

## The new State Strategy on Internal Displacement

Russia’s war on Ukraine starting in 2014 and further escalating into a full-scale invasion in 2022 has forced millions of Ukrainians into displacement. The Government of Ukraine has since responded to resultant challenges. On 10 June 2026, in a milestone decision, the Cabinet of Ministers adopted the new five-year State Strategy on Internal Displacement (2026 to 2030) and the associated Operational Action Plan. It is the fourth national strategy on internal displacement since 2017, but the first to treat displacement as a continuous pathway, handling evacuation, adaptation, local integration and voluntary return as connected stages.

The new strategy reinforces Government leadership, direction and coherence to the state policy on internal displacement. It addresses internal displacement systematically from evacuation to durable solutions and emphasizes national responsibility by adopting clear ministerial leadership and a whole-of-government approach to managing Ukraine’s large-scale internal displacement situation. Overall, the strategy reflects the government’s commitment to transition to a systematic policy on internal displacement and a comprehensive approach to supporting internally displaced people (IDPs) across Ukraine. In an important step toward strengthening and enabling implementation of the strategy, law No. 12301, adopted on 1 July 2026, provides the updated legal and normative framework needed to operationalize its objectives, particularly around coordination, displacement solutions, and support for IDPs.

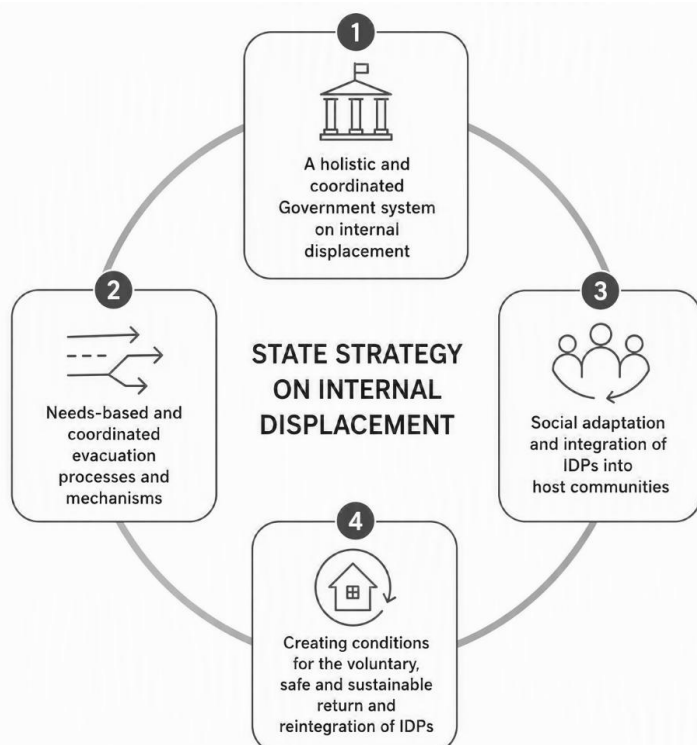
### Background

The new strategy was developed through a consultative process involving Ministries and other central state bodies, regional authorities, the Ombudsman of Ukraine, interested members of parliament, and communities. IDP councils, civil society, and international and regional organizations played an active role in the development of the strategy. This inclusive process ensured lived experience and expertise across a broad range of stakeholders fed into the strategy and its accompanying operational action plan.

As a rights-based instrument, the strategy was informed by regional and international human rights law and aligns with the relevant national legislative framework as well as central international frameworks governing internal displacement, notably the UN Guiding Principles on Internal Displacement or the IASC Framework on Durable Solutions for IDPs.

Advocacy and support for the development of the State Strategy on Internal Displacement in close cooperation with the Government of Ukraine has been a focus of UNHCR’s work over the past year as part of the UN Durable Solutions Initiative led by the UN Resident Coordinator. The strategy’s adoption presents both a result as well as a starting point. Going forward, priority will be given to supporting the implementation of the strategy and its operational action plan as part of the UN Durable Solutions Initiative and in close cooperation with the Government of Ukraine.

### Strategy’s Purpose and Goals



The strategy views internal displacement as an interrupted life cycle requiring restoration. It therefore aims to establish and implement a comprehensive, systematic approach to internal displacement comprising a set of measures through which the state provides timely and adequate support to all persons who have experienced, or may experience, internal displacement – including those previously residing abroad – from the onset of displacement-related circumstances, throughout displacement, and towards durable solutions.

- This purpose is translated via four interconnected strategic goals and supported by an ambitious operational action plan.
- The strategy is people-centred and places focus on restoring people’s agency and self-reliance and ensuring support tailored to individual needs over status.
- A coordinated whole-of-Government approach, partnership with territorial communities, and institutionalized participation of IDPs are key pillars for implementation.

## Overview

**Key highlights:** The new strategy strengthens national ownership through a whole-of-government approach, enhanced coordination, partnerships with territorial communities, and meaningful IDP participation. By connecting evacuation to durable solutions within a single framework, it promotes early action on solutions to prevent protracted displacement. A digital support platform will facilitate implementation and access to services, while the strategy's rights-based approach reaffirms Ukraine's commitment to international standards.



