

Risk Management and Consequence Management of Internal Migration in the Context of Humanitarian and Economic Challenges (Experience of Zakarpattia Oblast)

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Abstract:

This article focuses on the study of Ukraine's experience, particularly in Zakarpattia oblast, to identify and characterize key consequences of forced internal migration on regional economies and the social sphere of regions and communities. The empirical basis of the research includes (a) the results of a sociological survey conducted in Zakarpattia oblast in November 2022, (b) data from regional statistics on the socio-economic situation in Zakarpattia oblast and (c) data from international organizations such as the International Organization for Migration (IOM) regarding population migration. It is worth noting that the article was written in June 2023, and therefore all the information presented, including statistical data, is rel-

evant as of the time of writing. The article proposes a series of suggestions for harnessing the potential of internally displaced persons to stimulate regional economic development, which is one of the factors contributing to national resilience. The article provides guidance on managing the consequences of internal migration in the face of challenges, outlining major trends and recommendations that can be utilized as a roadmap during times of martial law or other potential emergencies, such as natural disasters, technological catastrophes, etc. The article is intended not only for the scientific and expert community but also for government officials (both in Ukraine and partner countries), local council members, civil activists and volunteers.

Introduction

The war initiated by Russia against Ukraine (from 2014 to the present) and its active phase, which involved a full-scale invasion (from February 24 until now), have significantly impacted all aspects of development in the Ukrainian state and society. The active hostilities in numerous regions of Ukraine and the systematic shelling of populated areas by Russian forces have resulted in extensive forced internal migrations. At the same time, several relatively safe regions and communities have taken on the main responsibility of accommodating and supporting internally displaced persons (IDPs) who have been forced to flee their homes. These regions and communities have acted as recipients, aiding the displaced individuals.

Therefore, within the context of the article, we will use the term “*recipient territories*” to refer to hosting regions and communities that have borne the greatest burden because of the forced internal migrations caused by the conflict and where the majority of enterprises relocated to under the relocation program. It is for such territories that the use of the potential of IDPs (combined with the potential of relocated enterprises) in the regional economy is relevant.

There are many issues the central government as well as regional and local authorities should take into consideration under the conditions of a massive internal migration of the population, such as IDP law, policy issues (Dustmann, Vasiljeva, Damm, 2016; Nahorniak, 2016 ; Adeola, 2021), the whole assessment of the internal migration’s influence on regional development (Smal, Poznyak, 2016 ; Arakelova, 2017), etc. We agree with Ukrainian experts that the mas-

sive internal migration of the population within the country is connected to a number of burdens that arise both for the IDPs themselves and in society as a whole. This is important for strategic programs of regional development under the reform conditions, further IDP integration to study the problems and needs (primary and secondary) of internally displaced persons and the services provided to them, the level of satisfaction with these services, the definition of a trust credit to state and non-state institutions, services, IDP organizations and their effectiveness in providing services to these persons (Arakelova, 2017; Nahorniak, 2016). On the other hand, the priority of the IDP policy should be socioeconomic integration. It’s necessary to seek long-term solutions intended to provide housing, employment and the social integration of IDPs; this is in addition to the positive potential contained in the internally displaced population and taking into account the specific features of certain regions and the lessons learned from international experience (Smal, Poznyak, 2016).

But, nevertheless, important issues are also the practice instruments of IDPs and the potential realization of the regional economy, including during emergency situations that have led to large-scale internal migrations (in the case of the Ukraine – Russian military aggression).

Therefore, the goals of the article are to (1) identify and characterize consequences of internal migration on regional economies and the social sphere of regions and communities, as well as to (2) provide guidance on managing the consequences of internal migration in the face of challenges and outline major trends and recommendations that can be utilized as a roadmap

during times of martial law or other potential emergencies, such as natural disasters, technological catastrophes, etc.

