



Mapping and Analysis of Life-Cycle and Shock-Responsive Social Assistance Programmes in Ukraine

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The PeReHID Initiative (PI) is a technical assistance collaboration between the Ministry of Social Policy, the United States Agency for International Development (USAID), the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), the UK Foreign, Commonwealth & Development Office (FCDO), the Swiss Agency for Development and Cooperation (SDC), the United Nations Children's Fund (UNICEF), the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the Collaborative Cash Delivery Network (CCD), the Danish Refugee Council (DRC), the Norwegian Refugee Council (NRC), Right to Protection (R2P), and the Social Protection Technical Assistance, Advice, and Resources Facility (STAAR) / DAI Global UK Ltd.

The overall objective of the PeReHID Initiative is to support the transition of parts of the humanitarian caseload into an inclusive, shock-responsive national social protection system. To this end, the PeReHID Initiative fosters a shared understanding between the Government of Ukraine and humanitarian actors on increasing alignment and linking humanitarian cash transfers and humanitarian services with national social assistance and social service programmes. Moreover, the PeReHID Initiative supports the Government's agenda to reform the social protection system to make it more adequate, adaptive, and shock-responsive to the current context of an ongoing full-scale invasion.

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Forewords



On behalf of the Ministry of Social Policy of Ukraine, we introduce an analysis of state social assistance programmes in Ukraine, carried out by the Humanitarian Aid and International Development Reform Project for Ukraine (PeReHID). The initiative was established by the Ministry to support a sustainable transition from emergency humanitarian assistance to a resilient social protection system aimed at overcoming the shocks caused by the armed aggression of the Russian Federation against Ukraine.

Ukraine has enacted and adapted a range of social protection programmes aimed at building the capacity of citizens. They are a fast and reliable tool adaptable to the challenges of war, helping Ukrainians overcome difficult life circumstances. These programmes are designed to ensure that the social protection system can respond rapidly to a full-scale Russian invasion of Ukraine.

The mapping and analysis of life-cycle and shock-responsive social assistance programmes in Ukraine outlines the key features of the national social assistance programmes which have been pivotal in serving as a shield for the most vulnerable and a catalyst for social stability.

Moreover, Ukraine is a leader in the implementation of innovative digital systems that are transforming the landscape of social protection. These advancements are not only elevating our nation's capabilities but also serving as a model for other countries seeking to modernize their social protection systems. Through the implementation of cutting-edge technologies and digital tools, we are streamlining processes, enhancing service delivery, and ensuring that our citizens have access to the support they need in an efficient and transparent manner. Our approach is a testament to the power of digital transformation in fostering societal resilience and prosperity.

The PeReHID Initiative's work contributed to the establishment and deeper understanding of the conditions for cooperation between our state social protection system and humanitarian organisations that have become our partners in these trying times. Our gratitude extends to the international donors, United Nations agencies, and civil society organisations whose support has been unwavering.

We are convinced that the study will be valuable for humanitarian and development actors that aim to understand the bits and bolts of the Ukrainian social protection system.

Oksana Zholnovych

Minister of Social Policy of Ukraine



The national social protection system in Ukraine is comprehensive and takes up a significant share of the national budget. As the sector lead for social protection, UNICEF is committed to supporting Ukraine to continue improving the system and to help build bridges with the other “social sectors”, including education and health, where UNICEF also has a prominent role. Shock-responsive social protection is also a key area of focus for UNICEF worldwide.

Since the full-scale invasion of Ukraine in February 2022, the international humanitarian community swiftly mobilized the largest humanitarian cash transfer response in history. UNICEF’s own cash response in 2022 alone was the largest in our history.

We have therefore been key supporters of the PeReHID Initiative from the very beginning – this is an initiative of global significance. Early in the response, we collectively decided that humanitarian cash in Ukraine should increasingly be informed by, adjust to, and ultimately contribute to the shock-responsiveness of national systems. This led to the establishment of the PeReHID Initiative, co-chaired by UNICEF. This initiative brought together the Ministry of Social Policy, the UN, national and international NGOs, and the largest humanitarian cash donors.

I am happy to share the present report prepared by the PeReHID Initiative’s Technical Assistance Facility with you, which presents a comprehensive mapping and analysis of life-cycle and shock-responsive social insurance and social assistance programmes in Ukraine. The report describes the key features of the national social assistance programmes, which have been pivotal in protecting children and their families.

The analysis and recommendations of the PeReHID Initiative are both intriguing and insightful. The analysis clearly suggests that the Government of Ukraine successfully adapted the social protection system to the realities of the war and has continued to make impressive efforts to protect vulnerable populations, including families and children from destitution. The Government rapidly responded by scaling up social protection, particularly through the Allowance for Internally Displaced Persons, which still aims to cover a significant number of people in 2024. Moreover, the Government was able to maintain its financial support for families with children, which is essential for protecting children in their early formative years, despite the fiscal constraints of a war economy. Nevertheless, child poverty has been increasing, which calls for continuous and increasing support to protect children from the poverty caused or exacerbated by the war.

UNICEF will continue to support the Government of Ukraine in translating the recommendations of the present report and the initiative as a whole into reforms to enhance the resilience, targeting, and effectiveness of the social protection system and protect all children in need. Given the war’s impacts on children and their families, continued support is more necessary than ever and will also support Ukraine towards its path into the European Union.

Munir Mammadzade

*UNICEF Representative to Ukraine
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Symbols

Relevant Symbols	
	Shock-responsive social protection programmes or features that respond to the war
	Programmes that may be discontinued due to the Draft Basic Social Assistance Law
	Universal
	Means-Tested
	Children (life-cycle)
	Adults (life-cycle)
	Children and adults with disabilities (life-cycle)
	Old age persons (life-cycle)
	Low-income persons
	War affected persons

Abbreviations and Key Terminology

Abbreviation	Full Form
USR	Unified Social Register
ASM	Actual Subsistence Minimum
ATM	Automated Teller Machine
BHA	USAID's Bureau for Humanitarian Assistance
BSA	Basic Social Assistance
CCD	Collaborative Cash Delivery Network
CIS	Commonwealth of Independent States
CMU	Cabinet of Ministers of Ukraine
CNAP	Administrative Service Centre
DRC	Danish Refugee Council
FCDO	United Kingdom Foreign, Commonwealth & Development Office
GCA	Government-Controlled Areas
GDP	Gross Domestic Product
GMI	Guaranteed Minimum Income (Assistance for Low-Income Families)
HLP	Housing Land and Property
HUS	Housing and Utilities Subsidy
ID	Identity Document
IDP	Internally Displaced Person
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
JMMI	Joint Market Monitoring Initiative
MoSP	Ministry of Social Policy
MPCA	Multi-Purpose Cash Assistance
MSEC	Medical and Social Expert Commission
MSNA	Multi-Sectoral Needs Assessment
MTot	Ministry of Integration of the Temporarily Occupied Territories
NBU	National Bank of Ukraine

Abbreviation	Full Form
NGCA	Non-Government-Controlled Areas
ODI	Overseas Development Institute
R2P	Right to Protection
SP	Social Protection
SRSP	Shock-Responsive Social Protection
SSM	Statutory Subsistence Minimum
STAAR	Social Protection Technical Assistance, Advice, and Resources Facility
TAF	Technical Assistance Facility
UAH	Ukraine Hryvnia
UISSS	Unified Information System of the Social Sphere
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children's Fund
USAID	U.S. Agency for International Development
USR	Unified Social Register
WFP	World Food Programme

1. Executive Summary

Ukraine's social protection system stands as a cornerstone in the nation's efforts to combat poverty and mitigate vulnerabilities faced by its citizens due to the full-scale invasion.¹ Prior to the onset of the recent conflict, this system was recognized as notably advanced, reflecting a robust commitment to safeguarding the welfare of over 70 per cent of the population. The system's architecture is multi-faceted, encompassing both contributory and non-contributory schemes, and operates through a combination of social insurance, social assistance, and social services. Social insurance includes programmes like pensions and unemployment benefits, funded through public investments and contributions from employees and employers. Social assistance, on the other hand, comprises means-tested and category benefits aimed at supporting children, low-income families, the elderly, and people with disabilities. Social services provide care and support to those in need, such as children in vulnerable situations and elderly people in care. Over the past years, the system's performance has been commendable in terms of coverage and responsiveness, although challenges regarding adequacy, efficiency, and resources allocation have been noted.

The full-scale invasion in February 2022 has precipitated unprecedented challenges for Ukraine's social protection framework. The conflict has not only strained the system's operational capacities but also severely impacted its financial sustainability. Despite these hurdles, the Government of Ukraine, bolstered by the support of international donors, has demonstrated a steadfast commitment to maintaining and enhancing its social protection measures. This commitment is aimed at strengthening the system to become more adaptive and shock-responsive, especially in the face of current challenges.

Key Findings

The full-scale invasion had a strong negative impact on Ukraine's economic and social sphere. Unemployment increased from 9.8 per cent in 2021 to 21.1 per cent in 2022² which, in combination with reduced purchasing power due to inflation, negatively impacted the ability of Ukrainians to earn sufficient income to cover basic needs and

¹ Note: Throughout this text, the period from 24 February 2022 to the present is referred to as the "full-scale invasion of Ukraine by the Russian Federation" and "full-scale war", used interchangeably. Also, the period from 2014 to 23 February 2022 is called "the armed conflict 2014–2022". Naming conventions for these periods might be adjusted according to stakeholders' suggestions.

² National Bank of Ukraine, NBU Expects Inflation to Slow Significantly, Economy to Return to Recovery This Year – Inflation Report, 2023, Link: <https://bank.gov.ua/en/news/all/natsionalniy-bank-prognozuye-znachne-znijennya-inflyatsiyi-ta-povernennya-ekonomiki-do-vidnovlennya-v-tsomu-rotsi-inflyatsiyiy-zvit>

increased the need for social support. From 2021 to 2023, poverty levels grew from 5.5 per cent to 29 per cent.³ At the same time, Ukraine's real Gross Domestic Product (GDP) declined by 29.2 per cent; the inflation rate reached 26.6 per cent and the budget deficit amounted to 26.5 per cent of GDP. In 2024, expenditures for defence reached a staggering 51 per cent and debt servicing 13 per cent of the state budget.⁴ This severely limits Ukraine's ability to further increase the budget for social protection without sustained and increasing international support.

- Ukraine operates a **comprehensive social protection system which has been adapted to the war, covering life-cycle risks⁵ as well as risks such as displacement and disability resulting from the war.⁶** While precise data on effective coverage is difficult to obtain due to the full-scale invasion, **available indicators suggest a high level of effective coverage, where 73 per cent of the population are covered by at least one social protection programme as per the International Labour Organization (ILO) World Social Protection Report from 2019.⁷**
- The Government has made considerable efforts to improve the shock-responsiveness of the social protection system (marked with  throughout the document). The administrative layer of the social protection system is well adapted to the war situation and allows **enrolment into most social protection programmes via multiple digital and non-digital access points** such as the *Diia* portal (mobile app⁸ and website⁹), via the postal service, or in person. However, **children born abroad are unable to benefit from most functions of the *Diia* portal** including enrolment in social assistance services as they do not possess Ukrainian birth certificates.¹⁰ Similarly, expecting mothers living abroad are unable to submit foreign documents to apply for maternity benefits.¹¹ Other administrative challenges are related to staff shortages (displacement of persons within Ukraine or abroad, conscription, etc.), and bureaucratic obstacles. At the programme level, several **design tweaks were introduced to enhance access to benefits**, the duration of benefits was extended, and requirements for re-certification relaxed. Social assistance programmes that required re-application were prolonged. Moreover, social assistance entitlements were made transferable from one oblast to another.¹²
- **Sustainable and adequate financing of social protection is one of the main challenges.** Although it may seem that overall funding has remained stable when evaluated against the share of GDP and in nominal terms, the actual funding situation is more complex. The real value of social protection funding has substantially declined, primarily due to inflation and the widespread loss of incomes, exacerbated by the war. Additionally, increased poverty due to the full-scale invasion has amplified the demand for social support, further straining financial resources. This situation highlights a critical gap: while the nominal figures suggest stability, the effective purchasing power and impact of these funds have diminished significantly. This decline in real value underlines the urgent need for a reassessment of funding strategies to ensure that social protection remains effective and responsive to growing needs amidst ongoing economic, social, and political challenges. **The fiscal space is further shrinking due to increasing debt servicing. While debt servicing constituted 8 per cent of the state budget in 2023, it increased to a staggering 13 per cent in 2024.** In comparison, investments in social protection constitute 15 per cent of state expenditure in 2024.¹³

³ World Bank, Listening to Citizens of Ukraine: the Poverty and Human Impacts of Russia's Invasion of Ukraine, 2024, Link: <https://thedocs.worldbank.org/en/doc/16b4751f03b60617311a782c10cc34d3-0080012024/original/Listening-to-Ukraine-Survey-Poverty-Note.pdf>

⁴ UNICEF, Ukraine's State Budget 2024, 2023, Link: <https://www.unicef.org/ukraine/media/38981/file/National%20Budget%202024.pdf>

⁵ See chapters 11.1 Children, 11.2 Adults, 11.3 Adults and Children with Disabilities, and 11.4 Old Age Persons

⁶ See chapter 11.6 War-Affected Persons

⁷ See <https://www.social-protection.org/gimi/gess/ShowCountryProfile.action?iso=UA> "Data and Indicators"

⁸ See <https://play.google.com/store/apps/details?id=ua.gov.diia.app&hl=en&gl=US&pli=1> and <https://apps.apple.com/us/app/%D0%B4%D1%96%D1%8F/id1489717872>

⁹ See <https://diia.gov.ua/>

¹⁰ See chapter 7.1 Diia Portal

¹¹ See chapter 11.1.1 Maternity Benefits

¹² See chapter 10 Life-Cycle and Shock-Responsive Social Assistance Programmes

¹³ UNICEF, Ukraine's State Budget 2024, 2023, Link: <https://www.unicef.org/ukraine/media/38981/file/National%20Budget%202024.pdf>



Definition: Family under Social Protection Legislation

Families are defined as persons who

- live together; and
- lead a common life; and
- have mutual rights and obligations; and are
- united on the basis of marriage/blood kinship/adoption/ on other grounds that are not prohibited by law and do not contradict the moral principles of society.

The family does not include persons who are fully state supported (institutions etc.); children in respect of whom the social services recipient was deprived of parental rights; parents who were deprived of parental rights; persons whose legal status is determined by the Laws of Ukraine “On the Legal Status of Missing Persons” and “On Combating Terrorism”.

Source: <https://zakon.rada.gov.ua/laws/show/z0639-22#Text>

- Ukraine’s **social assistance programmes cover large parts of the life cycle**.¹⁴ However, while children between 0 to 36 months benefit from a universal child grant, children over 36 months receive only social assistance if they are part of a single parent household¹⁵ or large family¹⁶. In the future, eligibility for the Childcare for Large Families and Allowance for Single Parents will be made means-tested under the planned Basic Social Assistance Law.
- Throughout the life cycle,¹⁷ **benefit levels have limited adequacy to provide sufficient support** to meet essential needs including during shocks (i.e. maintaining purchasing power).¹⁸
- Against this backdrop, the Ukrainian **social protection system is fragmented**. Families with children under various circumstances maybe be entitled to a total of 54 different benefits, including 31 cash transfers, 8 social services and 39 benefits (including 10 benefits related to the payment of taxes and fees).¹⁹ Low-income persons for whom assistance is calculated based on income are entitled to 16 types of assistance.²⁰ Persons with disabilities may be entitled to almost 100 types of social support: approximately 50 types of benefits, 30 types of cash payments and 17 types of social services.²¹ Older persons, in addition to their pension, may be entitled to 37 benefits, including 15 types of cash payments, 22 benefits, and social services (including 9 types related to the payment of taxes and fees).²²
- The statutory subsistence minimum is used to calculate the benefit levels of most social assistance programmes.²³ While the subsistence minimum is subject to regular revisions, of primary concern is the growing discrepancy between the statutory and the inflation-adjusted subsistence minimum. This **inadequate adjustment of the subsistence minimum**, especially during the ongoing war, has significant implications for the development of minimum social protection benefits, the minimum wage, and more than 100 other related economic factors. In response to these challenges, the Government is currently preparing a Draft Law on Basic Social Assistance. This **new legislation aims to move away from using the subsistence minimum as a benchmark and will instead adopt a Basic Value**. The methodology for calculating this Basic Value is still under discussion, reflecting a shift in approach to better address the evolving socio-economic needs in the country.²⁴

¹⁴ See Figure 1 Social assistance programmes of Ukraine

¹⁵ Assistance in this case is granted for 6 months with the possibility to re-apply for benefits after expiration of payments.

¹⁶ See Table 24 Child benefits and eligibility years * 126 to max. 140 days Table 24

¹⁷ See Figure 46 Life-cycle approach

¹⁸ See Table 25 Maternity Benefits: number of recipients, funding and average level of benefits

¹⁹ Center of Analysis of Public Finance and Public Administration, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

²⁰ Ibid.

²¹ Ibid.

²² Ibid.

²³ See Table 20 References to the Subsistence Minimum for determination of eligibility and calculation of benefit levels.

²⁴ See chapter 11.5.3 Basic Social Assistance

- The **old age pension system is under substantial stress** as the share of the population aged over 59 is expected to increase from 23.5 per cent in 2018 to 27.8 per cent in 2050.²⁵ This further increases the financial gap between pension fund contribution revenues and payouts to pension recipients. Already from 2021 to 2023, contributions from the state budget (general tax revenues) increased from UAH 334.19 billion to UAH 451.94 billion²⁶ to stabilise benefit levels. As a result, the state budget provides 34.9 per cent of overall pension funding,²⁷ which poses a significant burden to the overall social protection budget. However, fiscal constraints lead to limited contributions through the state budget.
- The **Allowance for Internally Displaced Persons²⁸ is undergoing a substantial reform whereby the second six-month period is means-tested**. At the same time, benefits for some vulnerable population categories are automatically extended, whereas other populations have to apply for extensions.²⁹
- While **populations living in non-government-controlled areas (NGCA) remain entitled to receive benefits from the Ukrainian social protection system**, Ukrainian banks and the postal service have suspended their operations in NGCA. Hence, these populations face severe challenges in accessing their benefits unless they travel to government-controlled areas (GCA). The Government ensured that entitlements for the Old Age Pension are not forfeit: if pensions are not withdrawn within six months, the pension is returned to the Pension Fund and the recipient can request the fund to resume paying it through Ukrposhta state postal service or a regular commercial bank.³⁰
- With the Draft Law on Basic Social Assistance,³¹ **two child benefits and one benefit for old people that are currently universal will be means tested once the draft law passes the legislative process and is in force**.³² While the reform could increase the average benefit level by up to three times as per preliminary estimations, it will substantially reduce the number of recipients. According to a preliminary estimate, the highest reductions can be observed in different child grants, where the number of recipients would decrease by 80 to 93 per cent, and the number of IDP assistance recipients would decrease by 83 per cent. This would be a significant deviation from the previous universal approach to progressive realisation of universal social protection.³³
- While the focus of this analysis is central state social assistance programmes, **hromadas (local territorial units) implement their own local social assistance programmes which are funded through local revenues**. These programmes address local needs according to political priorities at hromada level. They expand or top up existing state social assistance programmes, or constitute their own stand-alone social assistance programmes, which alters the level of benefits the population receives.³⁴ This requires further investigation in order to gain a clearer picture of overall assistance levels and volumes and understand to what extent poverty is being effectively addressed through local programmes.
- While **legislation prescribes short decision periods of about 10 days for inclusion in social assistance programmes, the actual lead time often extends to one to two months and beyond**.³⁵
- Due to the war, the number of persons with disabilities is increasing. At the same time, the **procedure to obtain disability status is very complex and time-consuming**. In practice the process takes more than a month and involves several institutions.³⁶ While some requirements have been relaxed and the option of remote examinations has been introduced, war-related disabilities require even more administrative steps.³⁷

²⁵ See chapter 6.4.1 Pension Fund of Ukraine

²⁶ See Figure 33 Pension Fund: dynamic of revenues for 2021–2024 (2021/23 actual numbers; 2024 planned)

²⁷ See Figure 32 Pension Fund financial composition

²⁸ See chapter 11.6.1 Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas

²⁹ Ibid.

³⁰ See chapter 11.4.1 Old Age Pension,

³¹ See chapter 11.5.3 Basic Social Assistance

³² See Table 62 Targeting

³³ See chapter 10.1 Targeting Approaches and Table 63 Estimated change of entitlement under the Draft Basic Social Assistance Law

³⁴ See chapter 10.5 Local Social Assistance Programmes

³⁵ See Figure 20 Reported duration for obtaining assistance via social protection, by type of programme.

³⁶ See chapter 11.3 Adults and Children with Disabilities Figure 55 Procedure to obtain disability status, Annex 7 Challenges in Acquiring Disability Status as a Consequences of Explosive Objects

³⁷ It is necessary to apply to law enforcement agencies to open a criminal case, receive the extract from the relevant Register of Pre-court Investigation, and then re-apply to the Inter-departmental Commission to establish the causal link between the injury and a consequence of war.

Key Recommendations

The following section includes short-term recommendations which can be implemented with limited costs, as well as recommendations which would require substantial and long-term international financial support since the fiscal space of Ukraine is limited due to the full-scale invasion.

The Government is recommended to:

- **Focus investment on programmes with the highest poverty alleviation and human capital building.** Within these programmes, a blanket expansion in the duration or value of benefits will be difficult given the current fiscal context. However, over the medium to long-term, as the fiscal context improves and with substantial international support, this should be the ultimate goal (to reach as many people as possible through the most impactful programmes in the most efficient way). Tying benefit levels to inflation will also be important for transfer values to maintain their purchasing power.
- **Further de-link the calculation of social assistance benefit levels from the statutory subsistence minimum,** as the subsistence minimum is not only used for a multitude of social assistance programmes but also for numerous non-related government payments such as salaries. The Basic Value³⁸ which is foreseen under the planned Draft Basic Social Assistance Law will enable a targeted increase of benefit levels without unintended secondary effects on non-related programmes and payments.³⁹
- **Monitor potential exclusion errors and non-take-up⁴⁰ issues which might result from introduction of the planned Basic Social Assistance programme,** where important universal social assistance programmes – which especially protect families with children from poverty – are replaced by one means-tested programme. However, it is understood that budget limitations due to the full-scale invasion limit the fiscal space for extension of universal benefits such as the childbirth grant which, according to UNICEF's analysis, has a strong poverty reduction potential; thus such decisions need to be informed by thorough value for money analysis.⁴¹
- **Progressively close the legal coverage gap that exists for children between 36 months and 18 years.**⁴² According to UNICEF's estimations, an extension of the Childbirth Grant from 36 to 72 months would reduce the poverty rate among families with children under 6 from 51.6 to 46.1 per cent.⁴³ However, the full-scale invasion limits the fiscal space for further extension without substantial international support.
- **Preserve universal social protection programmes.**⁴⁴ However, it is understood that fiscal constraints lead to the introduction of means-testing. In this light, the Government is recommended to **closely monitor potential exclusion errors and non-take-up issues as detailed above.**
- Introduce an **online procedure to legalise and submit foreign civil documentation,** which would increase the efficiency of the application process for both applicants and the processing government departments. This would facilitate application for social assistance programmes with foreign civil documents, which are currently not accepted.

³⁸ See chapter 11.5.3 Basic Social Assistance for the application of the Basic Value to calculate assistance levels.

³⁹ See chapter 10.3 Subsistence Minimum

⁴⁰ Also Human Rights Council, Non-take-up of rights in the context of social protection. Report of the Special Rapporteur on extreme poverty and human rights, Olivier De Schutter, 2022, Link: <https://documents.un.org/doc/undoc/gen/g22/322/17/pdf/g2232217.pdf?token=qNXJ4A7pxtfzQfhL6X&fe=true>

⁴¹ UNICEF, Child Poverty and Disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

⁴² See Table 24 Child benefits and eligibility years * 126 to max. 140 days.

⁴³ UNICEF, Child Poverty and Disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

⁴⁴ Also see Social Protection Interagency Cooperation Board (SPIAC-B), Key COVID-19 Lessons and Recommendations for Working Towards Universal Social Protection SPIAC-B Joint Statement, October 2021, Link: <https://www.social-protection.org/gimi/Media.action?sessionId=Pggz8X8WCBfg-LXZadvs4NI0f2Kak-j6YPElJvRTm2V1B-zOD7OrzI-765179005?id=18656> SPIAC-B members include: ADB, IADB, IFAD, ILO, IMF, ISSA, FAO, OECD, UN DESA, UNDP, UNESCO, UN-HABITAT, UNICEF, UN Women, World Bank, WFP, WHO; Australia (DFAT), Belgium (MFA), European Commission (DEVCO; DG Employment), Finland (MFA), France (MAS), Germany (BMZ, GIZ, KfW), Ireland (Irish Aid), Italy (MFA); Sweden (SIDA), UK (DFID) and US (DOL).

- **Increase the contribution base of the Pension Fund through, among other measures, further inclusion and equal pay of women and persons with disabilities in the labour market.**⁴⁵ This is required as contributions through the tax-financed state budget to the Old Age Pension pose a substantial fiscal burden. While investments are required to address old age poverty and the realities of an ageing population, they inhibit investments in programmes that build human capital and foster economic growth.
- Provide a **centralized procedure for IDPs to gain access to civil documents that are archived on local level or have been destroyed due to the war.**
- Increase the use of auto-enrolment to reduce non-take-up. This includes **automatic referrals of IDPs to the Allowance for Internally Displaced Persons and the Assistance for Low-Income Families (GMI).**



List of Analysed Programmes

- Maternity Benefits
- Childbirth Grant and Baby Box
- Childcare for Large Families
- Allowance for Single Parents
- Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects
- Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities
- Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities
- Assistance for Low-Income Families (GMI)
- Housing and Utilities Subsidy (HUS)
- (Partial) Unemployment Benefits
- Unemployment Benefits
- Disability Pension
- Pension (Old-Age)
- State Social Assistance to Persons not Entitled to a Pension
- Allowance for IDPs
- Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas
- Compensation for Damaged and Destroyed Housing

- **Revise the subsistence minimum for persons who are unable to work in order to account for an equal standard of living and higher disability-related costs for persons with disability.** Benefit levels for persons with disabilities are calculated – depending on the severity of the disability – as multiples of the statutory subsistence level and therefore already accommodate the lower subsistence minimum. However, the adequacy of this approach to covering the needs of persons with disabilities remains to be examined. Moreover, it should be noted that changing the subsistence minimum affects other linked benefits. This trickle effect can be mitigated through de-linking⁴⁶ the benefits level from the subsistence minimum, as already envisioned in the methodology of the Basic Social Assistance.

⁴⁵ In April to December 2023, 17 per cent of women and 24 per cent of men were working. Even prior to the war, 57 per cent of men versus 44 per cent of women were working. Source: World Bank, Listening to Citizens of Ukraine – The Poverty and Human Impacts of Russia's Invasion of Ukraine, 2024, Link: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099062624132031216/p1793871442d0600e19d761324c0a3364f4>

⁴⁶ Also World Bank, the Government of Ukraine, the European Union, the United Nations, Third Rapid Damage and Needs Assessment (RDNA3) February 2022–December 2023, 2024, Link: <https://ukraine.un.org/sites/default/files/2024-02/UA%20RDNA3%20report%20EN.pdf>

Donors are recommended to:

- Provide **long-term and predictable bilateral and multilateral financial support** in the light of increasing needs and declining domestic revenues. This would ensure that the national social protection system has adequate and sustainable financial resources to protect the population from life-cycle and war-related risks, and to ensure that the population does not further slide into poverty. **Reducing debt servicing could play an important role in increasing the fiscal space for investment in social protection programmes.**
- **Fund technical assistance to enable multilateral organisations to support the Government in addressing challenges within the social protection system.**

Humanitarian and development actors are recommended to:

- **Establish, jointly with the Government, evidence on coverage gaps including non-take-up, access constraints, and protection issues** when accessing the social protection system, especially among minorities such as stateless persons⁴⁷ and Roma minorities who often lack civil documentation.⁴⁸
- **Continue providing technical assistance** to support the Government of Ukraine in addressing challenges within the national social protection system.

2. Introduction

The Government of Ukraine (hereafter: the Government) operates a comprehensive social protection system which provides protection across a person's life cycle.

The Ukrainian social protection system entails social assistance, social insurance, social care/services as well as labour market interventions.

While the war constitutes a serious challenge for the social protection system, the Government has made vast efforts to adjust its system. Hence, shock-responsive social protection programmes such as the Allowance for IDPs and the Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas (chapter 11.6.1) and Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects (chapter 11.6.3) were introduced.

Shock-responsive social protection aims to address shocks that affect a large proportion of the population simultaneously (covariate shocks). It includes the adaptation of routine social protection programmes and systems.⁴⁹

In addition, a multitude of design tweaks have been introduced to improve access to benefits, the duration of benefits was expanded, and requirements like re-certification have been relaxed during martial law.⁵⁰ For instance, online registration systems such as the Diia portal (chapter 7.1) or eDopomoga (chapter 7.3) allowed people to apply for social protection programmes with electronic documents.⁵¹ Social payments that required re-application were prolonged for the period of martial law. Moreover, social assistance entitlements were made transferable from one oblast to another.

⁴⁸ Council of Europe, Kyiv International Forum on Roma Inclusion 2001, Link: <https://rm.coe.int/almanac-kyiv-international-forum-on-roma-inclusion-eng/1680a3ba57?fbclid=IwAR2YXCcryzomNp8A-mjZHoNux5L375S6tWwtq76MunMYzunJ9zwR3bfctQ>

⁴⁷ Right to Protection, Protecting stateless persons during the war: Ukrainian context and expert recommendations, Link: <https://r2p.org.ua/en/page/protecting-stateless-persons-during-the-war-ukrainian-context-and-expert-recommendations>

⁴⁹ O'Brien, C., Holmes R. and Scott, Z., with Barca, V. Shock-Responsive Social Protection Systems Toolkit—Appraising the use of social protection in addressing large-scale shocks, 2018, Link: <https://www.opml.co.uk/files/Publications/a0408-shock-responsive-social-protection-systems/srsp-toolkit.pdf?noredirect=1>

⁵⁰ See also Blin, Sarah, The Morphing of Social Protection Mechanisms in Support of Ukrainians affected by War – Notes and Ideas, 2022, Link: <https://socialprotection.org/discover/blog/morphing-social-protection-mechanisms-support-ukrainians-affected-war-%E2%80%9393-notes-and>

⁵¹ Ibid.

3. Scope, Purpose and Limitations

This study aims to provide an extensive overview of the main non-contributory social transfer and contributory social insurance programmes of Ukraine. While social services are essential for well-functioning social protection, they are not covered in the present report. For better readability, both contributory and non-contributory programmes are subsumed as 'social assistance' or 'social assistance programmes'. This study is limited to the most relevant life-cycle,⁵² poverty reduction⁵³ and war-related programmes.⁵⁴ Focuses are cash-based programmes that provide regular support. However, some in-kind and one-off programmes are also included.

The study covers shock-responsive features that are relevant for the transition of humanitarian cash transfer case-loads to equivalent or similar social assistance programmes. The study outlines features that offer linkages for strengthening shock-responsive social protection (SRSP) as this is the type of social protection currently most needed in Ukraine due to the shocks suffered by the population as a result of the full-scale invasion.

The study examines the delivery of social assistance programmes when cash or in-kind is used as a modality. To do so, it explores objective, benefit level, frequency, duration, and targeting approaches. An analysis of the strengths and limitations of key social assistance programmes is also provided.

While this study provides an in-depth analysis of social protection strategies, the scope of the analysis is constrained by several limitations related to data availability and methodological considerations. The methodology of the analysis involved a desk review of key sources including reports from the International Monetary Fund (IMF), Social Protection Technical Assistance, Advice, and Resources Facility (STAAR), REACH, The International Organization for Migration (IOM), the United Nations Children's Fund (UNICEF) and United Nations High Commissioner for Refugees (UNHCR).

The report is not intended to be read in full, but to serve as a reference for specific technical features of national social assistance programmes that are relevant for the alignment of humanitarian cash transfer programmes and government social assistance programmes.

4. Coverage and Access Barriers

In Ukraine, citizens and permanent residents may be entitled to a wide range of social benefits which focus on the most vulnerable categories, such as children, low-income persons, people with disabilities, pensioners, unemployed, and, more recently, those affected by shocks such as forced displacement due to the full-scale invasion.

The Ukrainian social protection system offers a multitude of programmes for different population groups:

- **Families with children**, depending on circumstances, may be entitled to 54 types of benefits, including 31 types of cash payments, 8 types of social services and 10 related to payment of taxes and fees.⁵⁵
- **Low-income persons** for whom assistance is calculated from the total income of the household, depending on circumstances, may be entitled to 16 types of assistance.⁵⁶ However, the mechanism of calculating the total income has a number of features that impact the effectiveness of coverage for different categories of the population. Thus, assistance to low-income households is generally the only programme which targets poorer families, but it has rather low coverage.⁵⁷

⁵² For children see chapter 11.1.1 Maternity Benefits; chapter 11.1.2 Childbirth Grant and Baby Box; chapter 11.1.3 Childcare for Large Families; chapter 11.1.4 Allowance for Single Parents. For adults see chapter 11.2.1 Unemployment Benefits. For adults and children with disabilities see chapter 11.3.1 Social Assistance Programmes for Persons with Disabilities; chapter 11.3.2 Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities; chapter 11.3.3 Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities; chapter 11.3.4 Disability Pension. For old-age persons see chapter 11.4.1 Old Age Pension; chapter 11.4.2 Social Pension: Social Assistance to Persons Not Entitled to a Pension

⁵³ See chapter 11.5.1 Housing and Utilities Subsidy; chapter 11.5.2 Assistance for Low-Income Families (GMI); chapter 11.5.3 Basic Social Assistance

⁵⁴ See chapter 11.6.2 Social Rent Subsidy (Draft Law); chapter 11.6.3 Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects; chapter 11.6.4 Partial Unemployment Benefits; chapter 11.6.5 Compensation for Damaged and Destroyed Property

⁵⁵ Kyiv School of Economics, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

⁵⁶ Center of Analysis of Public Finance and Public Administration, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

⁵⁷ To understand the actual coverage, we may compare the number of recipients of HUS, that also de facto covers low-income households, with the recipients of GMI for the period of 2023. While HUS covers 1.7 million households, only 269,500 households were receiving GMI, that is, only 16 per cent.

SP System	Maternity/0-6 Years Old		School Age Children	Working Age Adults	Old Age	
Non-Contributory	Maternity benefit	Assistance for Low Income Families (GMI)				
		✳ Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas				
		✳ Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects				
	Childbirth Grant / Baby Box				♿ State Social Care Assistance	
					♿ Disability Pension	
	♿ Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities					
	Municipal Nanny				Housing and Utilities Subsidy (HUS)	
				✳ Compensation of Expenses for Temporary Accommodation of IDPs		
				✳ Compensation for Damaged and Destroyed Property		
	Allowance for Single Parents					
Social Pension: Social Assistance to Persons Not Entitled to a Pension						
♿ Guardianship Allowance/ SA to Orphans and Children Deprived of Parental Care and Financial Support to Caretaker/ Assistance to a Person Caring for a Sick Child/ Alimony Benefits/ SA for Foster Care			Old-Age Pension			
Contributory	♿ Temporary Disability Benefit			Unemployment Benefits		
				✳ Compensation to the employer for Labour Costs for Employment of IDP		
	Maternity benefit				♿ Temporary Disability Benefit (Sickness Benefit / Care for a Sick Family Member)	
					♿ Disability Pension	
					Insurance against Industrial Accidents and Occupational Diseases that Caused Disability	
					✳ Partial Unemployment Benefits	

Universal Means-Tested

✳

 Conflict-Related

♿

 Disability-Related

Italics: Not covered in Report

Source: Content and analysis generated by COE

 Universal
  Means-Tested
  Conflict-Related
  Disability-Related
 Italics: Not covered in Report

Source: Content and analysis generated by CCD

Figure 1. Social assistance programmes of Ukraine⁵⁸

- Persons with disabilities** may be entitled to almost 100 types of social support.⁵⁹ However, a large number of benefits and payments does not necessarily equate with effective protection. **The social protection of persons with disabilities is regulated by more than 50 laws, resolutions, and orders in Ukraine.** Persons with disabilities are entitled to almost 100 types of benefits inclusive of cash payments (30) and social services (17).⁶⁰ Legislation distinguishes 18 groups of persons with disabilities.⁶¹ Depending on the degree of disability, three main groups of disabilities are defined.⁶² The provision of social benefits to the 18 sub-groups is uneven, making

⁵⁸ Collaborative Cash Delivery Network, Ukraine Cash Consortium, et al, Summary – Tools from the Discussion Paper on Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System, 2023, Link: <https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-ukrainian-social-protection-system>

⁵⁹ Kyiv School of Economics, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

⁶⁰ Center of Analysis of Public Finance and Public Administration, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

⁶¹ Center of Analysis of Public Finance and Public Administration, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

⁶² Rada, Law of Ukraine on Compulsory State Pension Insurance, 2024, Link: <https://zakon.rada.gov.ua/laws/show/1058-15#Text>

certain persons with disabilities less protected if they do not belong to certain occupational or social groups. For example, a person with a group I disability has the right to 12 types of cash payments and 16 types of other benefits and allowances. If such a person became disabled as a result of the Chernobyl disaster in addition, she or he is potentially entitled to a range of 9 types of cash payments and 17 types of other benefits and assistance. Thus, simply due to having acquired a disability for a certain reason, one person with a disability has the right to a much larger amount of state support than another.⁶³

- **Older Persons**, in addition to the pension itself, may be entitled to 37 benefits, including 15 types of cash payments, and 22 benefits and social services (including 9 types of taxes and fees).⁶⁴ There is concern about the existing approach to the allocation of benefits and their small values, which offer little support for recipients but significantly burden the state budget. In the case of pensions, when relevant legislation is amended – which happens frequently – there is the possibility to apply for a recalculation of entitlements through an administrative or court procedure. In this case, newly adopted rules may be applied retroactively, and the recalculated amount will be compensated. However, for each case, the court procedure may take from three months to several years.

The table below provides an overview of Ukrainian social assistance programmes. While coverage is quite comprehensive, populations in different age groups face legal gaps (depicted in grey) as well as access barriers (depicted in red), which will be further outlined in this report.

Coverage, Legal Gaps and Access Barriers

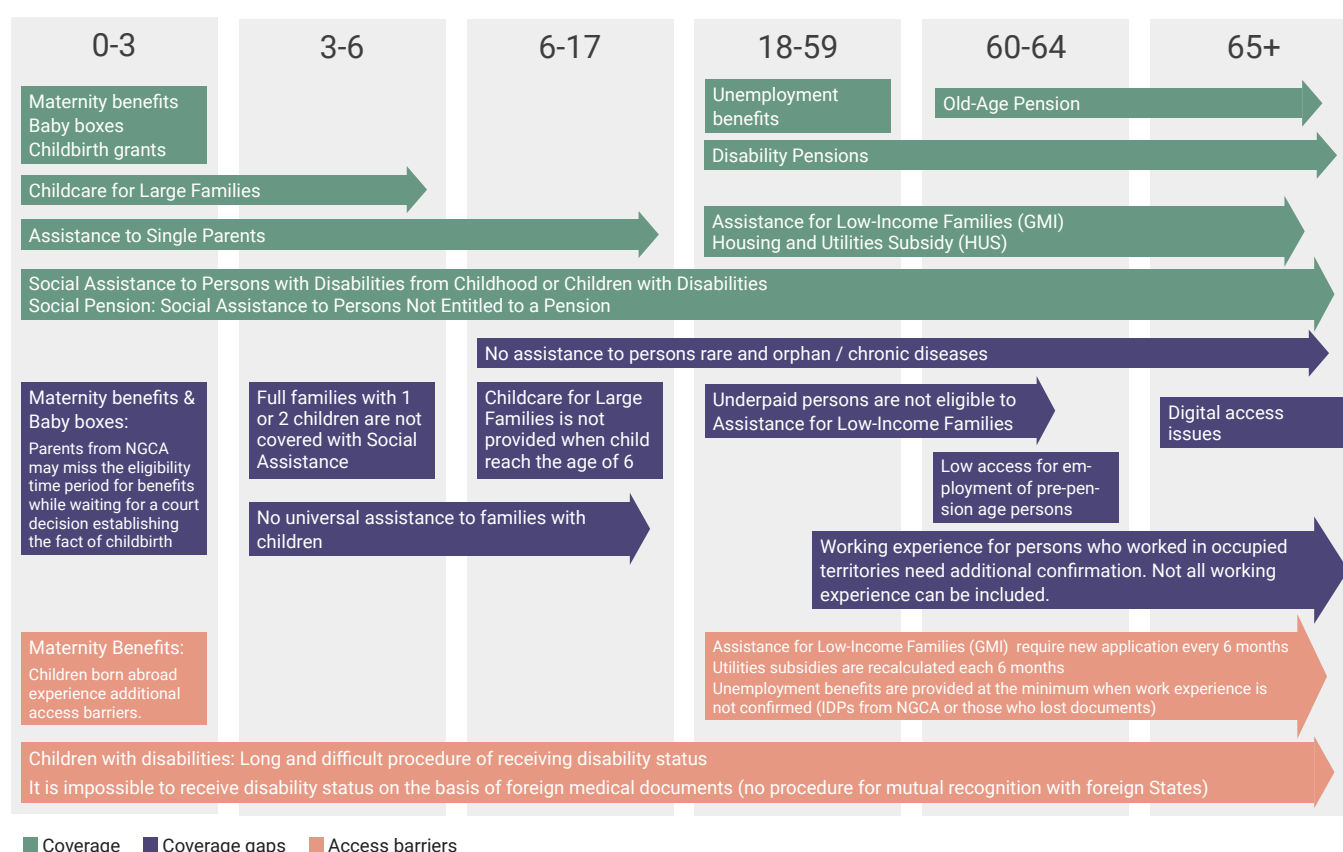


Figure 2. Life-cycle social protection programmes reflecting common coverage gaps and access barriers

⁶³ Kyiv School of Economics, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

⁶⁴ Center of Analysis of Public Finance and Public Administration, Analysis of the Effectiveness of Legislative Regulation of the Provision of Social Assistance in Ukraine for the Main Target Groups, 2021, Link: https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi_doslidzhennya-1.pdf

Legal gaps in this case refer to non-existent coverage. For example, children are only covered for the first 36 months, and persons with a rare and orphan disease⁶⁵ may be eligible for carer assistance only until the age of 18. After this, it is presumed that some orphan diseases might lead to disabilities, so the person will receive the relevant disability status. But there are cases when physical limitations due to orphan diseases exist but did not fall under the list of disability issues envisaged in legislation. No assistance for such people is envisaged in current legislation. Access barriers are caused by limited digital literacy, fear of conscription, lack of awareness, and complex application processes.

4.1 Effective Coverage

While the following section presents data of effective coverage before the full-scale invasion, focused research is needed to investigate effective coverage in general, but also marginalised groups as well as general coverage in frontline areas.

Currently, social protection coverage is challenging to estimate due to uncertain and changing demographics since the beginning of the war in 2014 and the full-scale invasion in 2022. However, reports covering the period before the full-scale invasion indicate the social protection system had high coverage. According to the International Labour Organization (ILO) World Social Protection Report from 2019,⁶⁶ 73 per cent of the population were enrolled in at least one social protection programme.⁶⁷

Region/ Income level	SDG indicator 1.3.1 - Population covered by at least one social protection benefit (excluding health)	People protected by social protection systems including floors								SDG 3.8.1 - Universal health coverage
		Children	Mothers with newborns	Persons with severe disabilities	Unemployed	Older persons	Workers in case of work injury	Vulnerable persons covered by social assistance	Working-age population covered by pension scheme (active contributors)	age
Eastern Europe										
Belarus	36.0	...	100.0	100.0	44.6	100.0	70.9	...	42.7	76.0
Bulgaria	88.3	48.6	100.0	100.0	35.4	94.0	86.8	28.8	46.8	66.0
Czechia	88.8	10.8	100.0	100.0	45.7	91.3	66.2	32.0	5.6	76.0
Hungary	86.2	100.0	100.0	100.0	26.3	90.5	78.3	56.0	54.1	74.0
Poland	84.9	100.0	100.0	100.0	16.5	83.6	100.0	52.0	5.5	75.0
Republic of Moldova	42.0	...	100.0	100.0	10.5	75.2	71.6	...	3.2	69.0
Romania	95.0	100.0	100.0	100.0	15.8	93.5	63.1	82.6	34.2	74.0
Russian Federation	90.1	100.0	63.0	100.0	82.7	100.0	79.1	76.0	61.6	74.0
Slovakia	92.1	100.0	100.0	100.0	13.0	90.6	66.4	70.0	56.8	77.0
Ukraine	73.0	100.0	100.0	100.0	8.41	96.0	...	39.0	25.5	68.0

Table 1. Social protection coverage according to life-cycle groups

⁶⁵ A rare disease is deemed as such due to a very low rate of occurrence. The term orphan disease usually denotes neglected diseases— those that are not commonly addressed by medical practitioners or pharmaceutical industries. However, it is more often used as a synonym for rare diseases, although some rare diseases respond to drugs that are not orphans. Orphan and rare diseases include more familiar conditions such as cystic fibrosis, Lou Gehrig's disease and Tourette's syndrome, as well as less familiar conditions such as Duncan's Syndrome, Madelung's disease etc. See Jeff Aronson, Rare diseases, orphan drugs, and orphan diseases, 2006, Link: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1502161/>

⁶⁶ ILO, World Social Protection Report 2020–22, 2021, Link: <https://www.social-protection.org/gimi/gess/ShowCountryProfile.action?iso=UA> 'Data and Indicators'

⁶⁷ Ibid.

Moreover, UNICEF and ILO reported in their Second Joint Report on Social Protection for Children that social assistance for children reaches an effective coverage of 100 per cent.⁶⁸ However, it should be noted that this 100 per cent coverage only concerns children between 0 and 36 months, while child benefits up to 18 years are only granted to large families⁶⁹ (see chapter 11.1.3) and single parents (see chapter 11.1.4).

Based on the latest available data for 2021 and our own calculations, effective coverage by universal programmes remained quite high prior to the full-scale invasion:

	Programme Name	Demographics January 2021 ⁷⁰	Number of Recipients ⁷¹	Coverage
	Childbirth Grant: One-Off Payment	292,037	304,9	104% ⁷²
	Childbirth Grant: Monthly Payment	933,648	921,3	99%
	Baby Box	292,037	270,7	93%
	Childcare for Large Families	2,559,539	260,2	10%
	Allowance for Single Parents	292,037	123,7	42%
	Maternity Benefit	292,037	153,7	53%
	Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	2,724,1 ⁷³	455,6	17%
	Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities	2,561,886 ⁷⁴	52,3	2%
	Social Pension (Old-Age) – Insurance	10,102,904	8,330, 0	82%
	Social Assistance to Persons not Entitled to a Pension		182,7	

An assessment conducted by REACH in December 2022 and January 2023 indicated that 24 per cent of households reported having benefited from at least one social assistance programme. However, this does not show effective coverage as it does not compare recipients with eligible populations.

According to further reports, in 2019 Ukraine's social assistance programmes covered 63.6 per cent of vulnerable populations. Coverage decreased in 2018 due to reductions in the Housing and Utilities Subsidy programme.⁷⁵ As per World Bank estimates, Ukraine's social assistance programmes cover about 60 per cent of the population, including about 80 per cent of the poorest quintile.⁷⁶

⁶⁸ ILO and UNICEF, More than a Billion Reasons: The Urgent need to build Universal Social Protection for Children. Second ILO–UNICEF Joint Report on Social Protection for Children, 2023, Link: <https://www.unicef.org/documents/urgent-need-for-universal-social-protection>

⁶⁹ Families with three or more children.

⁷⁰ State Statistics Service, Main Department of Statistics in Lviv Oblast, 'Gender-age distribution of the population' (1989–2022), Link: https://www.lv.ukrstat.gov.ua/dem/piramid/all_e.php

⁷¹ Data for the number of recipients for Childbirth Grant: One-Off Payment, Childbirth Grant: Monthly Payment, Baby Box, Childcare for Large Families, Allowance for Single Parents, Maternity Benefits, Social Assistance to Persons with Disabilities and Children with Disabilities and Social Assistance to Persons not Entitled to Pension are derived from the Ministry of Finance. Source: https://mof.gov.ua/uk/expenditures_on_social_assistance. Data for the number of recipients for Unemployment Insurance, Carer Allowances for Persons with Disabilities and Social Pension are derived from the State Employment Centre and Ministry of Social Policy respectively.

⁷² The calculation is based on demographic data which are established in January 2021, while the recipient numbers are established in December 2022. Therefore, coverage of over 100 per cent is reported. Therefore, this does not constitute evidence of double-dipping, but rather reflects the nature of estimating coverage based on different data sources and different times of year.

⁷³ State Statistical Service, Social Security of Ukrainian Population – Statistical Publication, 2023, Link: https://ukrstat.gov.ua/druk/publicat/kat_u/2023/zb/10/zb_szn_2022.pdf

⁷⁴ Ibid.

⁷⁵ UNICEF, Child Poverty and Disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

⁷⁶ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

The latest Multi-Sectoral Needs Assessment (MSNA) in 2023 provides further evidence on the overall share of recipients of social benefits. Areas in close proximity to the frontline receive a higher share of social benefits. The maps below (Figure 5, Figure 6) indicate a higher share of social assistance and pension recipients, with the latter being even more prominent. While the reason is not entirely clear without further investigation, this might indicate that these regions host recipients who benefit from social assistance that targets newly accessible areas (see chapter 11.6.1 Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas).



Figure 3. Percentage of households that reported social benefits or assistance as (part of) their income

Of the surveyed households that reported income from government social assistance (see Figure 3 above), 94 per cent reported that they receive income from social benefits, and 94 per cent reported receiving income from pensions. It should be emphasized that the following figures (Figure 4, Figure 5, Figure 6, Figure 7) are a subset of those who reported income from government social assistance and therefore do not indicate effective coverage.

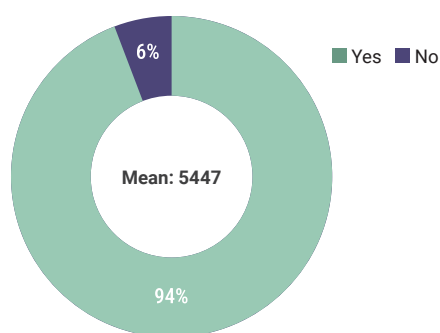


Figure 4. Households that report income through government social benefits or assistance e.g. disability allowance (of those who indicated government social assistance as a source of income)⁷⁷

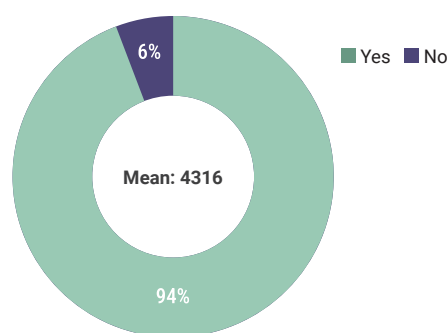


Figure 5. Households that report income through pensions for all reasons e.g. age, military, excepting disability allowance (of those who indicated government social assistance as a source of income)⁷⁸

Geographically, frontline areas show a marginally higher share of recipients of social benefits than other areas. Whether this is an indication of access or eligibility should be further researched:



Figure 6. Percentage of households that reported access to social benefits (of those that indicated Government social assistance as a source of income)⁷⁹

⁷⁷ REACH, Multi-sectoral Needs Assessment (MSNA), 2023, Link: <https://dashboards.impact-initiatives.org/ukr/msna/2023/>

⁷⁸ Ibid.

⁷⁹ Ibid.

Frontline areas show higher provision of pensions as well. Notably, the areas with lower provision of social benefits seem to match the areas that show lower pension provision:



Figure 7. Reported receipt of pensions (of those that indicated Government social assistance as a source of income)⁸⁰

The higher share of pension recipients could indicate less mobility (see Figure 7). Again, it should be noted that this does not indicate effective coverage, but merely the share of the surveyed population that receives certain social assistance benefits.

The REACH Social Protection Factsheet from January 2023 indicates that 24 per cent of surveyed households have benefited from at least one social assistance programme in the last six months, and 13 per cent from utilities subsidies.⁸¹ While this is not an indication of effective coverage of eligible population groups, it indicates the share of the population that has income through social assistance programmes.

