

THE REGIONAL MODES OF INTEGRATION OF INTERNALLY DISPLACED PERSONS (TO THE CONCEPT OF CONCEPTUALIZATION)

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ABSTRACT

In the article for the first time in Ukrainian science an attempt was made to conceptualize the notion of "the regime of integration of internal migrants". The concept of the regional mode of integration of internally displaced persons is defined. The criteria for classification of the regional mode of integration of internally displaced persons are investigated. The experience of implementation of the programs of integration of internally displaced persons in some regions of Ukraine is studied.

Key words: internally displaced persons, integration and adaptation of internally displaced persons, state policy on integration of internally displaced persons, regime of integration of internally displaced persons.



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Relevance of the topic. The situation with the internally displaced persons (IDP), which arose after the armed conflict in the Donbas and the annexation of the Autonomous Republic of Crimea by the Russian Federation, is one of the most significant problems in Ukraine. It includes social, economic, political, demographic, medical, psychological, and other the components. According to the Ministry of Social Policy of Ukraine, by 01.01.2018, the structural units on social protection of local state administrations have registered more than 1 million 492 thousand refugees from the Donbas and the Crimea. As a result, a special direction of state policy was created, related to the adaptation of the IDP, implemented and coordinated by the Ministry for Temporary Occupied Territories and Internally Displaced Persons of Ukraine, which was established in 2017. The strategy for the integration of internally displaced persons and the implementation of long-term decisions on internal displacement for the period up to 2020 [1] involves a number of measures aimed to support regions and communities hosting IDP.

At the same time, the dynamics of migration from the occupied territories of Ukraine testifies the uneven placement of IDPs in the regions. This leads to imbalances in the burden on a limited local infrastructure, as well as to the rise in prices for housing rent and food products, together with low wages and the complexity of employment among IDPs.

An analysis of recent researches. Problem of IDPs and their adaptation gradually becomes the target for scientific analysis, which is supported by relevant studies of representatives of various branches of social science. They study the legal status of IDPs [see, for example, 2; 3], the mechanisms for ensuring their social rights [see, for example, 4; 5; 6], the principles of state policy on the integration of IDPs [see, for example: 7]. In the context of this research, some aspects of the problem were investigated by O. Balueva [8], V. Sereda [9], O. Rindzak [10], U. Sadov [11], V. Skobelsky [12], M. Filak [13], O. Fushtey [14], who initiated the study of regional factors in the adaptation of the IDPs. We will use some of their findings.

Unsolved parts of the problem. One of the problems of IDPs is the peculiarities of their adaptation in various regions of Ukraine. This allows putting as a hypothesis the thesis about the existence of various

regional regimes for the integration of IDPs. The study of these regimes, on the one hand, will help to solve theoretical problems (to determine the content of the regional regime of integration of the IDPs, its structure, etc.), and, on the other hand, it helps to solve the problems in various spheres connected with the development of the legal status of IDPs and their adaptation in host regions and communities.

The objective of the article. The purpose of the paper is to define the content of the concept of "regional integration of IDPs". To achieve this goal the following main tasks were set up: to study the meaningful characteristics of the regional regime of integration of IDPs; to disclose the elements of the system and structure of the regional regime of integration of the IDPs in Ukraine; to highlight the criteria for classification of regional regimes of integration of IDPs; to reveal the mutual influence and interdependence of the regional regime of integration of IDPs and the effectiveness of their adaptation; to define and characterize the system of subjects of the regional mode of integration of IDPs.

Main body of the text. In accordance with the UN Guiding Principles on Internally Displaced Persons, "internally displaced persons are individuals, groups of people who have been forced to leave their homes or places of permanent residence, in particular, as a result of or in order to avoid the consequences of an armed conflict, manifestations of violence, human rights violations, natural or man-made disasters, and who have not crossed internationally recognized state borders" [15]. The situation with IDPs in Ukraine in the regional dimension is characterized by the following indicators (Table 1).

Table 1.

