

# KEY MESSAGES

7 APRIL 2022

## AID TO UKRAINE: GOOD PRACTICES AND COORDINATION ISSUES



Produced as part of the "Learning and Innovating to Improve Crises Responses" project, funded by:

## THE WAR IN UKRAINE

The war in Ukraine has rapidly taken the form of a series of conflicts in urban contexts. Urban warfare has a long history, but unfortunately, we can see from this conflict just how topical it remains. Generally, a first phase involves imposing a siege and forcing the city to surrender by making living conditions impossible. The sieges of Constantinople, Troy, Stalingrad and so many others are being reproduced as food and water supplies to Ukrainian cities are cut (with the addition of electricity supplies in the modern world). Throughout history these sieges have generally led to massacres, with populations put to the sword, and women and children raped and enslaved. In Ukraine's recent history, the same chain of events took place at the beginning of the Second World War, with the siege of Kiev by the Wehrmacht whose atrocities are still present in the popular imagination. For many Ukrainians, the idea of surrendering after a siege is impossible. As for the Russian camp, even though current International Humanitarian Law bans such practices targeting civilians, the Kremlin clearly does not care, as is evident from its previous actions in Chechnya and Syria.

If the Russians fail to force the Ukrainians to surrender by means of sieges, the alternative for the Russian army is an offensive with tanks and troops on the ground. From a military point of view, this would be more complicated. In such a scenario, Ukrainian resistance snipers, home-made explosive devices and mines, as well as ambushes, suicide attacks and other 'weapons of the weak' would make the Russian troops' progress slow and dangerous. In order to save troops, armies adopt a simple strategy of total destruction with the attendant terror that this brings. Modern urban warfare therefore consists of intense bombing to avoid placing an army on the ground who would have to combat guerrilla forces one street - and one building - at a time. Cities are left in ruins and their terrified populations have nowhere to go and nowhere to hide. The objective of this form of urban war is of course to encourage leaders to surrender so that their populations are not massacred. As such, there are two competing objectives: on the one hand, increasing the destruction, and therefore the terror, and on the other, resisting<sup>1</sup> (when we are dealing with major shocks of this kind, it is no longer appropriate to speak of resilience).

➔ **Coordination with municipal authorities is essential. They are the best placed to guide aid organisations in crises of this kind.**

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<sup>1</sup> See « Guerres en villes et villes en guerre : crises urbaines et défis humanitaires face aux conflits armés », *Urbanités*, 8 November 2013 : <https://www.revue-urbanites.fr/guerres-en-villes-et-villes-en-guerre-crisis-urbaines-et-defis-humanitaires-face-aux-conflits-armes/>  
See also : <https://www.urd.org/en/publication/proceedings-of-the-seminar-cities-and-crisis-the-challenges-of-humanitarian-aid-in-urban-areas-2015/> & <https://urd.org/wp-content/uploads/2020/04/Rapport-ECHO-Urba-ALNAP-final.pdf>

## SHORT-TERM HUMANITARIAN REPERCUSSIONS

**The methods of warfare described above have terrible humanitarian consequences**

### **LIFE IN BUNKERS, THE COMPLEXITY OF DESTROYED ENVIRONMENTS AND THE CHALLENGE OF GETTING PEOPLE OUT OF THE RUBBLE**

In the media, we have seen people taking shelter in the underground, in bunkers, in basements and in blind spots away from the windows in their flats. In these conditions, it becomes both an obsession and a high-risk venture to find food and drink, as well as to maintain lighting and means of communication. How many people in Mariupol will lose their lives looking for bread or candles, as happened in Sarajevo? We have also seen the heroism of the Ukrainian firefighters and rescue workers. These Ukrainian civil protection forces<sup>2</sup>, who are generally well equipped and well prepared, have often been trained alongside their Russian counterparts of EMERCOM during joint simulations. These are the same people, in their large jackets, who we saw in Syria with the White Helmets, many of whom lost their lives serving others.