⁸⁰ REACH, Multi-Sector Needs Assessment (MSNA), 2022 Protection Findings, 2023, Link: <https://dashboards.impact-initiatives.org/ukr/msna/2023/>

⁸¹ REACH, Access to Government-Led Social Assistance Programmes in Selected Regions of Ukraine, 2023, Link: https://repository.impact-initiatives.org/document/reach/79681733/REACH_Factsheet-Social-Protection-2023_vf.pdf

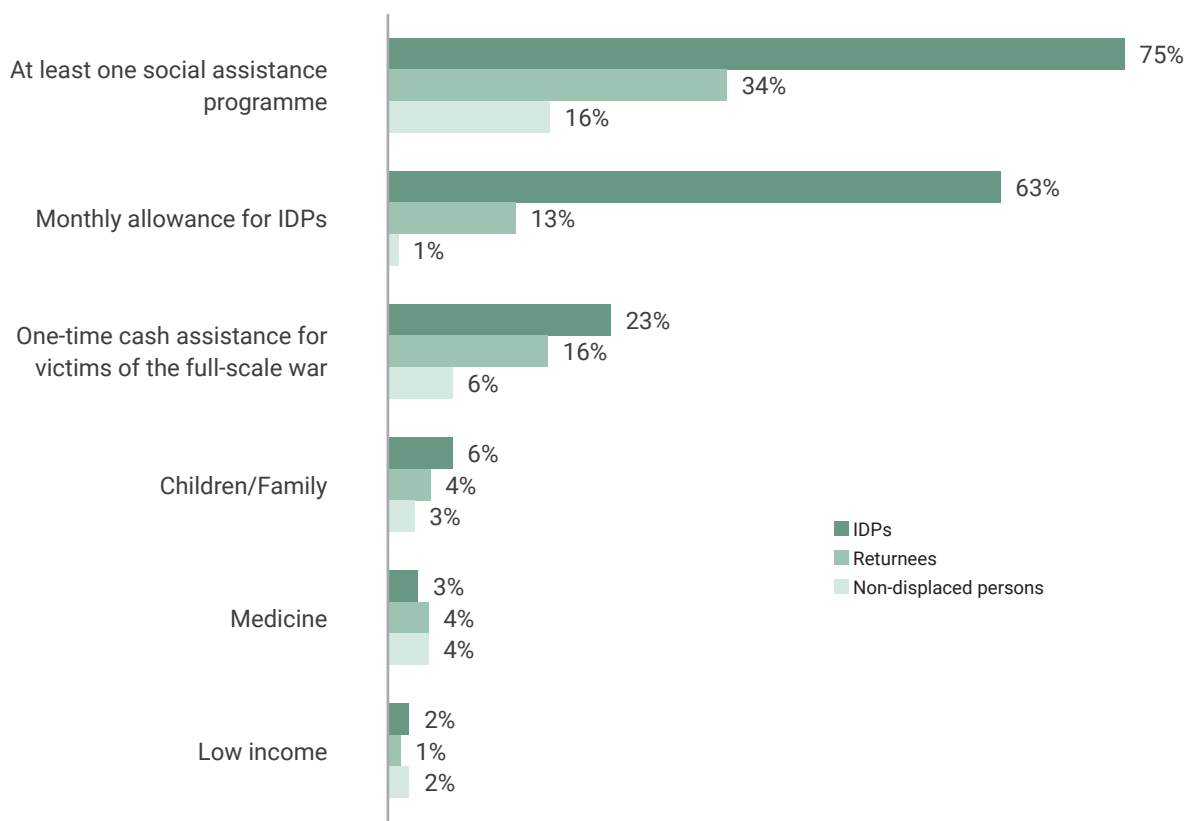


Figure 8. Social assistance received by assessed households, by displacement status (adapted by the PeReHID Initiative)

The results of the assessment further point to significant disparities depending on region and type of settlement. In the assessed oblasts, the share of households reporting benefiting from at least one social assistance programme was higher in Kharkiv, Dnipropetrovsk, and Zaporizhzhia oblasts. Likewise, respondents from urban areas reported more access to social assistance.⁸²

⁸² Ibid.



Figure 9. Proportion of assessed households benefiting from social assistance programmes⁸³ (adapted by the PeReHID Initiative)

With regard to displaced populations, a recent study from UNHCR points out that IDPs are highly dependent on social protection programmes and pensions, with 77 per cent of IDPs reporting social protection programmes and 34 per cent reporting pensions as their main income source:⁸⁴

⁸³ Ibid.

⁸⁴ UNHCR, Lives on Hold: Intentions and Perspectives of Internally Displaced Persons in Ukraine, 2023, Link: https://www.unhcr.org/ua/wp-content/uploads/sites/38/2023/02/ukraine_intention_report3.pdf

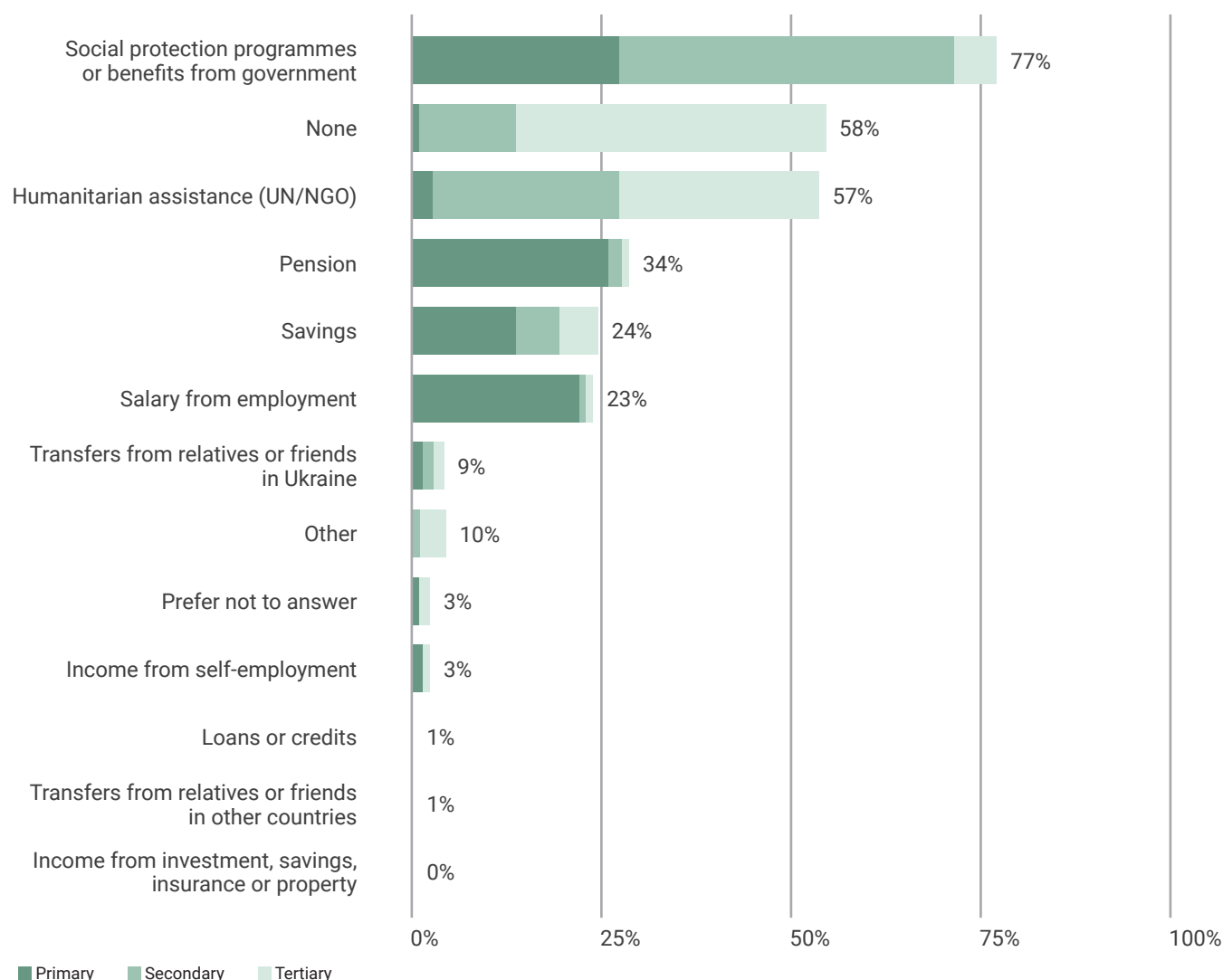


Figure 10. Top three income sources of households during the last month⁸⁵ (adapted by the PeReHID Initiative)

Finally, IOM in April 2024 reported a high coverage of populations in frontline areas. Pensions for the elderly was the most commonly reported assistance, with 43 per cent of respondents indicating their household received pension support (including 40 per cent of IDPs, 32 per cent of returnees, and 47 per cent of non-displaced populations).⁸⁶

⁸⁵ Ibid.

⁸⁶ Ibid.

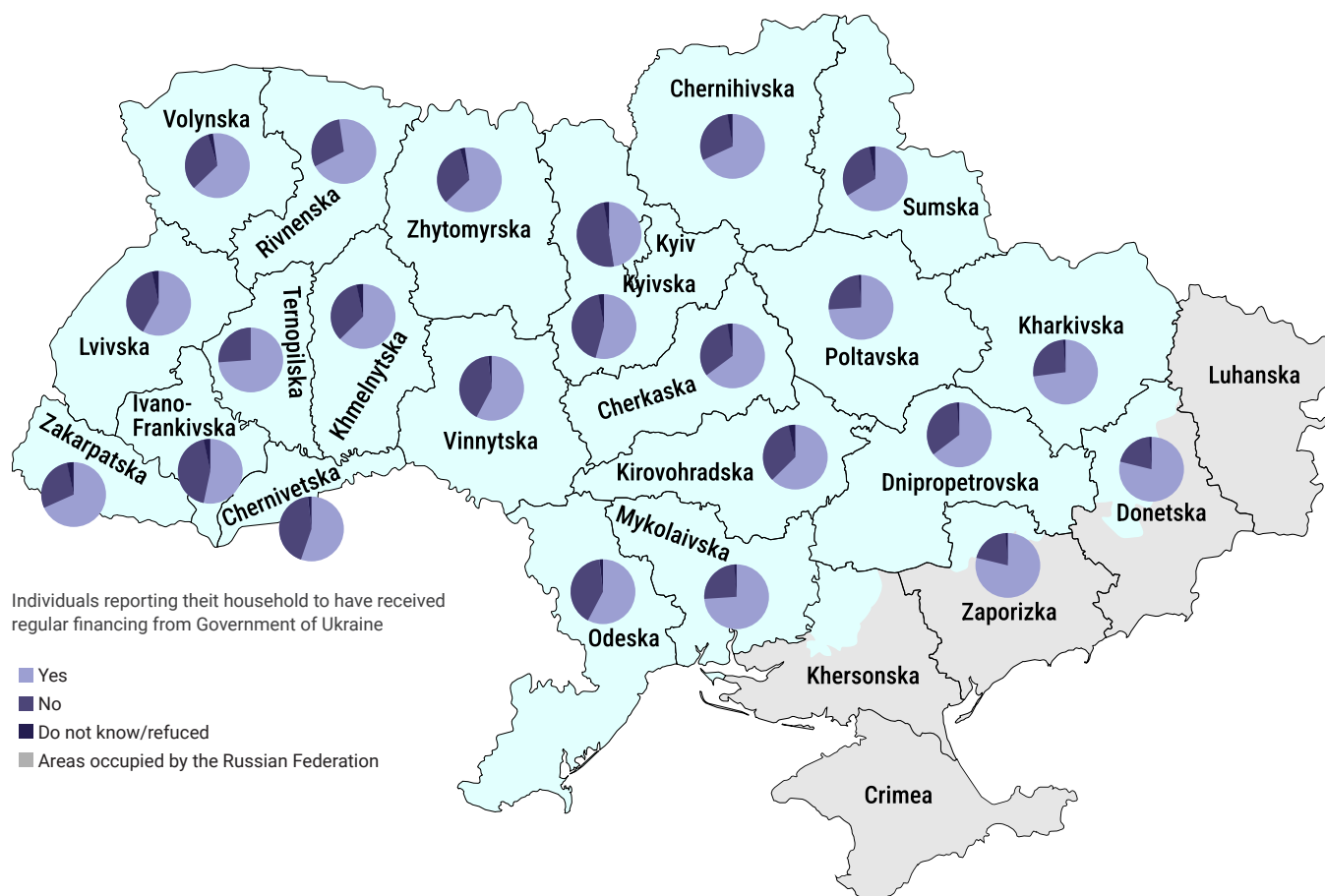


Figure 11. Proportion of individuals reporting their household to have received regular financing from the Government of Ukraine (adapted by the PeReHID Initiative)

On average, UAH 2,729 per capita was received as social assistance, with respondents in urban areas reporting higher amounts (UAH 2,888) than respondents in rural areas (UAH 2,626). IDPs reported a marginally higher amount of UAH 2,935, which could be explained by programmes that can only be accessed by IDPs.⁸⁷

The same report indicates that 64 per cent of respondents reported receiving regular support from the Government. A total of 85 per cent of IDPs reported that they received Government support – significantly above the national average. This confirms the importance of the Allowance for IDPs to respond to forced displacement. Meanwhile 51 per cent of returnees and 63 per cent of non-displaced receive Government assistance. Respondents living in rural areas reported higher coverage with 68 per cent compared to 59 per cent in urban areas.

⁸⁷ IOM, Thematic Brief – Economic Resilience in Wartime: Income, Employment and Social Assistance in Ukraine, 2024, Link: <https://dtm.iom.int/reports/ukraine-thematic-brief-economic-resilience-wartime-income-employment-and-social-assistance>

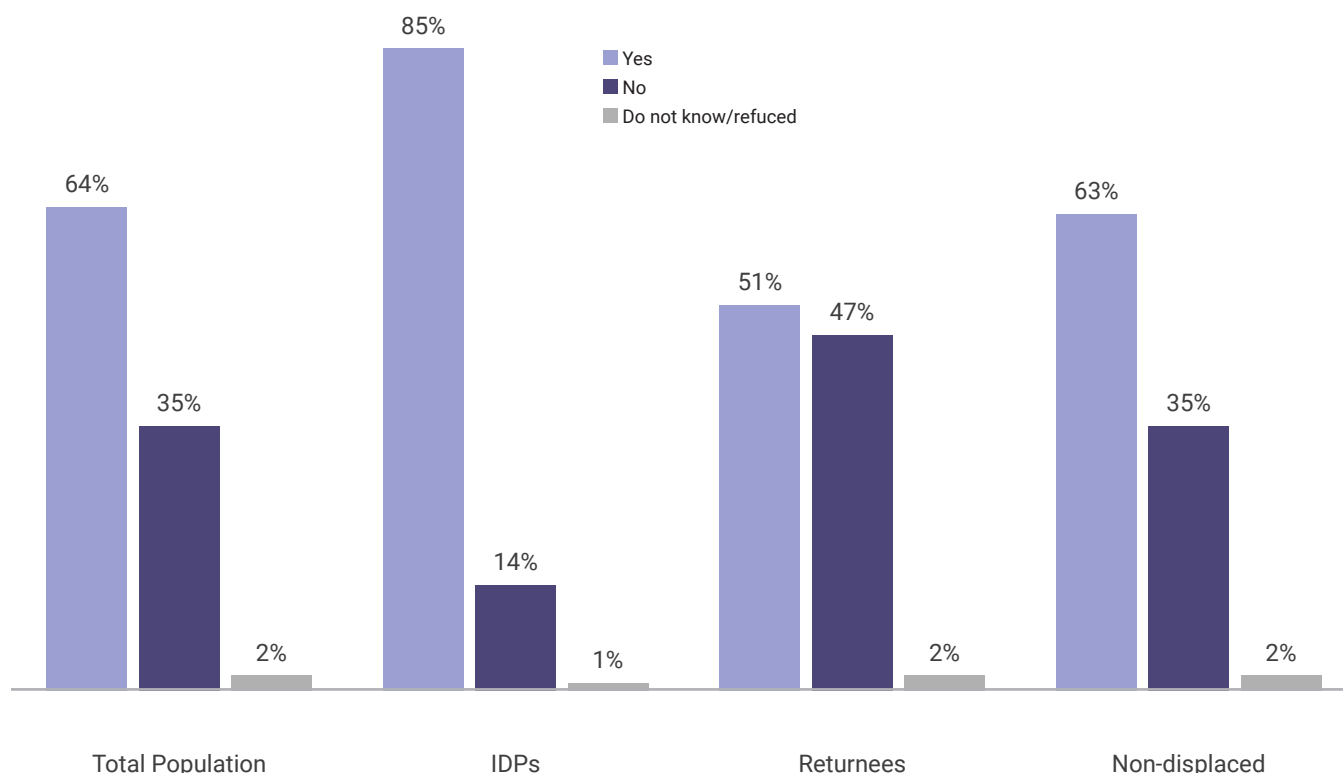


Figure 12. Percentage of individuals reporting their household to have received regular financing assistance from the Government of Ukraine (adapted by the PeReHID Initiative)

4.2 Access Barriers

The full-scale invasion as well as bureaucratic challenges pose barriers for vulnerable populations to access relevant social assistance programmes. This may be due to age, cross-cutting vulnerabilities, and literacy, among many other factors, as well as specific war-related shocks such as displacement. It is unclear to what extent the Ukrainian public is aware of entitlements for social protection programmes. Finally, psycho-social barriers may prevent some people from applying for status corresponding to a difficult life circumstance, as they do not wish to be perceived as vulnerable or in need. This can be especially true given the shock of the full-scale invasion and psychological resistance to accepting the drastic change in conditions it has brought. Men who are eligible for military mobilization may also avoid registration with government agencies, in order to avoid being conscripted for military service.

Nevertheless, the 2022 Multi-Sector Needs Assessment (MSNA)⁸⁸ indicates that a mere 5 per cent of the surveyed population reported access constraints to social services (including social assistance, social care, etc.). Within these 5 per cent, 27 per cent reported lack of information, 24 per cent reported irregular visits from social workers, and 21 per cent reported a lack of available services.

⁸⁸ REACH, Multi-sectoral Needs Assessment (MSNA) 2022 Protection Findings, 2023, Link: https://repository.impact-initiatives.org/document/reach/dfbba88a/REACH_UKR_MSNA_Protection_Presentation_Finalised.pdf

% of HHs reporting experiencing barriers to accessing social services provided by the government, by macro-region

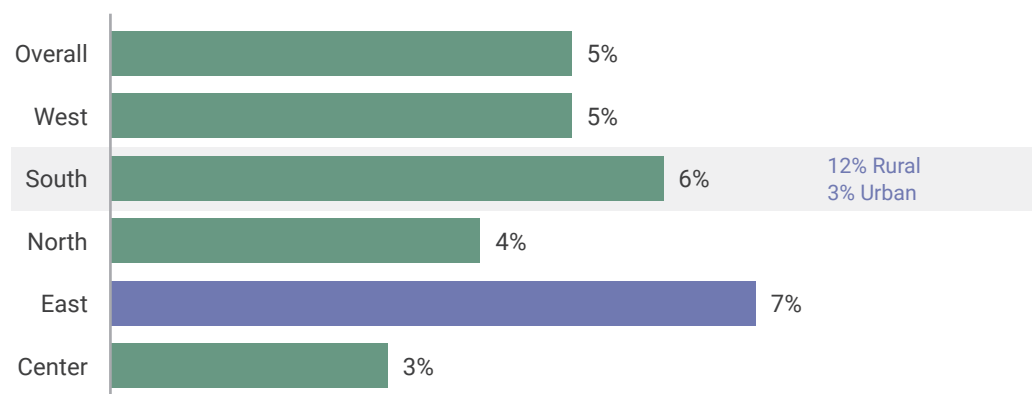


Figure 13. Reported barriers to social services (regions)⁸⁹ (adapted by the PeReHID Initiative)

Most reported barriers among HHs who reported having experienced barriers accessing social services provided by the government (n=688)

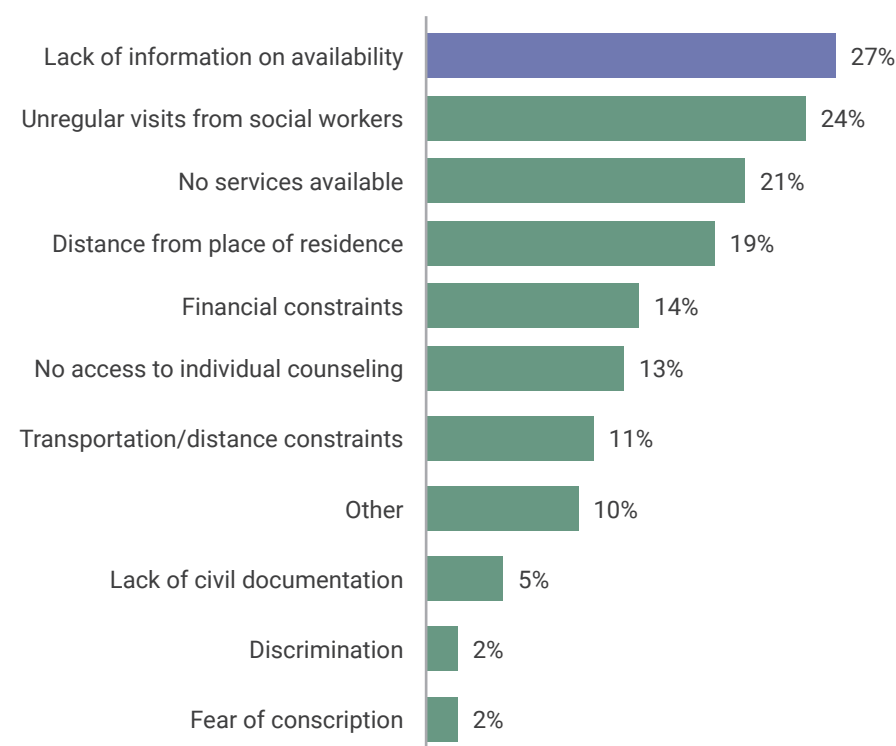


Figure 14. Reported barriers to social services (barriers)⁹⁰ (adapted by the PeReHID Initiative)

However, it should be noted that the survey's wording does not allow an exact match with social protection programmes, as it encompasses all social or government-provided services. Moreover, the notion of 'social services' encompasses "home-based care support, support to families with many children, counselling" and therefore is much wider than social assistance.⁹¹

The assessment revealed that the highest proportion of households reporting barriers to access were in the east of Government-controlled Ukraine.

⁸⁹ Ibid.

⁹⁰ Ibid.

⁹¹ Ibid.

When disaggregated by urban and rural, the largest disparity lay between urban and rural households in the south (12 per cent and 3 per cent).⁹² Different levels of urbanisation between the east and west of Ukraine might play a role, as lower coverage is reported for Zakarpattia oblast which is mountainous with many smaller remote villages. In Kyiv oblast, Brovary and Boryspil raions that suffered from active hostilities in 2022 show lower coverage. In Kharkiv oblast, Zolochivska hromada suffers from regular shelling which affects access to government services.



Figure 15. Reported barriers to social services (areas) as per MSNA 2022⁹³ (adapted by the PeReHID Initiative)

When analysed by displacement status, social assistance programmes appear to be generally accessible with returnees and IDPs reporting higher access challenges:

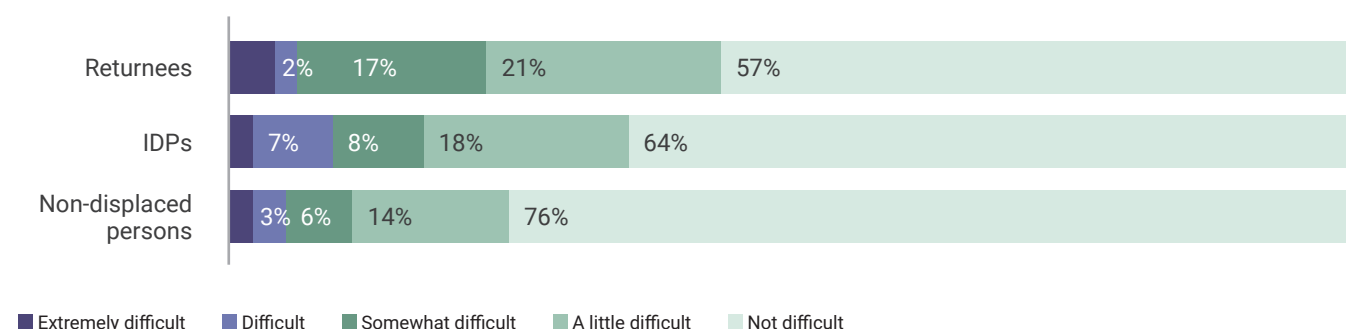


Figure 16. Reported level of difficulty accessing social assistance programmes by displacement status⁹⁴ (adapted by the PeReHID Initiative)

⁹² Ibid.

⁹³ Ibid.

⁹⁴ REACH, Access to Government-Led Social Assistance Programmes in Selected Regions of Ukraine, 2023, Link: https://repository.impact-initiatives.org/document/reach/79681733/REACH_Factsheet-Social-Protection-2023_vf.pdf

Finally, the MSNA 2023 provides further evidence related to social assistance access. Overall, a mere 4 per cent of the surveyed population reported the need for legal assistance to access social benefits and 2 per cent to access pensions:

% of households that required legal assistance (Selected disaggregation: Overall)

Rounding was used to produce the percentages in the graph. The total sum will not necessarily be equal to 100%

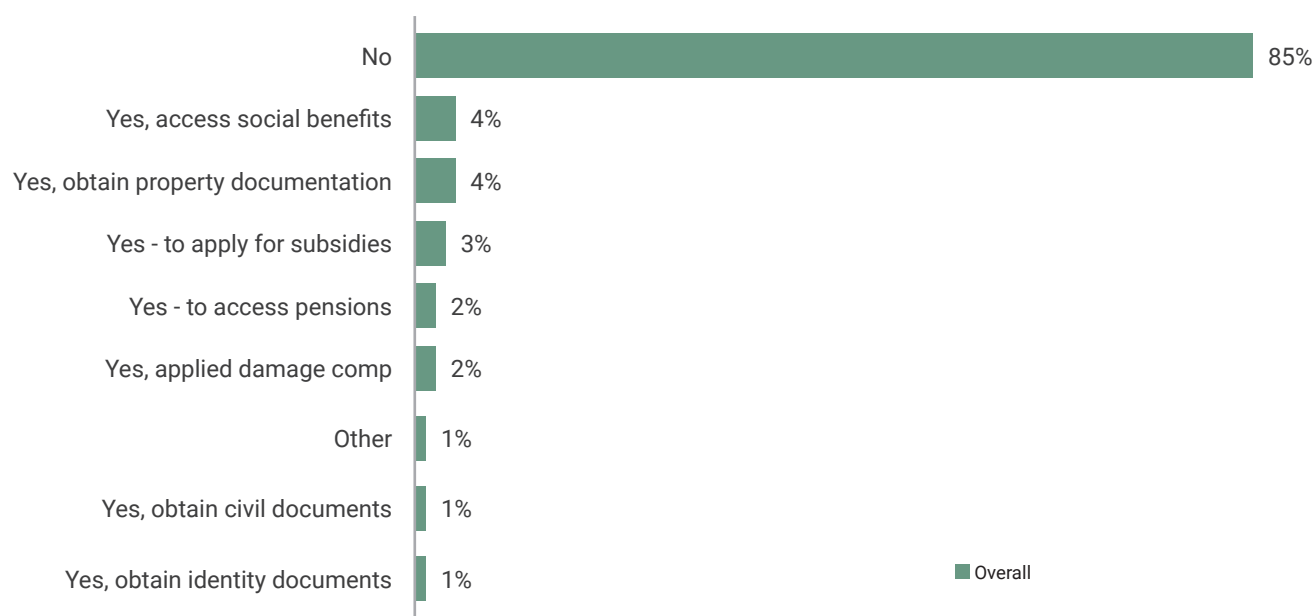


Figure 17. Required legal assistance as per MSNA 2023⁹⁵ (adapted by the PeReHID Initiative)

The assessment further indicates that 0–3 per cent need legal assistance to obtain civil or identity documents:

% of households that required legal assistance (Selected option: Yes, obtain civil documents)

n = 13,276 - the total number of households interviewed

99.65% of the total households interviewed



Figure 18. Population in need of legal assistance to obtain civil documents⁹⁶ (adapted by the PeReHID Initiative)

⁹⁵ REACH, Multi-sectoral Needs Assessment (MSNA) 2022 Protection Findings, 2023, Link: <https://reach-info.org/ukr/msna/2023/>

⁹⁶ Ibid.

% of households that required legal assistance (Selected option: Yes, obtain identity documents)

n= 13,276 - the total number of households interviewed

99.65% of the total households interviewed



Figure 19. Population in need of legal assistance to obtain identity documents⁹⁷ (adapted by the PeReHID Initiative)

Here, no significant geographical differences could be noted, which might indicate that shock-responsive adjustments are effective, and the population has already adapted since the full-scale invasion.

4.3 Lead Times

Long lead time is a common access issue to all social assistance programmes. Lead times depend on structural barriers (lack of knowledge, lack of necessary documents, physical access) and institutional ones (insufficient staffing, power outages, system malfunctions), and can vary significantly even within the same community and social assistance programme. Whereas some programmes provide benefits retroactively from the day of application, other programmes such as those related to disability are not provided retroactively.

According to the REACH Social Protection Factsheet from 2023, assistance is reportedly mostly received after two months. Almost a third of households that applied for the Housing and Utilities Subsidy waited up to 20 days, and another third waited for up to one to two months:⁹⁸

⁹⁸ Ibid.

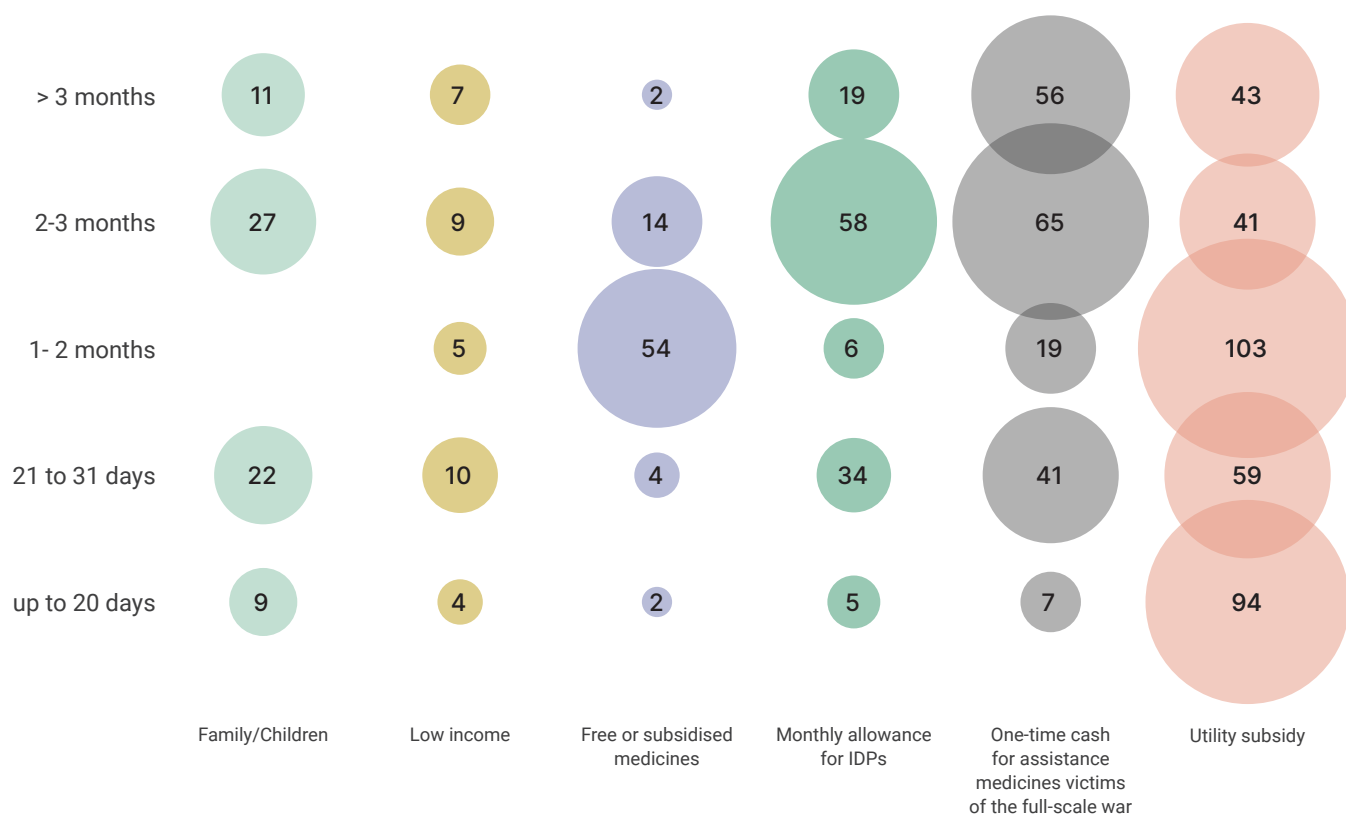


Figure 20. Reported duration for obtaining assistance via social protection, by type of programme⁹⁹ (adapted by the PeReHID Initiative)

Moreover, the system itself has been directly affected by the full-scale invasion. The significant amount of forced displacement both internally and abroad naturally leads to shortages of staff in the public sector who work on social protection programmes, which possibly contributes to delays in processing applications. Also, regions with higher IDP concentrations might experience a greater burden on the social protection sector, causing further delays in service provision.

4.4 Coverage Gaps and Access Barriers for Different Population Groups

Although the Ukrainian social protection system is quite comprehensive and covers large parts of the population across life-cycle groups, some age or population groups are less well covered.

4.4.1 Children

Generally, Ukraine offers social assistance programmes for children: Maternity Benefits; Childbirth Grant and Baby Box; Childcare for Large Families; Allowance for Single Parents; Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects; Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities.

Newborns and children under 3 years are covered by the universal Childbirth Grant.¹⁰⁰ Children aged 3 to 18 only receive social assistance if they qualify as part of large families¹⁰¹ or in case of disabilities.¹⁰² In addition, when a child requires additional care (e.g., serious health concerns which do not qualify as a disability), the mother can extend Maternity Benefits until the child reaches the age of 6. If she is officially employed, the mother is guaranteed her job albeit without salary.

⁹⁹ Ibid.

¹⁰⁰ See chapter 11.1.2 Childbirth Grant and Baby Box

¹⁰¹ See chapter 11.1.3 Childcare for Large Families

¹⁰² See chapter 11.3.2 Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities and chapter 11.6.3 Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects

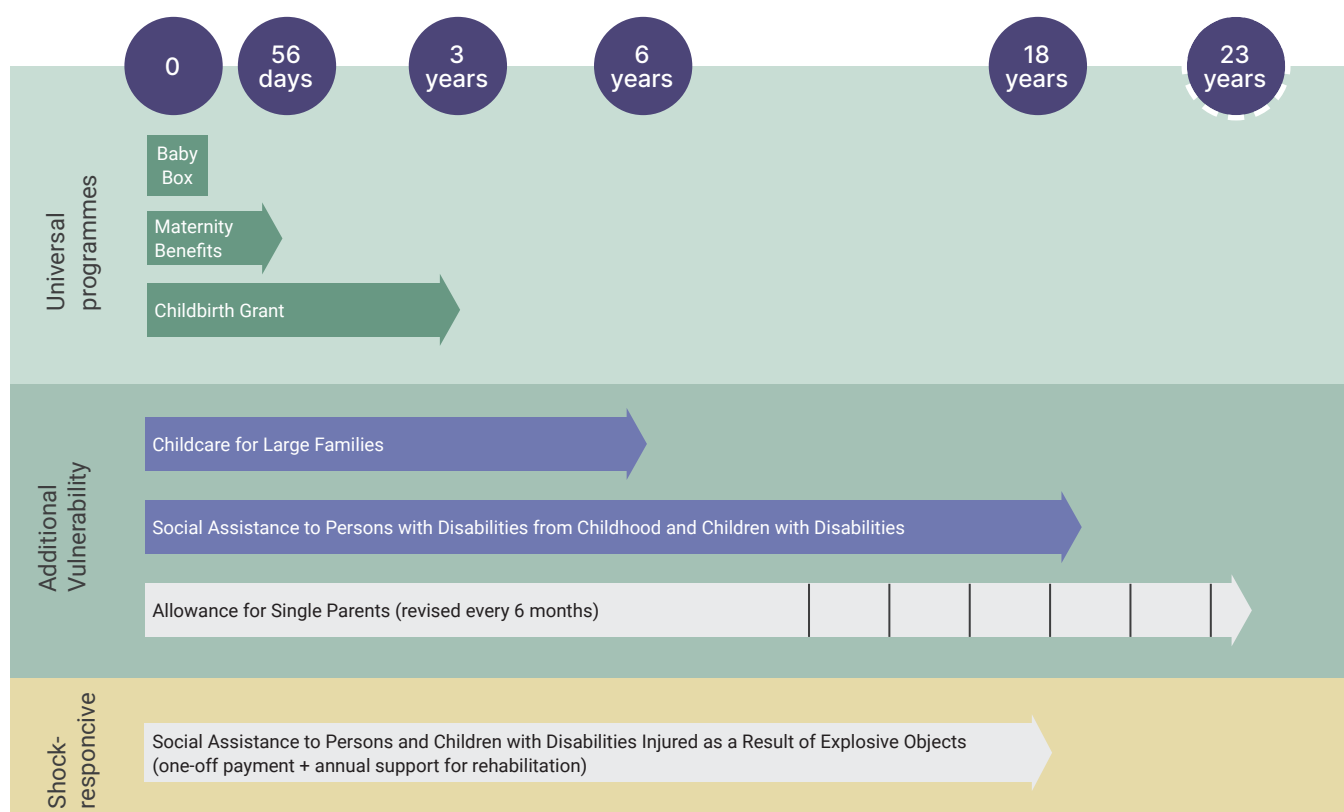


Figure 21. Eligibility periods of key child benefits

Information about different child benefits is well publicized. Parents both receive relevant information and often submit applications for child benefits when registering a birth.

The following gaps are noted:

- Parents whose children have only foreign birth certificates cite obstacles in receiving child benefits, as Ukrainian medical certificates are required.
- When children were born in areas under the temporary control of the Russian Federation, the time required to go through the necessary court procedure to have the birth recognised by Ukrainian authorities may push otherwise eligible beneficiaries outside the covered age period.

4.4.2 Low-Income Persons

The amount of social assistance is calculated as the difference between the subsistence minimum level for the family and the family's average monthly total income. The **calculation of the average monthly total income is problematic** as dividends from securities are taken into account, while income from interest on deposits is not taken into account.¹⁰³

Overall, coverage of low-income persons is rather low, with an indicative coverage rate of 1.2 per cent of households.¹⁰⁴ The World Bank reported that Assistance for Low-Income Families (GMI) had a targeting accuracy of 72 per cent in reaching the poorest 20 per cent in 2020, while the Housing and Utilities Subsidy (HUS) had a targeting accuracy of 30 percent in 2020. The World Bank further reports that the poverty impact of GMI is limited due to its low coverage, which was reported at 6 per cent of people in the poorest quintile.¹⁰⁵

¹⁰³ The procedure for calculating the average monthly total income of a family (household) for all types of state social assistance, approved by Resolution of the Cabinet of Ministers No. 632 of July 22, 2020 Some Issues of Payment of State Social Assistance. Source: Government Content Centre, Social protection of the population, Link: <https://ukc.gov.ua/knowledge/serednomisyachnyj-sukupnyj-dohid-sim-yi-domogospodarstva-dlya-usih-vydiv-derzhavnoyi-sotsialnoyi-dopomogy/>

¹⁰⁴ Collaborative Cash Delivery, Live discussion paper 'Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System', 2024, Link: <https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-ukrainian-social-protection-system>

¹⁰⁵ World Bank, Ukraine Additional Financing for Social Safety Nets Modernization Project (Report No: PAD3404), 2020, Link: <https://documents1.worldbank.org/curated/en/899181588557654903/pdf/Ukraine-Social-Safety-Nets-Modernization-Project-Additional-Financing.pdf>

Information regarding the right to receive social benefits is not systematized. As in cases with other groups of citizens, social assistance to low-income families is not limited to one cash payment. In order to have a complete picture of the government support available to those with low incomes, a large number of indirectly related legislation and regulations must be examined. This complicated process makes it difficult for citizens to understand and access their entitlements.¹⁰⁶

4.4.3 Unemployed People

Access to unemployment benefits was limited during the full-scale war. The duration of payments was reduced to 90 days and the maximum benefit level was reduced to the equivalent of the minimum wage.¹⁰⁷ In addition, the Government lowered the requirements for suitable employment. As a result, the State Employment Service may offer jobs to unemployed individuals which do not match their professional qualifications or provide the previous level of income. Specific employment support for vulnerable populations, such as compensating social insurance contributions, were also cancelled during the war. Instead, employment subsidies for IDPs were introduced in order to support the transition of unemployment IDPs into the labour market.

Since the start of the full-scale war, the number of people who receive unemployment benefits has declined.¹⁰⁸ Reduction in the size and duration of payments, the requirement to register with the Military Enlistment Office simultaneously with registration at the Employment Centre, and the decreased prospects of finding suitable employment due to contraction of the job market have all led to a decrease in the number of people turning to the State Employment Service. The share of women using the State Employment Service began to outpace men. According to the National Bank of Ukraine, the average unemployment rate for 2022 is estimated at 25–26 per cent, which corresponds to a total number of 3.2 million unemployed persons.¹⁰⁹ Despite the extremely high estimated level of unemployment, the number of individuals seeking assistance from the State Employment Service decreased from 1.2 million in 2021 to 868,000 in 2022 due to the changes listed above.¹¹⁰

4.4.4 Older People

The pension system covers the majority of older persons given that they meet eligibility criteria including age, pension-contributing work experience, and health concerns.¹¹¹ Most pension programmes are incompatible with one another and only one can be chosen, even when a person is eligible for several different programmes. Legal gaps regarding pension coverage can be related to the war, for example inability to confirm pension-contributing work experience for persons who worked in the Russian Federation, due to the severance of diplomatic relations and Ukraine's withdrawal from bilateral agreements with the Russian Federation.

The Ministry of Social Policy of Ukraine guarantees the possibility to receive social assistance payments including pensions in areas restored to government control, although interruptions in service can create gaps. People living in areas of Ukraine restored to government control are eligible for social assistance. Pensions or other social assistance can be paid through the post office system or authorized banks. In case authorized banks have not yet resumed operations in an area recently retaken by the Government, there is an option for cash withdrawals of social assistance from the cash registers at state-approved shops and petrol stations.¹¹²

¹⁰⁶ Center of Analysis of Public Finance and Public Administration, Analysis of the effectiveness of legislative regulation of the provision of social assistance in Ukraine for the main target groups, July 2021, Link: <https://kse.ua/wp-content/uploads/2021/07/Sotsialni-dopomogi-doslidzhennya-1.pdf>

¹⁰⁷ Rada, On the Introduction of Changes to Some Legislative Acts of Ukraine Regarding the Reform of the Employment Service, Social Insurance in Case of Unemployment, Promotion of Productive Employment of the Population, Including Youth, and the Introduction of New Active Programmes on the Labour Market (No. 2622-IX, 21 September 2022), Link: <https://zakon.rada.gov.ua/laws/card/2622-20> and Board of Directors of the Mandatory State Unemployment Social Insurance Fund, On the Minimum Amount of Unemployment Benefits (Regulation No. 60, 14 November 2023), <https://zakon.rada.gov.ua/laws/show/z1724-23#Text>

¹⁰⁸ See Table 40 Unemployment Benefits: recipient numbers, funding

¹⁰⁹ National Bank of Ukraine, Inflation Report, January 2023, Link: https://bank.gov.ua/admin_uploads/article/IR_2023-Q1.pdf?v=5

¹¹⁰ VOX Ukraine, Mission (Im)possible? How the State is Changing Social Policies to Protect the Most Vulnerable During War, 2023. Link: <https://voxukraine.org/en/mission-impossible-how-the-state-is-changing-social-policies-to-protect-the-most-vulnerable-during-war>

¹¹¹ See chapter 11.4 Old Age Persons

¹¹² Ministry of Social Policy, How to get pensions in the occupied and newly liberated territory of Ukraine, Link: <https://www.msp.gov.ua/content/yak-otrimati-viplati.html?PrintVersion>

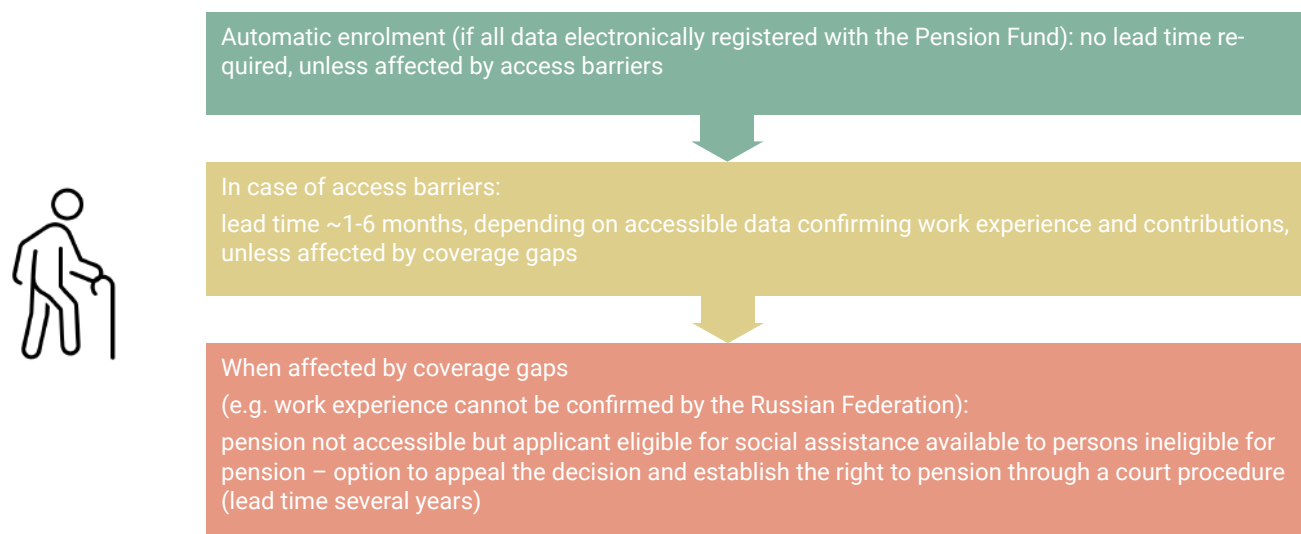


Figure 22. Pension-specific lead times, coverage gaps, and access barriers

As of August 2014, 1,278,200 pensioners were registered in non-government-controlled areas (NGCA) of Ukraine. In November 2019, the Pension Fund reported that only 622,200 pensioners with residence registration in these areas continued to receive pensions. As per the Ukrainian constitution, eligible citizens may receive their pensions regardless of geographic location. However, legislative acts since 2014 have prohibited the transfer of funds to non-government-controlled areas of Ukraine.¹¹³

Those Ukrainian citizens living in NGCA after 2014 and wishing to collect their pensions had to physically cross the frontline, travel to government-controlled areas (GCA), and register as IDPs in those same areas in order to collect their pensions. This journey was often difficult, hazardous and costly, and for some people impossible to undertake. In 2014, some 160,000 pensioners unable to leave NGCA and travel to GCA were the first to be impacted by the IDP registration requirement. This group included older persons who could not physically travel and persons with disabilities, those who did not understand the requirement and procedure, and persons with low income. Of the total number of pensioners in NGCA as of August 2014, 75 per cent followed the requirement and registered as IDPs in GCA. Many maintained their actual place of residence in NGCA and frequently crossed the frontline, a phenomenon that has come to be known as “pension tourism”.¹¹⁴ Furthermore, reportedly some bureaucratic obstacles were encountered when persons trying to receive their pensions were asked to provide an IDP certificate, or paper documents from the Russian Federation.

After the start of the full-scale invasion, the Cabinet of Ministers of Ukraine adopted Resolution No. 162,¹¹⁵ which regulated payment and delivery of pensions and cash benefits during martial law. Pensioners who remained in areas under the temporary military control of the Russian Federation after 24 February 2022 continued to accrue their pensions in accounts opened on their behalf by the Pension Fund in Oschadbank. To access these funds, account holders were required to contact the bank and conclude a bank account agreement. If pensioners preferred to receive the funds in another bank, they were to submit written requests to the Pension Fund. From these areas, this could be done via the electronic portal of the Pension Fund of Ukraine. However, in practice, pensioners who did not relocate to government-controlled areas after the full-scale invasion are unlikely to be informed about the accounts opened at the initiative of the Pension Fund and may not know how to contact the bank to conclude contracts. According to Resolution No. 162, if a pensioner does not contact the Pension Fund or the bank within six months, the funds credited to the accounts are returned to the Pension Fund of Ukraine.

¹¹³ Cabinet of Ministers, Some Issues of Financing Budgetary Institutions, Making Social Payments to the Population and Providing Financial Support to Individual Enterprises and Organizations of Donetsk and Luhansk Regions, as well as Other Payments from Accounts Opened with the Treasury, 2014, Link: <https://zakon.rada.gov.ua/laws/show/595-2014-%D0%BF#Text>

¹¹⁴ United Nations, Briefing Note ‘Pensions for IDPs and persons living in the areas not Controlled by the Government in the east of Ukraine’, 2022, Link: https://www.unhcr.org/ua/wp-content/uploads/sites/38/2020/03/Briefing-Note-on-Pensions_2020.pdf

¹¹⁵ Cabinet of Ministers, On the Peculiarities of Payment and Delivery of Pensions, Cash Benefits for the Period of Martial Law, 2022, Link: <https://zakon.rada.gov.ua/laws/show/162-2022-%D0%BF#Text>

At the beginning of August 2023, amendments were made to Resolution No. 162 which allow pensioners who live in areas of active hostilities or under the temporary military control of the Russian Federation to reinstate payments by applying to the Pension Fund, so long as their areas of residence remain on an official list of “areas of active hostilities or occupation by the Russian Federation”,¹¹⁶ and whose pension payments were suspended since 1 August 2022. This application for restoration of pension payments can be sent electronically through the electronic portal of the Pension Fund. In addition to the submitted application, pensioners must establish their identity through a video verification call; however, legislation has not yet established the required procedures to do so. If a pensioner is able to utilize the Diia signature authorization module, a video identification call is not required. Thus, in practice, without a Diia signature, it is impossible to renew payments while physically in areas under the temporary military control of the Russian Federation. Consequently, pensioners are required to travel to government-controlled areas to apply in person at the Pension Fund authorities.¹¹⁷

The situation resulting from the full-scale invasion of Ukraine on 24 February 2022 had a significant impact on pensioners. Pensioners from Donetsk and Luhansk oblasts who had no option but to cross the frontline to collect pensions after 2014, when certain areas of Donetsk and Luhansk oblasts were no longer under government control, lost even this possibility after the full-scale invasion. Pensioners from areas under temporarily military control of the Russian Federation since February 2022 have continued to receive pensions and social payments to their bank accounts. However, the inability to use Ukrainian bank cards and therefore gain access to their pensions are practical barriers for the majority of pensioners living in these areas. Despite the digitalisation of the verification process, some access barriers remain widespread, such as digital illiteracy, lack of procedural awareness, low internet access, etc. Moreover, the verification process must be renewed every six months, otherwise payments are suspended.

Despite national legislation on the provision of pensions to persons living in non-government-controlled areas of Ukraine since 2014, there are cases of non-provision of pension by the Pension Fund of Ukraine to persons living in NGCA and Crimea. The Office of the Ukrainian Parliament Commissioner for Human Rights highlighted that pensions were not granted to persons displaced from Crimea for nearly nine years after Russian annexation. Another challenge that has emerged is that persons who have reached pension age in NGCA (since 2014) often lack sufficient insurance experience, as their period of work in NGCA could not be recognised and confirmed by the Government. As a result, such persons were not entitled to a pension, but could apply for relevant state social assistance. Moreover, in 2022 the Government denounced the *Agreement on Guarantees of the Rights of Citizens of the CIS Member States in the Sphere of Pensions*,¹¹⁸ which has led to some uncertainty regarding the calculation of insurance periods for Ukrainians who worked in the Russian Federation. Only in April 2024 did the Government adopt a new law that regulates calculation of the contribution period covering contributions from the Soviet Union era until now.¹¹⁹ Recalculation of the contribution period is provided only on application. It is therefore important that individuals have a sufficient level of legal awareness to apply and prove their right to a pension.

In general, there is no significant lead time for pensions. As a rule, pensioners are automatically enrolled in connection with their age, work experience, or disability criteria. However, in a significant number of cases pensions must be recalculated due to issues such as work experience which has not been correctly calculated (for example, if a person worked in the USSR or abroad). In such cases, the lead time is prolonged due to court claims that are the only way for pensioners to prove their entitlement for higher pensions.

4.4.5 Persons with Disabilities

Persons with disabilities experience obstacles in accessing social pensions, housing, communal subsidies and other payments. Based on the results of a survey conducted by the National Assembly of Persons with Disabilities of Ukraine in June–July 2022, 91 persons with disabilities (6.9 per cent) out of 1,316 respondents in government-con-

¹¹⁶ Ministry of Temporarily Occupied Territories, On the Approval of the List of Territories on which Hostilities are (were) Conducted or Temporarily Occupied by the Russian Federation (order No.309, 22 December 2022), Link: <https://zakon.rada.gov.ua/laws/show/z1668-22#n13>

¹¹⁷ Donbas SOS, Pensions in the temporarily occupied territories: the procedure for payments and their renewal, 2023, Link: <https://www.donbasssos.org/pensii-na-tot-2023/>

¹¹⁸ Cabinet of Ministers, On withdrawal from the Agreement on Guarantees of Rights of Citizens of the Commonwealth of Independent States in the Sphere of Pensions (decree № 1328), 2022, Link: <https://zakon.rada.gov.ua/laws/show/1328-2022-%D0%BF#Text>

¹¹⁹ Rada, On Amendments to Certain Laws of Ukraine Regarding the Calculation of Insurance Period and Pension Benefits (law № 3674-IX), 2024, Link: <https://zakon.rada.gov.ua/laws/show/3674-IX#Text>

trolled areas faced problems receiving a pension. According to the respondents, the problems were related to long waiting times at post offices on payment days, closed banking institutions and lack of cash in ATMs. A total of 144 respondents (10.9 per cent) mentioned problems in receiving state social assistance/housing subsidy/other payments (except pension).¹²⁰

While the procedure of **obtaining disability status is complicated and time-consuming, with at least four institutions to be visited in-person**, the procedure of confirming a disability as a consequence of an explosive object is even more complex. The causal link between disability and injury or other damage to body or health caused by explosive ordnance is established by a medical and social expert commission on the basis of an extract from the Unified Register of Pre-Trial Investigations, which stipulates the circumstances under which the person sustained the injury. The details of the process are outlined below.¹²¹ Since martial law, the Government simplified access of persons with disabilities to social assistance. Persons with disabilities residing in areas under the temporary military control of the Russian Federation after February 2022 do not need to undergo a repeat examination to confirm their disability.