Methodology

To write a scientific article, a methodology was used that consisted of general scientific and special methods, namely:

- The method of statistical analysis, which consisted of the processing of statistical data on the socio-economic situation of Zakarpattia oblast (using data that are available for the period of martial law) – the income of local budgets, dynamics of real estate prices, etc.
- Systems analysis was used to analyze the state policy on managing the consequences of internal migration as a system of measures aimed at minimizing risks in the humanitarian sphere and using the potential of IDPs for the stability of the regional economy.
- In addition, empirical data were used - the results of a sociological survey conducted in the Zakarpattia region (November 2022) among IDPs and the local population were processed.

Intuitively, one can assume that the largest flows of internal migration are directed towards remote areas from the conflict zone and geographically close to the borders of the EU, specifically the border regions (in the case of Ukraine, the western regions bordering European countries). Indeed, in the early weeks, the territories closest to Ukraine's western borders became temporary havens for internally displaced persons (IDPs) or transit zones for refugees before their departure abroad. However, later on, secondary displacement and the gradual return of some IDPs to their permanent places of residence began. This was made possible after successful defense by the Armed Forces of Ukraine (AFU) and other Ukrainian military formations, as well as their implementation of a series of successful counteroffensive operations and the liberation of territories in Kyiv, Chernihiv and Sumy oblasts (April 2022), followed by the Kharkiv and Kherson oblasts (autumn 2022).

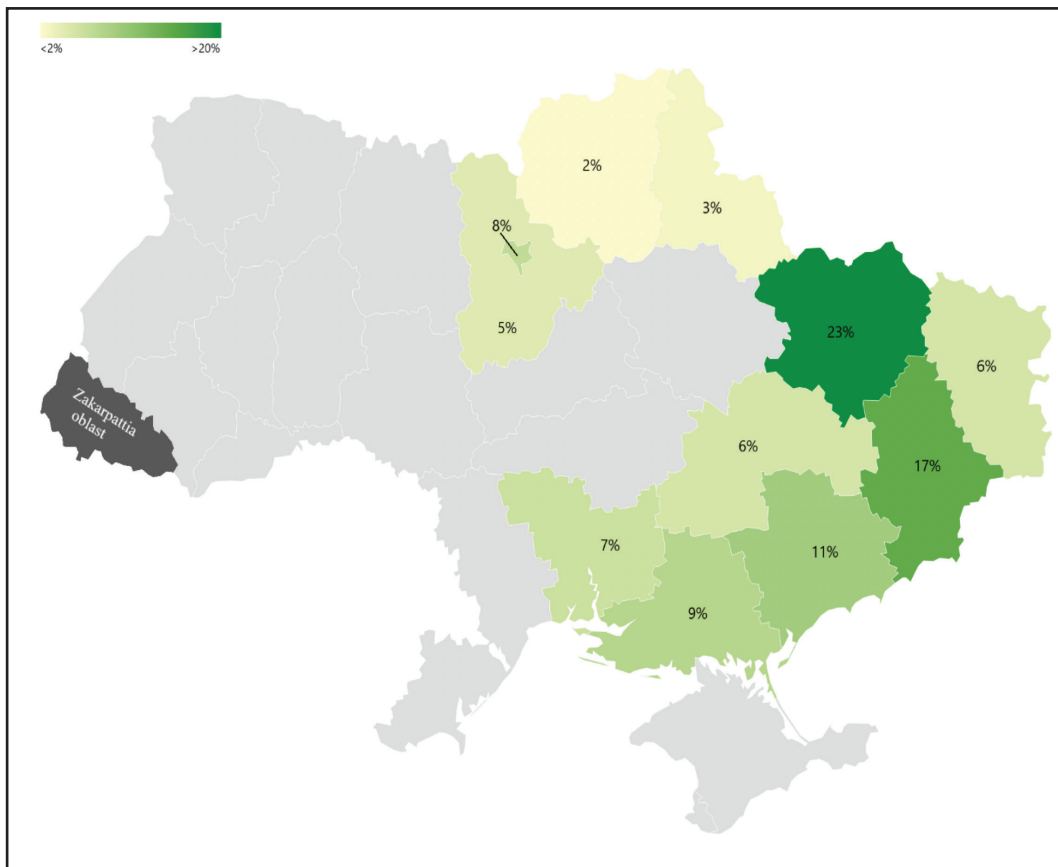
It is also important to note that even the westernmost regions of Ukraine can only be considered *conditionally safe*, as the risk of missile strikes and/or attacks by unmanned aerial vehicles (especially so-called “kamikaze drones”) from Russian forces remains. These attacks can

