dialogue among communities and local authorities, including the participation of IDPs and IDP Councils, would allow residents to present and discuss their main concerns, priorities and proposed solutions.

**In this regard, Protection Monitoring assessed the availability of community centres or other informal**

**spaces that could provide opportunities for community mobilization.** Spaces for gatherings are important for social cohesion and other activities, such as the provision of humanitarian assistance, psychosocial services, recreation for children, and could also be used by mobile teams of administrative, social or health services to deliver services at the local level. Nonetheless, half of the monitored settlements (78) located along the “contact line” reported that residents have no public spaces for meetings in the communities, leaving residents with fewer opportunities to gather and organize themselves and to be able to advocate for their priorities and interests before authorities.<sup>350</sup> Due to decaying infrastructure in communities closer to the “contact line”, adolescents and youth reportedly also lack access to recreational and extracurricular activities. Introducing more activities and youth-friendly spaces could improve the mental health of this population group and create a space to engage young people on community improvement projects, and peace and confidence-building initiatives where the assessment shows many young people have interest but limited outlets.<sup>351</sup>

## Child Protection

**In addition to the issues outline before in relation to risk of statelessness and gaps in opportunities for community participation and engagement, boys and girls living in settlements along the “contact line” also continue to be affected by armed conflict with direct threats to their physical integrity and mental wellbeing.** The majority of those children are in need of psychosocial support. In addition, the repeated shelling of critical infrastructure, including schools, threatens access to education and social services. Meanwhile, weakened family and community support mechanisms, daily stressors and loss of hope for the future continue to cause distress for children and their caregivers and, in some instances, result in child neglect and abuse cases. According to reports by child protection sub-cluster partners, this is due to the fact that caregivers highly affected by stress and

349 People in Need and Stabilization Support Services, ‘Life on the line: decentralization, access to services and perceptions of NGOs’ services provision involvement in Donetsk and Luhansk oblasts GCA’, September 2021, available at this [link](#).

350 UNHCR, ‘Protection Monitoring in Selected Settlements along the “contact line” in Eastern Ukraine’, June 2021.

351 DRC, ‘Youth on the line’, December 2020 – April 2021, available at this [link](#).



hardships often lack coping mechanisms, positive parenting skills, thus, failing to ensure the nurturing and caring environment for their children. Furthermore, ongoing hostilities and economic hardships have led to increased family and gender-based violence where children are either victims of witnesses or the violence.

**In terms of adolescents and youth, risks associated with the armed conflict, including contacts with armed actors are no longer perceived as the primary threats they face, despite living in proximity to the “contact line”.** Assessments<sup>352</sup> suggest that the primary conflict-related threats to adolescents’ wellbeing and safety appear to be psychological trauma, stress and mental health. As for school-age children the risks associated with mine and ERWs remain an essential factor. Protection monitoring also revealed that due to absence of places to play, children sometimes go to the riverbank, which is a major concern to their parents, as the area is contaminated with mines/ERWs. Impairments resulting from a landmine and/or ERW accident negatively impact children’s or caregivers’ physical and psychosocial health, education /training and the ability to sustain their livelihoods. At the same time, limited services exist to support mine or ERW victims, especially quality rehabilitation services for children. Thus, often their needs go unaddressed.

**The decentralization process also affected the provision of child protection services at local level, with disruptions and suspension of services in the beginning of 2021.** Protection monitoring suggests that services for child affairs are now mostly established and formally available in almost all of the 27 TCs located along the “contact line” in GCA of Luhanska and Donetska oblasts. According to REACH’s MSNA,<sup>353</sup> 66 per cent of households report availability of child-friendly spaces at a territorial community level, 43 per cent report availability of State social services and 13 per cent report availability of mobile teams. In Luhanska oblast (GCA), however, the availability of child-friendly spaces is more limited, with only 36 per cent of households reporting access at a territorial community level. Nonetheless, child

protection partners still report concerns over the quality of child protection services, shortages of staffing and low level of technical skills of service providers who cannot effectively respond to the problems of children and their families.

## Gender-based Violence

**The Protection Monitoring found that at least one key informant in 26 settlements (where over 175,000 persons live) on GCA side reported being aware of GBV incidents and/or raised particular safety concerns for women and girls.** During focus group discussions, communities confirmed their concern regarding GBV issues and explained the critical impact of a number of factors on the security of women and girls, such as lack of street lighting (especially in settlements where the service was suspended due to proximity to the “contact line” and lack of budgetary resources from local authorities); the presence of stray dogs (which show aggressive behaviour); and the fear of meeting people under the influence of alcohol or drugs. In addition, women living in the 0 to 5 km area close to the “contact line” reported as their main concerns the risk of being robbed (17 per cent), being injured (16 per cent), being victim of Mines/ERW (12 per cent), and being killed (9 per cent).<sup>354</sup>

**According to the GBV partners, local authorities and the national police, the number of registered GBV / DV incidents consistently increases in Donetsk and Luhansk GCA due to the strengthening of response mechanisms and coordination at the local level.** Decentralization processes, however, created some new challenges in strengthening the response system, particularly due to lack of capacities and human resources in duty bearers, turnover of the social services staff and weak coordination mechanisms. Essential services for survivors of gender-based violence are not equally accessible everywhere and remain an acute problem in remote and rural areas close to the “contact line”. In community consultations, the affected population underlined several gaps: the absence of police, slowness of ambulance services

352 DRC, ‘Youth on the line’, December 2020 – April 2021, available at this [link](#).

353 REACH, ‘Multi-Sectoral Needs Assessment in GCA’, 2021.

354 *Ibid*.



to reach the village, the absence of social workers and the discontinuation of day care services at the nearest hospital. The women consulted also explicitly underlined the lack of information on useful contacts for the protection of children and cases of domestic violence.

**Although the coverage of GBV services has gradually expanded as government and local communities have started to provide specialized services in addition to those supported by humanitarian partners, referral pathways, access to specialized services and quality of responses are still insufficient and continue to require complementary humanitarian GBV responses.** Health-care service delivery points and mobile clinics offer improved opportunities to the most vulnerable groups of GBV survivors; however, access is still limited.

## Mental Health

**Civilians living on both sides of the “contact line” face constant threat of death or injury from shelling, shooting, military presence, mines and ERW.** These communities already had a high level of psychosocial distress and were therefore less resilient in coping with the additional stress of the pandemic. Assessments indicate that psychosocial needs remain significant, with higher levels of trauma, stress and anxiety identified among households living in the 0 to 5km area close to the “contact line” (49 per cent of households) in comparison to overall results identified on the whole conflict-affected area in GCA (28 per cent of households).<sup>355</sup> In comparison to 2020, a higher proportion of older persons residing along the “contact line” in GCA report experiencing various conflict-related psychosocial issues (from 94 per cent in 2020 to

98 per cent in 2021).<sup>356</sup>

**Limited access to psychosocial support has been further restricted as partners have limited organization of group PSS activities due to COVID-19 pandemic and restrictions imposed by authorities on public gatherings.** Older persons and those residing in rural areas are often not able to use the remote services provided by humanitarian actors by phone or skype. Improved access to information and outreach activities for mental health and psychosocial services and information on stress-related symptoms and positive coping mechanisms is needed for all conflict-affected people.

## Brief explanation on the methodology used to calculate sectoral PiN

The sectoral PiN of Protection cluster was calculated in line with the JIAF guidance. Six indicators that cover various vulnerability groups and protection issues were collated into the output table with the predefined geographical zones. Given the specificity of geographical distribution, some indicators are applicable only for a particular geo-zone or target group, which allowed the sector to better capture the protection needs of these groups.

Age distribution of the total PiN was calculated based on the available data from Child Protection sub-cluster and the Age and Disability Technical Working Group. Gender distribution was calculated proportionally to the general population of each geo-zone. Each of the three sub-clusters contributed to this exercise with data on indicators covering their specific area of responsibility, resulting into the PiN per sub-cluster.

<sup>355</sup> *Ibid.*

<sup>356</sup> HelpAge Ukraine, ‘Humanitarian needs of older women and men in Government-controlled areas of Donetsk and Luhansk oblasts, Ukraine’, August 2021.