→ It is essential that all 'search and rescue' activities are coordinated with the Ukrainian firefighting forces, Civil Protection forces and the police in the event that forensic work is required when bodies or remains are found.

### **CONSIDERABLE HEALTH ISSUES**

As was the case in the Balkans in the 1990s, health has rapidly become a problem in the Ukrainian cities that are being bombed. Whether it is those already in hospital or victims of the conflict who require complex surgery and where blood is needed for transfusions, how can patients be treated in hospitals without water, electricity or medicine? What is more, what can be done to deal with all the chronic pathologies that affect aging, urban western populations, such as diabetes, and the need for insulin, or heart problems? What is to happen to the people who suffer from these conditions and suddenly find themselves without vital medication?

All medical interventions that take place in hospitals (such as childbirth, etc.) have become very complicated. Sugg: To make things worse, medical personnel have deserted the hospitals out of fear that they will be targeted by the Russian bombs.. This is the same situation that we saw during the siege of the martyred city of Alep, where doctors operated on the wounded in the basements of buildings. Also, as the dead cannot be given a proper burial, they are either left in the street or end up in mass graves. In certain cities, the morgues no longer have electricity and are rapidly filling up. For the moment, only the freezing temperatures at night have prevented the bodies from rotting. As the temperatures rise, the situation will rapidly degenerate and there will be more terrible scenes of mass graves.

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<sup>2</sup> [https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewjoq6vkrfD2AhUrgv0HHfhPB4sQFnoECBkQAQ&url=https%3A%2F%2Fwww.unece.org%2Ffileadmin%2FDAM%2Fenv%2Fteia%2Fdoc%2FMoldova\\_13-14\\_Dec\\_2011%2F16\\_Synkov\\_Ukraine\\_eng.pdf&usg=AOvVaw2bCg2jBVYXI52byV5YuYV4](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewjoq6vkrfD2AhUrgv0HHfhPB4sQFnoECBkQAQ&url=https%3A%2F%2Fwww.unece.org%2Ffileadmin%2FDAM%2Fenv%2Fteia%2Fdoc%2FMoldova_13-14_Dec_2011%2F16_Synkov_Ukraine_eng.pdf&usg=AOvVaw2bCg2jBVYXI52byV5YuYV4)



The health system will require assistance in the following areas:

- The treatment of combat casualties (the severely wounded, blood supplies, polytrauma, following up cases treated in the very difficult conditions of a siege);
  - Healthcare related to the specific epidemiological profile of the Ukrainian population caused by urbanisation, an ageing population and diet, including excess weight, diabetes and heart disease. The treatment of these chronic diseases has been interrupted due to problems with the supply of medicines;
  - Basic healthcare (minor interventions, vaccinations, etc.): a central concern for Ukrainians has been access to chemists;
  - Dealing both in the short term and the long term with the psychological trauma that is inevitable when people are faced with terrible situations, including death and exile.
- Health sector assistance needs first of all to be coordinated with Ukrainian health institutions, such as the Ministry of Health and the hospitals that are still able to function. It should also be coordinated with the municipal authorities, where health issues are generally managed by a commission. When the international aid sector arrives to provide health assistance, it should work under the supervision of these mechanisms.

### **SURVIVAL IN THE AFFECTED AREAS WILL REMAIN AN ISSUE FOR SOME TIME**

Sometimes, when an attacking army cuts the water, electricity and gas supplies, the only solution is to establish humanitarian corridors or to distribute food and relief items. The situation in Ukraine is at a standstill as the proposed corridors to Russia and Belarus were obviously not acceptable to the Ukrainians and the other corridors are regularly targeted. Without an agreement, or at least one that is being respected, evacuating Mariupol and other cities under siege is a high-risk exercise.