However, **based on the results of the aforementioned survey conducted by the National Assembly of Persons with Disabilities of Ukraine, 13 per cent of disabled persons did not receive any assistance.** The largest number of respondents during the survey period (early July 2022) received the Allowance for IDPs (132 persons or 62.3 per cent), whereas 28 persons or 13.3 per cent had still not received assistance. **The survey results demonstrate that the need to re-register place of residence in case of displacement in order to receive payments might cause delays in receiving assistance.** A total of 168 persons (79.2 per cent) said they did not face challenges in receiving disability pension/assistance, while 44 respondents (20.8 per cent) noted that the principal challenge was delay in payments, in particular, due to the need to re-register at the new place of residence, etc.¹²²

Overall, lead time seems to be a prominent access barrier for the majority of persons with disabilities:

- For children with rare and orphan diseases, it is very challenging to prove that their illness is such that it should be granted disability status.
- Persons must physically solicit at least four institutions to obtain the status of person with disability (for general disability) and at least two more institutions to prove disabilities as a consequence of war or caused by explosive ordnance.
- As a rule, disability status must be reviewed on an annual basis, so that persons with disabilities require multiple medical commissions to confirm eligibility.

4.4.6 Marginalized Social Groups

Attitudes and stigma surrounding certain statuses is also a prominent factor in insufficient access to social protection programmes. Representatives of marginalized population groups face discrimination in the labour market when looking for jobs. According to research conducted by UNHCR,¹²³ cases of stigmatization and discrimination in certain labour markets were most often reported by representatives of the Roma people and Russian-speaking IDPs among focus group participants, while transgender and non-binary people face challenges due to a mismatch between civil document photos and appearance. Representatives of the Roma community indicated that the lack of a birth certificate, residence registration, or identification documents¹²⁴ was a barrier to employment. They also noted that the absence of registration documents limited their access to social and humanitarian assistance. Many displaced Roma do not have residency registration or other necessary documents and could not receive humani-

¹²⁰ Assembly of Persons with Disabilities of Ukraine, За результатами опитування щодо доступу людей з інвалідністю до різних видів допомоги, послуг за їхнім постійним місцем проживання під час воєнного стану, 2022, Link: https://naiu.org.ua/wp-content/uploads/2022/07/NAIU_AnalyticalReport2UA_v03.pdf

¹²¹ See Table 72 Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects: application process and Annex 7 Challenges in Acquiring Disability Status as a Consequences of Explosive Objects

¹²² National Assembly of Persons with Disabilities of Ukraine, Analytical report following the survey among women and men with disabilities and legal representatives of legally incapable persons and children with disabilities regarding issue of the certificate and assistance for internally displaced persons, 2022. pp. 7–9

¹²³ UNHCR, Joint Evaluation of Needs Ukraine, 2022, Link: <https://www.unhcr.org/ua/wp-content/uploads/sites/38/2023/03/PA-2022-report-UKR.pdf>

¹²⁴ When entering into an employment contract, a person is obliged to submit a passport or other identity document. See Rada, Labour Code of Ukraine (Art. 24), Link: <https://zakon.rada.gov.ua/laws/show/322-08#Text>

tarian cash or social benefits that could help them pay rent and utilities. Illiteracy and lack of civil documentation impede Roma from being employed or receiving the state social assistance payments for which they are eligible. **Representatives of the LGBTQIA+ community spoke of several possible discrimination factors**, including lack of identity documents and inconsistency of documents with their gender identity,¹²⁵ the risk of gender-based violence in mass shelters, access or limited access to essential medical treatment (e.g. antiretroviral therapy for populations living with HIV/AIDS or lifelong hormone replacement therapy).¹²⁶

4.4.7 Lack of Digital Literacy

The Diia portal allows users to apply for several social assistance programmes (see chapter 7.1 Diia Portal) via mobile phones. However, the system poses challenges¹²⁷ for persons with limited digital literacy.

A study conducted in 2021 showed that 11.5 per cent of respondents had no digital skills and 36 per cent had low digital skills. Thus, a significant number of people may have difficulty using digital instruments to be enrolled in social assistance programmes.¹²⁸

Map of digital literacy in Ukraine as of 2021 (NGCA is not included)

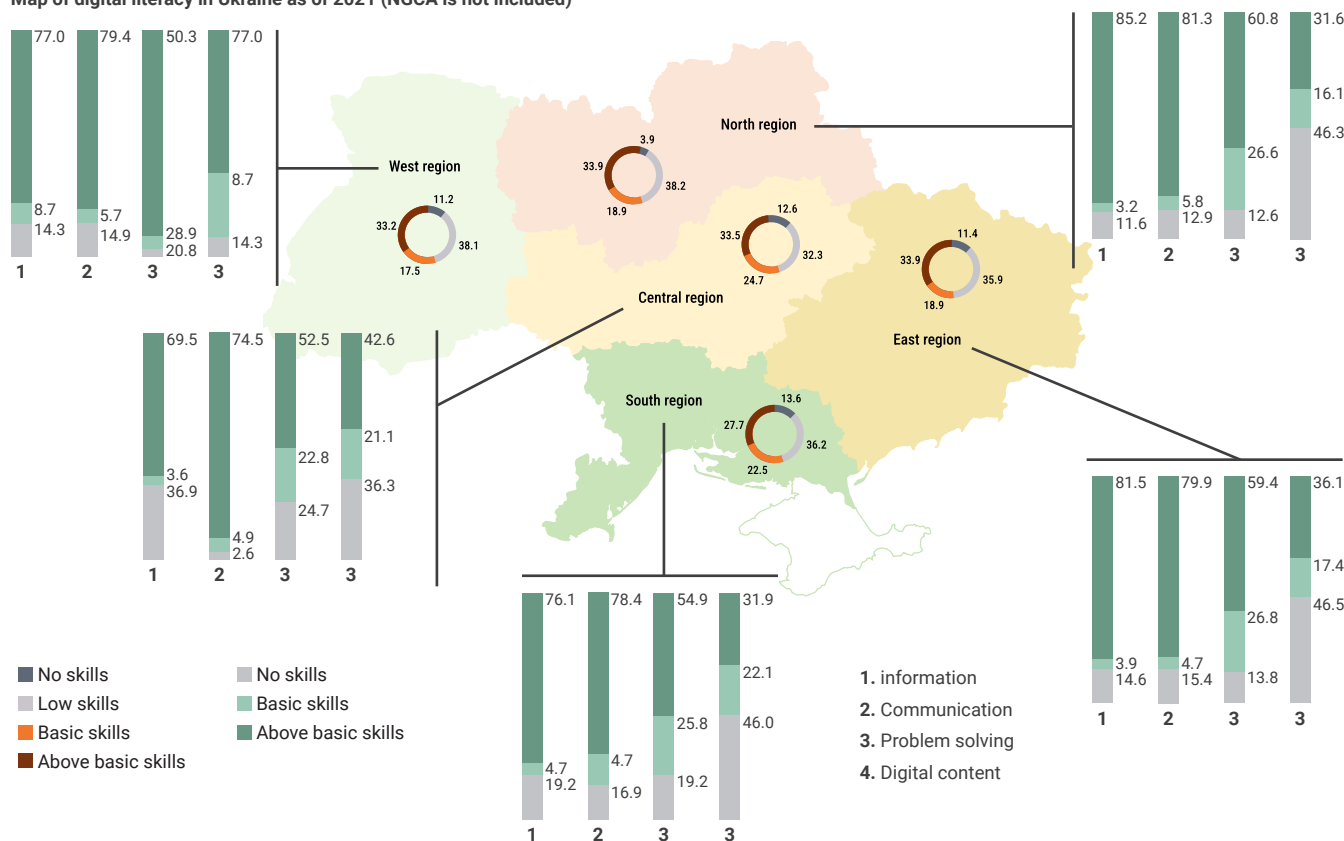


Figure 23 Digital literacy in Ukraine as of 2021¹²⁹ (adapted by the PeReHID Initiative)

¹²⁵ The mass media reported on a case when, due to the active military actions of the Russian Federation on the territory of Ukraine and the threat to her own safety, a transgender woman whose legal documents cite her gender as male was unable to cross the border of Ukraine. During the period of martial law in Ukraine, travel of citizens abroad is restricted for Ukrainian males aged 18 to 60 years. See 'Ensuring the rights of the LGBT community in conditions of armed conflict', 2022. Link: https://helsinki.org.ua/articles/zabezpechennia-prav-lhbt-spilnoty-v-umovakh-zbroynoho-konfliktu/#_ftn2

¹²⁶ Office of the Council of Europe in Ukraine, IDAHOT: LGBT persons fleeing war face special risks and protection, 2022. Link: <https://www.coe.int/en/web/kyiv/-/idahot-lgbt-persons-fleeing-war-face-specific-risks-and-need-protection>

¹²⁷ Ministry of Digital Transformation, Digital Literacy of the Population of Ukraine, Report on the results of a nationwide survey, 2021, Link: https://usp-ltd.org/wp-content/uploads/2021/12/2625-doslidzenna_2021_ukr.pdf

¹²⁸ Ibid.

¹²⁹ Ibid.

4.4.8 Undocumented Persons and Persons with Foreign Documents

The cost of replacing lost documents is a significant financial burden.¹³⁰ There is no exemption mechanism for persons who lost documents as a result of the war. The absence of identity documents and proof of Ukrainian citizenship complicates the movement of persons within the country and abroad, and directly affects the ability to access social assistance benefits and even humanitarian assistance. The lead time in this case fully depends on the number of civil documents applicants have in their possession and the requirements to prove their identities and citizenship. As a rule, it may take up to six months to collect all necessary confirmations from state authorities before a person will receive new national identification documents.

Ukrainian children born abroad and therefore holding foreign birth certificates cannot use Diia. Likewise, persons with disabilities who underwent medical examinations abroad must undergo another examination in Ukraine, as even legalized documents are not accepted. The Diia portal is inaccessible for foreigners and stateless persons even with Ukrainian residency documents.

Difficulties in using the Diia app are particularly of concern for older persons and members of marginalized social groups such as Roma communities. Members of these groups are unlikely to hold national identity cards or passports required to register on Diia.

4.4.9 Stateless Persons

Stateless persons are not excluded from social protection programmes as long as they have been formally recognized as stateless by the Government of Ukraine. Once statelessness is established, a temporary residence permit is issued. After two years, the person becomes eligible for permanent residence and thereafter citizenship through court proceedings.¹³¹ Once permanent residence is granted, a person is entitled to social assistance on an equal footing with citizens of Ukraine.¹³²

UNHCR estimates that about 35,000 persons in Ukraine are either without citizenship in any country or are without a determined citizenship.¹³³ However, as of February 2022, only 55 persons had gained temporary residency through this statelessness recognition procedure, and some 1,000 applications were pending. Little more progress had been made as of spring 2023. There are inconsistencies in the procedure for the recognition of stateless persons which render it particularly complex to obtain residency in Ukraine; these include a court decision on forced return, forced deportation, prohibition of entry, previous illegal stay (due to statelessness), imposition of administrative fines or property obligations.¹³⁴

The Ukrainian NGO Right to Protection concludes that even those who have been officially conferred statelessness status in Ukraine face obstacles to accessing state services for up to two years at least:

- 17 per cent of respondents reported obstacles in receiving medical care;
- 56 per cent of respondents have problems with access to humanitarian aid;
- 84 per cent work informally due to lack of necessary documents;
- 61 per cent of all respondents do not have documents to obtain a formal education;
- 45 per cent have difficulties with freedom of movement in Ukraine.¹³⁵

¹³⁰ The costs depend on the type of document and year of its issuance and where relevant administrative data is stored.

¹³¹ R2P, Socio-economic rights of a person recognized as stateless in Ukraine and a person who has applied to be recognized as stateless under the statelessness determination procedure, 2021, Link: https://archive.r2p.org.ua/wp-content/uploads/2021/09/obg_a4_en.pdf

¹³² Constitution of Ukraine, Article 26, "Foreigners and stateless persons who are in Ukraine on legal grounds enjoy the same rights and freedoms and also bear the same duties as citizens of Ukraine, with the exceptions established by the Constitution, laws or international treaties of Ukraine." Link: <https://rm.coe.int/constitution-of-ukraine/168071f58b#:~:text=Article%2026,international%20treaties%20of%20Ukraine%20e>

¹³³ UNHCR, Ukraine needs to accelerate progress on eradication of statelessness and to alleviate suffering of people, 2019, Link: <https://reliefweb.int/report/ukraine/ukraine-needs-accelerate-progress-eradication-statelessness-and-alleviate-suffering#:~:text=In%20Ukraine%2C%20UNHCR%20estimates%20that%20as%20many%20as,reasons%20have%20difficulty%20proving%20their%20links%20to%20Ukraine>

¹³⁴ R2P, Legal obstacles to obtaining a temporary residence permit for stateless people recognised in Ukraine, European Network on Statelessness, 2023, Link: <https://www.statelessness.eu/updates/blog/legal-obstacles-obtaining-temporary-residence-permit-stateless-people-recognised>

¹³⁵ Information provided by Right to Protection and UNHCR (points I and II).

4.4.10 Internally Displaced Persons

IDPs registered before 24 February 2022 experience challenges with accessing pensions and social services, including restrictions on voting rights, housing problems, the inability to open bank accounts or obtain loans, etc. Additionally, they are not able to apply for assistance through the Diia application and must personally apply, which creates an additional burden on these bodies, as well as queues, while it often proves impossible to apply at a time and in a manner convenient for applicants. As a result, many people receive assistance later than required.¹³⁶ Missing documents cause further delays in the receipt of social assistance.

Persons who have been displaced for a second time (for example, an IDP from Luhansk who fled to Chernihiv in 2015 and in 2022 fled again to Lviv) must pass an additional verification procedure to access social protection programmes including pensions,¹³⁷ while IDPs registered after 2022 do not.

Finally, those who moved from Donetsk or Luhansk oblasts before 2014, in peace time, are often told they must provide documents certifying the lack of an IDP certificate, to confirm that they are not IDPs in order to receive their pensions, despite such documentation, of course, not existing. Despite efforts made by the State to ensure the shock-responsiveness of assistance for IDPs, verification of eligibility takes officially between 15 days and 1 month. The lead time for access fully depends on the ability of an IDP to follow up on information received and further requests of documents, and on the level of digital literacy that may facilitate access to services through the Diia app.

4.4.11 Ukrainian Refugees

Citizens and permanent residents who have sought protection outside Ukraine remain eligible for state social protection whilst abroad so long as they had residency in Ukraine as of 24 February 2022. However, despite legal eligibility, certain access barriers remain, including:

- Absence of required Ukrainian documents such as medical certificates, and birth certificates when a child is born abroad.
- Online application for social assistance programmes through Diia is not possible with uncertified or foreign civil documents.
- In-person application requires physical presence in Ukraine even if the return is temporary and comes at considerable cost.
- A potential lack of necessary information about social assistance programmes given weakened social networks, and fewer Ukrainian information points.

4.5 Geographical Factors related to Coverage Gaps and Access Barriers

In addition, place of residence and origin are important factors to assess barriers to access and coverage gaps.

4.5.1 Newly De-Occupied Areas

In areas newly restored to Government control and in areas close to active hostilities, local authorities provide assistance to people wanting to access benefits and other social protection payments, as far as possible. This assistance includes organized transportation to banks, ATMs and post offices, as well as provision of mobile services, e.g. postal services, at home.

¹³⁶ Liga Zakon, Status of an Internally Displaced Person in Ukraine, 2022, Link: https://jurliga.ligazakon.net/news/211039_status-vnutrshno-peremshcheno-osob-ty-v-ukran

¹³⁷ Cabinet of Ministers, On Approval of the Procedure for Confirmation of Available Length of Service for Granting Pensions in the Absence of an Employment Record Book or Relevant Records Therein, 1993, Link: <https://zakon.rada.gov.ua/laws/show/637-93-%D0%BF#Text>

In areas of Donetsk and Luhansk oblasts where the Government recently regained control, and which since 2014 were not government-controlled, people had lost their eligibility for social assistance benefits at their place of residence (and had to register in areas controlled by the Government as IDPs to continue receiving such payments, and physically travel there to access benefits).

On the other hand, in areas of Donetsk, Luhansk, Zaporizhzhia and Kherson oblasts which were under the temporary control of the Russian Federation for a limited period of time after February 2022 (and which had been government-controlled between 2014 and 2022), people never lost their eligibility for social assistance benefits.¹³⁸

4.5.2 Non-Government-Controlled Areas

On 7 March 2022, the Cabinet of Ministers adopted Decree № 214,¹³⁹ establishing that government social assistance benefits will be paid during the implementation of martial law and for one month after its termination without the necessity for additional application or reconfirmation of eligibility. In December 2022, amendments¹⁴⁰ granted this extension of continuous social payments only to persons residing in areas of active hostilities or in the aforementioned areas as defined by legislative norms. For all other persons, the term ended on 31 December 2022. While in principle state social assistance is extended to those living in NGCA, the practicalities render attaining such assistance highly unlikely for the following reasons:

1. It is illegal under Ukrainian law to transfer money to bank accounts within NGCA.
2. Ukrainian banks no longer operate in NGCA (only Russian banks do).
3. Due to the severance of SWIFT as well as suspended operation of international Visa and MasterCard services in Russia, it is not possible to withdraw from a Ukrainian (or any foreign) bank account from areas under the control of the Russian Federation.

even if a person found a method of bringing money from Ukraine into NGCA (for example, cash), there would still be severe hindrances in accessing Ukrainian state social assistance:

4. State social service providers are absent, so in-person applications are not possible.
5. Online applications require valid documents such as verification of a bank account in a government-controlled area of Ukraine or a Ukrainian certificate of family composition. Often, it is not possible to receive such documents online.
6. Russian legislation allows its law-enforcement authorities to randomly check mobile phones. It is therefore risky to have a Ukrainian application installed on a mobile phone while in these areas.

4.5.3 Residents in Frontline Areas

Currently, it is not technically possible to report war-related destruction of property occurring since 19 February 2014 through the Diia portal, although this is provided for by law. In practice, reporting can only be done for property destroyed after 24 February 2022. Incomplete registration of real estate property (i.e., non-privatised) also deprives owners and their heirs from receiving compensation. The current legislation has no procedure for compensation of damaged or destroyed property of foreigners, stateless persons and legal entities.

¹³⁸ This means that they would have to re-establish their eligibility, or establish it for the first time, if the eligibility arose while they lived in areas not under government control, e.g. if they reached their pension age in 2018.

¹³⁹ Cabinet of Ministers, Some Issues of State Social Assistance and Benefits for the Period of Martial Law, 2022, Link: https://zakon.rada.gov.ua/laws/show/214-2022-%D0%BF?fbclid=IwAR1DL9HSaAertcT1L1R5hQ5iJRonoPaB_X0vvqoNI2S4CoD6GSNVhk90ZVU#Text

¹⁴⁰ Cabinet of Ministers, On Amendments to the Resolutions of the Cabinet of Ministers (No.1040 of 6 October 2021 and No.214 of 7 March 2022), 2022, Link: <https://zakon.rada.gov.ua/laws/show/1460-2022-%D0%BF#n15>

5 Financing of Social Protection

Ukraine's spending for social protection programmes relative to its Gross Domestic Product (GDP) is substantially higher than in other eastern European countries. Based on the International Labour Organization World Social Protection report 2020–22 which utilizes pre-war data from 2018,¹⁴¹ Ukraine's spending per GDP is 4.4 percentage points above the eastern European average, 2.5 percentage points below the average spending of northern, southern and western Europe, and only 0.2 percentage points below the average spending of high-income countries (see below):

Region/Income Level	Expenditure on Social Protection ¹⁴²	Expenditure on Social Protection Systems (% of GDP)		
		Children	Working Age	Old Age
Eastern Europe	13.8	1.2	4.3	9.7
Ukraine	16.2 ¹⁴³	1.2	4.1	10.9
Poland	16.2	2.6	5.7	10.8
Slovakia	14.3	1	6.8	8.4
Hungary	13.5	1.7	6.9	7.7
Russian Federation	13.4	0.7	3.5	10.3
Belarus	13.3	0.3	12.6	0.7
Bulgaria	12.2	2.3	0.8	9
Czechia	12	1.1	5.2	7.9
Romania	11.7	1.2	1.7	8.8
Republic of Moldova	11	1.1	2.7	7.2
Northern, Southern and Western Europe¹⁴⁴	18.7	1.6	8.7	11.3
Finland	24.4	3	11.6	14.4
France	23.9	2.2	9.6	14.8
Denmark	22.2	4.4	15.9	8.3
Italy	20.9	1	6.2	16
Belgium	19.7	2.2	10	11.1
Sweden	19.5	2.5	11.7	10.7
Norway	19.1	3.4	13.3	7.3
Greece	19	0.8	5.1	15.2
Luxembourg	18.3	3.6	8.1	9.7
Portugal	17.1	1	5.2	13.2
Spain	16.8	0.8	7.4	11.5
Slovenia	16.7	1.8	5.8	11.2
Serbia	16.1	...	...	9.9
United Kingdom	15.1	1.3	7.5	8.4
Croatia	14.7	1.9	3.4	9.4
Estonia	13	2.7	6.1	6.7
Switzerland	12.8	0.4	8.1	7
Lithuania	12.1	1.5	6.4	6.5
Latvia	11.5	1.2	5.6	6.9
Iceland	9.9	2.1	7.6	3.1
Ireland	9	1.3	5.9	3.8
World	12.9	1.1	3.6	7.0
High-income	16.4	1.2	4.8	8.5
Upper-middle-income	8	0.5	1.6	5.3
Lower-middle-income	2.5	0.2	0.8	1.4
Low-income	1.1	0.1	0.7	0.8

Table 3. Social protection expenditure for east and west Europe¹⁴⁵

¹⁴¹ ILO, Data & Indicators, 2024. Link: <https://www.social-protection.org/gimi/ShowCountryProfile.action?iso=UA>. The website states 2018 as the date related to expenditure on social protection.

¹⁴² Excluding health.

¹⁴³ As per 2018.

¹⁴⁴ The list has been shortened to increase readability.

¹⁴⁵ ILO, World Social Protection Report 2020–22, 2021, Link: <https://www.social-protection.org/gimi/ShowWiki.action?id=629#stat>

While the relative budget allocation for social protection indicates the importance of social protection, it obviously does not indicate whether spending levels are sufficient to address the poverty and life-cycle vulnerabilities of its population. Moreover, the table does not account for the decline in GDP due to the full-scale invasion.

A recent study compares social protection investments (contributory and non-contributory schemes) per capita vis-à-vis regional benchmarks. Here, Ukraine's per capita investment of EUR 2,392 is substantially below Romania (EUR 3,890), Slovakia (EUR 3,965), Poland (EUR 5,712) and Hungary (EUR 4,153):¹⁴⁶

Country	Year								
	2017		2018		2019		2020		2020
	Total, million EUR	PPS per inhabitant	Total, million EUR	PPS per inhabitant	Total, million EUR	PPS per inhabitant	Total, million EUR	PPS per inhabitant	Ranking by PPS per inhabitant
Hungary	22,748.5	3,737.0	23,565.4	3,868.4	23,939.5	3,859.3	24,749.2	4,153.0	2
Poland	91,579.1	4,337.6	95,430.4	4,451.4	109,893.4	5,051.4	122,692.0	5,712.3	1
Slovakia	14,965.3	3,636.6	15,655.0	3,661.4	16,367.4	3,753.5	17,842.6	3,964.9	3
Romania	27,196.1	2,799.2	30,130.3	3,066.8	33,476.3	3,414.0	37,392.5	3,890.2	4
Ukraine	17,251.8	2,063.3	19,158.6	2,187.9	23,591.7	2,300.7	24,306.5	2,391.5	5

Table 4. Expenditures for contributory and non-contributory social protection schemes in Ukraine in comparison to neighbouring European countries during 2017–2020¹⁴⁷

For Ukraine, the dynamic of actual expenditures for social protection for 2021–2022 and the numbers budgeted for 2023, including state budget expenditures and local budget expenditures, are presented in the table below (see Table 5).

In Ukraine's consolidated budget¹⁴⁸ of 2023, social expenditures grew from UAH 455.2 billion in 2022 to UAH 514.13 billion in 2023 (an increase of 12.9 per cent). This does not include extra-budgetary funds for insurances and pensions.

	2021 ¹⁴⁹			2022 ¹⁵⁰		
	Billion UAH	% Total budget actual expenditures	% GDP	Billion UAH	% Total budget actual expenditures	% GDP
State budget	339.3	22.8%	6.2%	426	15.7%	8.2%
Local budget	28.0	7.9%	0.5%	29.2	8.6%	0.6%
Consolidated budget ¹⁵¹	367.3	19.9%	6.7%	455.2	15.0%	8.8%

Table 5. Expenditures for social protection in 2021–2022 (including programmes that are not subject to the report)¹⁵²

¹⁴⁶ Ignatyuk, Anzhela et al., Functioning of The Social Protection System of Ukraine Under Modern Challenges, 2023, Link: https://www.researchgate.net/publication/377012583_FUNCTIONING_OF_THE_SOCIAL_PROTECTION_SYSTEM_OF_UKRAINE_UNDER

¹⁴⁷ Ibid.

¹⁴⁸ The consolidated budget is a set of budget indicators used to analyse and forecast the economic and social development of the State. The consolidated budget of Ukraine includes indicators of the State Budget of Ukraine, the consolidated budget of the Autonomous Republic of Crimea, and the consolidated budgets of regions, cities of Kyiv and Sevastopol.

¹⁴⁹ Ministry of Finance, Indicators of execution of the State and Consolidated budget for 2021, Link: <https://mof.gov.ua/uk/budget-process-projects-declaration>

¹⁵⁰ Ministry of Finance, Indicators of execution of the State and Consolidated budget for 2022, 2022, Link: https://mof.gov.ua/uk/budget_2022-538

¹⁵¹ The consolidated budget includes the state budget and the local budget.

¹⁵² Ministry of Finance, Budget 2022, Link: https://mof.gov.ua/uk/budget_2022-538

	2023 ¹⁵³			2024 ¹⁵⁴		
	Billion UAH	% Total budget actual expenditures	% GDP	Billion UAH	% Total budget actual expenditures	% GDP
State budget	469.25	11.7%	7.2%	469.73	14.2%	6.0%
Local budget	44.88	10.5%	0.7%	Data not available.		
Consolidated budget ¹⁵⁵	514.13	11.6%	7.9%			

Table 6. Expenditures for social protection in 2023–2024 (including programmes that are not subject to the report) ^{156&157}

Despite this nominal increase from 2022 to 2023, the share of GDP is falling, which indicates increasing needs, decreasing revenues, and competing budget priorities. Moreover, this nominal growth does not indicate meeting the increase of needs due to increased unemployment and underemployment and the increased costs of living.

In addition, the responsibility for certain social protection programmes, e.g. child benefits, were reallocated from local to the state budget, while budgets for social services have remained at local level. Therefore, the share of local expenditure significantly decreased, from 30 per cent in 2016 to 5 per cent in 2020.¹⁵⁸ This might reduce local administrations' ability to address local poverty concentrations.

Benefits paid from the state budget and non-budgetary target funds for 2021–2022 and planned budget numbers for 2023 are presented below with a focus on programmes analysed in this report.¹⁵⁹

Social Protection Programmes	2021	2022	2023	2024
Total Social Protection Benefits	639,742.96	746,692.71	908,620.54	1,067,915.45
Children	27,488	23,895	26,796	26,796
Maternity Benefits	353.2	267.2	264.8	233.268
Childbirth Grant (one-off benefit)	3,147	2,140	2,059	1,854
Childbirth Grant (monthly benefit)	9,509	7,710	7,427	7,814
Baby Box	1,464	1,256	1,340	1,374
Childcare for Large Families	5,340	5,670	5,622	6,526
Allowance for Single Parents	2,138	1,990	1,183	1,925
Other child benefits	5,537	4,863	8,901	7,070
Adults	15,670.10	14,505.90	13,963.11	15,482.06
Unemployment Benefits	15,670.10	14,505.90	11,858.76	10,659.12
Other unemployment benefits			2,104.35	4,822.94
Disabled Benefits	15,736.58	16,619.02	18,484.87	19,507.60
Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities	13,953.00	14,823.40	16,460.60	19,355.20
Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities				
Social Pension (Disability)	N/A	N/A	N/A	N/A
Other disabled benefits	1,783.58	1,795.62	2,024.27	152.40

¹⁵³ Ministry of Finance, Indicators of execution of the State and Consolidated budget for 2023, 2023 Link: https://mof.gov.ua/uk/budget_2023-582

¹⁵⁴ Rada, Explanatory note to the Draft Budget Law for 2024, Link: <https://itd.rada.gov.ua/billInfo/Bills/Card/42796>

¹⁵⁵ The consolidated budget includes the state budget and the local budget.

¹⁵⁶ Ministry of Finance, Budget 2022, Link: https://mof.gov.ua/uk/budget_2022-538

¹⁵⁷ Rada, Explanatory note to the Draft Budget Law for 2024, Link: <https://itd.rada.gov.ua/billInfo/Bills/Card/42796>

¹⁵⁸ Collaborative Cash Delivery, Live discussion paper 'Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System', 2024, Link: <https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-ukrainian-social-protection-system>

¹⁵⁹ Ministry of Finance, Social programmes expenditure dashboard, Link: <https://app.powerbi.com/view?r=eyJrJoiQWVkyYUxN2MtNDIjNi00NDYlLkxNjYtOGQwYzEzYzkyNDk1IiwidC16IjAwZTQ4ZjNmLWNhNGEtNGRlNy1hM2EwLTc3MTlmYjI0NjIzOSIsImMiOiJ9&pageName=ReportSection>. Pension data are retrieved from the Pension Fund execution for 2021–2024: Pension Fund, Report on the execution of the budget of the Pension Fund of Ukraine, Link: <https://www.pfu.gov.ua/byudzhety/zvit-pro-vykonannya-byudzhetu-pensijnogo-fondu-ukrayiny/>. Data on unemployment are retrieved from the Reports on the Fund of mandatory state social insurance in case of unemployment execution and Resolutions of the Cabinet of Ministers, On approval of the budget of the Compulsory State Social Unemployment Insurance Fund for 2023, 2023, Link: <https://zakon.rada.gov.ua/laws/show/85-2023-%D0%BF#Text> and Cabinet of Ministers, On approval of the budget of the Compulsory State Social Unemployment Insurance Fund for 2024, 2024, Link: <https://zakon.rada.gov.ua/laws/show/98-2024-%D0%BF#Text>

Social Protection Programmes	2021	2022	2023	2024
Total Social Protection Benefits	639,742.96	746,692.71	908,620.54	1,067,915.45
Pension Benefits	517,974.42	587,024.01	742,029.40	878,189.81
Old Age Pension	350,067.23	385,313.24	437,805.20	526,714.47
Social Assistance to Persons not Entitled to a Pension	4,025.98	4,527.28	5,420.21	5,469.22
Other pension benefits	163,881.21	197,183.49	298,804.00	346,006.12
Low-Income Families	59,834.37	51,160.18	49,473.86	70,065.67
Housing and Utilities Subsidy	32,999.62	20,169.80	18,223.22	30,477.98
Assistance for Low-income Families	12,628.43	13,879.42	11,420.70	20,157.40
Other low-income benefits	14,206.32	17,110.96	19,829.93	19,430.29
Benefits for War-related Programmes	3,039.50	53,488.60	57,873.30	57,874.30
Housing Assistance for IDPs	3,039.50	53,488.60	73,240.80	57,647.30
Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects	N/A	N/A	N/A	N/A
Partial Unemployment Benefits	N/A	N/A	226.00	227.00
Compensation for Damaged and Destroyed Property	N/A	N/A	N/A	N/A

Table 7. State social assistance expenditures (million UAH)

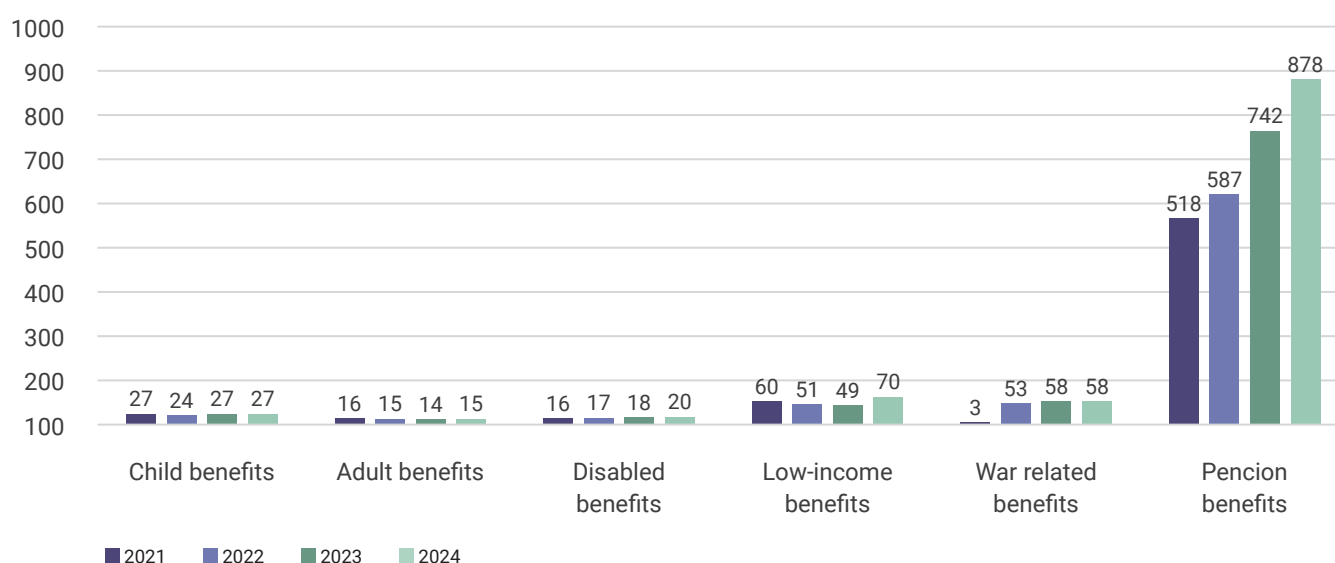


Figure 24. Social protection spending for different population groups 2021–2023 (billion UAH)

In 2022–2024, the largest item of expenditure for social protection is Financial Support for the Payment of Pensions, Allowances and Increases to Pensions Assigned under Pension Programmes¹⁶⁰ which in 2023 supports the Pension Fund with UAH 273.7 billion, a 36 per cent increase compared to 2022. The budget for 2024 confirms the Pension Fund’s chronic deficit.¹⁶¹ According to Ministry of Social Policy (MoSP) information, the actual deficit for 2023 amounted to UAH 16.7 billion, which means that despite co-funding from the state budget envisioned for 2023, there is still a difference between Pension Fund revenues and expenditures by the end of the year. In 2024 the Pension Fund will be supported with UAH 321.8 billion¹⁶² by the state budget through tax revenues.

¹⁶⁰ See the detailed pension programmes breakdown in chapter 11.4 Old Age Persons

¹⁶¹ Information was provided by MoSP.

¹⁶² Rada, Law on State Budget of Ukraine for 2024, 2024, Link: <https://zakon.rada.gov.ua/laws/show/3460-20#Text>

The total planned funding for social protection programmes for persons in difficult life circumstances, for low-income families, for families with children and for persons with disabilities, etc., amounted to UAH 143.2 billion in 2024.¹⁶³ This amount has been growing over the last years.

The major budget line items according to the departmental budget classification of state budget expenditures for social protection for 2022–2024 are presented in the figure below:

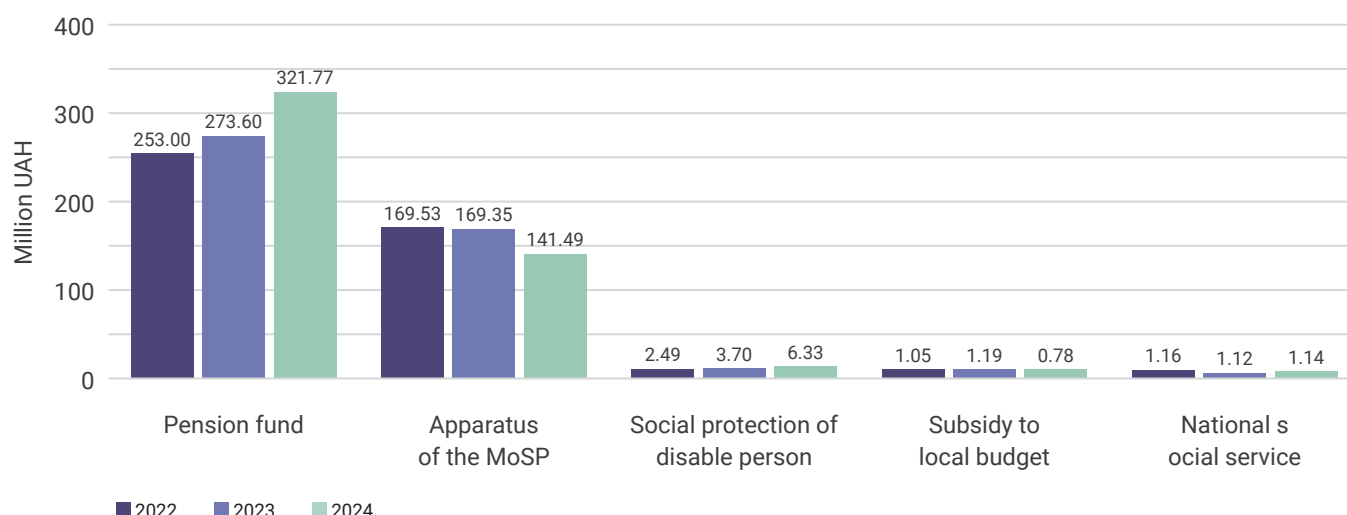


Figure 25. Ministry of Finance of Ukraine. State budget expenditures in 2022–2024 planned numbers

Figure 25 shows consolidated categories of the departmental budget classification, which includes different social protection programmes according to programme classification of budget expenditures. Five major categories are presented in the state budget:

- Apparatus of the MoSP, including programmes on assistance to war veterans, social protection of families and children, assistance to low-income families, people in hard life circumstances, etc.;
- Pension Fund, including a programme called Financial Support for the Payment of Pensions, Allowances and Increases to Pensions Assigned under Pension Programmes, and the shortage of funds of the Pension Fund;
- Fund for social protection of persons with disabilities, including social protection of persons with disabilities; National Social Service of Ukraine, including a programme on leadership and management in the sphere of policy implementation regarding social protection of the population and protection of children's rights.

Ukraine's budget for social protection is financed through general taxation (non-contributory) and social insurance contributions.

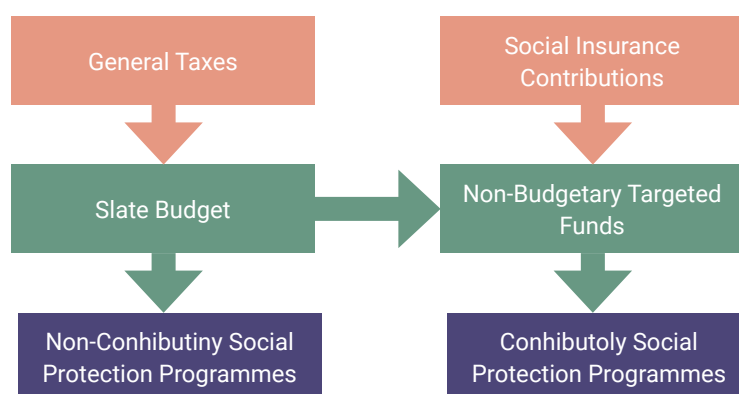


Figure 26. Funding sources of the social protection system

¹⁶³ Ibid.

Social insurance contributions (See chapter 6.4 Social Insurance Funding from Non-Budgetary Targeted Funds) are paid through Unified Social Contributions which contribute to the Social Insurance for Unemployment (see chapter 11.2.1 Unemployment Benefits), Pension Insurance (see chapter 11.4.1 Old Age Pension), and Social Insurance for Temporary Disability. Personal Income Tax contributes to general taxes on the state, oblast, and local level where it is used for general budgets that fund public expenditures including social assistance. Both Unified Social Contributions and Personal Income Tax are collected by the employer.

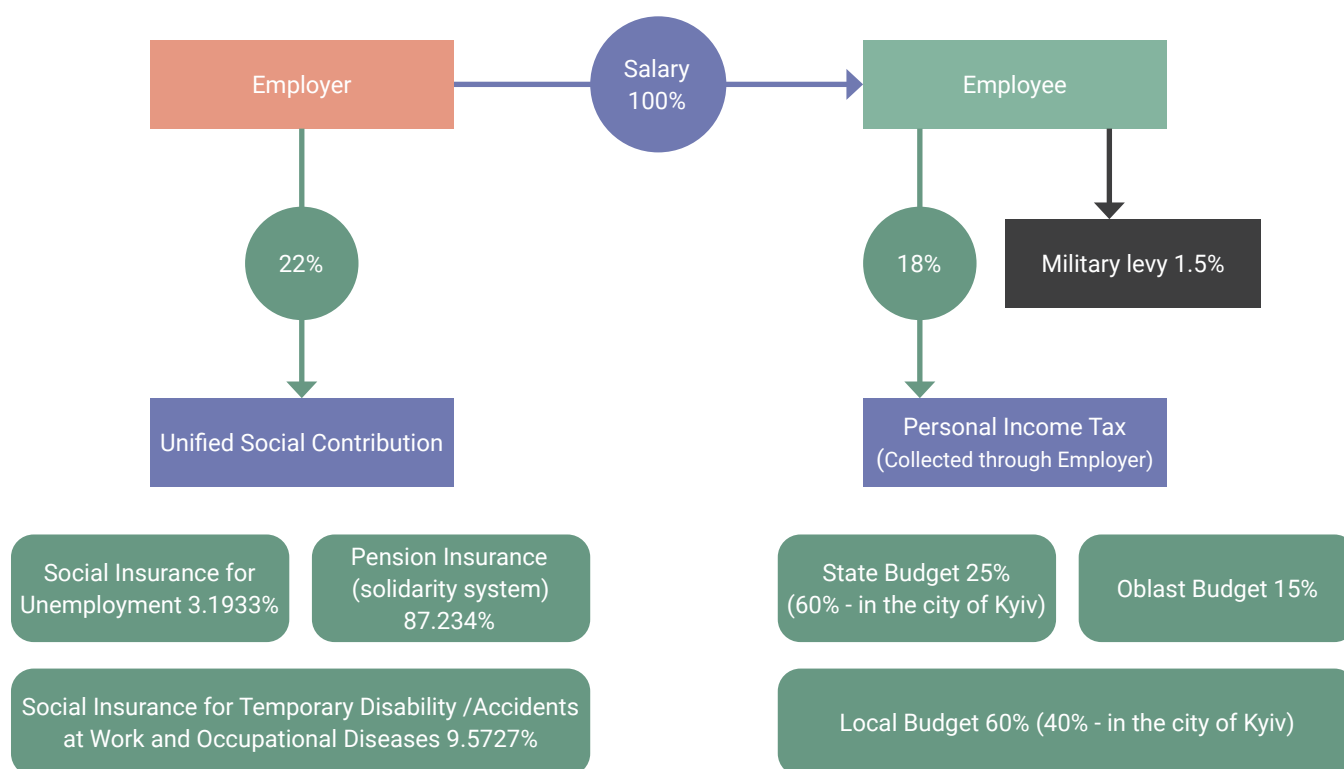


Figure 27. Funding of social insurance through Unified Social Contribution and Personal Tax obligations

In addition, Ukraine receives multilateral and bilateral budget support. While a comprehensive analysis of this support is beyond the scope of this document, it can be mentioned that as of June 22, 2023, the World Bank provided almost USD 20 billion through the Public Expenditures for Administrative Capacity Endurance (PEACE) project which stabilised the pension system and supported IDPs,¹⁶⁴ and KfW Development Bank provided direct budget support of EUR 200 million for the IDP programme.¹⁶⁵

5.1 Overall Investments in Relation to GDP

Amidst significant socio-economic disruptions, analysing how much of the GDP is allocated to social welfare provides a key indicator of a country's prioritization of social programmes. This section aims to contextualize Ukraine's spending on social protection programmes against regional benchmarks.

According to the latest ILO data which dates to 2022 (prior to the full-scale invasion),¹⁶⁶ Ukraine invested approximately 16.2 per cent of its GDP in both contributory and non-contributory social protection (this includes social assistance, social insurance, social care, etc.). In order to benchmark the level of investment with relevant geo-

¹⁶⁴ World Bank, World Bank's PEACE Project Supports Key Government Programs in Ukraine, 2023, Link: https://www.worldbank.org/en/news/feature/2023/07/10/the-world-banks-peace-project-supports-the-government-key-programs-in-ukraine?cid=eca_fb_ukraine_uk_ext

¹⁶⁵ KfW, Hilfe für 7 Mio. Binnenvertriebene in der Ukraine: KfW unterstützt mit einem Zuschuss von 200 Mio, 2022, Link: https://www.kfw.de/%C3%9Cber-die-KfW/Newsroom/Aktuelles/Pressemitteilungen-Details_739072.html

¹⁶⁶ ILO, World Social Protection Report 2020–22 'Social protection at the crossroads – in pursuit of a better future', 2021, Table A.4.3, Link: <https://www.social-protection.org/gimi/ShowWiki.action?id=629#stat>

graphical and political thresholds, a comparison with eastern Europe¹⁶⁷ as well as northern, southern and western Europe¹⁶⁸ has been conducted. Ukraine invests overall 18 per cent more than the eastern Europe region, and only 1 per cent less than high-income countries. However, overall investment levels are still 13 per cent below countries of northern, southern and western Europe:

		Ukraine	Benchmarks as per 2020 ¹⁶⁹					
			Eastern Europe		Northern, Southern and Western Europe		High-income	
		% GDP	% GDP	Difference	% GDP	Difference	% GDP	Difference
Expenditure on Social Protection	Overall	16.2	13.8	18%	18.7	-13%	16.4	-1%
	Children	1.2	1.2	-2%	1.6	-27%	1.2	-2%
	Adults	4.1	4.3	-5%	8.7	-53%	4.8	-14%
	Old Age	10.9	9.7	12%	11.3	-3%	8.5	29%

Table 8. Regional comparison of GDP investments in different life-cycle groups¹⁷⁰

Looking at the expenditures per population groups, it becomes obvious that in Ukraine certain population groups are allocated higher GDP shares in social protection expenditures (per capita investments will be discussed later). The highest share of GDP investments is allocated to the old age population with 10.9 per cent, followed by 4.3 per cent to adults, and only 1.2 per cent to children. While investment into the old age population is a mere 3 per cent below the northern, southern and western Europe average, investments in children are 27 per cent and investments in the adult population 53 per cent below the same average. However, it should be noted that this might also reflect different demographic structures.

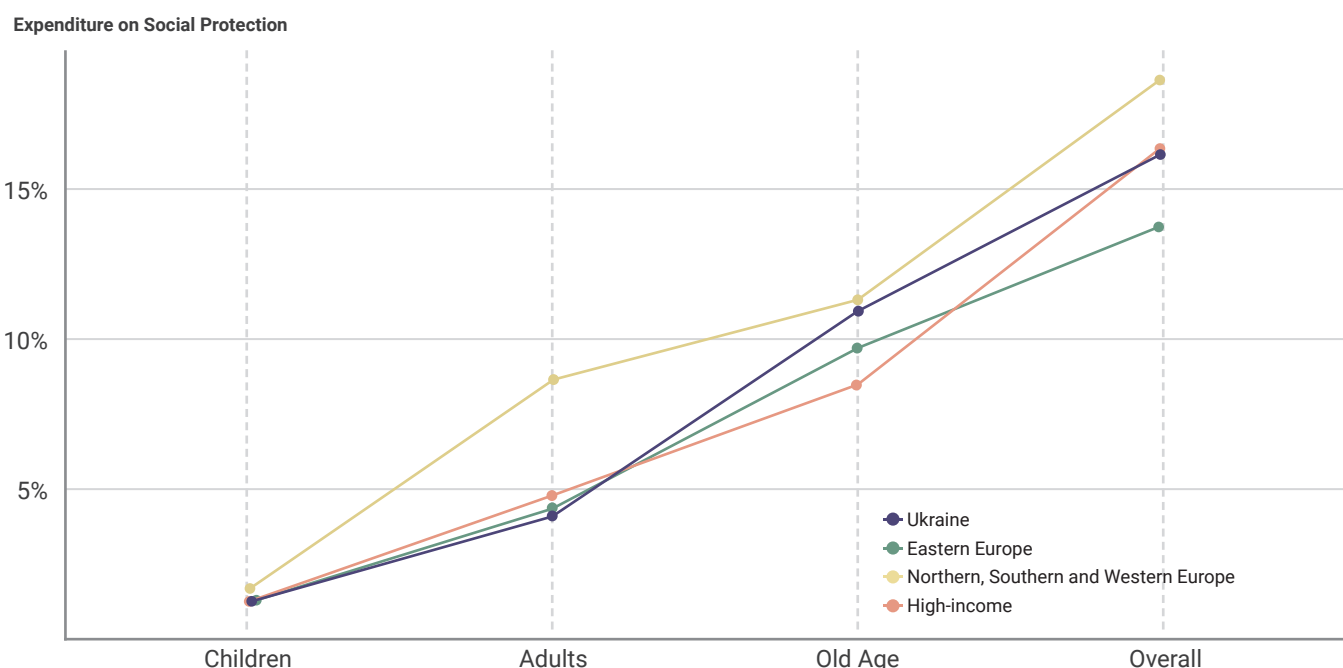


Figure 28. Share of GDP investments in different life-cycle groups¹⁷¹

¹⁶⁷ Belarus, Bulgaria, Czechia, Hungary, Poland, Republic of Moldova, Romania, Russian Federation, Slovakia, Ukraine.

¹⁶⁸ Albania, Andorra, Austria, Belgium, Bosnia and Herzegovina, Croatia, Denmark, Estonia, Finland, France, Germany, Greece, Guernsey, Iceland, Ireland, Isle of Man, Italy, Jersey, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Monaco, Montenegro, Netherlands, North Macedonia, Norway, Portugal, San Marino, Serbia, Slovenia, Spain, Sweden, Switzerland, United Kingdom.

¹⁶⁹ "Total social protection expenditure (excluding health) does not always correspond to the sum of expenditures by age group, depending on data availability, source and year, and on inclusion of non-age-group-specific expenditures." (Source: <https://www.social-protection.org/gimi/RessourceDownload.action?id=57536>)

¹⁷⁰ ILO, World Social Protection Report 2020–22 'Social protection at the crossroads – in pursuit of a better future', 2021, Table A.4.3, Link: <https://www.social-protection.org/gimi/ShowWiki.action?id=629#stat> Calculations were provided by the PI TAF.

¹⁷¹ Ibid.

