

Gender dimension of the COVID-19 pandemic



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Gender responsive
budgeting in Ukraine



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Summary of gender analysis findings

The COVID-19 pandemic not only deals heavy blows to the global financial and economic system but also affects human rights and gender equality substantially. As previous experience shows, women and men feel consequences of crisis situations differently.

Women, particularly from the most vulnerable groups (unemployed, women bringing up their children alone, women with disabilities, older women) suffer the most in terms of the loss of economic opportunities and deterioration of their health. It is especially important now that the public finance management systems should take consideration of gender impact of the measures aimed to overcome the COVID-19 pandemic. Any decisions on reallocation of

public funds related to the need to combat the coronavirus should take into account the needs of women, men and different subgroups of these categories (young and older women/men; women/men with disabilities, etc.). If the decisions are gender blind they cause long-term impact on women and men's access to the labour market, unemployment rate, income, distribution of time for productive and reproductive work, consumption, decision-making process, etc.

Based on analysis of the gender impact of the COVID-19 as well as of how the governmental measures to overcome it have affected the life of women and men in Ukraine, the following conclusions can be drawn:

Employment and income

- Women prevail among workers in the sectors that have faced the state budget financing cutback: culture and arts, education and science, physical training and sports.
- Due to institution of the quarantine measures, disproportionately high losses have been caused to enterprises in non-food retail, hotels and tourism, education, and restaurants. Since it is women who constitute an overwhelming majority among both staff workers and managers of these enterprises, they have suffered great loss due to suspension of operations in these fields.
- The ban on passenger deliveries by public transport has strongly affected men's employment and income level because it is they who constitute an overwhelming majority of staff workers and private company managers in this sector.
- The unemployment rate in January-April 2020 was 31.0% higher compared to the corresponding period of 2019. Women account for 57.0% of the registered unemployed but only 25.0% of those placed in a job.
- In view of the existing gender pay gap, women who have lost their jobs and income have a much lower amount of savings allowing them to survive the crisis decently than men do.
- Female entrepreneurs have limited access to credits because they don't have property to offer as mortgage.
- Women have faced a heavier burden because of doing housework and care work during quarantine.

Pensions

- Institution of the quarantine measures will impact the rate of future pensions and retirement age for women and men who have lost their jobs and earnings.
- While the quarantine measures are in force, more than 300 thousand pensioners living in the non-Ukraine-controlled territories cannot receive their pensions because there are restrictions on crossing of the contact line.
- The post offices where pensioners receive their pensions pose a high risk of coronavirus infection because they are usually crowded with people some of which can be sick.

Social protection

- For unclear reasons, child allowance has not been provided to individual entrepreneurs belonging to the 3rd taxpayer group though they have also incurred losses due to imposition of quarantine.
- The female and male internally displaced persons living in collective centers face shortage of hygiene items and personal protective equipment.

Domestic violence

- The rate of domestic and gender-based violence has grown during the lockdown.

Health care

- Women are in a majority among those infected with coronavirus.
- Medical and support staff providing services to coronavirus patients face low supply of personal protective equipment.

- Since women make up an overwhelming majority among medical workers and support staff they face a higher risk of contracting COVID-19.
- Despite the Government's decision to make additional payments to the medical and other workers directly involved in COVID-19 elimination, they have faced a payment delay.
- Care work mostly done by women has no adequate reward.

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

Employment and income

- Provide targeted support to entrepreneurs and workers in the sectors that suffered the greatest losses during quarantine.
- Introduce a mechanism to compensate for interests on the loans repayment deadline of which falls on the period ending on the last day of the month in which quarantine expires.
- Develop a strategy of economic recovery after lifting of quarantine, based on the principles of gender equality, non-discrimination, and empowerment of women as preconditions for a sustained post-crisis economy.
- Create jobs in a targeted way for employment of women.
- Adopt a state program to support development of female entrepreneurship and provide appropriate institutional assistance.
- Implement a system for collection of data on the female entrepreneurs' training needs at every stage (from commencement of an enterprise's operations to rapid growth).
- When planning measures to overcome COVID-19, the Government should consider support to working parents with children.
- Employers should pursue a family-friendly policy including:
 - flexible work schedule: distance working, reduced working week, or guaranteed long-term leave for workers to be able to care for their children;
 - remote psychological support to working parents and their children that can include conversations, exercises, games and other activities.
- Carry out large-scale educational campaigns on harmonization of work, family and private life, equal division of reproductive work, and men's active participation in performance of parental responsibilities.

Pensions

- Provide pensions to persons living in the non-Ukraine-controlled territories.
- Take safety measures to minimize the risk of older persons' infection when receiving pensions at post offices; in particular, begin payment of pensions several days earlier to avoid concerns; fix different pension payment days for different pensioner categories to prevent simultaneous confluence of a large quantity of people; prioritize pensioners over other persons who transfer cash, etc.
- Disseminate among pensioners information about the opportunity of receiving home delivery services for their pensions or delegating the right to receive pensions to third parties.

- Banks should secure priority ATM access for older persons to receive pensions.
- Disseminate information on advantages and security of electronic pension payments.

Social protection

- Extend childcare allowance paid during the quarantine period and one month after lifting of quarantine to the IEs belonging to the third group of single-tax payers.
- Provide targeted support to women who bring up minor children without husbands and lost their job during quarantine.
- Strengthen targeting of housing subsidies by awarding them to the most vulnerable population groups.
- Strengthen targeting of state social support to the most vulnerable population groups, and ensure supervision of its delivery.
- Provide adequate targeted financial aid to the IDP women who lost their jobs during quarantine.
- Provide personal protective equipment and hygiene items to female and male IDPs living in collective centers.
- Conduct information campaigns in the host community to prevent marginalization, stigmatization and discrimination against IDPs during the COVID-19 pandemic.

Domestic violence

- Include recommendations for protection of those facing a threat of violence at home in the measures designed by the Government concerning self-isolation.
- Disseminate via all possible channels the information about the steps that will help cope with the domestic violence situation during quarantine.

- Intensify dissemination of information about that domestic violence is a criminal offence entailing liability.
- The Government and local self-governance bodies should apply efforts to identify all women and children who survived violence in the context of quarantine.
- Foresee growing demand for services as regards overcoming the consequences of violence after lifting of quarantine, and to provide for adequate financing.
- Allocate financing, by means of a social order, to non-governmental institutions and organizations that provide services to victims of violence.

Health care

- Introduce insurance of health care workers against coronavirus infection.
- Provide personal protective equipment to medical and support staff to the full extent.
- Ensure timely repayment of wage arrears to health care workers.
- Provide timely additional payments to health care workers involved in combating coronavirus.
- During the COVID-19 pandemic, implement mobile medical stations to ensure rural residents' access to health care services.
- Provide support to staff workers in the social assistance sector who care for older persons, persons with disabilities, sick individuals, etc., during the COVID-19 pandemic.
- Engage, by means of a social contract, non-public sector organizations in provision of social services during the COVID-19 pandemic.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

Employment and income

- Add collection of data disaggregated by sex, age and place of residence to the Uniform State Register of Economic Entities.
- Perform analysis of gender impact of the COVID-19 pandemic on the labor market situation of women and men.
- Intensify activities to reduce gender pay gap, and revise wages regularly in sectors where women concentrate.
- Carry out a national survey on allocation of time for housework and care work by women and men.
- Estimate the cost of unpaid work in Ukraine and its contribution to the country's GDP.

Social protection

- Undertake a pension system reform: implement a mandatory professional contributory pension system.
- Ensure average pension increase.
- Design a system of measures and incentives to involve pensionable-age persons, particularly women, in the labor market.
- Encourage economic activity and employment of low-income families receiving state social assistance due to change of social assistance provision mechanisms.
- Design a system of incentives for employers to recruit women affected by the war in the east of Ukraine.

Domestic violence

- Introduce state statistical reporting on preventing and combating domestic violence and sex-based violence.

- Design a list of indicators for central executive authorities to record cases of domestic and sex-based violence.
- Introduce continuous monitoring of quality of services rendered to persons who survived violence.

Health care

- Increase the labor remuneration level in the health care sector, and improve working conditions for health care staff.
- Analyze the level of access of women and men from different age and social groups to health care services during the COVID-19 pandemic.
- Analyze impact of socio-economic inequality on health differences between women and men, and use the data for subsequent planning.
- Adopt a new procedure for awarding and payment of cash allowance to persons providing social services on a non-professional basis.
- Develop and implement novel technologies of care for elderly persons, in particular, an electronic wireless personal alarm system for urgent communication with social service centers, and identification bracelets with QR code for persons with mental disorders.

Below we offer a detailed analysis of the gender impact of the COVID-19 pandemic and the governmental measures for its eradication.

Amendments to the State Budget of Ukraine

For the purpose of coronavirus control, and to overcome consequences of the pandemic by providing support to the country's residents and economy, the Government of Ukraine has revised the state budget for the current year¹.

The updated budget is based on a 3.9% GDP decrease (a 3.7% growth was expected earlier); 8.7% inflation and unemployment rate growth to 9.4%; national currency exchange rate of 29.5 UAH/USD (previously it was 27 USD/UAH).

A fund to combat coronavirus infection and its consequences for the duration of quarantine and 30 days after its lifting has been established at the state budget expense. UAH 64.7 billion has been allocated for the fund's operations. Initially, more than 120.0 billion was expected, however the Parliament did not vote for such a decision.

¹ Law of Ukraine "On amending the Law of Ukraine "On the State Budget of Ukraine for 2020", No. 553-IX of 13 April 2020, <https://zakon.rada.gov.ua/laws/show/553-20>

ACCORDING TO PLANS, RESOURCES OF THE ABOVE-MENTIONED FUND SHALL BE SPENT ON:

- procurement of goods, works and services required to combat the spread of, and eradicate, the pandemic, including procurement of medical services under the program of state guarantees for medical services to the population;
- additional wage increments to medical and other workers directly involved in COVID-19 eradication efforts;
- monetary aid to individuals, particularly older persons, large families, and group I and II individual entrepreneurs having children;
- lump-sum monetary aid to family members of the medical and other workers of health care facilities who perished (died) of COVID-19 acute respiratory disease;
- transfer to the Pension Fund of Ukraine;
- financial aid, on a repayable or non-repayable basis, to the Social Insurance Fund of Ukraine and the Fund for General Mandatory State Social Insurance of Ukraine against Unemployment;
- replenishment of the state budget reserve fund;
- renewal of state budget expenditure (including transfers to local budgets), and provision of loans from the state budget under the budget programs reduced because of establishment of the fund to combat the COVID-19 pandemic and its consequences.

A source of financing for the above-mentioned fund consists of the resources determined by reducing some budget allocations for key spending units which, in the Government's opinion, are not a top priority in the given situation. In particular, financing has been cut for the following items:

benefits and subsidies	by UAH 8.2 bln
financing for the State Regional Development Fund	by UAH 2.6 bln
development of physical training and sports	by UAH 2.3 bln
subvention for development of amalgamated territorial communities	by UAH 2.1 bln
operation of the Energy Efficiency Fund	by UAH 1.0 bln
subvention for social protection of teaching staff	by UAH 1.55 bln
payment of allowances to large and low-income families, persons with disabilities, etc.	by UAH 1.3 bln
population census	by UAH 1.2 bln
subvention for local elections	by UAH 1.15 bln
subvention for implementation of the program "Capable school for best results"	by UAH 1.0 bln

Culture and arts, education and science, physical training and sports bear the brunt of finance cutback. In previous years, these sectors suffered from chronic underfunding, and the Ukrainian cinema sector, book publishing, educational and cultural projects, and scientific research have recently achieved remarkable progress only due to purposeful financial support provided by the former government. The budget reallocation resulted in finance reduction for the Ukrainian Institute, the Ukrainian Cultural Fund, the Ukrainian Book Institute, and other cultural institutions. No financing will be provided to the Fund of the President of Ukraine for Support of Education, Science and Sports that was the source of scholarships for gifted students. The idea of establishing the Fund for Development of Higher Educational Institutions was also given up. Expenditure for grant support to research and development was decreased by 43 %, and financial support for scientific developments was completely discontinued.

