

Thematic Legislative Update

On Collective Sites¹

Background

On 1 September 2023, the Government of Ukraine adopted [Resolution #930](#) on the functioning of the collective sites (CSs) for IDPs. The adoption of the Resolution addresses the legal uncertainty surrounding the status and operation of CSs that have been in existence since 2014 without adequate legal regulation. The Resolution introduces the definition of Collective Sites, lists the minimum living standards of the CSs and regulates the associated procedures, including the registration of the CSs, security of tenure, monitoring and accommodation processes.

An [estimated](#) 122,738 IDPs currently reside in over 2,500 CSs across Ukraine. The majority of these CSs are located in the oblasts in the West and Centre of Ukraine, further away from the zones of active conflict.

According to the latest [Collective Sites Monitoring](#) data, IDPs tend to stay in these sites for extended periods, with 90% residing for three months or more. The overall average occupancy rate is reported to be 56%, indicating that CSs have the capacity to accommodate additional IDPs if necessary.

CSs host highly vulnerable IDPs: 85% of the CSs host at least one elderly person, 59% at least one person with disabilities, and 33% at least one female-headed household. Only 13% of IDPs living in these sites are employed, and a significant proportion (79% of households) have been assessed as having severe, extreme, or catastrophic humanitarian needs.

Definition

The Resolution defines a Collective Site as a temporary accommodation place suitable for temporary residence of IDPs or persons displaced² from the [areas affected by hostilities](#) and meets the minimum standards for their accommodation. The CS should have the capacity to accommodate at least 10 people.

CSs can be arranged in	CSs cannot be arranged in
<ul style="list-style-type: none"> ■ Modular houses (temporary structures); ■ Dormitories, summer camps, resort buildings, sanatoriums, boarding houses, hotels, their complexes for temporary accommodation and amenities of IDPs; ■ Other housing spaces suitable for living or the part of these objects that are used for temporary residence of IDPs. 	<ul style="list-style-type: none"> ■ Buildings of any law-enforcement/military-related bodies; ■ Orphan houses, psychoneurological boarding houses, boarding houses for senior citizens and persons with disabilities, a special boarding house of the social protection system and existing health care institutions (except for sanatorium-rehabilitation institutions).

¹ The literal translation from Ukrainian is places of temporary residence for IDPs (місця тимчасово проживання), however, UNHCR uses the term “collective sites”, as used by humanitarian actors and the CCCM Cluster.

² This provision is a safeguard for people who had to flee from conflict-affected areas and who have not yet received an IDP registration. The absence of an IDP certificate cannot be a reason for rejection in providing accommodation in a collective site. If, at the time of signing the contract and moving in, a person did not have the necessary set of documents, they have 30 days to provide them to the CS administration.

Minimum Living Standards for CSs

The Resolution sets minimum standards for CSs and grants a six-month period to the respective oblast military administrations to ensure the CSs under their jurisdiction meet these standards (by 1 March 2023).³

Essential Building Standards for CSs

- Functional basic engineering systems within the building;
- Maintaining an indoor temperature ranging from 18 to 25°C;
- Equipping the CS with inclusive infrastructure;
- Providing IDPs with beds, storage furniture, and bedding items;
- Ensuring the availability of a bomb or protective shelter either within the CS building or within 500 meters;
- Having fire extinguishers, evacuation plans, and a first aid kit on hand.

Space arrangement: Common Space

- Premises of the CSs must be divided into private spaces and common spaces;
- Common spaces must be arranged considering the structure of the population of the CS and their needs, including places for decision-making meetings, studying places for children, and provision of social and administrative services. Common space for cooking, eating, and food storage must be allocated and equipped with appropriate furniture and household appliances;

Space arrangement: Private Space

- The maximum number of people allowed in a private sleeping room is 4, with a minimum of 6 square meters per person;
- People from different households and of different genders cannot be accommodated together;
- Households can have private spaces in separate rooms or by installing lightweight constructions (screens, partitions, etc.).
- In case the building accommodates IDPs and at the same time is used for its original functional purpose (sanatorium, dormitory), the private spaces should be separate.

