

## PUBLIC ADMINISTRATION SYSTEM OF SOCIAL SECURITY TRANSFORMATION IN UKRAINE WITHIN THE WAR: HOUSING, FOOD, AND MEDICAL CARE ASPECTS

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**Abstract:** The study is relevant due to the growing problem of the increase in the number of internally displaced persons (IDPs) in Ukraine under the conditions of Russian aggression in 2022-2024, who remain in fact without a permanent residence, a place of work and have difficulties in ensuring the normal life of their families in the new circumstances. The purpose of the study is to clarify the list of levers in the system of public management of social protection of IDPs that are capable of increasing the effectiveness of the mechanism of providing this category of population with sufficient support in matters of housing options, employment, health care services, etc. The article examines the peculiarities of public administration in the system of ensuring social protection of people classified as IDPs under the conditions of martial law in Ukraine. The management tools used at the local level to support IDPs were comprehensively analyzed, with the development of recommendations for improving the social security system in terms of housing conditions, food, medical care, and employment of such persons at the regional level. The article defines the peculiarities of the category of internally displaced persons, analyzes international standards and national legislation on the social protection of internally displaced persons, and identifies key trends and directions of its development. The foreign experience of public administration in the social protection of IDPs is summarized with an analysis of the national features of support for this category of population inherent in different countries. Recommendations for improving the public management system in the social protection of IDPs have been developed for the Sumy territorial community. The practical significance of the research is determined by the possibility of their use by local executive authorities and local self-government bodies in the development and implementation of support programs for internally displaced persons. The proposed recommendations can be applied in the activities of structural subdivisions for the social protection of the population, and public organizations that support IDPs.

**Keywords:** social policy, food security, health care system, destabilizing factors, internally displaced persons (IDPs).

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**1. Introduction.** In the conditions of the war in Ukraine, the problem of social security of the population became acute, in particular in the category of internally displaced persons (IDPs). As of the beginning of 2024, 4.9 million of them were registered in Ukraine (Payments to internally displaced persons: What is the amount of assistance for displaced persons in 2024). For comparison, in 2014, after the occupation of Crimea and the start of the war in Donbas, the number of IDPs was about 1.5 million people. That is, during the two years of the full-scale war, the number of such people increased more than three times. People who were forced to leave their homes as a result of the war found themselves in extremely difficult life circumstances. They lost housing, work, usual social environment, etc. Many of them suffered psychological injuries and lost relatives. Relocation to other regions of the country is often accompanied by financial difficulties, problems with employment, housing, access to medical, educational, and other services, social adaptation in a new place, etc. Large-scale forced internal migrations caused by hostilities have a significant impact on the socio-economic and humanitarian situation both in regions where hostilities are active and in regions that have hosted significant numbers of IDPs. On the one hand, the relocation of a significant number of people to safer and economically developed regions creates an additional burden on local budgets, social infrastructure, and the labor market. On the other hand, the regions from which the emigration is carried out face the problems of reduction of economic activity, labor shortage, reduction of tax revenues, etc.

The massive nature of internal displacement and its impact on various spheres of social life necessitate the formation and implementation of an effective state policy on social protection and support for IDPs. Implementation of such a policy requires coordinated efforts of state and local self-government bodies, active involvement of civil society, international and non-governmental organizations, and volunteer initiatives. In this context, the problem of improving public administration in the social protection of the population becomes especially urgent. Of particular importance is the generalization of the experience of public administration in support of various categories of the population in matters of housing, food security, and medical care.