When controlled for demographics,¹⁷² Ukraine's pre-full-scale war investments into children are comparable with Europe, Central Asia and high-income countries. As for the adult population, investment levels in Europe and Central Asia are significantly higher and somewhat comparable to high-income countries:

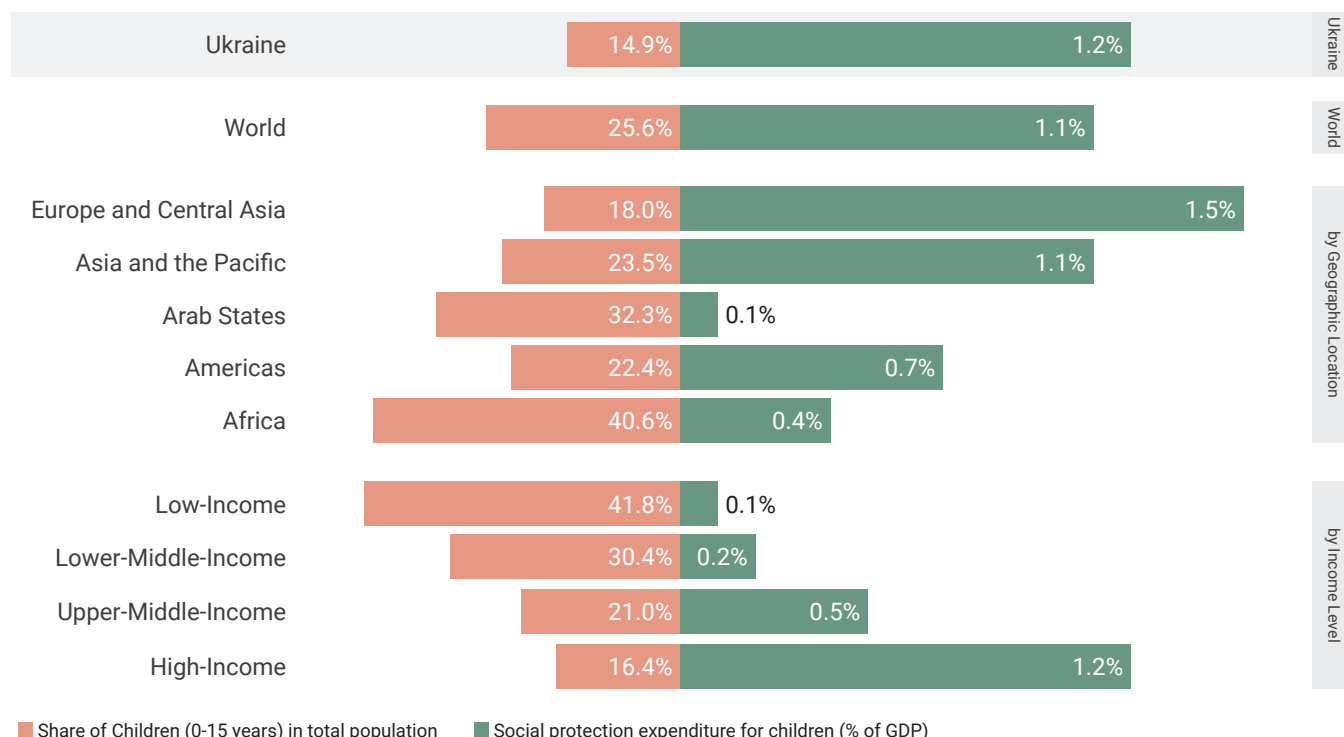


Figure 29. Share of children among the population vis-à-vis GDP investment for social protection¹⁷³

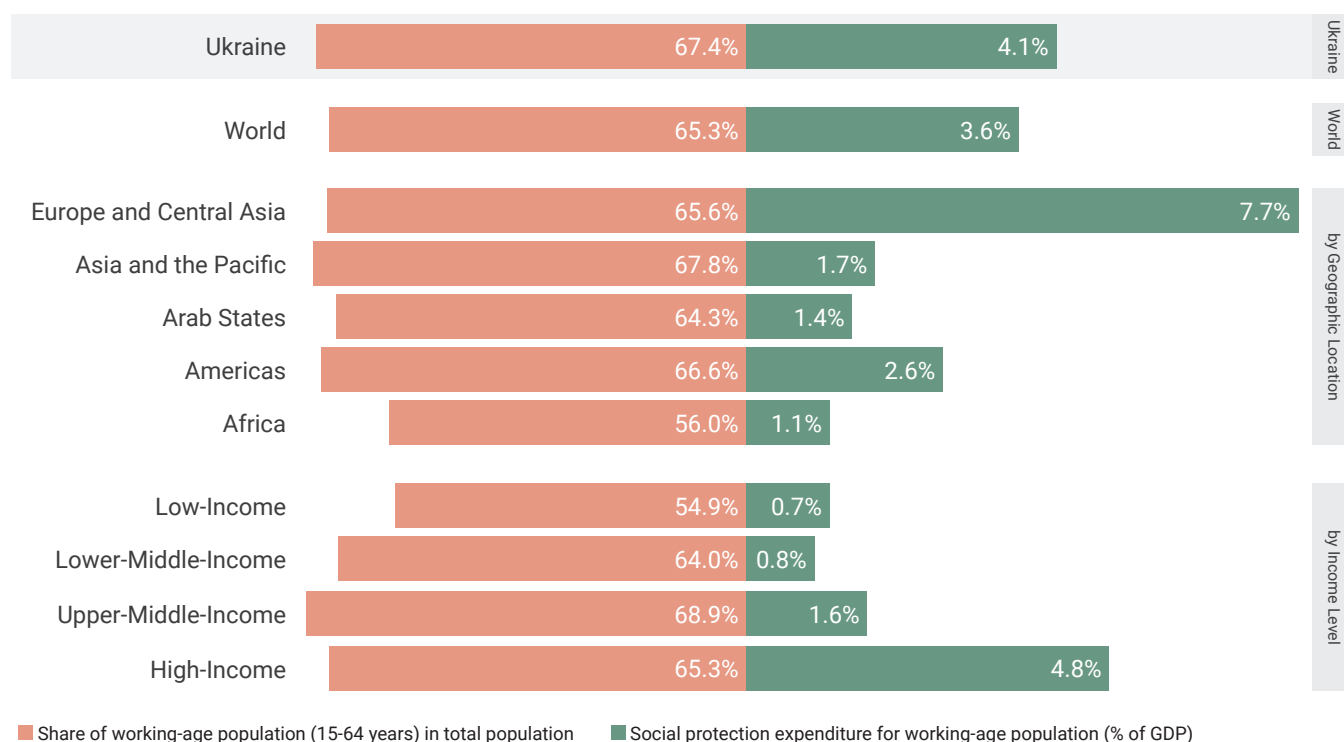


Figure 30. Share of working-age population vis-à-vis GDP investment for social protection¹⁷⁴

¹⁷² ILO, World Social Protection Report 2020–22 'Social protection at the crossroads – in pursuit of a better future', 2021, Table A.4.3, Link: <https://www.social-protection.org/gimi/ShowWiki.action?id=629#stat> and State Statistics Service Main Department of Statistics in Lviv Oblast (Region), Gender-age distribution of the population (1989–2022), Link: https://www.lv.ukrstat.gov.ua/dem/piramid/all_e.php

¹⁷³ ILO, World Social Protection Report 2020–22 'Social protection at the crossroads – in pursuit of a better future', 2021, Table A.4.3, Link: <https://www.social-protection.org/gimi/ShowWiki.action?id=629#stat> Calculations were provided by the TAF.

¹⁷⁴ Ibid.

5.2 Social Assistance Programme Investments

The following analysis outlines the nominal programme costs for 2021–2024 in monetary terms as well as in nominal GDP shares for the respective year. In order to account for a contracting GDP since the full-scale invasion, the shares of GDP have been adjusted to the real GDP¹⁷⁵ vis-à-vis 2021. While the nominal budget allocations of several key social assistance programmes already indicate a decline of funding levels, inflation¹⁷⁶ and shrinking GDP point to an even higher decline in real GDP shares (last column):

Programme Name	2021		2022			%2023			2024			Change 2024 Versus Pre-Full-Scale Invasion
	Programme Costs (mIn UAH)	% GDP Nominal	Programme Costs (mIn UAH)	% GDP Nominal	% GDP Real	Programme Costs (mIn UAH)	% GDP Nominal	% GDP Real	Programme Costs (mIn UAH)	% GDP Nominal	% GDP Real	
Childbirth Grant: One-Off Payment	3,147	0.06%	2,140	0.04%	0.06%	2,176	0.03%	0.04%	9,627	0.12%	0.13%	-42
Childbirth Grant: Monthly Payment	9,509	0.17%	7,710	0.15%	0.20%	7,606	0.12%	0.13%				
Baby Box	1,464	0.03%	1,256	0.02%	0.03%	1,433	0.02%	0.03%	1,376	0.02%	0.02%	-28%
Childcare for Large Families	5,340	0.10%	5,669	0.11%	0.15%	6,200	0.10%	0.11%	5,643	0.07%	0.08%	-19%
Allowance for Single Parents	2,138	0.04%	1,990	0.04%	0.05%	2,669	0.04%	0.05%	2,785	0.04%	0.04%	-1%
Maternity benefit	353	0.01%	267	0.01%	0.01%	234	0.00%	0.00%	198	0.00%	0.00%	-57%
Unemployment Insurance	15,670	0.29%	14,506	0.28%	0.38%	11,859	0.19%	0.21%	No data			
Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	13,953	0.26%	14,823	0.29%	0.38%	16,815	0.26%	0.30%	18,377	0.23%	0.26%	0%
Social Pension (Old-Age)	350,067	6.41%	385,313	7.42%	9.97%	448,287	7.04%	7.872%	271,859	3.47%	3.80%	-41%
Assistance to Persons Not Entitled to a Pension	4,026	0.07%	4,527	0.09%	0.12%	5,052	0.08%	0.089%	6,037	0.08%	0.08%	14%
Assistance for Low-Income Families (GMI)	12,628	0.23%	13,879	0.27%	0.36%	15,571	0.24%	0.273%	20,157	0.26%	0.28%	22%
Housing and Utilities Subsidy (HUS)	33,000	0.60%	20,170	0.39%	0.52%	24,448	0.38%	0.429%	31,527	0.40%	0.44%	-27%
Allowance for IDPs	3,040	0.06%	53,489	1.03%	1.38%	57,647	0.50%	1.01%	57,647	0.74%	0.81%	1346%

Table 9. Budget allocations for key social assistance programmes¹⁷⁷ in UAH, nominal and real GDP shares¹⁷⁸

However, it should be noted that recipient numbers fluctuate between 2021 and 2024 and, with this, the nominal costs for the different social assistance programmes.

Against this backdrop, social assistance programmes that support low-income households (GMI) and IDPs received substantially higher funding levels.

¹⁷⁵ GDP is a macroeconomic indicator that shows the market value of all final goods and services produced during one year in all sectors of the economy on the territory of a state for consumption, export and accumulation, regardless of national belonging to the factors of production used. Distinguishing between nominal and real GDP: nominal or absolute GDP is determined in the current (actual) prices of a given year. Real GDP (adjusted for inflation: 2022: 26.00%; 2023: 10.60%; 2024: 8.50%) is determined in the prices of the previous (or any other base) year.

¹⁷⁶ Inflation data is based on the National Bank of Ukraine: 2022: 26.00%; 2023: 10.60%; 2024: 8.50%. Source: National Bank of Ukraine, Inflation Will Continue to Slow and the Economy Will Recover – NBU Inflation Report, 2023, Link: <https://bank.gov.ua/ua/news/all/inflyatsiya-i-dali-spovilnyuvatimetsya-a-ekonomika-vid-novlyuvatimetsya-inflyatsiyniy-zvit-nbu>

¹⁷⁷ The table outlines the key social assistance programmes that were presented in earlier chapters. However, due to lacking data, the following programmes are not listed or fully listed: Unemployment Insurance, Social Pension (Disability), Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas, Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects.

¹⁷⁸ Data for the programme costs for Childbirth Grant: One-Off Payment, Childbirth Grant: Monthly Payment, Baby Box, Childcare for Large Families, Allowance for Single Parents, Maternity Benefits, Social Assistance to Persons with Disabilities and Children with Disabilities, Social Assistance to Persons not Entitled to Pension, Assistance for Low-Income Families (GMI), Subsidy for Housing and Utilities (HUS) and Housing Assistance to IDPs is derived from the Ministry of Finance, Expenditure on social assistance, Source: Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance. Data for Social Pension (Old Age) is derived from the Pension Fund budget execution for 2021–2022. Calculations are provided by the TAF Perehid Initiative, based on the numbers of nominal and real GDP indicators, retrieved from Rada, Draft Law on the State Budget of Ukraine for 2024, 2023, Link: <https://itd.rada.gov.ua/billInfo/Bills/Card/42796>

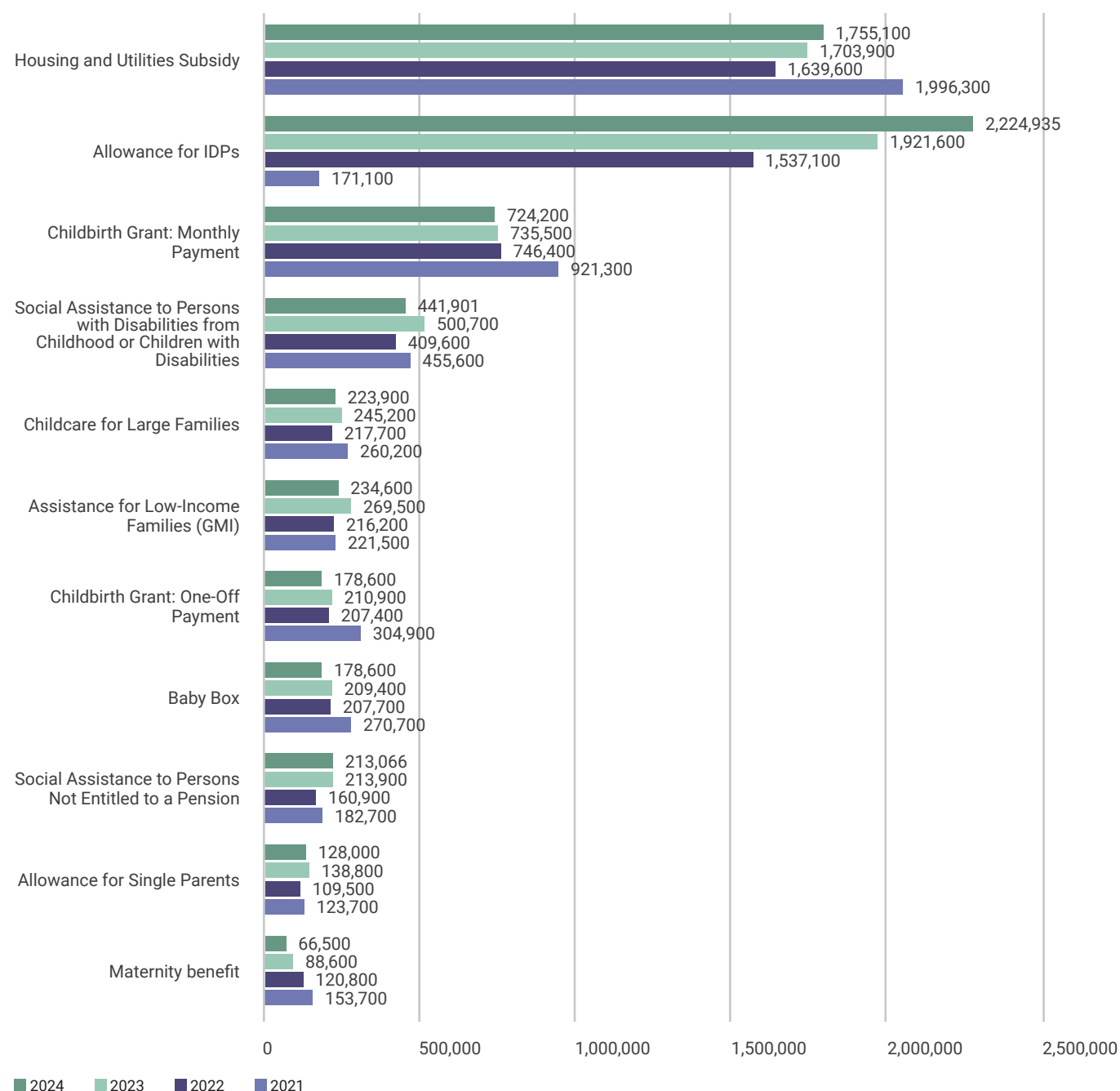


Figure 31. Fluctuation of recipient numbers between 2021,¹⁷⁹ 2022,¹⁸⁰ 2023,¹⁸¹ and 2024¹⁸²

¹⁷⁹ Data for the number of recipients for Subsidy for Housing and Utilities, Housing Assistance for IDPs, Childbirth Grant: Monthly Payment, Social Assistance to Persons with Disabilities and Children with Disabilities, Childcare for Large Families, Assistance to Low-income Families, Childbirth Grant: One-Off Payment, Baby Box, Social Assistance to Persons not Entitled to Pension, Allowance for Single Parents and Maternity Benefits are derived from the Ministry of Finance. Source: Ministry of Finance, Expenditure on social assistance, Source: Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

¹⁸⁰ Ibid.

¹⁸¹ Ibid.

¹⁸² Ibid.

5.3 Life-Cycle Investments of Social Assistance and Humanitarian Cash Transfers Programmes

Government investments in social assistance significantly supersede Multi-Purpose Cash Assistance (MPCA)¹⁸³ investments through the humanitarian system. This raises questions about the impact of stand-alone and parallel systems in targeting and funding allocation and suggests that the national social protection system would be able to absorb higher funding levels to compensate for declining humanitarian funding. At the same time, analysis shows diverging emphases on different population groups which reflect either complementing targeting of both systems, different perceptions of vulnerability, or availability of data and unintended exclusion.

In 2023, contributory and non-contributory social assistance (including social insurance) amounted to UAH 935,316 million which constitutes 14.68 per cent of the national GDP. The unbundled framework from Section 7.2 can be applied here to understand how these investments are influenced by the financing structures and donor policies discussed earlier. At the same time, MPCA with a volume projected at UAH 15,919 million was transferred to humanitarian beneficiaries. This humanitarian assistance equalled 0.25 per cent of GDP.

	2023					
	Social Assistance			MPCA		
	mIn UAH	% GDP Nominal	Distribution	mIn UAH	% GDP Nominal	Distribution
Children	26,796	0.42%	3%	2,3060	0.04%	14%
Adults	44,058	0.69%	5%	6,948	0.11%	44%
Old Age Persons	734,284	11.53%	79%	5,551	0.09%	35%
Persons with Disabilities	18,864	0.30%	2%	1,114	0.02%	7%
Low-Income Persons	53,441	0.84%	6%			
War-Affected Persons	57,873	0.91%	6%			
Sum	935,316	14.68%	100%	15,919	0.25%	100%

Table 10. Overall social assistance and cash transfer investments (nominal) for 2023

In 2023, social assistance programmes that directly assist war-affected populations amount to UAH 57,873 million, whereas MPCA targeting war-affected populations amounts to UAH 15,919 million. Shock-responsive social assistance programmes directly targeting war-affected populations thus constituted a nearly four times higher budget volume than the entire MPCA response.

Quite noticeably, investments in life-cycle groups substantially differ. In 2023, for instance, social assistance to children reaches 3 per cent of overall social assistance, while its share among MPCA beneficiaries reaches 14 per cent. Likewise, social assistance to adults reaches 5 per cent of overall social assistance, whereas adults received 44 per cent of overall MPCA volume. Persons with disability receive a mere 2 per cent of national social assistance whereas they reach 7 per cent of the overall MPCA volume. The largest difference can be noted for elderly, who receive 79 per cent of the overall social assistance volume (social transfers and social insurance combined) whereas they receive 35 per cent of the overall MPCA volume.

The overall trend in 2021 and 2022 is very similar, despite a substantially higher nominal amount of MPCA. The only significant difference is the overall investment volume of MPCA in children, which reached 29 per cent in 2022 versus 14 per cent in 2023 (based on projections):

¹⁸³ Definition: Multipurpose Cash Assistance (MPC or MPCA) comprises transfers (either periodic or one-off) corresponding to the amount of money required to cover, fully or partially, a household's basic and/or recovery needs that can be monetized and purchased. Cash transfers are 'multipurpose' if explicitly designed to address multiple needs, with the transfer value calculated accordingly. [...] Source: CALP Network, Glossary of Terms, Link: <https://www.calpnetwork.org/resources/glossary-of-terms/?letter=M>

	2022						
	Social Assistance				MPCA		
	mIn UAH	Per Capita (UAH) ¹⁸⁴	% GDP Nominal	Distribution	mIn UAH	% GDP Nominal	Distribution
Children	23,895	3,251.68	0.460%	3%	10,987.00	0.2117%	29%
Adults	27,210	1,009.71	0.524%	4%	17,284.00	0.3330%	45%
Old Age Persons	587,669	58,022.02	11.321%	77%	7,484.00	0.1442%	19%
Persons with Disabilities	16,619	6,096.93	0.320%	2%	2,691.00	0.0518%	7%
Low-Income Persons	51,160		0.986%	7%			
War-Affected Persons	53,489		1.030%	7%			
Sum	760,042	68,380	14.641%	100.00%	38,446	0.74%	100.00%

Table 11. Overall social assistance and cash transfer investments (nominal) in 2022

The differences could reflect different perceptions of vulnerability, coverage gaps or merely the different demography of MPCA, which responds to war-related shocks such as displacement or vulnerability close to the frontline.

Per capita investments for different life-cycle groups differ substantially, with elderly people receiving the highest, and adults and children the lowest per capita social assistance investments:

Life-Cycle Groups	Per Capita Investments (UAH) in 2022 ¹⁸⁵
Children	3,251.68
Adults	1,009.71
Old Age Persons	58,022.02
Persons with Disabilities	6,096.93

Table 12. Per capita investments for social assistance in 2022

A budget analysis of Ukraine's key social assistance programmes¹⁸⁶ confirms unequal life-cycle investments. While the numbers constitute only approximations, it indicates that per capita investments significantly differ, with UAH 3,251 invested in children, UAH 1,009.71 in adults, and UAH 58,022.02 in the elderly. The different investment levels for life-cycle groups are reflected in the adequacy levels of different social assistance programmes. However, it should be noted that the limited availability of data makes definite comparisons challenging.

In conclusion, MPCA in 2023 amounted to only 27.51 per cent of the volume of war-related social assistance programmes. MPCA and social assistance programmes seem to focus on different population groups, which likely reflects the demographic structure of those that are newly displaced or living close to the frontline.

¹⁸⁴ There is no per capita amount calculated for low-income persons and directly war-affected persons, as the number of low-income and directly war-affected is not available.

¹⁸⁵ Per capita investments are calculated based on the total amount of benefits assigned for the category divided by the number of beneficiaries in the category. For example, for persons with disabilities the per capita will be calculated as the total amount of Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities, Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities and Social Pension (Disability) divided by the total number of persons with disabilities.

¹⁸⁶ Maternity Benefits, Childbirth Grant (one-off benefit), Childbirth Grant (monthly benefit), Baby Box, Childcare for Large Families, Allowance for Single Parents, other child benefits. Adults: Unemployment Benefits, Social Insurance Benefits, other unemployment benefits. Disabled Benefits: Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities, Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities, Social Pension (Disability), other disabled benefits. Pension Benefits: Old Age Pension, Social Assistance to Persons not Entitled to a Pension, other pension benefits.

5.4 Social Insurance Funding from Non-Budgetary Targeted Funds

As of September 2023, there are two non-budgetary state targeted funds operating in the field of social insurance in Ukraine:

- Pension Fund which was amalgamated with the Social Insurance Fund¹⁸⁷ starting January 2023 (see chapter 6.4.1);
- Fund of Compulsory State Social Insurance for Unemployment (See chapter 6.4.2).

Non-budgetary targeted funds are not a part of the budget system; they have been established by government authorities, have a specific designation and are independent financial and credit institutions. They have clearly defined sources of funding and are primarily formed through mandatory contributions (insurance premiums) from legal and natural persons (the rates of insurance premiums are set by the state and are compulsory). Therefore, non-budgetary targeted funds are ear-marked for defined budget items (e.g. pension payments, assistance, etc.) for which they were created. Based on this, they conduct financial activities based on approved budgets, which are formed by their management bodies and submitted to the Parliament simultaneously with the state budget for the relevant budgetary period.

5.4.1 Pension Fund of Ukraine

From 1 January 2023 onwards, in addition to being responsible for pension provision, the Pension Fund is also responsible for the leadership and management of compulsory state social insurance for accidents, temporary disability and medical insurance.

In 2022¹⁸⁸ the Pension Fund's revenues (UAH 620.4 billion) were formed from its own revenues, UAH 403.6 billion (65.1 per cent) from Unified Social Contributions from formal employment (informally employed Ukrainians cannot contribute to the Pension Fund), as well as UAH 216.8 billion (34.9 per cent) co-funding through the state budget:

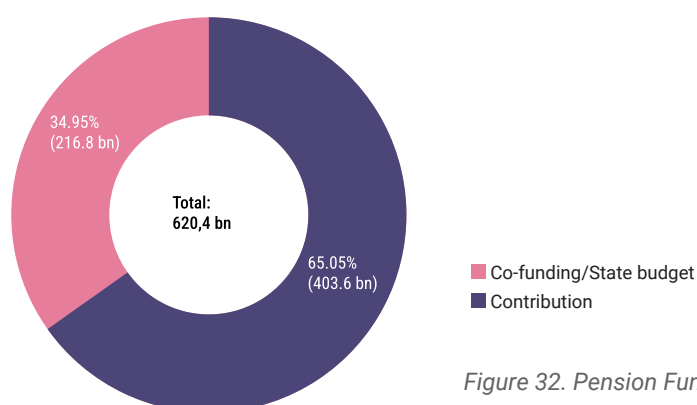


Figure 32. Pension Fund financial composition

The total revenues of the Pension Fund grew by 21 per cent from UAH 520.8 billion in 2021 to UAH 620.4 billion in 2022.¹⁸⁹ Budgeted numbers for 2023 indicate a further increase of 24 per cent (UAH 770.8 billion). However, it should be noted that the Pension Fund benefits from additional revenue streams such as contributions from compulsory state social insurance due to temporary loss of working capacity and from an accident at work and occupational disease that caused the loss of working capacity. In 2023 the Fund for Compulsory State Social Insurance was eliminated due to temporary loss of working capacity¹⁹⁰ and its mandate was transferred to the Pension Fund accompanied by the corresponding revenue sources.

¹⁸⁷ Social Insurance Fund formed under Law of Ukraine No.77 of 28 December 2014 On Amendments to Certain Legislative Acts of Ukraine on Reforming Compulsory State Social Insurance and Legalizing the Wage Fund. This law aimed to merge the Social Insurance Fund for Temporary Incapacity and the Social Insurance Fund for Accidents at Work.

¹⁸⁸ Pension Fund, Overview of the main results of the work of the Pension Fund of Ukraine for 2022, Link: <https://www.pfu.gov.ua/2155532-oglyad-osnovnyh-pidsumkiv-roboty-pensijnogo-fondu-ukrayiny-za-2022-rik/>

¹⁸⁹ Pension Fund, Report on the execution of the budget of the Pension Fund of Ukraine, Link: <https://www.pfu.gov.ua/byudzheth-zvit-pro-vykonannya-byudzhethu-pensijnogo-fondu-ukrayiny/>

¹⁹⁰ Full name of the Fund: "Compulsory state social insurance due to temporary loss of working capacity and from an accident at work and occupational disease that caused the loss of working capacity".

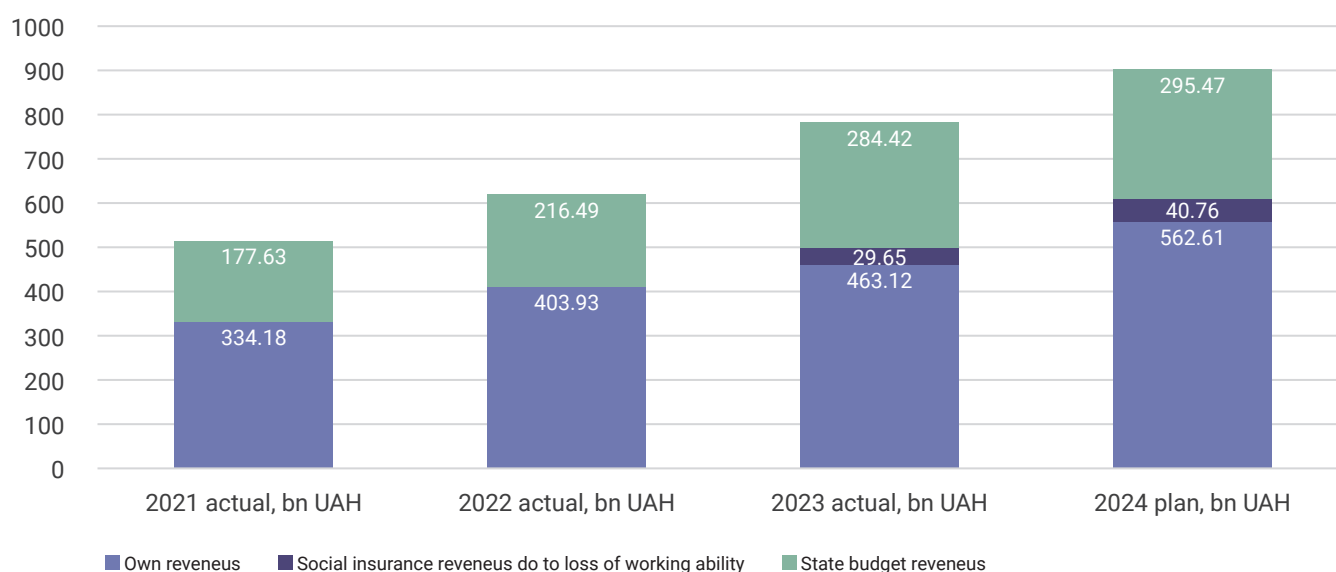


Figure 33. Pension Fund: dynamic of revenues for 2021–2024 (2021/23 actual numbers; 2024 planned)¹⁹¹

Overall, the Old Age Pension system is under substantial stress as the population over 59 is expected to increase from 23.5 per cent in 2018 to 27.8 per cent in 2050.¹⁹² In addition, due to the full-scale invasion, 5.8 million Ukrainians were displaced to neighbouring countries as refugees as per October 2023,¹⁹³ which further decreased the contribution base to the Old Age Pension system, whereas displaced pension recipients continue to receive benefits (which have limited purchasing power in Ukraine and even less in neighbouring countries).

5.4.2 Fund of Compulsory State Social Insurance for Unemployment

The Fund of Compulsory State Social Insurance for Unemployment, among others, manages the insurance for unemployment, accumulates insurance contributions, controls the use of funds and executes benefits payments, and provides social services.¹⁹⁴

In 2022, the fund had a budget of UAH 19.6 billion which is composed of UAH 17.8 billion of insurance contributions from formal labour, UAH 0.09 billion of other contributions and UAH 1.5 billion of state budget funding.¹⁹⁵

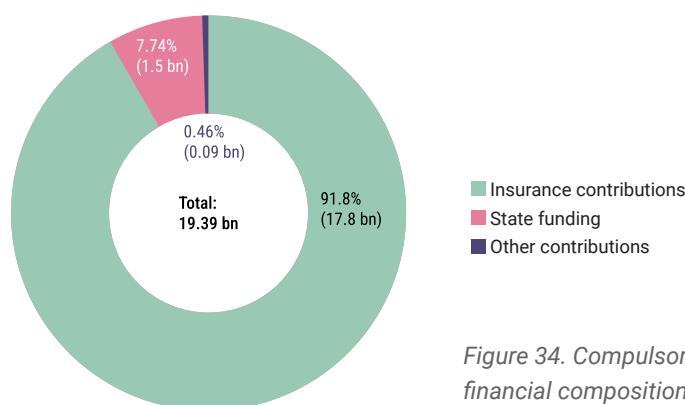


Figure 34. Compulsory State Social Insurance for Unemployment: financial composition

¹⁹¹ These numbers do not include the balance at the beginning of the year as well as return of funds in 2020 from the state budget of the Ministry of Social Policy to provide financial assistance to the Social Insurance Fund on a revolving basis for the payment of material support.

¹⁹² HelpAge, Pension Watch, 2012, Link: <http://www.pension-watch.net/country-fact-file/ukraine/>

¹⁹³ OCHA, Ukraine Humanitarian Response 2023, updated 11 October 2023. Link: <https://reports.unocha.org/en/country/ukraine>

¹⁹⁴ Rada, On Mandatory State Social Insurance in Case of Unemployment (Law of Ukraine No. 1533-III, 2 March 2000), Link: <https://zakon.rada.gov.ua/laws/show/1533-14#Text>

¹⁹⁵ Board of the Fund of Compulsory State Social Insurance of Ukraine in Case of Unemployment, On approval of the Report on implementation of the budget of the Fund of mandatory state social insurance of Ukraine in case of unemployment for 2022 (Resolution, Report No. 57), 2023, Link: <https://ips.ligazakon.net/document/FN078374?an=1>

The revenues of the Fund of Compulsory State Social Insurance for Unemployment grew from UAH 18.5 billion¹⁹⁶ in 2021 to UAH 19.5 billion in 2022.¹⁹⁷ In 2023 the budgeted numbers show a decline in revenues which constitutes 16.2 billion UAH, due to the decline in social contributions and co-funding from the state budget. Budgeted numbers for 2024 remain stable, at 16.6 billion UAH. It should be noted that the actual financial gap is considerably higher as the nominal numbers do not reflect inflation.



Figure 35. Compulsory State Social Insurance for Unemployment: dynamic of funding for 2021–2023 (2021–22 actual numbers; 2023 and 2024 planned numbers) in billion UAH

6. Administrative Systems for Social Protection

Ukraine is a highly digitalized country with 28.57 million internet users (79.2 per cent of the total population) of whom 26.70 million (74.0 per cent) use social media. Overall, about 55.88 million cellular mobile connections were active in Ukraine in early 2023.¹⁹⁸

Russia's invasion of Ukraine in 2022 has further advanced the digitalization of the national social protection system which required populations to apply for and access social protection services while being displaced and not in possession of all paper-based civil documentation.

Applications for enrolment in social protection programmes are made online and processed at the municipal level by the social services workforce, which performs both administrative and case management functions.¹⁹⁹ Some programmes, such as old-age pensions, are granted automatically without application if the required information is available.

In Ukraine, as elsewhere, official documents such as birth certificates, identification documents, etc., are essential to access government services. However, in displacement settings, they are often lost or left behind. In 2022, 2.5 per

¹⁹⁶ Board of the Fund of Compulsory State Social Insurance of Ukraine in Case of Unemployment, On approval of the Report on implementation of the budget of the Fund of compulsory state social insurance of Ukraine in case of unemployment for 2021 (Resolution, Report No.46), 2022, Link: <https://ips.ligazakon.net/document/FN075722>

¹⁹⁷ Board of the Fund of Compulsory State Social Insurance of Ukraine in Case of Unemployment, On approval of the Report on implementation of the budget of the Fund of the mandatory state social insurance of Ukraine in case of unemployment for 2022 (Resolution, Report No.57), 2023, Link: <https://ips.ligazakon.net/document/FN078374?an=1>

¹⁹⁸ Datareportal, Digital 2023: Ukraine, Global Digital Insights, Link: <https://datareportal.com/reports/digital-2023-ukraine>

¹⁹⁹ CALP Network, 'Linking Humanitarian Cash and Social Protection in Ukraine: Emergency Response inside Ukraine' Thematic paper, 2023, Link: <https://reliefweb.int/report/ukraine/linking-humanitarian-cash-and-social-protection-ukraine-emergency-response-inside-ukraine-thematic-paper>

cent of surveyed households reported having a household member who is missing at least one document. Among displaced households, 7 per cent reported having a member with at least one missing important document, compared to 2 per cent of both host community and returnee households.²⁰⁰

An assessment conducted by the Danish Refugee Council indicates that 8 per cent of surveyed households lack civil documentation. National passports (81.3 per cent), birth certificates (29.7 per cent) and tax numbers (21.9 per cent) are the main documents that are missing (within those 8 per cent).²⁰¹

Individuals Lacking Personal Documentation

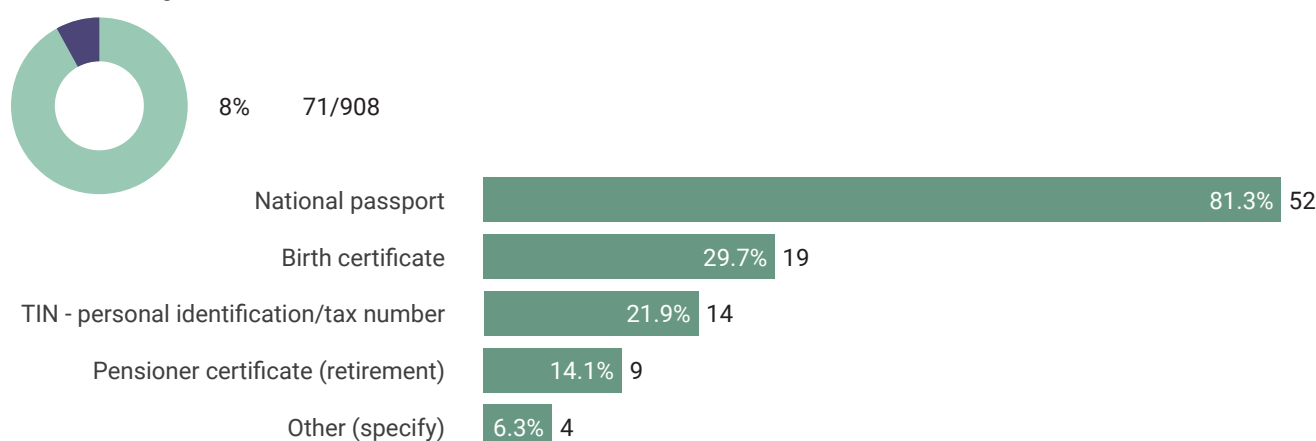


Figure 36. Individuals lacking personal documentation²⁰²

Documents obtained outside Ukraine, e.g. the birth certificate of a child born outside Ukraine, pose an additional challenge as they need to be translated and legalised in order to be used to apply for transfers from Ukrainian social protection programmes. Even if translated and legalised, these documents do not provide access to digitalised systems. In such cases, the person needs to reach the age of 14 to apply for a Ukrainian identity document (ID) which provides access to digital systems (see below).

Preferences for the different application modalities (see *Table 14 Registration modalities for analysed social assistance programmes*) are mostly shaped by the individual level of digital literacy and physical mobility. Older people prefer in-person applications as they can receive additional support and consultation. People living in occupied areas prefer online forms for registration. However, some individuals feel unsafe sharing their location data which is required to confirm their location in occupied areas. People with limited mobility prefer online or phone applications and registrations.²⁰³

6.1 Diia Portal²⁰⁴

The Diia ('Action') portal is an internet platform and mobile phone app, managed by the Ministry of Digital Transformation, which allows people to register themselves for various social protection programmes and to communicate directly with the Ministry of Social Protection (MoSP). By May 2023, the Diia portal offered 29 services and had the ability to process 14 types of e-documents.²⁰⁵ As of March 2021, digital identity documents could be accepted as the equivalent of physical identification documents.²⁰⁶

²⁰⁰ REACH, Humanitarian Situation Monitoring Calibration Assessment, 2023, Link: https://repository.impact-initiatives.org/document/reach/2fa281bb/REACH-UKR2206C_Factsheet_Calibration_May2023.pdf

²⁰¹ DRC, Protection Monitoring Snapshot, 2024, Link: <https://reliefweb.int/report/ukraine/protection-monitoring-snapshot-ukraine-january-2024>

²⁰² Ibid.

²⁰³ Ground Truth Solutions and CCD, Mapping the User Journeys of Cash Recipients in Ukraine, 2024, Link: https://static1.squarespace.com/static/62e895bdf6085938506cc492/t/64ba68c7248f58274e20a1b0/1689938121591/GTS_Ukraine_CCD_July_2023_EN.pdf

²⁰⁴ See <https://diia.gov.ua/>

²⁰⁵ NV, Over half of Ukraine's adult population use Diia for online government services, 70% from their cell phones, 2023, Link: <https://english.nv.ua/business/over-half-of-ukraine-s-adult-population-use-diia-for-online-government-services-70-cellphones-50327243.html>

²⁰⁶ Tony Blair Institute for Global Change, State of Resilience: How Ukraine's Digital Government Is Supporting Its Citizens During the War, 2022, Link: <https://www.institute.global/insights/tech-and-digitalisation/state-resilience-how-ukraines-digital-government-supporting-its-citizens-during-war>

The internet platform is linked to the Unified Information System of the Social Sphere (UISSS) system, whereby the Diia portal allows online enrolment for four social assistance programmes, namely the Allowance for IDPs, Housing and Utilities Subsidy (HUS), Childbirth Grant and Municipal Nanny Programme (not covered in the analysis).²⁰⁷

In the Diia portal, Ukrainians can update their information and update any new location of displacement, as well as upload their certificates and documents. This has reduced: (1) the need for IDPs to physically register themselves at local level where they have recently moved to (and de-register themselves from offices they were originally registered in), and (2) time and resources involved in processing paperwork.²⁰⁸

By late March 2023, approximately 18.6 million persons – more than half of the adult population – were using the Diia platform. This is an increase of 2.85 million users since Russia's full-scale invasion in February 2022.²⁰⁹

At the same time, to prevent and mitigate exclusion, people with lower digital literacy can register in person through Administrative Service Centres (CNAP) present in many towns and villages.²¹⁰

Since the Diia portal is linked to Ukrainian civil documentation, such as Ukrainian birth certificates and other Ukrainian identity documents, foreigners and Ukrainians born abroad cannot benefit from the full functionality of Diia. Therefore, foreigners and Ukrainians who have registered newborns abroad (and who do not therefore have a Ukrainian birth certificate), are unable to apply for social benefits through the Diia portal and need to apply in person for all benefits until the child reaches the age of 14, when a Ukrainian identity document (ID) can be applied for.

In 2023, the Government added to the platform registration for child benefits for single mothers or fathers; assistance with child adoption; assistance to a person caring for a sick child, and assistance to people with childhood disabilities and children with disabilities.²¹¹

Overall, the following registration modalities are offered for the programmes analysed in the following chapters:



²⁰⁷ World Bank, the Government of Ukraine, the European Union, the United Nations, Ukraine – Rapid Damage and Needs Assessment: February 2022–2023, 2023, Link: https://reliefweb.int/report/ukraine/ukraine-rapid-damage-and-needs-assessment-february-2022-2023-enuk?gclid=EAlaIqObChMI4o6uhMOsgAM-VQeZ3Ch2KHA4LEAAYASAAEgKHIfD_BwE

²⁰⁸ Lacerda, Carla, The state of the social protection system in Ukraine as it reaches the one-year mark of the conflict, 2023, Link: <https://socialprotection.org/discover/blog/state-social-protection-system-ukraine-it-reaches-one-year-mark-conflict>

²⁰⁹ NV, Over half of Ukraine's adult population use Diia for online government services, 70% from their cell phones, 2023, Link: <https://english.nv.ua/business/over-half-of-ukraine-s-adult-population-use-diia-for-online-government-services-70-cellphones-50327243.html>

²¹⁰ Lacerda, Carla, The state of the social protection system in Ukraine as it reaches the one-year mark of the conflict, 2023, Link: <https://socialprotection.org/discover/blog/state-social-protection-system-ukraine-it-reaches-one-year-mark-conflict>

²¹¹ Koshelenko, Kostiantyn, 2023, Link: https://www.linkedin.com/posts/koshelenko_digitalization-of-the-social-sphere-simplifies-activity-7104672820705570816-q7uX/

Social Assistance Programmes	In Person	Postal	Diia Portal	On-line / eMaliatko / Automatic Enrolment
Maternity Benefits			*	
Childbirth Grant and Baby Box				
Childcare for Large Families				
Allowance for Single Parents				
Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects				
Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities				
Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities				
Assistance for Low-Income Families (GMI)				
Housing and Utilities Subsidy (HUS)				
(Partial) Unemployment Benefits				
Unemployment Benefits				
Disability Pension				
Pension (Old-Age)				
State Social Assistance to Persons not Entitled to a Pension				
Allowance for Internally Displaced Persons				
Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas				
Compensation for Damaged and Destroyed Housing				

* Envisioned by law, but not yet operational

Table 14. Registration modalities for analysed social assistance programmes

Under the Transparency and Accountability in Public Administration and Services (TAPAS) project, USAID, the United Kingdom Foreign, Commonwealth & Development Office (FCDO), and the Eurasia Foundation supported development of the Diia portal.²¹²

6.2 Unified Information System of the Social Sphere

In Ukraine, all social protection programmes provided by the MoSP are administered through the UISSS.²¹³ Within the UISSS, the Unified Social Register (USR) contains information about everyone who is entitled to, receives, or has previously received support through social protection programmes such as IDP support, pensions, GMI, HUS, disabilities support, etc. from the MoSP.²¹⁴

²¹² See <https://tapas.org.ua/en/about-project/>

²¹³ Cabinet Of Ministers, On Approval of the Regulation on the Unified Information System of the Social Sphere, 2021, Link: <https://zakon.rada.gov.ua/laws/show/404-2021-%D0%BF#Text>

²¹⁴ STAAR, Overview Paper of the Unified Information System of the Social Sphere (UISS) and the eDopomoga System, 2023, Link: <https://socialprotection.org/discover/publications/overview-unified-information-system-social-sphere-uiss-and-edopomoga-system>

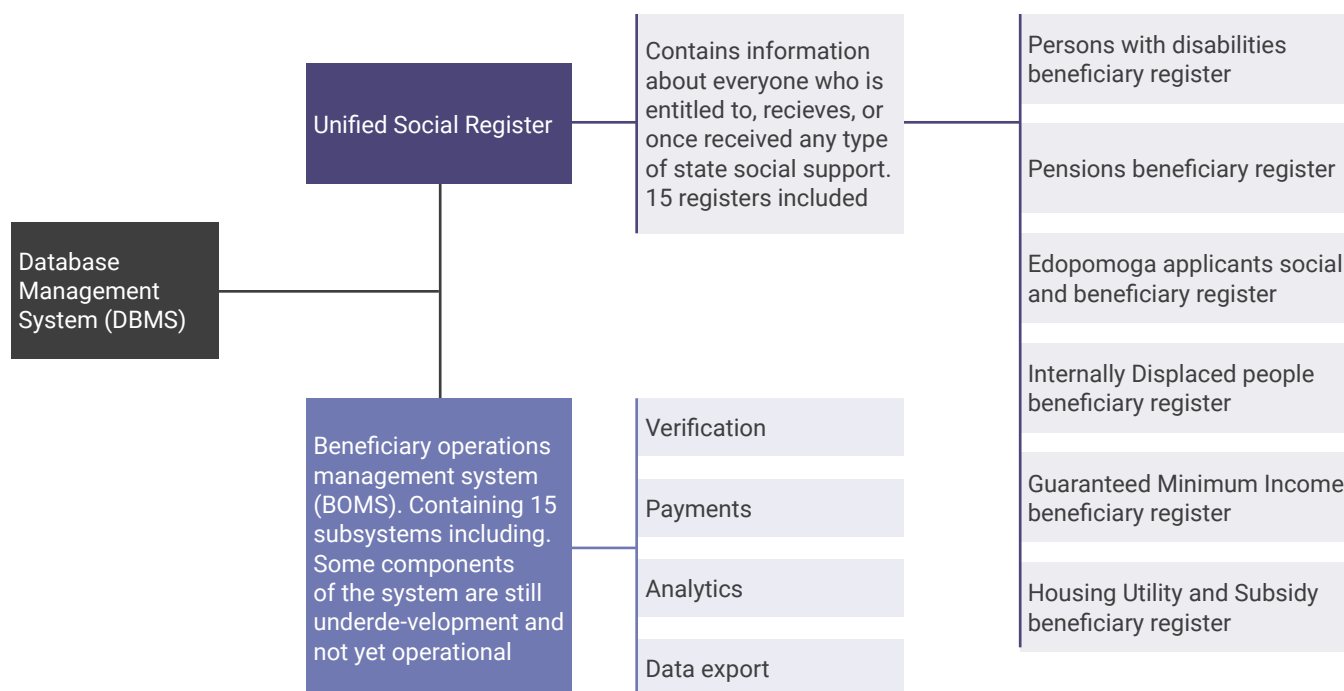


Figure 37. UISSS functionalities²¹⁵

The USR combines elements of a social register, in that it identifies all those eligible for assistance, with elements of a beneficiary register which tracks MoSP programme recipients who receive social assistance services. Development of the UISSS has been supported by the World Food Programme with funding from USAID's Bureau for Humanitarian Assistance and United Nations Development Programme (UNDP), among others.²¹⁶

6.3 eDopomoga

The eDopomoga ('There is Help') portal is an internet platform comprising three parts: state, volunteer, and international organisations. The first component, regarding the state, offers a single portal for households to access social protection and other administrative services such as gaining IDP status, receiving IDP payments, access to pensions, subsidies, and information related to MoSP IDP support programmes.²¹⁷ The second component, regarding volunteers, provides peer-to-peer help to households through foreign money transfers to Ukrainian individuals. The third component, regarding humanitarian organisations, allows humanitarian actors to reach vulnerable households by piggybacking on the data from the URS Registry.²¹⁸ This means that eDopomoga requires applicants to consent to data sharing with humanitarian organisations, and solves one main barrier for piggybacking on government beneficiaries lists which are currently not shared at central level due to data protection restrictions on the side of the Government.

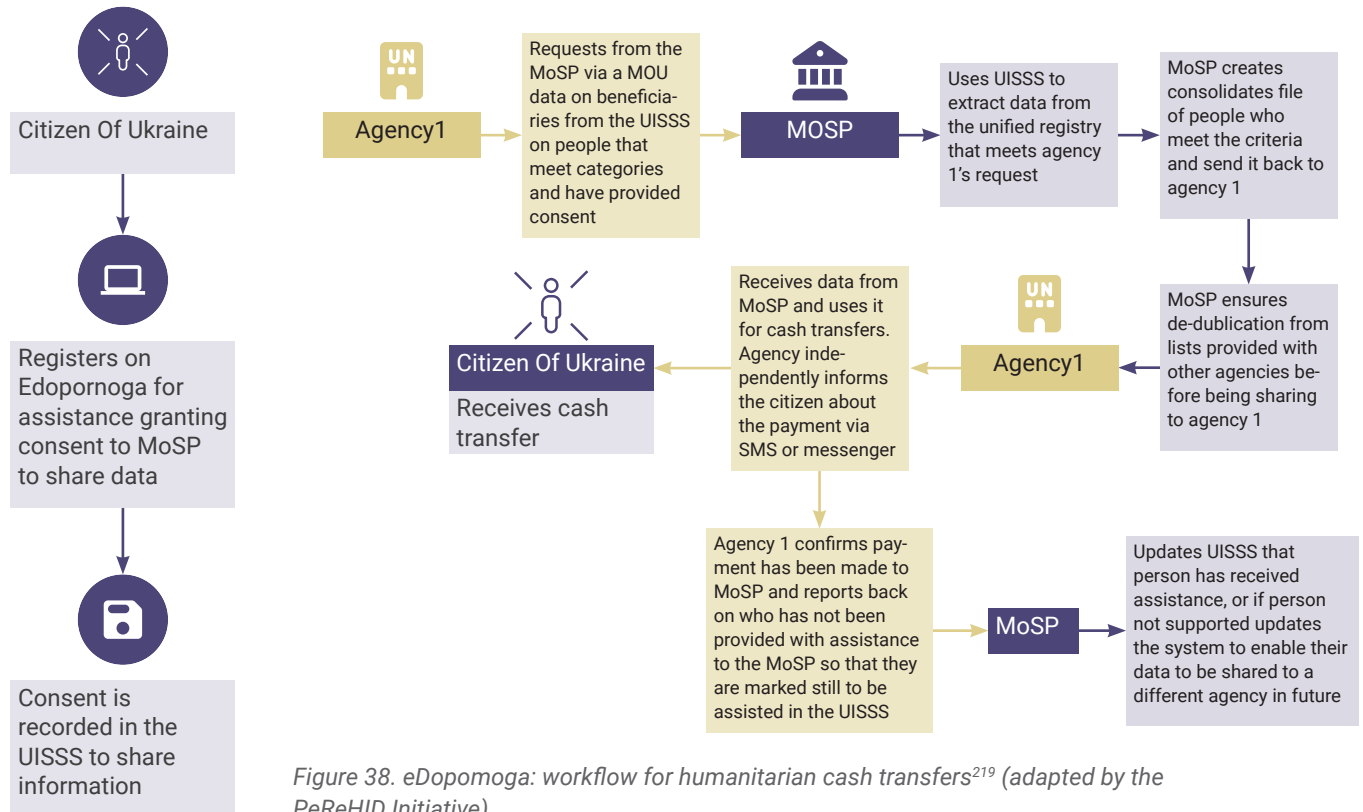
²¹⁵ Ibid

²¹⁶ WFP, Country Strategic Plan 2022, 2022, Link: <https://docs.wfp.org/api/documents/WFP-0000147980/download/>

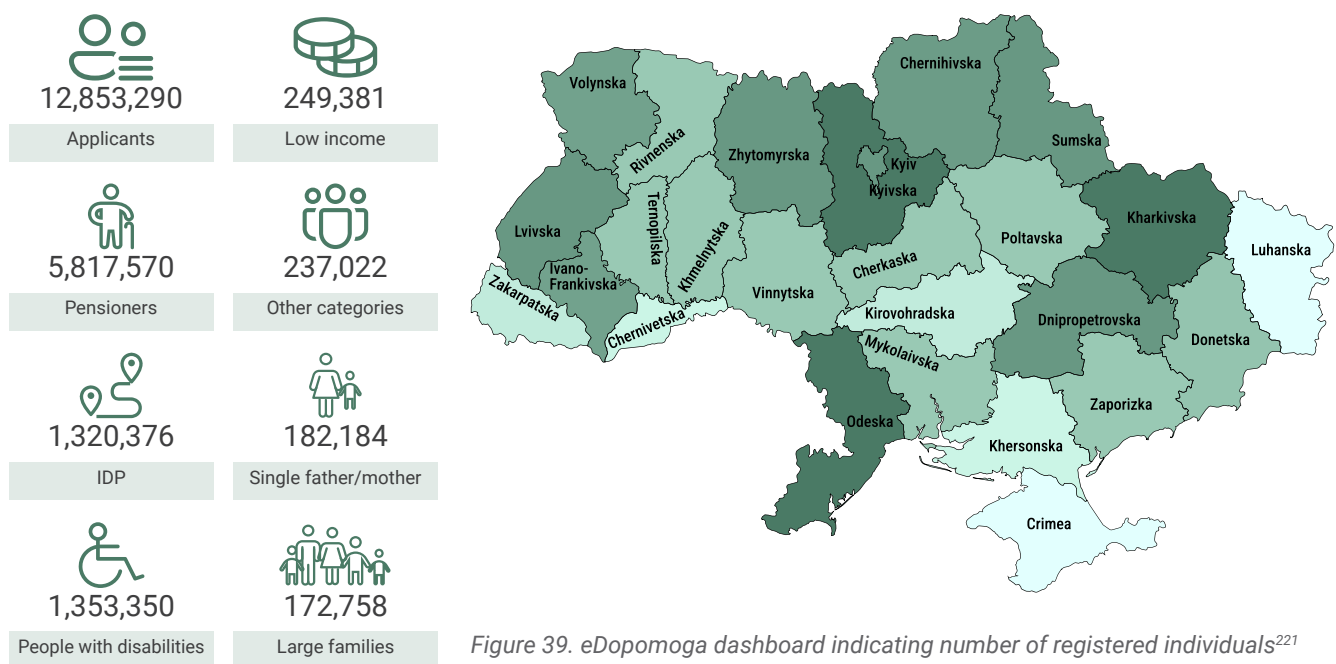
²¹⁷ STAAR, Overview Paper of the Unified Information System of the Social Sphere (UISS) and the eDopomoga System, 2023, Link: <https://socialprotection.org/discover/publications/overview-unified-information-system-social-sphere-uiss-and-edopomoga-system>

²¹⁸ Ibid.