### Reinforced government leadership and role of communities and IDPs

- The strategy strengthens government leadership through a whole-of-government approach and a coordination platform led by the Ministry of Social Policy, Family and Unity that brings together government institutions at central and regional levels, territorial communities, IDP councils, civil society, and international partners.
- It recognizes territorial communities as central to implementation, with a target for 75% of communities to integrate IDP needs into their planning and budgets. Support to communities hosting IDPs and advancing durable solutions is a key strategic outcome.
- The strategy also seeks to institutionalize meaningful IDP participation through stronger IDP councils and the systematic use of IDP feedback to inform policy implementation and development.

### Addressing internal displacement systematically

- The strategy establishes a continuous support system from evacuation to durable solutions, further supported through the establishment of the digital platform – the 'IDP Pathway'.
- Rather than treating evacuation, adaptation, integration, and return as separate pillars, it brings them together in a coherent framework that supports the restoration of rights, access to housing, employment, social protection, basic services, and participation in community life.
- This marks an important shift to a comprehensive, solutions-oriented approach that links emergency response with long-term recovery and embeds internal displacement within Ukraine's broader people-centred recovery and social sector reform agenda.

**Supported by an ambitious operational action plan:** The four strategic goals frame the accompanying action plan for the first half of the implementation period (2026 to 2028). The plan outlines 21 tasks and 104 measures to action in order to successfully reach the strategy's goals.

- **Strategic goal 1 – State support system:** Measures support the establishment of a people-centred and coherent support system on internal displacement. Actions include the establishment of the coordination platform, legislative alignment, digital enhancements, including the 'IDP Pathway' as well as the institutionalization of IDP participation.
- **Strategic goal 2 – Evacuations:** Measures strengthen the State's role in evacuations and moving from a logistics-driven to a needs-based model with decisions on evacuation, accommodation and onward pathway made based on people's needs and reception capacities, turning the emergency approach to evacuations into a managed process.
- **Strategic goal 3 – Social adaptation and integration:** Measures and targets of this goal are the most ambitious, focusing on access to housing and employment, reducing reliance on social benefits, and supporting social integration. Together, these efforts aim at restoring agency and self-sufficiency while strengthening social cohesion.
- **Strategic goal 4 – Conditions for return:** Measures aim at establishing a systematic and coherent state policy on return that encompasses all IDPs and those who return from abroad that is based on the principles of voluntariness, safety and informed choice.



Responsibility for action is attributed across more than 40 actors emphasizing the importance of the coordination mechanism foreseen under the Strategy. That said, two Ministries – Social Policy and Development – alongside regional government and territorial communities assume most responsibility for implementation.

42 measures have defined timelines, while 62 are either open-ended, recurring or conditional. Of the measures with timelines, more than half (24) are due before the end of 2026 with a focus on normative work, setting an **ambitious pace for the strategy's implementation**.

The measures foreseen in the action plan fall into two categories – **systems strengthening and direct delivery**. While 58 measures aim at building a comprehensive system addressing internal displacement, 46 measures are about direct support to IDPs.

The **strategy's financing** will come from state and local budgets, as well as other sources not prohibited by law, including financial and technical assistance provided by international organisations, donors and financial institutions.

All tasks and measures come with assigned responsibilities, creating accountability. Regular monitoring and reporting by the Ministry of Social Policy, Family and Unity to the Cabinet of Ministers further support accountability for the strategy's implementation. Given the envisioned pace of implementation for the remainder of 2026, an initial assessment of the level of implementation will be possible in early 2027.

## Recommendations

- Support the strategy's systematic approach to internal displacement:** The strategy underscores that effectively addressing and resolving internal displacement requires a systematic approach, with strong support across all levels of government – including local self-government, which is critical for implementation – as well as among humanitarian, recovery, and development actors, including international donors and financial institutions. Accordingly, support to both the strategy and its implementation should be prioritized within humanitarian and recovery planning frameworks, as well as in financial decision-making.
- Sustain political and financial commitment:** The strategy represents a strong statement of intent, backed by existing, financed state programmes, such as the subvention mechanism to expand access to adequate housing for IDPs. Sustained political and financial commitment will be essential going forward, reflected in prioritization within state and local budgets, alongside commensurate technical, political, and financial support from international donors and partners. In particular, further support is needed to develop financial instruments that enable territorial communities to implement the strategy effectively.
- Strengthen whole-of-government approach and coordination:** A key strength of the strategy lies in its emphasis on national ownership, with clear ministerial leadership, a whole-of-government approach, and the establishment of a dedicated coordination platform on displacement, supported by a digital mechanism. This institutional architecture is central to the strategy's success and requires strong and sustained political backing and support.
- Contribute to enhanced participation of IDPs:** The strategy's recognition of the role of IDPs in improving policy effectiveness is critical. Translating this into practice will require strengthening the role and capacity of IDP councils, ensuring they can sustainably fulfil their function.
- Promote integrated, multi-sectoral responses for displacement solutions:** The strategy adopts a durable solutions-oriented approach and highlights the need for integrated support across housing, employment, social protection and community participation sectors. Effective operationalization of the strategy therefore requires integrated, multi-sectoral programmes for displacement solutions rather than siloed sectoral interventions. National and international humanitarian, recovery and development organizations should focus on IDPs at greatest risk of protracted displacement with such programmes thereby making a tangible contribution to durable solutions.

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## FOR MORE INFORMATION:

- The texts of the State Strategy on Internal Displacement 2026 to 2030 and Action Plan 2026 to 2028 are available [here](#) in Ukrainian.