Before the budget amendments were approved, managers of Ukraine's leading cultural institutions had appealed to the Government warning about a threat of the institutional system collapse and loss of a whole generation of talented creators and culture managers². Still, the financing was cut, though not to the extent planned earlier.

Reduced financing of social protection and social security — benefits and subsidies, allowances to large and low-income families and persons with

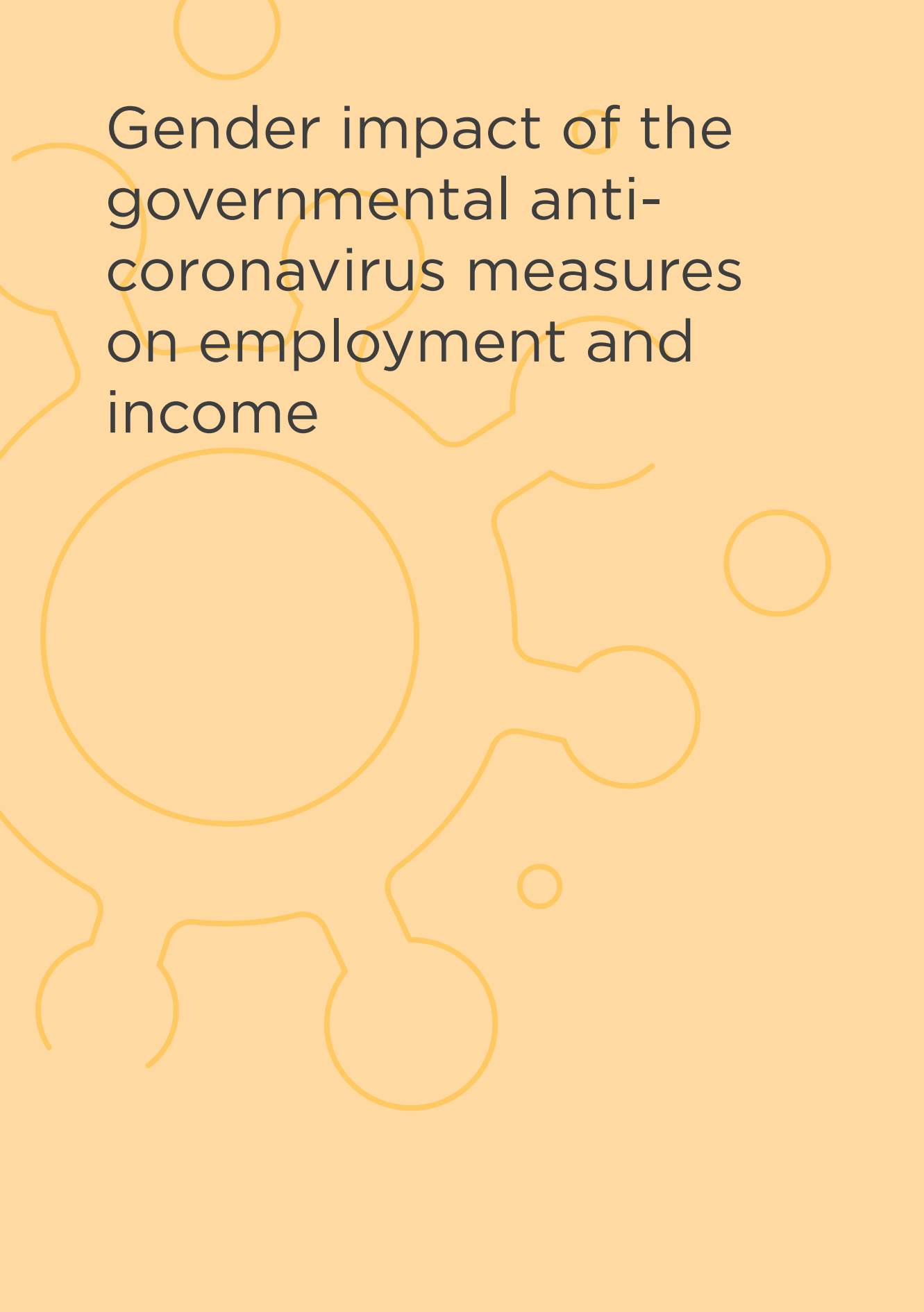
disabilities — will certainly hit the most vulnerable population segments. To mitigate adverse consequences of the imposed quarantine, the Government also implemented a number of measures to support older persons, individual entrepreneurs having children, persons who lost their jobs and registered with employment centers as unemployed, internally displaced persons, etc. A more elaborated analysis will be presented below.

Cutting down subventions for development of amalgamated territorial communities (ATCs) means a heavier financial burden on local budgets and decentralization reform slowdown. Curtailment of the local authorities' financial resource base makes it actually impossible for them to exercise their delegated powers. It means that women and men living in ATCs will not be provided to a full extent with quality and accessible services of education, primary health care, culture and arts, physical training and sports, public order and security, etc.

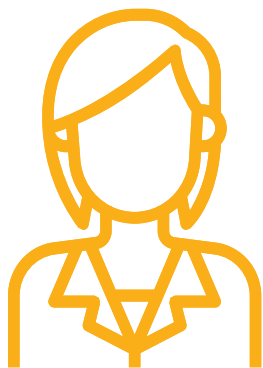
In general, when making financial decisions, the Government should be guided by a pyramid of priorities with people at the top of it — women and men in all their diversity with their needs and concerns. If priorities are aligned that way, then financing of the humanitarian sector, social protection, and decentralization reform is not cut down during a crisis because it is the human capital development that recovery from the crisis depends on.

² Address to the Cabinet of Ministers of Ukraine, the Ukrainian Institute, 25 March 2020, <http://ui.org.ua/adresstopm>

Gender impact of the governmental anti- coronavirus measures on employment and income

The background of the slide is a solid light orange color. It is decorated with various abstract line art elements in a slightly darker shade of orange. These elements include several circles of different sizes, some of which are partially cut off by the edges of the frame. There are also several irregular, wavy lines that meander across the page, creating a modern, organic feel. The overall aesthetic is clean and minimalist.

GENDER ISSUES IN THE LABOR MARKET THAT EXISTED IN UKRAINE BEFORE THE COVID-19 PANDEMIC



67,3% food services



84,6% postal and courier activities



71,9% finance and insurance



78,0% education



82,8% health care



68,0% arts, sports, entertainment and recreation

of which



67,8% creative, artistic and entertainment activities



79,1% functioning of libraries, archives, museums and other cultural establishments

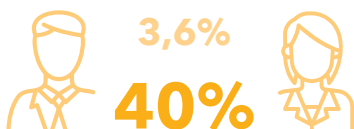
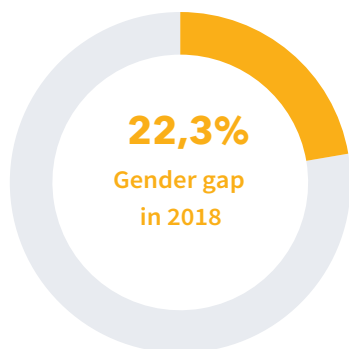
- Women in employment are more often employees rather than employers and self-employed persons (compared with men). Among women, 87% of those employed are employees (vs. 82% among men). At the same time, the percentage of self-employed persons among women is lower (12% vs. 16% among men) as is that of employers (0.8% vs. 1.5%)³.
- Horizontal segregation in the labor market: women are in the overwhelming majority among staff workers in a number of sectors such as accommodation and food service (67.3%); postal and courier activities (84.6%); finance and insurance (71.9%); education (78.0%); health care (82.8%); arts, sports, entertainment and recreation (68.0%) including creative, arts and entertainment activities (67.8%), functioning of libraries, archives, museums and other cultural establishments (79.1%)⁴.
- Vertical segregation in the labor market: women account for a lower percentage among managers of all enterprises and organizations — 40%. At the same time, percentage of female managers at legal entities is lower: women are heads of 30% of enterprises and organizations⁵.
- Women amount to more than 60% of legal entity managers in tourist services, theaters and concert halls, education, hairdressing and beauty salons.
- Women account for 60—76% of individual entrepreneurs in many retail sale categories (first of all retail sale of food).
- 94% of IEs engaged in the hairdressing and beauty treatment sector are women⁶.

³ Women and men in leadership positions in Ukraine. A statistical analysis of business registration open data. UN Development Programme in Ukraine, 2017, pp. 20—21.

⁴ Women and men in Ukraine. Statistics digest. Kyiv, State Statistics Service, 2019, p. 61.

⁵ Women and men in leadership positions in Ukraine. A statistical analysis of business registration open data. UN Development Programme in Ukraine, 2017, p. 21.

⁶ Women and men in leadership positions in Ukraine. A statistical analysis of business registration open data. UN Development Programme in Ukraine, 2017, p. 25.



- Sectors where an overwhelming majority (near or more than 80%) of managers are men include transport, construction, agriculture, extractive industry, and power engineering⁷.
- Women in Ukraine find it more difficult to start a business because of lack of access to resources. A woman finds it harder to take a bank loan because usually she has nothing to put as mortgage⁸.
- Average gender pay gap in 2018 was 22.3%. This gap in economic activity sectors varies: from 3.6% in education to nearly 40% in postal and courier activities⁹.
- Women in Ukraine, like throughout the world, spend much more time on housekeeping and care work. According to the UN Women's data, they do 2.6 times the unpaid care work that men do¹⁰. As a result of the disproportionate division of unpaid work responsibilities, women have less income, less property and rely on state services and social security to a greater extent.

IMPACT OF THE GOVERNMENTAL MEASURES ON EMPLOYMENT AND INCOME OF WOMEN AND MEN

The Resolution of the Cabinet of Ministers of Ukraine No. 211 of 11 March 2020¹¹, as amended by the Resolution No. 255 of 2 April 2020, banned “the work of ... public catering facilities (restaurants, cafés, etc.), shopping and recreation centers, other entertainment establishments, fitness centers, cultural establishments, trade outlets and consumer service facilities”¹².

⁷ Ibid, p. 32.

⁸ Report on the implementation in Ukraine of the UN Convention on the Elimination of All Forms of Discrimination against Women. The eighth periodic report. Ministry of Social Policy of Ukraine, UN Population Fund. Kyiv, 2014, p. 37, <https://ukraine.unfpa.org/sites/default/files/pub-pdf/CEDAW%20report%20ukr.pdf>

⁹ Women and men in Ukraine. Statistics digest. Kyiv, State Statistics Service, 2019, p. 56.

¹⁰ Turning promises into action: Gender equality in the 2030 Agenda for Sustainable Development. UN Women, 2018. — p. 93. <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/sdg-report-gender-equality-in-the-2030-agenda-for-sustainable-development-2018-en.pdf?la=en&ys=4332>

¹¹ Cabinet of Ministers of Ukraine Resolution No. 211 of 11 March 2020 “On preventing the spread in the territory of Ukraine of COVID-19 acute respiratory disease caused by SARS-CoV-2 coronavirus”, <https://www.kmu.gov.ua/npas/pro-zapobigannya-poshim110320rennyu-na-teritoriyi-ukrayini-koronavirusu-covid-19>

¹² CMU Resolution No. 255 of 2 April 2020 “On amending the Cabinet of Ministers of Ukraine Resolution No. 211 of 11 March 2020”, https://www.kmu.gov.ua/npas/pro-vnesenn-ya-zmin-do-postanovi-kabinetu-ministriv-ukrayini-vid-11-bereznnya-2020_n290320

Advanter Group research unit, in cooperation with the Ukrainian Institute for the Future, conducted a study on the Ukrainian business situation and prospects in light of quarantine measures and crisis developments in the economy (28.03—2.04.2020). The study indicates that both small and medium-sized business in Ukraine has already incurred substantial losses, and estimates possible income decline at almost 50% during 2020 (in particular, 28% of enterprises expect more than 60% decrease in income during the year).