Process Of Cash Payments From International Humanitarian Organizations Via The Edopomoga Platform



As of November 2023, the eDopomoga dashboard indicates that more than 12 million persons are registered.²²⁰



²¹⁹ Ibid.

²²⁰ eDopomoga dashboard: <https://aid.edopomoga.gov.ua/dashboard> (accessed 1 November 2023)

²²¹ Ibid.

Overall, 3,911,286 persons received assistance as per 1 November 2023. The largest recipient group is pensioners, followed by persons with disabilities and IDPs:²²²

Target Groups	Pensioners	IDPs	Large Families	People with Disabilities	Low-Income	Single Partners	Other Categories
Number of Recipients	1,779,887	384,950	152,185	438,683	130,209	46,332	48,7603

Figure 40. eDopomoga beneficiary breakdown²²³

The full dashboard can be found under Annex 6 eDopomoga Dashboard for the Aid Module, and online.²²⁴ However, currently eDopomoga does not accept new applications.

The eDopomoga platform was established by the MoSP with the support of the Ministry of Digital Transformation of Ukraine and UNDP with the financial support of Sweden.²²⁵

While using eDopomoga enabled humanitarian agencies in the initial phases of the response to extend their reach and effectively piggyback on the government system, which cross-checked eDopomoga lists for some vulnerability markers across other government databases (e.g. disability register), it failed to maintain sufficient updated vulnerability data²²⁶ as it had no mechanism to update registered data, including periodically checking if registered people still needed assistance before sharing with partners. Many humanitarian stakeholders also believe that it led to major inclusion errors (resulting in coverage by the humanitarian response of non-humanitarian caseloads). During 2023, up to 11 partners secured Memoranda of Understanding with the MoSP, however, registration in the system has been suspended since October 2022 and as of August 2023, it was understood that no partners were using this registration and enrolment method anymore.

6.4 Appeal Mechanism

Article 55 of the Constitution of Ukraine guarantees “the right to appeal against decisions, actions or omissions of state authorities, local self-government bodies, officials and employees.”²²⁷ Part 2 of Article 55 of the Constitution of Ukraine should be understood as: everyone, i.e. a citizen of Ukraine, a foreigner, a stateless person, has the right guaranteed by the State to appeal to a court of general jurisdiction against decisions, actions or inaction of any state authority, local self-government body, officials and employees if their decision, action or inaction violates or infringes the rights and freedoms of a citizen of Ukraine, a foreigner, a stateless person or impedes their exercise.²²⁸

Article 10 of the Law on State Social Assistance to Low-Income Families specifies that complaints on the decision of the social protection authority to grant or deny state social assistance may be submitted to a higher executive authority or to a court.²²⁹

In general, a six-month term is established for applying to an administrative court (starting on the date when the person learns or should have learned about the violation of his or her rights, freedoms or interests).²³⁰

²²² Ibid.

²²³ eDopomoga dashboard: <https://aid.edopomoga.gov.ua/dashboard> (accessed 1 November 2023). It should be noted that the sum of the different groups does not equal the overall recipient number.

²²⁴ eDopomoga dashboard: <https://aid.edopomoga.gov.ua/dashboard> (accessed 1 November 2023).

²²⁵ eDopomoga dashboard: <https://social.edopomoga.gov.ua/en/#about-us>

²²⁶ For details see CWG and CCD, Humanitarian CVA in Ukraine: Induction, October 2023.

²²⁷ Rada, Constitution of Ukraine (Article 55), 1996, Link: https://ccu.gov.ua/sites/default/files/constitution_2019_eng.pdf

²²⁸ Constitutional Court, Decision of the Constitutional Court No. 6-zp of 25.11.97, 1997, Link: <https://zakon.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80#Text>

²²⁹ Rada, On State Social Assistance to Low-Income Families, Link: <https://zakon.rada.gov.ua/laws/show/1768-14#Text>

²³⁰ Rada, Code of Administrative Procedure of Ukraine, 2024, Link: <https://zakon.rada.gov.ua/laws/show/2747-15/page#Text>

Submission of appeals requires a fee which is based on the type of appeal and the value of the claim.²³¹

Type	Calculation	Fees
Amount of Social Benefits (property claim)	1% of the amount of the claim, but not less than 40% of the monthly subsistence minimum for able-bodied persons and not more than five times the subsistence minimum for able-bodied persons.	UAH 1,074 to UAH 13,425
Status Determination (non-property claim)	40% of the monthly subsistence minimum for able-bodied persons	UAH 1,074

Table 15. Appeal mechanism: legal fees

According to the law, the court should begin its consideration within 60 days from the date of application and take a decision within 30 days from the date of commencement of the case.

Ukraine's ongoing judicial reform has brought significant positive changes to its judicial system. In particular, accessibility of services, facilitation of the application process (including e-court) and speed of decision-making have improved. At the same time, a significant workload causes delays in the decision-making process. Simplified lawsuit proceedings are applicable for consideration of cases of minor complexity and urgent cases where cases are considered within not more than 60 days.

Statistic Data of Appeals Via Court Procedure ²³³	2020	2021	2022	2023	2024
Total amount of cases on the implementation of public policy in the labour sphere, employment and social protection of citizens and public housing policy, including:	141,670	321,403	246,641	371,190	Data not available
Pension	58.3%	65.8%	80.9%	87.8%	
Social protection	34.7%	29.9%	16.1%	10.2%	

Table 16. Number of legal appeals related to social protection 2020–2023

6.5 Payment Mechanisms

Despite the war, Ukraine's payment infrastructure has remained operational with most banks working and having sufficient liquidity due to a relatively stable deposit base and refinancing support from the National Bank.²³⁴

Recipients may receive their benefits either through a bank approved by the MoSP or through the state postal service Ukrposhta. Bank transfers are the preferred modality for 67 per cent of recipients receiving their housing subsidy, while 33 per cent of recipients receive their housing subsidy through the postal service.²³⁵

Payments for (a) Old Age Pensions, (b) State Social Assistance to Persons not Entitled to a Pension and (c) Disability Pensions can either be received through an approved bank or through Ukrposhta.²³⁶

Pensions and social benefits for persons with disabilities of group I (the most severe) and other persons who are incapable of self-care and require constant assistance from others, can be delivered to the actual place of residence via Ukrposhta.

²³¹ Rada, About the Court Fee, 2012, Link: <https://zakon.rada.gov.ua/laws/show/3674-17#n32>

²³² As of 1 January 2023, the subsistence minimum for able-bodied persons is UAH 2,684.

²³³ Statistic data is provided on the governmental webpage of the Judicial Authority. Link: https://court.gov.ua/inshe/sudova_statystyka/

²³⁴ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

²³⁵ Pension Fund, Number of recipients of pensions, housing subsidies and benefits through banks and post office, 2023, Link: <https://www.pfu.gov.ua/statystyka/chyselnist-otrymuvachiv-pensij-cherez-banky-ta-poshtu/2023-chyselnist-otrymuvachiv-pensij-cherez-banky-ta-poshtu/>

²³⁶ As of 1 January 2022, the Ministry of Finance designated 46 banks for the payment of pensions, financial aid, state social insurance payments and salaries to employees of public institutions.

The July 2023 Joint Market Monitoring Initiative (JMMI) report indicates that 75 per cent of banks are offering all their usual services. This is a considerable increase of nine percentage points vis-à-vis June 2023. Expectedly, air raid alerts restrict opening hours of bank branches across the country. The greatest difficulties in accessing the full spectrum of banking services were experienced by respondents in the south, where 25 per cent of surveyed customers indicated the absence of functioning banks in their communities and 7 per cent indicated interruptions in their usual services (see Figure 41 below).²³⁷

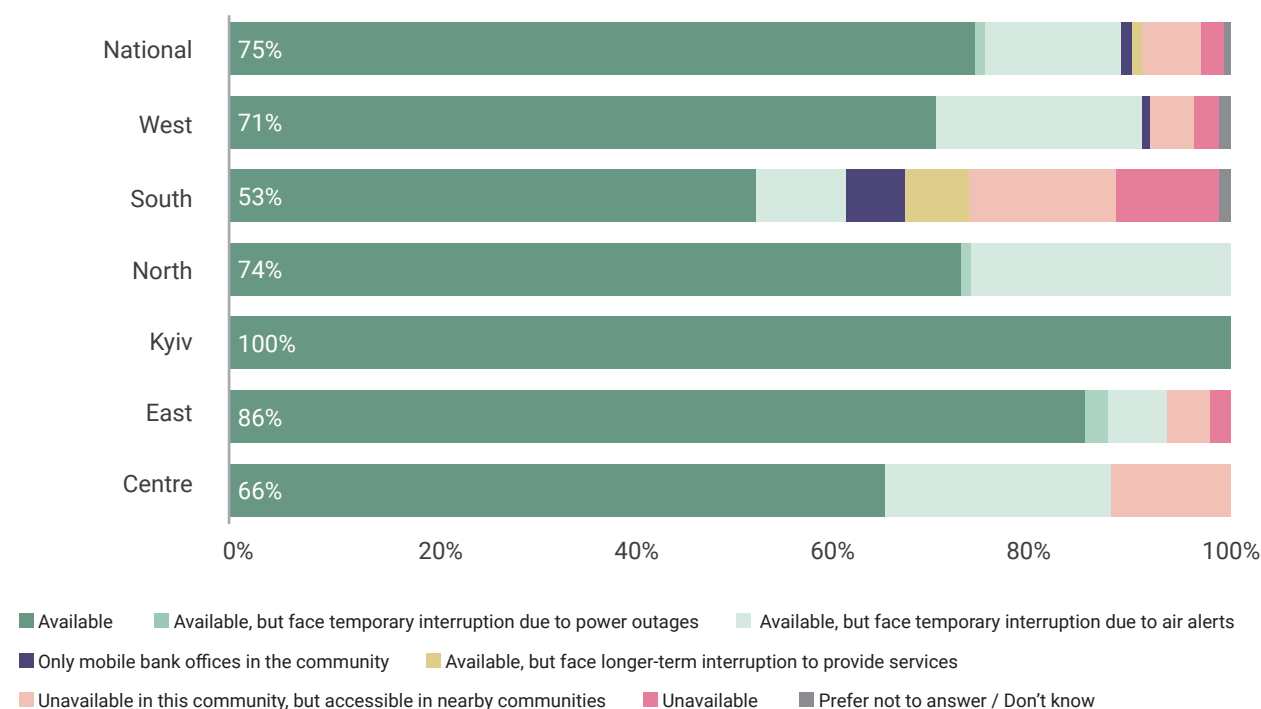


Figure 41. Banks: availability and functioning²³⁸ (adapted by the PeReHID Initiative)

The same report indicated that on average 90 per cent of ATMs are operational. Again, most access restrictions to ATMs were reported in the south, where 15 per cent of respondents indicated the absence of ATMs and 8 per cent reported service interruptions at existing ATMs in their communities (see Figure 42 below).²³⁹

²³⁷ REACH, JMMI Factsheet, 2023, Link: https://repository.impact-initiatives.org/document/reach/ed4987d3/UKR_JMMI_Factsheet_Round_16_July_2023.pdf

²³⁸ Ibid.

²³⁹ Ibid.

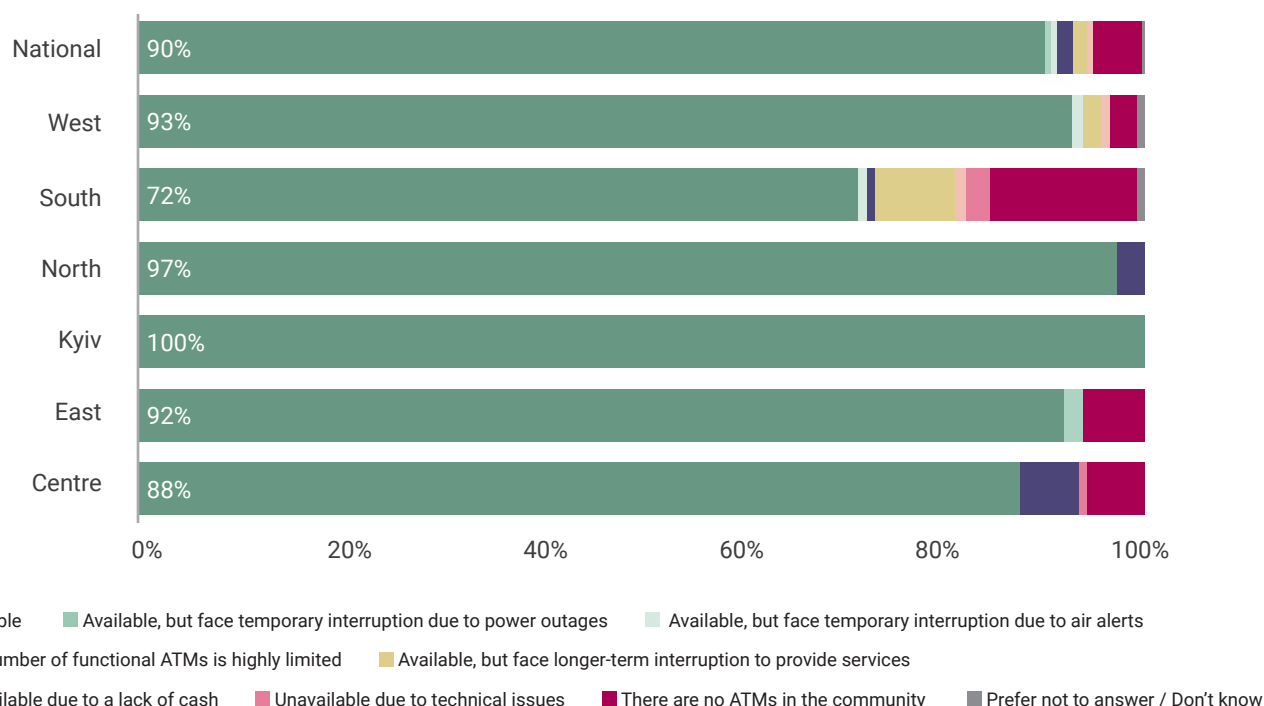


Figure 42. ATMs: availability and functioning²⁴⁰ (adapted by the PeReHID Initiative)

The report further indicates that in July 2023, 83 per cent of Ukrposhta offices worked daily and provided their usual financial services. This is a notable increase from 72 per cent in June 2023. The only point of inconvenience was that Ukrposhta offices do not operate during air raid alerts, which mostly affected customers surveyed in the north (25 per cent) and centre (21 per cent) (see Figure 43 below).²⁴¹

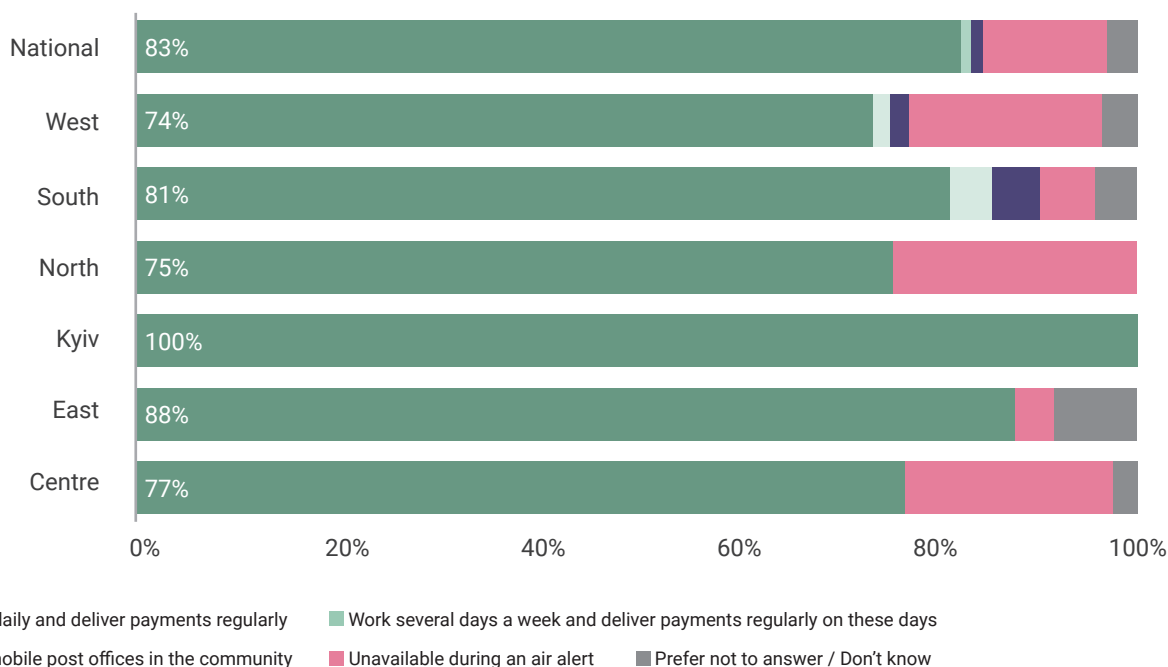


Figure 43. Ukrposhta: availability and functioning²⁴² (adapted by the PeReHID Initiative)

²⁴⁰ Ibid.

²⁴¹ Ibid.

²⁴² REACH, JMMI Factsheet, 2023, Link: https://repository.impact-initiatives.org/document/reach/ed4987d3/UKR_JMMI_Factsheet_Round_16_July_2023.pdf

People living in areas under the temporary military control of the Russian Federation are not able to withdraw their social assistance benefits or use their bank cards at ATMs as Ukrainian banks and Ukrposhta do not operate in these areas.

Since cash withdrawals are only possible in areas controlled by the Government, people living in Non-Government-Controlled Areas must either cross the frontline, travel to areas of Ukraine controlled by the Government through neighbouring countries, or utilise informal services where cash is transported across the border and exchanged from UAH into Russian roubles for a fee by an informal service provider. In December 2022, the Russian Federation closed the Vasylivka checkpoint in Zaporizhzhia oblast, which was the last option for people to cross the frontline between areas controlled by the Government and areas under the temporary military control of the Russian Federation²⁴³, while travelling through neighbouring countries is difficult, expensive and time-consuming.²⁴⁴

7. Social Protection Legislation

The Constitution of Ukraine²⁴⁵ defines social protection as a system of measures to protect the population from social risks, with article 46 referring to *“the right of citizens to social protection, which includes the right to be provided with social security in case of full, partial or temporary loss of capacity, loss of the breadwinner, unemployment due to circumstances beyond their control, as well as in old age and in other cases determined by law.”* Moreover, Ukraine is party to several international instruments related to social protection and social rights,²⁴⁶ including the following International Labour Organization (ILO) conventions covering different life-cycle vulnerabilities:

Ratification of international up-to-date social security Conventions

Region, Subregion, Country or territory	Branch									Migrant workers
	Family	Maternity	Sickness	Unemployment	Employment injury	Invalidity	Survivors	Old age	Medical care	Migrant workers
	C. 102 C. 118	C. 102 C. 130 C. 118	C. 102 C. 130 C. 118	C. 102 C. 168 C. 118	C. 102 C. 121 C. 118	C. 102 C. 128 C. 118	C. 102 C. 128 C. 118	C. 102 C. 128 C. 118	C. 102 C. 130 C. 118	
Ukraine	C.102 (2016)	C.102 (2016)	C.102 (2016)	C.102 (2016)	C.102 (2016)	C.102 (2016)	C.102 (2016)	C.102 (2016)	C.102 (2016)	

Figure 44. ILO, World Social Protection Data Dashboard²⁴⁷

Ukraine’s national legislation in the sphere of social protection, which comprises over 60 laws and normative acts,²⁴⁸ is notably cumbersome and complex. This makes it challenging for both ordinary citizens and programme administrators to understand and navigate the system effectively. Simplifying this extensive legislation is advisable to enhance its understandability and accessibility for all stakeholders.

Chapter 11 Life-Cycle and Shock-Responsive Social Assistance Programmes covers the legal basis of different social assistance programmes.

²⁴³ It should be noted that there remains one open border crossing between Ukraine and Russia in Sumy Oblast.

²⁴⁴ OHCHR, The Human Rights Situation of Older Persons in Ukraine in the Context of the Armed Attack by the Russian Federation Briefing Paper, 2023, Link: <https://www.ohchr.org/sites/default/files/documents/countries/ukraine/2023/2023-HRMMU-Briefing-Note-Older-Persons-ENG.pdf>

²⁴⁵ Rada, Constitution of Ukraine, Article 85, Point 6, Link: <https://zakon.rada.gov.ua/laws/show/254к/96-бп#Text>

²⁴⁶ Universal Declaration of Human Rights of 1948; International Covenant on Economic, Social and Cultural Rights of 1966; United Nations Convention on the Rights of the Child of 1989; ILO Social Security (Minimum Standards) Convention №102 of 1952; ILO Maintenance of Social Security Rights Convention №157 of 1982; ILO Recommendation №167 concerning the Establishment of an International System for the Maintenance of Rights in Social Security of 1983; European Social Charter of 1961; European Code of Social Security of 1964.

²⁴⁷ ILO, World Social Protection Data Dashboards, Link: <https://www.social-protection.org/gimi/WSPDB.action?id=13>

²⁴⁸ Ministry of Social Policy, Normative documents regarding the guarantee of social protection. Link: <https://www.msp.gov.ua/content/pilgi.html>

8. Governance Structure

The following chapter provides an overview of ministries and other governmental bodies that are relevant for design and implementation of the state social protection system:

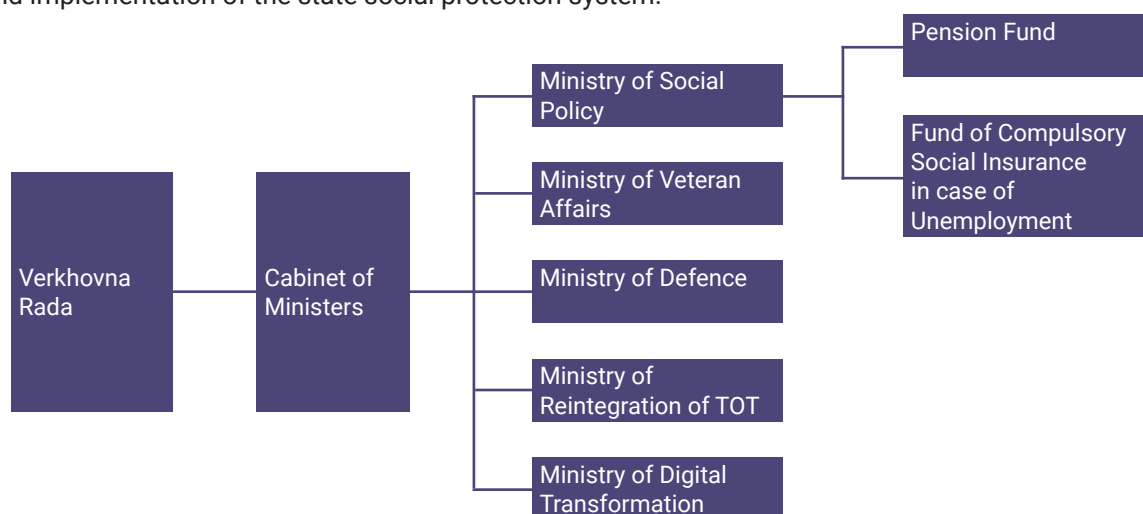


Figure 45. Stakeholders involved in the implementation of social assistance programmes relevant for the present analysis

8.1 Parliament

The *Verkhovna Rada*, or Ukrainian Parliament (hereafter: Parliament), is responsible for enacting all social policy legislation and national social development programmes.²⁴⁹

The Parliament also passes annual budget laws known as The Law of Ukraine on the State Budget of Ukraine, setting out the expenditures for different social protection programmes as well as the amount of the subsistence minimum and the minimum wage. These budgetary provisions play a crucial role in determining the level of support and welfare for various segments of the population.

Management of social protection programmes is carried out by the Cabinet of Ministers of Ukraine (hereafter: the Cabinet or CMU).



'Local' and 'State' Levels in Ukrainian Legislation

Whereas the local level includes sub-national administrative levels such as oblasts, raions, hromada, and villages, the state level refers to the central or national level.

8.2 Ministry of Social Policy

The Ministry of Social Policy (MoSP) is the central executive authority with regard to social protection programmes. Its activities are directed and coordinated by the Cabinet.²⁵⁰ MoSP ensures formation and implementation of state policies and revisions of social assistance benefit levels through the statutory subsistence minimum.

MoSP ensures state policy formation and implementation in the field of social policy, compulsory state social and pension insurance, social protection of the population, provision of social services and social work, social and professional adaptation of discharged military personnel, pension provision, and keeping records of persons subject to compulsory state social insurance.

²⁴⁹ Rada, Constitution of Ukraine, Article 85, Point 6 (law № 254к/96-ВР, 28 June 1996), Link: <https://zakon.rada.gov.ua/laws/show/254к/96-ВР#Text>; Cabinet of Ministers, On Approval of the Regulation on the Ministry of Social Policy of Ukraine (Regulation № 423, 17 June 2015), 2015, Link: <https://zakon.rada.gov.ua/laws/show/423-2015-н#Text>, see also: Ministry of Social Policy, Methodical recommendations for the implementation of own (self-governing) powers of the united territorial community in the field of social protection of the population, 2016, Link: <https://zakon.rada.gov.ua/rada/show/v0026739-16#Text>

²⁵⁰ Cabinet of Ministers of Ukraine, On approval of the Regulation on the Ministry of Social Policy of Ukraine (decree № 423), 2015, Link: <https://zakon.rada.gov.ua/laws/show/423-2015-%D0%BF#Text>

8.3 Ministry of Reintegration of Temporarily Occupied Territories

The Ministry of Reintegration of the Temporarily Occupied Territories (MToT) is the main body in the system of central executive bodies which ensures formation and implementation of state policy in areas of Ukraine under the temporary military control of the Russian Federation, as well as its adjacent frontline areas. MToT contributes to the social protection of IDPs and persons who have moved abroad, and the social rehabilitation of persons who were deprived of personal freedom as a result of the actions of the Armed Forces of the Russian Federation and the administration and/or state bodies of the Russian Federation in areas under the temporary military control of the Russian Federation.

8.4 Ministry of Digital Transformation

The Ministry of Digital Transformation leads the digital transformation of social policy (e-Social Welfare), specifically implementation of the Unified Information System of the Social Sphere (UISSS). This includes introducing comprehensive automation of the social sector based on unified standards, streamlining business processes, eliminating duplications and introducing electronic services in the field of social policy. These electronic services include the appointment or provision of targeted benefits, privileges, pensions and social services.

8.5 Pension Fund

The Pension Fund of Ukraine is a central executive body directed and coordinated by the Cabinet through the MoSP. It implements state policy on pension provision and maintains records of individuals subject to mandatory state social insurance.²⁵¹

The Pension Fund is the authorized body in the system of compulsory state social insurance and is responsible for payment of pensions, temporary disability benefits, maternity and childbirth benefits, funeral benefits to insured individuals, including those injured at the workplace, one-time and monthly insurance payments to those injured at the workplace and their family members, as well as the Housing and Utilities Subsidy (HUS).

8.6 Local Level

At local level, social protection policies are implemented by relevant structural subdivisions at oblast level, and additionally at the level of Kyiv and Sevastopol state administrations. These Departments for Social Protection ensure implementation of social protection policies,²⁵² rehabilitation and recreation of children, prevention of domestic violence, combating human trafficking, ensuring equal rights and opportunities for women and men.

The MoSP, within the powers provided by law, coordinates the activities of structural units of local state administrations on social protection of the population, enterprises, institutions and organisations that fall under the management of MoSP. It also controls the activities of relevant structural units of local state administrations on issues within its competence.²⁵³

Social protection services are also provided by the organs of local self-government, namely by the executive bodies of villages, settlements and city councils (radas). Responsibilities in the field of social protection on the level of local self-government are divided into own (self-governance) and delegated (by the state).²⁵⁴

²⁵¹ Cabinet of Ministers, Regulations on the Pension Fund of Ukraine, On Approval of the Provision on the Pension Fund (Regulation No.280, 23 July 2014), Link: <https://zakon.rada.gov.ua/laws/show/280-2014-n#n8>

²⁵² These categories include, but are not limited to, the elderly, persons with disabilities, war veterans and participants of the Anti-terrorist Operation/Joint Forces, citizens who suffered as a result of the Chernobyl disaster, low-income persons, internally displaced persons, children, other categories of persons who, according to the law, have the right to benefits and receiving housing subsidies.

²⁵³ Ministry of Social Policy, On Some Issues of Administration of the Provision by Local State Administrations and Territorial Communities of Social Support in the Spheres of Social Protection of the Population (No. 868I, 30 December 2020), Link: <https://zakon.rada.gov.ua/rada/show/v0868739-20#n21>

²⁵⁴ Rada, On Local Self-governance in Ukraine (law No. 280/97-BP, 21 May 1997), Link: <https://zakon.rada.gov.ua/laws/show/280/97-bp#Text>

8.7 National Social Service

The National Social Service of Ukraine is a central executive body, whose activities are directed and coordinated by the Cabinet through the Minister of Social Policy. It implements state policy in the field of social protection of the population, protection of children's rights, state control over compliance with the requirements of legislation in the provision of social support, and observance of children's rights. Its functions include coordination of activities of structural units of local state administrations, executive bodies of village, settlement and city councils on social protection of the population on organisation of work on provision of social services to families (persons) in difficult life circumstances, elderly people, persons with disabilities, homeless people, street children, orphans and children deprived of parental care, and other socially vulnerable groups of the population.

8.8 Local City Councils

On local level, city councils provide their own social assistance programmes which provide additional benefits that top up state social assistance programmes or introduce new programmes. These programmes are funded through local revenues and therefore differ according to available funding. Unfortunately, a deeper analysis is beyond the scope of this document.

9 Social Assistance Programmes

In order to build an effective and comprehensive social protection system, different types of programmes need to address the varied needs of different population groups throughout their life-cycle:²⁵⁵

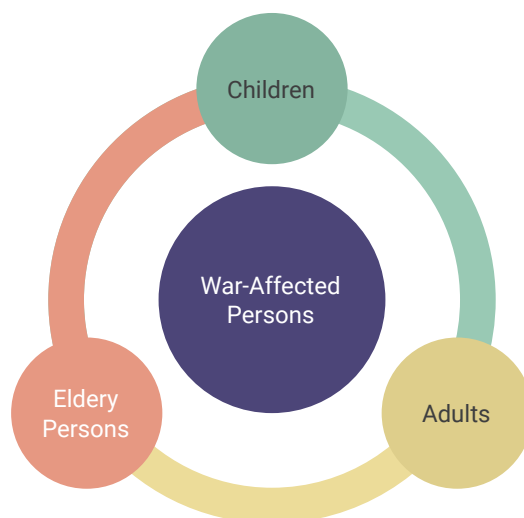


Figure 46. Life-cycle approach

For the following analysis, we included Ukrainian social assistance and social insurance programmes that cover all life-cycle risks, as well as shock-responsive social assistance programmes that address vulnerabilities arising from the war in Ukraine.



Citizens of Ukraine, foreigners and stateless persons permanently residing in Ukraine, as well as persons recognized in Ukraine as refugees or persons in need of additional or temporary protection, and others as stated by law, are eligible to receive state social assistance.

²⁵⁵ UNICEF, Global Social Protection Programme Framework, 2019, Link: <https://www.unicef.org/media/64601/file/Global-social-protection-programme-framework-2019.pdf>



It should be noted that with the Draft Law on Basic Social Assistance (chapter 11.5.3.), the following benefits will be merged into means-tested Basic Social Assistance by 2024:²⁵⁶

- Maternity Benefits (chapter 11.1.1);
- Childcare for Large Families (chapter 11.1.3);
- Allowance for Single Parents (chapter 11.1.4);
- Social Pension: Social Assistance to Persons not Entitled to a Pension (chapter 11.4.2);
- Assistance for Low-Income Families (chapter 11.5.2).

Inclusive social protection must provide support across the life cycle. Therefore, an effective and comprehensive system must include different types of programmes to address the varied needs of different population groups,²⁵⁷ especially for marginalized population groups. The Ukrainian social protection system includes several social assistance programmes that can be combined. While a full overview is beyond the scope of this document, the following table outlines which social assistance programmes analysed in this chapter can be combined with each other:

Stackability of Different Social Assistance Programmes

	Maternity Benefits	Childcare for Large Families	Allowance for Single Parents	Childbirth Grant: One-Off Payment	Childbirth Grant: Baby Box and Monthly Payment	Unemployment Insurance	Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	Care Allowance s for Persons with Disabilities from Childhood or Children with Disabilities	Social Pension (Disability)	State Social Assistance to Persons not Entitled to a Pension	Social Pension (Old-Age)	Assistance for Low-Income Families (GMI)	Housing and Utilities Subsidy (HUS)	Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas	Allowance for Internally Displaced Persons	Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects	(Partial) Unemployment Benefits	Compensation for Damaged and Destroyed Property
Universal programmes																		
Means-tested programmes																		
Non-Universal combinations																		
Not stackable																		
Maternity Benefits																		
Childcare for Large Families																		
Allowance for Single Parents																		
Childbirth Grant: One-Off Payment																		
Childbirth Grant: Baby Box and Monthly Payment																		
Unemployment Insurance																		
Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities																		
Care Allowance s for Persons with Disabilities from Childhood or Children with Disabilities																		
Social Pension (Disability)																		
State Social Assistance to Persons not Entitled to a Pension																		
Social Pension (Old-Age)																		
Assistance for Low-Income Families (GMI)																		
Housing and Utilities Subsidy (HUS)																		
Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas																		
Allowance for Internally Displaced Persons																		
Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects																		
(Partial) Unemployment Benefits																		
Compensation for Damaged and Destroyed Property																		

Figure 47. Stackability of different social assistance programmes prior to introduction of the Draft Basic Social Assistance Law (also see Figure 63 for impact of the Draft Basic Social Assistance Law on stackability)

²⁵⁶ It should be noted that that the initial reform included the Allowance for Internally Displaced Persons. However, as per current draft law, the Allowance for Allowance for Internally Displaced Persons will not be included in the Basic Social Assistance.

²⁵⁷ UNICEF, Global Social Protection Programme Framework, 2019, Link: <https://www.unicef.org/media/64601/file/Global-social-protection-programme-framework-2019.pdf>

As outlined above, most programmes can be combined, as they are universal or means-tested. Importantly, the key means-tested programmes that aim to reduce poverty – Assistance for Low-Income Families, and Housing and Utilities Subsidies (HUS) – can be combined with all other social assistance programmes which are analysed below. Likewise, war-related social assistance programmes can be combined with most life-cycle programmes.

These different programmes, funded from the state budget, have been clustered along the life cycle and focus on key policy, programme, and administration features that are relevant for their shock-responsiveness. Programmes funded at local level are not analysed in the report.

In general, for provision of social benefits to the population in 2023, the state budget provided UAH 163.1 billion, which is UAH 12.4 billion more than in 2022 (UAH 150.7 billion), and UAH 51.8 billion more than in 2021 year (see Table 17).

	2021		2022		2023	
	UAH, mln	% of SP Benefits	UAH, mln	% of SP Benefits	UAH, mln	% of SP Benefits
Children	27,488	4%	23,895	3%	26,796	3%
Adults	15,670	2%	14,506	2%	13,963	1%
Old Age ²⁵⁸	517,521	81%	586,690	79%	763,067	82%
Persons with Disabilities	15,737	2%	16,619	2%	18,864	2%
Low-Income	59,834	9%	51,160	7%	53,441	6%
Directly War-Affected*	3,040	0%	53,489	7%	57,647	6%

Table 17. Social assistance spending for different life-cycle groups (budget for Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects not included as data not available)²⁵⁹

9.1 Targeting Approaches

The Ukrainian social assistance system employs two targeting approaches:

- 1. Universal/categorically targeted programmes:** family²⁶⁰ and care allowances for categories such as children, disability, old age, single parents, maternity, etc.²⁶¹ Ukraine introduced an internally displaced people (IDP) programme which targets individuals who have been forcibly displaced or whose housing has been impacted by the conflict which escalated into a war in February 2022.
- 2. Means-tested/poverty-targeted programmes:** social benefits for low-income families; HUS for housing, energy, electricity and utilities; caregiver allowances; social pensions and unemployment benefits.

Means-testing (like all forms of poverty-targeting) inevitably leads to inclusion and exclusion errors. Ukraine's targeting of social assistance has slightly improved: between 2015 and 2019 the proportion of funds (net of housing subsidy) reaching 30 per cent of the poorest households has grown from 41.3 per cent to 43.5 per cent.²⁶² While this number appears high vis-à-vis other means-tested programmes,²⁶³ it should be noted that 56.5 per cent of the

²⁵⁸ The amount includes pensions spending provided out of the budget of the Pension Fund.

²⁵⁹ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁶⁰ According to the Family Code of Ukraine, article 3 part 2, a "family consists of persons who live together, are connected by common life, have mutual rights and obligations." Rada, Family Code of Ukraine, Link: <https://zakon.rada.gov.ua/laws/show/2947-14#Text>
The Anticorruption Law specifies that the notion "family" also includes persons who are married (husband/wife) regardless of cohabitation; children before they reach the age of 18 regardless of their cohabitation; any persons who live together and are connected by common life, have mutual rights and obligations for at least 183 days per year.

²⁶¹ CALP Network, Linking Humanitarian Cash and Social Protection in Ukraine: Emergency Response inside Ukraine Thematic paper, 2023, Link: <https://reliefweb.int/report/ukraine/linking-humanitarian-cash-and-social-protection-ukraine-emergency-response-inside-ukraine-thematic-paper>

²⁶² UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

²⁶³ See Development Pathways, Hit and Miss: An assessment of targeting effectiveness in social protection with additional analysis, 2020, Link: <https://www.developmentpathways.co.uk/publications/hit-and-miss-an-assessment-of-targeting-effectiveness-in-social-protection/>

poorest population remains uncovered. Studies have shown that universal programmes have significantly better coverage of the poor population than means- or proxy means-tested programmes.²⁶⁴ Moreover, it should be noted that the targeting approach influences the shock-responsiveness of social protection programmes.²⁶⁵

The period from 2019 to 2022 saw a significant shift in financial allocation within Ukraine's social assistance programmes, with the proportion of funding dedicated to universal programmes (as opposed to means-tested ones) increasing from 39.8 per cent to 62.8 per cent.²⁶⁶ This change, however, requires a nuanced understanding. It is essential to consider whether this increase was a result of deliberate policy shifts towards universal social protection, changes in economic conditions, or other factors. To better understand this trend, it is important to analyse it within the broader context of Ukraine's social protection strategies.

Planned reforms for 2024 point to a stronger emphasis on means-targeting (see chapter 11.5.3). As part of the Draft Basic Social Assistance Law, several social assistance programmes – including universal programmes – will be combined into a means-tested Basic Social Assistance programme. The table below provides an overview of the current and future targeting approach of the social assistance programmes presented in the following chapters:

Targeting Approaches for Social Assistance Programmes

	Maternity Benefits	Childcare for large Families	Allowance for Single Parents	Childbirth Grant: One-Off Payment	Childbirth Grant: Baby Box and Monthly Payment	Unemployment Insurance	Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	Care Allowance s for Persons with Disabilities from Childhood or Children with Disabilities	Social Pension (Disability)	State Social Assistance to Persons not Entitled to a Pension	Social Pension (Old-Age)	Assistance for Low-Income Families (GMI)	Subsidy for Housing and Utilities (HUS)	Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas	Allowance for IDPs	Social Assistance to Persons and Children with Disabilities injured as a result of explosive objects (Partial) Unemployment Benefits	Compensation for Damaged and Destroyed Property	Draft Basic Social Assistance
Prior Draft Basic Social Assistance	Universal	Universal	Means-tested	Universal	Universal	Universal	Universal	Universal	Universal	Universal	Universal	Means-tested	Means-tested	Means-tested	Means-tested	Means-tested	Means-tested	Means-tested
Post Draft Basic Social Assistance	Means-tested	Means-tested	Means-tested	Universal	Universal	Universal	Universal	Universal	Universal	Means-tested	Universal	Means-tested	Means-tested	Means-tested	Means-tested	Means-tested	Means-tested	Means-tested

Figure 48. Social assistance programmes: targeting approaches prior to and post the Draft Basic Social Assistance Law

Under the Draft Basic Social Assistance Law, the universal Maternity Benefits and Childcare for Large Families programmes will cease to exist and will be replaced by the means-tested Basic Social Assistance programme. As a result, the Childbirth Grant and Baby Box will be the only remaining universal social assistance programme supporting children for the first 36 months.

9.2 Adequacy of Social Assistance Programmes

This section analyses the adequacy of Ukraine's social assistance benefit levels in upholding income security for vulnerable groups affected by the full-scale invasion. It examines current benefit levels of key programmes for alignment with humanitarian benchmarks and poverty thresholds, weighing gaps in meeting basic needs.

²⁶⁴ Ibid.

²⁶⁵ SPIAC-B, Key COVID-19 Lessons and Recommendations for Working Towards Universal Social Protection SPIAC-B Joint Statement, October 2021, Link: <https://www.social-protection.org/gimi/Media.action?sessionId=Pggz8X8WCBfg-LXZadvs4NI0f2Kakj6YPEIjvRTm2V1B-zOD7Orzl-765179005?id=18656>

²⁶⁶ International Monetary Fund, Ukraine, Strengthening the System of Social Support for the Population, Appendix 4.

The adequacy of key social assistance programmes is evaluated against the following poverty and humanitarian benchmarks:

- **Humanitarian Cash Transfers:** For humanitarian thresholds, the Minimum Expenditure Basket²⁶⁷ or other sectoral costs, for instance for shelter rehabilitation or rent, as well as transfer values for MPCA or sector cash are utilised for an indicative estimation.²⁶⁸
- **National Poverty Line:** Ukraine's domestic poverty benchmark measures the minimum monthly income level considered adequate for essential living expenses. For Ukraine, the national poverty line is the actual subsistence minimum which has been protected for 2024.²⁶⁹
- **International Poverty Line:** This is a global benchmark that defines the minimum daily income level for people living in upper-middle-income countries, such as Ukraine. It is equivalent to USD 3.65 per day which is equal to UAH 3,995.91 per month.²⁷⁰

These reference points, while imperfect, anchor the analysis by conveying recognized standards of income inadequacy as proposed in a study published by the Overseas Development Institute (ODI) and UNICEF.²⁷¹ The following sections compare social protection benefits to these measures to assess affordability gaps across groups.

Life Cycle and Vulnerability Group	Programme Name	Poverty Benchmarks				
		% Share of Humanitarian Basket	National Poverty Line ²⁷²	Global Poverty Line for Upper-Middle-Income Countries	Inflation Adjusted Minimum Wage ²⁷³	
	Childbirth Grant: Monthly Payment	14%	14%	12%	12%	Law-based ²⁷⁴
	Childcare for Large Families	33%	30%	29%	30%	Law-based ²⁷⁵
	Maternity Benefits	12%	12%	10%	11%	Minimum ²⁷⁶
		47%	48%	40%	42%	Average ²⁷⁷
	Allowance for Single Parents	29%	15%	25%	26%	Average ²⁷⁸
	Unemployment Insurance	40%	35%	34%	35%	Minimum ²⁷⁹

²⁶⁷ Definition: A Minimum Expenditure Basket (MEB) is an operational tool. It is used to identify and calculate, in a particular context and for a specific moment in time, the average cost of a socioeconomically vulnerable household's multisectoral basic needs that can be monetized and accessed in adequate quality through the local market. Goods and services included in the MEB should enable households to meet basic needs and minimum living standards without resorting to negative coping strategies or compromising their health, dignity, and essential livelihood assets. An MEB can be calculated for different household sizes. It is not the same as the transfer value but is an important tool to inform their calculation. Source: CALP Network, Glossary of Terms, 2024, Link: <https://www.calpnetwork.org/resources/glossary-of-terms/?letter=M>

²⁶⁸ MEB = UAH 6,318; MPCA = UAH 3,600; Cash for Winterization (average) = USD 250 = UAH 8,948.62; Cash for Shelter Repair (average) = USD 2,750 = UAH 98,434.87 (Oanda exchange rate from 22 November 2023).

²⁶⁹ See Table 23 Statutory, actual and projected actual subsistence level for 2022–2024

²⁷⁰ Applied exchange rate: USD 1 = UAH 36.4924, www.oanda.com (7 December 2023).

²⁷¹ ODI and UNICEF, Universal child benefits, 2020, Link: <https://www.unicef.org/media/72916/file/UCB-ODI-UNICEF-Report-2020.pdf>

²⁷² See Table 23 Statutory, actual and projected actual subsistence level for 2022–2024

²⁷³ Inflation adjusted minimum wage for 2024: UAH 7,100.

²⁷⁴ Rada, On State Aid to Families with Children (law № 2811, Art. 10 to 12), Link: <https://zakon.rada.gov.ua/laws/show/2811-12#Text>

²⁷⁵ Ibid.

²⁷⁶ Rada, On State Aid to Families with Children (law № 2811, Art. 7 to 9), Link: <https://zakon.rada.gov.ua/laws/show/2811-12#Text>

²⁷⁷ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁷⁸ Ibid.

²⁷⁹ Board of the Fund of Compulsory State Social Insurance of Ukraine in Case of Unemployment Decree On the minimum amount of unemployment benefits (decree № 60), 2023, Link: <https://zakon.rada.gov.ua/laws/show/z1724-23#Text>

Life Cycle and Vulnerability Group	Programme Name	Poverty Benchmarks				
		% Share of Humanitarian Basket	National Poverty Line ²⁷²	Global Poverty Line for Upper-Middle-Income Countries	Inflation Adjusted Minimum Wage ²⁷³	
	Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	22%	24%	19%	20%	Minimum (disability III group) ²⁸⁰
		57%	62%	49%	51%	Average ²⁸¹
	Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities	28%	31%	24%	25%	Minimum (disability III group) ²⁸²
	Social Pension (Disability)	37%	41%	32%	33%	Minimum ²⁸³
	Social Pension (Old-Age)	37%	41%	32%	33%	Minimum ²⁸⁴
		95%	103%	82%	85%	Average ²⁸⁵
	Assistance to Persons not Entitled to Pension and Disabled	11%	12%	10%	10%	Minimum ²⁸⁶
		37%	41%	32%	33%	Average ²⁸⁷
	Assistance for Low-Income Families (GMI)	44%	39%	37%	39%	Average ²⁸⁸
	Housing and Utilities Subsidy (HUS)	41%	24%	20%	21%	Average ²⁸⁹ & Humanitarian Average of Minimum Assistance Level ²⁹⁰
		22%	26%	20%	21%	Average Household ²⁹¹ & Humanitarian Average of Recommended Assistance Level Assistance Package ²⁹²

²⁸⁰ Cabinet of Ministers, Some Issues of Appointment and Payment of State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities (decree № 79), 2021, Link: <https://zakon.rada.gov.ua/laws/show/79-2021-%D0%BF#Text>

²⁸¹ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁸² Cabinet of Ministers, Some Issues of Appointment and Payment of State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities (decree № 79), 2021, Link: <https://zakon.rada.gov.ua/laws/show/79-2021-%D0%BF#Text>

²⁸³ Rada, About Pensions (law № 1788, Art. 23 to 36), 1992, Link: <https://zakon.rada.gov.ua/laws/show/1788-12#top>

²⁸⁴ Rada, About Pensions (law № 1788, Art. 12 to 22), 1992, Link: <https://zakon.rada.gov.ua/laws/show/1788-12#top>

²⁸⁵ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁸⁶ Rada, On State Social Assistance to Persons Who Are Not Entitled to a Pension and Persons with Disabilities (law № 1727), 2004, Link: <https://zakon.rada.gov.ua/laws/show/1727-15#Text>

²⁸⁷ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁸⁸ For the calculation, an average household size of 2.6 is assumed. Source: IOM, Internal Displacement Report – General Population Survey Round 12 (16–23 January 2023), 2023, Link: <https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-12-16-23-january-2023?close=true>

²⁸⁹ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁹⁰ Shelter Cluster, Ukraine Winterisation Recommendations 2023–2024, 2023, Link: https://sheltercluster.s3.eu-central-1.amazonaws.com/public/docs/Winterization%20Recommendations%2023-24%20v1.1_0.pdf?VersionId=TjcAZtt3zwqnKkDhJz5OrwQhd4bdzDZj

²⁹¹ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁹² Shelter Cluster, Ukraine Winterisation Recommendations 2023–2024, 2023, Link: https://sheltercluster.s3.eu-central-1.amazonaws.com/public/docs/Winterization%20Recommendations%2023-24%20v1.1_0.pdf?VersionId=TjcAZtt3zwqnKkDhJz5OrwQhd4bdzDZj

Life Cycle and Vulnerability Group	Programme Name	Poverty Benchmarks				
		% Share of Humanitarian Basket	National Poverty Line ²⁷²	Global Poverty Line for Upper-Middle-Income Countries	Inflation Adjusted Minimum Wage ²⁷³	
	Allowance for Internally Displaced Persons (Monthly Payment)	19%	28%	27%	28%	Law-based: Able-bodied Person ²⁹³
		28%	42%	41%	42%	Law-based: Children or Persons with Disabilities ²⁹⁴
		36%	54%	52%	54%	Average ²⁹⁵
	Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas (One-Off Payment)	32%	28%	27%	28%	For Able-bodied Person ²⁹⁶
	Compensation for Damaged Property	No link to poverty lines				Average ²⁹⁷

Table 18. Adequacy of key social assistance programmes²⁹⁸ α Share of MPCA Transfer Value (UAH 3,600); β Share of Cash for Winterization for Solid Fuel and Utilities (~ UAH 3,663); γ Share of Cash for Rent (UAH 2,333²⁹⁹) Δ Share of Cash for Light and Medium House and Apartment Repairs (~ UAH 98,434)

While benefit levels have increased between 2022 and 2024 by up to 26 per cent in nominal terms, inflation consumed most of the increase. As a result, benefit levels for 2024 show an inflation gap of 12–34 per cent vis-à-vis 2022 benefit levels.

The following analysis outlines the cost implications of adjusting benefit levels to inflation. Hereby benefit levels for 2021 which were budgeted prior to the full-scale invasion were adjusted to inflation and compared with the budgeted and legislated benefit level for 2024.

²⁹³ Cabinet of Ministers, Some Issues of Using Funds to Meet the Needs of Evacuees and Persons Living in De-Occupied Settlements (decree № 332), 2022, Link: <https://zakon.rada.gov.ua/laws/show/1195-2022-%D0%BF#Text>

²⁹⁴ Ibid.

²⁹⁵ Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

²⁹⁶ Cabinet of Ministers, Some Issues of Using Funds to Meet the Needs of Evacuees and Persons Living in De-Occupied Settlements (decree № 1195), 2022, Link: <https://zakon.rada.gov.ua/laws/show/1195-2022-%D0%BF#Text>

²⁹⁷ Government Courier, Basic Compensation for Ruined Housing, 2023, Link: <https://ukurier.gov.ua/uk/articles/startuvali-kompensaciyi-za-zrujnovane-zhitlo>

²⁹⁸ The following social assistance programmes have been omitted due to missing links to poverty lines or equivalent humanitarian programmes or because they were one-off payments: Childbirth Grant: One-Off Payment, Baby Box, Social Assistance to persons and children with disabilities injured as a result of explosive objects One-Off, Compensation for Destroyed Property. The full table can be found in the annex.

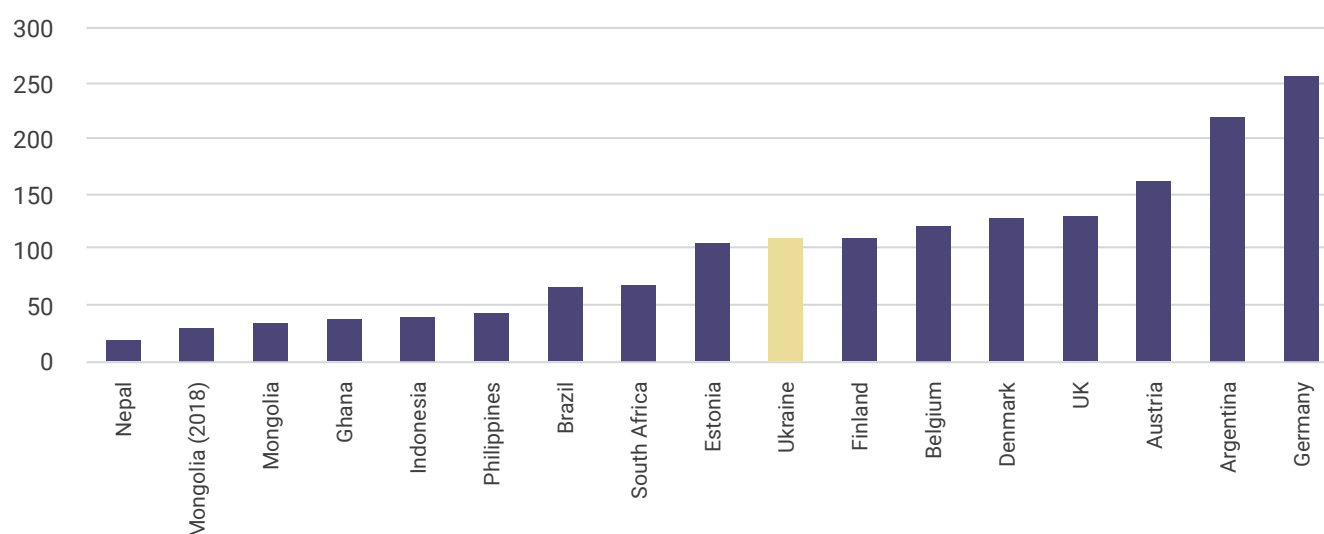
²⁹⁹ Estimation based on Shelter Cluster Recommendations: UAH 5000 + (6 [Months] * UAH 1500) / 6 [Months]

Social Assistance Programmes	2022 Benefit Levels ³⁰⁰	2022 Benefit Levels Adjusted to Inflation ³⁰¹	Planned Benefit Levels 2024 ³⁰²	Nominal Increase 2022–2024 ³⁰³	Inflation Gap 2022–2024 ³⁰⁴
Childbirth Grant: One-Off Payment	UAH 10,320	UAH 15,678.27	UAH 10,320	0%	34%
Childbirth Grant: Monthly Payment	UAH 860	UAH 1,306.52	UAH 860	0%	34%
Baby Box	UAH 6,300	UAH 9,571.04	UAH 7,689	18%	20%
Childcare for Large Families	UAH 2,100	UAH 3,190.35	UAH 2,100	0%	34%
Maternity Benefits	UAH 2,212	UAH 3,360.50	UAH 2,973	26%	12%
Allowance for Single Parents	UAH 1,514	UAH 2,300.54	UAH 1,813	16%	21%
Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	UAH 3,016	UAH 4,581.64	UAH 3,616	17%	21%
Assistance for Low-Income Families (GMI)	UAH 5,350	UAH 8,127.48	UAH 7,148	25%	12%
Housing and Utilities Subsidy (HUS)	UAH 1,170	UAH 1,777.33	UAH 1,497	22%	16%
Allowance for IDPs	UAH 2,333	UAH 3,280.19	UAH 2,159	0%	34%

Table 19. Nominal increase and inflation gap of key social assistance programmes

It should be emphasised that the aforementioned gaps are related to inflation which resulted from the full-scale invasion and should not be interpreted as gaps in order to effectively alleviate poverty in Ukraine.