## Indicators

#	INDICATORS	SECTORS	SOURCE
x01	% of persons living in areas with mine/UXO contamination (SADD)	MA sub-Cluster	MA sub-Cluster
x02	% of people affected by security incidents in the last 12 months	Protection	INSO
x03	% of IDPs who have to limit expenses even for food or have funds only for food	Protection	IOM NMS Report
x04	% of adults and elderly who couldn't cross the "contact line" to resolve issues with documents, pensions, resolve key issues or for family reunification	Protection	R2P/UNHCR, SBGS
x05	% of children born between 2015 and 2021 have not received a birth certificate from the Ukrainian authorities	CP sub-Cluster	MoJ, open sources
x06	% of population in specific groups with limited access to services (i.e. persons with disabilities, women, children and caregivers etc.)	Protection, GBV sub-Cluster, CP sub-Cluster	REACH MSNA, GBV sub-Cluster, CP sub-Cluster

## 3.5 Shelter and Non-Food Items



PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
<b>158K</b>	<b>56%</b>	<b>25%</b>	<b>35%</b>	<b>10%</b>

### Overview of the needs within the Shelter and NFI sector

After eight years of armed conflict in Donetsk and Luhanska oblasts, humanitarian needs are still present despite the continued efforts of State and humanitarian actors. Out of 55,000 residential houses damaged since the beginning of the conflict, it is estimated that 700 households (HHs) in GCA<sup>357</sup> and 7,000 to 8,000 HHs in NGCA<sup>358</sup> may still require humanitarian help

with the repair of their homes. Residual needs are mainly located in “high risk” and “grey zone” areas.

Harsh Ukrainian winters continue to pose a threat to the lives and wellbeing of people on both sides of the “contact line”. Such extreme conditions exacerbate the humanitarian needs of conflict-affected people due to the increased difficulties in accessing services, frequent damage to critical infrastructure affecting

### Needs by Zone

Thousands of people (K)

TOTAL SECTOR PIN	MAIN AREAS	GCA – DONETSKA OBLAST	GCA – LUHANSKA OBLAST	NGCA – DONETSKA OBLAST	NGCA – LUHANSKA OBLAST	OTHER OBLASTS
	RESIDENTS	34	15	67	39	-
	IDPS	-	-	-	-	3
<b>158K</b>	TOTAL BY AREA	<b>34</b>	<b>15</b>	<b>67</b>	<b>39</b>	<b>3</b>

<sup>357</sup> This is based on the findings of several sources, including the two shelter damage assessments conducted by NRC in Donetsk and Luhanska oblasts (GCA) in 2019, the 5W database maintained by the Shelter/NFI Cluster, the consideration of the shelter repair achievement made by the State Emergency Service of Ukraine (SESU), and the Shelter/NFI Cluster new damage tracking table. The two NRC shelter damage assessments, funded by UNHCR and designed together with the Shelter/NFI Cluster, consisted of a house-by-house count of families still in need of humanitarian shelter assistance. The two assessments were based on a clear definition of which shelter needs could still be considered within the humanitarian scope. The needs that had, instead, to be considered under a recovery framework were excluded. The two shelter damage assessment reports are available at this [link](#) for Donetsk oblast and at this [link](#) for Luhanska oblast.

<sup>358</sup> In the absence of a first-hand residual needs assessment, the most reliable estimation results from the triangulation of data from different sources, including open sources in Donetsk and Luhanska oblasts NGCA, OSCE Security Review 2021, the 5W database and the new damage tracking table maintained by the Shelter/NFI Cluster as well as the statement made by International Committee of the Red Cross (ICRC) dated 31 August 2021. The Cluster is currently prioritizing finetuning this estimation.

water and heating systems and significantly declining household economic capacities to afford utilities and essential winter items. The protracted conflict, amplified by COVID-19 challenges, has exhausted people's financial savings<sup>359</sup> and prevented many from recovering their livelihoods. As a result, more than 48,000 vulnerable households in both GCA and NGCA are struggling to adequately prepare for the winter. They have been identified as a priority for receiving winterization assistance by Shelter/NFI Cluster partners.

**Affordable housing and compensation mechanisms remain a priority need for IDPs and would represent a long-term solution for people displaced due to the conflict.** Some 60 per cent of IDPs live in rented accommodation with no security of tenure. Approximately 6,200 IDPs are still residing in collective centres in GCA,<sup>360</sup> facing increasing risks of eviction.

## Affected population

### People in need of shelter assistance

**During eight years of the armed conflict, the response to shelter needs has mainly focused on GCA, where humanitarian agencies had adequate access to target areas.** Last year, the coverage of the main humanitarian shelter needs and the actual engagement of state actors marked the end of the large-scale shelter assistance on the GCA side of the "contact line". State Emergency Services of Ukraine (SESU) in Donetsk oblast<sup>361</sup> conducts repairs of inhabitable houses along the "contact line", including in "hard to reach areas". Assistance covers the entire eligible population, but remains limited to the "thermal envelope" (walls, roofs and windows), leaving an estimated 700 households in need of complementary assistance<sup>362</sup> as the scope of SESU's repairs does not entirely cover guidelines requirements of the Shelter/NFI Cluster.

**Humanitarian shelter needs remain high instead in NGCA, where the focus of shelter agencies has now moved.** The insufficient number of actors, difficult access and high costs constitute the main issues in NGCA.<sup>363</sup>

**A first-hand count of residual humanitarian needs in NGCA is still not available.** Besides the older persons – who represent half of the caseload – unemployed working-aged people are now among the most vulnerable target groups.

### People in need of winterization

**In Donetsk and Luhansk oblasts winterization needs vary based on the heating system, the distance from the "contact line" and access to the market.** Urban centres generally have access to markets and to the centralized heating grid. Isolated communities and rural areas, instead, predominantly depend on solid fuel (coal, firewood); for some of these communities, even in GCA, the Cluster recommends delivering winterization assistance in kind as markets do not function sufficiently to allow cash modality.

**In GCA, shrinking funding and decreasing partners' presence leave a number of families – some 2,500 households – in need for the winter season in 2021-2022.** Isolated settlements and settlements in near vicinity to the "contact line" remain critical areas to cover. An estimated 45,000 households in the wider strip of settlements along the "contact line" will face difficulties during the upcoming winter.<sup>364</sup>

**In NGCA, estimations remain difficult also for winterization assistance.** The Cluster estimates some 18,750 households in need.

359 REACH, 'Household Economic Resilience Assessment in Government-Controlled Area of Donetsk and Luhansk oblasts', April 2021

360 Based on the database on [Collective Centre occupancy for the second quarter of 2021](#). The database is maintained by the Ministry of Reintegration of Temporarily Occupied Territories.

361 Based on the [information on SESU's achievements in Donetsk Oblast 2021](#).

362 This is based on the triangulation of data from the two shelter damage assessments conducted in Donetsk and Luhansk oblasts GCA by NRC in 2019.

363 Ukraine [Shelter/NFI Cluster, 'Annual Report'](#), 2020. The report is available at this [link](#).

364 *Ibid*.

## IDPs residing in collective centres

In 2021, Ministry of Reintegration of Temporarily Occupied Territories continued to monitor collective centres. Most IDPs reside in facilities – sanatoriums, dormitories – not designed for long-term stays. As of 2021, there are about. Approximately 6,200 IDPs still reside in around 160 collective centres all over Ukraine (most in Donetsk, Kharkiv and Dnipro oblasts). Residents include some 1,800 older persons and 1,500 children under 18 years of age.<sup>365</sup> While a more accurate assessment of IDPs' needs for durable solutions may require a complex profiling exercise (in line with the recommendations of the Joint IDP Profiling Service (JIPS) Mission to Ukraine in 2016), Cluster partners identified in winterization support, individual legal support and durable housing solutions the main requests from residents of collective centres.

## Analysis of needs

### Damaged houses

**Over the years, the Shelter/NFI Cluster with the help of its partners recorded approximately 55,000 houses that have been damaged since the beginning of the armed conflict.** The tracking exercise continued in 2021, when – despite the ceasefire – in the first 10 months 335 residential buildings (146 in GCA and 189 in NGCA) were damaged. The projected number of damages this year, is likely would be similar to 2019 and 2020 and much lower than previous years. Still, most of them in NGCA and also some in GCA (where state agencies may be unable to reach in a timely manner) will still need assistance in terms of acute emergency kits that shelter agencies are still recommended to preposition.