## **2. Literature Review.**

Theoretical and practical aspects of state policy regarding IDPs and specific issues of public administration in this area have been studied by scientists both from Ukraine (Baluieva, 2014; Voinalovych et al., 2021; Zakirov, 2016; Malynovska, 2021; Semyhina, 2014; Solodko & Doroniuk, 2015; Ryndzak, 2020) and from foreign countries (Bassily et al., 2022; Brun, 2021; Fiala, 2015; Huang & Graham, 2019; Kalin, 2014; Mooney, 2005). These works thoroughly analyze the essence of the term IDPs, international standards and legislative initiatives to protect the rights of IDPs, issues of social security, adaptation, and integration of displaced persons, and highlight various ways of improving public administration policy in this area. Certain aspects of issues of social security of the population, security, and health care are studied in works (Lyulyov et al., 2020; Tambovceva et al., 2021; Chygryn et al., 2017; Saher et al., 2022; Rosokhata et al., 2020; Letunovska et al., 2021; Letunovska et al., 2023; Minchenko & Demchuk, 2021; Ziabina et al., 2021; Kryvykh et al., 2019; Liubchak et al., 2021; Vysochyna et al., 2021). The authors of these works analyzed the national features of medical and social welfare of the population of different countries of the world, the interrelationships and interdependencies between the concept of national development and the social dimensions of the population's life, the issue of adequate nutrition and provision of household needs, etc. Despite the existing publications devoted to issues of state policy in the social welfare of the population, the problem of improving approaches to public management in this system in conditions like epidemics and political conflicts remains insufficiently covered in scientific circles. The study and generalization of the best practices of supporting IDPs at the community level, and the search for innovative approaches and mechanisms for providing social services to displaced persons, taking into account the available resources and the challenges of wartime, require additional attention.

## **3. Methodology and research methods.**

The article uses general scientific and special methods that provide an objective analysis of the studied topic of social protection of internally displaced persons. Methods of systematization of information and generalization of statistical data were used during the research. Applied benchmarking analysis of foreign experience in implementing social protection programs for IDPs with emphasis on issues of their integration, employment, food security, and medical care. In addition, the system-structural method was used when considering public administration as a complete system consisting of certain elements. The applied methods made it possible to achieve the goal that was set and to complete the tasks that are disclosed in the next section of the article.

## **4. Results.**

*4.1. Features of internally displaced persons and trends in the sphere of economic behavior of the active part of the population of Ukraine.*

Internal displacement is a heterogeneous phenomenon and covers different population groups. According to (Long, 2011), according to the duration of displacement, the population is divided into two groups: 1) short-term displaced persons who can return to their place of permanent residence after a few days or weeks; 2) long-term displaced persons for whom return to their permanent place of residence is impossible or undesirable for a long time due to certain circumstances of a different nature, in particular, due to military and

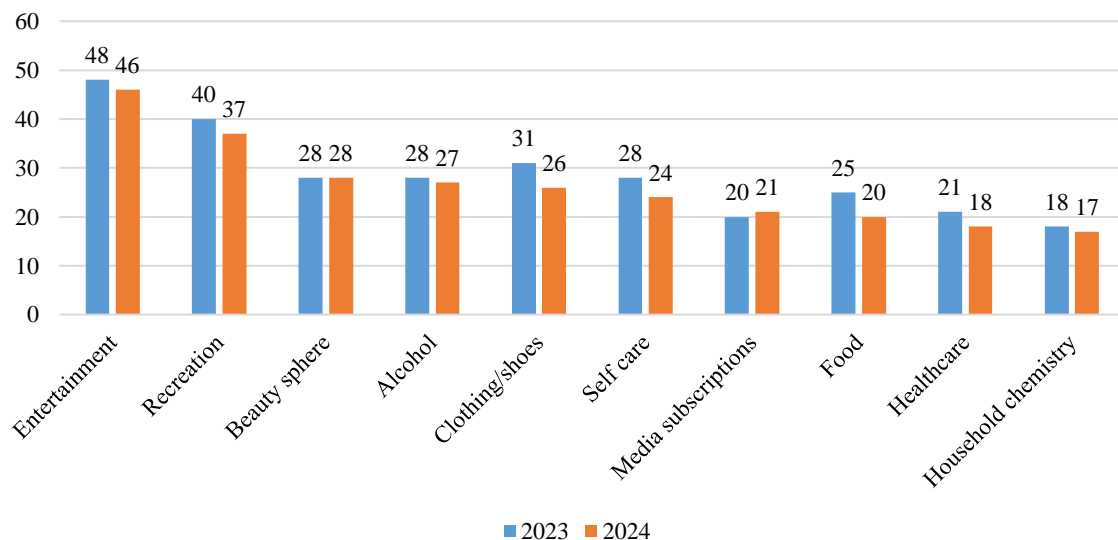
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political conflicts. According to another classification (Orchard, 2019), three groups of IDPs are distinguished based on the criterion of intentions regarding a permanent place of residence: 1) those who intend to integrate into communities at a new place of residence; 2) those who seek to return to their previous place of residence at the first opportunity; 3) those who seek to relocate to other regions of the country, different from those where they lived before relocation. Taking into account these classifications and the intentions of IDPs regarding the place of residence in the future is important in the development of long-term programs for their support. After all, for IDPs who seek to integrate into the life of the new communities where they have moved, the issues of housing, work, and access to social services at their new place of residence are relevant. For those who wish to return to their places of permanent residence, security aspects, restoration of infrastructure, and housing, creation of conditions for the restoration of normal life activities in the places of return are important. IDPs who plan to resettle in other regions need assistance in realizing this intention and help in settling in a new place.