Distribution of IDPs by regions of Ukraine

(data as of 01.01.2018)

Regions of Ukraine	Number of population	Number of IDPs	Percentage to the total number of IDPs	Percentage of IDPs on the total population	The number of IDPs per 10 thousand population
Vinnitsa	1 590 357	12 614	0,8	0,81	81
Volyn	1 040 954	4 165	0,3	0,42	42
Dnipropetrovsk	3 230 411	67 551	4,4	2,13	213
Donetsk	4 244 057	561 076	36,5	13,44	134
Zhytomyr	1 240 482	10 651	0,7	0,85	85
Transcarpathian	1 258 777	3 147	0,2	0,25	25
Zaporizhzhya	1 739 488	97 016	6,3	5,57	557
Ivano-Frankivsk	1 379 915	4 080	0,3	0,29	29
Kyiv	1 734 471	49 306	3,2	2,82	282
Kirovograd	965 756	13 087	0,9	1,34	134
Lugansk	2 195 290	261 819	17,0	11,86	118
Lviv	2 534 027	10 742	0,7	0,42	42
Mykolayiv	1 150 126	7 452	0,5	0,65	65
Odessa	2 386 516	36 415	2,4	1,1	110
Poltava	1 426 828	26 427	1,7	1,82	182
Rivne	1 162 763	2 808	0,2	0,24	24
Sumy	1 104 529	13 397	0,9	1,21	121
Ternopil	1 059 192	2 228	0,1	0,28	28
Kharkiv	2 701 188	172 989	11,3	6,37	637
Kherson	1 055 649	14 552	0,9	1,45	145
Khmelnitsky	1 285 267	6 115	0,4	0,47	47
Cherkassy	1 231 207	12 813	0,8	1,04	104
Chernivtsi	908 120	3 015	0,2	0,33	33
Chernihiv	1 033 412	8 554	0,6	0,82	82
Kyiv	2 925 760	135 548	8,7	4,51	451
Ukraine	42 584 542	1 492 100	100	3,53	353

The largest number of internally displaced persons is registered in Donetsk, Luhansk, Kharkiv, Zaporizhzhya, Dnipropetrovsk, Kyiv oblasts and in Kyiv. The smallest number of IDPs has been settled in Ternopil, Chernivtsi, Rivne, Transcarpathian, Ivano-Frankivsk and Volyn regions (figure 1).

This testifies the uneven regional distribution of IDPs in Ukraine. It is also clear that a significant amount of IDPs is recorded in the adjacent areas of the battlefields and of the occupied territory just to receive social benefits. After that they return home. According to the Ministry of Social Policy of Ukraine about 60% of the IDPs are pensioners, 23.1% are able-bodied, 12.8% are children and 4.1% are disabled persons.