target civilian objects and critical infrastructure elements and result in consequences such as fires, the destruction of residential/commercial buildings, emergency power outages, fuel shortages and more.

Currently, we can observe a relatively even distribution of internally displaced persons (IDPs) across the territory of Ukraine. According to the data from the Ministry for Reintegration of Temporarily Occupied Territories of Ukraine, as of May 2022, the regions with the highest number of registered and accommodated IDPs are as follows: Dnipropetrovsk oblast - 11% of the total number of IDPs in Ukraine, Kyiv oblast - 10%, Lviv oblast - 9%, Vinnytsia oblast - 7% and Poltava oblast - 7%.

Meanwhile, the data from the Ministry for Reintegration of Temporarily Occupied Territories specifically refer to registered IDPs. However, for the sake of article objectivity, it is necessary to consider the total number of IDPs, including those who, for various reasons, have not undergone registration. In this context, we can rely on the data from the International Organization for Migration (IOM) and can state that as of January 2023, the highest number of registered IDPs is recorded in the following regions: Kharkiv oblast (456,946 individuals), Dnipropetrovsk oblast (367,089 individuals), Kyiv oblast (336,803 individuals) and the city of Kyiv (225,074 individuals), Lviv oblast (247,067 individuals), Vinnytsia oblast (178,572 individuals), Zaporizhia oblast (156,134 individuals), Zakarpattia oblast (149,786 individuals) and Ivano-Frankivsk oblast (141,484 individuals).

Considering the factors described above, the border regions of western Ukraine, although included in the list of major recipient territories, have become temporary shelters for a relatively smaller number of internally displaced persons (IDPs) compared to regions like Kyiv and Dnipropetrovsk. However, we can assume that this is due to objective reasons. For example, in Zakarpattia oblast most of the IDPs arrived from highly urbanized regions such as Kharkiv, Donetsk, Luhansk, Zaporizhia and others. Therefore, they were more inclined towards urban life.

Fig. 2 Regions of origin of IDP interviewees in Zakarpattia Oblast

(Compiled on the basis of Mapping the Situation and Needs of Displaced People in Zakarpatska Oblast, November 2022)

On the other hand, the border regions of western Ukraine are characterized by relatively lower levels of urbanization. For example, Zakarpattia oblast has a rural population of 62.9%, and Chernivtsi oblast has a rural population of 58.1%. These regions have smaller populations and lower population density, which affects the housing stock, civil infrastructure and the capacity to accommodate IDPs.

Disclaimer: *Undoubtedly, the dynamics of forced internal migration are greatly influenced by the overall situation in the country. In the case of Ukraine during the period of 2022-2023, it was the situation on the front-lines of the war. However, based on the analysis of the processes that took place in Ukraine at the beginning of*

the full-scale invasion by Russian forces in 2022, we can identify the most general trends and significant factors that impact both the migration processes themselves and the development of regions and communities.