The inflation gap for the Childbirth Grant raises concerns about its adequacy in supporting families during critical early child-rearing years, which is essential for healthy development and future contributions. Looking closer at child benefits, an ODI-UNICEF study³⁰⁵ with data from prior to the full-scale invasion indicates that benefit levels of child benefits – after adjustment according to purchasing power parity – are already below west European benchmarks:


Figure 49. Monthly grant amount of child benefits in \$PPP³⁰⁶ (adapted by the PeReHID Initiative)

³⁰⁰ The stated benefit levels for 2022 and 2024 are either based on the legislation (Childbirth Grant: One-Off Payment, Childbirth Grant: Monthly Payment, Baby Box, Childcare for Large Families) or on averages provided by the Ministry of Finance (Allowance for Single Parents, Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities, Assistance to Persons not Entitled to Pension, Assistance for Low-Income Families (GMI), Housing and Utilities Subsidy (HUS), Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas). Source: Ministry of Finance, Expenditures for Social Protection, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

³⁰¹ Inflation is based on the National Bank of Ukraine: 2022: 26.00%; 2023: 10.60%; 2024: 8.50%. Source: <https://bank.gov.ua/ua/news/all/inflyatsiya-i-dali-spovil-nyuvatimetsya-a-ekonomika-vidnovlyuvatimetsya-inflyatsiyniy-zvit-nbu>

³⁰² Ministry of Social Policy, Budget requests for 2024, Link: <https://www.msp.gov.ua/news/23128.html>

³⁰³ Calculation: $1 - [2022 \text{ Benefit Levels}] / [Planned \text{ Benefit Levels } 2024]$

³⁰⁴ Calculation: $[Planned \text{ Benefit Levels } 2024] / [2022 \text{ Benefit Levels Adjusted to Inflation}]$

³⁰⁵ ODI and UNICEF, Universal child benefits: policy issues and options, 2020, Link: <https://www.unicef.org/media/70416/file/Universal-child-benefits-Briefing-2020.pdf>

³⁰⁶ Monthly grant amount: computed as the approximation of what a recipient family of two parents and a 5-year-old would receive in total each month in local currency; expressed in \$PPP for the respective year the information on the size of the grant is available. \$PPPs are GDP-based on the World Bank.

It should also be remembered that the Ukrainian universal Childbirth Grant is limited to children between 0–3 years, whereas child grants in countries which provide higher monthly grants cover up to 16 or 18 years. Hence, monthly grant amounts as well as duration of child benefits are far below western European benchmarks. Moreover, the stated purchasing power parity reflects the adequacy levels of the Childbirth Grant prior to the full-scale invasion.

In general, child-focused social assistance programmes show a high return of investment. For Ukraine, a simulation indicates that doubling the universal Childbirth Grant could translate into poverty reduction for families with children under 3 years of more than 9.2 percentage points.³⁰⁷ Likewise, expanding the duration from 3 to 6 years would decrease child poverty among families with children under 6 by about 5.5 percentage points. For higher-income countries, evidence shows the cost-effectiveness of universal child benefits in addressing child poverty, and in middle-income countries simulations show that an annual expenditure of 1 per cent of GDP in universal child benefits can reduce poverty for the whole population by 20 per cent, and that child poverty reduction would be equal to or greater than this.³⁰⁸ Moreover, compared with universal or categorical schemes, the introduction of means testing could potentially further complicate application and eligibility verification procedures. This can affect take-up rates as claimants may be less clear on eligibility and informational requirements and processes.³⁰⁹

In terms of shock-responsive social protection, the flagship shock-responsive social assistance programme addressing war-related shocks, Allowance for IDPs, runs a 34 per cent inflation adjustment gap and at the same time does not have a clear link to a needs-costing model. In terms of transition of humanitarian caseloads into a shock-responsive social protection system, the adequacy of shock-responsive benefits and their clear benchmarking against related costs is essential to ensure smooth transition from the acute emergency phase. Adequate shock-responsive social assistance benefits prevent negative coping and facilitate stabilisation after the shock, such as integration of displaced populations.

9.3 Subsistence Minimum

The subsistence minimum is one of the key parameters of the Ukrainian social protection system. According to article 6 of the Law of Ukraine on State Social Standards and State Social Guarantees,³¹⁰ the basic state minimum living standard is equal to the subsistence minimum. The legislation³¹¹ defines the subsistence minimum as a value of the food set sufficient to ensure normal functioning of the human body and preserve its health, as well as minimum non-food items and services necessary to meet the basic social and cultural needs of a person per month (for the basket, see Annex 4 Minimum Subsistence Basket). In term of housing, it should be noted that utilities are included whereas rent is not, which potentially adversely affects populations who are internally displaced or whose property has been damaged or destroyed and who are required to cover their rental costs.

The Statutory Subsistence Minimum is a politically agreed and legislated threshold to calculate the benefits level and to determine eligibility for several social assistance programmes:³¹²

³⁰⁷ ODI and UNICEF, Universal Child Benefits: Policy Issues and Options, 2020, Link: <https://reliefweb.int/report/world/universal-child-benefits-policy-issues-and-options>

³⁰⁸ ILO and UNICEF, More than a billion reasons: The urgent need to build universal social protection for children. Second ILO–UNICEF Joint Report on Social Protection for Children, 2023, Link: https://www.ilo.org/global/publications/books/WCMS_869602/lang-en/index.htm#:~:text=ILO%E2%80%93UNICEF%20report,More%20than%20a%20billion%20reasons%3A%20The%20urgent%20need%20to%20build,child%20marriage%20and%20child%20labour.

³⁰⁹ ODI and UNICEF, Universal Child Benefits: Policy Issues and Options, 2020, Link: <https://reliefweb.int/report/world/universal-child-benefits-policy-issues-and-options>

³¹⁰ Rada, On State Social Standards and State Social Guarantees (Bulletin of the Verkhovna Rada, No.48, p.409), 2000, Link: <https://zakon.rada.gov.ua/laws/show/2017-14#Text>

³¹¹ Rada, On Subsistence Minimum, (Bulletin of the Verkhovna Rada, No.38, p.348), 1999, Link: <https://zakon.rada.gov.ua/laws/show/966-14#Text>

³¹² Ministry of Social Policy, State Social Standards, 2023, Link: <https://www.msp.gov.ua/content/socialni-standarti.html>

Social Assistance Programme	Eligibility Determined Through the Subsistence Minimum	Benefit Levels Determined Through the Subsistence Minimum
Maternity Benefits		
Childbirth Grant and Baby Box		
Childcare for Large Families		
Allowance for Single Parents		
Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects		
Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities		
Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities		
Assistance for Low-Income Families (GMI)		
Housing and Utilities Subsidy (HUS)		
Unemployment Insurance		
(Partial) Unemployment Benefits		
Social Pension (Disability)		
Social Pension (Old-Age)		
State Social Assistance to Persons not Entitled to a Pension		
Allowance for IDPs		
Compensation for Damaged and Destroyed Property		
Draft Basic Social Assistance		

Table 20. References to the Subsistence Minimum for determination of eligibility and calculation of benefit levels

The Statutory Subsistence Minimum level is legislated for the following categories: (a) children aged 0–5, (b) children aged 6–17, (c) able-bodied adults aged 18–59, and (d) persons who have lost their ability to work (older people and persons with disabilities). Notably, the Statutory Subsistence Minimum for persons who lost their ability to work is lower than for able-bodied persons, despite higher living costs in case of disability.³¹³ However, it should be noted that depending on the severity, benefit levels can potentially reach several multiples of the subsistence minimum (see chapter 11.3).

The MoSP codifies the Statutory Subsistence Minimum provided per person per month for different population groups:

	2021 ³¹⁴			2022 ³¹⁵			2023 ³¹⁶	2024 ³¹⁷
	January ³¹⁸	July	December	January	July	December	January	January
Children 0–5	1,921	2,013	2,100	2,100	2,201	2,272	2,272	2,563
Children 6–17	2,395	2,510	2,618	2,618	2,744	2,272	2,833	3,196
Adults 18–59	2,270	2,379	2,481	2,481	2,600	2,684	2,684	3,028
Unable to Work	1,769	1,854	1,934	1,934	2,027	2,093	2,093	2,361
Minimum Wage	6,000	6,500	6,500	6,500	6,700	6,700	6,700	7,100 ³²⁰

Table 21. Statutory Minimum Subsistence levels and minimum wages 2021–2024 (in UAH)

³¹³ UNICEF, Inclusive Social Protection Systems for Children with Disabilities in Europe and Central Asia Social Protection Regional Issue Brief: 3, Link: <https://www.unicef.org/eca/media/8421/file/inclusive-social-systems-brief.pdf>

³¹⁴ Rada, On the State Budget for 2021, Link: <https://zakon.rada.gov.ua/laws/show/1082-20#Text>

³¹⁵ Rada, On the State Budget for 2022, Link: <https://zakon.rada.gov.ua/laws/show/1928-20#Text>

³¹⁶ Rada, On the State Budget for 2023, Link: <https://zakon.rada.gov.ua/laws/show/2710-20#Text>

³¹⁷ Rada, Draft Law, On the State Budget of Ukraine for 2024, Link: <https://itd.rada.gov.ua/billInfo/Bills/Card/42796>

³¹⁸ First of the respective months.

³¹⁹ This includes disabilities and pregnancies.

³²⁰ Online meeting with Ukrainian associations of local governments and finance departments of regional state administrations and Kyiv City Council to discuss the main indicators of the state budget for 2024. Ministry of Finance, Budget 2024: Ministry of Finance discusses key budget indicators with associations of local self-government bodies and regional state administrations, 2023, Link https://www.mof.gov.ua/uk/news/biudzhets-2024_u_minfini_obgovorili_ osnovni_pokazniki_biudzhetu_iz_asotsiatsiiami_organiv_mistsevogo_samovriaduvannia_ta_oblderzhadministratsiiami-4164?fbclid=IwAR0MGDcl9walvkGbWQzbgv4Dk6sSyMoe-90hm0ma5z_H9pUE8O4OCU74qQbU

For the further analysis, three different subsistence levels are utilised: (1) the Actual Subsistence Minimum (ASM) which is based on the actual development of prices in Ukraine, (2) the Statutory Subsistence Minimum (SSM) which is the legal manifestation of an agreed minimum subsistence level which is applied for the calculation of social benefits as well as eligibility, and (3) the projected actual subsistence level which is based on current price levels and showcases the needs gap. The projected overall subsistence minimum is based on an average price inflation of 35 per cent between January 2022 and July 2023.³²¹ Based on the average inflation, the different subsistence levels and benefit levels have increased:

Thresholds	Description	Calculation
Actual Subsistence Minimum of 2022 ³²²	The Actual Subsistence Minimum (ASM) is the official reference for the monthly needs for different population groups. The ASM for 2022 is the latest available reference point.	The Actual Subsistence Minimum is calculated by the MoSP.
Statutory Subsistence Minimum	The Statutory Subsistence Minimum (SSM) is the legal reference for the calculation of benefits as well as eligibility.	The Statutory Subsistence Minimum is provided by the State Law on the State Budget 2023.
Projected Actual Subsistence Minimum	The projected overall subsistence minimum is based on an average price inflation of 35 per cent between January 2022 and July 2023. Based on the average inflation, the different subsistence levels have increased.	$[Projected\ Actual\ Subsistence\ Minimum] = [Actual\ Subsistence\ Minimum\ 2022] * 135\%$
Current Benefits Level	Calculation of the current Statutory Subsistence Minimum	$[Current\ Benefits\ Level] = [Statutory\ Subsistence\ Minimum] * [Factor\ that\ is\ employed\ in\ the\ respective\ social\ assistance\ programme]$
Inflated Benefits Level	Calculation of the basis of the Projected Actual Subsistence Minimum. This amount assumes that the whole subsistence minimum is covered. However, it should be noted that statutory subsistence levels do not cover the full actual subsistence level and therefore the inflated benefit level does not translate into inflation adjusted benefits, which would be substantially lower.	$[Inflated\ Benefits\ Level] = [Projected\ Actual\ Subsistence\ Minimum] * [Factor\ that\ is\ employed\ in\ the\ respective\ social\ assistance\ programme]$
Adequacy Gap	Calculation of monetary needs to fill the full needs gap as per 2023. Again, it should be noted that this gap does not translate into inflation-adjusted benefits, which would be substantially lower.	$[Adequacy\ Gap] = [Inflated\ Benefits\ Level] - [Current\ Benefits\ Level]$

Table 22. Methodology for the calculation of inflated benefits level and adequacy gap

In order to reduce financial pressure on the state budget, the Statutory Subsistence Minimum and the minimum wage were frozen and reflect the last revision from 2022, while inflation reached a staggering 24 per cent and incomes declined:³²³

³²¹ WFP, Ukraine Needs Assessment: Food, Security and Essential Needs. Analysis of data from the 2022 Ukraine Multisector Needs Assessment. June 2023. Link: docs.wfp.org/api/documents/WFP-0000150531/download/

³²² Ministry of Social Policy, The actual size of the subsistence minimum in 2015–2022, 2022, Link: <https://www.msp.gov.ua/news/12286.html>

³²³ Ukrinform, Ministry of Economy predicts inflation of 24% at the end of the year, 23 July 2024. Link: <https://www.ukrinform.ua/rubric-economy/3679020-mine-konomiki-prognozue-inflaci-u-24-za-pidsumkami-roku.html#:~:text=3a%20оцінками%20Мінекономіки%2C%20рівень%20інфляції,Олексій%20Соболев%2C%20повідомляє%20кореспондент%20Укрінформу.>

	2022				2023				2024			
	Statutory	Actual ³²⁴	Adequacy Gap		Statutory	Projected Actual ³²⁵	Adequacy Gap		Statutory	Inflated Actual ³²⁶	Adequacy Gap	
Children 0–5	2,100	4,264	-2,164	-51%	2,272	5,756	-3,484	-61%	2,563	6,246	-3,683	-59%
Children 6–17	2,618	5,309	-2,691	-51%	2,833	7,167	-4,334	-60%	3,196	7,776	-4,580	-59%
Adults (18+)	2,481	4,856	-2,375	-49%	2,684	6,556	-3,872	-59%	3,028	7,113	-4,085	-57%
Unable to work ³²⁷	1,934	3,962	-2,028	-51%	2,093	5,349	-3,256	-61%	2,361	5,803	-3,671	-63%
Minimum Wage	6,500	12,674	-6,174	-49%	6,700	16,350	-9,650	-59%	7,100	17,740	-10,640	-60%

Table 23. Statutory, actual and projected actual subsistence level for 2022–2024

The gap between Statutory Subsistence Minimum and Actual Subsistence Minimum increased between 2022 and 2024:

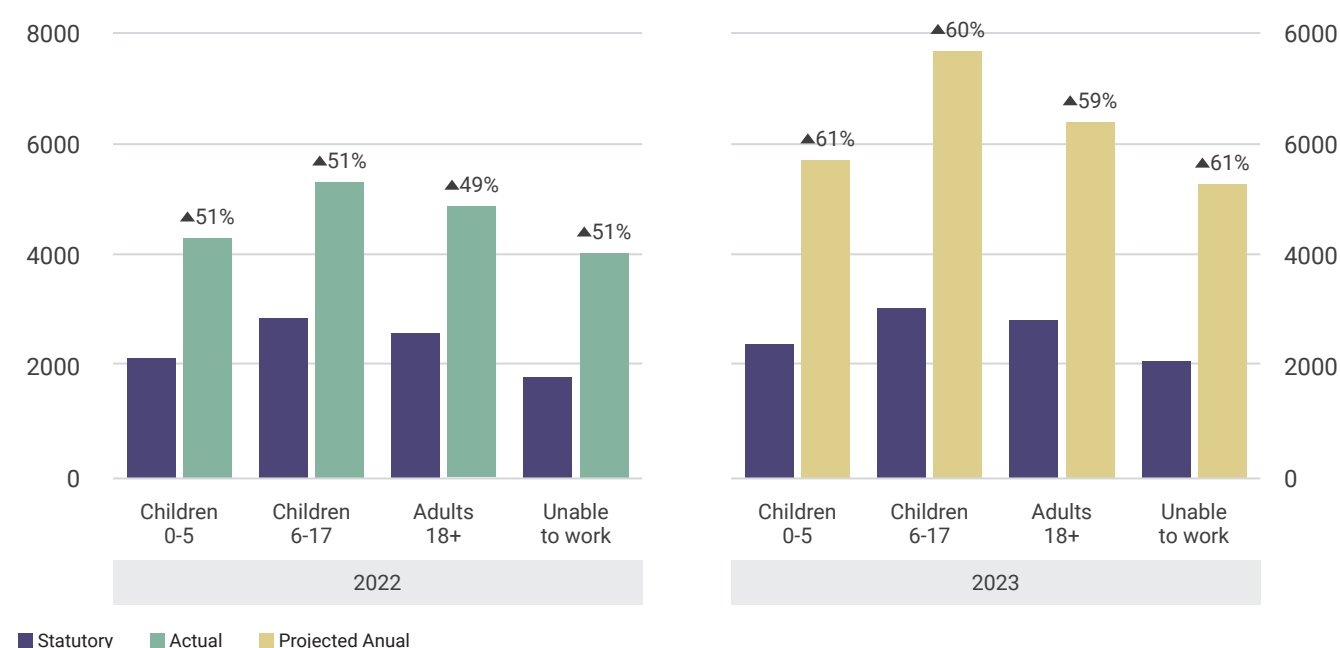


Figure 50. Statutory, actual and projected actual subsistence level for 2022 and 2023

At the current levels, pensions do not cover basic living costs and therefore do not provide for minimum essential levels.³²⁸ In 2020, the Accounting Chamber evaluated the Draft Law on the State Budget for 2020 and confirmed that the proposed Statutory Subsistence Minimum is substantially below the Actual Subsistence Level and covers only half of poverty needs.³²⁹

Analysis provided by the MoSP states that the Statutory Subsistence Minimum, which is the basis for calculating most social assistance benefits, does not fulfil its role as an indicator that determines the risk of citizens falling below the poverty line, and therefore is not an effective tool for social assistance. At the legislative level, the Statutory Subsistence Minimum has become an indicator to which calculation of more than 180 different types of social and other payments in the public sector are tied through a system of coefficients, despite the fact that many of these

³²⁴ The actual subsistence level for 2022 is calculated by the Ministry of Social Policy. See MoSP, The actual size of the subsistence minimum in 2015–2022, 2022, Link: <https://www.msp.gov.ua/news/12286.html>

³²⁵ Calculations of ASM for 2023 provided by Perekhid Initiative based on data provided by WFP on the ASM for 2023 – UAH 6,138.

³²⁶ Calculations provided by Perekhid. Based on NBU inflation projection for 2024 – 8.50%.

³²⁷ This includes disability and pregnancies.

³²⁸ OHCHR, The Human Rights Situation of Older Persons in Ukraine in the Context of the Armed Attack by the Russian Federation Briefing Paper, 2023, Link: <https://www.ohchr.org/sites/default/files/documents/countries/ukraine/2023/2023-HRMMU-Briefing-Note-Older-Persons-ENG.pdf>

³²⁹ Conclusions based on the results of the project review of On the State Budget of Ukraine for 2020. Link: https://rp.gov.ua/upload-files/Activity/Collegium/2019/26-12019/Vysn_26-1_2019.pdf

payments are unrelated to the subsistence minimum as a poverty criterion.³³⁰ In addition to social assistance and pension payments, change in the subsistence minimum will affect other state payments that are not related to social protection, such as salaries of civil servants, fines, and administrative payments (including court fees).

Introduction of a Basic Value under the Draft Basic Social Assistance Law could indicate a move away from the minimum subsistence level which enables the MoSP to increase benefit levels of a specific programme without inflating non-related payments and changing eligibility criteria. The Draft Basic Social Assistance Law is discussed in more detail in chapter 11.5.3.

9.4 Consideration of Social Assistance vis-à-vis Gross Income and Taxation

The average monthly gross income is used to determine a person's eligibility for social assistance and care assistance. The income is calculated by dividing the average monthly total income of a family by the number of family members. As a general rule, the average monthly total income does not include income through social assistance, for which the total income is calculated, and payments received as social assistance are not included in the taxpayer's total monthly (annual) taxable income and are not subject to taxation.³³¹ Additionally, in 2022 and 2023, the taxable income does not consider assistance provided by foreign states to persons affected by the invasion of Ukraine while they are exercising the right to temporary protection abroad.

9.5 Local Social Assistance Programmes

Since 2021, the policy for decentralisation has changed provision of social protection in territorial communities (hromadas). According to the Law on Local Self-Government,³³² the executive bodies of village, town and city councils have the power to establish additional social assistance programmes which are funded through local revenues, which vary across hromadas. These programmes aim to address local needs according to local political priorities. For example, Lviv city hromada provides the following programmes to its residents:

- One-time financial assistance to low-income families residing in Lviv (means-tested);
- Monthly financial assistance to the Honorary Citizen of Lviv – legendary centurion of the Ukrainian Insurgent Army (UAH 1,000 per month given to one person only);
- Supplemental payment to persons with group 1 general disability who are not entitled to a pension (UAH 50 per month).

As this anecdotal example shows, such programmes can add, complement, or expand existing programmes, or establish entirely new stand-alone ones. While local councils predominantly provide top-ups, a comprehensive analysis is required to better understand the relationship between national and local social protection.

9.6 Ukrainians Residing in Non-Government Controlled Areas

Ukrainians residing in Non-Government Controlled Areas face difficulties receiving pensions or other social benefits due to the non-functioning of banks and post offices, or substantial fees and unfavourable exchange rates. At the same time, Ukrainians are barred from any Russian State benefits, such as pensions or social payments related to medical or disability conditions, without acquiring a Russian passport.³³³ This disproportionately affects older persons and persons with disabilities who often have a greater need of social services.³³⁴

³³⁰ Ministry of Social Policy, Explanatory note to the Draft Law On Amendments to Certain Laws of Ukraine on the provision of basic social assistance and social scholarships, 2023, Link: <https://www.msp.gov.ua/projects/834/> and International Monetary Fund, Ukraine: Strengthening the System of Social Support for the Population.

³³¹ Rada, Tax Code of Ukraine, Art. 165, Link: <https://zakon.rada.gov.ua/laws/show/2755-17#Text>

³³² Rada, Law on Local Self-Government, Art. 34, para 1, 1997. Link: <https://zakon.rada.gov.ua/laws/show/280/97-%D0%B2%D1%80#Text>

³³³ OHCHR, The Human Rights Situation of Older Persons in Ukraine in the Context of the Armed Attack by the Russian Federation Briefing Paper, 2023, Link: <https://www.ohchr.org/sites/default/files/documents/countries/ukraine/2023/2023-HRMMU-Briefing-Note-Older-Persons-ENG.pdf>

³³⁴ OHCHR, Report on the Human Rights Situation in Ukraine, 2023, Link: <https://www.ohchr.org/sites/default/files/documents/hrbodies/hrcouncil/coiukraine/23-10-04-OHCHR-36th-periodic-report-ukraine-en.pdf>

10 Life-Cycle and Shock-Responsive Social Assistance Programmes

10.1 Children

The full-scale war has significantly affected children in Ukraine: children have been killed and injured, and fled their homes. Unlike adults, however, children who remain in an area with active hostilities, and those who flee, face disruption to their education and many other fundamental childhood needs. This has potentially long-term, negative impacts on their future lives and contributions to society as adults.

As of 2021, the poverty rate of households with children was 43.2 per cent. This is projected to grow to 65.6 per cent by 2023.³³⁵ Children are affected by poverty differently than adults: children living in poverty are affected directly and often irreversibly in terms of physical, social, and mental development. Impoverished children are more likely to remain poor once they become adults. A UNICEF survey of child poverty in 2019³³⁶ found that the chances of poverty in households with children increased if there was at least one unemployed adult. However, due to low wages in the country, having an employed person in the household was no guarantee against poverty especially when the household contained children. Moreover, the monthly state childbirth benefit did not adequately compensate for the loss of earnings in the family when the mother was on maternity leave. The study concluded that the chances of poverty in childhood increased with a greater number of children in the family.

Poverty rate in various types of households with children (2021 – actual data), 2022–2023 – projected estimates), %

Household type	2021 (actual)	2022 (projected)	2023 (projected)
One adult with one child	39.4	67.9	70.6
Two adults with one child	31.4	57.1	56.8
Two adults with two children	50.2	66.7	66.2
Two adults with three or more children	53.4	77.0	77.1
Three or more adults with children	51.6	71.1	72.2
Households with children with at least one unemployed member	68.4	80.8	81.0
Households with children under 3 years of age	43.8	64.8	63.7
Households with three or more children	67.2	84.7	84.8
Households with children	43.2	65.2	65.6

Figure 51. Poverty rates in households with children, UNICEF, April 2023 (adapted by the PeReHID Initiative)

In 2023, UNICEF issued a stark warning about child poverty in Ukraine due to the war. “A clear relationship can be seen: the higher the number of children in a household, the higher the poverty risks. The highest poverty risks were already observed before the war in large families (with three or more children): two-thirds of them (67.2 per cent) were poor – this has grown to 84.7 per cent due to the war.”³³⁷ UNICEF enumerates the most vulnerable children in Ukraine to be: i) those living in de-occupied areas, frontline areas, or areas under constant hostilities; ii) those living without basic utility services; and iii) the internally displaced.³³⁸ Families with young children are more likely to be poor in Ukraine. Many countries address this challenge by offering a system of universal support during the critical early years of children’s lives.

³³⁵ As assessed by the M.V. Ptoukha Institute for Demography and Social Studies and the National Academy of Sciences of Ukraine based on microdata of the household living conditions survey conducted by the State Statistics Service, in Child Poverty: Impact of the War on the Situation of Households with Children, UNICEF, 2023. Link: <https://www.unicef.org/ukraine/media/38971/file/Child%20Poverty%20full%20version%206%20April%202023%20eng.pdf>

³³⁶ UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

³³⁷ UNICEF, Child Poverty: Impact of the War on the Situation of Households with Children, 2023, Link: <https://www.unicef.org/ukraine/media/38971/file/Child%20Poverty%20full%20version%206%20April%202023%20eng.pdf>

³³⁸ Ibid.

In 2020, the Government launched the eMaliatko ('There is a Child') programme that provides access for parents of newborns to different social services during registration of the child's birth: registration of the child's place of residence; application for monetary compensation for the Baby Box, Childbirth Grant and Childcare Allowance for Large Families; entering information about the child into the electronic healthcare system, and obtaining an Individual Taxpayer Number for the child.³³⁹

The social assistance system offers four different child benefits, of which currently three are universal and one is means-tested. While the universal Childbirth Grant covers the first three years, the Childcare for Large Families extends assistance to six years. Only the means-tested Allowance for Single Parents covers the full 18 years of childhood (or up to 23 years in case the child seeks higher education).

Social Assistance Programmes	Targeting	Age of Children																
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Maternity Benefits		*																
Childbirth Grant and Baby Box																		
Childcare for Large Families																		
Allowance for Single Parents																		

Table 24. Child benefits and eligibility years * 126 to max. 140 days

With the reform of the Draft Basic Social Assistance Law, the Childcare for Large Families programme will be made means-tested, which may exclude a large portion of Ukrainian families from this benefit. As per preliminary estimations, the number of recipients could decrease by 80–93 per cent.³⁴⁰

10.1.1 Maternity Benefits ³⁴¹

Criteria	Targeting	Benefit Levels	Duration	Application
Mothers ³⁴²		UAH 671 to 100% of average monthly income	126 to 140 days	 ³⁴³ 

The right to Maternity Benefits is granted universally to all mothers.³⁴⁴ Mothers who are employed receive the benefits from their employer³⁴⁵ whereas those who are unemployed/dismissed from work, entrepreneurs, and students receive the assistance from the State.³⁴⁶ Fathers are not eligible to apply for the grant. As a universal grant, no means testing is applied.

³³⁹ eMaliatko services are available both online and in-person. Online applications can be submitted through the Diia portal. Both parents will need to sign an electronic application online. The ready-made document for each child will then be sent through the postal service to one of the parents. Applications in-person may be submitted directly at the maternity hospital, the Administrative Service Centre or the State civil registration authorities at the place of birth of the child or the place of the parent's registration. This service is only available if both parents (or a single parent) are Ukrainians, and the child was born in a Ukrainian maternity hospital. The service is available for both married and unmarried couples.

³⁴⁰ See chapter 11.5.3 Basic Social Assistance

³⁴¹ According to the draft law on Basic Social Assistance, this programme will be merged with the Basic Social Assistance programme in 2024.

³⁴² Fathers are excluded from this benefit.

³⁴³ Diia implementation is envisioned by law, but not yet operational.

³⁴⁴ Including minors, foreigners and stateless persons permanently residing in Ukraine, persons recognised in Ukraine as refugees or persons in need of additional protection, and other foreigners in cases established by law.

³⁴⁵ Rada, On State Assistance to Families with Children (law № 2811-XII), 1993, Link: <https://zakon.rada.gov.ua/laws/show/2811-12#Text>
Cabinet of Ministers of Ukraine, On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children (decree № 1751), 2001, Link: <https://zakon.rada.gov.ua/laws/show/1751-2001-%D0%BF#Text>
Ministry of Social Policy, On Approval of the Application Form for All Types of Social Assistance and Compensation (order № 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/z0145-23#Text>

³⁴⁶ Note that mothers enrolled in the state insurance system receive the same kind of benefits in form of vacation leave with salary. All the expenditures in this case shall be covered by the employer.

Maternity benefits in the amount of 100 per cent of the average salary are provided to working women at the expense of the Pension Fund for the entire period of maternity leave. Benefits in this case are requested and paid by the employer as a one-off payment. Unemployed women and women registered as entrepreneurs receive 25 per cent of the subsistence minimum for an able-bodied person per month. Recipients receive Maternity Benefits from social protection authorities at their place of residence.

	2021 (Actual)	2022 (Actual)	2023 (Actual) ³⁴⁷	2024 (Plan) ³⁴⁸
Recipients (thousand)	153.7	120.8	97.0	78.4
Funding UAH (million)	353.2	267.2	264.8	233.3
Average Benefit levels (UAH)	2,297.98	2,211.92	2,729.90	2,975.4

Table 25. Maternity Benefits: number of recipients, funding and average level of benefits³⁴⁹

Maternity Benefits are provided for 70 calendar days prior to childbirth and for 56 calendar days after childbirth (70 days in case of complicated childbirth or the birth of two or more children).

Benefit levels are based on the following criteria:³⁵⁰

Criteria	Calculation ³⁵¹	Benefit Levels			
		Current Benefit Levels	Projected Benefit Levels	Adequacy Gap	
Women registered as unemployed at the employment centre	100% of the minimum unemployment benefit	Min. UAH 671	Min. UAH 1,639	UAH -968	59%
Unemployed women and women registered as entrepreneurs	25% of the subsistence minimum for adults				
Postgraduate students, doctoral students, students of vocational, professional and higher education institutions	Amount of a monthly scholarship				
Women dismissed from work as a consequence of liquidation of an enterprise	100% of the average monthly income				

Table 26. Maternity Benefits: benefit levels

The benefits are paid to women in full, regardless of the number of leave days taken before childbirth.

Eligible Ukrainian expecting mothers can submit their application online.³⁵³ Applicants residing abroad or without Ukrainian citizenship have to submit a paper application³⁵⁴ at Departments for Social Protection or Administrative Service Centres. Mothers are enrolled if the application is received no later than six months after the end of the maternity leave. Determination of eligibility should be made within 10 working days.

³⁴⁷ Ministry of Social Policy, Report on Budget Program Execution for 2023, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

³⁴⁸ Ministry of Social Policy, Budget Program Passports for 2024, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

³⁴⁹ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

³⁵⁰ Persons who have adopted or taken custody of a child within two months from the date of its birth are entitled to the benefit for the period from the date of adoption or custody until 56 calendar days (70 calendar days in case of simultaneous adoption or custody of two or more children, 90 calendar days for women affected by the Chernobyl disaster).

³⁵¹ Not less than 25 per cent of the subsistence minimum for an able-bodied person.

³⁵² See chapter 10.3 Subsistence Minimum

³⁵³ An online application is envisioned but not yet available.

³⁵⁴ Application form, a medical certificate as well as one of the following documents as a hard copy: Certificate from the main place of service/study stating that the woman is serving/studying; Certificate from the liquidation commission stating that the woman was dismissed from work as consequence of liquidation of the enterprise; Certificate from the employment centre stating that the woman is registered as unemployed; Decision on adoption or guardianship for persons who have adopted or taken custody of a child within two months from the date of birth.

✳️ Due to the war, The Ministry of Health adjusted the procedure for issuing medical certificates for Ukrainians who are living abroad.³⁵⁵ Foreign duly legalised and translated documents can be sent to a family doctor in Ukraine to create an electronic medical certificate. This certificate would then constitute the basis for applying for Maternity Benefits. However, in practice many family doctors are unable to create these electronic certificates on the basis of foreign documents. As a result, mothers who gave birth to a child abroad are often unable to apply.

Legal Basis
The Law of Ukraine On State Assistance to Families with Children ³⁵⁶
Decree of the Cabinet of Ministers №1751 of 27 December 2001 On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children ³⁵⁷
Order of the MoSP №3 of 9 January 2023 On Approval of the Application Form for All Types of Social Assistance and Compensation ³⁵⁸
Decree of the Ministry of Health №675 of 22 April 2023 ³⁵⁹

Table 27. Maternity Benefits: legal basis

10.1.2 Childbirth Grant and Baby Box

Criteria	Targeting	Benefit Levels	Duration	Application
Children 0–3		- One-off: UAH 10,320 - Monthly: 36 x UAH 860 - Baby Box: In-kind or 1 x UAH 6,816	36 months	

The Childbirth Grant is a universal childbirth benefit, e.g. without means-testing for children under 3 years. Parents or guardians, either mother or father, who permanently reside with the child within the territory of Ukraine, or Ukrainians temporarily residing abroad, can apply for the Childbirth Grant. The assistance is principally recognized as the child's property.

The assistance is provided for every child³⁶⁰ and consists of one one-off payment as well as monthly payments for 36 months.³⁶¹ Additionally, applicants may apply for the Baby Box which can be provided in-kind or as a one-off cash transfer. ✳️ The one-off cash transfer in lieu of the in-kind Baby Box was introduced to allow recipients to use the money for other urgent needs such as relocation, food, etc. ✳️ Moreover, the time limit during which the assistance has to be spent has been waived.³⁶²

According to a population household survey from 2018, childbirth benefits amount to 8.5 per cent in the population's total income structure, which makes it the second largest source of income after wages.³⁶³ According to a UNICEF calculation, the Childbirth Grant reduces the poverty rate among recipients from 57.2 to 46.1 per cent.³⁶⁴ While the nominal benefit levels have changed minimally between 2021 and 2023 (see Table 29 and Table 30 below), the real value of the childbirth benefit has fluctuated, with adverse effects on poverty in households with children:

³⁵⁵ Ministry of Health, On Amendments to the Order of the Ministry of Health dated June 01, 2021 No. 1066 and the Procedure for issuing (forming) sick leaves in the Electronic Register of Sick Leaves (order No. 675, 22 April 2022), 2022, Link: <https://moz.gov.ua/article/ministry-mandates/nakaz-moz-ukraini-vid-22042022-675-pro-vnesennja-zmin-do-nakazu-ministerstva-ohoroni-zdorovja-ukraini-vid-01-cheravnja-2021-roku-1066-ta-porjadku-vidachi-formuvannja-list-kiv-nepracezdatnosti-v-elektronnomu-reestri-listkiv-nepracezdatnosti?preview=1>

³⁵⁶ Rada, On State Assistance to Families with Children (law № 2811-XII), 1993, Link: <https://zakon.rada.gov.ua/laws/show/2811-12#Text>

³⁵⁷ Cabinet of Ministers, On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children (decree № 1751), 2001, Link: <https://zakon.rada.gov.ua/laws/show/1751-2001-%D0%BF#Text>

³⁵⁸ Ministry of Social Policy, On Approval of the Application Form for All Types of Social Assistance and Compensation (order № 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/z0145-23#Text>

³⁵⁹ Ministry of Health, On Amendments to the Order of the Ministry of Health of Ukraine No. 1066 dated 01 June 2021 and the Procedure for Issuing (Formation) of Sick Leave Certificates in the Electronic Register of Sick Leave Certificates (order № 675), 2022, Link: <https://zakon.rada.gov.ua/laws/show/z0491-22#Text>

³⁶⁰ Grant is not provided in case of stillbirth.

³⁶¹ Covers only 37.8 per cent of the subsistence minimum for the relevant age category.

³⁶² World Bank, Tracking Social Protection Responses in Ukraine and Other Countries Living paper v.3, 8 April 2022, Link: <https://documents1.worldbank.org/curated/en/451971649433673308/pdf/Living-Paper-3.pdf>

³⁶³ UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

³⁶⁴ Ibid.

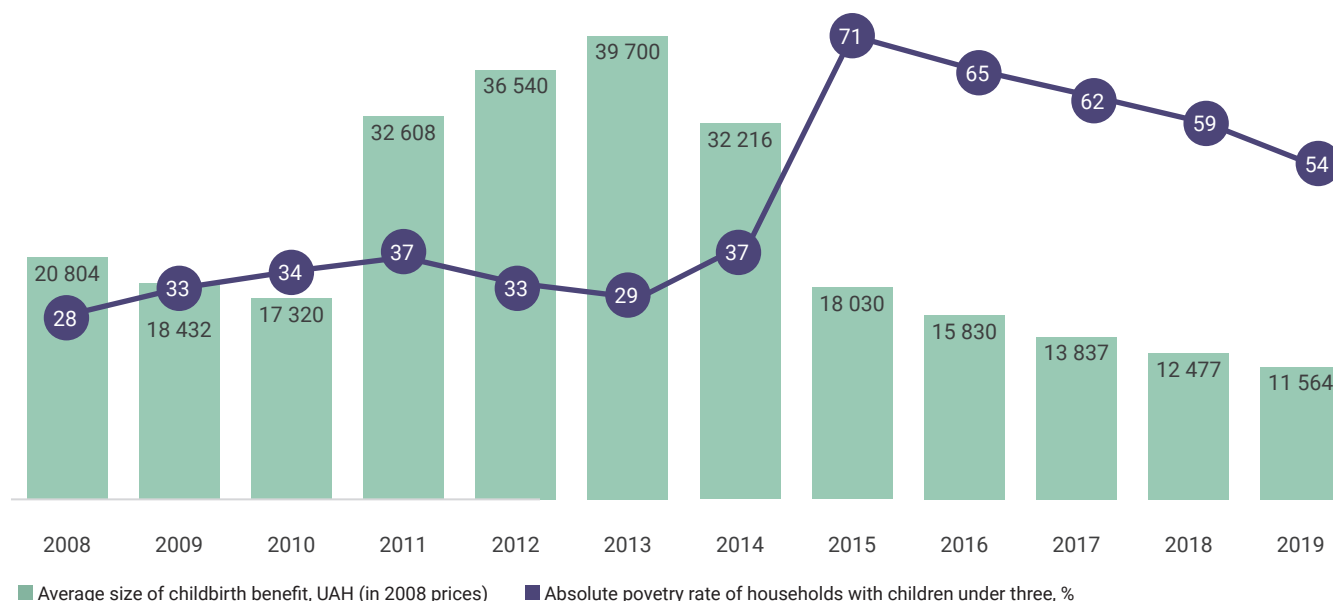


Figure 52. Trends in the average size of childbirth benefit (in comparable 2008 prices) and the absolute poverty rate³⁶⁵ (adapted by the PeReHID Initiative)

The high poverty rate among families with children under 3 years old guarantees that the programme reaches those in need even without means-testing. Overall, in 2018, 57.8 per cent of the programme's funds reached families whose expenditures were below the actual subsistence minimum.³⁶⁶

It is important to note that the benefit levels have not been revised since 2014³⁶⁷ and are currently just over half of the officially approved statutory subsistence minimum level and substantially lower than the projected actual subsistence minimum. Therefore, the table below (Table 28) compares current benefit levels with projected benefit levels based on the statutory minimum subsistence level of 2023, as well as the projected actual subsistence levels for 2023:

Criteria	Calculation	Benefit Levels						
		Current Benefit Levels	As per 2023 Subsistence Level			As per Inflated Subsistence Level for 2023		
			Adjusted Benefits Level	Adequacy Gap		Adjusted Benefits Level	Adequacy Gap	
One-off	10 x the subsistence minimum for children under 6 years based on the subsistence minimum of UAH 1,032 from 2014	UAH 10,320	UAH 22,720 ³⁶⁸	UAH 12,400	55%	UAH 57,560 ³⁶⁹	UAH 47,240	82%
Monthly Benefits	30 x the subsistence minimum for children under 6 years based on the subsistence minimum of UAH 1,032 from 2014	36 * UAH 860 ³⁷⁰	36 * UAH 1,893 ³⁷¹	UAH 1,033 (per month)	55%	36 * UAH 4,797 ³⁷²	UAH 3,937 (per month)	82%
Baby Box	3 x the subsistence minimum for children under 6 years based on the subsistence minimum of UAH 1,032 from 2014	In-kind or 1x UAH 6,816 ³⁷³	UAH 6,816 ³⁷⁴	0	0%	UAH 17,268 ³⁷⁵	UAH 10,452	61%

Table 28. Childbirth Grant and Baby Box: benefit levels

³⁶⁵ Ibid.

³⁶⁶ Ibid.

³⁶⁷ International Monetary Fund, Ukraine: Strengthening the System of Social Support for the Population, Appending 1, 1.1

³⁶⁸ Calculation: 10 * UAH 2,272 [projected actual subsistence minimum for children under 6]

³⁶⁹ Calculation: 10 * UAH 5,756 [projected actual subsistence minimum for children under 6]

³⁷⁰ Calculation: 30 * UAH 1,032 [subsistence minimum for children under 6 as per 2014] / 36 [duration of the assistance in months]

³⁷¹ Calculation: 30 * UAH 2,272 [subsistence minimum for children under 6 as per 2023] / 36 [duration of the assistance in months]

³⁷² Calculation: 30 * UAH 5,756 [projected actual subsistence minimum for children under 6] / 36 [duration of the assistance in months]

³⁷³ As of 1 January 2023, three times the subsistence level for children under the age of 6 years; subsistence minimum for the child under the age of 6 years amounts to UAH 2,272.

³⁷⁴ Ibid.

³⁷⁵ Calculation: UAH 5,756 [projected actual subsistence minimum for children under 6] * 3

Eligible households can apply both online and in-person within 12 months of the child's birth. Online applications are through the MoSP's electronic portals. In this case, the grant is provided within one day. In-person applications can be submitted at Departments for Social Protection or Administrative Service Centres.³⁷⁶ The processing time for documents submitted in paper form is approximately 10 days.

From 2021 to 2023, a considerable decrease in the number of recipients has been reported:

	2021 (Actual)	2022 (Actual)	2023 (Actual) ^{377 378}	2024 (Plan) ³⁷⁹
Recipients (thousand)	304.9	207.4	198.8	178.6
Funding UAH (million)	3,147.0	2,140.0	2,058.9	1,854.3
Average Benefit Level (UAH)	10,320.0	10,320.0	10,320.0	10,320.0

Table 29. Childbirth Grant (one-off benefit): number of recipients, funding, average benefit levels for 2021–2023³⁸⁰

	2021 (Actual)	2022 (Actual)	2023 (Actual)	2024 (Plan)
Recipients (thousand)	921.3	746.4	719.6	757.2
Funding UAH (million)	9,508.6	7,709.9	7,426.6	7,814.0
Average Benefit Level (UAH)	860.1	860.0	860.0	860.0

Table 30. Childbirth Grant (monthly benefit): number of recipients, funding and average size of the benefit³⁸¹

	2021 (Actual)	2022 (Actual)	2023 (Actual) ³⁸²	2024 (Plan)
Recipients (thousand)	270.7	207.7	198.8	178.6
Funding UAH (million)	1,464.3	1,255.6	1,340.2	1,373.6
Average Benefit Level (UAH)	5,409.3	6,045.3	6,741.4	7,690.0

Table 31. Baby Box: number of recipients, funding, average benefit levels for 2021–2023³⁸³

✳ During martial law, parents (or one parent) who are temporarily residing abroad can submit their application by post. Civil documents which have been issued abroad have to be legalised and translated before submission. The Government is working to further automate the process to reduce non-take-up by enrolling children automatically during registration of the birth at the Register of Civil Status Acts of Citizens.

Legal Basis

The Law of Ukraine On State Assistance to Families with Children³⁸⁴

Decree of the Cabinet of Ministers №1751 of 27 December 2001 On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children³⁸⁵

Order of the MoSP №3 of 9 January 2023 On Approval of the Application Form for All Types of Social Assistance and Compensation³⁸⁶

Table 32. Childbirth Grant and Baby Box: legal basis

³⁷⁶ An application shall be accompanied with the following list of documents: passport or ID, identification code, certificate of residence registration, child's birth certificate, personal bank account for social benefits, documents certifying the child's birth (legalized and translated if the child was born outside Ukraine).

³⁷⁷ Ministry of Social Policy, Report on Budget Program Execution for 2023. Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

³⁷⁸ Ministry of Finance, Expenditures on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

³⁷⁹ Ministry of Social Policy, Budget Program Passports for 2024, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

³⁸⁰ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

³⁸¹ Ibid

³⁸² The funding volume is derived from the Programme Passport for 2023. It should be noted that the product of individuals, average benefit levels and number of payments do not match the budget volume.

³⁸³ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

³⁸⁴ Rada, On State Assistance to Families with Children (law № 2811-XII), 1993, Link: <https://zakon.rada.gov.ua/laws/show/2811-12#Text>

³⁸⁵ Cabinet of Ministers, On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children (decree № 1751), 2001, Link: <https://zakon.rada.gov.ua/laws/show/1751-2001-%D0%BF#Text>

³⁸⁶ Ministry of Social Policy, On Approval of the Application Form for All Types of Social Assistance and Compensation (order №3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/z0145-23#Text>

The Childbirth Grant is key to addressing child poverty. According to pre-full-scale invasion projections from 2021, doubling the monthly transfer amount of child benefits would reduce the poverty rate of households with children under 3 years old from 58.6 per cent to 49.4 per cent. If the Childbirth Grant were extended until the child reaches 6 years, the poverty rate among families with children under 6 would decline from 51.6 per cent to 46.1 per cent.³⁸⁷

Upcoming reforms, which will transform universal programmes into the means-tested Basic Social Assistance programme, could have adverse consequences. As the income evaluation system is imperfect, a great number of families are likely to be excluded. Quality administration of such a large-scale targeted programme for the purpose of income testing or means testing would require additional funds, which would potentially limit any envisaged savings to public resources. In addition, any limitations on childbirth benefits amid a difficult demographic situation could have unpredictable negative consequences for birth rates and the demographic structure of the population.³⁸⁸

To conclude, several key social assistance programmes appear to show decreasing adequacy as they have not been sufficiently adjusted to inflation since the start of the full-scale invasion. The highest inflation gaps are among child benefits, whereas social assistance programmes providing maternity benefits, support for low-income households, and utility subsidies show significantly lower inflation gaps.³⁸⁹ Against this backdrop, child benefits are proven to show a high return on investment in terms of poverty reduction.³⁹⁰

10.1.3 Childcare for Large Families ³⁹¹

Criteria	Targeting	Benefit Levels	Duration	Application
Families with three or more children		Monthly UAH 2,100	0–6 years	

Ukraine qualifies a family as a large family if spouses (a man and a woman) or a single parent raise three or more children. The assistance is granted upon the birth of the third and each subsequent child under 6 years in a family, whereupon all children under 18 are counted for eligibility.³⁹² Eligible persons are citizens of Ukraine, foreigners and stateless persons permanently residing in Ukraine. Men and women can equally apply.

Calculation ³⁹³	Benefit Levels		
	Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap
Established as 100% of the subsistence minimum for a child under 6 years as of January 2022 subsistence level	UAH 2,100	UAH 5,756	UAH -3,656 64%

Table 33. Childcare for Large Families: benefit levels

In addition to financial assistance, large families may also be entitled to other social benefits such as free prescription medication, annual medical examination, priority service in healthcare facilities, pharmacies and priority hospitalization, free travel by all types of public transport, etc.

³⁸⁷ UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

³⁸⁸ Ibid.

³⁸⁹ See Table 19 Nominal increase and inflation gap of key social assistance programmes

³⁹⁰ UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

³⁹¹ According to the draft law on Basic Social Assistance, this programme will be merged with the Basic Social Assistance programme in 2024.

³⁹² Financial assistance is paid monthly until the child reaches the age of 6. If two or more children are born in a family at the same time (e.g. twins, etc.), as a result of which the family has acquired the status of a large family, the benefit is paid for each such child.

³⁹³ Not less than 25 per cent of the subsistence minimum for an able-bodied person.

	2021 (Actual)	2022 (Actual)	2023 (Actual) ³⁹⁴	2024 (Plan) ³⁹⁵
Recipients ³⁹⁶ (thousand)	260.2	217.7	217.5	259.0
Funding UAH (million)	5,340.2	5,669.5	5,621.6	6,525.7
Average Benefit Level (UAH)	1,710.30	2,170.20	2,100.0	2,100.0

Table 34 Childcare for Large Families: number of recipients, funding, average benefit levels for 2021–2023³⁹⁷

Applications for the Childcare for Large Families programme can be submitted online, if the child was born and registered in Ukraine, or in person at Departments for Social Protection or Administrative Service Centres at the registered place of residency.³⁹⁸ The processing time is 10 days. For children born abroad, parents need to apply personally at Departments for Social Protection or Administrative Service Centres with translated and legalised foreign documents, as the Diia platform accepts only Ukrainian civil documentation.

Legal Basis
Law of Ukraine №2402-III of 26 April 2021 On Childhood Protection ³⁹⁹
Decree of the Cabinet of Ministers №250 of 13 March 2019 Some Issues of Social Support for Large Families ⁴⁰⁰
Decree of the Cabinet of Ministers №209 of 2 March 2010 Some Issues of Production and Issuance of Certificates of Parents of a Large Family and a Child From a Large Family ⁴⁰¹

Table 35. Childcare for Large Families: legal basis

10.1.4 Allowance for Single Parents ⁴⁰²

Criteria	Targeting	Benefit Levels	Duration	Enrolment
Single parent		Cannot exceed the subsistence minimum for a low-income family	0–18 years (23 years if child obtains higher education) ⁴⁰³	

The Allowance for Single Parents supports single mothers when the father is not specified in the childbirth certificate, or single fathers and mothers in case of death of the spouse (other caregiver).⁴⁰⁴

It is granted regardless of the receipt of other types of child benefits. The allowance is calculated individually and is provided in an amount equal to the difference between 100 per cent of the subsistence minimum for a child of the relevant age and the average monthly total family income per person for the previous six months.⁴⁰⁵ The allowance is not provided if the average monthly total family income per person exceeds 100 per cent of the subsistence minimum for a child of the relevant age group.

³⁹⁴ Ministry of Social Policy, Report on Budget Program Execution for 2023, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudget%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

³⁹⁵ Ministry of Social Policy, Budget Program Passports for 2024, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudget%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

³⁹⁶ International Monetary Fund, Ukraine: Strengthening the System of Social Support for the Population, Appending 1, 1.4 for data between 2017 to 2021.

³⁹⁷ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

³⁹⁸ List of necessary documents includes documents confirming status of parents of a large family, document confirming status of children from a large family (for children who have reached the age of 6), copies of birth certificates of all children.

³⁹⁹ Rada, On Childhood Protection (law № 2402-III), 2021, Link: <https://zakon.rada.gov.ua/laws/show/2402-14#Text>

⁴⁰⁰ Cabinet of Ministers, Some Issues of Social Support for Large Families (decree № 250), 2019, Link: <https://zakon.rada.gov.ua/laws/show/250-2019-%D0%BF#-Text>

⁴⁰¹ Cabinet of Ministers, Some Issues of Production and Issuance of Certificates of Parents of a Large Family and a Child From a Large Family (decree № 209), 2010, Link: <https://zakon.rada.gov.ua/laws/show/209-2010-%D0%BF#Text>

⁴⁰² According to the draft law on Basic Social Assistance, this programme will be merged with the Basic Social Assistance programme in 2024.

⁴⁰³ This includes professional pre-university and higher education.