IDPs can also be segmented by age, gender, health, and other socio-demographic characteristics. The segmentation of IDPs is important because the effectiveness of assisting them depends on the specific needs and problems of each type of IDP. For example, displaced children need access to education, and psychological support, creating conditions for meaningful leisure and socialization in new conditions. People with disabilities face the problems of housing and infrastructure availability, provision of necessary medicines, means of rehabilitation, and services of personal assistants. Large families have specific needs regarding the size of the home, assistance in purchasing necessities, and provision of children's food, clothing, etc.

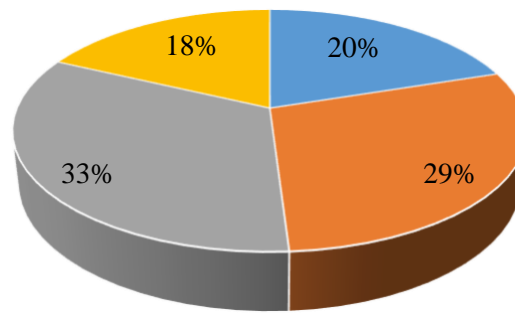
In Ukraine, large-scale internal displacement was caused by the armed aggression of the Russian Federation and the occupation of part of the state's territory. Ensuring the rights and freedoms of IDPs, and providing them with assistance and support is one of the priority tasks for Ukraine, which requires the mobilization of resources, effective coordination between various entities, and the involvement of international support. At the same time, the existence of a significant number of IDPs creates new opportunities for the development of territorial communities in which their integration takes place. The prospects for post-conflict recovery and development of Ukraine will largely depend on how effectively state and local self-government bodies will be able to cope with the challenges of internal displacement, integrate IDPs into community life, and realize their potential.

A national study of the economic behavior of the population between the ages of 18 and 60 conducted by the Consumer Business Research company revealed the TOP-10 expenses of Ukrainians on which they save, which, unfortunately, included, among other things, treatment and food (Figure 1). Pessimistic assessments of Ukrainian families at the end of 2024 are growing. Thus, in December 2023, only 20% of those surveyed noted that they expected an improvement in their financial situation in the next 12 months. At the same time, 29% of respondents expect deterioration and another 33% note that the situation will most likely not change (Figure 2).



