



International Organization for Migration (IOM)  
The UN Migration Agency

# IOM FLASH APPEAL FOR UKRAINE AND NEIGHBOURING COUNTRIES

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CONFLICT-AFFECTED POPULATIONS FLEEING ARMED VIOLENCE IN UKRAINE, POLAND.  
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**12 million**

PEOPLE IN NEED IN UKRAINE, OF WHICH  
4.3 MILLION PEOPLE INTERNALLY  
DISPLACED

**4 million**

CONFLICT-AFFECTED PEOPLE IN  
NEIGHBOURING COUNTRIES

**\$350M**  
IOM FUNDING REQUIREMENT (USD)

The current crisis unfolding in Ukraine is exacerbating existing humanitarian needs and creating new needs both inside the country and throughout the region. IOM’s Flash Appeal for Ukraine and Neighbouring Countries seeks to mobilize USD 350 million in order to meet the needs of crisis affected people inside Ukraine and its neighbouring countries, including Belarus, Hungary, Moldova, Poland, Romania and Slovakia.

This flash appeal outlines IOM’s proposed response over the next six months (March-August 2022)<sup>1</sup>, focusing on a range of activities that aim to meet the varied needs of those impacted on the crisis and is fully aligned with inter-agency appeals launched in response to the crisis.

## Situation Overview

### UKRAINE

On 24 February 2022, the Russian Federation launched a broad military offensive against Ukraine. The situation in the country quickly deteriorated, with major attacks being reported across Ukraine, including in the capital, Kyiv. Russian troops quickly expanded their presence with military clashes ongoing in major cities including Chernihiv (north), Kharkiv (north-east), Kherson (south), Mariupol (south-east), Mykolaiv (south), Odessa (south-west), Sumy (north), amongst others, while the pre-existing hostilities in Donetsk and Luhansk oblasts significantly intensified.

The humanitarian community is currently projecting around 6.7M internally displaced persons (IDPs) within Ukraine, as well as a major flow of refugees and migrants towards neighbouring countries, requiring humanitarian border management support, including in the field of health and shelter. The overall unpredictability of the situation requires humanitarian actors to respond to the needs of the most vulnerable displaced and other conflict-affected communities – and particularly female-headed households, children, persons with disabilities and/or chronic illnesses, as well as the elderly.

### NEIGHBOURING COUNTRIES

According to initial figures from IOM’s teams in neighbouring countries, over 600,000 people left Ukraine in the first five days following the start of military operations and the escalation of hostilities. IOM and its partners estimate that over 4 million people, including refugees, third-country nationals and other migrants, may flee the country over the course of the next six months, many of whom will be in need of humanitarian protection and support. IOM is particularly concerned about the situation of stranded migrants within Ukraine, who number over 470,000 according to current estimates.

<sup>1</sup>Funding requirements for IOM Ukraine are for the period March – May 2022, in line with the Inter-Agency Flash Appeal launched on 1 March 2022. Funding requirements after those three months will be calculated based on needs identified and the situation in country.



At the same time, there is a need to ensure that those who seek to leave areas of conflict be allowed to do so, without discrimination. Current reports of prejudice and ill treatment of third country nationals, as well as fears of the instrumentalization of migrants to exacerbate regional tensions -akin to what was seen on the Poland-Belarus border in late 2021 – have prompted IOM to work closely with immigration officials in neighbouring countries and relevant consulates to ensure the rapid and non-discriminatory processing of affected people in all border areas.

## COORDINATION AND PARTNERSHIP

All interventions carried out through this appeal are in line with and complementary to current inter-agency humanitarian plans developed to respond to this crisis. As a member of the Inter-Agency Standing Committee (IASC), IOM will continue to work closely with partner agencies to ensure robust coordination during the implementation of all proposed activities, including UN agencies, international and local organizations, civil -society, and government counterparts in neighbouring countries, where appropriate.

In Ukraine, IOM is a member of the United Nations Country Team, the Humanitarian Country Team, and the United Nations Eastern Team. As such, IOM actively participates in the inter-cluster coordination group; the different clusters including Shelter/Non-food Items (NFI); Food Security and Livelihoods (FSL); Protection; Health; Water, Sanitation, and Hygiene (WASH); and the related technical working groups including for cash, Mental Health and Psychosocial Support (MHPSS), and winterization. Beyond this, IOM participates in the strategic advisory groups of the Shelter/NFI and FSL Clusters.

