



## THE ROLE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR) IN HELPING TO DEAL WITH INTERNALLY DISPLACED PERSONS (IDPs) IN UKRAINE IN 2020-2022

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*UNHCR, IDPs, Protection Cluster, Shelter and Non-Food Assistance Cluster.*

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### ABSTRACT

*This research analyzes the role of the United Nations High Commissioner for Refugees (UNHCR) in helping to deal with the problem of Internally Displaced Persons (IDPs) in Ukraine from 2020 to 2023. This study focuses on the role of actors carried out by UNHCR as an international organization assisting the Ukrainian government addressing the problem of IDPs through a cluster approach which is divided into three main programs, namely the protection cluster, shelter and non-food assistance cluster, and the CCCM cluster. The method used in writing this research is a qualitative method with a data collection system in the form of document analysis. This research uses the perspective of institutionalism and Clive Archer's international organization theory. This research shows that regardless of UNHCR's status as an intergovernmental organization, UNCHR is able to act as an international actor which can be seen from UNHCR's actions based on the protection cluster, shelter and non-food assistance cluster, and the CCCM cluster.*

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### Introduction

*Internally Displaced Persons (IDPs) are part of civil society that needs protection and assistance from the international community. IDPs are defined as persons or groups who are forced or compelled to flee or leave their homes or residences as a result of or to avoid the impact of armed conflict, situations of general violence, human rights violations, natural or man-made disasters, for which such persons or groups have not crossed the borders of an internationally recognized State.<sup>1</sup> The difference between IDPs and international refugees is that international refugees seek protection from other countries while IDPs do not, so IDPs are still within their country's jurisdiction.*

In the international world, there are several countries with a high number of IDPs, one of which is Ukraine. In Ukraine, the problem of IDPs in large numbers began to emerge since Russia's illegal annexation of Ukraine's Crimean region in 2014. In February and March 2014, Russia invaded Ukraine by illegally annexing the Crimean region which caused about 430,000 people in Ukraine to turn into IDPs.<sup>2</sup> The number of IDPs in Ukraine is increasing due to Russia's

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<sup>1</sup> Guiding Principles on Internal Displacement, Page 5

<sup>2</sup> Reliefweb. (2014, October). Ukraine IDP Figures Analysis 2014. Accessed from <https://reliefweb.int/report/ukraine/ukraine-idp-figures-analysis-october-2014>



military operation against Ukraine on February 24, 2022. As a result of the military operation carried out by Russia, there have been civilian casualties and destruction of vital infrastructure in Ukraine that has forced people to leave their homes and seek refuge in other areas. So there has been a massive increase in the number of IDPs in Ukraine which reached around 5 million people as of January 31, 2023 with the majority of IDPs coming from Donetsk, Kharkiv, and Luhansk Oblasts.<sup>3</sup>

Internally Displaced Persons (IDPs) in Ukraine are a group at high risk of physical violence, sexual violence, and kidnapping. This group is also often in inadequate temporary housing, insufficient food, and inadequate health services. Moreover, the ongoing military conflict has endangered the safety and worsened the welfare of IDPs. The existence of IDPs that are still within the territorial boundaries of the sovereign territory of the country of origin puts the protection of IDPs as the national responsibility of each country concerned. In situations where the country concerned is unable to provide protection or needs support, the organization can play a complementary role in helping the government of a country deal with the problem of IDPs. One of the international organizations that is active in dealing with the issue of IDPs is *the United Nations High Commissioner for Refugees* or UNHCR.

*The United Nations High Commissioner for Refugees (UNHCR)*, as a body mandated by the *United Nations* to help address the refugee problem, has produced emergency programs designed to respond to the humanitarian crisis in Ukraine. UNHCR has several roles, one of which is as an international actor who moves to overcome the problem of IDPs. UNHCR's role as an international actor is urgently needed to help address the problem of IDPs in Ukraine.