38% of enterprises have no way of holding on longer than 2 months in quarantine settings. Those in non-food retail, hotels and tourism, education, and restaurants are the most vulnerable. More than 50% of enterprises in these subsectors have a 'safety margin' of up to 2 months at most¹³.

Since it is women who constitute an overwhelming majority among both staff workers and managers of these enterprises, they have suffered great loss due to suspension of operations in the above-mentioned activity areas.

Due to no possibility of undertaking public activities, workers of cultural institutions and culture producers have become one of the first to suffer from imposition of quarantine measures. The ban on exhibitions, concerts, film shows, and performances has resulted in a dramatic fall of income of all those who invested their time, efforts and money in development of culture and arts. Workers of this sector, among which women prevail, have found themselves with no jobs and earnings whereas managers have lost the resources that would have allowed them to pay wages.

As a result of the cutback in financing for education and science, namely in the subvention for social protection of teaching staff as well as for implementation of the program "Capable school for best results", ordinary teachers do not receive money for performance of additional

functions: extra payments for leaves, certain compensations, and other fringe benefits. Since women account for 78% of staff in this sector and their average monthly wage is UAH 7,245, it is women who will be adversely affected by the above-mentioned step.

The CMU Resolution also bans passenger deliveries by motor transport in urban, suburban, interurban and other traffic as well as by railroads¹⁴. In the transport sector, men account for 68.2% of staff workers¹⁵ as well as for a great majority of private company managers in this sector. Therefore, suspension of operations in this field has greatly affected men's employment and income level.

Imposition of the quarantine measures has led to a higher unemployment rate. The number of registered unemployed was 457,005 persons as of late April 2020, women accounting for 57% of them. The number of unemployed has increased by more than 145 thousand, or by 31% compared to the same period of the previous year. At the same time, women amount to only 25% among those placed in jobs¹⁶. It indicates there being a shortage of jobs for women in the labor market.

In terms of occupations, the largest group of registered unemployed consists of the workers employed in trade, public catering, and services where women are concentrated most of all. The workers engaged in servicing, operation and control of process equipment at industrial enterprises as well as vehicle drivers make up the second largest group. Men considerably prevail in numerical terms in this group. The third position belongs to executives and managers (directors).

According to expert estimates, continued quarantine measures will lead to increase in the number of unemployed by 2 million persons. Surveys demonstrate that 75% of companies take some or other measures to reduce their personnel expenses: lay off the personnel, or send people to unpaid leaves, or reduce a working day¹⁷.

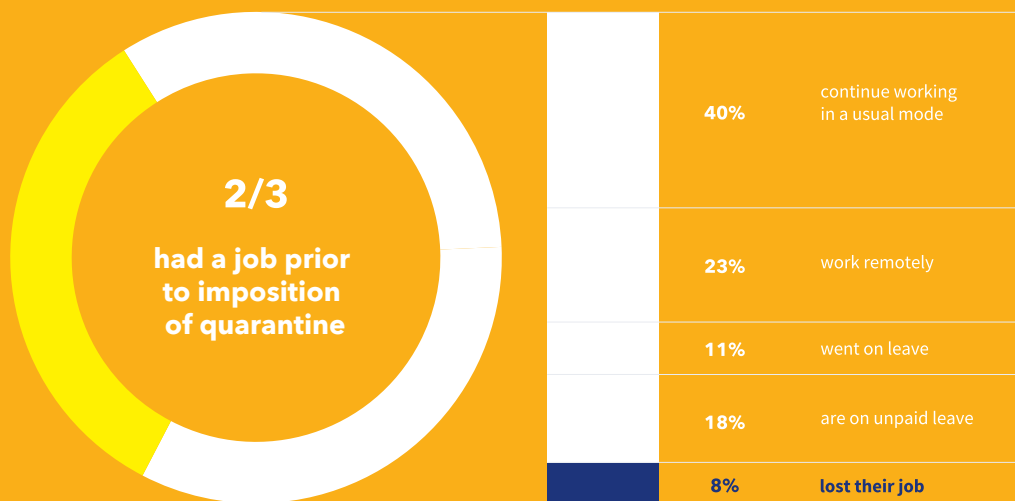
¹³ Що відбуватиметься з українським бізнесом [What will be happening to the Ukrainian business]. <http://chp.com.ua/all-news/item/66534-shcho-vidbuvatimetsya-z-ukrajinskim-biznesom>

¹⁴ Cabinet of Ministers of Ukraine Resolution No. 211 of 11 March 2020 "On preventing the spread in the territory of Ukraine of COVID-19 acute respiratory disease caused by SARS-CoV-2 coronavirus", <https://www.kmu.gov.ua/npas/pro-zapobigannya-poshim110320rennyu-na-teritoriyi-ukrayini-koronavirusu-covid-19>

¹⁵ Women and men in Ukraine. Statistics digest. Kyiv, State Statistics Service, 2019, p. 61.

¹⁶ Data on the number of registered unemployed and provision of services to them, and the number of registered vacancies (January-April 2020), State Employment Service, <https://www.dcz.gov.ua/publikaцыa/1-dani-shchodo-kilkosti-zareyestrovanyh-bezrobotnyh-ta-nadannya-vim-poslug-takozh>

¹⁷ Внаслідок карантину зростає приховане безробіття. Портал "Хвиля" [Hidden unemployment to grow due to quarantine, Hvylya portal], 24.04.2020. <https://hvylya.net/>



26%

of the respondents have no income after imposition of the quarantine measures

82%

of the respondents reported they had started saving money during quarantine

In case they stop receiving any income

55%



will have enough savings for less than a month

17%



will have enough savings for up to 2 months

8%



will have enough savings for up to 3 months

9%



will have enough savings for six months or more.

To provide wages to those in quarantine, the Government approved the Law “On amending some legislative acts of Ukraine intended to provide additional social and economic guarantees because of the coronavirus disease (COVID-19) spread” that was then passed on 30 March 2020. Staying in quarantine is equated to idle time through no worker’s fault. This time should be paid for by the employer at no less than 2/3 of the tariff rate of the grade/salary assigned to the worker¹⁸. Hence, employers who already lose money because termination of business have to pay their workers for the quarantine period. They may, though, apply for partial unemployment benefits for their workers during the quarantine period no later than 30 calendar days from suspension of production.

The Government recommended also that employers ensure distance (home) working as far as possible. Doing such work does not entail any limitation of workers’ labor rights. Unless the worker and the employer agree upon otherwise, distance (home) working provides for labor pay in full and within the timeframe set by a labor contract in force¹⁹.

Results of the survey undertaken by the Rating Sociological Group in April 2020 indicate that two-thirds of 2,000 respondents had had a job prior to imposition of quarantine. 40% of those having had a job prior to quarantine pointed out that they continued working in their usual mode after imposition of the restrictions; 23% reported working remotely; 11% went on leave; 18% went

on leave without pay; and 8% lost their job²⁰. That is, 26% of the respondents have no income after imposition of the quarantine measures.

55% of the respondents said that their savings would be enough for less than a month if they stopped receiving any income, 17% pointed out that their savings would only be enough for up to 2 months, for 8% they would suffice for up to 3 months, and 9% said they would be enough for six months or more. At the same time, 82% reported having begun to save money during quarantine while 16% said they were not doing so. The latter category is represented more among men and wealthier individuals²¹.

Importantly, average monthly wage of women in sectors where they concentrate is: UAH 6,983 — education and science; UAH 6,312 — libraries, archives, museums and other cultural establishments; UAH 5,568 — public catering. Meanwhile, men’s average monthly wage in the transport sector is UAH 10,206²². Gender pay gap between these sectors is 38—45%. Clearly, a person having a lower income accordingly saves less. Therefore, women have a much lower ‘safety margin’ than men for surviving a crisis decently.

Generally, if we look at gender studies conducted in previous years we see that 31% of women aged 16—64 economize on food and/or clothes even in times of stability whereas the share of such persons among men is 25%²³.

MEASURES IMPLEMENTED BY THE UKRAINIAN GOVERNMENT TO SUPPORT BUSINESS AND ECONOMIC CAPACITY OF INDIVIDUALS DURING QUARANTINE

The Government has introduced a number of business support measures for the duration of quarantine, in particular:

- individual entrepreneurs are temporarily exempted from assessment and payment of the single social contribution;

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¹⁸ Law of Ukraine “On amending some legislative acts of Ukraine intended to provide additional social and economic guarantees because of the coronavirus disease (COVID-19) spread”, <https://zakon.rada.gov.ua/laws/show/540-20> Ibid.

¹⁹ Україна на карантині: моніторинг суспільних настроїв. Соціологічна група “Рейтинг”, 10—12 квітня 2020 р. [Ukraine in quarantine: public attitude monitoring, Rating Sociological Group, 10—12 April 2020] http://ratinggroup.ua/files/ratinggroup/reg_files/rq_ua_cc_iii_wave_press.pdf Ibid.

²² Women and men in Ukraine. Statistics digest. Kyiv, State Statistics Service, 2019, p. 58.

²³ Дослідження зайнятості та добробуту чоловіків та жінок. Info Sapiens у співпраці з Ring Ukraine, січень-березень 2019 [Survey on employment and welfare of men and women. Info Sapiens in cooperation with Ring Ukraine, January-March 2019], https://sapiens.com.ua/publications/socpol-research/77/UKR_Gender%20employment%20and%20welfare%20Study.pdf

- moratorium on inspection of businesses by supervisory bodies has been introduced;
- it is prohibited to impose fines for tax law violations;
- leaseholders may not be evicted for failure to pay for utility services, and no fines and late fees are imposed for such failure;
- natural persons are exempted from payment of fines and late fees for violation of consumer loan agreements;
- workers of small and medium-sized enterprises for whom the employer retains their jobs may receive partial unemployment benefits;
- repayment of mortgage credits has been postponed;
- legal persons and individual entrepreneurs are exempted from land tax or rent for a land plot.

In order to minimize and overcome adverse consequences of the quarantine measures for development of micro- and small entrepreneurship (MSE), the Government of Ukraine has introduced an additional component in the Affordable Credits 5—7—9% state program that was launched on 1 February 2020.

The anti-crisis package of support for MSE has been implemented for the duration of quarantine plus 90 days after its lifting. The loan amount limit has been increased to UAH 3 million, a list of investment objectives of lending has been

extended, and 0% refinancing opportunities have been expanded. Certain conditions are set for obtaining such a loan:

- retaining no less than 60% of wage fund and 80% of staff as compared to 1 March 2020;
- annual revenue from economic activity not exceeding equivalent of EUR10 million;
- no non-performing loans as of 1 March 2020.

Micro- and small businesses will be able to obtain loans according to the new rules only after the Council of the Fund for Development of Enterprise has amended the Affordable Credits 5—7—9% program accordingly and renewed its agreements with the banks providing loans.

Even before imposition of the quarantine measures, an Ekonomichna Pravda journalist conducted an experiment on affordability of such loans for opening a new business, and found barriers faced by entrepreneurs²⁴. The conditions for obtaining a loan include provision of real estate or a vehicle as security. It is the lack of any property for security that poses one of the significant barriers for women to start a business.

In general, the measures introduced by the Government to support business are able to ensure people's survival during quarantine, however are they supporting entrepreneurship per se? Besides, these measures fail to take consideration of a disproportionately strong impact of quarantine on the sectors with high concentration of women (services, culture and arts, education and science) or men (transport), i.e. are gender blind.