At the regional level, IOM will continue to ensure close coordination with UNHCR, with UN Country Teams, and relevant governments, including European Union counterparts, as well as other humanitarian stakeholders.

All activities proposed under this plan are closely coordinated at the inter-agency level and are in line with [OCHA's Ukraine 2022 Flash Appeal](#) and [UNHCR's Regional Refugee Response Plan \(2022\)](#).

## IOM MANDATE, CAPACITY COMPARATIVE ADVANTAGE

As the UN Migration Agency, IOM is committed to the core values and principles that are at the heart of its work, including the principles enshrined in the UN Charter, and upholding human rights for all. Respect for the rights, dignity and well-being of migrants remains paramount, with principled humanitarian action as an organization-wide commitment.

Since April 2014, in coordination with the Government of Ukraine, IOM has assisted IDPs, returnees, and members of communities of return in 24 regions of Ukraine to address their most urgent needs and support socio-economic recovery. Additionally, for the past eight years, IOM has implemented various activities in eastern Ukraine through its emergency and stabilization programs, established in response to the increase in humanitarian needs of conflict-affected populations in the Luhansk and Donetsk Government Controlled Areas (GCA) and Non Government Controlled Areas (NGCA).

IOM's programs in Ukraine are implemented through four field offices in the Eastern Conflict Area – Kramatorsk and Severodonetsk in the government-controlled areas, and Donetsk and Luhansk in the non-government-controlled areas – one project office in Lviv, in the western part of the country, and one project office in Kherson, in the southern part. The overall management and supervision of project implementation is provided by IOM's country office in Kyiv.

IOM has an operational presence in all target countries, supported by multi-thematic expertise including at regional and headquarters level, as well as has pre-identified experts through rosters, with a capacity to quickly respond and scale-up operations.

In addition to its headquarters, IOM's Regional Offices in Brussels and Vienna will provide technical support for implementation, and liaison with host governments and partners to ensure coordinated implementation at all levels, both within Ukraine and in neighbouring countries. Building on its global capacity in migration and displacement data collection and analysis, IOM will also provide regular updates on regional mobility dynamics to key stakeholders, in order to inform planning and implementation processes.

## TARGETED POPULATIONS

Through this plan, IOM aims to reach internally displaced persons, refugees, third country nationals (TCNs) and other types of migrants, as well as hosting communities affected by the crisis in Ukraine.

The planning targets used for this appeal are estimates based on currently available data on displacement and cross-border movement, as well as projections made through preparedness planning. Due to the ongoing nature and complexity of the crisis, IOM will continue to collect and analyze data on mobility dynamics and may adjust its targets as the situation evolves and more information becomes available.





## SHELTER AND NON-FOOD ITEMS

Many locations in the country have been affected by the escalation of hostilities, with an increase of active fighting across the country, including in the main urban areas of the country. As a result, a high number of persons are fleeing their homes within the country and to neighbouring countries leaving almost everything behind them in their search for safety while the conflict continues. In Ukraine, although it is expected that a big part of the displaced population will rent accommodation or will stay with their relatives in other oblasts of the country, there will likely be a movement away from urban centres that will result in temporary shelter needs in rural side areas and/or in the western parts of the country. If the escalation of the hostilities continues in the country, a large proportion of private housing may be destroyed, and host communities and collective centres may become overstretched, potentially resulting in tensions with the host community and overcrowded conditions in collective facilities and increased needs in terms of shelter assistance. In neighbouring countries, conflict-affected populations arriving at border points will also be in need of emergency shelter, including additional reception and transit facilities in bordering areas. Damage to public infrastructure in Ukraine, such as gas, central heating systems will also have a severe impact in the current winter season. People are unable to access the market for solid fuel and receive state subsidies, increasing the need for relief items, including winterization support.

With the overall objective of providing safe, dignified and sustainable living conditions and shelter solutions in conflict-affected areas, IOM will provide temporary shelter assistance to affected populations, where shelter conditions are inadequate inside the country and in border areas in neighbouring countries. In particular, in Ukraine, IOM will distribute acute emergency shelter kits to the affected non-displaced as well as IDPs. Other temporary shelter solutions will also be provided, when necessary, to cover response gaps in displacement areas, host communities, persons living in substandard shelters and inadequate living conditions. In neighbouring countries, IOM will support national governments in the provision of temporary shelter in identified areas across the border, including in reception and transit facilities.