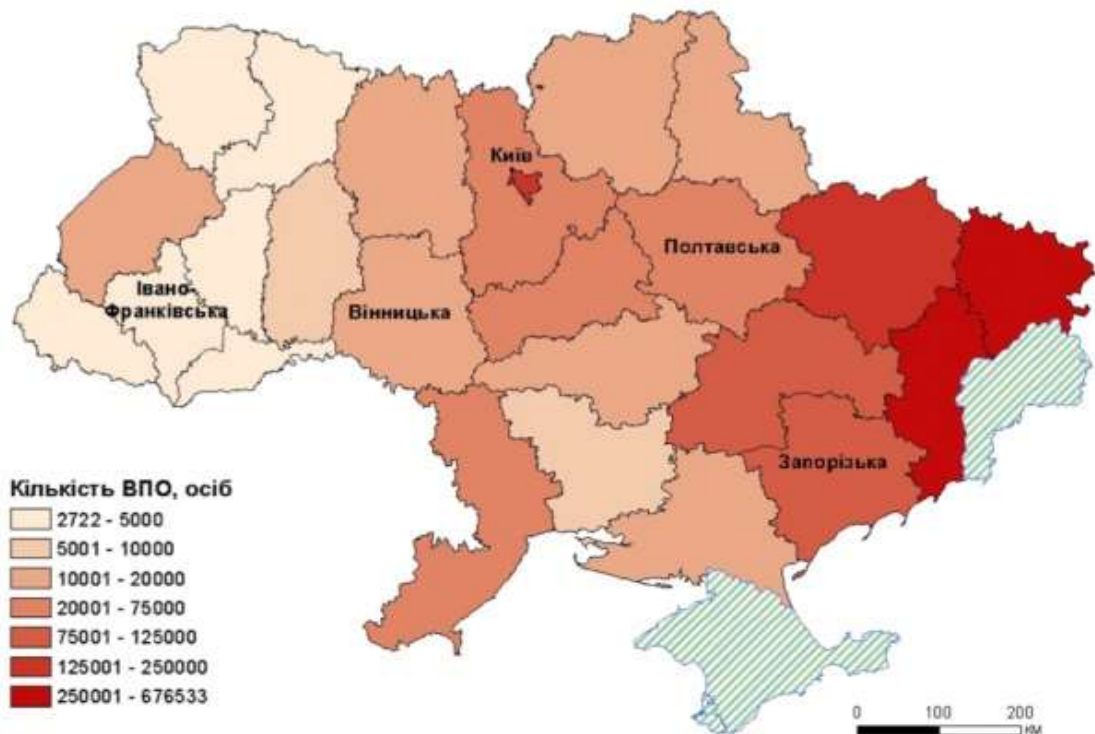


Figure 1. Placement of IDPs by the regions of Ukraine [16]

On the other hand, some part of the IDPs is focused on permanent residence in other regions of Ukraine. Moreover, according to the surveys of IDPs, the share of these individuals in some regions is approaching almost 40-45% [17]. Under such conditions, it is important to evaluate the factors of attractiveness of the regions of Ukraine regarding the integration

of IDPs into the regional communities and raise the question of the existence of certain regional regimes for the integration of IDPs, which affect the nature and content of the adaptation process of forced migrants.

In legal literature, the legal regime is characterized as a special order of legal regulation, established by the state in the form of legal norms and provided by state coercion. Within the legal science the term "migration regime" as a means of realization of the migration policy in Ukraine was defined. According to M. Balamush, "the migration regime is an integral complex of separated, interconnected and interacting elements, which forms a special unity with the environment and is at the same time an element of the system of higher order.

Therefore, the migration regime can simultaneously be regarded as an element of the system of higher order - the system of administrative-legal regimes, as well as within the migration regime to allocate the following elements: the regime of acquisition and loss of citizenship; the mode of departure outside of Ukraine and entry of Ukrainian citizens into Ukraine; the mode of entry and stay of foreigners and stateless persons on the territory of Ukraine; the mode of freedom of movement and free choice of place of residence (stay) in Ukraine, the realization of the right to asylum in Ukraine; the regime in the field of external labor migration; the regime of counteraction to illegal migration in Ukraine; the regime of legal liability of persons who violated the requirements of migration law [18, p. 53-54]. Snigur V. believes that the migration regime in Ukraine consists of three elements: 1) the system of legal acts, which is the basis of the functioning of this mechanism; 2) organizational-structural formations; 3) organizational and legal methods and means that ensure the functioning of this mechanism [19, p. 125]. Thus, within the law, the term of "regime" (in particular, the migration regime) is tied to the law-making and law-enforcement activity of state authorities and local self-government in the field of migration relations.

In political science, it is mostly argued that the political regime is an environment and condition of the political life of society, in other words, the corresponding political climate existing in a society at a certain stage of historical development [20, p. 3]. Local political regimes are entirely determined by the existing political regime in the state as a whole. They "are its local (special) manifestations and differ mainly in the ways of functioning of the institutions of power, which are imprinted by local factors (level of political culture and historical and cultural traditions of

the region, its socio-economic development, the presence of charismatic regional political leaders, the configuration of the local party system, the level of internal autonomy within the mode "center -region»» [21]

The science of public administration enriched the definition of the concept of "regime" with resource and organizational component. Gaevskaya B. presents organizational regime as some kind of design consisting of rules, norms, beliefs and values, which is formed depending on the existing organizational culture [22]. "The regime, as it has been brought to detailed procedures and fixed in the regulations, the rules of action of the subjects of regional administration regarding the rational use and redistribution of resources to achieve the objectives, as T. Bezverkniuk says, is a form of functioning of institutional mechanism of resource provision of regional governance" [23].