## Literature Review

The role of international organizations is part of international organization theory that focuses on studying and explaining the roles and functions of international organizations. International organization theory seeks to understand how international organizations are created, why countries join international organizations, what their influence is on global politics and cooperation, and the role of international organizations in global governance. International organization theory encompasses a wide range of theoretical perspectives that seek to explain the formation, behavior, and impact of international organizations in international relations. According to Clive Archer, international organizations have several roles, namely as an instrument, as an arena, and as an actor.<sup>4</sup> In this study, the author will focus on the role of international organizations as actors. The role of international organizations as actors can be interpreted as that international organizations that in this study are UNHCR have the capacity to take action at the global level and regardless of substantial intervention from external parties.

## Methodology

This research uses a qualitative method or also known as the literature method. Qualitative methods are methods that are often used to discuss problems that arise in the scope of social

<sup>3</sup> UNHCR. (2023). Ukraine Emergency. Accessed from <https://www.unhcr.org/ukraine-emergency.html>

<sup>4</sup> Clive, Archer. 2001. *International Organization*. 3rd ed. London: Routledge. Page 68



sciences. The qualitative method is idiographic and historical so it is relevant and suitable to be used to examine the problems in this study.

## Analysis

### ***United Nations High Commissioner for Refugees (UNHCR)***

The United Nations High Commissioner for Refugees (UNHCR) was born at the end of 1949 based on Resolution 319 (IV). UNHCR is a body mandated by the *United Nations* to provide international protection to refugees whose criteria are in accordance with UNHCR law and to seek permanent solutions to refugee problems. The scope of UNHCR's work includes humanitarian and social and non-political fields which causes UNHCR to try to strike a balance between providing protection to refugees, both international refugees and IDPs, and not interfering with the sovereignty of the country in addressing problems in its territory. The foundation of UNHCR's movement in overcoming the problem of IDPs is *The Guiding Principles on Internal Displacement* article 25 paragraphs 1 and 2 which reads:

*"International Humanitarian Organizations and other appropriate actors have the right to offer their services in support of the internally displaced. Such an offer shall not be regarded as an unfriendly act or an interference in a state's internal affairs and shall be considered in good faith. Consent there to shall not be arbitrarily withheld, particularly when authorities concerned are unable or unwilling to provide the required humanitarian assistance"*

In article 25 paragraph 1 it has been explained that international organizations have the right to offer assistance in providing support services to deal with the problems of IDPs and states should not refuse, especially if they are in a situation where the country concerned is unable or unable to provide the needed humanitarian assistance.

### ***Internally Displaced Persons in Ukraine***

Ukraine is a country rich in history and has gone through various events that have caused millions of people at different times, to be forced or forced to leave their homes and become IDPs. There are two important events that have had a huge impact on the emergence and increase in the number of IDPs in Ukraine, namely the war of the conflict between Ukraine and Russia in 2014, and Russia's aggression against Ukraine in 2022.

In late February 2014, unidentified pro-Russian armed groups occupied key government buildings in the Crimean Autonomous Republic of Ukraine, then raised the Russian flag at the Simferopol regional parliament building, the capital of Crimea. Not only did it stop there, but within a few days of the occupation of the parliament building, the armed group expanded its control over the Crimean area. The sequence of events in the conflict between Ukraine and Russia in 2014 has caused many groups of people to become IDPs. Especially community groups in areas around the conflict such as Crimea and Eastern Ukraine. *The Internal Displacement Monitoring Centre* (IDMC) noted that there were at least 430,000 IDPs in Ukraine at the end of October 2014. Of the 430,000 IDPs in existence, 19,000 are people fleeing Crimea while another 411,000 are from groups fleeing Eastern Ukraine.<sup>5</sup> The high

<sup>5</sup> OCHA. (2014). Ukraine IDP Figures Analysis (as of October 2014). Accessed from <https://reliefweb.int/report/ukraine/ukraine-idp-figures-analysis-october-2014>



number of IDPs from the Eastern regions of Ukraine cannot be separated from the impact of the conflict that occurred between the Ukrainian army and pro-Russian separatist groups in Donetsk and the Luhansk People's Republic. Most of the IDPs left eastern Ukraine as the fighting intensified. Especially after the publication of the referendum on the self-government of the eastern region and the escalation of the Anti-Terrorist Operation carried out by the Ukrainian Army.