**In GCA, the caseload of still-unrepaired houses falling in the humanitarian scope consists of two types: houses in near proximity to the “contact line”, where the Shelter/NFI Cluster partners consider too dangerous to go; houses not fully covered by SESU's repair programme or where the scope of SESU's repairs does not meet the Cluster's minimum standards.** The Cluster estimates approximately 700

houses of both types could require the attention of the Shelter/NFI Cluster Partners.

### **In NGCA, the Cluster estimates some 7,000-8,000 HHs in need of humanitarian assistance with shelter repairs.**

Majority of this caseload – probably 3/4 – is in NGCA of Donetsk oblast. Families in need of assistance live – in many cases since 2014 and 2015 – in partly damaged (and sometimes structurally unsound) houses, exposed to harsh weather. Substandard living conditions damage people's immunity levels and put their health at higher risk. This is of particular concern in times of COVID-19 pandemic, when movement restrictions force people to stay at home for unusually long time.

**Maintenance of properties in conflict-affected areas is also increasingly becoming a problem. Residential premises and social infrastructure – never damaged and therefore never included in humanitarian agencies' shelter programmes – have received over the last years even less maintenance, and may soon face critical conditions.** Thousands of people in rural and urban areas could soon be facing this new crisis, as buildings will no longer be fit for human living. Inaccessibility and inability to maintain these properties are complicated by both security and financial issues. According to estimates of local authorities, there are some 4,000-4,500 properties in GCA that require support with maintenance. No estimate is available for both Donetska and Luhanska oblasts in NGCA.

### Winterization support

**Due to COVID-19-related restrictive measures applied in both GCA and NGCA, many households lost their incomes that resulted in an increased number of families unable to cover their basic needs.** Winterization becomes an even more important – in many cases life-saving – type of assistance for vulnerable residents on both sides of the “contact line”, especially in settlements with limited security and difficult physical access. For many of them, coal and firewood are less and less affordable and, in many

<sup>365</sup> Based on the database on [Collective Centre occupancy for the second quarter of 2021](#). The database is maintained by the Ministry of Reintegration of Temporarily Occupied Territories.



cases, difficult to get. This applies also to GCA, where in isolated settlements the average price of 3 tons of coal (the minimum quantity for one household for the whole winter) reached \$700, which is more than five times the average monthly pension in Ukraine.

**Due to their limited presence and shrinking funding, and consistent with the Shelter Cluster's recommendations, humanitarian agencies in Ukraine approach winterization by providing complementary assistance to that offered by state agencies or NGCA entities.** Agencies that want to engage in winterization programmes are recommended by the Cluster to consider – on community by community basis – the winterization subsidies, which are available for the population in both GCA and NGCA, the actual access to them, and their extent. The extent of such assistance is not sufficient to cover all the people in need. Moreover, in GCA State institutions had to repurpose some of the local budgets to cope with COVID-19, and this has reduced the amount allocated as winterization subsidies. According to the estimates provided by the Shelter/NFI Cluster (based on information gathered from *raion* administrations), only 30 per cent of the population in need of winterization assistance is covered by the state subsidies.

### **Winterization support to collective centres**

Approximately 6,200 IDPs live in collective centres of different types across Ukraine, many of them in dire conditions. Due to accumulated debts for rent and utilities, many are at risk of eviction. Due to COVID-19, many IDPs have lost their livelihood opportunities and have additional struggles to provide for the basic needs of their families. Many IDPs who reside in collective centres are pensioners (29 per cent), persons with disabilities, and children (24 per cent). While the focal points of collective centres in Donetsk and Luhansk oblasts (where approximately 1,000 IDPs reside), reported coal for heating as a priority need. The remaining 4,200 people living in other oblasts of Ukraine report to local authorities and Cluster partners the urgent need to support with winterization assistance. Finding durable housing solutions for people residing in collective centres remains one of the main needs. Around 2,000 vulnerable IDPs,

returnees, and conflict-affected persons living in social institutions and collective centres in NGCA are in critical need of winterization assistance.

### **Housing, land, and property rights**

**In relation to the implementation of the shelter programmes, the conflict-affected population (including IDPs) continues facing numerous HLP-related issues that need to be addressed in order to ensure the security of tenure and fulfil the further enjoyment of HLP rights,** such as ownership rights recognition, compensation for damaged or loss of property, building permits, and the lack of access to specific HLP-related services.

### **Both shelter actors and beneficiaries face challenges related to the material side of the construction and the complex legal frameworks.**

According to the Ukrainian legislation, most construction or reconstruction works require several formalities to be fulfilled, such as proof of ownership, acquiring a building permit, and many others. Non-compliance with this legal procedure can lead to administrative fines, demolition of constructions, and, from a national perspective, a large-scale property registration gap. Advocating before the Ministry for Reintegration of the Temporarily Occupied territories and the Ministry for [Communities and Territories Development](#) resulting adoption of the “construction amnesty” would minimize the bureaucratic burden for people who reconstructed their houses without proper permission.

### **Legal complexities and gaps make it cumbersome for many people to obtain ownership documentation for housing or land plots.**

Depending on the circumstances, this process may cost the owner from a few hundred (in the simplest cases) up to more than UAH 10,000. If not addressed by the State or humanitarian agencies, this issue can limit beneficiaries' access to secure housing and state compensation for destroyed housing. Thus, it requires coordinated advocacy before the Ministry for Reintegration of the Temporarily Occupied territories and the Ministry of Justice.

### **The Cabinet of Ministers of Ukraine amends an administrative mechanism of monetary compensation for housing destroyed due to the armed conflict.**

Thus, the conflict-affected population, including IDPs, whose housing located in GCA has been destroyed due to the conflict, may apply for compensation. These amendments are a step forward, but there are still many issues to resolve, such as the adoption of a broader framework law on compensation, technical guidance for the damage assessments, compensation for damaged housing, and a registry to manage data about the violation of property rights, etc.) what should be advocated before the Parliament of Ukraine and the Ministry for Reintegration of the Temporarily Occupied territories. According to the Shelter/NFI Cluster's data collected on destroyed housing, more than 500 HHs may apply for such compensation.

### **Monitoring**

**The Shelter Cluster continues to collect updates from active partners on their activity progress.** Quarterly updates are stored in the Cluster's 5W, processed and used to keep track of needs and gaps in the response, to help partners draft their plans and to advocate for resources.

In GCA, information on residual needs are shared with SESU and local administrations and constitute the basis of cooperation between Cluster and state agencies in this phase of the response.

**The Cluster will also continue to update on a monthly basis its database of new damage to residential houses.** This address-level tracking tool is based on the triangulation of several secondary sources and helps the Cluster guide partners in the emergency response.

**The Cluster will also continue to map – settlement by settlement – people's actual access to winterization subsidies** and support from State and Local Administrations to identify gaps. Unaddressed needs of the population residing along the "contact line" and in areas affected by the conflict will be collected using the Shelter Cluster Winterization Matrix and regular coordination meetings of the Winterization Working Group.

### **Brief explanation on the methodology used to calculate sectoral PiN**

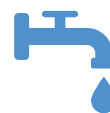
For winterization needs analysis, the Shelter/NFI Cluster use the available data such as partners assessment, expert knowledge and governmental data. As baseline 5 level severity scales were implied, only severe and extreme levels of needs are included in the Sectorial PIN calculations. For shelter needs, the Cluster used available sources such as Cluster assessments, partners assessments, expert knowledge and governmental data. In GCA, the Shelter/NFI cluster has granular data. As base 5 level severity scale is implied, only severe and extreme levels of needs are included in the Sectorial PIN calculations.

## **Indicators**

#	INDICATORS	SECTORS	SOURCE
X01	% of household living in damaged or destroyed houses due to the conflict	Shelter / NFIs	Inter-sectorial assessment (REACH), Shelter Cluster new damage database
X02	% of households that reported insufficient heating arrangement in winter	Shelter / NFIs	Inter-sectorial assessment (REACH),

3.6

## Water, Sanitation and Hygiene (WASH)



PEOPLE IN NEED	WOMEN AND GIRLS	CHILDREN	ELDERLY	WITH DISABILITY
<b>2.5M</b>	<b>54%</b>	<b>13%</b>	<b>30%</b>	<b>13%</b>

### Overview of the needs within the WASH sector

**In late 2021, after nearly eight years of conflict in Donetsk and Luhanska oblasts, 2.46 million people require Water, Sanitation, or Hygiene (WASH) assistance** as residents of the conflict-affected areas or as Internally Displaced People (IDPs) living either in those same oblasts or living in other areas of the country.