Across the entire area of operation, IOM will also provide affected populations and institutions with non-food items support, including winterization assistance. When possible, this assistance will be provided through cash-based interventions.



## WATER, SANITATION AND HYGIENE

The escalation of violence in Ukraine has severely affected the Water, Sanitation and Hygiene infrastructure, including water providers and other systems in the country. With the escalation of hostilities, systems are expected to become more dysfunctional and back-up reservoirs running out of water, resulting in a high number of people in need of WASH assistance and services and maintenance of the systems in general. As the situation worsens in Ukraine and water systems may risk failing, persons fleeing the conflict will arrive to border points in neighbouring countries with severe needs on water, sanitation and hygiene, already identified as one of the priority areas in the response.

In Ukraine and neighbouring countries, IOM will aim to support conflict-affected populations through the rehabilitation and repairs of water supply systems and sanitation infrastructure, including the repair of pipes, and/or services in need of assistance. In addition, IOM will carry out water distribution through the deployment of emergency water trucking in prioritized areas where water systems are dysfunctional or damaged. In addition, IOM in Ukraine will provide contextualized hygiene kits/hygiene items to affected populations and institutions, inclusive of Menstrual Hygiene Management (MHM) items for women and girls of menstruating age.



## PROTECTION

The increase of hostilities in Ukraine is resulting in loss of lives and injuries to civilians, curtailing population's freedom and human rights, increasing vulnerabilities, and limiting access to basic services. The resulting population movements have severely impacted the humanitarian and protection situation across the country and in neighbouring countries. In the last days, the increase in violence has resulted in displacement and multiple protection concerns associated with human trafficking, exploitation and abuse, gender-based violence, lack of civil documentation, attacks against civilians, psychosocial stress and trauma, and the risk of family separation, which typically push many to adopt harmful coping mechanisms.

IOM's response will thus strengthen the provision of individual protection assistance and case management to persons with specific needs identified through protection monitoring and other assessments in order to address protection risks that are time-sensitive and require immediate action. IOM will also increase access to information for affected populations, including through the development of comprehensive protection-focused information, education and communications (IEC) materials and the establishment of information points and/or hotlines where people in need will have access to information on the services available to them and legal pathways. In an attempt to fill existing gaps in protection services, in targeted

countries, IOM will strengthen the capacity of government authorities, local service providers, community members, CSOs and other protection partners with relevant programming on protection, such as counter-trafficking (CT), and counter-smuggling principles and best practices protection mainstreaming, gender-based violence (GBV) risk mitigation, safe referrals to specialized service providers, and prevention of sexual exploitation and abuse (PSEA), among others.



## HEALTH

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With casualties reported across the country, health has been identified as a key priority area, including access to lifesaving primary and secondary health care services, and mental health and psychosocial support services. Disrupted and overwhelmed health systems and lack of access to health care have left thousands of conflict-affected populations in Ukraine and in neighbouring countries with mounting health needs, compounded further by the ongoing COVID-19 pandemic. Lack of access to health care, insecurity and low income particularly affect vulnerable persons, with huge consequences for the health of people with disabilities and older persons (more than 60 years old) who are prone to both non-communicable diseases and infectious diseases. In neighbouring countries, the health needs of the displaced populations are likely to stress local health systems, with also significant public health risks associated with temporary population relocations. In addition, the pre-existing mental health and psychosocial support (MHPSS) needs of the population have intensified across all targeted countries.

Under this plan, IOM will provide a comprehensive range of health services, inclusive of primary healthcare consultations, screening and management of communicable diseases, emergency reproductive, maternal, child and neonatal health care, and referrals to specialized health care facilities to displaced and access-constrained populations. IOM will also ensure access to health care facilities and humanitarian health care through the establishment of mobile clinics and health teams, when needed. In addition, IOM will provide MHPSS services for vulnerable populations and affected communities, including the deployment of trained psychosocial mobile teams linguistically and culturally capable of serving vulnerable populations in neighbouring countries.