Russia's active military movements were again seen at the end of 2021. This incident was the beginning of all Russian military activity in the Donbas openly. In response, on February 24, Zelensky issued a plea asking for peace, but at the same time in the event of an attack Ukraine would defend itself. On the same day, Russian President Vladimir Putin announced the start of a "special military operation" against Ukraine. From the beginning of the war it was clear that Russia's goal was to take control of Kyiv by conducting military operations targeting important places such as Hostomel Airport in northeast Kyiv. Russia also has ambitions to control Ukraine's second-largest city, Kharkiv, which is close to the Russian border.

### ***Problems of Internally Displaced Persons in Ukraine***

The ongoing war since 2014 has caused IDPs in Ukraine to face many problems ranging from homelessness, job loss, vulnerability to ceasefires, destruction of infrastructure that causes difficulty in accessing various health and educational facilities, as well as complex social and mental problems. The problems faced by IDPs in Ukraine can be grouped into three categories of challenges, namely the challenges of IDPs in the category protection, challenges for IDPs in the categories of shelter and non-food assistance, and challenges in the management and coordination of IDPs' refugee camps.

#### **1. IDPs' Challenges in the Protection Category**

Since Russia's aggression against Ukraine in 2014, there has been a high need for protection in conflict areas such as Donetsk and Luhansk. Donetsk and Luhansk are areas that have a population of around 4 million in 2021, so the occurrence of military conflicts in the region has put a large number of civilians in danger and caused casualties. The conflict that occurred destroyed various existing infrastructures including health infrastructure, education, offices, residents' homes, and also industries in the area. As a result, many people have lost their homes, personal property, sources of income, and are in areas contaminated with military equipment such as mines. These things have an impact on the lives of IDPs which can be seen in four things, namely:

##### *Difficulties in Providing Protection for Children of IDPs*

The military conflict that occurred in Ukraine has had a great impact on children in Ukraine, especially children from the IDP group. Russia's invasion of Ukraine in 2022 has worsened the living conditions of children in Ukraine, especially those in conflict areas. The division of the Donetsk and Luhansk regions into *Government-controlled-areas* (GCAs) and *non-Government-controlled-areas* (NGCA) poses new problems in providing protection to IDPs. The GCA and NGCA areas have a barrier or so-called *Contact Line* that separates the two areas which to pass through it requires permission from the ruling entity. The difference between the ruling entities in the GCA and NGCA causes a difference in the level of difficulty in distributing humanitarian aid.



The chaos caused by the invasion caused conditions in conflict areas to be uncondusive. Children IDPs are exposed to life-threatening events, extreme violence, physical and sexual exploitation, possible kidnapping, early marriage and human trafficking. From September to November there were 42 civilian casualties and seven of them were children.<sup>6</sup> The conflict that has occurred since 2014 has not only threatened the safety of Ukrainian children but has also caused damage to many people's homes and public facilities such as hospitals and schools that have contributed to a decline in the level of child welfare in the short and long term. The damage that has occurred has made it difficult for Ukrainian IDPs' children to gain access to education, health, clean water and more. The difficulty of accessing these basic things makes children IDPs vulnerable to the possibility of malnutrition and the spread of infectious diseases, the potential for child exploitation, and various other conditions.

#### *Risks of Gender Based Violence (GBV)*

*Gender-Based Violence* is violence that occurs against a person because of the person's gender. Women are often in a position that is prone to criminal acts even in countries that do not have a crisis, gender-based violence against women still continues to occur. Moreover, with the humanitarian crisis that increases the potential for gender-based violence. It is estimated that more than one in five refugees and IDPs have experienced sexual violence, with limitations in reporting and recording cases estimated to be higher on the ground. It is estimated that the rate of gender-based violence that occurs among Ukrainian IDPs is three times greater than that of non-IDPs civilians (15.2% vs 5.3%). The majority of survivors of gender-based violence among IDPs experience violence at the hands of foreigners and soldiers who have been demobilized back home.<sup>7</sup>