It has been difficult to get aid into the conflict affected zones, but it has begun to arrive, mainly in the form of food, hygiene products, clothes, etc. The majority of this aid has been collected locally by Ukrainian solidarity networks and distributed via civilian organisations, sometimes with help from the diaspora or Ukrainian NGOs and movements linked to international NGO networks (such as CARITAS, which is working via different dioceses). It is not necessarily easy for traditional humanitarian NGOs to support the citizen-based networks that have emerged in Ukraine during the conflict because they are obviously not neutral, independent and impartial: they have come into existence within the terrible context of war to meet the vast needs caused by a conflict that is seen as unjust. Be that as it may, they have shown themselves to be effective and, without a doubt, essential actors in meeting the needs of the population. When they arrive, aid organisations need to treat these actors, who have often taken enormous risks to bring aid to civilian populations, with great humility.

- Coordination with the Ukrainian citizen-based networks, with the national bodies who manage aid (ministries and municipal authorities) and with the other international actors, such as donors, the main NGOs and the many different initiatives that exist, is a challenge due to the weak international coordination capacity and the complexity of citizen-based assistance, with a large number of actors who are not used to – or not willing to – coordinate with each other.
- This also means that coordination needs to be reinforced at the local and national level in the countries who wish to deliver aid. In France, local and regional state institutions will play an essential role, alongside civil society organisations, in this ‘upstream’ coordination. Specific mechanisms will need to be set up for this purpose.

### **FLEEING WAR ZONES AND GOING INTO EXILE**

One way of avoiding the trap of a city that is surrounded and being bombed is to flee. In Ukraine, millions of people have already fled, initially from one area of the country to another (internally displaced persons), then to neighbouring countries (refugees with various types of status). Ukrainians showed great support and solidarity towards those who were internally displaced, reminding us of the fundamental role of mutual aid when people are

under attack. The same can be said of the support given when people have gone to other countries. Neighbouring countries (Poland, Moldavia and Lithuania) have opened their borders, establishing mechanisms to take care of those arriving, distributing relief items and providing shelter in public buildings (sports halls, schools, etc.). Families have also opened up their homes. In Ukraine and in neighbouring countries, municipal authorities have played a central role in the response<sup>3</sup>, using stadiums and warehouses to provide shelter and store aid supplies before the arrival of aid organisations.

The response has gradually taken shape, with facilities to register refugees, distribute aid and organise their transfer to other zones, whether in the initial country of arrival or further afield. Thousands of families and many different cities throughout Europe have provided shelter and hospitality to Ukrainian families, based on the same principles of solidarity that we have seen recently in response to the arrival of migrants in France,<sup>4</sup> in Lebanon after the explosion in the Port of Beirut,<sup>5</sup> in the Roya Valley after Storm Alex,<sup>6</sup> or in Paris in the response to the joint 'migrant/Covid-19' crisis<sup>7</sup>. Obviously, it is regrettable that generosity of this kind does not always exist for other crises, but there are no small victories when generosity is concerned. It is also understandable that greater proximity is felt to people affected by a war that is so close.

On social networks, there have been many offers of hospitality. The High Commission for Refugees<sup>8</sup> is obviously very active, as are many European governments, including the French government,<sup>9 10</sup> but it is associations - whether formal or informal - and regional institutions<sup>11</sup>, who are on the front line. As is the case in many contexts, the containers that are continuing to arrive full of clothes, food and toys - which were initially very useful - have begun to be a problem. In the countries surrounding Ukraine, there are all kinds of goods, but associations currently need cash more than in-kind donations, which are difficult and expensive to manage. Here too, it is crucial that there is a transition from in-kind assistance to cash.

Departures for secondary host countries, whether organised by institutions in the host countries (municipal authorities, structures such as OFPRA<sup>12</sup>, etc.) or citizen-based networks of individuals or families, will need to be carefully prepared, taking into account the host country's legislation, its capacity to provide shelter, access to education and healthcare, and psychosocial support if necessary.