²⁴ Как "доступные кредиты 5—7—9%" оказались недоступными для нового бизнеса: опыт ЭП. "Экономическая правда. 6 марта 2020 г. [How have the "affordable credits 5—7—9%" turned out to be unaffordable to new business: EP experience, Ekonomichna Pravda, March 2020], <https://www.epravda.com.ua/rus/publications/2020/03/6/657777/>

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- Provide targeted support to entrepreneurs and workers in the sectors that suffered the greatest losses during quarantine.
- Introduce a mechanism to compensate for interests on the loans repayment deadline of which falls on the period ending on the last day of the month in which quarantine expires.
- Develop a strategy of economic recovery after lifting of quarantine, based on the principles of gender equality, non-discrimination, and empowerment of women as preconditions for a sustained post-crisis economy.
- Create jobs in a targeted way for employment of women.
- Adopt a state program to support development of female entrepreneurship and provide appropriate institutional assistance.
- Implement a system for collection of data on the female entrepreneurs' training needs at every stage (from commencement of an enterprise's operations to rapid growth).

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Add collection of data disaggregated by sex, age and place of residence to the Uniform State Register of Economic Entities.
- Perform analysis of gender impact of the COVID-19 pandemic on the labor market situation of women and men.
- Intensify activities to reduce gender pay gap, and revise wages regularly in sectors where women concentrate.

HOUSEWORK AND CARE FOR CHILDREN DURING QUARANTINE

In Ukraine, quarantine in schools and kindergartens has been announced since 12 March until the end of the study year. It is a challenge to parents, particularly those having younger children, because such children need continuous care. The families employing staff to care for or teach their children have been deprived of such an opportunity due to the social isolation requirement and limited movement around the city.

Parents having children that attend school have now become responsible for the educational process. Actually, they have assumed the teachers' function. Even where schools have introduced distance learning, parents should oversee the process because children often lack self-control, they get distracted and fail to master training material. The process of doing homework is protracted for the whole day, with continuous involvement of parents required.

In addition to care, the children and entire family's staying home all day long increases the burden of housework, particularly cooking, cleaning, laundering, procurement, etc. According to a survey conducted in 2010, Ukraine is the leader among the European countries in terms of the housework burden on women aged 20–49 who were officially married, had children and were engaged in paid activities outside home. Net of care for children and relatives, Ukrainian women spend on average 24.6 hours per week (in the European countries — 20 hours per week on average) on housework. Importantly, Ukraine's average figure of time spent on housework by men was also the highest among the European

countries (14.5 hours per week)²⁵. However, difference between the unpaid work burden on Ukrainian women and men is more than 10 hours per week. In Ukraine, men start to spend less time on household chores after having married, which indicates that some part of the work done directly by men before the marriage has been taken upon by women.

Work pressure on women has only increased during quarantine. Results of the survey “Emotions and behavior of Ukrainians in quarantine” conducted by the Rating Sociological Group showed that 36% of female respondents and 28% of male respondents have started cooking more often, and 41% of women and 27% of men have started keeping house and cleaning more often²⁶. Unfortunately, the survey did not include any question on care for children. However, it is clear even from this study that women face a heavier load due to performing reproductive work.

This situation causes particularly negative implications for women working remotely from home because they are not able to contribute much time to do the work during a day, hence they have to make it up in the night. Such a triple workload (professional activities, household chores, and care work) adversely impacts women's health because it leaves them less time to care for themselves, rest and sleep. During quarantine, women feel fear, sadness, sorrow, and guilt more than men²⁷. Anxiety, sense of guilt or frustration, and exhaustion are symptoms related to depression.

²⁵ The European Social Survey. <https://www.europeansocialsurvey.org/data/themes.html?te=family>

²⁶ Емоції і поведінка українців на карантині. Соціологічна група “Рейтинг”, 1–2 квітня 2020 року (Emotions and behavior of Ukrainians in quarantine, Rating Sociological Group, 1–2 April 2020), http://ratinggroup.ua/files/ratinggroup/reg_files/rg_emotions_042020_press.pdf

²⁷

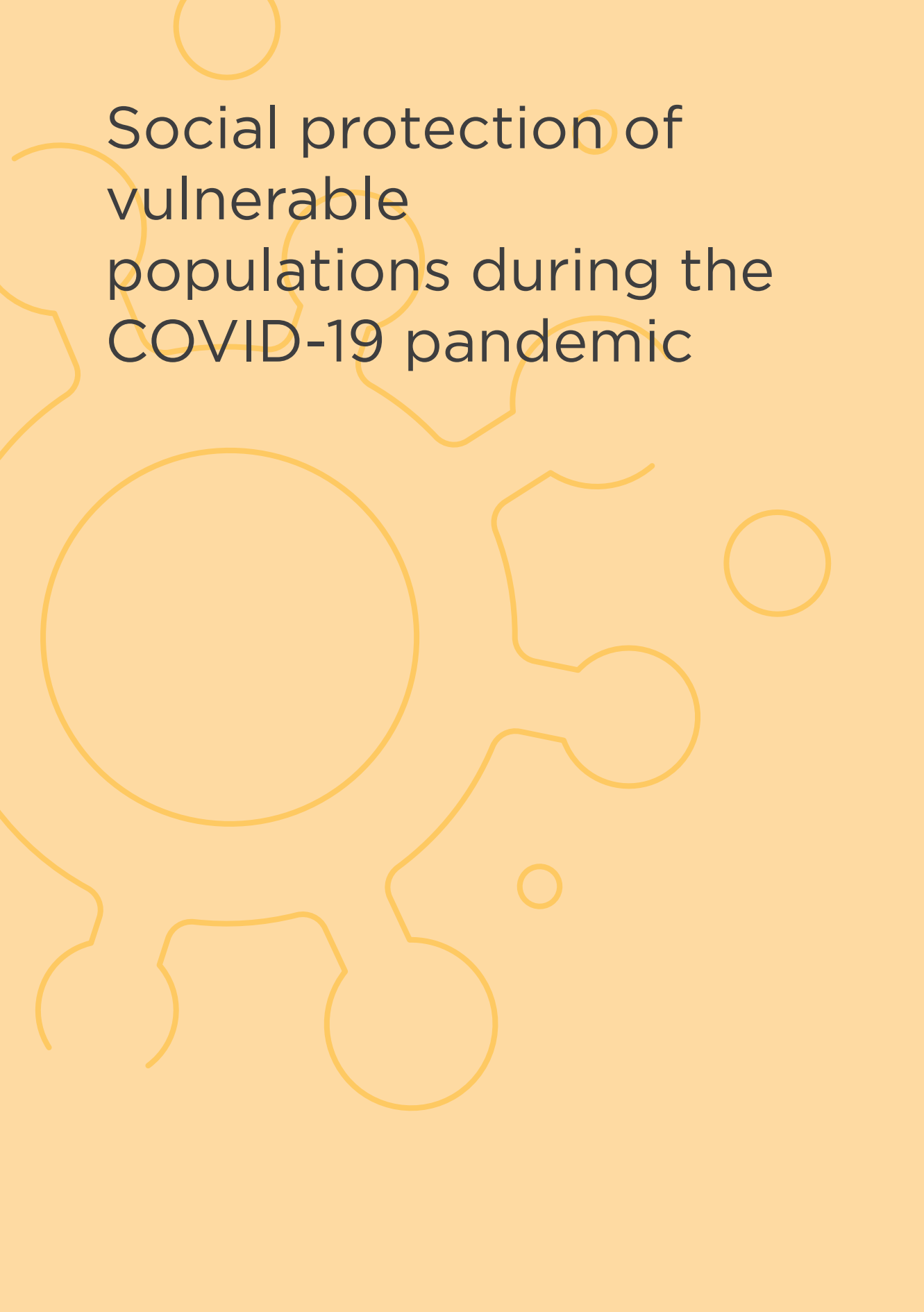
RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- When planning measures to overcome COVID-19, the Government should consider support to working parents with children.
- Employers should pursue a family-friendly policy including:
 - flexible work schedule: distance working, reduced working week, or guaranteed long-term leave for workers to be able to care for their children;
 - remote psychological support to working parents and their children that can include conversations, exercises, games and other activities.
- Carry out large-scale educational campaigns on harmonization of work, family and private life, equal division of reproductive work, and men's active participation in performance of parental responsibilities.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Carry out a national survey on allocation of time for housework and care work by women and men.
- Estimate the cost of unpaid work in Ukraine and its contribution to the country's GDP.

Social protection of vulnerable populations during the COVID-19 pandemic



GENDER ISSUES IN SOCIAL PROTECTION THAT EXISTED IN UKRAINE BEFORE THE COVID-19 PANDEMIC

- Number of older women (aged 65 and older) is almost two times higher than the number of men in that age group as of 1 December 2019²⁸.
- Women amount to two-thirds of the total number of pensioners (2018).
- Three quarters of pensioners (82.1 %) receive pension under UAH 4 thousand²⁹.
- Gender pension gap is 30 % on average in men's favor, being higher than labor pay gap³⁰.
- Women head 92.2 % of single-parent families having children³¹.
- 58 % of internally displaced persons are women.
- 90.6 % of rape survivors and 73.5 % domestic violence survivors are women³².
- Nearly every fifth women (10 %) aged 15—49 survived physical violence in the past 12 months³³.

PENSION PROVISION: WOMEN'S VULNERABILITY

Pension is the only livelihood for most older individuals. Ukraine has a pay-as-you-go pension system that leads to negative outcomes for women because it is linked to official employment where gender inequality persists, not considering the reproductive work mainly performed by women. Women earn less than men during their working life, hence they contribute less to the pension fund, have no major savings, and are more conservative in investing. Since women live longer than men, they live in old age alone more often, their illnesses last longer, and they need more money to buy medicines, health care services and care. Hence, living in retirement appears to be more expensive to women.

There were 11.3 mln pensioners in Ukraine as of 31 December 2019, including 7.5 mln women. Of the total number of pensioners, 35.5 % receive up to UAH 2,000, 34.2 % receive between UAH 2,000 and 3,000, and 12.4 % between UAH 3,000 and 4,000. In the first half of 2020, the subsistence minimum for persons who lost capacity for

work amounted to UAH 1,638, i.e. one-third of pensioners receive pensions at the subsistence minimum level.

In view of the COVID-19 spread, the Government approved a procedure of paying a UAH 1,000 lump-sum monetary aid³⁴ to the pensioners whose pension is below UAH 5,000 and to the individuals who receive state social disability benefits and old-age benefits instead of pension³⁵. The Government has allocated UAH 10.6 bln for that purpose. Unquestionably, the persons receiving low pensions need additional social support, however the amount of the aid should be able to change people's situation effectively, otherwise it looks like a populist action.

While the quarantine measures are in force, more than 300 thousand pensioners living in the non-Ukraine-controlled territories cannot receive their pensions at all because there are restrictions on crossing of the contact line. The Government promises to pay them pensions in full after lifting

²⁸ Estimate of the available population of Ukraine, Cabinet of Ministers of Ukraine, 23 January 2020, <https://www.kmu.gov.ua/news/oprylyudneno-rezultati-ocinki-chiselnosti-nayavno-go-naseleennya-ukrayini>

²⁹ Strategic action plan of the Ministry of Social Policy of Ukraine for 2020 budget year and for two budget periods following the planning one (2021—2022), Order of the Ministry of Social Policy No. 97 of 7 February 2020, <https://www.msp.gov.ua/documents/5641.html>

³⁰ Влад Боднар. Гендерний пенсійний розрив та права людини – що спільного? [Vlad Bodnar, Gender pension gap and human rights – what in common?] <http://khpg.org/index.php?id=1547471953>

³¹ Social and demographic profile of Ukrainian households (based on data from a sample survey of household living conditions) for 2018, State Statistics Service of Ukraine, <http://www.ukrstat.gov.ua/>

³² <http://ukrstat.gov.ua/>

³³ The prevalence of violence against women and girls. UNFPA, Kyiv, 2014 — p. 18. <https://ukraine.unfpa.org/sites/default/files/pub-pdf/GRV%20prevalence%20survey%20%20EN.pdf>

³⁴ USD36.8 as per the NBU exchange rate on 27 April 2020, <https://minfin.com.ua/currency/>

³⁵ Cabinet of Ministers of Ukraine Resolution No. 251 of 1 April 2020 "Some matters of pension payment increase and provision of social support to certain population categories in 2020", <https://zakon.rada.gov.ua/laws/show/251-2020-%D0%BFTind=1&text=1000+%D0%B3%D1%80%D0%BD>

of quarantine and re-opening of checkpoints. However, the Government did not say how the older women and men must survive for more than two months without any income.