#### *IDPs Struggle to Get Access to Decent Housing, Land, and Property*

In Ukraine, housing has an important meaning for people's culture because home ownership is a source of prosperity, security, and normalcy for the community. IDPs in Ukraine have the right to decent housing, but due to the precarious conditions during conflicts, often the granting of housing to IDPs cannot be given to the maximum even though IDPs have the right to a place of residence which is the right to obtain and occupy a safe and peaceful home to live in peace and dignity. In addition to fulfilling the right to housing, IDPs also need assistance in handling land and property that are not managed or lost as a consequence of the conflict in Ukraine. In many cases on the way to displacement, IDPs lose a letter that can prove ownership of land, houses, and property. As a result, it will be difficult for IDPs to prove legal and legal ownership of land, houses, and property.

#### *Mine Action Risks*

The war between Ukraine and Russia that actively uses sharp weapons has produced many remnants of military equipment such as landmines, grenades and various other explosives in conflict areas such as Donetsk and Luhansk. Donetsk and Luhansk, which are the main zones of the military conflict between Ukraine and Russia, are one of the provinces that

<sup>6</sup> UNICEF. 2019. Ukraine Humanitarian Situation Report No.11 November 2019.

<sup>7</sup> A, Capasso., H, Skipalska., U, Chakrabarti., S, Guttmacher., P, Navario., & T.P Castillo., (2022). Patterns of Gender-Based Violence in Conflict-Affected Ukraine: A Descriptive Analysis of Internally Displaced and Local Women Receiving Psychosocial Services. *Journal of Interpersonal Violence*, 37(23-24), NP21549-NP21572, Page 2



have a large population with high mobilization, so the existence of the remains of military equipment is very dangerous for the civilian population, especially explosives such as mines or grenades. Unlike military personnel who have the tools and ability to secure themselves if they accidentally encounter the remains of active military equipment, the civilian population does not have enough knowledge or skills so that when encountering the remains of active military equipment, the possibility of accidents is very great, especially for children. In 2021, fatalities due to explosive weapons continued to increase by 38% and accounted for 71% of the total civilian casualties in 2021.<sup>8</sup>

## 2. IDPs Challenges in the Category of Housing and Non-Food Assistance

Russia's military aggression against Ukraine has caused a lot of damage to people's homes and public facilities. In some places, there have been power outages and/or water supply cuts that have resulted in some IDPs who are in critical positions having difficulty having access to clean water and electricity, even though water is the most important thing for the survival of IDPs and electricity is needed for the welfare of IDPs. The prolonged conflict has led to an increase in the number of IDPs, resulting in an increase in the need for emergency shelter, but on the other hand, these needs have challenges to be met optimally given that many civilian facilities, including water and electricity distribution facilities, have been damaged that hinder operations due to the Russian military offensive.

## 3. Challenges in the Management and Coordination of IDPs Shelters

The series of events in Ukraine starting from the Russia-Ukraine conflict in 2014, the *COVID 19* pandemic, to Russia's military aggression against Ukraine in 2022 has threatened the safety of Ukrainian people in conflict areas so that they are forced to leave their homes and evacuate to refugee camps. The limited capacity of evacuation sites has led to IDPs in Ukraine being dispersed into several different types of evacuation sites such as *Planned Camps*, *Spontaneous Settlements*, or *Evacuation Centres*. Not all IDP refugee camps are able to meet basic needs, especially spontaneous settlements, and even if basic needs have been met, there are still difficulties in meeting other needs such as access to education and health facilities that are urgently needed by IDPs. For IDPs, refugee camps are not only a place of refuge but also a hub for activities such as learning places for children. Therefore, it is important to have a program that manages and coordinates various activities including assistance, services, and protection activities for IDPs.