**WASH needs are both large and small in scale, with emergency repairs to the massive water and sewerage networks of these two oblasts, as necessary as the overhaul of household-level wells.** Work at system level needs to be balanced by water storage and sanitation improvements in homes, schools, orphanages, health facilities, elderly homes, and other social institutions. Improvements in access to water, with providing dignity menstruating students using substandard school toilets. As there have been 22 serious shelling and security incidents, so far, in

2021, when water pipelines, pumps, and the staff who operate them, were subjected to unacceptable risks, WASH agencies must continue to advocate for the elimination of such risks.

**In 2021, the overall need for assistance with water supply is very similar to 2019, when a previous comprehensive assessment of WASH needs was completed.** In 2021, 1.65 million people (33 per cent of all residents) need water-related assistance compared to 31 per cent two years earlier. Some people experienced water shortages, regular stoppages, or unreasonably spaced-out scheduling of their water supply. Others store water unhygienically, or would like to treat their drinking water, at home, but cannot afford the necessary treatment materials, chemicals or filters. The need of households for help with sanitation has not changed significantly.

**This year, 1.38 million people, including 29 per cent of all residents, need assistance with sanitation.** This

### Needs by Zone

*Thousands of people (K)*

TOTAL SECTOR PIN	MAIN AREAS	GCA – DONETSKA OBLAST	GCA – LUHANSKA OBLAST	NGCA – DONETSKA OBLAST	NGCA – LUHANSKA OBLAST	OTHER OBLASTS
	RESIDENTS	510	260	830	710	110
	IDPS	27	15	-	-	-
<b>2.5M</b>	TOTAL BY AREA	<b>537</b>	<b>275</b>	<b>830</b>	<b>710</b>	<b>110</b>

includes not only some people who do not have an adequate “improved” toilet, but also many people who either struggle with emptying household level septic tanks, or who are extremely poorly served by solid waste collection.

**Data shows that in late 2021, in addition to the effects of conflict-damaged infrastructure, and access problems which restricted repairs to decrepit pipelines, in sensitive areas along the “contact line”, the costs of accessing clean water, sanitation and hygiene, seem to be a negative factor in accessing services.** Between 2019 and 2021 there was a significant increase in the mean average spend per person, on water, which increased from UAH105 to UAH132 (a 26 per cent increase in 2 years). Compared to 2019, households’ reported level need for hygiene assistance has not changed significantly, however it is worrying that the median spend per person, on hygiene items has risen from UAH167 to UAH200 in 2021, a 20 per cent rise. Further, a 13 per cent rise in household expenditure on sanitation, (the median expenditure of UAH600 in 2019 rose to UAH675 in 2021 is carried mainly by the 43 per cent of households which have individual septic tanks or pits, which they sometimes cannot afford to empty.

## Affected Population

**In the conflict-affected areas of Ukraine, problems with WASH are more likely to affect older persons and persons with disabilities, especially during the current COVID-19 pandemic;** but also women and girls, who need support during menstruation; institutions which struggle to stay clean and to operate even in the absence of a reliable water supply and even people crossing at EECs, who in spite of vastly improved service centres at some checkpoints, may still be caught out due to lack of services in some of the queue.

**Considering conflict-related needs, only, data shows that households, which contain one or more people with special needs, or those with a lower than average level of income have an elevated percentage that need assistance (59 per cent and 60 per cent respectively) compared to the rest of the households in Donetsk and Luhansk oblasts (GCA), where only**

**53 per cent are in need.** Other potentially vulnerable households, particularly those with children or those with older persons, do not show a large difference to the rest of the population, however, when considering the very high cost of children’s and adult nappies and risks from the current pandemic, it is clear that those families still need special consideration. Some 330,000 children and 740,000 older persons need WASH assistance related to the conflict. While less than one per cent of households had any problem with access to hygiene materials locally, participants of WASH cluster focus group discussions reported that adult diapers, while a key hygiene product in only around 1 per cent of households, for those households, there is considerable additional expense and they are not always available in local shops.

The percentage of those people who need help with their water supply is higher among households with people with special needs (40 per cent) and for low-income households (39 per cent) compared to the overall mean of 33 per cent. Menstrual hygiene needs seem to be increasing, potentially unhygienic practices were reported in 9 per cent of households where women of the right age live, compared to 6 per cent in previous years.

## Analysis of needs

**There are 2.46 million people who require Water, Sanitation, or Hygiene-related (WASH) assistance** as residents and IDPs living of Donetsk and Luhansk oblasts or living as IDPs in other areas of the country.

**If COVID-19 needs are excluded from the picture (as those needs are not fully conflict-related), 53 per cent of all households in GCA would need WASH-related humanitarian assistance,** and the situation may be exacerbated by decrepit nature of 70-year-old infrastructure or by the pandemic. Moreover, the percentage of such households in the 20 km area is raised to 68 per cent and in rural areas to 80 per cent.

**Additionally, it is true that 25 per cent of households do not readily mention the need to wash hands to protect themselves against COVID-19, and 22 per cent of households do not understand the need to wash**

**hands for at least 20 seconds to protect themselves against the pandemic**, including COVID-19 awareness raising, 71 per cent of all households could be said to need assistance.

**However, in a humanitarian sense, and discounting the temporary problems around COVID-19, 53 per cent of all households require either development, recovery, or humanitarian WASH assistance.** After removing people for whom longer term approaches would work, and including the needs of IDPs, 2.46 million people are in need of humanitarian or early recovery assistance in the WASH sector.

**Breaking down the figures, 33 per cent of people are in need of assistance with water supply.** And more people in rural areas need help (40 per cent). Some 15 per cent of all households perceive the need but cannot afford the means for household level water treatment. Overall, 11 per cent of households have problems with the availability of tap water, 7 per cent of store drinking water in an unhygienic way (in the bath or in containers without lids), 6 per cent do not have access to “improved” water sources.

**The most worrying issues related to sanitation, in Donetsk and Luhanska oblasts, include a relatively high level of need:** 29 per cent of all households need some kind of sanitation assistance. This need seems to be shouldered largely by people living in areas near the “contact line” (where 47 per cent need sanitation assistance) and even more, by households in rural areas (65 per cent need assistance). Lowered access to “improved sanitation” of 95 per cent overall (compared to the 98.7 per cent at national level of access to improved sanitation reported by MICS in 2012) is also disproportionately apparent in rural areas where only 89 per cent have that access.

A rise in expenditure on sanitation of 13 per cent between 2019 (median expenditure of UAH600) and 2021 (UAH675) is carried mainly by 43 per cent of households, which have individual septic tanks or pits: these costs mainly affect people living in rural areas. In addition, 23 per cent of households remove or burn it all or part of garbage by themselves, instead of it being removed by municipal services. Closer to the

“contact line” even more households burn garbage or transport it to a landfill by themselves (38 per cent) and in rural areas the figure is as high as 60 per cent of all households.

**Thirteen per cent of all households in GCA need some kind of help with hygiene.** In particular, 7 per cent need help due to unhygienic practices of water storage, and 6 per cent of households overall (or 9 per cent of households where a woman or girl of appropriate age is living) may need assistance with access to menstrual hygiene products. In those households women reported using potentially unhygienic materials during menstruation.

**Clear inter-sectoral linkages exist between WASH, health, education, food security/livelihoods and shelter needs** The links to COVID-19 are clear. Out of 170 secondary health care facilities listed in GCA, 34 still reported gaps in the provision of hygiene assistance in November 2021, and even those received cleaning materials as part of COVID-19 response, in 2021, are likely to ask for further assistance in 2022. Many hospitals, schools, kindergartens, and elderly homes are similarly unable to maintain high levels of hygiene. Meanwhile, such institutions frequently have unacceptable toilets, which do not permit the users sufficient dignity.

**In GCA, 53 per cent of households surveyed have a garden or household plot, 31 per cent of which use drinking water from the tap, or non-potable tap water, to keep crops watered.** Sometimes this unplanned usage leads to water shortages at the end of a system: the need for water saving approaches is clearly observable at field level, and present an opportunity for WASH actors to work with FSLC agencies.