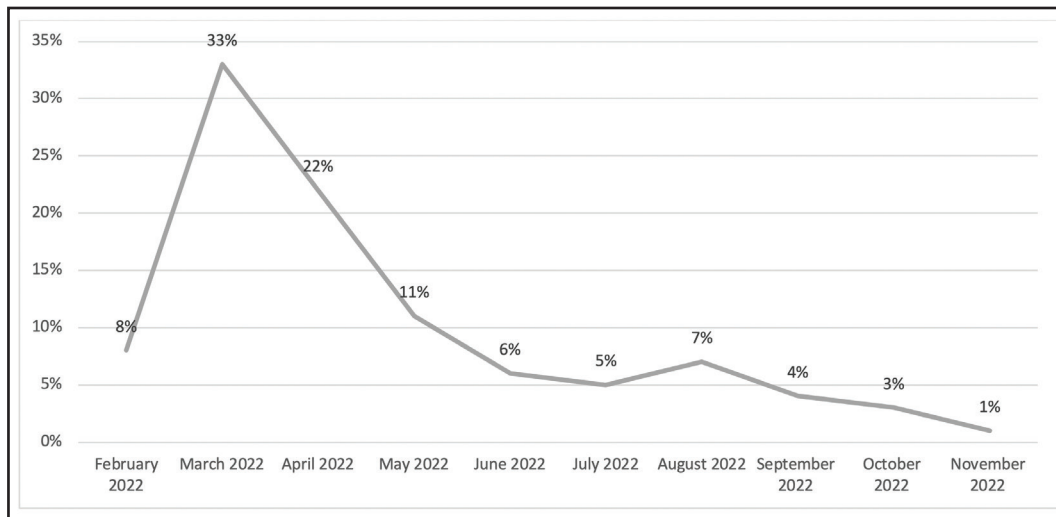
In order to achieve the goal of the article, we will provide an example of a recipient territory in western Ukraine - Zakarpattia oblast. According to information from the Zakarpattia Regional Military Administration (Zakarpattia RMA), as of February 2023, there were a total of 156,000 individuals officially registered and included in the database of internally displaced persons (IDPs) in Zakarpattia oblast. However, according to data from mobile operators, the total number of registered and unregistered IDPs in the region is approximately 400,000 individu-

als (the information was reported by the deputy head of the Zakarpattia RMA).

For a more objective study of migration processes in Zakarpattia within the framework of the article, we will rely on data from a sociological survey conducted in November 2022.

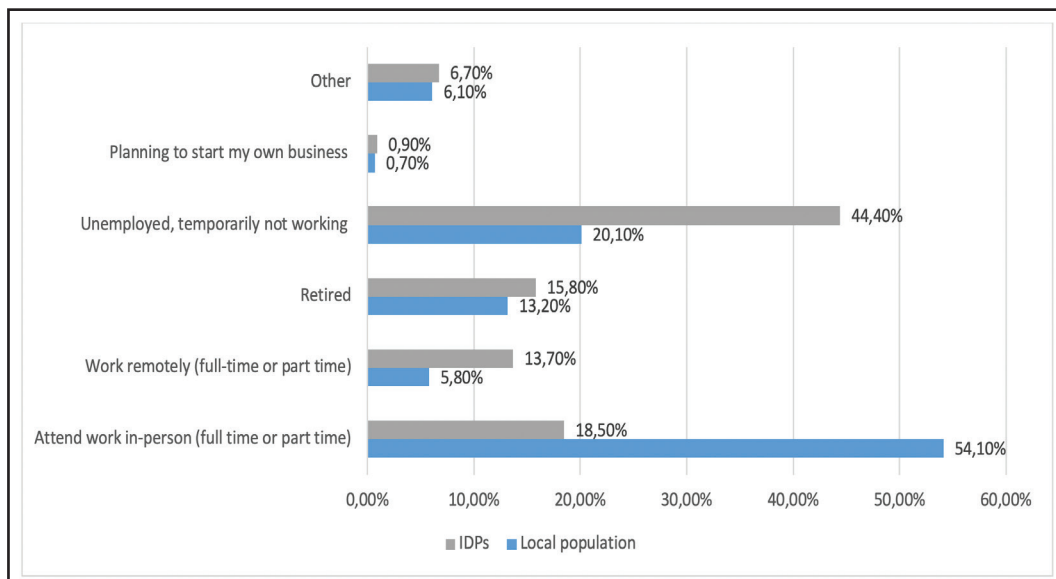
Moreover, the authors of the article were involved in coordinating the mentioned survey and were also responsible for analyzing the collected data. This allows for a better understanding of its specificity and the correct utilization of the obtained results within the context of this

Fig.1 Distribution of IDPs by time of arrival in Zakarpattia Oblast. – in % of the total number of arrivals.