**Figure 1.** Areas in which Ukrainian consumers save the most in the 2023-2024 war years, the share of respondents in %

Source: created by the authors based on (Kulyba & Tsapok, 2024)



■ Get better ■ Get worse ■ Will not change ■ Difficult to answer

**Figure 2.** The results of a survey of the opinions of Ukrainian families regarding changes in their financial situation by the end of 2024

Source: created by the authors based on (Kulyba & Tsapok, 2024)

#### 4.2. Foreign experience of public management in the field of social security of IDPs

Despite the existence of universal international standards for the protection of the rights of IDPs, national policy models in this area differ significantly depending on the context of each state, the causes and dynamics of internal displacement, and the available resources of state authorities. Nevertheless, the study of successful foreign practices of public management of social protection of IDPs is important for improving the relevant policy in Ukraine, taking into account local specifics. Let's consider several examples of such experiences.

The experience of Georgia, a country that faced the problem of IDPs in the early 1990s as a result of armed conflicts in Abkhazia and South Ossetia, is of considerable interest to Ukraine. As of 2021, there were about 300,000 IDPs in Georgia, which is almost 8% of the country's population (Pistolessi et al., 2006). In 2007, the Government of Georgia adopted the State Strategy for Internally Displaced Persons, which laid the foundations for the formation of a coherent national policy in this area. The key directions of the Strategy are providing IDPs with long-term housing, improving their socio-economic situation, promoting access to education, medicine, and other services, and supporting integration into local communities. Implementation of the Strategy made it possible to provide more than 90% of IDPs with housing and to involve a significant part of them in employment and self-employment programs. The Ministry of Internally Displaced Persons from Occupied Territories, Resettlement and Refugees plays an important role in assisting IDPs in Georgia. This specialized body ensures the development and coordination of IDP policy, and cooperates with international and non-governmental organizations. At the local level, there are regional units of the Ministry that work directly with IDPs, study their needs, and involve them in support programs (Kalin, 2014).

Also worthy of attention is the experience of Azerbaijan, where the problem of IDPs arose as a result of the Nagorno-Karabakh conflict. Currently, there are about 800,000 IDPs in the country, which is almost 8% of the population (Orchard, 2019). In 2004, Azerbaijan launched a State program to improve living conditions and increase the employment of IDPs, which provides for providing them with new housing, creating jobs, and developing infrastructure. An important role in the implementation of this program is played by the State Committee for Refugees and IDPs, which coordinates the work of all departments and organizations in this area. The committee maintains a single database of IDPs, based on which support measures are planned. During the 15 years of implementation of the program, housing conditions improved for about 60% of IDPs.

Colombia, which suffered for decades from armed conflict between the government, rebel groups, and drug cartels, has a unique experience in the integration of IDPs. As a result of this conflict, about 8 million Colombians (almost 16% of the country's population) were forced to leave their homes. Large-scale internal displacement posed serious challenges to Colombia's public administration system, which had to seek innovative solutions for the protection and integration of IDPs. In 1997, Colombia adopted the world's first special law on IDPs, which defined the rights of displaced persons and the state's obligations towards them. Later, laws on the rights of conflict victims and land restitution were passed, which created unprecedented legal opportunities for the restoration of IDPs' property and land rights (Ruiz & Vargas-Silva, 2016). At the institutional level, Colombia has created an extensive system of bodies responsible for helping IDPs: the National System of Complex Support and Reparations for Victims, the National Agency for IDPs, the Land Restitution Institution, the Center for Historical Memory, etc. The practice of involving private business in the employment and professional training of IDPs in Colombia is interesting. Many large companies in the agriculture, construction, and textile industry have introduced special programs for job quotas for IDPs and,



the development of their professional skills and competencies. This allows IDPs to get jobs and improve their socio-economic status, and businesses to fill vacancies and increase their social responsibility (Bruck et al., 2021).