### **The Role of the United Nations High Commissioner for Refugees (UNHCR) as an Actor in Helping to Address the Problems of Internally Displaced Persons (IDPs) in Ukraine**

Based on Clive Archer's book entitled "International Organization" there are three roles that can be played by international organizations in carrying out their activities, namely as an instrument, as an arena, and as an independent actor. The role of international organizations as independent actors can occur if the organization is able to have an identity that is separate from its members. The identity in question can be seen in the existence of the organization, and in some cases the strength of the organizational institution that makes the representation of the institution can make its own decisions, can act contrary to the wishes of some members and

<sup>8</sup> Protection Cluster Facts Sheet July 2021



can have an impact on the actions of other members. The existence of international organizations capable of carrying out their role as independent actors collectively and individually has an effect on the international system, and some of these organizations are more active than some weak sovereign states.<sup>9</sup> International organizations that are able to carry out their role as independent actors are also more effective in solving a specific problem than if their member states move individually. The role of international organizations as independent actors can be carried out by *Non-governmental Organizations* (NGOs) and *Intergovernmental organizations* (IGOs).

UNHCR is an *Intergovernmental organization* (IGO) which means that UNCHR is an organization resulting from intergovernmental agreements. This condition makes some IGOs bound by the identity of their members, but there are also some IGOs that have a sovereign will to establish a written establishment in the relevant IGO institution that provides the capacity to act in the international scope.<sup>10</sup> The impact of this capacity is that an IGO can have the legitimacy to move actively in the international world so that it can be said to be an independent actor. To assess whether UNHCR can be said to be an independent actor or not, it can be seen from several things, namely the existence and movement of UNHCR in carrying out its duties as an organization that helps handle *Internally Displaced Persons* (IDPs) in the world, including in Ukraine.

In terms of existence, UNHCR is an organization mandated by the UN to provide international protection to refugees whose criteria are in accordance with UNHCR law and assist the government in finding long-term solutions to refugee problems. UNHCR has an identity that is separate from its member countries and has a bureaucracy and modus operandi that has been legally established in the eyes of the international community, so that if viewed from its existence, UNHCR can be said to be an independent actor. It's just that in carrying out the task of dealing with the problem of IDPs, UNHCR operates in the sovereign territory of other countries such as Ukraine. This condition causes all UNHCR actions to be limited because they directly intersect with the prerogative of the Ukrainian state to deal with personal problems independently.

In the international world, there is no entity higher than the state and the sovereign right of the state is a right that must be respected and cannot be violated. In accordance with the legal basis for handling IDPs, namely *The Guiding Principles on Internal Displacement*, UNHCR serves as a companion to the country's government in overcoming the problem of IDPs, which means that all major decisions related to the handling of IDPs in Ukraine are in the hands of the government and every UNHCR activity is supportive in nature that must not violate the sovereign rights of the State of Ukraine. The existence of *The Guiding Principles on Internal Displacement*, which is internationally recognized, provides room for UNHCR to be more independent in determining the goals and programs taken to help address the problem of IDPs. Based on this, in response to the humanitarian crisis in Ukraine that lasted from 2020 to 2022, UNHCR collaborated with the government and other organizations to provide humanitarian

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<sup>9</sup> Clive, Archer. 2001. *International Organization*. 3rd ed. London: Routledge. Pages 79-80.

<sup>10</sup> *Ibid*, p. 81.



assistance in the form of three clusters, namely the Protection Cluster, the Shelter Cluster, and the CCCM Cluster which are divided into several programs that operate under its auspices.

In the Global Protection Cluster, UNHCR has the role of the main organization leading the implementation of the cluster, while in the Global Shelter Cluster, and the Camp Coordination and Camp Management (CCCM) Cluster UNHCR collaborates with other organizations in leading the implementation of related programs. UNHCR's position as a leader demonstrates and emphasizes UNHCR's capabilities as an independent actor in dealing with the problem of IDPs. The nature of UNHCR as an independent actor can also be seen in the conflict between Russia and Ukraine.

In the Russia-Ukraine conflict, UNHCR's free position has resulted in UNHCR being able to provide assistance to IDPs both in GCA and NGCA. Another thing that can reflect UNHCR's capabilities as an independent actor is the effect that UNHCR's movement has on the handling of IDPs in Ukraine. With the existence of UNHCR as an organization that specifically aims to address the problems of refugees, including IDPs, it has filled a complementary position in handling IDPs. UNHCR's expertise in the handling of refugees and IDPs has given UNHCR extensive experience in ways that can be taken to address these issues. Not only that, the guidelines owned by UNHCR have also clarified the UNHCR framework so that the steps to be taken in handling IDPs become clear and predictable.