- ➔ **Coordinating the analysis of needs and deciding how best to meet these will require a great deal of effort from the institutions who coordinate aid, donors, the institutions in the countries concerned and the organisations who deliver aid.**
- ➔ **Accompanying the movement of refugees to shelter locations, host families or collective reception systems needs to be done in close coordination with the HCR and the host countries' institutions.**

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<sup>3</sup> <https://www.marseille.fr/mairie/actualites/marseille-se-mobilise-pour-l-ukraine>

<sup>4</sup> Leon V., 'Solidarity and migratory flows', Groupe URD, 2018 : [http://www.urd.org/wp-content/uploads/2018/09/lessolidaritesfacefluxmigratoires\\_groupeurd\\_2018\\_web.pdf](http://www.urd.org/wp-content/uploads/2018/09/lessolidaritesfacefluxmigratoires_groupeurd_2018_web.pdf)

<sup>5</sup> Grünewald, Durocher & Keldani, *Real-time evaluation of the response to the explosion in the Port of Beirut*, 2020 : [https://www.urd.org/wp-content/uploads/2020/10/ETRpostblastBeyrouth\\_ANG.pdf](https://www.urd.org/wp-content/uploads/2020/10/ETRpostblastBeyrouth_ANG.pdf)

<sup>6</sup> Grünewald F., *Evaluations of the response to Storm Alex*, 2020 & 2021 : <https://www.calameo.com/read/00368008687178aa8fdc5> & [https://www.urd.org/wp-content/uploads/2021/02/Rapport-ETR2\\_Roya\\_-2021\\_FINAL.pdf](https://www.urd.org/wp-content/uploads/2021/02/Rapport-ETR2_Roya_-2021_FINAL.pdf)

<sup>7</sup> Baché J., *Crises and emergency relief during the COVID-19 pandemic: what role can humanitarian actors play in France?*, Groupe URD, 2021: <https://www.urd.org/en/project/study-crisis-emergency-in-times-of-ovid-what-role-for-humanitarian-actors-in-france/>

<sup>8</sup> <https://www.unhcr.org/fr/urgence-ukraine.html>

<sup>9</sup> French government website [https://www.jeveuxaider.gouv.fr/engagement/benevolat-ukraine/?utm\\_source=adwords&utm\\_campaign=&utm\\_agid=134411518695&utm\\_term=accueil%20r%C3%A9fugi%C3%A9s%20ukraine&creative=585793377323&device=c&placement=&adposition=&gclid=CjwKCAjwopWSBhB6EiwAjxmqDXnk17mwtaQUhVeuOC0wuRjE3qI3F2K13Bze28bZGS5C7O-v047R6RoC6igQAvD\\_BwE](https://www.jeveuxaider.gouv.fr/engagement/benevolat-ukraine/?utm_source=adwords&utm_campaign=&utm_agid=134411518695&utm_term=accueil%20r%C3%A9fugi%C3%A9s%20ukraine&creative=585793377323&device=c&placement=&adposition=&gclid=CjwKCAjwopWSBhB6EiwAjxmqDXnk17mwtaQUhVeuOC0wuRjE3qI3F2K13Bze28bZGS5C7O-v047R6RoC6igQAvD_BwE)

<sup>10</sup> <https://parrainage.refugies.info/>

<sup>11</sup> <https://www.lyon.fr/actualite/solidarite/accueil-des-refugies-ukrainiens>

<sup>12</sup> <https://www.ofpra.gouv.fr/>

## **PROTECTION AND RIGHTS**

Extreme vigilance will also be needed in terms of protection: child trafficking and prostitution networks, etc. will be ready to prey on these distressed, uprooted and often traumatised people. They will do anything to exploit the misery of the Ukrainians.

- ➔ Coordination will need to be put in place between those responsible for protection in host countries (including police and legal systems) and specialised agencies, such as HCR for refugees and UNICEF for children.