Generally, the level of people's pension provision amid inflation and continuously growing prices of goods and services, including housing and utility services, does not secure them an adequate living standard. Since women's pensions are one-third lower than men's, it is women who most of all suffer from pitiful existence in extreme poverty in old age.

The Government has been promising to introduce a contributory pension system for almost 20 years. The Law of Ukraine "On general mandatory state pension insurance" provided that institutional components for operation of the contributory system should have been created by 1 July 2018 and that transfer of insurance contributions should have begun from 1 January 2019³⁶. In autumn 2019, the Ministry of Social Policy reported that the system was not ready for implementation in the near future³⁷.

Since introduction of the quarantine measures negatively affects job placement and wage payment, it will automatically reduce social contributions to the Pension Fund and, therefore,

the rate of future pensions of women and men who lost their jobs and earnings. The pension calculation formula is known to take account of service record and wage rate. If workers lost their jobs for a few months during quarantine or received less wages in that period, it will affect their pension rate in the future. Suspension of work activities will also shorten the service record required to retire. The persons who were forced to suspend working will have to work longer to take well-earned rest.

Pension payment and delivery services in Ukraine are provided by Ukrposhta JSC and banks the list of which is compiled by the Pension Fund on an annual basis. Ukrposhta pays pensions at post offices or deliver them home (as agreed) whereas banks make electronic pension payments. A half of pensioners (5.7 mln) use Ukrposhta services³⁸, and a great part of them receive pensions at post offices, standing in long queues. These pension payment points pose a high risk of coronavirus infection because they are usually crowded with people some of which can be sick. Some pensioners receiving their pensions via banks prefer drawing cash from ATMs rather than paying by bank cards in shops. This also increases the risk of contracting coronavirus because there can be confluence of people near ATMs on the pension payment days.

³⁶ Law of Ukraine No. 1058-IV of 9 July 2003 "On general mandatory state pension insurance", N1058-IV, <https://ips.ligazakon.net/document/T031058?an=1487>

³⁷ Для переходу на накопичувальну пенсійну систему потрібна відповідна інфраструктура, — Юлія Соколовська. Міністерство соціальної політики, 27 вересня 2019 року [An adequate infrastructure required to shift to a contributory pension system, — Yulia Sokolovska, Ministry of Social Policy, 27 September 2019], <https://www.msp.gov.ua/news/17629.html>

³⁸ Пенсія поштою: зручна послуга з доставкою додому. Укрпошта [Pension by mail: a convenient service with home delivery, Ukrposhta], <https://ukrposhta.ua/pensiya-poshtoyu-zruchna-posluga-z-dostavkoyu-dodomu/>

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- Provide pensions to persons living in the non-Ukraine-controlled territories.
- Take safety measures to minimize the risk of older persons' infection when receiving pensions at post offices; in particular, begin payment of pensions several days earlier to avoid concerns; fix different pension payment days for different pensioner categories to prevent simultaneous confluence of a large quantity of people; prioritize pensioners over other persons who transfer cash, etc.
- Disseminate among pensioners information about the opportunity of receiving home delivery services for their pensions or delegating the right to receive pensions to third parties.
- Banks should secure priority ATM access for older persons to receive pensions.
- Disseminate information on advantages and security of electronic pension payments.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Undertake a pension system reform: implement a mandatory professional contributory pension system.
- Ensure average pension increase.
- Design a system of measures and incentives to involve pensionable-age persons, particularly women, in the labor market.

SOCIAL WELFARE PAYMENTS

Nearly one-third of the country's population have the right to social welfare payments and benefits, which indicates a heavy burden on the budget. The right to receive social payments from the government belongs to: families with children; persons with disabilities; low-income and large families; persons victims of the Chornobyl accident consequences; combat veterans; internally displaced persons; human trafficking victims; women awarded with the Mother-Heroine honorary rank; and natural persons providing social services. Women are in an overwhelming majority of the social welfare payment recipients.

Families with children are one of the largest group receiving social welfare payments. To provide social support to families with children during the quarantine period, the Cabinet of Ministers of Ukraine approved a decision to support individual entrepreneurs having children and persons who lost their jobs and registered with employment centers as unemployed.

The allowance for children during the quarantine period plus one month from lifting of quarantine can be paid to individual entrepreneurs who belong to the first and second groups of single-tax payers and paid the single social contribution. About 300 thousand families can receive this allowance. It will be provided for every under-10 child in the subsistence minimum amount (UAH 1,779 for children under 6, and UAH 2,218 for children aged 6–10)³⁹.

At the same time, the IEs belonging to the third taxpayer group can also provide services in public catering, undertake activities in culture and sports, recreation and entertainment, conference and hotel services, trade and consumer services — i.e. in the areas that suffered from the greatest profit loss and stagnation during quarantine. As already mentioned above,

it is these sectors where women concentrate. Therefore, exclusion of this individual entrepreneur group from the range of the families with children entitled to social support increases women's economic vulnerability.

Besides, families with children staying home due to closure of schools, nurseries and other childcare facilities have encountered growing expenses for food and utility services. It will be particularly difficult to low-income families entitled to free school meals.

Low-income families are one of the population groups receiving social support from the state. During quarantine, the Government simplified access to state social assistance for low-income families to be paid to persons who lost jobs or have no opportunity of finding employment. The allowance includes additional payments for every child. This support will cover about 100,000 persons. The average monthly amount of allowance for a low-income family having minor children will be from UAH 2,800 and 3,020⁴⁰.

Among low-income families, special attention should be paid to women bringing up minor children without husbands, accounting for 15 % of all mothers. 43 % of them economize on food and/or clothes whereas the share of such women among married mothers of minor children is 25 %⁴¹. These women should also be in focus for support during quarantine. Provision of housing subsidies is one of the types of social assistance to low-income families. For example, 3.4 mln households received housing subsidies as of 27 December 2019. The average amount of payments for housing and utility services in the heating season is more than 70 % of average pension in Ukraine and more than 20 % of average wage. Amid the coronavirus infection, the Government made a decision to increase, from

³⁹ Уряд продовжує ініціювати антикризові заходи для соціального захисту громадян. Урядовий портал. 22 квітня 2020 року [Government continues to initiate anti-crisis measures for social protection of people, Uriadovyi Kurier, 22 April 2020], <https://www.kmu.gov.ua/news/uriad-zaprovadiv-dodatkovy-socjalni-garantii-dlya-fopiv-ta-malozabezpech-enih-simej-na-period-karantynu>

⁴⁰ Уряд продовжує ініціювати антикризові заходи для соціального захисту громадян. Урядовий портал. 22 квітня 2020 року [Government continues to initiate anti-crisis measures for social protection of people, Uriadovyi Kurier, 22 April 2020], <https://www.kmu.gov.ua/news/uriad-zaprovadiv-dodatkovy-socjalni-garantii-dlya-fopiv-ta-malozabezpech-enih-simej-na-period-karantynu>

⁴¹ Дослідження зайнятості та добробуту чоловіків та жінок. Info Sapiens у співпраці з Ring Ukraine, січень-березень 2019 [Survey on employment and welfare of men and women. Info Sapiens in cooperation with Ring Ukraine, January-March 2019], https://sapiens.com.ua/publications/socpol-research/77/UKR_Gender%20employment%20and%20welfare%20Study.pdf

two to three months, the period of overdue debt on payment of housing and utility services by housing subsidy and benefit recipients in case of which no housing subsidy is awarded.

At the same time, having amended the state budget in view of COVID-19, the Government cut down housing subsidy expenditure by UAH 8.2 bln⁴². This step will result either in a subsidy size decrease or in reduction of the number of families receiving the subsidies. During a crisis, when people's earnings shrink or are lost at all, such a measure aggravates vulnerability of those in need of such subsidies. April already saw some decline in subsidies for payment for housing and utility services. In March 2020, 57 % of the total number of households that applied for a subsidy received it whereas the share of such households in April was 45 %. Besides, the average amount of

payments also fell down by almost 40 %: whereas a family received UAH 1,007 of assistance in March, the figure in April was UAH 612⁴³.

The report of the Commissioner for Human Rights states that "regular changes in the legislation on awarding of subsidies for payment for housing and utilities have led to contraction of the range of persons who can effectively use this service"⁴⁴.

In total, 224.1 thousand low-income families received state social assistance as of 31.12.2019. In many cases, social assistance does not encourage non-working able-bodied persons to search for a job and return to active economic and social life. Due to a consumer's attitude to the social assistance on the part of low-income families, expenses for it are growing every year⁴⁵.

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- Extend childcare allowance paid during the quarantine period and one month after lifting of quarantine to the IEs belonging to the third group of single-tax payers.
- Provide targeted support to women who bring up minor children without husbands and lost their job during quarantine.
- Strengthen targeting of housing subsidies by awarding them to the most vulnerable population groups.
- Strengthen targeting of state social support to the most vulnerable population groups, and ensure supervision of its delivery.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Encourage economic activity and employment of low-income families receiving state social assistance due to change of social assistance provision mechanisms.

⁴² Law of Ukraine "On the State Budget of Ukraine for 2020", as amended on 13 April 2020, <https://zakon.rada.gov.ua/laws/show/294-20#n129>

⁴³ Information on provision of housing subsidies, Ministry of Social Policy

⁴⁴ Annual report of the Ukrainian Parliament Commissioner for Human Rights on the observance and protection of the human rights and freedoms of citizens of Ukraine for 2019. Kyiv, March 2020, p. 20, <https://pon.org.ua/novyny/7765-schorchna-dopovid-upovnovazhenogo-z-prav-lyudini-za-2019-rk.html>

⁴⁵ Strategic action plan of the Ministry of Social Policy of Ukraine for 2020 budget year and for two budget periods following the planning one (2021–2022), Order of the Ministry of Social Policy No. 97 of 7 February 2020, <https://www.msp.gov.ua/documents/5641.html>

INTERNALLY DISPLACED WOMEN

Since a war began in the east of Ukraine, more than 1.4 mln people have been forced to leave their homes and become internally displaced. Women not only account for a majority among IDPs but more often than men face violations of their rights to housing, health, social protection and pension, employment, education, access to court, etc. Women also more frequently complain of the problems that emerge during their registration, renewal and execution of identity documents.

Female IDPs are generally more vulnerable economically than men. They are three times more likely than men to live in large families, almost two times more likely to live in low-income families, and 9% more likely to live in families being in difficult life circumstances. Female IDPs more often face shortage of money and have to economize even on food; besides, in many cases they financially depend on their husbands and family members. Internally displaced women bear an additional burden of bringing up minor children (41.6% of women and 27.1% of men live together with children under 18 years of age)⁴⁶. An overwhelming majority (79%) of unemployed IDPs actively searching for a job are women. Women also prevail among those who faces difficulties in job search⁴⁷. These problems have only aggravated during quarantine because many IDP women have lost their jobs, their earnings have decreased or at all vanished, whereas the burden of household chores and care work burden has grown.

The Government has made a decision to provide social support to IDPs during the quarantine period plus 30 days from lifting of quarantine, in particular:

- payment of monthly targeted assistance to internally displaced persons to cover living expenses, including for housing and utility services, is not suspended if its six-month term ends during the quarantine period and 30 days from lifting of quarantine. Monetary

aid for the next six-month term is awarded without submission of an application and other documents;

- it is prohibited to decide to invalidate an internally displaced person's registration certificate;
- it is prohibited to supervise making of social welfare payments to IDPs at the place of their actual residence;
- the State Savings Bank of Ukraine JSC is barred from suspending debit transactions on a current account if a social payment recipient has not passed physical identification⁴⁸.