(Compiled on the basis of Mapping the Situation and Needs of Displaced People in Zakarpatska Oblast, November 2022)

Fig.2 Employment among IDPs and the local population



(Compiled on the basis of Mapping the Situation and Needs of Displaced People in Zakarpatska Oblast, November 2022).

article. The survey aimed to assess the social attitudes of internally displaced persons (IDPs) and the local population, including aspects such as urgent needs and the most pressing issues of IDPs, their migration intentions, employment levels among IDPs and the local population, and evaluations of the current human potential of the region considering the consequences of internal migration.

According to the survey results, the peak arrival of internally displaced persons (IDPs) to Zakarpattia occurred between the end of February 2022 and the end of March 2022. However, during April and May 2022 (the period when the defense forces of Ukraine liberated Kyiv, Chernihiv, and Sumy oblasts), this influx started to decline.

Among the surveyed internally displaced persons (IDPs), 18.5% reported working in non-remote jobs. 13.7% had remote employment, which was easier to maintain during their forced displacement. A high level of unemployment was recorded among all surveyed IDPs (44.4%), which is more than twice as high as the unemployment rate among the surveyed local population (20.1%).

The highest number of IDPs who lost their jobs due to the war were recorded in the trade

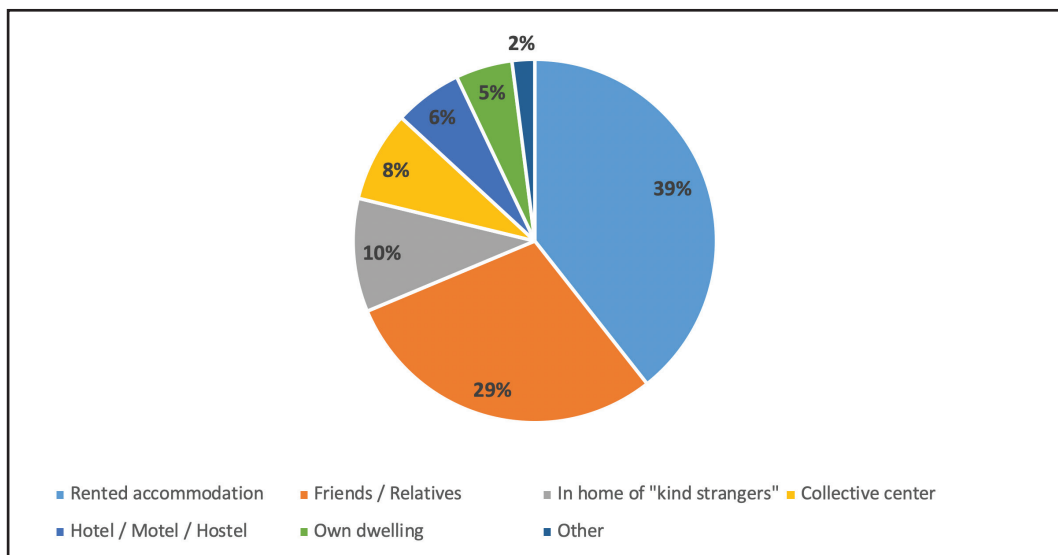
sector (13.4% of those surveyed) and the service sector (12.4% of those surveyed). Therefore, objectively speaking, these sectors are among the most desirable for IDPs in terms of employment prospects: 18.2% of the surveyed IDPs expressed a desire to work in the trade sector, 9.2% in the construction sector and 8.6% in the service sector.