Another example of an effective policy regarding IDPs is demonstrated by Bosnia and Herzegovina, a country that experienced massive internal displacement as a result of the armed conflict of 1992-1995. At the peak of the crisis, almost half of the country's population (about 2.2 million people) were displaced persons. In 1996, the Ministry of Refugees and Displaced Persons was established, which developed and implemented several state programs to restore housing for IDPs, demining territories, and economic revitalization of communities. An important role in supporting IDPs in Bosnia and Herzegovina was played by international organizations, in particular the Office of the United Nations High Commissioner for Refugees, the OSCE, and the International Organization for Migration. They provided financial and technical assistance to the government in the implementation of IDP support programs, and contributed to strengthening the capacity of national and local authorities (Kamungi, 2010).

Large-scale internal displacement as a result of years of armed conflict between the government and rebel groups also occurred in Sri Lanka. At the peak of the conflict in 2009, the number of IDPs in the country reached 800,000 (Lakhani, 2013). A large number of IDPs lived in camps and collective centers in the northern and eastern provinces, which were the most affected by the war. The main priority of the Sri Lankan government's policy regarding IDPs after the end of hostilities was to ensure their return to their permanent residence. For this purpose, Return and Resettlement Plans were introduced, which provided for the restoration of infrastructure, the demining of territories, and the provision of support for the reconstruction of destroyed housing. The implementation of these plans was carried out by the Ministry of IDPs and Return Management in cooperation with local authorities, military-civilian administrations and international donors.

An important example is the experience of Iraq, a country that has been suffering from armed conflicts, violence, and political instability for several decades. As a result, about 6 million Iraqis became IDPs at various times, which is one of the highest rates in the world (Fiala, 2015). Despite numerous challenges and limited resources, Iraq has been able to develop a fairly progressive IDP policy aimed at ensuring their rights and finding sustainable solutions.

In 2008, the Iraqi government adopted the National Policy on Displacement, which laid the foundations for the protection of IDPs. This policy is based on the UN Guiding Principles on IDPs and defines the responsibilities of state authorities at the central and local levels. It provides for some measures to register IDPs, provide them with documents, and ensure access to basic services and social benefits (Huang and Graham, 2019). In 2014, these provisions were enshrined in a special Law on IDPs, which established legal guarantees for the protection of this category of persons.

Coordination of the efforts of various ministries and departments in the field of assistance to IDPs is carried out by a special High Committee on IDPs under the chairmanship of the Vice Prime Minister of Iraq. The powers of the Committee include the development of state policy, monitoring of its implementation, and interaction with international organizations (Huang and Graham, 2019). To meet the humanitarian needs of IDPs, the Joint Coordination and Monitoring Center (JCMC) was established, which assesses needs, coordinates the distribution of aid, and cooperates with public initiatives (Kalin, 2014).

One of the key components of Iraq's IDP policy is to facilitate return and reintegration. For this purpose, the National Return Plan was developed and implemented, which provides for the restoration of infrastructure and services in the return areas, the provision of compensation for damaged and destroyed housing, grants for the restoration of small businesses, and psychosocial support for IDPs. To determine the safety of return conditions, interdepartmental commissions were created to assess the situation on the ground.

Iraq's experience in involving IDPs in decision-making that affects their lives is also noteworthy. In particular, representatives of IDPs are members of provincial committees on IDPs and participate in the planning of support programs at the local level. Several Iraqi non-governmental organizations engaged in the protection of the rights of IDPs actively cooperate with the authorities, providing legal assistance and consultations to IDPs.

Of course, the implementation of this progressive policy in practice faces significant difficulties due to lack of financial resources, corruption, and unstable security situation in the country. Many IDPs still live in camps or unsatisfactory conditions, with limited access to basic services. But despite these problems, the experience of Iraq demonstrates the importance of forming a coherent legal and institutional framework in the field of protection of IDPs, involving IDPs themselves in the policy-making process, and a comprehensive approach to ensuring the reintegration of IDPs.

In summary, foreign experience demonstrates that the success of the integration of IDPs depends on the ability of the state to form and consistently implement a comprehensive policy in this area, which is based on international standards, takes into account the long-term perspective and needs of various groups of IDPs, relies on a broad partnership of the state, local authorities, and civil society, business and international entities. The basis of this policy should be the understanding that IDPs are not a burden, but a development resource for communities, and their effective integration can benefit the entire society.