The monthly targeted assistance is paid to cover living expenses including utility services. It is awarded per family and may not exceed UAH 3,000 per month. If there are persons or children with disabilities in a family, the amount is increased but at most to UAH 3,400 per month or UAH 5,000 for a large family. Importantly, the targeted assistance rate does not correspond to prices of decent accommodation rent in such cities as Ivano-Frankivsk, Kyiv, Lviv, Kharkiv, Poltava, etc⁴⁹.

The measures taken by the Government will certainly enable displaced persons to receive monetary aid continuously. However, they are not intended to tackle the problems that emerged to female and male IDPs during quarantine: loss of employment, decrease or lack of income, inability to pay housing rent, etc. The above-mentioned measures also fail to take into account higher economic and social vulnerability of women who were forced to migrate.

In addition, the female and male IDPs currently living in collective centers face a higher risk of contracting COVID-19 due to shortage of personal protective equipment and hygiene items and limited access to medical services.

⁴⁶ See the Report on gender analysis of results of the all-Ukrainian survey on respect for IDP rights. Civil Holding "Group of Influence", Commissioner for Human Rights, UNDP, 2017.

⁴⁷ Governmental portal. <https://www.kmu.gov.ua/news/majzhe-80-vidsotkiv-vno-kotri-shukayut-robotu-ce-zhinki-rezultati-opituvannya>

⁴⁸ Cabinet of Ministers of Ukraine Resolution No. 266 of 8 April 2020 "On amending some resolutions of the Cabinet of Ministers of Ukraine", <https://www.kmu.gov.ua/npas/pro-vnesen-nya-zmin-do-deyakih-postanov-kabinetu-ministriv-ukrayini-080420-266>

⁴⁹ <https://flatly.lun.ua/>

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- Provide adequate targeted financial aid to the IDP women who lost their jobs during quarantine.
- Provide personal protective equipment and hygiene items to female and male IDPs living in collective centers.
- Conduct information campaigns in the host community to prevent marginalization, stigmatization and discrimination against IDPs during the COVID-19 pandemic.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Design a system of incentives for employers to recruit women affected by the war in the east of Ukraine.

DOMESTIC VIOLENCE: RISK OF INCREASE DURING THE COVID-19 PANDEMIC

According to expert estimates, the number of women aged 15–49 years suffering from physical and sexual violence is 1.1 mln annually⁵⁰. Almost every fifth woman survives physical violence, moreover, 16% of women experience violence from husbands or other relatives⁵¹.

According to the Ministry of Social Policy of Ukraine, more than 95 thousand complaints concerning domestic violence has been registered by late 2019, which is 11% more than in the same period of 2018⁵². The number of complaints filed by women accounts for 88.6%⁵³. Centers of social services for family, children and youth have registered about 6 thousand families in difficult life circumstances where ill treatment, particularly domestic violence, has been found. The services for children's affairs have registered more than 2,000 children who suffered from ill treatment⁵⁴.

According to the Prosecutor-General's Office of Ukraine, 2,554 criminal proceedings related to family violence have been registered by December 2019. Notices of suspicion have been served to offenders in all those cases. The number of criminal proceedings related to family violence registered in March 2020 has increased more than two times compared to March 2019: 411 cases in 2019, 844 in 2020⁵⁵.

According to official data of the National Police of Ukraine, the first quarter of 2020 also showed detection of a greater number of persons who committed family violence, failed to comply with a protection writ, or did not undergo a correctional program than in the same period of 2019: 25,495 persons in 2020; 21,762 in 2019. The number of administrative protocols drawn up also increased in the first quarter of 2019 year-on-year:

⁵⁰ Economic costs of violence against women in Ukraine, UN Population Fund, UK Department for International Development, 2017, p. 7, http://www.un.org.ua/images/documents/4496/%D0%95%D0%BA%D0%B8%D0%BD%D0%BF%D0%BC%D1%96%D1%87%D0%BD%D1%96%20%D0%BD%D0%B0%D1%81%D0%BB%D1%96%D0%B4%D0%BA%D0%B8%20%D0%BD%D0%B0%D1%81%D0%B8%D0%BB%D1%8C%D1%81%D1%82%D0%B2%D0%B0_2017_1.pdf

⁵¹ The prevalence of violence against women and girls. UNFPA, Kyiv, 2014 — p. 18. <https://ukraine.unfpa.org/sites/default/files/pub-pdf/GBV%20prevalence%20survey%20%20EN.pdf>

⁵² Strategic action plan of the Ministry of Social Policy of Ukraine for 2020 budget year and for two budget periods following the planning one (2021–2022), Order of the Ministry of Social Policy No. 97 of 7 February 2020, <https://www.msp.gov.ua/documents/5641.html>

⁵³ Українці менше замовчують випадки домашнього насильства, а це — свідчення рівня довіри до органів державної влади [Ukrainians less often keep silent about domestic violence, that being an evidence of trust in public authorities], <https://www.kmu.gov.ua/news/ukrayinci-menshe-zamovchuyut-vipadki-domashnogo-nasilstva-ce-svidchennya-rivnya-doviry-do-organiv-derzhavnoi-vlady-sergiy-nizhinskiy>

⁵⁴ Strategic action plan of the Ministry of Social Policy of Ukraine for 2020 budget year and for two budget periods following the planning one (2021–2022), Order of the Ministry of Social Policy No. 97 of 7 February 2020, <https://www.msp.gov.ua/documents/5641.html>

⁵⁵ On registered criminal offences and results of their pre-trial investigation. The Prosecutor-General's Office of Ukraine, https://old.ep.gov.ua/ua/stst2011.html?dir_id=113897&lid=100820&c=edit&c_cf

33,287 in 2020⁵⁶; 27,683 in 2019⁵⁷.

However, no unambiguous explanation exists for this tendency: it can indicate both that the system of bodies and institutions implementing measures to prevent and combat domestic violence, including the justice system⁵⁸, has started working, and that domestic violence rates have grown.

Realizing the risks of domestic violence proliferation and particular vulnerability of certain groups, the Ministry of Internal Affairs reported having no ground currently to say that the number of such cases is growing because the number of calls to the 'hotline' and '102' special line has not increased⁵⁹.

At the same time, public experts across the world ring the alarm about the domestic violence outbreak during the COVID-19 pandemic, calling it "a pandemic inside a pandemic". International studies confirm the fact that domestic and gender-based violence increases in scale during crisis periods when threats to life and health as well as to economic and financial security are growing⁶⁰. When quarantine measures are in force, isolation of women, children, persons with disabilities and older persons alone with violence-prone family members increases. Access is also complicated to channels of communication with social workers, law enforcement officers, relatives and friends, and members of non-governmental organizations able to help in case of violence. Not only a perpetrator feels impunity behind the closed doors, workers of the system of bodies and institutions implementing measures to prevent and combat domestic violence are less able to supervise vulnerable families because many of those workers are involved in the fight against the coronavirus infection.

A decreasing number of phone calls to hotlines does not yet indicate a violence rate decline because it can be accompanied by a growing number of text messages and emails from violence victims if such a system of complaints is active⁶¹.

In Ukraine, there are signs of a growing number of domestic violence cases during the period of quarantine and lockdown regime. For example, one district court alone in Sumy city received five times more cases than before during the quarantine period⁶². Analysis of the cases showed that physical or psychological violence by adult children against their parents as well as physical violence by husbands or cohabitants against women prevails.

We should remember that violence adversely impacts not only women's sexual, reproductive and mental health but also their economic opportunities. The whole society also suffers huge economic losses. In particular, comprehensive assessment of the economic costs of violence against women in Ukraine indicates that the losses incurred by the Ukrainian society due to violence against women reach up to USD208 mln annually⁶³.

In Ukraine, as a result of the systematic lack of shelters and specialized services for survivors in Ukraine, the lion's share of the violence costs is borne by survivors themselves. On average, Ukrainian women spend about USD200 on payment for medical services and examinations, purchase of medications, costs of the legal advice, etc. This sum is considerably higher than women's average wage⁶⁴. Low-income, unemployed and older women as well as women with disabilities are particularly vulnerable because they lack financial means to cope with consequences of violence. This situation is aggravated during the

⁵⁶ Information on the application of the legislation on administrative liability by the National Police bodies for 3 months of 2020. Official website of the National Police, <https://www.npu.gov.ua/materials/vidkriti-dani/informatsiya-pro-stan-zastosuvannya-zakonodavstva-pro-administrativnu-vidpovidalnist-organami-nacjonalnoi-policziji-za-3-misyaczi-2020-roku/>

⁵⁷ Information on the application of the legislation on administrative liability by the National Police bodies for 3 months of 2019. Official website of the National Police, <https://data.gov.ua/dataset/3722406b-f775-4fe5-97e1-54732d9e4ffe>

⁵⁸ Law of Ukraine No. 2229-VIII of 7 December 2017 "On preventing and combating domestic violence", <https://zakon.rada.gov.ua/laws/show/2229-19>

⁵⁹ Збільшення звернень про домашнє насильство у зв'язку з карантинном немає, але МВС розробило план для можливих жертв, - Катерина Павличенко. Єдиний портал органів системи МВС України. 21 березня 2020 року [Number of complaints of domestic violence due to quarantine is not higher but MIA drafted a plan for possible victims – Kateryna Pavlichenko. Single portal of MIA system bodies, 21 March 2020], https://mvs.gov.ua/ua/news/29198_Zbilshennya_zvernenn_pro_domashn_nasilstvo_u_zvyazku_z_karantynom_nema_ale_MVS_rozrobilo_plan_dlya_mozhlyvikh_zhertv_Kateryna_Pavlichenko.htm

⁶⁰ Violence against women and girls: the shadow pandemic. Statement by Phumzile Mlambo-Ngcuka, Executive Director of UN Women, April 6, 2020. <https://www.unwomen.org/en/news/stories/2020/4/statement-ed-phumzile-mlambo-ncuka-violence-against-women-during-pandemic>

⁶¹ Crises Collide: Women and Covid-19. Examining gender and other equality issues during the Coronavirus outbreak. Women's Budget Fund, April 2020. – p 27.

⁶² Суд констатував зростання фактів домашнього насильства в умовах карантину. Судова справа. [A court ascertained a growing number of domestic violence cases in quarantine. Court proceedings], <https://court.gov.ua/press/news/926548/>

⁶³ Economic costs of violence against women in Ukraine, UN Population Fund, UK Department for International Development, 2017, pp. 7–8, http://www.un.org.ua/images/documents/4496/%D0%95%D0%8A%D0%BE%D0%BD%D0%BE%D0%BC%D1%96%D1%8T%D0%BD%D1%96%20%D0%BD%D0%B0%D1%81%D0%BB%D1%96%D0%B4%D0%BA%D0%B8%20%D0%BD%D0%B0%D1%81%D0%B8%D0%BB%D1%8C%D1%81%D1%82%D0%B2%D0%B0_2017_1.pdf

⁶⁴ Ibid.

COVID-19 pandemic because many women have faced loss of jobs and contraction of income.

The Ministry of Internal Affairs of Ukraine launched an updated #ДійПротиНасильства chatbot, using the Telegram messenger. Users can obtain information about contacts of help services on the regional level: social services and territorial units of the National Police of Ukraine. The chatbot has already been installed by more than 2,500 Telegram users, 86 % of which have kept it in their application,

which indicates a high level of interest⁶⁵.

Using the modern information channel enabled covering adolescents because they are more active users of modern technologies. At the same time, MIA does not report how much accessible this information tool is to the most vulnerable categories of women. In view of the limitations suffered by the violence victims locked down during quarantine, information on prevention of violence and ways of reporting should be easily accessible and disseminated via all possible information channels.