It is also important to understand the situation regarding the accommodation of IDPs. The majority of those surveyed (39.7%) reported renting housing, while a similar percentage (38.7%) stated that they were living with relatives/friends or with people who provided them temporary shelter in their own homes (meaning that IDPs in this category are likely not paying for accommodation).

Continuing the analysis of migration intentions, it is worth noting that 33% of those surveyed expressed a desire to stay in the region, while another quarter of the respondents were undecided. Specifically, 11.4% stated that their choice depends on specific circumstances, and 12.1% were unable to provide a clear answer.

Meanwhile, 42.5% of the surveyed IDPs expressed the intention to leave the Zakarpattia oblast. Among those who intend to leave Zakarpattia, 75.4% plan to return to their previous or

Fig. 3 Distribution of IDPs by place of residence



(Compiled on the basis of Mapping the Situation and Needs of Displaced People in Zakarpatska Oblast, November 2022).

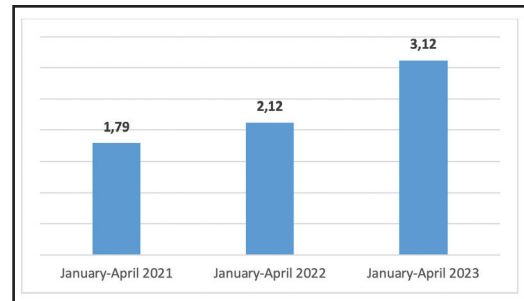
permanent place of residence (i.e., the regions where they lived before the conflict started), 10.3% plan to relocate to another place within Ukraine and 7.5% plan to move to another country.

It is worth mentioning that the arrival of a significant number of IDPs, alongside other processes such as mobilization measures, industrial relocation, among other issues, has had a significant impact on the development of the regional economy and social sphere.

One of the most intuitively obvious consequences is the stimulation of the consumer market due to the sudden increase in population. Particularly notable are retail trade establishments, food services, temporary accommodation and the hotel and restaurant business, among others. Since statistical information on the socio-economic situation of Zakarpattia oblast and other regions during a state of war is not publicly available, it is appropriate to turn to the analysis of trends in local budget revenues for Zakarpattia oblast (currently this information is publicly accessible). In this context, it should be noted that from January-April 2022, citizens and business entities paid approximately 2.125 billion UAH in tax obligations to the local budgets of Zakarpattia oblast, which is 413 million UAH more than in the same period of 2021 (when 1.7948 billion UAH was paid). Furthermore, from January-April 2023, this amount increased by an additional 41.5% to 3.125 billion UAH. It is important to consider factors such as the devaluation of the national currency during the specified period, increased prices for industrial and food products, and so on. However, significant growth in tax revenues indicates a stimulation of economic processes in the region despite the realities of the full-scale war (the statistics regarding the local and regional budget income in Zakarpattia oblast).

We specifically note the increase in demand for buying and renting residential and commercial properties, which has led to a rise in real estate prices, particularly as favorable government policies (including preferential lending programs for certain social groups) have gradually been reinstated. Let's take the example of rental housing: although official statistical information at the regional level indicates a relatively small increase in rental prices (4.2% in March, 7% in

Dynamics of revenues of local budgets in Zakarpattia oblast (January–April 2021–2023), billion UAH



(Compiled on the basis of regional statistics).

April, 13.7% in May), it should be noted that the actual price growth has been much higher, as the majority of the real estate rental market in Zakarpattia oblast, like in other regions, operates in the informal sector. According to research conducted by the Ukrainian real estate portal «LUN», if May 2022 is compared to October 2021, Zakarpattia oblast experienced the highest increase in rental housing costs in Ukraine, with prices rising by 225%. This is significantly higher than in other Western Ukrainian regions such as Chernivtsi (156%), Ivano-Frankivsk (128%) and Lviv (96%).

The simplest explanation for this situation is that prices rose due to stable supply levels and a sharp increase in demand, as the construction of new residential and commercial properties is a lengthy process. Moreover, in such conditions, it is advantageous for construction companies to raise prices for completed projects or those that will be completed in the near future.