**Heating depends on having water supply operating. Most households have their own boiler (39 per cent), and 34 per cent use centralized heating, while 22 per cent use a stove.** Compared to 2019 survey, a smaller percentage of households now reported having access to central heating (38 per cent in 2019, 34 per cent in 2021) or using their own boiler (43 per cent in 2019, 39 per cent in 2021), but slightly more households use a stove (17 per cent in 2010,



22 per cent in 2021). The percentage of households using stoves for heating is also higher in the 20 km area (37 per cent) as well as in rural areas (43 per cent). This points to the need for WASH actors to consider crossovers with shelter needs around the issues of winterization. In particular, to ensure that clean water supplies, which help maintain the provision of hot water for centralized heating and/or household level boilers is not disrupted as 73 per cent of the population would be affected by such issues.

**Overall, the level of WASH needs is very similar in NGCA as compared to GCA.** However, needs are spread rather unequally between the two NGCA, namely: NGCA of Luhanska oblast is suffering much more than NGCA of Donetsk oblast. For example, in Luhansk NGCA indicative data shows that some 55 per cent of households need water-related assistance, compared to only 23 per cent in Donetsk NGCA.

**The level of severity of WASH needs are the highest, overall, in some area of Luhansk NGCA and in some areas along the “contact line”, where the needs are considered to be at level 4, on the global scale where 5 is the maximum.** By comparison, in Luhansk GCA needs are mostly at level 3, in Donetsk NGCA – at level 2-3, and finally in Donetsk GCA are mostly rated at level 2.

## Monitoring

The above higher-level indicators of WASH needs are assessed and monitored via a Needs Assessment Study, the latest round completed in late 2021, and with the next round planned for mid-2022. Partner agencies participate in the steering committee for the study, which allows the longer-term trends and changes in the levels of need to be tracked.

## Brief explanation on the methodology used to calculate sectoral PiN

WASH cluster agencies have focused on the 53 per cent needing conflict-related assistance, as opposed to 71 per cent who needed that same assistance, but who also need some kind of COVID-19 WASH response. In other words, 2.85 million people of the 5.36 million residents in the two oblasts have WASH needs which are conflict-related rather than pandemic-related. However, the Cluster then discounted 542,000 people who live in areas sufficiently well served, and accessible, for development WASH approaches to be implemented by the Government or non-humanitarian actors. It was necessary to add 153,000 IDPs: 19 per cent of 584,000 IDPs living in Donetsk and Luhansk oblasts, or elsewhere in Ukraine, who were identified by in the IOM's National Monitoring System (NMS) as considering expenditure on hygiene items to be significant. Therefore, the number of people who require humanitarian or WASH support, either as IDPs or as residents, in Ukraine, is 2.46 million people.

## Indicators

#	INDICATORS	SECTORS	SOURCE
x01	% of households that need help with water supply	WASH	WASH Cluster Needs Assessment Survey (2021)
x02	% of households that need help with sanitation	WASH	WASH Cluster Needs Assessment Survey (2021)
x03	% of households that need help with hygiene (given the COVID-19 pandemic)	WASH / Health	WASH Cluster Needs Assessment Survey (2021)

## Part 4

# Annexes

**OPYTNE VILLAGE, DONETSKA  
OBLAST, GCA, UKRAINE**

Oleksandr, 79 years old, standing near his shrapnel-damaged house.

Photo: Yevhen Maloletka



## 4.1

# Data Sources

The analysis of humanitarian needs was informed by 83 assessments conducted by humanitarian partners between October 2020 and October 2021. The GoU reports on COVID-19 situation, vaccination update, crossing procedures at the EECP, etc. were also studied to complement the analysis. All this contributed to a comprehensive understanding of humanitarian needs in Ukraine, particularly in GCA due to the severely constrained access situation in NGCA.

### Number of assessments

NO. OF ASSESSMENTS	PARTNERS
83	119

### Number of assessments per cluster and location

	Multi-Sector	Education	Food security & Livelihoods	Health	Protection	Shelter/NFIs	WASH	MPC	Total
GCA Donetsk	13	0	2	21	20	0	9	0	65
GCA Luhanska	5	0	1	0	18	0	1	0	25
NGCA Donetsk	5	0	1	0	18	0	1	0	25
NGCA Luhanska	12	0	2	22	18	0	5	0	59
Other oblasts	4	0	0	5	6	0	3	0	18
<b>Total</b>	<b>19</b>	<b>0</b>	<b>3</b>	<b>28</b>	<b>24</b>	<b>0</b>	<b>9</b>	<b>0</b>	<b>83</b>





**TRIOKHIZBENKA VILLAGE, LUHANSKA OBLAST,  
GCA, UKRAINE**

Tetiana hugging her daughter. She lost her leg and hearing during shelling in 2014.

Photo: OCHA/Yevhen Maloletka

## 4.2 Methodology

### Joint Intersectoral Analysis Framework (JIAF)

The framework for the 2022 HNO needs assessment and analysis is based on the JIAF. The JIAF is designed to assist humanitarian country teams in conducting intersectoral analysis when preparing HNOs and subsequent HRPs as part of the 2022 Humanitarian Programme Cycle (HPC).

The applied data aggregation methodology for the Ukraine is Scenario B, as described in the JIAF Guidance.<sup>366</sup>

The 2022 JIAF indicators have been reviewed and reduced from 30 in 2020 to 20 in 2021. These indicators have been selected in alignment with the global list of indicators as much as feasible and appropriate, taking into account the development of the intersectoral analysis of context, shocks and humanitarian conditions. They have been categorized into three pillars of (i) living standards; (ii) physical and mental wellbeing and (iii) coping mechanisms, as per the global JIAF guidance.

<sup>366</sup> OCHA, '2022 JIAF Guidance', 2022.

The joint intersectoral analysis has been primarily driven by the Inter-Cluster Coordination Group (ICCG) and OCHA, with some opportunities to seek views and expert judgement of field-based partners conducted by clusters. This was necessary as data were insufficient or missing, as assessments effectively remain a taboo in NGCA.

### Assessment Areas and Population Groups

The overall scope of analysis for the 2022 HNO remains unchanged, with two population groups at the centre: IDPs and residents. The affected population can be divided into two main groups: those internally displaced throughout the Ukraine, and those who reside in the two oblasts which are directly affected by armed conflict (Donetska and Luhanska). People registered as IDPs in GCA but living in NGCA are counted as NGCA population, to avoid double counting.

The geographical units of analysis in GCA and NGCA are now aligned with official administrative boundaries, as described under 1.3. This results in a higher number of geographical areas with an increase from 10 zones for the 2021 HNO to 16 zones for the 2022 HNO in the conflict-affected oblasts, which are perfectly aligned with the REACH Multi-Sectoral Needs Assessment (MSNA) in GCA and the REACH MSNA in NGCA.<sup>367</sup> Data collection for NGCA was done in late 2020 and GCA in mid-2021 to inform indicators selected for the JIAF.

### Population Baseline

The population baseline for the HPC 2022 was improved to ensure that humanitarian responses were grounded on accurate population estimates, and to enable tailored responses according to different profiles of conflict-affected populations. The Government's IDP figures include both persons who were forced to leave their places of origin or habitual residence due to the conflict, and persons who are not displaced and still live in their place of habitual residence in NGCA. They registered as IDPs to be able to continue accessing social protection and other essential services in the GCA. A review of available data sources in 2021 suggested that the number

of people effectively displaced in GCA has been underestimated. An adjustment in the calculations' methodology used by the HCT led to an update of figures from 734,000 IDPs in 2021 to 853,000 IDPs in 2022, of whom 70 per cent reside in areas beyond GCA of Donetska and Luhanska oblasts, as well as a slight increase in the number of residents.