In the implementation of the Protection Cluster, Shelter Cluster, and CCCM Cluster programs, UNHCR has been busy coordinating with other humanitarian organizations. UNHCR's task of coordinating a lot shows the importance of UNHCR's role in creating a network or system for handling IDPs in Ukraine. In the implementation of the cluster program, it was also seen that UNHCR was given space by the Ukrainian government to create a standardized and predictable response to the problem of IDPs. Based on the explanation of the effects and usefulness of UNHCR in handling IDPs in Ukraine, it can be seen that as an international organization, UNHCR has a significant influence. Therefore, if you look at the significance of UNHCR in handling IDPs in Ukraine, it can be said that UNHCR is able to play the role of an independent actor. UNHCR's role as an independent actor can be seen further in the activities and responsibilities stated in the objectives and movements of programs implemented in the *Cluster Approach* or cluster approach which is divided into three categories, namely *the Global Protection Cluster*, *the Global Shelter Cluster*, and *the Camp Coordination and Camp Management (CCCM) Cluster*.

### **1. Global Protection Cluster**

*The Global Protection Cluster* is a network of organizations that work together to protect victims of humanitarian crises such as IDPs. In the Global Protection Cluster programme, UNHCR collaborates with other organizations on the ground to monitor the protection of IDPs in the GCA and NGCA regions. The monitoring carried out aims to identify whether or not human rights violations of IDPs have occurred and assess risks in the process of protecting IDPs. Supervision is carried out at two levels, namely the community level and the individual level. In addition to monitoring, UNHCR and its partner organizations also manage individual cases. Individual case management is carried out in several ways such as through legal assistance, counseling protection, and or protection assistance in the form of





money. The Global Protection Cluster has a large scope which based on its area of responsibility is divided into four areas, namely *Child Protection* , *Gender Based Violence*, *Housing, Land, and Property* , and *Mine Action*.

#### *Child Protection*

*Child Protection* is part of the Global Protection Cluster which has a specific purpose to address the problem of lack of protection for children, including children of IDPs. The area of *responsibility for Child Protection* arises from the fact that children are more vulnerable to criminal acts considering that both mentally and physically the condition of children has not grown optimally. The Child Protection program approach has a mission to ensure that all humanitarian efforts to protect children can be carried out in a timely manner, are well coordinated, and achieve goals comprehensively and optimally. The Child Protection Program has several objectives, namely:

- a) Strengthen advocacy, policies and integrated approaches to prioritise and deliver safe and inclusive child protection services through key partnerships
- b) Improve the coordination of child protection responses through the provision of flexible, timely and appropriate operational support, both in remote areas and within the country
- c) Strengthen existing and locally owned child protection coordination systems and improve local service delivery through close collaboration with local governments, civil society, protection actors, other groups/sectors and national actors while adhering to the principle of neutrality
- d) Improve the quality of child protection prevention and preparedness actions and responses through quality monitoring systems, stronger analysis, and the building of a good practice evidence base

As an effort to achieve the goals of the Child Protection program, UNHCR together with the Ukrainian government and other organizations created a handling system that covers various areas of life such as security, social, education, and others. In the field of security, the armed conflict between Russia and Ukraine which is still ongoing, especially in the Donetsk and Luhansk regions, has caused threats to the security of the Ukrainian people, especially those in conflict areas, as a result of which the evacuation of Ukrainian people, including children in areas with a high risk of military attack, is a top priority in the implementation of the Child Protection program. Then as a follow-up effort to protect children from exploitation or other crimes, the Child Protection program supervises refugee camps. The Child Protection Programme recognises the importance of the mental health of children who have experienced traumatic events, so UNHCR coordinates with other organisations such as *SOS Children Villages* to provide comprehensive social support and consultation to 69 families with children in the Luhansk region.