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- *Measures designed by the Government concerning self-isolation should include recommendations for protection of those facing a threat of violence at home.*
- *Information about the steps that will help cope with the domestic violence situation during quarantine should be disseminated via all possible channels.*
- *Intensify dissemination of information about that domestic violence is a criminal offence entailing liability.*
- *The Government and local self-governance bodies should apply efforts to identify all women and children who survived violence in the context of quarantine.*
- *It is necessary to foresee growing demand for services as regards overcoming the consequences of violence after lifting of quarantine, and to provide for adequate financing.*
- *Allocate financing, by means of a social order, to non-governmental institutions and organizations that provide services to victims of violence.*

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- *Introduce state statistical reporting on preventing and combating domestic violence and sex-based violence.*
- *Design a list of indicators for central executive authorities to record cases of domestic and sex-based violence.*
- *Introduce continuous monitoring of quality of services rendered to persons who survived violence.*

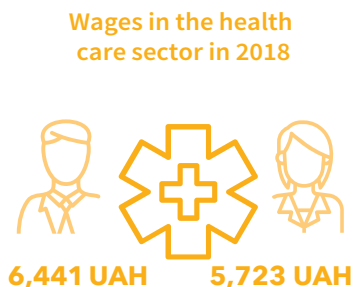
⁶⁵ "МВС впроваджує нові підходи у інформуванні та реагуванні на домашнє насильство", — Катерина Павліченко. Єдиний портал органів системи МВС України. 5 травня 2020 року [MIA implements new approaches to information on and response to domestic violence — Kateryna Pavlichenko. Single portal of MIA system bodies, 5 May 2020], https://mvs.gov.ua/ua/news/30455_MVS_vprovadzhu_novi_pidhodi_u_informuvanni_ta_reaguvanni_na_domashn_nasilstvo_Kateryna_Pavlichenko.htm

The health care sector and COVID-19: a gender dimension

The COVID-19 pandemic has aggravated problems in Ukraine's health sector which had been amassing during the recent decades: an unsatisfactory state of people's health; unsustainable organization of the medical aid provision system; the system's being insufficiently oriented on prevention and early detection of diseases; lack of modern medical technologies; low awareness on health preservation and active leisure means; shortage of financial, first of all budgetary, resources to ensure the health care system's effective activities; actual absence of a market of medical services; incomplete medical reform; imperfect regulatory legal framework.

In November last year, the Ministry of Health presented its draft Law "On the public health system and ensuring sanitary and epidemic welfare". It merges the current Laws "On ensuring sanitary and epidemic welfare of the population" and "On protection the population against communicable diseases" as well as introduces new provisions on regulation of the public health system. In particular, the draft law regulates activities of disease prevention and control institutions, regional public health centers, and a competent authority for control of compliance with the sanitary legislation. The draft law has still not been registered by the Verkhovna Rada.

GENDER ISSUES IN HEALTH CARE THAT EXISTED IN UKRAINE BEFORE THE COVID-19 PANDEMIC



Gender pay gap
11,1%

- Average life expectancy at birth in Ukraine is 10 years lower than in most developed countries of the European region.
- There is premature mortality among men, as a result of which their average life expectancy at birth is more than 10 years lower as compared to women⁶⁶.
- Rural residents have limited access to health care services.
- Unaffordability of high-quality medical aid for older persons: they are more likely to suffer from being unable to pay for medicines, medical equipment, inpatient care, life-saving operations, etc.
- Women account for more than 80.0% of staff workers in the health care sector⁶⁷.
- Wages in the health care sector are one of the lowest across sectors (2018: UAH 5,723 per month for women, and UAH 6,441 for men). Gender pay gap is 11.1%⁶⁸.
- Women are main unpaid caregivers for sick people and persons with disabilities — children, parents and relatives — but the state provides an extremely weak support to them.

AGGRAVATION OF GENDER ISSUES IN HEALTH CARE DURING THE COVID-19 PANDEMIC

The COVID-19 incidence tendencies across the world indicate that men are more likely to become critically ill with COVID-19 than women. It was even explained by both physiological and behavioral patterns⁶⁹.

Statistical data in Ukraine do not confirm this trend. As of 28 May 2020, women accounted for

58.0% of all the coronavirus-infected persons. Age-group breakdown of registered patients also differs from global data. Ukraine has the following figures: 0—17 years — 7%; 18—29 years — 12%; 30—49 years — 35%; 50—69 years — 37%; 70+ years — 9%⁷⁰. It has been believed until recently that persons older than 80 are the most vulnerable, however in Ukraine the age of those

⁶⁶ Women and men in Ukraine. Statistics digest. Kyiv, State Statistics Service, 2019, p. 18.

⁶⁷ Women and men in Ukraine. Statistics digest. Kyiv, State Statistics Service, 2019, p. 61.

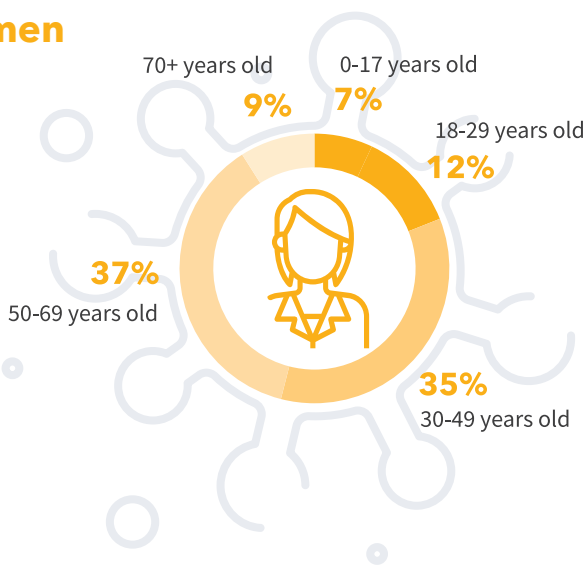
⁶⁸ Ibid, p. 58.

⁶⁹ Crises Collide: Women and Covid-19. Examining gender and other equality issues during the Coronavirus outbreak. Women's Budget Group, April 2020. — p.7. <https://wbg.org.uk/wp-content/uploads/2020/04/FINAL.pdf>

⁷⁰ COVID-19 coronavirus infection. Current information, MOH of Ukraine Public Health Center, <https://phc.org.ua/kontrol-zakhvoryuvan/inshi-infekciyi-zakhvoryuvannya/koronavirus-na-infekciya-covid-19>

As of 28 May 2020, women accounted for 58.0% of all the coronavirus-infected persons

58,0%



who fell ill with coronavirus infection is lower. This situation can be partially explained by the fact that older people in Ukraine are not fully integrated into the society; having no decent income or inclusive environment, they are not able to lead a full-fledged life — visit public places, communicate, or build social ties. The system of care for older ones in specialized institutions in Ukraine is also too underdeveloped. Hence, non-working older persons had already been socially isolated before the quarantine measures were instituted.

Health care workers bear the brunt of combatting the coronavirus epidemic. Ukraine, like all other countries in the world, encountered shortage of medical equipment and personal protective means. On average, hospitals are provided with equipment at 71.5% and with personal protective means at 62.9%. Considering that more than 80% of staff workers in health care facilities are women, it is women who provide treatment and care to sick persons in inpatient settings and are exposed to infection most of all. The share of women among support and technical staff is even greater. Performing duties such as cleaning, cooking and services of patients, they often remain unnoticed whereas their work is undervalued. Though it is they who spend more

time with patients, in case of shortage of personal protective means they are the last to receive them, hence their risk is much higher. As a result, every fifth of those who fell ill with coronavirus in Ukraine is a health care worker⁷¹.

There is, however, another problem stemming from the long-lasting crisis in this sector – health care understaffing. Of 236 hospitals that provided their data to the website of the Cabinet of Ministers of Ukraine, only 23 (9.7%) are fully staffed. In other hospitals, the staffing level varies between 12.9% (Poltava city) to 98.8% (Brovary city of Kyiv oblast)⁷². As the quarantine measures were instituted and schools and kindergartens were closed, many women from among health care personnel had to stay home to provide care for their children. Unfortunately, no relevant statistical data are available yet.

As mentioned above, the wage level in health care is one of the lowest as compared other sectors. The Verkhovna Rada of Ukraine adopted a law providing for additional payments at the rate of 300% to wages of health care and other workers directly involved in the fight against coronavirus⁷³. However, The Cabinet of Ministers of Ukraine established, with its Resolution No. 246 of 23 March 2020, additional

⁷¹ Кожен п'ятий інфікований — медик. Що українські лікарі роблять не так? [Every fifth infected is a medical worker. What do Ukrainian doctors do wrong?] <https://glavcom.ua/country/health/korhen-pyaty-infikovany-medpracivnik-shcho-ukrajinski-likari-robyat-ne-tak-674180.html>

⁷² Staffing of hospitals dealing with COVID-19 – dashboards. Cabinet of Ministers of Ukraine, 21 April 2020, <https://covid19.gov.ua/analitichni-paneli-dashbordy>

⁷³ Law of Ukraine "On amending some legislative acts of Ukraine intended to provide additional social and economic guarantees because of the coronavirus disease (COVID-19) spread", <https://zakon.rada.gov.ua/laws/show/540-20>

payments amounting to up to 200 % of salaries⁷⁴. Considering average wage in this sector, it will be UAH 11–13 thousand per month, with women receiving 11 % less. The question arises: is this really a material incentive to risk one's life?

Doctors began complaining in early March of having not received any additional payments. The Government reported that all the funds had been transferred to the local level, and shifted the blame to local authorities and head doctors stating that they had manipulated payment calculations⁷⁵. By 8 May, only Poltava oblast paid full increments to every health care worker dealing with COVID-19.

Meanwhile, wage arrears amounted to UAH 16.732 mln as of 1 March 2020, that being 160 % of the arrears as of 1 March last year⁷⁶. That is, health care workers are systematically not paid their wages in full. This situation has emerged due to underfinancing of the health care sector, which leads to infringements of the human right to proper medical aid as well as to violations of labor guarantees for the health care sector workers. The annual report of the Ukrainian Parliament Commissioner for Human Rights states that “the amount of the medical subvention for all types of medical aid (except primary) for 2019 was planned at UAH 55.5 bln, or UAH 1.9 bln less than in 2018 (UAH 57.4 bln). The average level of provision with the medical subvention in 2019 was 68.1 % of the need for covering the current expenses of health care facilities, net of expenses for payment for utility services and energy carriers”⁷⁷.

Only a month after institution of the quarantine measures, the President of Ukraine announced repayment of wage arrears in the health care

sector. The arrears are expected to be covered from the subventions provided for in the new Law “On amending the Law “On the State Budget of Ukraine for 2020”.

In Ukraine, accessibility of medical services to older persons, women being most of them, has been limited during the last decades. It is trying experiences in the health care sector that are almost the most widespread type of discrimination suffered by elderly ones⁷⁸. In particular, elderly women are in the most vulnerable situation. For example, 35.4 % of the households headed by women older than 59 are not able to receive medical aid, buy medicines or medical products⁷⁹. Considering that the 50–69 age group in Ukraine amounts to more than one-third among coronavirus patients, it is they who are a risk group in terms of timely and quality care. Available evidence shows that hospitals refuse to admit elderly women and men during the coronavirus pandemic⁸⁰.

Rural residents have had limited access to health care services for decades. As the Office of the Ukrainian Parliament Commissioner for Human Rights stated, “violations of the human right to health were found, particularly in rural areas, due to failure to provide health care facilities with medical personnel. The financing needs of health care facilities are much higher than the state budget medical subvention”⁸¹.

In view of reduced transport service between villages and raion/oblast centres during the quarantine, the problem of the rural population's access to health care facilities has only been complicated. When the incidence level grows abruptly, some villages are closed for quarantine, preventing their residents from leaving them⁸².