## MULTIPURPOSE CASH ASSISTANCE

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The armed conflict has continuously exacerbated the population's access to goods and services inside Ukraine and other countries such as Belarus, Hungary, Moldova, Poland, Romania, Slovakia, and other countries where they have been displaced. Humanitarian needs are diverse and span all sectors. In addition to this, the armed conflict and displacement situation have impoverished the population who have lost assets or lack access to cash and savings due to the disruption of financial systems in some parts of Ukraine. Increasing needs are diverse and so are the vulnerabilities among the affected population, who are unable to cover basic needs in their places of destination and could opt for negative coping mechanisms to fulfil them. With multipurpose cash assistance, IOM seeks to increase the ability of people in need to meet their immediate basic needs in a way that is most suited to their preference.

IOM's response will ensure that the most vulnerable population affected by conflict and displacement are able to meet their immediate basic needs through multipurpose cash assistance. Multipurpose cash assistance will ensure that beneficiaries are able to cover their needs across multiple sectors and in accordance with their own unique needs in a holistic manner. The transfer value will be determined based on upcoming needs and market assessments and in coordination with partners and the Cash Working Groups, and if possible, align with social protection systems in the countries. The modality and delivery mechanism will be decided based on feasibility and market assessments, risk analysis, and considering the liquidity situation of the country. To the extent possible, IOM will distribute cash assistance to enable more flexibility to access goods and services for the beneficiaries.



## FOOD SECURITY AND LIVELIHOODS

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The drastic deterioration of security situation in all oblasts of Ukraine will exponentially increase the number of food insecure households as farming and small business owners may flee the country. The increase of violence in the country is expected to also hinder access to income generation opportunities. To respond to the increasing needs, IOM will mobilize and distribute food security assistance, including emergency food kits distribution, to the people in urgent need across areas affected in Ukraine and, when needed, in bordering areas in neighbouring countries. Inside Ukraine, IOM will continue to support immediate emergency livelihoods for displaced populations. When possible, food and livelihood assistance will be provided through cash-based interventions.





## SITE MANAGEMENT SUPPORT

As part of the conflict-affected populations are expected to be sheltered in reception and transit facilities as well as in collective centres in Ukraine and bordering countries, those could be soon overstretched if the escalation of hostilities continues, resulting in overcrowded conditions for those living in them. As a response, IOM aims to provide support to national governments and partners in transit, reception and collective centres and with reception conditions in targeted countries. IOM will also monitor the delivery of, and access to, services and protection to affected populations, and the maintenance of infrastructure. IOM may also provide assistance in those centres, including health and protection services and referrals. When necessary, IOM will strengthen the capacity of impacted local and national governments, civil society and partners to increase their capacity to respond to the influx of affected populations, including in areas of management, referrals, protection, and other identified needs.



## DISPLACEMENT TRACKING

The systematic collection, analysis and dissemination of baseline data on internal displacement and cross-border movements as well as data on the evolving needs of the population groups on the move enables IOM, governments and partners to have a better understanding of the mobility dynamics and related needs of the affected population across the region and contribute to more effective, evidence-based responses. As such, IOM will continue to work in collaboration with UN agencies, national authorities and other key stakeholders on assessments and other data collection activities to inform strategic planning processes. In Ukraine, IOM will conduct rapid needs assessments on all relevant sectors and mobility tracking and flow monitoring, with the aim of providing estimates on the presence and numbers of affected population groups in the country.

In neighbouring countries, depending on the needs identified in terms of data, IOM will conduct flow monitoring and will collect data on cross-border flows at key transit and border crossing points. This will be regularly shared with partners such as UN agencies, national authorities, and clusters/sectors and inter-cluster/ inter-sector coordination mechanisms, facilitating better data exchange and evidence-based response and assistance, and will include information on the profiles, mobility intentions and observed/reported vulnerabilities of populations on the move.



## HUMANITARIAN BORDER MANAGEMENT

IOM recognizes the need to establish adequate response mechanisms and strengthen an integrated approach to border management to ultimately facilitate, assist and protect conflict-affected populations crossing borders and ensure that safe pathways are guaranteed by rights-based policies and procedures. In order to support national authorities with the influx of displaced populations crossing borders in targeted countries, IOM will increase its capacity to assist affected populations with a variety of vulnerabilities and protection needs when they are moving in large numbers across borders. When needed, IOM will support national authorities with rapid humanitarian border assessments in order to identify immediate needs for the reception of new arrivals, including translation equipment, infrastructure, registration material, among others. Inside Ukraine, IOM will also provide border management authorities with assistance for consular support services, data protection and security, referral mechanisms for mobile populations. In other border areas, IOM will also support local and national governments through cultural mediators. Those will offer translation, legal support, and referral services, when/if needed.