Overall, it should be noted that there are expanding prospects for the construction business in recipient territories, as the demand for housing is expected to increase, especially if certain orders are supported and/or provided by the government. However, for a significant portion of IDPs who have lost their jobs or businesses (and therefore their source of income), the sharp increase in rental prices can become an unbearable burden. Additionally, in the context of the mass influx of IDPs, the opportunities for settling people in collective accommodation centers quickly diminish.

One of the solutions implemented by regional authorities in Ukraine, including in the Zakar-

pattia oblast, was the use of modular construction, which was driven by its key advantages such as rapid building assembly and relatively low cost. However, the use of this approach was limited. For example, in the western regions of Ukraine, the number of modular buildings constructed ranged from several dozen to several hundred, which did not meet the substantial housing needs of IDPs in the context of mass migration.

Alongside the possibilities for increasing revenue, we also note the additional burden on local budgets associated with the need to support IDPs in terms of resettlement and providing essential items such as food, clothing, medication, etc. Undoubtedly, international humanitarian aid and the work of volunteers have partially met these needs. However, local government authorities (local administrations) and local self-governance bodies face the task of ensuring humanitarian security. This includes ensuring the unimpeded supply and necessary reserves of food, hygiene products and other household goods (considering the increased population). It also involves ensuring the resilience of the infrastructure and housing and communal facilities in communities under conditions of increased demand. These include water supply and sanitation, waste collection and disposal, public transportation, and so on.

It should also be noted that due to its geographical distance from the conflict zone, Zakarpattia oblast has become a so-called “rear region” and has transformed into a conditional humanitarian hub that dispatches a portion of humanitarian cargo and aid to the eastern regions of Ukraine. Moreover, the strengthening of the region’s human potential has become evident through the arrival of a large number of people, including young individuals, skilled professionals and entrepreneurs. Alongside the movement of capital to recipient territories (primarily through the relocation of businesses, industrial evacuation and investments in relatively safe regions), there is an increase in their human resources.

The change in approaches to shaping the socio-economic sphere of recipient territories has become relevant, primarily in terms of focusing on the effective utilization of the human capital of internally displaced persons (IDPs), the po-

tential of relocated businesses and the formation of new centers of economic activity.

It should be emphasized that strategic development planning in such “extreme” conditions should be conducted using forecasting tools (short-term, medium-term and long-term perspectives), and the development of hypothetical scenarios (most common: optimistic, neutral, pessimistic) should be considered with the determination of their probability of realization.

In the case of Ukrainian territories (as of June 2023), we assume that the hostilities have taken on a prolonged nature (a scenario of “war of attrition”), and after their conclusion, there will be a lengthy period of time before demining, infrastructure restoration, housing reconstruction and other measures can take place. In such conditions, the development of strategic directions for the recipient territories should consider the consequences of internal population migrations and business relocations, while also considering the persistence of current risks to economic and humanitarian security.

Conclusions and general recommendations

In summarizing the discussed theses in the article, we emphasize that the formation of a “roadmap” to address the consequences of forced internal population migrations in the context of intensified socio-economic and humanitarian situations in regions and the country should focus on supporting and integrating internally displaced persons (IDPs) and utilizing their human capital within the regional economy. From our perspective, achieving this goal is possible through active cooperation between local government authorities (administrations at all levels, their relevant departments responsible for social affairs and economic development), local self-governance and under the overall coordination of central executive bodies. It is important to direct joint efforts towards the following strategic directions:

- 1) First and foremost, in the context of humanitarian and economic challenges, the question of **renewing regional and local development strategies, as well as targeted state programs** (in the field of regional development, social policy, economy, trade, etc.), becomes relevant. In this process, it is

important to utilize “new variables” within the framework of strategic regional and community development planning: updated statistical information on the region’s socio-economic and demographic situation; the assessment of public sentiments and the needs and expectations of the local population and internally displaced persons (IDPs) (which can be achieved through sociological surveys or other forms of polling); analysis of supply and demand in the labor market in terms of professions and specialties (suggestions regarding this will be presented below); the number of relocated enterprises (if any), and so on. An important condition for the success of updating strategic and programmatic documents is the involvement of experts and scholars, especially professionals in the field of strategic planning and project management, among others.