Analyzing the fact that all types of regimes are related to human behavior, within the sociological school, the general term "social regime" is used to refer to all rules and regulations that people more or less respect in communicating with each other. Each mode within this approach is based on the system of social ties and that is why the regimes can not be changed only through the change of legal acts, since the social basis on which they are being built must be changed.

In the sense of sociologists, social integration has two meanings. First, it is a process and a state of combination of different (in quality) social elements in a holistic formation. Secondly, the process of joining a certain system (of integrity), which has already been formed, of one or another social particle (group, individual), merging with the system and acquiring signs of its structural, constituent element. On the other hand, adaptation is adapting to the rules of the new society. Accordingly, the measures taken to create the necessary living conditions for IDPs in a new place consist of two connected and complementary processes, when the person is first embedded in the new conditions (integrate), and then help them to exist (adapt).

Based on the latter, in our opinion, the context in which the actors of the institution of management and organization of IDPs are interacting and can be conceptualized as "the regime of integration of internally displaced persons". The IDP's integration mode represents the structural elements of society that arise and are reproduced in it as a response to internally displaced persons.

The elements of the IDP's integration regime (regulatory acts, institutional structures, discourses) are both products and regulators of the actions and interactions of the actors of the Institute for the management of the IDPs. The social practices among the actors are drawn up, restored and changed taking into account information about the mode of integration of the IDPs. Social practices are subject to change because of the variability in the context of their implementation and the unpredictable effects of agents. A change of social practices leads to a change in the IDP's integration regime.

In general, it is possible to distinguish between three mutually conditioned types of IDP's integration regimes: international, national, and regional.

Figure 2 shows the international dimension of the integration of IDPs, which characterizes the number of Ukrainian citizens seeking asylum or other forms of legal residence in neighbouring (with Ukraine) states.