The new endorsed methodology is based on the triangulation of various sources, including:

- State Statistics Service of Ukraine (SSSU), which provides the estimation of baseline population without considering the internal displacement. The SSSU methodology for population estimation is based on the net natural increase (birth/death rate) and net migration increase (change of residence registration, "propiska"), while the vast majority of IDPs still have their residence registration in NGCA. Indeed, moving a residence registration to GCA would limit the possibility of the person to cross to NGCA, to manage property etc.
- Comparison between the number of IDP pensioners according to the Pension Fund of Ukraine and according to the Ministry of Social Policy of Ukraine.
- UNHCR / Right to Protection (R2P) monitoring of EECs, that shows that 96 per cent of NGCA residents who crossed the "contact line" in 2019 were travelling to GCA of Donetska and Luhanska oblasts, but not going outside of these two regions.
- Comparison between the demographic data published by so-called statistics services and pension funds in NGCAs, and projected numbers according to the SSSU.
- REACH MSNA in GCA that consistently estimated that about 7 per cent of the general population of Donetska and Luhanska oblasts (0-20 km zone) in the past years were IDPs.
- Russian Federal State Statistics Service, Ministry of Internal Affairs and Border Guard Service of the

<sup>367</sup> See HNO, section 4.3



Russian Federation, NGCA entities' estimation of the number of people originating from NGCA who permanently reside in Russia.

- Crude birth rates by oblasts of Ukraine according to the SSSU and its comparison with the number of new-borns in NGCA, declared in NGCA.
- Data on IDPs from the Ministry of Social Policy of Ukraine disaggregated by the oblast of origin.
- IOM National Monitoring System (NMS) reports on the situation of IDPs.

### Determining Severity of Needs

The 2021 severity ranking adopts a five-scale methodology that has been customized in line with the global guidance. Severity ranking was done through

a two-tiered approach. First, the clusters defined the severity on a scale of 1 to 5 for the identified indicators, which are categorized by the three humanitarian conditions (physical and mental wellbeing, living conditions and coping mechanisms), as per the JIAF guidance.

Then, where data was available, the defined thresholds were applied systematically to define a scoring from 1 to 5. All the determined severity values were consolidated at the inter-cluster level to produce a composite severity map in the seventeen geographic areas of the analysis (sixteen in Luhanska and Donetska oblasts, plus one area for the IDPs in other oblasts in Ukraine).

Below is the list of JIAF indicators and relevant thresholds:

### Indicators

#	INDICATORS	SECTORS	1	2	3	4	5
x01	% children not attending school, including distance learning, by sex and school-level (as a result of the crisis, including COVID-19)	Education	0-9%	10-15%	16-40%	41-60%	<61%
x02	Number of attacks on schools in the last 12 months	Education	0	1	2-5	5-10	>10
x03	Food consumption score (FCS)	Food Security	Acceptable and stable	Acceptable but deterioration from typical	Borderline	Emergency	Severely food insecure
x04	Food expenditure share (FES)	Food Security	<50%	50-65%	65-75%	75% – 85%	> 85%
x05	Livelihood coping strategy (basic needs) (LCS)	Food Security	No stress, crisis or emergency coping observed	Stress strategies are the most severe strategies used by the household in the past 30 days	Crisis strategies are the most severe strategies used by the household in the past 30 days	Emergency strategies are the most severe strategies used by the household in the past 30 days	Near exhaustion of coping capacity

#	INDICATORS	SECTORS	1	2	3	4	5
x06	Cumulative 6-month COVID-19 test positivity rates	Health	less than 5% AND (less than 100 cases)	5-9% AND/OR (100-200 cases)	10-24% AND/OR (200 -350 cases)	25%-39% AND/OR ( 350-500 cases)	>40% AND/OR (> 500 cases)
x07	Proportion of oxygen beds occupied with COVID-19 patients	Health	<65%	66%-70%	71%-75%	76%-80%	>80%
<b>x08</b>	<b>Proportion of HFs with disruption in scope or volume of services due to COVID-19 pandemic in the last 6 months</b>	<b>Health</b>	<b>0%</b>	<b>1%-10%</b>	<b>11%-20%</b>	<b>21%-30%</b>	<b>&gt;30%</b>
x09	Proportion of households that reduced essential health expenditure (including drugs) due to a lack of resources to cover basic needs (such as food, shelter, health, education, etc.) in the last 30 days	Health	0% – 20% of HHs reported reduced healthcare expenses due to lack of resources to meet basic needs	21-30% of HHs reported reduced healthcare expenses due to lack of resources to meet basic needs	31-40% of HHs reported reduced healthcare expenses due to lack of resources to meet basic needs	41-50% of HHs reported reduced healthcare expenses due to lack of resources to meet basic needs	>50% of HHs reported reduced healthcare expenses due to lack of resources to meet basic needs
x10	% of persons living in areas with mine/UXO contamination	Protection	1) Population residing in settlements that have no mine/ERW accidents AND live 20+ km from the CL (covering all Donetsk and Luhansk regions); 2) Other remaining population (not conflict-affected)	1) Population residing in settlements that have no mine/ ERW accidents AND living 0-20 km from the CL (covering all Donetsk and Luhansk regions). For large cities (>50k) only 79% of population.	1) Population residing in the nearest settlement to a known mined area that is situated within 1-20 km (indirect beneficiaries). For small cities in GCA (<50k) only 30% of population. 100% for small cities in NGCA. For large cities (>50k) only 20% of population both in GCA and NGCA; 2) Populations residing in settlements with 1 to 4 mine/ ERW accidents AND living 5+ km from the CL (covering all Donetsk and Luhansk regions).	1) Population residing in the nearest settlement to a known mined area that is situated within 0-1 km (indirect beneficiaries). For large cities (>50k) only 1% of the population; 2) Population residing in settlements with 1 to 4 mine/ERW accidents AND living 0-5 km from the CL; 3) Population residing in settlements with 5 or more mine/ ERW accidents AND living 5+ km from CL (covering all Donetsk and Luhansk regions).	1) People who have frequently used a known mined area in the past or have indicated they will do so after clearance (direct beneficiaries); 2) All mine/ ERW casualties recorded in HALO's accident register; 3) Population residing in settlements with 5 or more mine/ ERW accidents AND living 0-5 km from the CL.

#	INDICATORS	SECTORS	1	2	3	4	5
x11	% of people affected by security incidents in the last 12 months	Protection	0-9	10-20	21-99	100-199	>200
x12	% of IDPs who have to limit expenses even for food or have funds only for food	Protection	0-9%	10-39%	40-59%	60-79%	>80%
x13	% of adults and elderly who couldn't cross the "contact line" to resolve issues with documents, pensions, resolve key issues or for family reunification	Protection	0-10%	11-20%	21-35%	>36%	N/A
x14	% of children born between 2015 and 2021 have not received a birth certificate from the Ukrainian authorities	Protection	0-10%	11-30%	31-50%	51-74%	>75%
x15	% of population in specific groups with limited access to services (i.e. persons with disabilities, women, children and caregivers etc.)	Protection	0-10%	11-30%	31-50%	51-74%	>75%
x16	% of households that reported insufficient heating arrangement in winter	Shelter/ NFI	Heating (through utilities or solid fuel) is available; occasional interruptions possible	Heating (through utilities or solid fuel) is available; due to high costs, state subsidies are needed	a. Heating through utilities is available but service is unreliable in winter; OR b. Heating through solid fuel is not easily available	a. Heating through utilities is not available OR b. Heating through solid fuel is extremely difficult AND c. no state subsidies available	N/A
x17	% of households living in houses damaged or destroyed due to the conflict	Shelter/ NFI	a. House never damaged by conflict OR b. House damaged by conflict and already repaired	House damaged by conflict; damage only partially repaired; house is uncomfortable but usable	House damaged by conflict; damage not repaired; house is not usable	House damaged by conflict; damage cannot be repaired	N/A

#	INDICATORS	SECTORS	1	2	3	4	5
x18	% of households that need help with water supply	WASH	<=10%	11%-25%	26%-45%	46%-65%	>=66%
x19	% of households that need help with sanitation	WASH	<=15%	16%-30%	31%-50%	51%-80%	>=81%
x20	% of households that need help with hygiene (given the COVID-19 pandemic)	WASH	<=15%	16%-30%	31%-50%	51%-70%	>=71%

In line with the Data Scenario B which applies for the 2022 Ukraine JIAF, the two main steps to define the severity level for each key unit were:

- Each of the 20 indicators was assigned a humanitarian condition score calculated for every area/population group (key units) by using the 25 per cent rule: the score from 1 to 5 is when the first 25 per cent are reached by adding a percentage, starting from 5, then 4, then 3, then 2, until 1.
- Then the final score (1 to 5) combined the 20 indicators' severity by using the mean 50 per cent max indicators for each key unit, in order to obtain a severity score for each key unit but also a JIAF estimate. The use of critical indicators (see below) allowed to refine the final severity scoring, which eventually informs a percentage of the population to be considered for calculation in the PiN.