Water, Sanitation and Hygiene (WASH)

- At least one bath/shower for every 12 people, including at least one bath/shower and one toilet for people with disabilities;
- At least one toilet for every 10 people;
- Boilers, to provide hot water to residents in the absence of a centralized hot water supply;
- Bathing facilities and toilets must be separated by gender and equipped with door locks on the inside of the door;
- It is recommended to equip the CS with two washing machines and one dryer machine for every 20 people or to equip rooms where clothes can be hung up to dry.

Monitoring

The Resolution foresees the procedure for monitoring CSs, which should be conducted through monitoring visits to CSs or remote inspections. The initial monitoring must occur within one month after the Resolution enters into legal force, followed by subsequent monitoring activities at least once every six months. Oblast military

³ Noncompliance will lead to the termination of the registration and the functioning of the facility as a collective site.

administrations are responsible for conducting monitoring; additionally, other state authorities, self-government bodies, international organisations, NGOs and IDP groups can be engaged in monitoring activities.

Annex 2 of the Resolution contains a template for the checklist that should be used during the monitoring process.

Registration and Master List

- The Resolution mandates obligatory registration of all existing CSs. Within one month from the Resolution entering into legal force (1 October 2023), owners/operators of the CSs that accommodate at least 10 people must submit an application to be included in the List of Collective Sites at the oblast level;
- Oblast military administrations, within two months of entering the Resolution into force, must elaborate the Oblast-level Master List of Collective Sites for each oblast using the template in Annex 1 of the Resolution (1 November 2023);
- Within three months of the Resolution becoming legally effective, the Minreintegration, using the Lists prepared by oblasts, must develop the National Master List, which is a comprehensive list of all CSs in Ukraine (1 December 2023).

Eligibility criteria and accommodation process

All IDPs or persons displaced from the **areas affected by hostilities** are eligible for settlement in CSs except persons who:

- military personnel who have been provided with accommodation;
- live in dormitories linked to their study or contract work;
- live in an orphan house, a psychoneurological boarding house, boarding houses for senior citizens and persons with disabilities, or a special boarding house of the social protection system;
- live in special dormitories intended for temporary residence of persons who have served a prison sentence;
- own housing with an area of more than 13,65 m² /per family member on the territory that is currently under the control of the Government of Ukraine.

Annex 3 to the Resolution contains a standard accommodation agreement that individuals should sign with the Administration of the CS. This agreement ensures the security of tenure and is initially signed for a duration of 6 months, with the option for extension. The agreement contains crucial provisions, including the rights and obligations of the parties involved and restrictions related to co-living arrangements.

IDPs live free of charge, without paying for the use of property; however, owners have the right to collect utility fees from residents of CSs if the owner/operator does not receive compensation for utilities under **Resolution #261**.

Roles and responsibilities of authorities

- The Minreintegration is responsible for consolidating the National Master List of Collective Sites from oblast administrations, analysing monitoring results and providing further recommendations, coordinating the establishment of CSs and ensuring compliance with the Minimum Living Standards contained in the Resolution;

- Oblast administrations are responsible for monitoring CSs, ensuring availability of information on existing CSs, gathering information from site administration, maintaining and updating the oblast-level Master List of CSs, making decisions to exclude CSs that do not meet Minimum Living Standards, and communicating such decisions to the Minreintegration and CS administrations/owners;
- Local self-governments play a role in CS monitoring, provide necessary medical and psychological support for IDPs or individuals from conflict-affected areas, and ensure the availability of healthcare services within their municipal facilities;
- Site Administration provides monthly updates to oblast administrations and local authorities about CSs and available accommodation, ensures compliance with national regulations for CS premises and residents' living conditions, collaborates with oblast administrations to address ongoing CS-related issues, manages the settlement and eviction of CS residents, collects and consolidates data on residents' needs and implements a feedback mechanism and records humanitarian aid for CS residents.

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