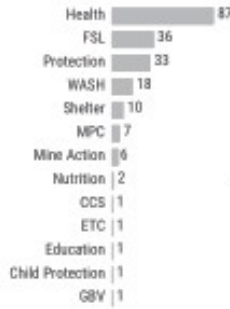
**WHO IS DOING WHAT, WHERE?**



**UKRAINE**  
3W - Operational Presence Map  
As of 24 March 2022

**NUMBER OF PARTNERS**

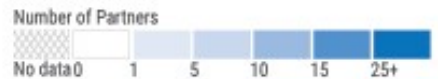
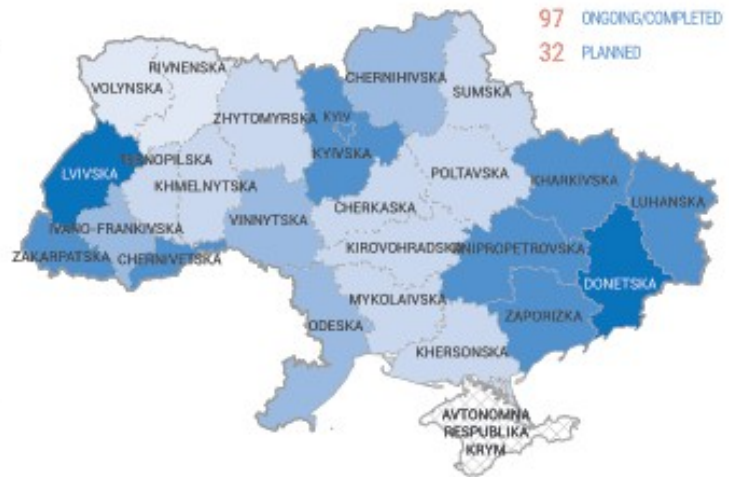
**BY CLUSTER**



**BY TYPE**



**113\*** PARTNERS WITH PLANNED, ONGOING AND COMPLETED PROJECTS



**COORDINATION & COMMON SERVICES**



**EDUCATION**



**FOOD SECURITY & LIVELIHOODS**



**EMERGENCY TELECOMMUNICATIONS**



**HEALTH**



\* In the 3rd round of data collection the Health and FSL cluster partially anonymized some partner names. As a result, we were not able to calculate the distinct number of partner organizations and maintained the number from prior round of 3W.

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.  
Creation date: 24 Mar 2022 Sources: Humanitarian partners Feedback: [www.unocha.org](http://www.unocha.org) [www.reliefweb.int](http://www.reliefweb.int)



## aid when the active conflict is over

### **ONE DAY PEACE WILL RETURN**

Peace could take a variety of forms: a 'just peace', with the instigator of the conflict forced to withdraw; an 'unjust peace', following Ukraine's surrender to avoid a blood bath; or peace imposed by the international community if public opinion is no longer willing to put up with pictures of the dead. At some point, particularly if economic sanctions end up hurting Russia, pressure to impose peace will bear fruit. The Ukrainian population will then have the 'choice' to go home where the situation will be extremely difficult. In the scenario of an unjust peace, it is unlikely that there will be a great deal of funding for the reconstruction and the population will increasingly turn to the option of exile. In the other scenarios, there will no doubt be a vast amount of reconstruction aid, but with a lot of competition between donors. The Ukrainian government will need to coordinate this.

### **DEALING WITH ZONES DESTROYED BY THE FIGHTING AND BATTLEFIELDS**

In many contexts, there continues to be danger after the war has ended due to unexploded bombs (UXO), mines, etc. in the ruins which make decontamination dangerous and expensive.

- In order to be as effective as possible and to prevent risks both for demining teams and the population, specific resources will be needed, coordination with the Ukrainian army and its demining teams will need to be reinforced, based on the mapping of conflict zones developed by certain NGOs, news agencies<sup>13</sup> and institutions specialised in the analysis of conflict and war crimes.<sup>14</sup>

### **ENSURING THAT CROPS ARE SOWN ON TIME**

Ukraine is essentially an agricultural country whose production is both a national and international issue, given its contribution in terms of cereal, oil and protein crops to the world's food balance. The majority of Ukrainian agriculture is based on small farms with a mixture of crops and livestock and little mechanisation. The crops grown on Ukraine's heavy black soil are sensitive to drought and the cold. What is more, the sowing of crops in the autumn was disrupted and there is a significant risk that the area sown in the spring will be reduced. The sowing period is limited by the country's climatic characteristics and soil. Between the winter frosts and the summer droughts, the soil cannot be ploughed and sowing can only take place during short periods. If the crops are not sown on time, this will have major consequences for the future. It will be essential to ensure that seeds and other agricultural inputs are available.