That methodology provides a severity score for each key unit (1 to 5) based primarily on indicators' data and also allows direct linkages between the severity levels and the number of people in need.

### Expert Judgement Elicitation

In general, the main purpose of expert judgement is to fill information gaps identified during secondary data reviews and preparation for a joint needs analysis, with the following motivations:

- A transitional period when field data collection techniques are anticipated, but have not yet adapted fully to indicator-based severity estimations in the HNO;
- Severe constraints in accessing the crisis-affected population;
- Severe constraints in holding large scale workshops for conducting joint needs analysis due to the on-going COVID-19 epidemic.

The main areas where uncertainty and / or missing information could be addressed with expert judgment are:

- To produce full indicator data sets;
- To fill missing data (gaps) in an existing indicator data sets;
- To distribute severity levels across a geographic area or population.

For Ukraine, potential gaps were identified early in the HPC process, with the agreement to use expert judgment for the analysis. Gaps are mainly linked to the access situation in NGCA, resulting in assessment findings being more indicative than representative due to the small sample size, missing information or data quality concerns. This is particularly the case for indicators related to WASH, Health, Food Security and

Livelihoods, where findings were complemented by consulting specialists and key informants.

### Critical indicators

Critical indicators are part of the JIAF indicators, which can support the final severity level determination for each key unit (geo-zone/population group).

Critical indicators selected by the ICCG in Ukraine are highlighted in the list of JIAF indicators and relevant thresholds.

### People in Need (PiN) Calculation

The total PiN reflects the sum of two main humanitarian population groups, which are the residents of the two conflict-affected oblasts and the IDPs who live permanently in GCA. Following the instructions of the Data Scenario B from the HPC 2022 JIAF Guidance, two comparisons were undertaken between severity and PiN after obtaining the severity scoring and therefore the JIAF estimates:

- Select and distinguish magnitude and degree indicators when used for the calculation of the Cluster PiN
- Compare the JIAF estimates against the “critical indicator” breakdown of population by severity class

- Compare JIAF estimates with individual sector PiN estimates available for each individual area / group, to estimate the HNO PiN

### Resident and IDP PiN

The total PiN figure was calculated by using the JIAF estimates after combining the 20 JIAF indicators for each of the priority geographic areas. Each PiN was calculated based on indicators in the JIAF and some other cluster-specific data not always represented in the list of 20 JIAF indicators (pockets of needs in some specific areas, urban/rural patterns for specific indicators not always reflected in the available assessments etc). The highest PiN provided by Clusters in each of the 16 geographic areas was used as the intersectoral PiN.

This methodology was conditional on a confirmation that the data from the relevant assessments was statistically representative for the geographic units of analysis of the HNO. The robust methodology which has been applied for the Ukraine 2022 HNO allowed to make a comprehensive use of all available data. The HNO presents therefore a more evidence-based analysis, informed by the severity level in each of the geo-zones and a refined population baseline calculation at area level.



## The Joint Intersectoral Analysis Framework (JIAF)

Context		
Political	Economy	Socio-cultural
Legal and policy	Technological	Demography
Environment	Security	Infrastructure

### People living in the affected area

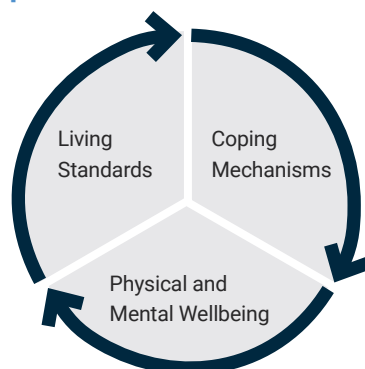
Event / Shock	
Drivers	Underlying factors / Pre-existing vulnerabilities

### People affected

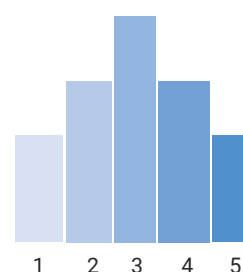
Impact		
Impact on humanitarian access	Impact on systems & services	Impact on people

## Humanitarian conditions

### People in need



### Severity of needs



### Current and forecasted priority needs/concerns

By relevant age, gender and diversity characteristics

## The JIAF Severity Scale

SEVERITY PHASE	KEY REFERENCE OUTCOME	POTENTIAL RESPONSE OBJECTIVES
1 <b>None/Minimal</b>	<p>Living Standards are acceptable (taking into account the context): possibility of having some signs of deterioration and/or inadequate social basic services, possible needs for strengthening the legal framework.</p> <p>Ability to afford/meet all essential basic needs without adopting unsustainable Coping Mechanisms (such as erosion/depletion of assets).</p> <p>No or minimal/low risk of impact on Physical and Mental Wellbeing.</p>	<p>Building Resilience</p> <p>Supporting Disaster Risk Reduction</p>
2 <b>Stress</b>	<p>Living Standards under stress, leading to adoption of coping strategies (that reduce ability to protect or invest in livelihoods). Inability to afford/meet some basic needs without adopting stressed, unsustainable and/or short-term reversible Coping Mechanisms.</p> <p>Minimal impact on Physical and Mental Wellbeing (stressed Physical and Mental Wellbeing) overall.</p> <p>Possibility of having some localized/targeted incidents of violence (including human rights violations).</p>	<p>Supporting Disaster Risk Reduction</p> <p>Protecting Livelihoods</p>
3 <b>Severe</b>	<p>Degrading Living Standards (from usual/typical), leading to adoption of negative Coping Mechanisms with threat of irreversible harm (such as accelerated erosion/depletion of assets). Reduced access/availability of social/basic goods and services</p> <p>Inability to meet some basic needs without adopting crisis/emergency – short/medium term irreversible – Coping Mechanisms.</p> <p>Degrading Physical and Mental Wellbeing. Physical and mental harm resulting in a loss of dignity.</p>	<p>Protecting Livelihoods</p> <p>Preventing &amp; Mitigating Risk of extreme deterioration of Humanitarian conditions</p>
4 <b>Extreme</b>	<p>Collapse of Living Standards, with survival based on humanitarian assistance and/or long term irreversible extreme coping strategies. Extreme loss/liquidation of livelihood assets that will lead to large gaps/needs in the short term.</p> <p>Widespread grave violations of human rights. Presence of irreversible harm and heightened mortality</p>	<p>Saving Lives and Livelihoods</p>
5 <b>Catastrophic</b>	<p>Total collapse of Living Standards</p> <p>Near/Full exhaustion of coping options.</p> <p>Last resort Coping Mechanisms/exhausted.</p> <p>Widespread mortality (CDR, U5DR) and/or irreversible harm.</p> <p>Widespread physical and mental irreversible harm leading to excess mortality.</p> <p>Widespread grave violations of human rights.</p>	<p>Reverting/Preventing Widespread death and/or Total collapse of livelihoods</p>

## 4.3

## Information Gaps and Limitations

**According to the Assessment Registry, 83 assessments were conducted between October 2020 and October 2021**, including COVID-19 related assessments and assessments with multi-sectoral, sector-specific, project-specific or thematic focus. The majority of the assessments covered GCA, while only a handful focused on NGCA due to access constraints. In light of the access constraints in NGCA, the HCT has tasked the HCT Access Task Force to develop Joint Operating Principles (JOPs) and minimum standards for humanitarian actors. To address the huge gap in data and information on humanitarian needs and response in NGCA, the HCT has agreed with organisations working in NGCA to share available information from their project implementation and post-distribution monitoring (PDM), to enhance a common understanding of the situation and tailor the response to the identified needs.

**The major intersectoral assessments which informed the 2022 HNO are:**

- the REACH MSNA in GCA, with data collection done between July and August 2021,<sup>368</sup>
- the REACH MSNA in GCA within 20 km from the “contact line”, with data collection in July and August 2020,<sup>369</sup>
- the REACH MSNA in NGCA, with data collection done between October and December 2020.<sup>370</sup> To address the challenge in obtaining robust data on the restricted-access NGCA, the MSNA 2020 consisted of a variety of data collection methods

with several population groups, including urban household phone surveys (403 surveys with households in urban areas with 20,000+ residents), a total of 1,625 household-level surveys completed by the NGO Donbas SOS remotely via telephone, 768 individual interviews with NGCA residents crossing EECs (in partnership with the NGO Right to Protection (R2P)), and 101 community-level key informant surveys completed with R2P at two official EECs (Stanytsia-Luhanska and Novotroitske). Specifically, recruitment of participants was done on the basis of primary knowledge and usage of services based in the settlement of origin.