## VOLUNTARY HUMANITARIAN RETURN TO THIRD-COUNTRY NATIONALS

The situation of stranded third country nationals within Ukraine and neighbouring countries is of high concern, with an estimate of over 470,000 migrants affected by the escalation of violence in Ukraine. As these groups aim to flee Ukraine towards neighbouring countries, these flows are expected to continue in the coming weeks and months, and they will remain in dire need of humanitarian assistance, including referral services, and medical and humanitarian return assistance.

As a response, IOM will ensure that TCNs are able to communicate with relevant consulates and IOM offices, can access information on how to return home safely, and can access services which facilitate such travel. IOM will establish an effective communication and coordination mechanism that facilitates communication between TCNs, relevant consulates and IOM, as well as appropriate referral mechanisms with NGOs, governments and partners to ensure that stranded migrants can access support. Additionally, IOM will ensure that an initial caseload of 20,000 TCNs—with possibility to further escalate the scope of assistance as needs evolve—are able to travel in a safe and orderly manner to their home countries through the provision of tickets and transportation support, including upon departure, transit and at reception, as well as the necessary health pre-embarkation checks, referrals, required PCR tests and COVID-19 and safety measures.





With humanitarian needs multiplying on a daily basis, IOM will ensure that critical, life-saving items are made available to meet the needs of people most affected by the crisis. Using a combination of its global warehouse network, partnership agreements, and both local and regional procurement, IOM will ensure that a variety of crucial non-food items – including hygiene kits, emergency shelter kits and basic household items – are procured, pre-positioned, stored, and transported to priority locations. Procurement will be done in Slovakia and Poland to the extent possible, with regional procurement from other locations in Europe being done as needed.

IOM will establish at least one logistics hub – current considerations include one at the border with Slovakia, at Uzhhorod, and one at the border with Poland, at Lviv - to support the purchase and transfer of critical items. A series of warehouses will be established in both locations in order to facilitate the storage of items prior to transport.

## FUNDING REQUIREMENTS

IOM funding requirements cover Ukraine, as well as its neighbouring countries, including Poland, Moldova, Romania, Hungary, Slovakia, and other countries that may be impacted by the crisis. Funding will also support regional activities, in particular the coordination of activities regarding data collection, analysis and response to cross-border mobility flows and the coordination of assistance to third-country nationals.

Funding requirements for IOM Ukraine are for three months (March – May 2022), in line with the Inter-Agency Flash Appeal launched on 1 March 2022. Funding requirements after those three months will be assessed based on needs identified and the evolving situation in country. In the case of neighbouring countries, activities and funding requirements are based on the needs and projected planning figures as of 25 February, in coordination with respective national authorities, partners and UNHCR. Funding requirements for those countries will be reassessed alongside the revision of the Refugee Response Plan in mid-March.

**Table A: Funding requirements per country**

Country	Total Funding Requirement (USD)
Ukraine	250,000,000
Moldova	20,000,000
Romania	5,000,000
Hungary	4,000,000
Slovakia	3,000,000
Poland	27,000,000
Voluntary Humanitarian Return to Third-Country Nationals	22,000,000
Other Neighbouring Countries and Regional Support	19,000,000
<b>TOTAL</b>	<b>350,000,000</b>

**Table B: IOM Ukraine's Funding requirements per sector (USD)**

Areas of Response in Ukraine	Total Funding Requirement (USD)
Water, Sanitation and Hygiene	52,344,000
Shelter/Non-Food Items	42,712,000
Health	55,610,000
Multipurpose Cash Assistance	43,140,000
Food Security and Livelihoods	20,937,000
Protection	10,780,000
Humanitarian Border Management	6,825,000
Site Management Support	15,075,000
Displacement Tracking	2,077,000
Logistics	500,000
<b>TOTAL</b>	<b>250,000,000</b>