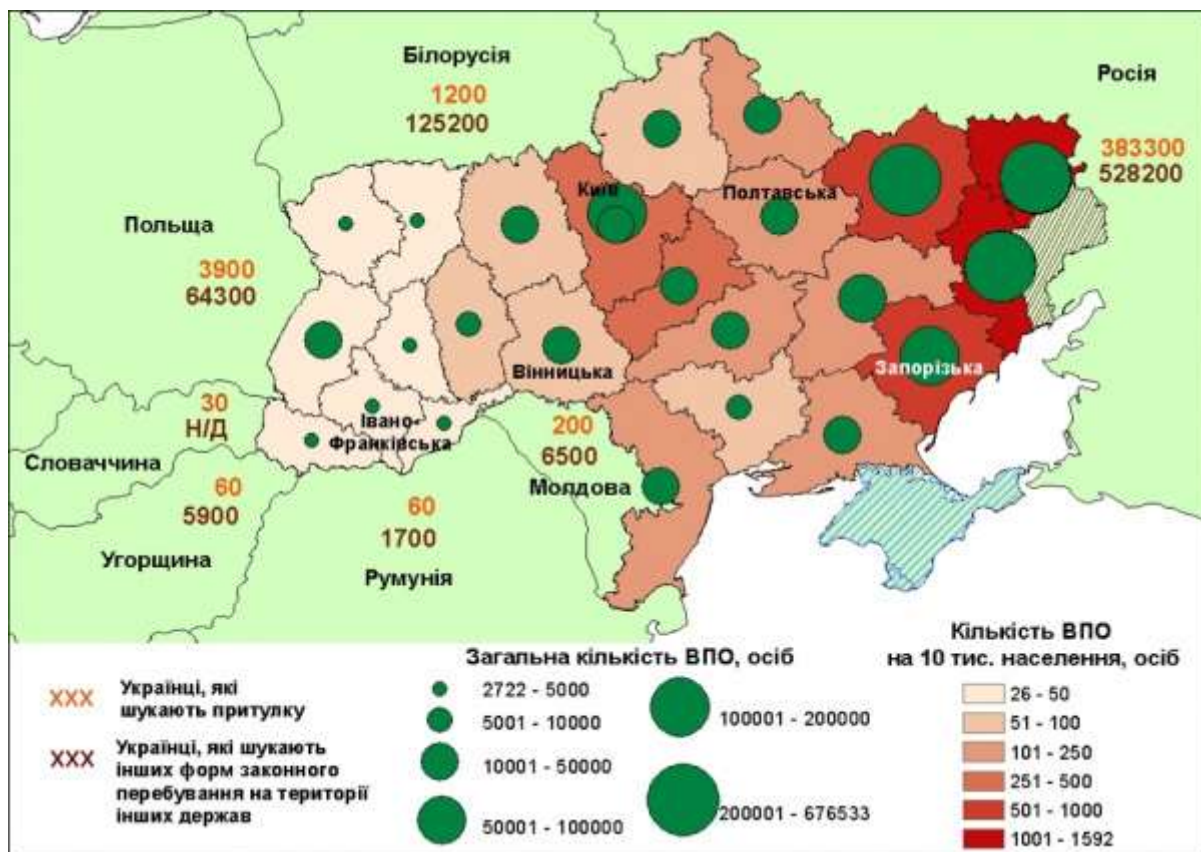


Figure 2. Number of IDPs by regions of Ukraine and the number of Ukrainians seeking asylum or other forms of legal residence in neighbouring states [24].

The national integration regime is a consequence of the direct and indirect influence of the state policy of integration of IDPs, which can be defined as a strategy developed and implemented by the state on the regulation of spatial displacement and adaptation of IDPs. A number of regulatory acts of the legislative [25] and sub-legislative level [26; 27; 28; 29] testify this.

The regional mode of integration of IDPs is the interaction of IDPs and other actors in the process of integration at the regional level - of regional authorities, local authorities, formal and non-formal public associations and the regional community as a whole. The state of the regional regime for the integration of the IDPs is witnessed by interviews with the IDPs and other actors in this process (representatives of public authorities, non-governmental organizations, the media).

For the analysis of the regional regime of integration of IDPs, it is also important to study regulatory documents of the regional level on integration issues, surveys of population, research of integration practices. As a result, two types of IDP's integration regimes can be proposed. They are "favorable" and "unfavorable" ones (Table 2).

Types of regional regimes for the integration of IDPs

Signs	Integration regime of IDPs	
	Unfavorable	Favorable
Regional integration programs of IDPs	Lack of IDP's integration programs	Availability of IDP's integration programs
Socio-economic priorities of the region	Concern over the growth of competition in the labor market. Restrictions on the resources of the IDPs	IDPs are considered as an additional resource for the development of the territory, which has a positive impact on the state of demography in the region.

Political-administrative practices at the regional level	Use of institutional and discursive "barriers" for the integration of IDPs. The presence of socio-political speculations on IDPs.	Creating a positive "portrait" of IDPs. Lack of socio-political speculation about IDPs.
Public activity of IDPs	Low activity, low effectiveness of NGOs and IDPs cooperation with public authorities at the regional level and local self-government bodies.	High activity, establishing effective liaison between NGOs and public authorities.
Activities of international organizations	Low level of activity of international organizations in the field of integration of IDPs and refugees	High level of activity of international organizations in the field of integration of IDPs and refugees
Demographics	Percentage of IDPs from the total population and percentage of IDPs in the region from their total number below the average in Ukraine	The percentage of IDPs from the total population and the percentage of IDPs in the region from their total number above the average in Ukraine
Ensuring the right to housing	Limited location of IDPs	Availability of IDP's locations
Labor market	Tension in the regional labor market	Availability of IDP's places of employment
Realization of the right to education	Restrictions on the realization of IDPs' rights for education	Ensuring the realization of IDPs' rights for education
Health care	Complicated access to health care services	Provision of health care services

The image of the region in the perception of the IDPs	Negative image of the region in the perception of IDPs	Positive image of the region in the perception of IDPs
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Based on certain criteria, we consider the regimes of the integration of IDPs in some regions of Ukraine.