⁷⁴ Cabinet of Ministers of Ukraine Resolution No. 246 of 23 March 2020 “Some matters of labor remuneration of health care and other workers directly involved in elimination of the COVID-19 acute respiratory disease caused by SARS-CoV-2 coronavirus, <https://www.kmu.gov.ua/npas/deyaki-m230320-zajnyati-na-robotah-z-likvidaciyi-gostroyi-respiratornoyi-hvo-robi-covid-19-sprichinenoyi-koronavirusom-sars-cov-2>

⁷⁵ Степанов объяснил, почему врачам еще не выдали обещанные 300 % зарплаты. Деловая столица. 2 Мая 2020 [Stepanov explained why doctors had not yet received the promised 300 % wages]. <https://www.dsnews.ua/society/stepanov-obyasnii-pochemu-vracham-eshe-ne-vydali-obeshchannyye-02052020133800>

⁷⁶ Wage arrears [by economic activity, region, enterprise category, source of financing, organizational and legal economic form], as of 1 March 2020, State Statistics Service. <http://www.ukrstat.gov.ua/>

⁷⁷ Annual report of the Ukrainian Parliament Commissioner for Human Rights on the observance and protection of the human rights and freedoms of citizens of Ukraine for 2019. Kyiv, March 2020, p. 35. <https://ppn.org.ua/novyny/7765-schorncha-dopovid-upovnovazhenogo-z-prav-lyudini-za-2019-rk.html>

⁷⁸ Report on the implementation in Ukraine of the UN Convention on the Elimination of All Forms of Discrimination against Women. The eighth periodic report. Ministry of Social Policy of Ukraine, UN Population Fund. Kyiv, 2014, p. 37. <https://ukraine.unfpa.org/sites/default/files/pub-pdf/CEDAW%20report%20ukr.pdf>

⁷⁹ Self-assessment by the population of health and accessibility of some medical aid types in 2019, State Statistics Service. <http://www.ukrstat.gov.ua/>

⁸⁰ У Сумах померла жінка, якій відмовили у госпіталізації кілька лікарень. ТВА Телекомпанія, 22 квітня 2020р. [In Sumy, a woman died after having not been admitted by several hospitals. TVA TV company, 22 April 2020]. <https://tva.ua/2020/04/22/uc-sumakh-pomerla-zhinka-jakii-vidmovylysi-hospitalizatsii-kilka-likaren/>

⁸¹ Annual report of the Ukrainian Parliament Commissioner for Human Rights on the observance and protection of the human rights and freedoms of citizens of Ukraine for 2019. Kyiv, March 2020, p. 19. <https://ppn.org.ua/novyny/7765-schorncha-dopovid-upovnovazhenogo-z-prav-lyudini-za-2019-rk.html>

⁸² На Рівненщині через коронавірус “закрили” ще одне село. Українська правда, 9 травня 2020 року [Another village “closed” in Rivne oblast due to coronavirus, Ukrainska Pravda, 9 May 2020]. <https://www.pravda.ua.ua/news/2020/05/09/7251054/>

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- Introduce insurance of health care workers against coronavirus infection.
- Provide personal protective means to medical and support staff to the full extent.
- Ensure timely repayment of wage arrears to health care workers.
- Provide timely additional payments to health care workers involved in combating coronavirus.
- During the COVID-19 pandemic, implement mobile medical stations to ensure rural residents' access to health care services.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Increase the labor remuneration level in the health care sector, and improve working conditions for health care staff.
- Analyze the level of access of women and men from different age and social groups to health care services during the COVID-19 pandemic.
- Analyze impact of socio-economic inequality on health differences between women and men, and use the data for subsequent planning.

CARE WORK: BURDEN ON WOMEN

All around the world, women perform a disproportionately greater scope of care work for persons with disabilities, older people, and sick individuals. In Ukraine, a system of delivery of professional social services by the state is underdeveloped; the number of social workers was continuously decreasing in the course of reforms, and numbered 83.9 thousand in 2018.

Women account for more than 80% of staff workers in the social assistance sector. Hence, in the coronavirus infection period, they are themselves exposed to the risk of infection when procuring food, delivering medicines, providing services to lonely older people, persons with disabilities, etc.

Since the system for delivery of social services is underdeveloped, care for older relatives, persons with disabilities and sick people is mainly provided by family members, predominantly by women. Unfortunately, this work has no commensurate reward.

When providing support to persons that render non-professional social services, the Government is still guided by the Cabinet of Ministers of Ukraine Resolution dated 2004. According to it, first of all, a person providing care must not be employed; secondly, the person receives compensation at the rate of between 7% and 15% of the subsistence minimum for able-bodied persons depending on the assistance recipient's

disability group⁸³. At present, it is equal to: UAH 315.3 for taking care of persons with group I disabilities; UAH 210.2 — for those with group II disabilities; UAH 147.14 — for group III. It is not clear what kind of income the non-working person performing care work should live on.

The Government drafted another support provision procedure under which the support is calculated as difference between the per capita subsistence minimum per month, as set by the law on 1 January of the calendar year in which social services are provided, and the average monthly aggregate income of the individual social service provider for the six months that preceded the month in which an application on consent

to provide social services was lodged. However, a respective resolution as well as the Procedure of awarding and payment of compensations to persons providing social care services on the non-professional basis exist only as a draft⁸⁴. A separate resolution provides for monthly cash allowance to a person living with a mentally ill person with group I or II disability⁸⁵. At present, this allowance amounts to UAH 2,027.

For comparison: services of a caregiver hired via a private agency cost UAH 20–22 thousand per month⁸⁶. This is the market price of care work that most women in Ukraine combine with housework and perform free of charge.

RECOMMENDATIONS FOR A SHORT-TERM OUTLOOK

- Provide support to staff workers in the social assistance sector who care for older persons, persons with disabilities, sick individuals, etc., during the COVID-19 pandemic.
- Engage, by means of a social contract, non-public sector organizations in provision of social services during the COVID-19 pandemic.

RECOMMENDATIONS FOR A LONG-TERM OUTLOOK

- Adopt a new procedure for awarding and payment of cash allowance to persons providing social services on a non-professional basis.
- Develop and implement novel technologies of care for elderly persons, in particular, an electronic wireless personal alarm system for urgent communication with social service centers, and identification bracelets with QR code for persons with mental disorders.

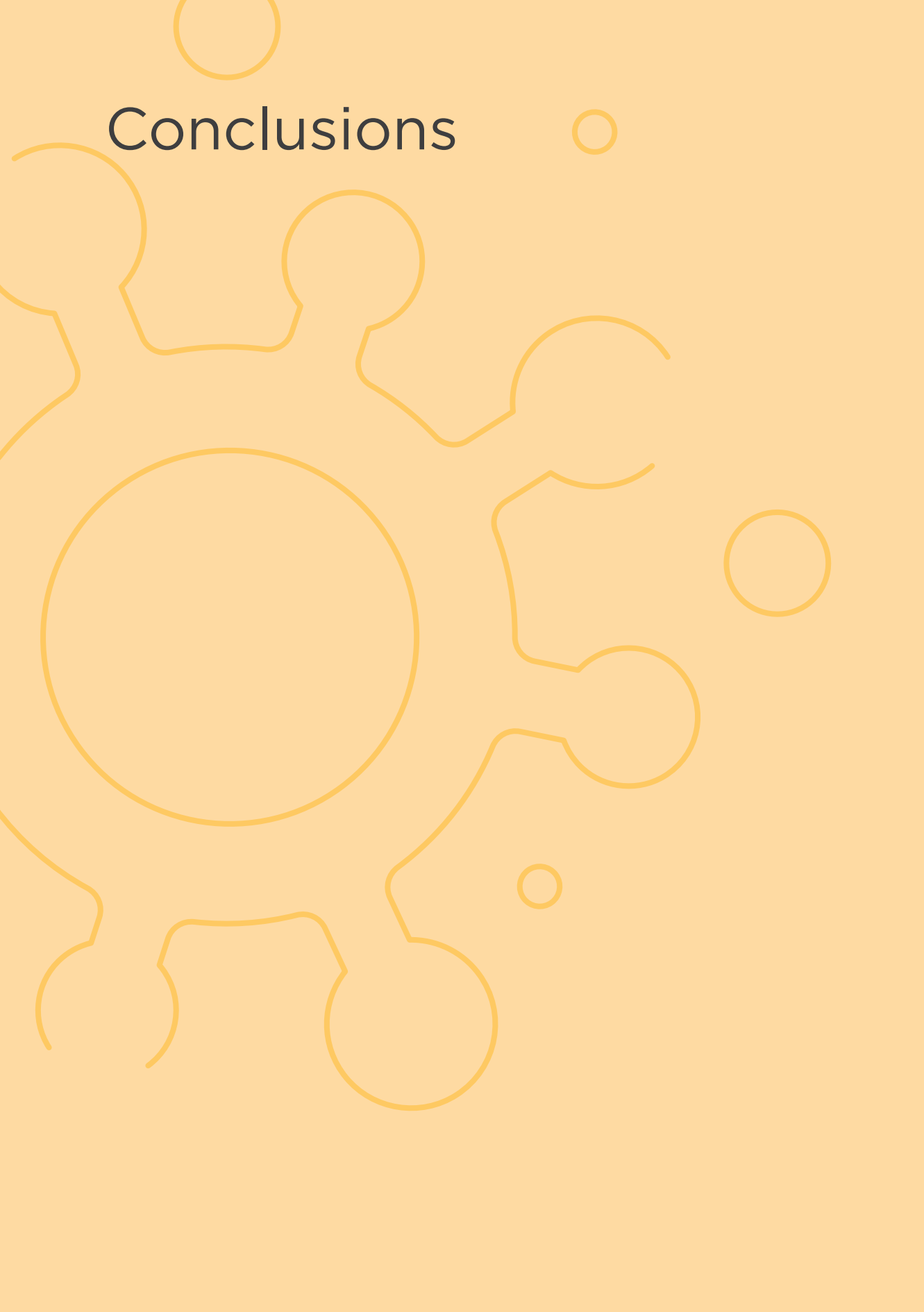
⁸³ Cabinet of Ministers of Ukraine Resolution No. 558 of 29 April 2004 "On approval of the Procedure for awarding and payment of compensations to natural persons providing social services", <https://zakon.rada.gov.ua/laws/show/558-2004-%D0%BE>

⁸⁴ Cabinet of Ministers of Ukraine, draft resolution "Some matters of awarding and payment of compensations to natural persons providing social services on a non-professional basis", <https://www.msp.gov.ua/projects/521/>

⁸⁵ Cabinet of Ministers of Ukraine Resolution No. 1192 of 2 August 2000 "On monthly cash allowance to a person living with a person with group I or II disability caused by a mental disorder who, according to a health care facility medical commission's opinion needs continuous outside care, for providing care to the latter", <https://zakon.rada.gov.ua/laws/show/1192-2000-%D0%BE>

⁸⁶ Personnel services costs, Sweet Home domestic personnel agency, <https://sweethome.ua/ua/klientam/rastsenki-na-uslugi-personala/>

Conclusions



The gender analysis presented above has shown that the crisis related to the COVID-19, and the budget decisions made by the Government, entail different consequences for women, men and subgroups within these two categories. Women concentrate in the sectors that were the first to be negatively affected by reduced funding from the state budget and by imposed quarantine measures: culture and arts, education, non-food trade, hotels and tourism, hairdressing, etc. Reduced financing of the social protection sector has resulted in further impoverishment of the most vulnerable population groups. Social isolation has increased the scale of domestic violence victims of which are mainly women and older persons. Besides, the burden of household chores and care work on women has grown. In addition, women face a higher risk of contracting coronavirus because they make up an overwhelming majority among medical workers and support staff providing care to patients.

Men have also been adversely affected by the pandemic and the quarantine measures because of economic activity contraction not

only in the above-mentioned sectors but also in transportation where they account for an overwhelming majority of staff and managers. Besides, as shown by previous experience, men are less capable of social adaptation: they take the loss of job, income decrease and social status decline harder than women. Men often react with depression and asocial behavior (which is indicated by a growing level of domestic violence) as well as with consumption of more alcohol (confirmed by sociological surveys) and drugs.

It is particularly important now for the public finance management system to apply modern tools for targeted, effective and gender equitable reallocation of public funds. One of such tools is gender responsive budgeting that guarantees that problems of women, men and subgroups of these two categories are taken into account in financial decision-making. Using this tool will allow setting priorities in a new way, and one of such priorities should be concrete individuals — women and men — whom the state provides support and services according to their needs and interests.