- the Humanitarian Situation Monitor (HSM) in NGCA, Round 2 and 3,<sup>371</sup> which collected data from hotline users between December 2020 and January 2021, and between July and August 2021. The HSM is based on a household survey conducted remotely via phone calls in partnership with the NGO Donbas SOS. A total of 2,343 respondents (representing 5,170 household members) participated in the first round and 2,420 respondents (representing 5,317 household members) in the second round. The HSM is unique in its approach as it seeks to identify developing or emerging trends in household needs with particular focus on household economic security, coping capacities and access to basic services, following the outbreak of COVID-19 and subsequent containment measures. In light of the operational environment, Luhanska oblast NGCA was not included in the HSM round 3, due to potential risks faced by respondents. This limits comparability between round 1, 2 and 3. In light of

368 REACH, ‘Humanitarian Trends Analysis in GCA of Donetsk and Luhansk oblasts, Ukraine’, July – August 2021.

369 REACH, ‘Multi-Sector Needs Assessment in Government Controlled Areas of Donetsk and Luhansk Oblasts within 20 km of the Line of Contact’, May 2021.

370 REACH, ‘Multi-sectoral needs assessment – Round 5 – Non-government controlled areas in eastern Ukraine, Quarter 4, 2020.

371 REACH, ‘Humanitarian Situation Monitoring in Donetsk and Luhansk oblasts (NGCA) – August – September 2020 (Round 1), December 2020 – January 2021 (Round 2), July – August 2021 (Round 3)’.

the access situation and protection risks to affected population, ways are being explored to strengthen secondary data analysis, for example through the Data Entry and Exploration Platform (DEEP) for humanitarian analysis and secondary data review.

Other studies that extend a limited coverage to NGCA include the quarterly report on the Human Rights Situation in Ukraine by OHCHR, the quarterly review of “Crossing the Contact Line” by the NGO Right to Protection (conducted in GCA) as well as reports from the intersectoral visits to the border crossing point “Milove” in Luhanska oblast.

**To improve comparability and timeliness for the 2023 HPC, humanitarian partners agreed to align timelines and methodology for the multisectoral needs assessments in GCA and NGCA.** While the assessments informing the 2022 HNO provide a good generic overview of humanitarian needs on both sides of the “contact line”, challenges remain in establishing common grounds related to the sampling methodology and timeline. Coherence of the sampling frame is essential in ensuring representativeness and comparability of data generated by the different assessments to meet the demand of intersectoral assessment and analysis of the HPC. The problems of limited access and acceptance of needs assessments in NGCA also pose restrictions on sampling and data collection. As a result, the findings of these assessments conducted in NGCA are neither detailed nor spatially and statistically representative, compared to household assessments with an appropriate sampling size and structure, which is subject to unrestricted access. Such data will have to be complemented by anecdotal evidence or expert

judgement to inform programmatic response where specific information/analysis will be required.

**A challenge which is common to other analysis processes is that the JIAF relies on a combination of primary and secondary data** which are often collected through various methodologies, all subject to limitations inherent to humanitarian contexts, e.g. access, safety considerations, etc. COVID-19 puts further limitations on how data can be collected.

**As the enhanced approach to the HPC requires a greater depth and breadth of analysis of the situation and associated needs,** it calls for more investment in building up analytical and information management capacity of all concerned, including the clusters. The sectoral analyses should be clearly linked to the intersectoral analysis, thus requiring strong methodologies and capacities to implement these at cluster level. The need for data, particularly related to the situation of people living in NGCA as well as the granularity and representativeness of data at the lowest possible level will also continue to persist. There is a need for a stronger collaboration for coordinated or joint assessments in 2022 and beyond to optimise not only the limited resources available, but also the opening of access where/if possible, for the benefit of humanitarian programming and monitoring.

**A territorial reform of administrative boundaries countrywide came into force in January 2021 and led to formation of new Admin levels 2 and 3** (raions and hromadas/CMAs). This change has been taken into account in needs assessment and analysis for GCA. Please refer to 1.3 and 4.2 for details.

## 4.4

## Acronyms

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**ACTED:** Agency for Technical Cooperation and Development

**AFU:** Armed Forces of Ukraine

**AAP:** Accountability to affected population

**CIMIC:** Civil-Military Cooperation Directorate of the Armed Forces of Ukraine

**CMCoord:** Civil-Military Coordination

**CoM:** Cabinet of Ministers of Ukraine

**CSO:** Civil society organisation

**DDG:** Danish Demining Group

**DPA:** United Nations Department of Political Affairs

**DRC:** Danish Refugee Council

**DTP:** Diphtheria, Tetanus, and Pertussis

**DV:** Domestic violence

**ECD:** Early Childhood Development

**EECP:** Entry-Exit Crossing Point

**ERW:** Explosive Remnants of War

**EORE:** Explosive Ordnance Risk Education

**GBV:** Gender-Based Violence

**GCA:** Government Controlled Area

**GDP:** Gross Domestic Product

**GoU:** Government of Ukraine

**HC:** Humanitarian Coordinator

**HH:** Household

**HLP:** Housing, land and property

**HNO:** Humanitarian Needs Overview

**HPC:** Humanitarian Programme Cycle

**HRMMU:** United Nations Human Rights Monitoring Mission in Ukraine

**HRP:** Humanitarian Response Plan

**HSM:** Humanitarian Situation Monitor

**ICCG:** Inter-Cluster Coordination Group

**ICRC:** International Committee of the Red Cross

**IDP:** Internally Displaced Persons

**IED:** Improvised Explosive Device

**IHL:** International Humanitarian Law

**IHRL:** International Human Rights Law

**IMD:** Institute for Management Development

**INFORM:** Index for Risk Management

**INGO:** International Non-Governmental Organisation

**INSO:** International NGO Safety Organisation

**IOM:** International Organization for Migration

**JCCC:** Joint Centre for Control and Coordination

**JFO:** Joint Forces Operation

**JIAF:** Joint Inter-Sectoral Analysis Framework

**JIPS:** Joint IDP Profiling Service

**MH:** Mental Health

**MHPSS:** Mental Health and Psychosocial Support

**MRE:** Mine Risk Education

**MSNA:** Multi-Sectoral Needs Assessment

**MoSP:** Ministry of Social Policy

**MRTot:** Ministry of Reintegration of the Temporarily Occupied Territories

**NFI:** Non-food item



**NGCA:** Non-Government Controlled Area

**NGO:** Non-Governmental Organization

**NMAA:** National Mine Action Authority

**NMS:** National Monitoring System

**NRC:** Norwegian Refugee Council

**OCHA:** United Nations Office for the Coordination of Humanitarian Affairs

**OECD:** Organization for Economic Development and Cooperation

**OHCHR:** United Nations Office of the High Commissioner for Human Rights

**OSCE:** Organization for Security and Co-operation in Europe

**PiN:** People in need

**PoC:** Protection of civilians

**PSEA:** Protection against sexual exploitation and abuse

**PPE:** Personal Protection Equipment

**PSS:** Psychosocial support

**PTSD:** Post-traumatic stress disorder

**SCORE:** Social Cohesion and Reconciliation

**SeeD:** Centre for Sustainable Peace and Democratic Development

**SESU:** State Emergency Service of Ukraine

**SSSU:** State Statistical Service of Ukraine

**TB:** Tuberculosis

**TCG:** Trilateral Contact Group

**TsNAP:** Mobile Centres for Administrative Service Provision (known by its Ukrainian acronym)

**UAH:** Ukrainian Hryvnia (national currency of Ukraine)

**UHF:** Ukraine Humanitarian Fund

**UNFPA:** United Nations Population Fund

**UNHCR:** United Nations High Commissioner for Refugees

**UNICEF:** United Nations Children's Fund

**WASH:** Water, sanitation and hygiene

**WHO:** World Health Organization

**WoS:** Windows of Silence

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