A program of social support for internally displaced persons from the temporarily occupied territory, areas of the anti-terrorist operation for 2017 has been adopted in Zhytomyr oblast. The program is designed to provide IDPs from the temporarily occupied territories and areas of ATO with financial assistance as they were in difficult life situation; provision of IDPs from the temporarily occupied territories and areas of ATO holding temporary accommodation in institutions, enterprises, organizations of the region and nutrition if necessary.

It is also worth noting the activity of rayon councils of Zhytomyr region for the integration of IDPs. In particular, the decision of the Radomyshlsky rayon Council dated March 10, 2017 № 154 approved the Program of social support for internally displaced persons from the temporarily occupied territories, areas for conducting an antiterrorist operation in the Radomyshl rayon. The program envisages: the provision of IDPs with financial aid as being in difficult life situation; assistance in the renewal of passport documents; provision of free legal aid; assistance in continuing education and obtaining education; provision of necessary medical care; assistance in placement and creation of proper conditions for their temporary residence; restoration of all social payments; assisting in job placement. Korosten city council approved the city comprehensive program "Care", which provides the provision of material assistance to the NGO "Union of Forced Residents of Donbass" Dobrotvor".

In the Mykolaiv oblast there is an order of the Mykolaiv oblast State Administration "On Approval of the Plan of Measures for Implementation of the Integrated State Program for Support, Social Adaptation and Reintegration of Ukrainian Citizens who moved from temporarily occupied territory of Ukraine and areas of anti-terrorist operation to other regions of Ukraine for the period up to 2017 year in Mykolaiv region» dated March 30, 2016, № 99-p. The purpose of the decision: solving urgent problems of IDPs, promoting integration and

social adaptation of such persons in the new place of residence, reducing the level of social tension among them and in society, assisting in ensuring the creation of proper conditions for life, rights and realization of potential, provision of social, medical, psychological and material support, creation of favorable conditions for voluntary return to places of previous residence.

Also, in the Mykolaiv region, the decision was taken by the Mykolaiv oblast Council "On approval of the Integrated program of social protection of the population "Care" for the period till 2020" from 22.12.2016, №5. The purpose of the program is to solve urgent issues of organizational, logistical, medical and social services of citizens who are in difficult living conditions, coordination of actions of executive authorities, public organizations, charitable foundations, whose activities are socially oriented.

Paragraph 1 of the Measures for the implementation of the program provides: "To carry out a systematic survey of the living conditions of the elderly, the disabled, the large families and low-income families, the victims and liquidators of the consequences of the Chernobyl accident, the families of forced migrants from the east of Ukraine and the families of the participants of the antiterrorist operation, who need various types of assistance, and timely response in case of problems".

In Kharkiv region, there are no regional programs aimed at implementing the Integrated State Program for Support, Social Adaptation and Reintegration of Ukrainian Citizens who moved from temporarily occupied territories of Ukraine and areas of anti-terrorist operation to other regions. On the other hand, more than 20 targeted programs are being implemented in Kharkiv region, which include support for IDPs. Thus, the Integrated Program of Social Protection of the Population of Kharkiv Oblast for 2016-2020 is carried out at the expense of the funds provided by the regional budget in the area of "Social Protection and Social Security", within the possibilities of the regional budget, funds of the Social Insurance Fund of Ukraine on accidents at work and professional diseases, as well as other sources of financing proclaimed by the current legislation of Ukraine. Among the expected results of the program implementation is the creation of a system of social protection of the population in residential homes for comfortable living conditions for single persons who require constant external care, including those who have been resettled from social institutions located in the ATO area. The

Economic and Social Development Program of Kharkiv Oblast for 2017 approved by the decision of the Kharkiv oblast Council on December 08, 2016, № 329-VII envisages such activities as coordination of international technical assistance and cooperation with international organizations and support for internally displaced persons, including 13 projects within the support of the European Union, the UN system, the government of Germany.