#### *4.3. Directions for improving public management and administration in the social protection of IDPs of the Sumy region*

One of the key directions for improving the public management of social protection of IDPs should be the development and adoption of a targeted long-term budget program that would determine strategic priorities, conceptual principles, and specific measures to support displaced people, taking into account the specifics of the community.

Such a program should be based on a thorough analysis of the socio-demographic structure of IDPs, assessment of their real needs, monitoring of the situation and effectiveness of already implemented measures. Its development should take place with the active participation of the resettled people themselves and civil society institutions involved in their support. Only in close cooperation between the authorities and the community can one develop truly effective and targeted aid tools.

In particular, the budgetary program for the social protection of IDPs in Sumy may include the following key areas and measures:

1. Provision of temporary and permanent housing. Given that the majority of IDPs do not have the opportunity to solve their housing problems on their own, it is extremely important to expand the fund of social and municipal housing, attract investments in quickly assembled houses, develop mechanisms for providing grants and preferential loans for the purchase or rental of housing. It is also advisable to consider the options of buying unfinished residential objects and long-term buildings for completion and handing them over to resettlers.

2. Promotion of employment and self-employment of IDPs. The program should provide measures for professional training and retraining of displaced persons, development of their entrepreneurial competencies, and involvement of employers in the employment of IDPs with the provision of appropriate incentives (compensation of part of the salary, exemption from certain taxes, etc.). Special attention should be paid to supporting the self-employment of IDPs through the mechanisms of microcredit, mentoring, and consulting support.

3. Ensuring access to quality social services. The program should contribute to the expansion of the network of providers of social services for IDPs, the implementation of modern models of social work (in particular, case management), the development of various forms of daycare, assisted living, palliative care with a focus on the most vulnerable categories of migrants - persons with disabilities, the elderly, large families, etc. One of the effective mechanisms here can be social ordering when the provision of certain services is delegated on a competitive basis to public and charitable organizations.

4. Psychological and social rehabilitation of IDPs. Because of the difficult traumatic experiences experienced by displaced persons, the program should include a system of measures to provide them with professional psychological assistance aimed at overcoming stress disorders, reducing conflict, and improving social adaptation. These can be individual and group consultations, self-help trainings, art therapy studios, hotlines, etc. It is important to involve not only psychologists in this work but also social workers who can help IDPs in solving everyday problems.

5. Integration of immigrants into community life. The program should contain tools that would contribute to the full inclusion of IDPs in various aspects of the life of the Sumy through their involvement in the development of local initiatives, joint cultural and sports events with residents, development of volunteerism, and good neighborliness. It is necessary to make efforts to overcome prejudices and stereotypes about immigrants, and to create an atmosphere of tolerance and mutual assistance in the community.

#### **5. Conclusions.**

In Ukraine, in recent years, a fairly extensive legal framework for the social protection of IDPs has been formed, which establishes their basic rights and guarantees, and regulates the procedures for accounting and providing assistance. At the same time, this base is not without shortcomings related to the fragmentation of regulation, the unclear distribution of powers between authorities, the discrepancy between the declared norms and the real possibilities of their implementation. Key problems remain the lack of a unified strategy for IDPs, failure to take into account the special needs of different categories of displaced persons, lack of housing and employment mechanisms, and barriers to access to pensions and social services. To overcome them, a comprehensive revision of the legislation is necessary, taking into account international standards and best practices. The analysis of foreign experience revealed some important lessons for Ukraine, in particular regarding the need to: develop holistic strategies for the integration of IDPs; creation of specialized institutions for IDPs; establishment of effective interdepartmental coordination; a combination of approaches focused on return and integration at the new place of residence; close cooperation with international and non-governmental organizations; active involvement of IDPs in decision-making; balancing emergency relief with promoting long-term solutions. A critical understanding and adaptation of these approaches is a valuable resource for improving the public management of social protection of IDPs in Ukraine.