⁴⁰⁴ It is important to note that if single parents have registered a marriage, the right to receive an allowance for children born or adopted before the marriage is preserved, unless such children were adopted by their spouse.

⁴⁰⁵ The average monthly total income per family member is calculated by dividing the average monthly total income of the family (household) by the number of family (household) members.

Based on a sample household of a single parent with an income of UAH 2,684 and one child, the following benefit levels are provided:

Age Group of the Child	Calculation	Benefit Levels			
		Current Benefit Levels (Maximum)	Inflated Benefit Levels (Maximum)	Adequacy Gap	
0–5 years	UAH 930 ⁴⁰⁶	UAH 2,272	UAH 5,756	UAH -3,484	61%
6–18 years	UAH 1,491 ⁴⁰⁷	UAH 2,833	UAH 7,167	UAH -4,334	61%

Table 36. Allowance for Single Parents: benefit levels

The Allowance for Single Parents is granted from the month of submission and paid on a monthly basis until the child reaches the age of 18 (until the age of 23 if the child continues onto higher education). If there are unemployed able-bodied persons in the family who have reached the age of 18, the benefit for single mothers is not granted⁴⁰⁸ (some exceptions are envisaged for families with persons with disability or persons who suffer from illnesses). If an unemployed able-bodied person has been registered as unemployed and has not been employed or secured a job on his/her own during the six-month period, the amount of subsequent benefit is reduced by 50 per cent during the next application, and by 75 per cent for the following period.⁴⁰⁹

Recipients are required to renew their application every six months. ✨ During martial law, previously granted payments are extended (in areas experiencing active hostilities) for the period of martial law and one month after its termination or cancellation. The payment of benefits is not suspended even if the recipient has missed the deadline for its reconfirmation. After termination or cancellation of martial law, recipients shall update their documents within a month to continue receiving assistance.

The number of recipients has been decreasing since 2021 and is unfortunately expected to further decrease:

	2021 (Actual)	2022 (Actual)	2023 (Actual) ⁴¹⁰	2024 (Plan) ⁴¹¹
Recipients (thousand)	123.7	109.5	72.1	88.8
Funding UAH (million)	2,138.1	1,989.7	1,183.4	1,925.0
Average Benefit Level (UAH)	1,440.4	1,514.3	1,367.7	1,806.5

Table 37. Allowance for Single Parents: number of recipients, funding, average benefit levels for 2021–2023⁴¹²

Eligible persons can apply in person or via postal services. The processing time for documents submitted on paper is 10 days. Foreign documents on childbirth must be legalised and translated prior to submission. Single parents abroad who are unable to confirm their single status may apply at Departments for Social Protection.

⁴⁰⁶ Calculation: UAH 1,342 [income for one person] = UAH 2,684 [income] / 2 persons (parent and 1 child); UAH 930 [Allowances for Single Parent] = UAH 2,272 [Subsistence Minimum for Children 0–5] – UAH 1,342 [per capita income]

⁴⁰⁷ Calculation: UAH 1,342 [income for one person] = UAH 2,684 [income] / 2 persons (parent and 1 child); UAH 1,491 [Allowances for Single Parent] = UAH 2,833 [Subsistence Minimum for Children 6–18] – 1,342 UAH [per capita income]

⁴⁰⁸ Cabinet of Ministers, On Approval of the Procedure for the Appointment and Payment of State Aid to Families with Children (decree № 1751 of 27 December 2001, Article 35-2), 2021, Link: <https://zakon.rada.gov.ua/laws/show/1751-2001-%D0%BF#n244:~:text=>

⁴⁰⁹ Ibid.

⁴¹⁰ Ministry of Social Policy, Report on Budget Program Execution for 2023, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

⁴¹¹ Ministry of Social Policy, Budget Program Passports for 2024, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

Legal Basis

The Law of Ukraine On State Assistance to Families with Children⁴¹³

Decree of the Cabinet of Ministers №1751 of 27 December 2001 On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children⁴¹⁴

Order of the MoSP №3 of 9 January 2023 On Approval of the Application Form for All Types of Social Assistance and Compensation⁴¹⁵

Table 38. Allowance for Single Parents: legal basis

10.2 Adults

Social assistance for working adults largely relies on the ability to contribute to social insurance programmes such as unemployment benefits. Non-contributory social assistance is only provided for low-income, disabled adults, and directly war-affected families, which leaves the middle-class vulnerable to sliding into poverty.

10.2.1 Unemployment Insurance

Criteria	Targeting	Benefit Levels	Duration	Enrolment
Unemployed person with relevant insurance period		UAH 1,500 to UAH 6,700	Depends on insurance period. During martial law shall not exceed 90 days	 

Compulsory state social insurance against unemployment is a system of rights, obligations and guarantees that provides social assistance in the event of unemployment due to circumstances beyond the control of the insured persons.⁴¹⁷ The benefits are provided to persons who have an insurance period of seven months during the last 12 months.

The duration and amount depend on the insurance period as well as the income:⁴¹⁸

Insurance Period	Duration of Benefits ⁴¹⁹	Benefits Calculation (% of Salary) ⁴²⁰	Benefit Levels Based on Assumed Income of UAH 6,700 ⁴²¹
≤ 3 years	180 calendar days	50%	UAH 3,350
> 3–6 years	210 calendar days	55%	UAH 3,685
> 6–12 years	240 calendar days	60%	UAH 4,020
> 12–18 years	270 calendar days	65%	UAH 4,355
> 18–24 years	300 calendar days	70%	UAH 4,690
> 24–30 years	330 calendar days	75%	UAH 5,025
> 30 years	360 calendar days	80%	UAH 5,360

Table 39. Unemployment Benefits: benefit levels

⁴¹² Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

⁴¹³ Rada, On State Assistance to Families with Children (law № 2811-XII), 1993, Link: <https://zakon.rada.gov.ua/laws/show/2811-12#Text>

⁴¹⁴ Cabinet of Ministers, On Approval of the Procedure for Appointment and Payment of State Assistance to Families with Children (decree № 1751), 2001, Link: <https://zakon.rada.gov.ua/laws/show/1751-2001-%D0%BF#Text>

⁴¹⁵ Ministry of Social Policy, On Approval of the Application Form for All Types of Social Assistance and Compensation (order № 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/z0145-23#Text>

⁴¹⁶ Collaborative Cash Delivery, Live discussion paper. Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System, 2024, Link: <https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-ukrainian-social-protection-system>

⁴¹⁷ In addition, unemployment benefits may be granted to the following categories of people: 1) people searching for their first employment, 2) single parents who care for a child with a disability, 3) one of the parents; foster parents; foster parents of a family-type children's home; adoptive parent; guardian, or custodian of a child with a disability of sub-group A, who are entitled to the childcare allowance.

⁴¹⁸ For a person whose insurance period is at least 15 years and who has not received unemployment benefit during the last 15 years, the percentage of the average wage (income) shall be increased by 10 per cent when determining the amount of unemployment benefits.

⁴¹⁹ For the period of martial law, the duration of unemployment benefit payment may not exceed 90 calendar days. For the unemployed whose unemployment benefit payment period exceeds 90 days as of 21 September 2022, unemployment benefit payment shall be terminated in 30 calendar days.

⁴²⁰ In general terms, the maximum amount of benefit shall not exceed 1.5 times the minimum wage. For the period of martial law, the maximum amount of unemployment benefit may not exceed the minimum wage established by law as of 1 January of the calendar year.

⁴²¹ Minimum salary.

During the first half of the unemployment benefit period, 100 per cent of the benefit amounts defined above is paid, whereas only 50 per cent is provided for the second half.

Receiving unemployment benefits is contingent on unemployment status, which is granted by Regional Employment Centres. An application for unemployed status can be submitted in person or via the Diia portal. A registered IDP who does not have the required documents may be granted unemployment status until the documents and information on periods of employment, salary (income), and insurance period are received. In such cases, unemployment benefits are granted as per the minimum wage (see above example).⁴²² The duration of unemployment benefit in this case cannot exceed 120 calendar days. Upon receipt of the required documentation, the decision on granting unemployment benefit to the IDP is reviewed.

As stated below, funding for unemployment benefits has substantially decreased, while unemployment has increased substantially since the full-scale invasion. In 2022, Ukraine's unemployment rate increased from 9.8 per cent to 25.8 per cent, according to estimates by the National Bank of Ukraine (NBU).

	2021 (Actual)	2022 (Actual)	2023 (Actual)	2024 (Plan)
Recipients (thousand)	1,034.1 ⁴²³	756.6 ⁴²⁴	382.6 ⁴²⁵	N/A
Funding UAH (million)	15,670.10 ⁴²⁶	14,505.90 ⁴²⁷	11,858.76 ⁴²⁸	10,659.12 ⁴²⁹
Average Benefit Level (UAH)	No public data available			

Table 40. Unemployment Benefits: recipient numbers, funding levels, average benefit levels

Legal Basis
Law of Ukraine On Compulsory State Social Insurance Against Unemployment ⁴³⁰
Decree №735 of 21 June 2022 On the Peculiarities of Implementing the State Policy in the Spheres of Employment and Compulsory State Social Insurance Against Unemployment During Martial Law and After its Termination or Suspension ⁴³¹

Table 41. Unemployment Benefits: legal basis

10.3 Adults and Children with Disabilities

The number of people with disabilities grew from 2,725,800 people in 2022 to 2,893,600 people in 2023.⁴³²

Households that have members with a disability have some of the largest income-expenditure gaps. A survey of nearly 3,000 persons with disabilities and older people living in their own homes found that 64 per cent felt their pensions and social benefits were not enough to meet their basic needs, with 61 per cent concerned about price increases; 85 per cent did not have employment or other sources of income.⁴³³

⁴²² Minimum amount of unemployment benefit for 2023 is UAH 1,000.

⁴²³ State Employment Centre, Statistics, Link: https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fold.dcz.gov.ua%2Fsites%2Fdefault%2F-files%2Finfofiles%2Fsytuaciya_na_zareystrovanomu_rp_ta_diyalnist_dsz_12_2021_0.xlsx&wdOrigin=BROWSELINK

⁴²⁴ State Employment Centre, Statistics, Link: https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fold.dcz.gov.ua%2Fsites%2Fdefault%2F-files%2Finfofiles%2Fsytuaciya_na_zareyestr_rp_ta_diyalnist_dsz_12_2023_0.xlsx&wdOrigin=BROWSELINK

⁴²⁵ Ibid.

⁴²⁶ Unemployment benefits are funded from the budget of the Fund of Compulsory State Social Insurance for Unemployment (see chapter 6.4.2). The reported numbers are derived from the consolidated line item "Financial support in case of unemployment, social services and measures to promote employment, assistance for partial unemployment".

⁴²⁷ Ibid.

⁴²⁸ Cabinet of Ministers, On the approval of the budget of the mandatory state social insurance fund in case of unemployment for 2023, 2023. Link: <https://www.kmu.gov.ua/npas/pro-zatverdzhennia-biudzhetu-fondu-zahalnooboviazkovoho-derzhavnoho-sotsialnoho-s85-310123>

⁴²⁹ Cabinet of Ministers, On approval of the budget of the Compulsory State Social Unemployment Insurance Fund for 2024, 2024. Link: <https://zakon.rada.gov.ua/laws/show/98-2024-%D0%BF#Text>

⁴³⁰ Rada, On Compulsory State Social Insurance Against Unemployment, (law № 1533-III), 2000. Link: <https://zakon.rada.gov.ua/laws/show/1533-14#Text>

⁴³¹ Cabinet of Ministers, On the Peculiarities of Implementing the State Policy in the Spheres of Employment and Compulsory State Social Insurance Against Unemployment During Martial Law and After its Termination or Suspension (decree № 735), 2022. Link: <https://zakon.rada.gov.ua/laws/show/735-2022-%D0%B-F#Text>

⁴³² Press Service of the Rada, Granting permission for the controlled production and use of medical cannabis in Ukraine is a manifestation of humanity to citizens who experience constant mental, bodily or phantom pain, 2023. Link: https://www.rada.gov.ua/news/news_kom/238743.html

⁴³³ IDA, The situation of persons with disabilities in the context of the war of aggression by Russia against Ukraine, 2023. Link: <https://www.internationaldisabilityalliance.org/blog/report-situation-persons-disabilities-context-war-aggression-russia-against-ukraine-has-been>

The number of persons who are injured as a result of war will grow as the war continues, with the number of men with disabilities outpacing the number of women. The ratio of men to women in the Ukrainian Armed Forces is 78 to 22;⁴³⁴ it is thus safe to assume that the number of men injured due to the war will grow disproportionately. People acquiring disabilities in combat need urgent and comprehensive rehabilitation. This creates an obvious risk for Ukraine's social and economic development, as disabled people, especially without adequate assistance, may face difficulties accessing the labour market and require long-term state social assistance.

Overall, the official number of persons registered as having disabilities is likely lower than the actual number. According to data from the Pension Fund and MoSP, just over 2.5 million people are receiving benefits, meaning that effective coverage of those registered as having a disability is over 90 per cent. However, it is assumed that the registered number of persons with disabilities is an undercount, leaving many more people with disabilities without support. For instance, a survey by Humanity and Inclusion in 2022 found that only 41 per cent of surveyed households with at least one person with a disability were registered with the Government.⁴³⁵

The Danish Refugee Council (DRC) Protection Monitoring Snapshot for January 2024 indicates that 81 per cent of the survey respondents have an unregistered disability.⁴³⁶

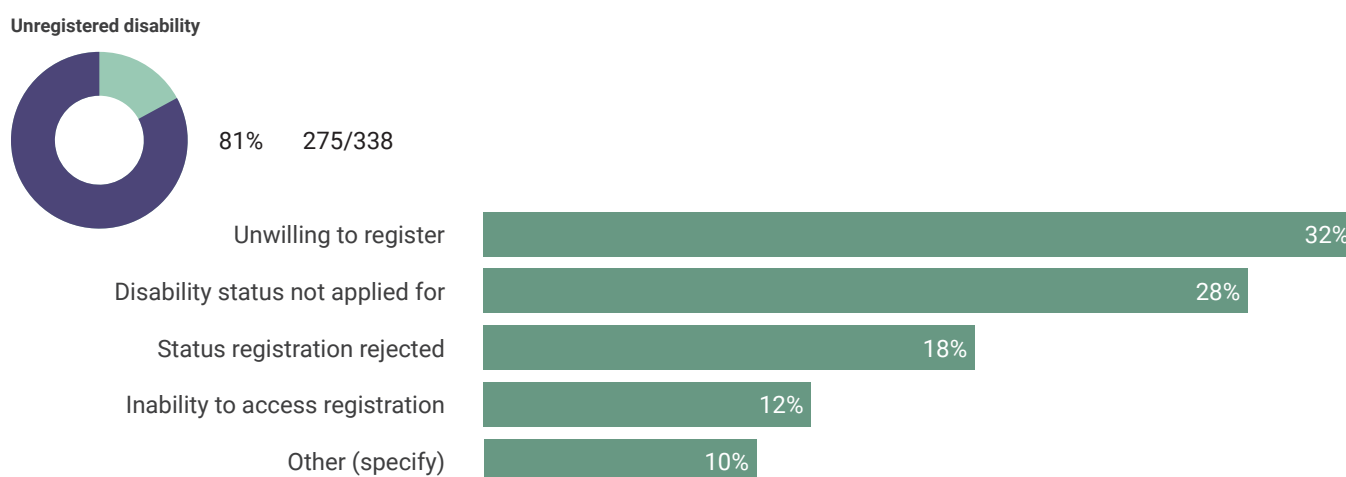


Figure 53. Unregistered disability⁴³⁷ (adapted by the PeReHID Initiative)

Practice shows that it is much more difficult for a child to be granted disability status than for an adult. For instance, disability status for children with rare diseases is often denied as the Medical and Social Expertise Commission (the decision-maker on disability status for children) feels unable to determine whether the diseases will lead to permanent disability after childhood. In addition, the Medical and Social Expertise Commission often demands the presence of both parent and child, whereas an adult's disability can be registered in absentia and even from abroad.

⁴³⁴ Hendrix, Steve and Serhii Korolchuk, On the front lines, Ukrainian women are often the first responders, Washington Post, 3 July 2022. Link: <https://www.washingtonpost.com/world/2022/07/03/ukraine-military-women-record-numbers-medics/>

⁴³⁵ Collaborative Cash Delivery, Live discussion paper. Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System, 2024, Link: <https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-ukrainian-social-protection-system>

⁴³⁶ DRC, Protection Monitoring Snapshot, January 2024, Link: <https://reliefweb.int/report/ukraine/protection-monitoring-snapshot-ukraine-january-2024>

⁴³⁷ Ibid.

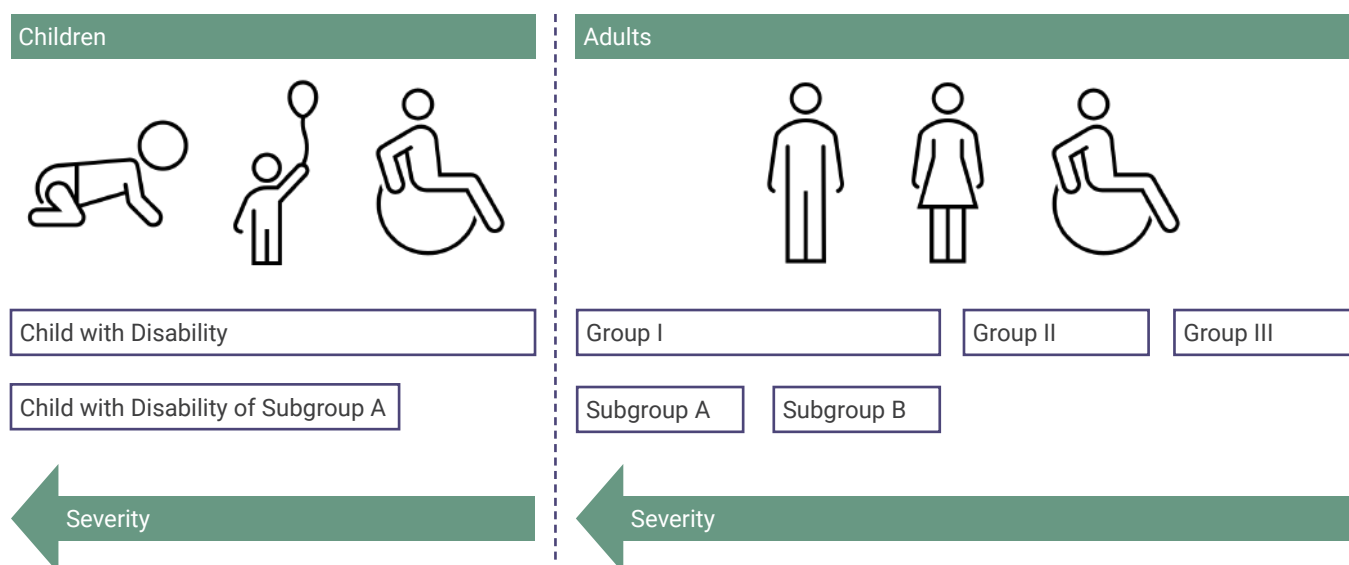


Figure 54. Classifications of disabilities in the Ukrainian social protection system

The procedure to obtain disability status is very complex and time-consuming. The whole procedure takes not less than 30 days (the term that is prescribed in law, but in practice it takes even longer) and involves at least four institutions that have to be visited in person:

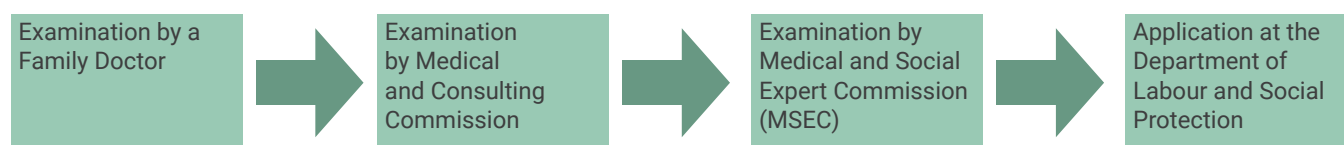


Figure 55. Procedure to obtain disability status

✳ During martial law some of the procedures were slightly eased, providing the possibility to go through the final examination remotely, but this is for the most severe disabilities only. In addition, disabilities that were caused by explosive objects or disability as a consequence of war require even more administrative steps such as the initiation of criminal proceedings.⁴³⁸

The benefit levels for these groups are tailored according to the severity of the disability. In Ukraine, adult disabilities are classified into three groups. Group I includes individuals with the most severe health conditions, who are incapable of self-care and require constant supervision, care, or assistance. Group II includes persons with persistent, severe functional disorders, but who retain the ability to take care of themselves. Group III consists of individuals with persistent functional disorders who are capable of working, yet still require social assistance and protection. For children with disabilities, the classification is divided into two categories: Child with Disability, and Child with Disability of Sub-group A. Sub-group A is reserved for children experiencing an exceptionally high degree of health loss and dependency, necessitating continuous third-party care, assistance, or dispensary supervision. More details about these groups can be found in Figure 37.⁴³⁹

⁴³⁸ It is necessary to apply to law enforcement agencies to open a criminal case, receive the extract from the relevant Register of Pre-court Investigation and then re-apply to the Inter-departmental Commission to establish the causal link between the injury and a consequence of war.

⁴³⁹ Ministry of Social Policy, Persons with disabilities, 2023, Link: <https://www.msp.gov.ua/timeline/invalidnist.html#~:text=>

Between 2001–2020, the caseload between the different groups substantially shifted: the number of persons with a disability in group III has sharply increased since 2006, whereas the number of persons with disability in group II has sharply decreased. The number of children with disability slightly increased during that period of time:

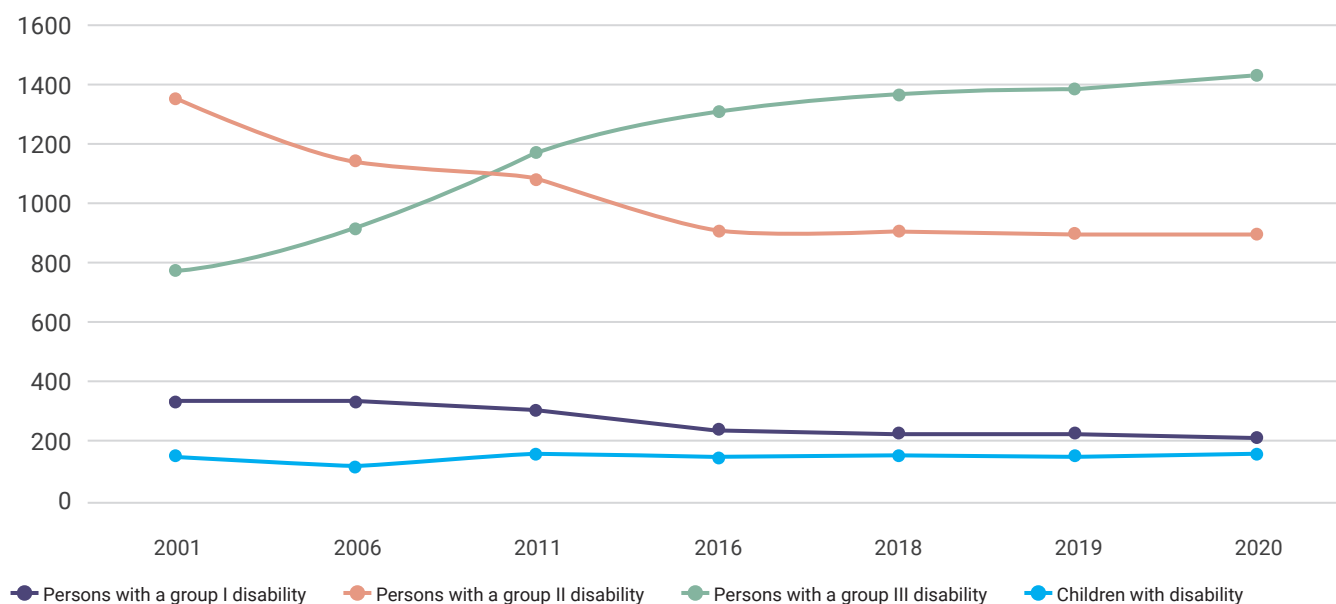


Figure 56 Number of persons with disabilities of groups I to III and children with disabilities for 2001–2020 ^{440&441}

Persons with congenital disabilities from childhood and children with disabilities are entitled to social assistance. Citizens of Ukraine, foreigners and stateless persons permanently residing in Ukraine, as well as refugees or persons in need of additional protection are entitled to apply to the following programmes:

- a) Social Assistance for Persons with Disabilities from Childhood or Children with Disabilities
- b) Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities⁴⁴²

10.3.1 Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities

Criteria	Targeting	Benefit	Duration	Enrolment
Adults or children with disability		Monthly UAH 1,465 to UAH 2,198	Age 0– ∞	

Persons who acquired a disability during childhood (0–18 years) and children born with disabilities (congenital) are eligible. It should be noted that children who acquired a disability due to explosive objects (such as anti-personnel mines, mortars, and missiles) are eligible to apply for the Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects (see chapter 11.6.3).

The assistance is granted for the entire period of disability as established by the Medical and Social Expertise Commission (MSEC). For children with disabilities, the assistance is granted for the period specified in the medical report, but not longer than until the child with disabilities reaches the age of 18, after which the person falls under groups I to III for adults.

⁴⁴⁰ OECD, Аналіз ефективності законодавчого регулювання надання соціальної допомоги в Україні для основних цільових груп, 2021, Link: <https://rm.coe.int/social-research/1680a34b25>

⁴⁴¹ Group I includes persons with the most severe health conditions who are incapable of self-care and require constant supervision, care or assistance. Group II includes persons with persistent, severe functional disorders but with the ability to take care of themselves. Group III includes persons with persistent functional disorders but with the ability to work, still being in need of social assistance and protection.

⁴⁴² The assistance is provided to the carer if the eligible person is under the age of 18 or doesn't have legal capacity.

Current legislation states that the monthly assistance should not be less than the statutory subsistence minimum. If the monthly assistance does not reach the statutory subsistence minimum for persons who have lost their ability to work, the difference will be paid as a supplement.

Eligible Persons	Calculation	Benefit Levels			
		Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap	
Persons with a group I disability from childhood	100% of the subsistence minimum for persons who have lost their ability to work	UAH 2,093	UAH 5,349	UAH -3,256	61%
Persons with a group II disability from childhood	80% of the subsistence minimum for persons who have lost their ability to work	UAH 1,675	UAH 4,279	UAH -2,604	61%
Persons with a group III disability from childhood	60% of the subsistence minimum for persons who have lost their ability to work	UAH 1,256	UAH 3,209	UAH -1,954	61%
Children with disabilities	70% of the subsistence minimum for persons who have lost their ability to work	UAH 1,465	UAH 3,744	UAH -2,279	61%
Children whose disability is related to injury or other damage to health from explosive objects	the amount of the Children with Disabilities is increased by 50%	UAH 2,198 ⁴⁴³	UAH 5,616	UAH -3,418	61%

Table 42. Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities: benefit levels

The application⁴⁴⁴ can be submitted in person to the Department for Social Protection or Administrative Service Centre at the place of residence.

	2021 (Actual)	2022 (Actual)	2023 (Actual)	2024 (Plan)
Recipients ⁴⁴⁵ (thousand)	455.6	409.6	454.7	470.2
Funding UAH (million)	13,953.0	14,823.4	16,460.6	19,355.2
Average Benefit Level (UAH)	2,552.1	3,015.8	3,016.8	3,430.3

Table 43. Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities: number of recipients, funding and average benefit levels⁴⁴⁶

10.3.2 Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities

Criteria	Targeting	Benefit	Duration	Enrolment
Unemployed parent or guardian of disabled child		Monthly 1,136 UAH to 5,666 UAH	Equal period as state social assistance	

An unemployed parent, adoptive parent, guardian, or foster parent who cares for a child with a disability full-time is eligible to apply for this social assistance. In addition, single parents (either mothers or fathers) are entitled to the allowance for caring for a child with a disability under the age of 18, regardless of the fact of work, study or state service.

The carer allowance for persons with disabilities acquired during childhood is granted for the period of disability specified in the Medical and Social Expertise Commission examination report. The carer allowance for a child with a disability under the age of 18 is granted for the same period as state social assistance.

⁴⁴³ Calculation: [Children with Disabilities] + [Children with Disabilities] * 50%

⁴⁴⁴ The application must include: ID of the applicant, personal taxpayer number, birth certificate of child with a disability, certificate of residence of a person or child with a disability and his or her representative (guardian), other documents confirming eligibility.

⁴⁴⁵ International Monetary Fund, Ukraine: Strengthening the System of Social Support for the Population, Appending 1, 1.4 for data between 2017 to 2021.

⁴⁴⁶ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

The monthly amount of the Persons with Disabilities from Childhood, Defined as Sub-group A of Group I should not be less than the amount provided in the category Child with a Disability of Sub-group A aged 6 to 18 Years. Otherwise, the difference will be paid as a supplement.

Eligible Persons	Calculation	Benefit Levels			
		Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap	
Persons with disabilities from childhood, defined as sub-group A of group I	200% of the subsistence minimum for persons who have lost their ability to work	UAH 4,186	UAH 10,698	UAH -6,512	61%
Persons with disabilities from childhood, defined as sub-group B of group I	100% of the subsistence minimum for persons who have lost their ability to work	UAH 2,093	UAH 5,349	UAH -3,256	61%
Persons with group II and III disabilities from childhood, who need constant third-party care	75% of the subsistence minimum for persons who have lost their ability to work	UAH 1,569	UAH 4,012	UAH -2,443	61%
Child with a disability of sub-group A under the age of 6	200% of the subsistence minimum for children under the age of 6	UAH 4,554	UAH 11,512	UAH -6,958	60%
Child with a disability of sub-group A aged 6 to 18 years	200% of the subsistence minimum for children aged 6 to 18 years	UAH 5,666	UAH 14,334	UAH -8,668	60%
Carer for another child with a disability	50% of the subsistence minimum for children under the relevant age category	UAH 1,136	UAH 2,878	UAH -1,742	61%
		UAH 1,417	UAH 3,584	UAH -2,167	60%

Table 44. Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities: benefit levels

The application⁴⁴⁷ may be submitted in person to the Department for Social Protection at the place of residence.

	2021 (Actual)	2022 (Actual)	2023 (Plan)
Recipients (thousand)	At the Ministry of Finance, the Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities, and Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities, are listed as one budget line item.		
Funding UAH (million)			
Average Benefit Level (UAH)			

Table 45. Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities: number of recipients, funding and average size of the benefit⁴⁴⁸

 Payments are to be provided for the period of martial law and one month after its cancellation, even if the deadline for the re-examination is missed. If a child with a disability reaches 18 years of age after February 2022 and during martial law and fails to undergo re-examination, the social assistance payment is extended throughout the period of martial law and one month after its cancellation. This is applicable only in case of impossibility to undergo re-examination.

⁴⁴⁷ Application shall be accompanied by passport (or ID) of the applicant, relevant medical certificates and other documents confirming eligibility.

⁴⁴⁸ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

Legal Basis

Law of Ukraine On State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities⁴⁴⁹

Decree of the Cabinet of Ministers №162 of 26 February 2022 On the Peculiarities of Payment and Delivery of Pensions and Allowances During the Period of Martial Law⁴⁵⁰

Decree of the Cabinet of Ministers №79 of 3 February 2021 Issues of Granting and Paying State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities⁴⁵¹

Order of the MoSP №3 of 9 January 2023 On Approval of the Application Form for All Types of Social Assistance and Compensation⁴⁵²

Table 46 Carer Allowances for Persons with Disabilities from Childhood or Children with Disabilities: legal basis

10.3.3 Disability Pension

Criteria	Targeting	Benefit	Duration	Enrolment
Disabled person who has contributed the minimum required years of insurance experience		50%–100% of the old-age pension. But not less than 2,093 UAH	Unlimited for the period of disability	

The Disability Pension is granted in case of disability resulting in total or partial loss of health as a result of labour injury or occupational disease⁴⁵³ or general illness (including non-work-related injuries, disability since childhood) regardless of when the disability occurred: during the period of employment, before employment, or after employment ceased.

A mandatory condition for this pension is a pensionable service period of 1–15 years, depending on age and disability group. However, in case of occupational injuries or disease, the Disability Pension is granted regardless of length of service. Pensions for disability due to general disease are granted if the relevant length of service is reached at the time of disability.

Depending on the severity of the disability (group I includes the most severe health issues), the following disability pensions are granted:

Eligible Persons	Calculation	Benefit Levels			
		Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap	
Group I	100% of the old-age pension	UAH 2,300	UAH 5,885	UAH -3,585	61%
Group II	90% of the old-age pension	UAH 2,100	UAH 5,350	UAH -3,250	61%
Group III	50% of the old-age pension	UAH 2,093	UAH 5,349	UAH -3,249	61%

Table 47. Social Pension (Disability): benefit levels

⁴⁴⁹ Rada, On State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities (law № 2019-III), 2001, Link: <https://zakon.rada.gov.ua/laws/show/2109-14>

⁴⁵⁰ Cabinet of Ministers, On the Peculiarities of Payment and Delivery of Pensions and Allowances During the Period of Martial Law (decree № 162), 2022, Link: <https://zakon.rada.gov.ua/laws/show/162-2022-%D0%BF#Text>

⁴⁵¹ Cabinet of Ministers, Some Issues of Granting and Paying State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities (decree № 79), 2021, Link: <https://zakon.rada.gov.ua/laws/show/79-2021-%D0%BF#Text>

⁴⁵² Ministry of Social Policy, On Approval of the Application Form for All Types of Social Assistance and Compensation (order № 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/z0145-23#Text>

⁴⁵³ A disability is considered to have occurred as a result of an occupational injury if the accident that caused the disability occurred a) in the course of performing labour duties; b) on the way to or from work; c) on the territory of an enterprise, organisation or other place of work during working hours; d) near the enterprise, organisation or other place of work during working hours; e) in the performance of state or public duties; f) when performing actions to save human life, protect state, collective and individual property, as well as to protect law and order.

Non-working disabled persons of groups II and III are entitled to a disability pension equal to the Old Age Pension if they have 35 years of pensionable years for men and 30 years for women. If a disabled person does not have sufficient pensionable years, the person can apply for the State Social Assistance to Persons not Entitled to a Pension (see chapter 11.4.2).

The disability pension may include allowances (e.g., for care, dependents), raises, additional pensions and a pension for special services to Ukraine, if the disabled person is entitled to them. If the pension amount including allowances and other additional payments to the pension does not reach the subsistence minimum established for persons who have lost their ability to work,⁴⁵⁴ such persons may apply for the Assistance for Low-Income Families (see chapter 11.5.2).

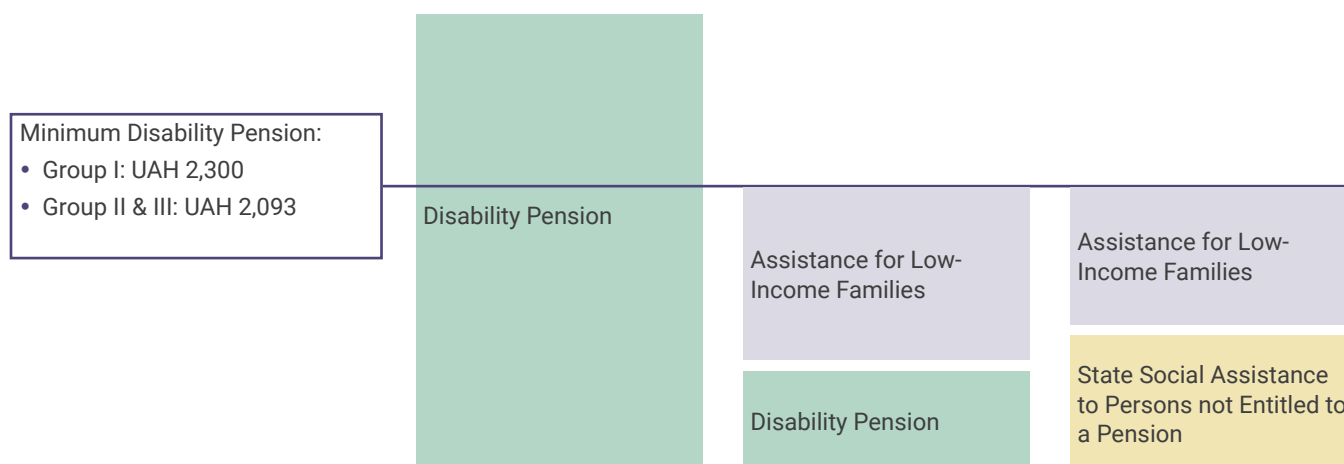


Figure 57. Disability pension system of Ukraine

Pensions are granted for the duration of the disability established by the Medical and Social Expertise Commission. Disability pensions are granted for life to disabled men over 60 and women over 55.

If the disabled person fails to complete a re-examination within the established time limit, payment of the pension is suspended. If the re-examination confirms disability, payments are resumed from the date of suspension, but for not more than one month retroactively.⁴⁵⁵ If the re-examination period is missed for a valid reason, the pension is paid from the date of suspension to the date of re-examination, if it does not exceed three years.

Application⁴⁵⁶ for the pension is possible to submit in person or through a legal representative, online or through the official website of the Pension Fund. In order to be granted the pension from the date of disability, an application must be submitted to the Pension Fund no later than three months after the date of disability.

Legal Basis

The Law of Ukraine On Obligatory State Pension Insurance⁴⁵⁷

Decree № 22-1 of 25 November 2005 On Approval of the Procedure for Submission and Execution of Documents for Granting (Recalculation) of Pensions in Accordance with the Law of Ukraine "On Compulsory State Pension Insurance"⁴⁵⁸

Table 48. Social Pension (Disability): legal basis

⁴⁵⁴ See Table 21 Statutory Minimum Subsistence levels and minimum wages 2021–2024 (in UAH)

⁴⁵⁵ Cabinet of Ministers, The Procedure for Granting and Paying State Social Assistance to Persons with Disabilities from Childhood and Children with Disabilities (Para 14), 2021, Link: <https://zakon.rada.gov.ua/laws/show/79-2021-%D0%BF#Text>

⁴⁵⁶ Documents to be submitted to receive the service: Application, residence certificate, documents on length of service, copy of the certificate of illness, passport or ID, certificate of salary, certificate of accrued amounts of financial support and paid insurance premiums, documents certifying special status (if any).

⁴⁵⁷ Rada, On Obligatory State Pension Insurance (law № 1058-IV), Link: <https://zakon.rada.gov.ua/laws/show/1058-15#Text>

⁴⁵⁸ Pension Fund, On Approval of the Procedure for Submission and Execution of Documents for Granting (Recalculation) of Pensions in Accordance with the Law of Ukraine "On Compulsory State Pension Insurance" (decree № 22-1), 2005, Link: <https://zakon.rada.gov.ua/laws/show/z1566-05#top>

10.4 Old Age Persons

The share of older people (over 60 years old) in the Ukrainian population stands at 24 per cent (8.9 million people)⁴⁵⁹. This share is expected to grow to 32 per cent by 2050.^{460 461} If the current birth, death and migration rates are maintained, the United Nations predicts a decrease in the Ukrainian population of 28 per cent by 2050.

Poverty concerns are more serious for older people than for other population cohorts. Based on HelpAge research data,⁴⁶² people over 70 years old are more likely to experience financial hardship and rely significantly more on government subsidies and payments (42 per cent) in addition to their pensions, compared to those in their 60s (27 per cent). More people over 70 years old (46 per cent) said that they do not have enough money to cover basic needs than those aged 60–69 (41 per cent). Poverty was a serious concern for older people in Ukraine prior to the full-scale war; however, they fare worse now due to inflation, loss of work including informal work, and loss of support (or decreased support) from relatives who have lost their earnings, moved away, died, or were injured.

In 2023 the average pension in Ukraine amounted to UAH 4,356.10,⁴⁶³ which is lower than the actual subsistence minimum for old people which amounts to UAH 5,349.⁴⁶⁴ Pensions have not been adjusted to match increasing inflation and decreasing purchasing power, making it difficult for older people to rely on pensions to cover their basic needs.

According to the MoSP, about 25 per cent of the population are pensioners. Despite the existence of several pension schemes, about 70 per cent of Ukraine's pensioners belong to the poorest segments of the population due to low average pensions which have not kept up with the increased cost of living.

Older women in Ukraine face significantly more financial difficulties and barriers to accessing essential goods and assistance than older men. Research by HelpAge shows that 61 per cent of women report that they do not have enough money to cover basic needs, compared to 46 per cent of men. Women's average pensions are 30 per cent lower than those of men. While 22 per cent of older women live below the government's minimum monthly subsistence level of 2,093 UAH, only 13 per cent of older men do. While 34 per cent of older women live alone, only 24 per cent of men do. For those who live with others, women are less likely to be the head of their household, and therefore may have less power in decision-making, including control over finances. There are nearly three times as many older women IDPs (14 per cent) than older men IDPs (5 per cent). However, more older men (22 per cent) reported receiving humanitarian assistance than older women (13 per cent). There are a number of likely factors for this finding, including that older women more often live alone, are less likely to still be in the workforce and thus interacting with others, and report lower mobile phone and internet use, all resulting in less access to information and connection to networks and organisations providing assistance and support.⁴⁶⁵

Older people tend to be more at risk of attacks in frontline oblasts as they do not want or cannot afford to leave their homes. According to a report compiled by United Nations human rights monitors, approximately one-third of civilians killed in the first year of full-scale war were over 60 years old, accounting for 1,346 out of 4,187 documented victims.⁴⁶⁶ In areas of intense fighting, older people remain in their homes more often than younger people and often face more difficulties to find a safe place and procure basic necessities, due to disability, chronic diseases, limited social connections, and lack of digital literacy.

⁴⁵⁹ HelpAge International, "I've lost the life I knew": Older people's experiences of the Ukraine war and their inclusion in the humanitarian response. London: HelpAge, 2023. Link: <https://www.helpage.org/silo/files/ive-lost-the-life-i-knewolder-peoples-experiences-of-the-ukraine-warreport.pdf>

⁴⁶⁰ These figures include those living in the parts of Donetsk and Luhansk regions that are not under Ukrainian Government control as of 1 January 2022, but exclude those in Crimea. "Data on the number of populations as of January 1, 2015–2022 have been presented excluding the territory of the Autonomous Republic of Crimea and the city of Sevastopol." Ukraine State Statistical Service, Population of Ukraine, 2021, 2022, Link: https://ukrstat.gov.ua/druk/publicat/kat_u/2022/zb/10/zb_nasel%20_2021.pdf and HelpAge International, "I've lost the life I knew": Older people's experiences of the Ukraine war and their inclusion in the humanitarian response, 2023, Link: <https://www.helpage.org/silo/files/ive-lost-the-life-i-knewolder-peoples-experiences-of-the-ukraine-warreport.pdf>

⁴⁶¹ Zaburanna, Lesya, Reform of the pension system: difficult times require systemic solutions, 12 May 2023, Link: <https://www.epravda.com.ua/col-umns/2023/05/12/700032/>

⁴⁶² HelpAge International, "I've lost the life I knew": Older people's experiences of the Ukraine war and their inclusion in the humanitarian response, 2023, Link: <https://www.helpage.org/silo/files/ive-lost-the-life-i-knewolder-peoples-experiences-of-the-ukraine-warreport.pdf>

⁴⁶³ The number of pensioners, including separately for newly appointed pensions, by sex, persons. Link: https://ukrstat.gov.ua/gend_rivnist/metadata_gr/10/10.htm

⁴⁶⁴ Approximate calculations of the subsistence minimum per person per month and for persons belonging to the main social and demographic groups of the population. See Social Protection chapter for details.

⁴⁶⁵ HelpAge International, "I've lost the life I knew": Older people's experiences of the Ukraine war and their inclusion in the humanitarian response, 2023, Link: <https://www.helpage.org/silo/files/ive-lost-the-life-i-knewolder-peoples-experiences-of-the-ukraine-warreport.pdf>

⁴⁶⁶ OHCHR, The Human Rights Situation of Older Persons in Ukraine in The Context of the Armed Attack by the Russian Federation Briefing Paper, May 2023, Link: <https://www.ohchr.org/sites/default/files/documents/countries/ukraine/2023/2023-HRMMU-Briefing-Note-Older-Persons-ENG.pdf>

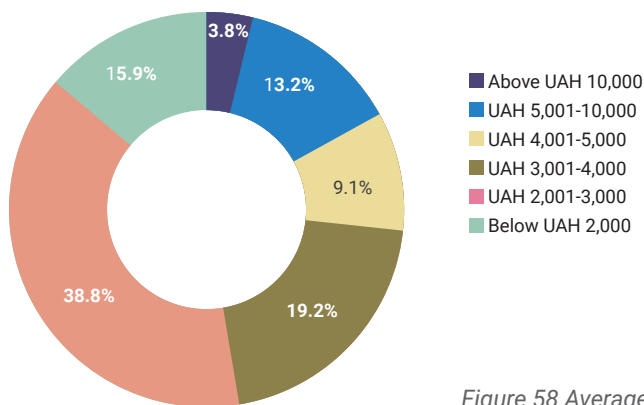


Figure 58 Average pensions⁴⁶⁷ (adapted by the PeReHID Initiative)

According to data as of 2021, 96 per cent of the older population receive pensions.⁴⁶⁸ As of 1 April 2023, more than 10.6 million people receive a pension. Out of the total number of pensioners, 6,503,900 women (60.8 per cent) and 4,193,300 men (39.2 per cent) receive pensions.⁴⁶⁹

As of 2021, women on average receive a pension of UAH 3,031 which is 30 per cent lower than the pension of men who receive on average UAH 4,242.53 per month.⁴⁷⁰ This is due to lower participation in the formal labour market, a high gender pay gap of 18.6 per cent (compared to 13 per cent in the European Union),⁴⁷¹ and unpaid care work throughout their life cycle.⁴⁷² The pension gap between women and men significantly varies across oblasts:

⁴⁶⁷ Opendatabot, Ukrainian women get 30% lower pensions than men, 2021, Link: <https://opendatabot.ua/en/analytics/pension-2021>

⁴⁶⁸ ILO, World Social Protection Report 2020–22, 2021, Link: https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---soc_sec/documents/publication/wcms_817572.pdf and UNWOMEN, Concluding observations of the UN Committee on the Elimination of Discrimination against Women on the ninth periodic report of Ukraine, 2023, Link: <https://ukraine.unwomen.org/uk/digital-library/publications/2023/09/zaklyuchni-zauvazhennya-komitetu-onn-z-likvidatsiyi-dyskryminatsiyi-shchodo-zhinok-do-devyatoyi-periodychnoyi-dopovidy-ukrayiny>

⁴⁶⁹ Pension Fund, Report on the work of the bodies of the Pension Fund of Ukraine for the 1st quarter of 2023, 2 June 2023, Link: <https://www.pfu.gov.ua/2158766-zvit-pro-robotu-organiv-pensijnogo-fondu-ukrayiny-za-i-kvartal-2023-roku/>

⁴⁷⁰ Opendatabot, Ukrainian women get 30% lower pensions than men, 2021, Link: <https://opendatabot.ua/en/analytics/pension-2021>

⁴⁷¹ ILO, Despite the war Ukraine keeps up the reform process: addressing the gender pay gap is high on agenda, 2023, Link: https://www.ilo.org/budapest/whats-new/WCMS_885044/lang-en/index.htm

⁴⁷² OHCHR, The Human Rights Situation of Older Persons in Ukraine in the Context of the Armed Attack by the Russian Federation Briefing Paper, 2023, Link: <https://www.ohchr.org/sites/default/files/documents/countries/ukraine/2023/2023-HRMMU-Briefing-Note-Older-Persons-ENG.pdf>

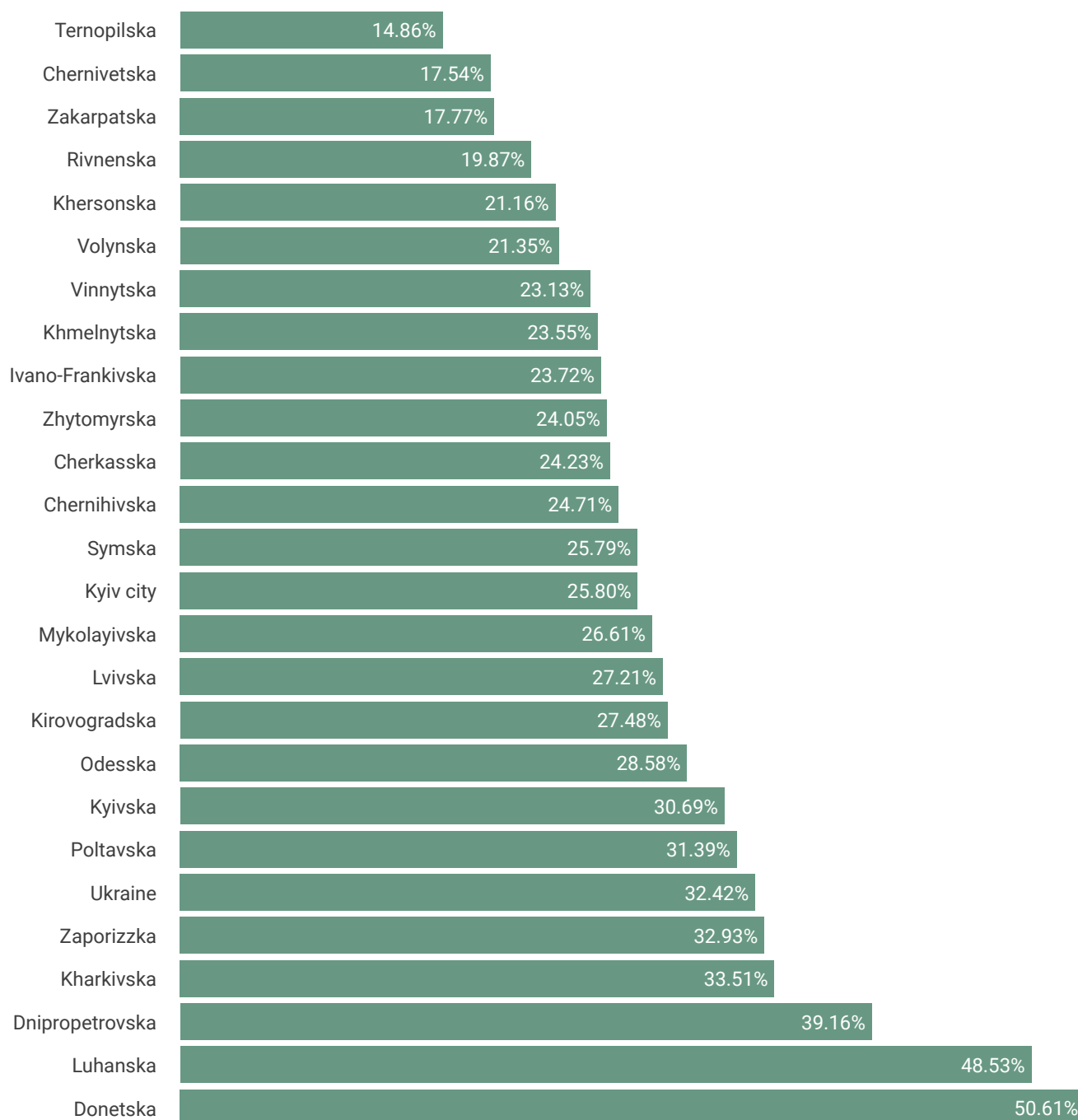


Figure 59. Pension gap according to regions⁴⁷³ (adapted by the PeReHID Initiative)

Old age people who have not contributed to the Old Age Pension are eligible to apply for the Social Assistance to Persons not Entitled to a Pension, which provides only a low level of financial protection against age-related poverty,⁴⁷⁴ as well as the Assistance for Low-Income Families.

⁴⁷³ UN WOMEN, ГЕНДЕРНИЙ АНАЛІЗ РЕГІОНАЛЬНОГО РОЗВИТКУ УКРАЇНИ, 2021, Link: <https://ukraine.unwomen.org/uk/digital-library/publications/2022/11/gendernyy-analiz-rehionalnoho-rozvytku-ukrayiny>

⁴⁷⁴ OHCHR, The Human Rights Situation of Older Persons in Ukraine in the Context of the Armed Attack by the Russian Federation Briefing Paper, 2023, Link: <https://www.ohchr.org/sites/default/files/documents/countries/ukraine/2023/2023-HRMMU-Briefing-Note-Older-Persons-ENG.pdf>

Many old age people, especially in rural areas, supplement their diet through home-grown food from their land plots⁴⁷⁵.

Ukrainian old age pension programmes and schemes are based on four elements:

1. The Old Age Pension is an instrument of social insurance, an element of contributory social protection. Currently, 22 per cent of the salary is paid by the employer as a Unified Social Contribution, from which 85.62 per cent is allocated to the pension.⁴⁷⁶ It is mandatory for all employers to pay for their employees and for individual entrepreneurs and self-employed citizens. Information on the amount of the contribution made by the employer is entered into a person's account on a monthly basis. Upon reaching retirement age and sufficient contributory years, a citizen applies to the Pension Fund for a pension. The amount of the pension is determined individually for each pensioner, depending on the length of the insurance period and the amount of the contribution. The minimum amount is UAH 2,093 and the maximum pension is UAH 20,930 (see chapter 11.4.1).
2. Those who do not have any pension contributions are eligible for the Social Assistance to Persons not Entitled to a Pension, which is a non-contributory pension scheme covering the minimum pension (see chapter 11.4.2).
3. For people whose pensions do not reach the subsistence minimum, the Old Age Pension is complemented by the Assistance for Low-Income Families (GMI). The combined income of Old Age Pension and Assistance for Low-Income Families amounts to UAH 2,093 (see chapter 11.5.2).
4. Disability Pension (contributory) is granted in case of total or partial loss of health as a result of labour injury, occupational disease or general illness (including non-work-related injuries; disability since childhood). The disability pension is granted regardless of when the disability occurred – during the period of employment, before employment, or after employment ceased (see chapter 11.3.4).