- Agricultural recovery will rapidly require resources and effective coordination to make sure that any problems with upcoming agricultural seasons do not turn into a long-term global food crisis.

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<sup>13</sup> <https://fr.bellingcat.com/>

<sup>14</sup> <https://www.amnesty.fr/focus/guerre-en-ukraine-enquete-possibles-crimes-de-guerre>



## **DEALING WITH THE DEATH AND LOSS OF LOVED ONES**

In this type of urban conflict, based on ambush warfare, a significant number of civilians and soldiers who are killed are recorded as « missing », either because their bodies have not been found, or because they have been put in mass graves in the rush during bombings. The Ukrainian police had significant forensic resources before the conflict but will no doubt need to be given support given the scale of the task at hand to allow hundreds, if not thousands of people to mourn their loved ones.

- Close coordination will be needed between the Ukrainian social and medical services on the one hand, and specialised international aid organisations on the other in order to ensure that there is coherence between their approaches, protocols and aid packages aimed at helping people who are often in great distress.

## **THE MODERNISATION OF AGING AND DAMAGED INDUSTRIAL INFRASTRUCTURE**

In 2020 we ran a course on managing the risk of technological and environmental accidents in the zone bordering Donbass (due to shelling in areas where there are numerous dangerous sites: fuel storage, chemical products, etc.). We were able to observe the aging, and sometimes dangerous, state of Ukrainian infrastructure. Much has been destroyed or seriously damaged during the current conflict. The issue of 'damage and reparations' will no doubt figure in negotiations.

- A large-scale 'Marshall Plan' will be needed. Its implementation will require coordination between governments, regional authorities and multilateral mechanisms.

## A NUMBER OF USEFUL REFERENCES

### **INTERNATIONAL**

<https://www.unocha.org/ukraine>

<https://reliefweb.int/report/ukraine/ukraine-humanitarian-supplies-and-pipeline-25-march-2022>

### **FRENCH GOVERNMENT**

<https://www.diplomatie.gouv.fr/fr/politique-etrangere-de-la-france/action-exterieure-des-collectivites-territoriales/actualites/2022/article/action-ukraine-aide-d-urgence-pour-les-populations-victimes-ouverture-du-faceco>

[https://www.jeveuxaider.gouv.fr/engagement/benevolat-ukraine/?utm\\_source=adwords&utm\\_campaign=&utm\\_agid=134411518695&utm\\_term=accueil%20r%C3%A9fugi%C3%A9s%20ukraine&creative=585793377323&device=c&placement=&adposition=&gclid=CjwKCAjwopWSBhB6EiwAjxmqDXnk17mwtaQUhVeuOC0wuRjE3qI3F2K13Bze28bZGS5C7O-v047R6RoC6igQAvD\\_BwE](https://www.jeveuxaider.gouv.fr/engagement/benevolat-ukraine/?utm_source=adwords&utm_campaign=&utm_agid=134411518695&utm_term=accueil%20r%C3%A9fugi%C3%A9s%20ukraine&creative=585793377323&device=c&placement=&adposition=&gclid=CjwKCAjwopWSBhB6EiwAjxmqDXnk17mwtaQUhVeuOC0wuRjE3qI3F2K13Bze28bZGS5C7O-v047R6RoC6igQAvD_BwE)

<https://www.ofpra.gouv.fr/>

<https://parrainage.refugies.info/>

### **FRENCH REGIONAL AUTHORITIES**

<https://cites-unies-france.org/CUF-Ouverture-d-un-fonds-de-solidarite-pour-l-Ukraine>

<https://www.lyon.fr/actualite/solidarite/accueil-des-refugies-ukrainiens>

<https://www.lyon.fr/actualite/solidarite/accueil-des-refugies-ukrainiens>

<https://www.francebleu.fr/infos/societe/un-nouveau-centre-d-accueil-des-refugies-ukrainiens-inaugure-a-creteil-1647367699>



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