Some international projects are implemented on the territory of the region, which include the component of integration of the IDPs. In particular, a joint EU-UN project "Community-Based Approach to Local Development". The project components include working with rural and urban communities in Kharkiv region, as well as provision of housing for disabled people. The funds raised by UNDP amount to about UAH 15 million. The project of the Ukrainian Fund for Social Investments "Promoting the Development of Social Infrastructure" envisages the restoration of residential buildings for IDPs and social infrastructure objects. It is also worth mentioning the project "Promoting the development of social infrastructure, aimed at the development of the East of Ukraine", which is being implemented in three oblasts: Dnipropetrovsk, Kharkiv and Zaporizhzhya. Implementation of the first phase of the project began in 2015 and continued until 2018. The amount of the grant from the German Government is EUR 9 million. The main task of the project is to restore social facilities to provide housing for internally displaced persons. Among the priorities is the restoration of social infrastructure (schools and kindergartens) in those communities that host migrants.

The Strategy for the development of Kharkiv region for the period up to 2020 approved by the decision of the Kharkiv oblast Council № 1151-VI dated March 5, 2015, contains the strategic goal № 3 "Effective management of local development", item № 8 "Development and implementation of temporarily forced reintegration projects and programs for migrants from the ATO zone in cooperation with central authorities, the public sector and international organizations".

At the same time, in Transcarpathian, Rivne, Khmelnytsky and some other regions of Ukraine, there are no regional programs approved for the implementation of the Integrated State Program for the Support, Social Adaptation and Reintegration of Ukrainian Citizens who have

moved from the temporarily occupied territories of Ukraine and areas of anti-terrorist operations to other regions. The programs of economic and social development of the regions in 2015-2017 did not contain any reference to IDPs.

According to expert data ¹ (based on the criteria for determining the types of regional integration regimes), the regions of Ukraine were distributed as following ones (Table 3):

Table 3

Distribution of regions of Ukraine according to the types of integration

Favorable IDP's integration regime	Unfavorable integration of IDPs
Vinnitsa	Volyn
Dnipropetrovsk	Transcarpathian
Donetsk	Ivano-Frankivsk
Zhytomyr	Kirovograd
Zaporizhzhya	Rivne
Kyiv	Sumy
Lugansk	Ternopil
Lviv	Kherson
Mykolayiv	Khmelnitsky
Odessa	Chernivtsi
Poltava	
Kharkiv	
Cherkassy	
Chernihiv	
city of Kiyv	

¹ Опитування проводилося в листопаді-грудні 2017 р. В опитуванні взяли участь представники 18 громадських об'єднань ВПО.

CONCLUSIONS.

The regional integration regime of IDPs is a combination of the existing forms, means, practices of integration of the IDPs into the regional community, as well as the corresponding interactions. The means of identifying the regional regime for the integration of the IDPs is to analyze the existing documents, to interview IDPs and relevant non-governmental organizations, experts, to research various integration practices. Regional integration regimes of IDPs can be classified as favorable and unfavorable. Regional regimes for the integration of IDPs in Ukraine in general are characterized by a favorable character, which does not exclude the presence of certain unfavorable processes for the integration of IDPs.

The prospects for further exploration to solve the problems of IDPs are the accumulation of experience in solving IDP's problems at the regional level, related to their placement, employment, social and economic integration; definition of expedient measures that would be able to increase the effectiveness of socio-economic integration of various groups of forced migrants and to use significant potential of forced internal migration; studying the successful experience of strengthening the social cohesion of host communities and IDPs.

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