#### *Protection from Gender-Based Violence*

The Protection Program from *Gender-Based Violence* is a humanitarian program that focuses on dealing with gender-based violent crimes. The Protection From Gender-Based Violence Program has two objectives, namely:



- a) Reducing the risk of gender-based violence
- b) Ensure that all survivors of gender-based violence have adequate and timely access to the services needed by survivors.

In an effort to achieve the goals of the Gender-Based Violence Protection Program, UNHCR together with an NGO called *Slavic Heart* held an online seminar to raise awareness of Gender-Based Violence. The online seminar was held in seven sessions with forty-five participants who were representatives of the IDP communities in the Donestk and Luhansk regions. As a follow-up to the online seminar, UNHCR together with Slavic Heart then also provided assistance to survivors of Gender-Based Violence. UNHCR understands that a special place is needed to meet the needs of IDPs survivors of Gender-Based Violence, therefore in June 2020 UNHCR together with representatives of the Donestk region administration visited the town of Toresk in the Donestk region to finalize the opening of a special shelter for survivors of Gender-Based Violence.

#### *Housing, Land, and Property*

*Housing, Land, and Property* is a program that seeks to address violations of Human Rights, namely the Right to Own Property that occurs when a person becomes an IDP and is forced to leave his or her place of residence. The Houses, Land, and Property Program aims to provide IDPs with decent housing, free from the fear of forced eviction; a place that provides protection and a sense of security. The Home, Land and Property Programme is essential to be implemented in order to create sustainable solutions that have a long-term impact on the well-being of IDPs. Access to homes, land and property is the foundation for IDPs to rebuild their lives both socially and economically.

The Home, Land, and Property Program has two focuses, namely on how to recover old assets of IDPs lost or destroyed due to military conflict and steps that can be taken by IDPs to obtain new assets. Focusing on the procedure for recovering the old assets of lost IDPs, the Ukrainian government provided a solution that will compensate IDPs' assets in the form of houses, land and property on the condition that the affected IDPs are required to have the documents of acts of damages. In the implementation of compensation, the instruments of the Home, Land, and Property Program function to assist the government in providing information about the Ukrainian government programs to IDPs in conflict areas. The same function is also carried out by the Housing, Land and Property Program instruments in focus on the steps that IDPs can take to acquire new assets.

#### *Mine Action*

*Mine Action* is a program formed to deal with the problem of the danger of explosives stemming from ceasefires that occur in conflict areas. Explosives scattered in conflict areas pose many problems such as limiting and endangering the mobilization of IDPs in reaching access to basic necessities, high risk of civilian casualties being hit by mines, and jeopardizing aid mobilization and civil society movement between NGCA and GCA. Judging from these risks, it can be seen that *Mine Action* is a very important program to implement. *Mine Action* aims to be the face that encourages the creation of maximum coordination between the parties concerned both locally and internationally who play a role in handling the danger of explosives. One of the efforts that is continuously carried out in



the Mine Action Program is to provide information about Mine Action to IDPs. The information provided contains an explanation of the risks of explosive weapons such as grenades and landmines. This information is given not only to adults but also to children considering the mobilization of children as large as adults. Not only providing information, but organizations engaged in the Mine Action program also carry out various clean-up operations with the aim of clearing the populated areas of IDPs from explosives left over from military activities.

## **2. Shelter Cluster**

*Shelter Cluster* is a collection of humanitarian assistance programs that provide assistance in the form of shelter and assistance with items needed by IDPs. The Shelter Cluster aims to ensure a coordinated approach in meeting the needs of shelters, strengthening leadership, coordination, and accountability in the shelter assistance sector.

IDPs often take refuge in makeshift places that need a lot of repair and experience problems in accessing water, electricity and gas. Therefore, UNHCR works with governments and other organizations to address these problems by conducting various programs. There are two targets that UNHCR wants to achieve. The first target is the group of IDPs most vulnerable to the effects of the conflict in eastern Ukraine. The programs taken to achieve this goal are providing housing assistance to IDPs in a very emergency condition, non-food assistance for families, non-food goods assistance for non-IDPs who are in bomb shelters, rental assistance, emergency winter assistance, and many more.