- 2) **The establishment of systematic registries of internally displaced persons (IDPs) categorized by qualifications** with the aim of facilitating their employment (within host communities, neighboring communities or through resettlement) within communities or engaging them in productive activities. This involves creating “information banks” about IDPs that, in addition to personal data (full name, place of permanent residence, age, gender), will contain information about their education, profession, the position they held before their forced displacement and their contact details. Such information should be regularly updated and forwarded to regional military administrations for consolidation and processing.
- 3) **The implementation of training programs, skill enhancement and requalification initiatives for internally displaced persons (IDPs)** who can be engaged as new employees in evacuated enterprises within communities. To achieve this, it is necessary to involve higher education institutions, specialized training centers, associations of local self-government bodies, civil society organizations and business associations in the regions. It is worth noting that to ensure efficiency and reach a wider audience, utilizing distance learning opportunities is desirable. This can involve creating open online courses, utilizing communication software for internet telephony and other relevant methods.
- 4) In terms of **providing necessary conditions for accommodating IDPs**, we would like to highlight several important priorities:
 - Ensuring the unimpeded supply and creation of necessary reserves of food, hygiene products and other household goods in accordance with the population growth in each community, based on appropriate interregional cooperation.
 - Ensuring the stability of infrastructure and utilities in communities in the face of increased demand resulting from the influx of internally displaced persons and the establishment of additional production facilities. This includes maintaining the functionality of water supply and sewage systems, waste management and disposal, public transportation, commercial networks and ensuring adequate capacity of power lines, among other aspects.
 - Ensuring the quality provision of public services at the level of territorial communities that receive evacuated individuals, taking into account the significant increase in population, with the necessary additional staffing and material-technical resources, and leveraging the opportunities of international technical assistance. For example, in Ukraine, the “Diia” application and online portals for government services are partially used for such purposes. In Zakarpattia oblast, a separate application called “Dopomoha Zakarpattia” has been created, and it primarily focuses on internally displaced persons.
- 5) Organizing mental, psychological and educational adaptation programs for internally displaced persons (IDPs) and preventing conflicts between IDPs and the local population, including by involving IDPs in the processes of self-organization within the host communities.
- 6) Based on the experience of Zakarpattia oblast, we emphasize that in large-scale forced internal migrations, the construction of temporary housing (such as modular houses) is a useful step; however, it does not solve the problem of accommodating internally displaced persons (IDPs), the majority of whom either rent housing or stay with individuals who have provided them shelter. As mentioned above,

this situation leads to a sharp increase in rental and property prices. Therefore, other relevant steps include, firstly, providing financial assistance to IDPs to partially cover their housing expenses, as well as making payments to individuals who offer free shelter to IDPs (particularly to compensate for their utility expenses, etc.).

- 7) The experience of Zakarpattia demonstrates the effectiveness of using digital tools such as the developed Ukrainian application «Dii» (Eng. «Action») and the information portal «Dopomoha Zakarpattia» (Eng. «Help Zakarpattia») created based on it. Such tools are valuable in the face of challenges related to the registration of displaced persons and the dissemination of relevant information for them.

Finally, it should be noted that in the face of economic and humanitarian challenges, the responsibility for monitoring the situation and making timely decisions to address pressing issues lies not only with central authorities but also with regional and local governments. It is objectively recognized that state structures may not always be able to provide timely and effective solutions to urgent problems in all spheres. Therefore, it is important to realize the potential of collaboration between government and civil society, including non-governmental organizations, volunteers, experts, the scientific community, and so on.

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