The Sumy urban territorial community faced serious challenges due to the sharp increase in the number of IDPs as a result of Russian aggression. At the same time, the evaluation of the effectiveness of social protection programs for IDPs in the Sumy region indicates some problems. In particular, not all quantitative indicators of the coverage of IDPs with services are achieved, the quality of services does not always meet

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the needs, the cost structure is dominated by emergency assistance without due attention to long-term solutions, there is a lack of systematic monitoring and consideration of the opinions of service recipients. All this actualizes the need to move to more strategic planning of social work with IDPs based on the principles of comprehensiveness, targeting, involvement and sustainability. One of the priority directions for improving public administration in this area should be the development and targeted long-term budget program for the integration of IDPs. Such a program should be based on a careful analysis of the needs of different categories of immigrants, and provide for specific goals, measures, and resources in such key areas as housing, employment, social services, psychological support, and involvement in community life.

The key principles of further improvement of public management of social protection of IDPs should be legality, accessibility, targeting, comprehensiveness, involvement, transparency, innovativeness, and orientation towards sustainable solutions. Only under the condition of consistent implementation of these principles can the main goal be achieved – ensuring the reintegration and independence of displaced persons, turning them into full-fledged and active members of the territorial community. And IDPs like no other can become the driving force that will accelerate the country's post-crisis recovery.

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#### **СИСТЕМА ДЕРЖАВНОГО УПРАВЛІННЯ ТРАНСФОРМАЦІЮ СОЦІАЛЬНОГО ЗАБЕЗПЕЧЕННЯ В УКРАЇНІ В РАМКАХ ВІЙНИ: АСПЕКТИ ЖИТЛА, ХАРЧУВАННЯ ТА МЕДИЧНОГО ЗАБЕЗПЕЧЕННЯ**

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Дослідження є актуальним через загострення проблеми збільшення кількості внутрішньо переміщених осіб (ВПО) в Україні в умовах російської агресії у 2022-2024 роках, які фактично залишаються без постійного місця проживання, місця роботи та мають труднощі забезпечення нормального життя своїх сімей у нових обставинах. Метою дослідження є уточнення переліку важелів у системі державного управління соціальним захистом ВПО, які здатні підвищити ефективність механізму надання цій категорії населення достатньої підтримки у питаннях житла, працевлаштування, медичних послуг тощо. У статті досліджено особливості державного управління в системі забезпечення соціального захисту осіб, віднесених до категорії ВПО в умовах воєнного стану в Україні. Комплексно проаналізовано управлінські інструменти підтримки ВПО на місцевому рівні з розробкою рекомендацій щодо вдосконалення системи соціального забезпечення житлових умов, харчування, медичного обслуговування та працевлаштування таких осіб на регіональному рівні. У статті визначено особливості категорії внутрішньо переміщених осіб, проаналізовано міжнародні стандарти та національне законодавство щодо соціального захисту внутрішньо переміщених осіб, визначено основні тенденції та напрями її розвитку. Узагальнено зарубіжний досвід державного управління соціальним захистом ВПО з аналізом національних особливостей підтримки цієї категорії населення, притаманних різним країнам. Для Сумської територіальної громади розроблено рекомендації щодо вдосконалення системи державного управління соціальним захистом ВПО. Практичне значення дослідження визначається можливістю їх використання місцевими органами виконавчої влади та органами місцевого самоврядування при розробленні та реалізації програм підтримки внутрішньо переміщених осіб. Запропоновані рекомендації можуть бути застосовані в діяльності структурних підрозділів з питань соціального захисту населення та громадських організацій, які займаються підтримкою ВПО.

**Ключові слова:** соціальна політика, продовольча безпека, система охорони здоров'я, дестабілізуючі фактори, внутрішньо переміщені особи (ВПО).