During the 2020 period, there was a Covid-19 pandemic in Ukraine which resulted in restrictions on mobilization, especially in contact line areas. Restrictions on mobilization have resulted in a hampering of the distribution of government aid which has worsened the conditions of IDPs in areas around the contact line. Moreover, health facilities in the area do not have qualified tools in handling the Covid-19 pandemic. In response to these conditions, together with other NGOs, UNHCR is trying to send health assistance to 16 health facilities in conflict areas that are the front forces in handling Covid-19 in conflict areas. In addition to health assistance, UNHCR remains consistent in providing humanitarian assistance to IDPs in the GCA and NGCA Donetsk regions.

## **3. Camp Coordination and Camp Management Cluster**

*The Camp Coordination and Camp Management Cluster* or commonly referred to as CCCM is a coordination system used by humanitarian organizations to provide assistance to IDPs so that they can live safely, with dignity and with decent facilities. The main objective of the implementation of CCCM in Ukraine is to ensure a coordinated multi-sectoral protection response for IDPs living in public environments, improve the quality of life and dignity of IDPs, and at the same time advocate for transitional and sustainable solutions.

The implementation of the CCCM in Ukraine led by UNHCR ensured the continuation of six actions. The first is to ensure that the 4W reports ("*what*", "*who*", "*where*", "*when*") are provided weekly during an emergency. The frequency of this report can be adjusted to the conditions in Ukraine, if the conditions are stable then the frequency of the report 4W can



be reduced. The second action is to increase the technical capacity of CCCM from local actors and also other related bodies in the implementation of CCCM activities using a regional approach. This technique capacity building includes training with minimum standards, humanitarian principles in CCCM, and also mainstreaming protection.

The third action is the development of information management tools to facilitate reports from partners, consolidate site-level assessments, site profiling, and service monitoring through a shared information management system. The fourth action is to generate and update advocacy messages if needed, and promote their use to partners. The fifth action is to strengthen the operational coordination of CCCM at the national, regional, and local levels. The sixth action is to participate in the coordination mechanism between clusters; In particular, coordination with other clusters and partner organizations to ensure the definition of roles and responsibilities in service delivery at the community level. The last action is to establish technical working groups and thematic task forces when necessary.

## Conclusion

The military conflict between Ukraine and Russia that has continued since 2014 has caused a surge in the number of *Internally Displaced Persons* (IDPs) in Ukraine. IDPs are a group of civilians who are at high risk not only of the possibility of a ceasefire between Ukraine and Russia, but also of various kinds of crimes such as physical violence, sexual violence, and others.

IDPs are often equated with refugees, even though IDPs and refugees have fundamental differences in the areas where they are displaced. Refugees seek refuge in other countries while IDPs are still within their country's jurisdiction. International refugees seeking protection from other countries are protected by international law. On the other hand, because IDPs are still in their own countries, IDPs do not get the same status as international refugees in the eyes of the law, because protection for IDPs is still an obligation of the country of origin, so a complementary role that can help the government in dealing with the problem of IDPs is urgently needed.

*The United Nations High Commissioner for Refugees* (UNHCR) is an international organization formed by *the United Nations* (UN) with a specific purpose to help handle refugees and IDPs in the world, including in Ukraine. The handling of IDPs is based on *The Guiding Principles on Internal Displacement* which gives birth to a structured handling policy and explains the cooperative relationship between UNHCR and the governments of the relevant countries. This policy covers all actions taken by UNHCR towards IDPs including preparing, providing protection and solutions as part of the collective response in supporting affected countries and communities to become IDPs.

The complex problem of IDPs leads to various challenges such as difficulties in providing protection for children of IDPs, a high risk of gender-based violence, difficult access to housing, land, and property, and the risk of *mine action*. In an effort to overcome the challenges of IDPs, UNHCR uses a cluster approach that is divided into three categories, namely *the Global Protection Cluster*, *the Global Shelter Cluster*, and *the Camp Coordination and Camp Management (CCCM) Cluster*. If we look at UNHCR's movements in the implementation of



cluster approach programs, it can be seen that UNHCR is able to play the role of an independent actor that moves to have a significant effect on the handling of IDPs in Ukraine.

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