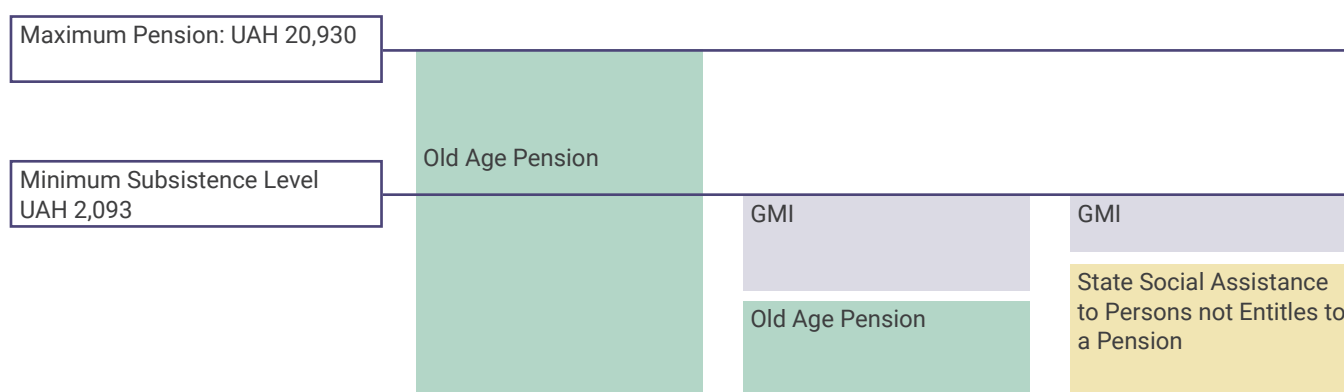


Figure 60. Old age social assistance system of Ukraine

⁴⁷⁵ Ibid.

⁴⁷⁶ Rada, On Approval of the Proportions of the Distribution of the Single Contribution for Mandatory State Social Insurance, 2023, Link: <https://zakon.rada.gov.ua/laws/show/675-2014-%D0%BF#Text>

Combined, these programmes aim at minimizing coverage gaps for the old age population:

Age	60	61	62	63	64	65+
Contributory Years						
≥30	Old Age Pension	Old Age Pension	Old Age Pension	Old Age Pension	Old Age Pension	Old Age Pension
≥20	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	Old Age Pension	Old Age Pension	Old Age Pension
≥15	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	Old Age Pension
0	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	Assistance for Low-Income Families	State Social Assistance to Persons not Entitled to a Pension

Table 49. Old age social assistance coverage through pensions and minimum income programmes

The benefits for (a) Old Age Pensions, (b) State Social Assistance to Persons not Entitled to a Pension, and (c) Disability Pension can be received through Oschadbank Ukrainian state bank or Ukrposhta. Citizens of Ukraine residing in areas under temporary military control by the Russian Federation are entitled to receive these assistances through the bank upon application to the Pension Fund or the Department for Social Protection at a place of registry in a Government-controlled area (GCA). As crossing the frontline remains severely restricted, residents of these areas are forced to travel to GCA using expensive and legally challenging routes through Russia.⁴⁷⁷

In May 2022, Ukraine's total monthly pension costs were estimated at USD 1.6 billion. The central state budget financed about USD 400 million per month of pension expenditures before the war, with expected financing close to USD 600 million going forward due to a drop in social security contributions revenues due to lost livelihoods.⁴⁷⁸ These contributions through the state central budget cover about 40 per cent of the total pension expenditures, which represents about 10 per cent of GDP.⁴⁷⁹

In response to the full-scale invasion, the World Bank provided funding to the Pension Fund through the Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) project.⁴⁸⁰

10.4.1 Old Age Pension

Criteria	Targeting	Benefit	Duration	Enrolment
Reaching retirement age and contributory years		UAH 2,093–UAH 20,930	Unlimited starting at the age of 60 (depending on years of insurance)	

In 2018, the minimum retirement age for women and men was set at 60 years. The following table outlines the year of retirement with the required contributory years for pensioners who start their pension at the age of 60, 63, and 65 years:

⁴⁷⁷ OCHA, Ukraine Humanitarian Response 2023, 2023, Link: <https://reports.unocha.org/en/country/ukraine/#cf-0H1uQW98CftCL8KxCdj9>

⁴⁷⁸ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b8ae55bfe32f.pdf>

⁴⁷⁹ Ibid.

⁴⁸⁰ World Bank Group, Supporting Ukraine through the War, Link: <https://www.worldbank.org/en/country/ukraine/brief/peace>

Year of Retirement	Age of Pensioner		
	60 Years	63 Years	65 Years
2018	25	15–25	15
2019	26	16–26	15–16
2020	27	17–27	15–17
2021	28	18–28	15–18
2022	29	19–29	15–19
2023	30	20–30	15–20
2024	31	21–31	15–21
2025	32	22–32	15–22
2026	33	23–33	15–23
2027	34	24–34	15–24
2028	35	25–35	15–25

Table 50. Old Age Pension: retirement year and required contributory years for different age groups

The minimum amount of the Old Age Pension with relevant insurance period is set at the subsistence minimum for persons who have lost their ability to work, as determined by law. Since 1 January 2018, relevant insurance experience is a prerequisite for granting an Old Age Pension.⁴⁸¹ Before reaching this age, such persons may be granted state social assistance under the conditions and in the manner prescribed by the Law of Ukraine on State Social Assistance to Low-Income Families.

For each full year of the insurance period exceeding 30 years for persons who have reached the age of 60 as of 2023, the Old Age Pension will be increased by not more than 1 per cent of the minimum amount of the Old Age Pension. A person's excess insurance period may not be limited. The maximum amount of a pension (including allowances, additional pensions, targeted financial assistance, indexation, etc.) may not exceed 10 subsistence minimums established for persons who have lost their ability to work (UAH 20,930).

People who have reached retirement age and have the required insurance record can apply for an Old Age Pension one month before reaching retirement age. The Old Age Pension can be granted automatically if all the necessary information is in the Register of Insured Persons of the Pension Fund of Ukraine (the employer or the insured person submitted a work record book for digitisation). If the register does not provide a sufficient pension contribution duration, an application⁴⁸² must be submitted.

The tables below outline the different application processes for displaced people depending on place of residence and date of forced displacement:

Citizens of Ukraine who moved from the occupied territories of Donetsk, Luhansk oblasts; Crimea prior to February 24, 2022

- 1 Every six months, pensioners must verify their identity at the bank, otherwise pension payments will be suspended. For pensioners who do not have IDP status, identification verification is automatic upon withdrawal through Ukrposhta.
- 2 Pensions can only be received through accounts at Oschadbank.
- 3 All social assistance can only be received through a bank account. Exceptions are certain categories of persons with disabilities. (Other recipients have the option to receive payments through the post office.)
- 4 Cannot receive payment in arrears for pensions and cannot receive uncollected pension payments in the case of death of a pensioner according to the general rules.
- 5 Individual citizens face challenges accessing pensions (including preferential ones)⁴⁸³ due to the impossibility of confirming work experience and the absence of necessary documents.

⁴⁸¹ When reaching the age of 65, a person without relevant insurance experience can apply for Social Assistance to Persons not Eligible for Pension. See chapter 11.4.2.

⁴⁸² The list of basic documents required to apply for a pension: passport (or ID), individual taxpayer number, documents on insurance period (employment record book, diploma, full-time education, military ID card, etc.), a salary certificate for 60 consecutive months before July 2000 (at the request of the pensioner), documents confirming the special status of the person (if any).

⁴⁸³ The legislation of Ukraine in the field of pension provision envisages the possibility for individuals to receive preferential pensions based on age. This right arises for workers employed in jobs with particularly harmful and particularly difficult working conditions. See Labor Protection Service, Old-age pension on preferential terms, 2023, Link: <https://pro-op.com.ua/article/467-priznachennya-pens-za-vkom-na-plgovih-umovah>

Citizens of Ukraine who moved after February 24, 2022

- 1 Are not restricted by point I, which applies only to those displaced prior to February 24, 2022.
- 2 Pensioners from Crimea face problems when receiving pensions in connection with Cabinet of Ministers of Ukraine Resolution No.234, due to the need to prove they do not receive pension payments from the Russian Federation; this also applies to those who moved before 24 February 2022, but appealed to the Pension Fund after the start of the full-scale invasion.
Pensioners from Crimea who moved after 24 February 2022 need to get their pension record from the Russian Federation to access pensions, but the Russian Federation does not provide this record.
- 3 Individual citizens face challenges accessing pensions due to the impossibility of confirming work experience and the absence of necessary documents.

Citizens of Ukraine who moved from the temporarily occupied areas of Donetsk, Luhansk oblasts; Crimea, and did not receive IDP certificates

- 1 Face challenges applying for state social protection programmes, applying to state bodies, and receiving administrative services due to the lack of IDP certificates.
- 2 Are subject to the discriminatory regulation of legislation regarding IDPs who were registered before 24 February 2022, since paragraph 1 of Resolution of the Cabinet of Ministers of Ukraine No.637 provides that the procedure for making social payments to IDPs also applies to persons who refused the certificate of registration of IDPs, and registered their place of residence and permanently reside in territory where the state authorities exercise their powers.
- 3 Cannot receive payment in arrears for pensions on general grounds,⁴⁸⁴ in the terms that apply to other pensioners, and in full.

Citizens of Ukraine who remained in their homes in occupied areas of Donetsk and Luhansk oblasts (within the territories occupied until February 24, 2022)

- 1 Did not receive and do not receive pensions and social benefits from the Government of Ukraine (except for persons registered as IDPs).
- 2 When moving to territory under the control of the Government of Ukraine after February 24, 2022, unpaid pensions can be received only after registration as an IDP, in a separate procedure⁴⁸⁵ and only for a three-year period prior to the date of application.

Citizens of Ukraine who remained in their homes in temporarily occupied Crimea

- 1 Could receive pensions and social assistance from the Government of Ukraine according to a separate mechanism and only in case of confirmation of non-receipt of pensions from authorities of the Russian Federation.
- 2 Upon moving to territory under the control of the Government of Ukraine after February 24, 2022, they were refused pensions due to the impossibility of adhering to Cabinet of Ministers of Ukraine Resolution No.234 of July 2, 2014, which envisions getting the pension case (record) from responsible agencies of the Russian Federation. In addition, such persons face difficulties confirming their work experience.

People who remained in their homes in areas captured by the Russian Federation after February 24, 2022

- 1 Accrue pensions as usual, but payments depend on the ability of the state to make payments (i.e. on the person's location).⁴⁸⁶

⁴⁸⁴ The general conditions for assigning an old-age pension are determined by Article 26 of the Law of Ukraine No.1058-IV dated 7 September 2003 On Mandatory State Pension Insurance.

⁴⁸⁵ The connection of the right to receive a pension with the need to obtain a certificate of registration as an IDP and the need to pass checks on the actual place of residence and identification led to the limitation or deprivation of the possibility of IDPs to have access to a pension as the only source of income.

⁴⁸⁶ Grupa Vplyvu, An overview of the specifics of paying pensions to internally displaced persons and residents of the temporarily occupied territories, 2022, Link: <https://www.vplyv.org.ua/archives/6889>

✳ In order to address pension-related issues which arose due to the war in 2014 which escalated into the full-scale invasion in 2022, Pension Fund bodies have introduced an extraterritorial principle of servicing recipients. Ukraine's Parliament passed Law No.2981-IX, which extends the period for submitting pension applications for individuals living in areas outside the control of the Government (2014–2022) or in areas experiencing active conflict.⁴⁸⁷ Under this law, individuals can apply for their pension during martial law and up to three months after it ends. Pensions will be retroactively granted from the date when the person becomes eligible, whether that is upon reaching retirement age or being recognized as a person with a disability. It is important to note that all territories fitting this description are listed and regularly updated by the Ministry of Reintegration of the Temporarily Occupied Territories (MTOT). Inclusion in this list serves as a basis for receiving government housing assistance for IDPs.

An application for a pension can be submitted in person to any Administrative Service Centre⁴⁸⁸ or online via the fund's website or in the Diia portal.

✳ During the period of martial law and for three subsequent months, an application for allocation (renewal) of a pension and documents required for the appointment (renewal) of a pension by persons temporarily residing abroad and who have received temporary protection or refugee status may be sent by postal services. About 78 per cent of pension payments are directly deposited in recipients' commercial bank accounts, while 22 per cent of the payments are transferred through Ukrposhta which also provides home delivery service for incapacitated recipients.⁴⁸⁹

✳ In response to the war, pensions could be transferred to new addresses through the Ukrainian postal service.⁴⁹⁰ Moreover, pensioners can provide power of attorney to a trusted person to collect their pensions on their behalf.

	2021 (Actual)	2022 (Actual)	2023 (Plan)	2024 (Plan)
Funding UAH (million)	350,067.2 ⁴⁹¹	385,313.2 ⁴⁹²	437,805.2 ⁴⁹³	526,714.5 ⁴⁹⁴

Table 51. Old Age Pension: funding

Due to the conflict, Ukrposhta is unable to deliver pensions to areas under the temporary military control of the Russian Federation or areas experiencing active hostilities. In order to make the payment system more shock-responsive for persons who used to receive payments through Ukrposhta services, the Pension Fund launched the possibility to deposit pensions in bank accounts in a designated bank, which lowers access barriers related to the conflict.⁴⁹⁵ Pension recipients can claim pensions at all bank branches within government-controlled areas by presenting a passport and a certificate with a tax number (or an ID card). If pensions are not claimed within six months, the pension is returned to the Pension Fund and the recipient can request the fund to resume paying the pension through Ukrposhta or a regular commercial bank.⁴⁹⁶

It is important to note that access to areas under the military control of the Russian Federation continues to be extremely challenging, despite extensive efforts and ongoing engagements.⁴⁹⁷

487 See as a recent list of "temporarily occupied territories": Ministry of Reintegration of the Temporarily Occupied Territories Of Ukraine, On Approval of the List of Territories Where Hostilities Are (Were) Conducted or Temporarily Occupied by the Russian Federation, 2022, Link: <https://zakon.rada.gov.ua/laws/show/z1668-22#Text>

488 An Administrative Service Centre is a permanent working body or executive body (structural unit) of a local self-government body or local state administration where administrative services are provided. Its functions are regulated by the Law on Administrative Services, Link: <https://zakon.rada.gov.ua/laws/show/5203-17#Text>

489 World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

490 World Bank, Tracking Social Protection Responses in Ukraine and Other Countries Living paper v.3, (April 8, 2022), 2023, Link: <https://documents1.worldbank.org/curated/en/451971649433673308/pdf/Living-Paper-3.pdf>

491 Pension Fund, Report on Pension Fund Execution for 2021, 2022, Link: <https://www.pfu.gov.ua/2152676-zvit-pro-vykonannya-byudzhetu-pensijnogo-fondu-ukrayiny-za-2021-rik-3/>

492 Pension Fund, Report on Pension Fund Execution for 2022, 2023, Link: <https://www.pfu.gov.ua/2157129-zvit-pro-vykonannya-byudzhetu-pensijnogo-fondu-ukrayiny-za-2022-rik/>

493 Pension Fund, Report on Pension Fund Execution for 2023, 2024, Link: <https://www.pfu.gov.ua/2164920-zvit-pro-vykonannya-byudzhetu-pfu-za-2023-rik/>

494 Pension Fund, Draft Budget of the Pension Fund for 2024, 2023, Link: <https://www.pfu.gov.ua/2162380-proyekt-byudzhetu-pensijnogo-fondu-ukrayiny-na-2024-rik/>

495 Payments are provided through Oschadbank. Source: Cabinet of Ministers, Order of the Cabinet of Ministers № 25-p, January 2004, Link: <https://www.face-book.com/MLSP.gov.ua/posts/691711959661475>

496 World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

498 For more information, please see OCHA, Ukraine Humanitarian Response 2023, 2023, Link: <https://reports.unocha.org/en/country/ukraine/#cf-0H1uQW-98CaftCL8KxCd9>

Legal Basis

The Law of Ukraine On Obligatory State Pension Insurance⁴⁹⁸

Decree №22-1 of 25 November 2005 On Approval of the Procedure for Submission and Execution of Documents for Granting (Recalculation) of Pensions in Accordance with the Law of Ukraine "On Compulsory State Pension Insurance"⁴⁹⁹

Table 52. Old Age Pension: legal basis

Currently, two major reforms are in the legislative process: the **Draft Law on Accumulative Pension Provision**⁵⁰⁰ and the **Draft Law on Amendments to Certain Laws of Ukraine Concerning Proportional Calculation of Insurance Period for Persons Who Worked Outside of Ukraine**⁵⁰¹.

The **Draft Law on Accumulative Pension Provision** aims to ensure that Ukraine's pension system can be maintained at an adequate level: a compulsory accumulative pension system is necessary to build up pension savings and increase the replacement rate as the main indicator of the adequacy of pension payments.

Ukraine suffers from a high population decline caused by labour emigration, low birth rate, high mortality and forced displacement as well as death due to the war. In the coming decades, the population decline will be driven almost exclusively by the working-age population. Low fertility rates and increased life expectancy will have significant implications for the pension system. The decline in the working-age population alone will result in a reduction in the number of social contribution payers. At the same time, expenditures on social assistance and care for the elderly, including pension expenditures, will grow along with the increased share of elderly people in the population.

The introduction of an accumulative pension system aims to ensure the formation of pension savings and an increase in the aggregate replacement rate as the main indicator of the adequacy of pension payments. It will gradually lead to an increase in the level of social assistance for people of retirement age. The accumulative pension system aims to enable persons to receive additional pension payments upon reaching retirement age. The draft law proposes that the funds of the accumulative pension system are the property of the system participants in the amount accumulated in their individual accounts. In the event of a person's death, the ownership of pension savings is transferred to his or her survivors.

The draft law provides for mandatory participation in the funded pension system for all categories of employees until they reach the age of 55, and mandatory payment of pension contributions by employers. The introduction of the compulsory accumulative pension system will gradually lead to an increase in the level of social assistance for people of retirement age.

According to the draft, accumulative pension funds will receive contributions from (1) employers, (2) state contributions on a parity basis with employers, and (3) voluntary contributions from citizens. Hence, employers will pay a contribution of 1 per cent of employees' salaries in 2023, 1.5 per cent in 2024, and 2 per cent in 2025, and the state will co-finance such contributions on a parity basis at the expense of the State Budget of Ukraine. At the same time, the amount of the Unified Social Contribution paid by the employer remains unchanged, and the accumulation contribution is included in the Unified Social Contribution. At the employee's request, the amount of his or her own contributions may be increased. The state will co-finance such contributions on a parity basis within 3 per cent of the average wage by type of economic activity. As a result, the system based on solidarity of generations, where the contributions of the working population are used to pay for pensions of people of pension age, is replaced by an accumulative system whereby contributions are accumulated for a person's own pension.

⁴⁹⁸ Rada, On Obligatory State Pension Insurance (law № 1058-IV), Link: <https://zakon.rada.gov.ua/laws/show/1058-15#Text>

⁴⁹⁹ Pension Fund, On Approval of the Procedure for Submission and Execution of Documents for Granting (Recalculation) of Pensions in Accordance with the Law of Ukraine "On Compulsory State Pension Insurance" (decree № 22-1), 2005, Link: <https://zakon.rada.gov.ua/laws/show/z1566-05#top>

⁵⁰⁰ Ministry of Social Policy, Explanatory note to the Draft Law On Amendments to Certain Laws of Ukraine on the Provision of Basic Social Assistance and Social Scholarships, 2023, Link: <https://www.msp.gov.ua/projects/834/>

⁵⁰¹ Rada, Draft Law on Amendments to Certain Laws of Ukraine Regarding the Proportional Calculation of Insurance Length of Persons Who Worked Outside of Ukraine, 2023, Link: <https://itd.rada.gov.ua/billInfo/Bills/Card/42235?ref=svtv.org>

In addition, the **Draft Law on Amendments to Certain Laws of Ukraine Concerning Proportional Calculation of Insurance Period for Persons Who Worked Outside of Ukraine** is currently in the legislative process. The purpose of the draft law is to revise the calculation of the insurance period for persons who worked outside Ukraine. The is necessitated by the denunciation of pension agreements with member states of the Commonwealth of Independent States (CIS).⁵⁰²

Prior to the war, the Pension Fund of Ukraine and the Pension Fund of the Russian Federation certified the duration of employment and the amount of contributions. However, after the full-scale invasion by the Russian Federation, contacts between the respective state institutions were terminated. In addition, the Russian Federation (like Ukraine) adopted a law on denunciation of the Agreement on Guarantees of the Rights of Citizens of the CIS Member States with regard to provision of pensions. Ukraine has also withdrawn from the agreement, and therefore citizens of Ukraine who have acquired pensionable service in CIS member states will lose the right to receive pensions in Ukraine.

The draft law provides for additional grounds for termination of pension payment in the following cases:

- a) temporary residence abroad (upon the pensioner's application for termination of payment);⁵⁰³
- b) a person is declared missing or declared dead;
- c) the pension has not been received for six consecutive months,⁵⁰⁴ or in the absence of expenditure transactions in bank accounts to which pensions are paid for six consecutive months;⁵⁰⁵ or
- d) the pension recipients have not undergone physical identification.

Citizens of Ukraine who reside or have resided in areas under the temporary military control of the Russian Federation are eligible to receive the Old Age Pension unless they already receive a pension from authorities of the Russian Federation.⁵⁰⁶

10.4.2 Social Pension: Social Assistance to Persons Not Entitled to a Pension ⁵⁰⁷

Criteria	Targeting	Benefit	Duration	Enrolment
Persons who reached the age of retirement but are not entitled to a pension		30% to 150% of the subsistence minimum for persons who have lost their ability to work	For life	 
Person with disability			For the period of disability	
Child of a deceased breadwinner			Up to 18 years (23 years if child pursues higher education)	

The Social Assistance to Persons Not Entitled to a Pension is a monthly assistance to persons who are not entitled to a pension as well as to disabled persons. Unlike the Old Age Pension, the Social Pension is not funded through insurance contributions, but through the state tax. It includes:

⁵⁰² The Commonwealth of Independent States (CIS) is a regional intergovernmental organization in Eurasia. It was formed following the dissolution of the Soviet Union in 1991. Current members are Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova (suspended participation), Russia, Tajikistan, Uzbekistan. Ukraine left the CIS in 2014.

⁵⁰³ On 11 August 2023, the Cabinet of Ministers signed decree № 842 (Link: <https://zakon.rada.gov.ua/laws/show/842-2023-%D0%BF#Text>) launching the pilot project on payment of pensions and financial assistance via international postal transfers by Ukrposhta. The payments are to be transferred to recipients who are currently under temporary protection abroad. The timeframe of this project shall cover the period of martial law plus six months after its termination or cancellation, but no longer than two years from the date of entry into force of the mentioned decree. For more information, see DRC, Ukraine Legal Alert, Issue 97, Link: <https://pro.drc.ngo/resources/documents/legal-alerts-drc-in-ukraine/>

⁵⁰⁴ If a pension is accrued through Ukrposhta but the recipient did not appear to receive payments for more than six months, the payments are suspended. In this case, the pensioner shall apply to the Pension Fund for reinstating of payments.

⁵⁰⁵ According to MoSP, this provision might be removed in the future.

⁵⁰⁶ Since there is no information exchange between Ukraine and the Russian Federation, applicants have to submit a declaration that they do not receive two pensions.

⁵⁰⁷ According to the draft law on Basic Social Assistance, this programme will be merged with the Basic Social Assistance programme in 2024.

1. a child of a deceased breadwinner until the age of 18, or 23 if the child pursues higher education;
2. persons with disability for the duration of the disability;
3. a low-income person (except for persons with disabilities of group I and children of a deceased breadwinner), and
4. a person who has reached the age of 65 and is not entitled to the Old Age Pension.

These social pensions are granted in the following amounts:

Eligible Persons	Calculation	Benefit Levels			
		Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap	
Persons with disabilities in group I	100% of the subsistence minimum for persons who have lost their ability to work	UAH 2,093	UAH 5,349	UAH -3,256	61%
Women who have been awarded the title of Hero Mother					
Children of a deceased breadwinner	Two children: 120%	UAH 2,512	UAH 6,419	UAH -3,907	61%
	Three or more children: 150% of the subsistence minimum for persons who have lost their ability to work	UAH 3,140	UAH 8,024	UAH -4,884	61%
Persons with disabilities group II	80% of the subsistence minimum for persons who have lost their ability to work	UAH 1,675	UAH 4,279	UAH -2,604	61%
Persons with disabilities group III	60% of the subsistence minimum for persons who have lost their ability to work	UAH 1,256	UAH 3,209	UAH -1,953	61%
Persons who have reached the age of 65 years	30% of the subsistence minimum for persons who have lost their ability to work. The amount may be complemented with GMI	UAH 628	UAH 1,605	UAH -977	61%

Figure 61. Social Assistance to Persons not Entitled to a Pension: benefit levels

The decision to grant social assistance to persons not entitled to a pension shall be made by Departments for Social Protection at the place of registration and is granted from the date of application.

	2021 (Actual)	2022 (Actual)	2023 (Actual)	2024 (Plan)
Recipients (thousand)	182.7	160.9	211.0	193.0
Funding UAH (million)	4,026.0	4,527.3	5,420.2	5,469.2
Average Benefit Level (UAH)	1,836.3	2,344.8	2,141.0	2,361.0

Table 53. Social Assistance to Persons not Entitled to a Pension: number of recipients, funding and average size of the benefit

Legal Basis
Law of Ukraine On the Provision of Pensions ⁵⁰⁹
Law of Ukraine On Obligatory State Social Insurance ⁵¹⁰
Decree №1279 of 16 December 2020 On Some Issues of the Payment of Pensions and Financial Assistance ⁵¹¹
Decree №162 of 26 February 2022 On the Peculiarities of Payment and Delivery of Pensions and Financial Assistance for the Period of Martial Law ⁵¹²

Table 54. Social Assistance to Persons not Entitled to a Pension: legal basis

⁵⁰⁸ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

⁵⁰⁹ Rada, On the Provision of Pensions (law № 1788-XII), 1992, Link: <https://zakon.rada.gov.ua/laws/show/1788-12#n18>

⁵¹⁰ Rada, On Obligatory State Social Insurance (law № 1105-XIV), 1999, Link: <https://zakon.rada.gov.ua/laws/show/1105-14#Text>

⁵¹¹ Cabinet of Ministers, On Some Issues of the Payment of Pensions and Financial Assistance (decree № 1279), 2020, Link: <https://zakon.rada.gov.ua/laws/show/1279-2020-%D0%BF>

⁵¹² Cabinet of Ministers, On the Peculiarities of Payment and Delivery of Pensions and Allowances During the Period of Martial Law (decree № 162), 2022, Link: <https://zakon.rada.gov.ua/laws/show/162-2022-%D0%BF#Text>

10.5 Low-Income Persons

The poverty rate in Ukraine increased more than four times in 2022 compared to the previous year. In 2021, Ukraine achieved its lowest poverty rate since its independence in 1991, namely 5.5 per cent. In 2022, according to the World Bank, it grew to 24.1 per cent, pushing an additional 7.1 million people into poverty.⁵¹³

The share of children living below the national poverty line increased from 43.5 per cent⁵¹⁴ to 65.2 per cent in 2022.⁵¹⁵ By the end of 2022, the share of households with insufficient food consumption was around one in four for non-IDP households and one in three for IDP households.⁵¹⁶ At the same time, the increase in spending on social protection by the Government does not keep up with the increasing cost of living: the adequacy gap between the legally established subsistence minimum and the Actual Subsistence Minimum (ASM) calculated by the MoSP in 2022 stood at 48.7 per cent.⁵¹⁷ This results in social assistance becoming less and less adequate to keep people out of poverty.

Large families tend to experience higher poverty rates. As of 2020, there were approximately 118,500 families in Ukraine with three or more children.⁵¹⁸ In 2019, 59.7 per cent of such large families were poor according to the relative criterion of poverty,⁵¹⁹ where poverty is considered to be a lack of income and other resources needed to sustain living standards considered normal within a country.⁵²⁰ By the measurement of absolute poverty, the percentage stood at 81.2 in 2019. The depth of poverty for large families was greater than for other Ukrainian households, to the extent that impoverished large families would need to increase their income by more than 25 per cent in order to rise above the poverty line at that time.⁵²¹

The effects of living with a low income can reach far beyond the absence of purchasing power. The inability to procure sufficient food, and to pay for fuel and electricity, especially in winter, directly impacts people's health. Also, while in Ukraine basic health services and education are in principle provided free of charge by the State, in practice there are additional expenses associated with obtaining medicine and healthcare items, schoolbooks, laptops and an internet connection (for online schooling), etc. The inability to meet these costs poses an access barrier to health, medical care and education. Therefore, persons living with a low income might experience severe repercussions throughout the rest of their lives.

Assistance for persons with low income is primarily funded from the state budget (non-contributory) and includes the following programmes: (1) housing subsidies; (2) housing benefits; (3) fuel subsidies; (4) fuel benefits; (5) assistance for low-income families; (6) housing subsidies and benefits in territories where state social assistance did not operate; (7) assistance in territories where social security administrations did not operate, and (8) additional support for privileges and subsidies beneficiaries for purchasing solid fuel. The largest share in the 2024 budget for low-income support constitutes housing subsidies at 43 per cent (UAH 30.5 billion), assistance to low-income families at 29 per cent (UAH 20.1 billion) and housing benefits at 25 per cent (17.3 billion).⁵²²

⁵¹³ World Bank, Two years of war in Ukraine: about 40% of the Ukrainian population will need humanitarian aid by 2024, 2024, Link: <https://unric.org/en/two-years-of-war-in-ukraine-about-40-of-the-ukrainian-population-will-need-humanitarian-aid-by-2024/>

⁵¹⁴ It should be noted that the World Bank and UNICEF employ different methodologies for the calculation of poverty and therefore poverty levels are not comparable.

⁵¹⁵ World Bank, the Government of Ukraine, the European Union, the United Nations, Ukraine Rapid Damage and Needs Assessment, 2023, Link: <https://documents1.worldbank.org/curated/en/099184503212328877/pdf/P1801740d1177f03c0ab180057556615497.pdf>

⁵¹⁶ IOM, Ukraine Internal Displacement Report General Population Survey Round 12, January 2023, Link: https://dtm.iom.int/sites/g/files/tmzbd1461/files/reports/IOM_Gen%20Pop%20Report_R12_IDP_FINAL_0.pdf

⁵¹⁷ See Table 18 Adequacy of key social assistance programmes a Share of MPCA Transfer Value (UAH 3,600); b Share of Cash for Winterization for Solid Fuel and Utilities (~ UAH 3,663); c Share of Cash for Rent (UAH 2,333) d Share of Cash for Light and Medium House Repairs

⁵¹⁸ State Statistics Service, Statistical Yearbook of Ukraine, 2020, Link: https://ukrstat.gov.ua/druk/publicat/kat_u/2021/zb/11/Yearbook_2020_e.pdf

⁵¹⁹ UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

⁵²⁰ Paniotto, V and N. Kharchenko, What Poverty Criteria Are Best for Ukraine?, 2008, Link: <https://www.kiis.com.ua/materials/articles/What%20Poverty%20Criteria%20Are%20Best%20for%20Ukraine.pdf>

⁵²¹ UNICEF, Child poverty and disparities in Ukraine, 2021, Link: <https://www.unicef.org/ukraine/en/media/14856/file>

⁵²² A subsidy is a financial assistance; a benefit is a financial exemption. All citizens of Ukraine are eligible for subsidies depending on the average monthly total income of household members, and only privileged citizens are eligible for benefits.

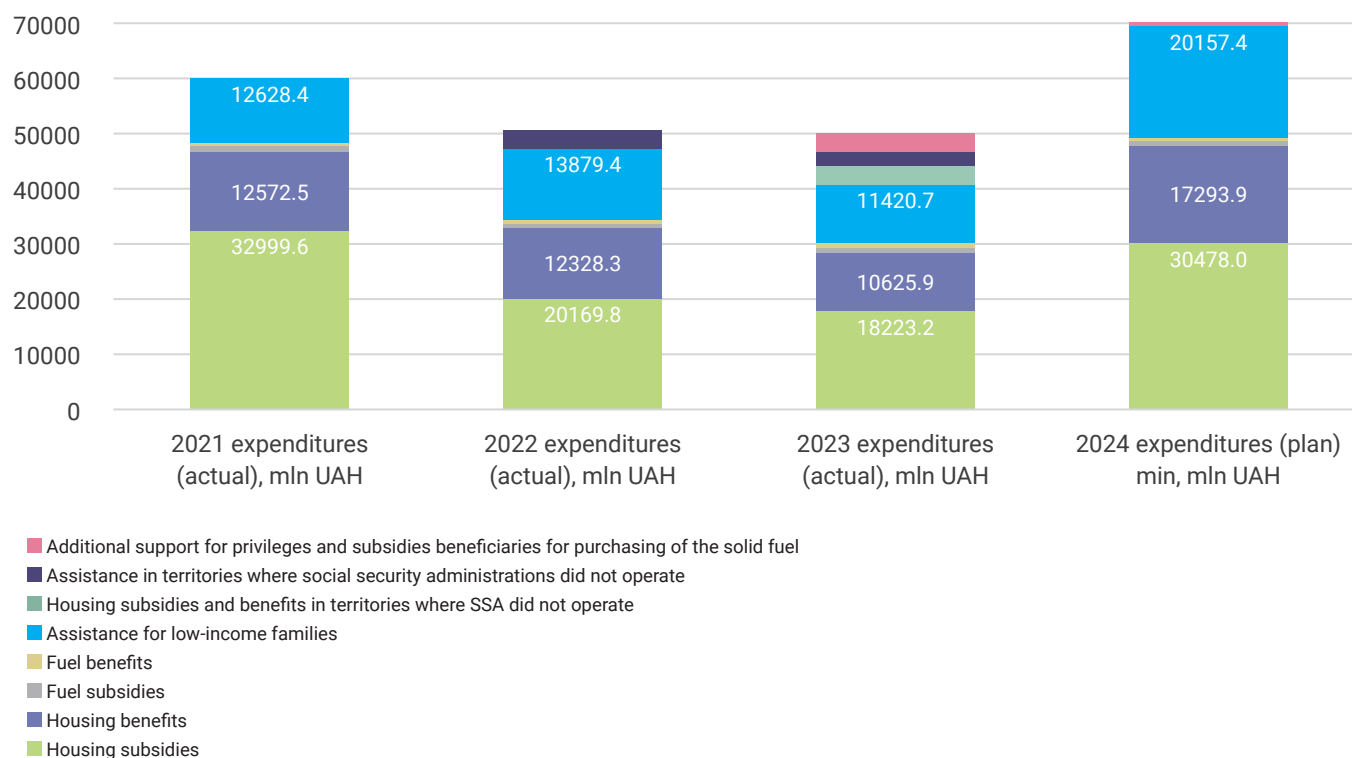


Figure 62. Low-income support budget expenditures in 2021–2023

In 2022 the support for low-income families declined to UAH 51.2 billion (from UAH 59.8 billion in 2021). In 2023, the planned indicators show an increase of up to UAH 53.4 billion, but the support has not achieved the level prior to the full-scale invasion in 2022.

The following section will focus on the largest programmes, namely Housing and Utilities Subsidies or HUS (chapter 11.5.1) and Assistance for Low-Income Families or GMI (chapter 11.5.2).

10.5.1 Housing and Utilities Subsidy

Criteria	Targeting	Benefit	Duration	Application
Low-Income Families		Difference between the cost of housing and utilities (within social housing standards) and the amount of the mandatory payment	12 months	

In 1995, the Government launched the Housing and Utilities Subsidy programme (HUS) which provides financial support for payment of utility bills. The programme was essential for the reform of universal energy subsidies as it helped to buffer the impact of increasing energy costs between 2014 and 2017. During this period, the budget allocated an increase from 0.1 per cent of GDP in 2014 to 2.1 per cent of GDP in 2017, so that the HUS became Ukraine's largest means-tested social assistance programme.⁵²³

Since 2018, the Government has been taking steps to improve HUS's targeting accuracy while gradually reducing its costs. As a result, the number of beneficiaries dropped from around 7 million in 2017 to 3.3 million in 2019.⁵²⁴ In 2020, the HUS delivered around 72 per cent of total funds to the poorest 40 per cent of the population.⁵²⁵

⁵²³ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

⁵²⁴ World Bank/International Bank for Reconstruction and Development, Project Paper on a Proposed Second Additional Loan for Covid-19 Response in the Amount of US \$300.00 Million to Ukraine for a Social Safety Nets Modernization Project (Report No: PAD4069), 2020, Link: <https://documents.worldbank.org/pt/publication/documents-reports/documentdetail/716491608001710059>

⁵²⁵ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

Subsidies are granted equally to Ukrainians, foreigners or stateless persons legally residing in Ukraine and living in apartments or private houses. In order to be eligible for the Housing and Utilities Subsidy, the household income must be below 200 per cent of the statutory subsistence minimum per household member for the household.⁵²⁶ As such, targeting is less strict than that of the Assistance for Low-Income Families (GMI) or other means-tested social assistance programmes.

The HUS is not granted if the household has overdue payments (as of the date of submitting the application) for housing and communal services that exceed three months, and are for a total amount which (as of the date of application) exceeds 40 times the tax-free minimum income per hour (UAH 680).

The Housing and Utilities Subsidy is paid monthly for housing services, utilities such as gas, electricity, heating, water, sewage, etc., subscription fees for consumers of public utilities as well as for liquefied gas, solid and liquid household stove fuel once per year. The amount of the subsidy is calculated as the difference between the cost of housing and communal services within social norms and standards⁵²⁷ and the amount of the mandatory payment (outer bracket below). The estimated average benefit level per household in 2022 was UAH 1,103 per month.⁵²⁸

During martial law, households that benefited from the housing subsidy in the 2020–21 heating season are automatically enrolled without re-application for the 2022–23 heating season.⁵²⁹

$$\text{HUS} = \text{Amount of Utilities} - \left(\frac{\left(\frac{\text{Household Income}}{\text{Household Size}} \right)}{\text{Subsistence Minimum}} * 15\% * \text{Monthly Income} \right)$$

Equation 1. Housing and Utilities Subsidy: calculation of benefit levels

The subsidy is calculated separately for the heating and non-heating seasons. The following assistance benefits are based on a sample family consisting of one elderly pensioner, a single parent, and a child of 4 years:⁵³⁰

Season	Period	Benefit levels Calculation
Non-heating season	1 May to 30 September	UAH 363.2 ⁵³¹
Heating season	1 October to 30 April	(Adjusted during the heating season as per utility bills)

Table 55. Housing and Utilities Subsidy: benefit levels

For tenants, the assistance is granted from the month of application until the end of the heating season, but not longer than the end of the housing lease agreement. For the subsequent term, the housing subsidy is granted upon the tenant's personal application.

⁵²⁶ Rada, On Establishment of State Social Standards in the Sphere of Housing and Communal Services, 2014, Link: <https://zakon.rada.gov.ua/laws/show/409-2014-%D0%BF#Text>

⁵²⁷ The social norm of housing is prescribed by law and includes the supply of heat energy at the amount of 13.65 square metres of heated area per person and an additional 35.22 square metres per family. See Cabinet of Ministers, On the establishment of State Social Standards in the Sphere of Housing and Communal Services (decree № 409 of 6 August 2014), 2014, Link: <https://zakon.rada.gov.ua/laws/show/409-2014-%D0%BF#Text>

⁵²⁸ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

⁵²⁹ Households that received the housing subsidy in a non-cash form, or the subsidy was assigned at the actual place of residence, or was appointed without taking into account persons who do not live at the place of registration. See: Cabinet of Ministers, Some Issues of Housing Subsidies (decree № 505 of 19 May 2021), 2021, Link: <https://zakon.rada.gov.ua/laws/show/505-2021-%D0%BF#Text> amended by the decree of the Cabinet of Ministers of 19 April 2022 Some Issues of Granting Benefits and Housing Subsidies under Martial Law.

⁵³⁰ Elderly pensioner with an income of UAH 2,300. Mother with a salary of UAH 6,700. The child is 6 years old. The average monthly total income is UAH 2,300 + UAH 6,700 = UAH 9,000. Based on this, the average monthly total income per household member is UAH 9,000 / 3 (three people) = UAH 3,000.

⁵³¹ Calculation: UAH 363.2 [HUS benefits] = UAH 1,145.35 [amount of payment for housing and utilities within social norms and standards] - (UAH 2,300 [Pension] + UAH 6,700 [Salary]) / 3 (persons) / UAH 2,589 [subsistence minimum per person] / 2 [basic income coefficient for the subsidy] * 15% [basic rate of payment for housing and communal services] * (UAH 2,300 [Pension] + UAH 6,700 [Salary])

An application⁵³² for the assistance can be submitted online on the Diia portal and offline at the Department for Social Protection, Pension Fund or Administrative Service Centre. IDPs can apply at the place of actual residence, but payments cannot be simultaneously accrued at the place of registration. To receive the assistance, IDPs have re-apply as a new recipient of subsidies (even for those who have received it before). Persons registered as unemployed can apply for a subsidy that shall be provided for the period of job search.

The assistance is granted from the month of application until the end of the heating season. The application requirements for the HUS have been simplified to make it more accessible to IDPs. The assistance may be granted to IDPs who are not registered but actually reside without a signed lease agreement. In this case, the household composition is declared by the IDP applicant when applying for a housing subsidy.⁵³³

	2021 (Actual)	2022 (Actual)	2023 (Actual) ⁵³⁴	2024 (Plan) ⁵³⁵
Recipients (thousand)	1,996.3	1,639.6	1,134.4	1,539.3
Funding UAH (million)	32,999.6	20,169.8	18,223.2	30,428.0
Average Benefit Level (UAH)	1,367.9	1,169.9	1,330.0	1,639.9

Table 56. Housing and Utilities Subsidy: number of recipients, funding and average level of benefits⁵³⁶

Legal Basis
The Law of Ukraine On Housing and Communal Services ⁵³⁷
Decree №848 of 21 October 1995 On the Simplification of the Procedure for Granting Subsidies to the Population for Reimbursement of Expenses for Housing and Communal Services, Purchase of Liquefied Gas, Solid and Liquid Household Stove Fuel ⁵³⁸
Decree №462 of 19 April 2022 On Certain Issues of Granting Benefits and Housing Subsidies under Martial Law ⁵³⁹
Decree №409 of 6 August 2014 On the Establishment of State Social Standards in the Field of Housing and Communal Services ⁵⁴⁰
Decree №1041 of 16 September 2022 Some Issues of Provision of Housing Subsidies and Benefits for Housing and Utility Services, Purchase of Solid and Liquid Heating Fuel and Liquefied Gas by the Pension Fund of Ukraine ⁵⁴¹

Table 57. Housing and Utilities Subsidy: legal basis

10.5.2 Assistance for Low-Income Families (GMI) ⁵⁴²

Criteria	Targeting	Benefit	Duration	Application
Low-Income Families		Monthly average UAH 7,160 ⁵⁴³	6 months with possibility to extend	  

⁵³² The citizen should provide an application for the appointment and provision of a housing subsidy, with a declaration of income and expenses of persons applying for the housing subsidy. If necessary, the following may also be attached: a housing lease agreement (if any); income certificates (if the declaration indicates income that is not available from the State Tax Service or the Pension Fund); ID; other documents confirming that the person does not live at the place of registration.

⁵³³ Ministry of Social Policy, Information for Displaced Persons, 2023, Link: <https://www.msp.gov.ua/timeline/Vnutrishno-peremishcheni-osobi.html>

⁵³⁴ Ministry of Social Policy, Report on Budget Program Execution for 2023, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvut-2023.doc&wdOrigin=BROWSELINK>

⁵³⁵ Ministry of Social Policy, Budget Program Passports for 2024, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvut-2023.doc&wdOrigin=BROWSELINK>

⁵³⁶ Ministry of Finance, Expenditure on Social Assistance, 2024, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

⁵³⁷ Rada, On Housing and Communal Services (law № 2189-VII), 2018, Link: <https://zakon.rada.gov.ua/laws/show/2189-19#Text>

⁵³⁸ Cabinet of Ministers, On the Simplification of the Procedure for Granting Subsidies to the Population for Reimbursement of Expenses for Housing and Communal Services, Purchase of Liquefied Gas, Solid and Liquid Household Stove Fuel (decree № 848), 1995, Link: <https://zakon.rada.gov.ua/laws/show/848-95-%D0%BF#Text>

⁵³⁹ Cabinet of Ministers, On Certain Issues of Granting Benefits and Housing Subsidies under Martial Law (decree № 462), 2022, Link: <https://zakon.rada.gov.ua/laws/show/462-2022-%D0%BF#Text>

⁵⁴⁰ Cabinet of Ministers, On the Establishment of State Social Standards in the Field of Housing and Communal Services (decree № 409), 2014, Link: <https://zakon.rada.gov.ua/laws/show/409-2014-%D0%BF#Text>

⁵⁴¹ Cabinet of Ministers, Some Issues of Provision of Housing Subsidies and Benefits for Housing and Utility Services, Purchase of Solid and Liquid Heating Fuel and Liquefied Gas by the Pension Fund of Ukraine (decree № 1041), 2022, Link: <https://zakon.rada.gov.ua/laws/show/1041-2022-%D0%BF#Text>

⁵⁴² According to the draft law on Basic Social Assistance, this programme will be merged with the Basic Social Assistance programme in 2024.

⁵⁴³ Ministry of Finance, Expenditure on Social Assistance, 2024, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

The Assistance for Low-Income Families is a guaranteed minimum income (GMI), which is Ukraine's last-resort anti-poverty programme.⁵⁴⁴ The means-tested programme is provided to low-income families who permanently reside in Ukraine and, for reasons beyond their control, have an average monthly total income less than the subsistence minimum for their family.⁵⁴⁵ Persons over the age of 65 either start receiving their Old Age Pension (chapter 11.4.1) or Social Pension: Social Assistance to Persons not Entitled to a Pension (see chapter 11.4.2).⁵⁴⁶ Persons under 65 years may be eligible for the Assistance for Low-Income Families. Also see Table 49 Old age social assistance coverage through pensions and minimum income programmes, for an overview of the eligibility for different programmes under different age brackets.

Expansion of the Assistance for Low-Income Families started in 2020. Over 2021–2023, with the increase in the Assistance for Low-Income Families income eligibility threshold, the number of programme beneficiary families is expected to increase to 2.8 million persons, expanding the programme's coverage to about 5 percent of the population.⁵⁴⁷ Demographic data suggests that most direct programme recipients are children (62 per cent), while women represent 73 per cent of adult recipients. Moreover, 62 per cent of the recipients are unable to work.⁵⁴⁸ Around 74 per cent of the total funds go to the poorest 20 per cent, and over 90 per cent to the poorest 40 percent of recipients.⁵⁴⁹

According to the World Bank, the Assistance for Low-Income Families has the highest targeting accuracy and highest cost-benefit ratio in terms of poverty reduction per unit of expenditure.⁵⁵⁰ However, coverage remains low. Thus, the Housing and Utilities Subsidy is Ukraine's largest social assistance programme, but its targeting accuracy is significantly below that of the Assistance for Low-Income Families, according to the World Bank.⁵⁵¹

The benefits level is calculated as the difference between the subsistence minimum and the average monthly total income⁵⁵² of a family.⁵⁵³

$$\text{Benefit Level} = \text{Subsistence Minimum for a Family}^{554} - \text{Monthly Average Income of the last 6 months}$$

Equation 2. Assistance for Low-Income Families (GMI): calculation of benefit levels

Hence, the maximum benefits level cannot exceed the subsistence minimum for a family. In accordance with the State Budget Law, in 2024 the level of the subsistence minimum for a family is determined as a percentage of the subsistence minimum for the main social and demographic groups of the population as follows: for able-bodied persons – 55 per cent; for persons who have lost their ability to work and persons with disabilities – 100 per cent; for children – 140 per cent of the respective subsistence minimum.

⁵⁴⁴ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

⁵⁴⁵ The amount of subsistence minimums calculated and approved in accordance with the Law of Ukraine On the Subsistence Minimum for persons belonging to the main social and demographic groups of the population, determined for each family depending on its composition.

⁵⁴⁶ See Byrnes, T., Overview of the Ukraine Government's Housing and Utilities Subsidy Programme and the Guaranteed Minimum Income Programme, 2023, Link: https://socialprotection.org/sites/default/files/publications_files/STAAR%20Overview%20of%20the%20Ukraine%20Government%27s%20Housing%20and%20Utilities%20Subsidy%20Programme%20and%20the%20Guaranteed%20Minimum%20Income%20Programme.pdf

⁵⁴⁷ World Bank/International Bank for Reconstruction and Development, Project Paper on a Proposed Second Additional Loan for Covid-19 Response in the Amount of US \$300.00 Million to Ukraine for a Social Safety Nets Modernization Project (Report No: PAD4069), 2020, Link: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/716491608001710059/ukraine-social-safety-nets-modernization-project-additional-financing>

⁵⁴⁸ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

⁵⁴⁹ Ibid.

⁵⁵⁰ World Bank/International Bank for Reconstruction and Development, Project Paper on a Proposed Second Additional Loan for Covid-19 Response in the Amount of US \$300.00 Million to Ukraine for a Social Safety Nets Modernization Project (Report No: PAD4069), 2020, Link: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/716491608001710059/ukraine-social-safety-nets-modernization-project-additional-financing>

⁵⁵¹ Ibid

⁵⁵² "The income is calculated by dividing the total amount of total income of persons for the period specified by law (two quarters or six months) by six. In the case of applying the amount of annual total income, this is divided by 12. Divide the average monthly total family (household) income by the number of family members to get the average monthly total income per family (household) member." See Byrnes, Overview of the Ukraine Government's Housing and Utilities Subsidy Programme and the Guaranteed Minimum Income Programme, 2023, Link: https://socialprotection.org/sites/default/files/publications_files/STAAR%20Overview%20of%20the%20Ukraine%20Government%27s%20Housing%20and%20Utilities%20Subsidy%20Programme%20and%20the%20Guaranteed%20Minimum%20Income%20Programme.pdf

⁵⁵³ "A family or household is defined as a group of people who live together and have mutual rights and obligations. The family consists of the husband and wife, as well as their relatives and adopted children under the age of 18 years, as well as children who study full-time in institutions of general secondary, professional (vocational), professional pre-higher, and higher education – this includes the period between the completion of studies/training in one institution and entry into another. At the same time, children who study full-time until the age of 23 at one of these institutions and who do not have their own families are included in household composition." See Ibid.

⁵⁵⁴ The income is calculated by dividing the total income of persons for the period specified by law (two quarters or six months) by six. In the case of applying the amount of annual total income, this is divided by 12. Divide the average monthly total family income by the number of family members to calculate the average monthly total income. See Ibid.

Calculation ⁵⁵⁵	Benefit Levels		
	Statutory Subsistence Level	Projected Actual Subsistence Level	Adequacy Gap
For a family with 2 able-bodied adults, child under 6 years and 1 child of 14 years	UAH 11,393.4 ⁵⁵⁶	UAH 27,455.1 ⁵⁵⁷	UAH -16,061.7 59%

Table 58. Assistance for Low-Income Families (GMI): benefit levels

In 2022, the estimated average size of the benefits level per household was UAH 6,012.⁵⁵⁸

The assistance is usually granted for six months. Single persons who are declared unable to work based on a medical and social examination and have no other sources of income may receive social assistance for the period of incapacity.

The assistance is not granted if there are able-bodied persons in the family who are not working, significant expenses have been made in the last 12 months (for example, purchase of housing or land) or the family has a total amount of funds exceeding UAH 100,000.

Applications are submitted online or via post to the Department for Social Protection which should decide on eligibility within 10 calendar days.⁵⁵⁹ The assistance is provided to a designated bank account or by postal service. Prior to the full-scale invasion, 85 per cent of recipients received this assistance to their personal bank accounts.⁵⁶⁰ It should be noted that the application process is administratively cumbersome, resulting in a high level of non-take-up.⁵⁶¹

Eligibility is based on the last six months of income. However, according to the latest amendments,⁵⁶² periods without reporting income are considered as 50 per cent of the minimum wage (UAH 3,550) while the latest amendments prescribe zero income (e.g. UAH 0) for IDPs and returnees with missing incomes. Moreover, while some longer-term social assistance benefits such as Maternity Benefits and Childcare for Large Families are taken into account as household income, discontinued benefits like expired Allowance for Internally Displaced Persons are not taken into account in the six months recall period.

	2021 (Actual)	2022 (Actual)	2023 (Actual) ⁵⁶³	2024 (Plan) ⁵⁶⁴
Recipients (thousand)	221.5	216.2	172.8	234.6
Funding UAH (million)	12,628.4	13,879.4	11,420.7	20,157.4
Average Benefit Levels (UAH)	4,751.1	5,349.8	5,507.0	7,160.2
Year-to-Year Change of the Average Benefits	-	10%	-18%	76%

Table 59. Assistance for Low-Income Families (GMI): number of recipients, funding and average level of benefits⁵⁶⁵

⁵⁵⁵ Not less than 25 per cent of the subsistence minimum for an able-bodied person.

⁵⁵⁶ Calculation: UAH 11,393.4 [GMI Benefits] = UAH 3,028 [Statutory subsistence minimum for able-bodied persons] * 2 [Number of adults] * 55% + UAH 2,563 [Statutory subsistence minimum for children under 6] * 1 [Number for children under 6] * 140% + UAH 3,196 [Statutory subsistence minimum for children 6 to 18] * 1 [Number for children under 18] * 140%

⁵⁵⁷ Calculation: UAH 27,455.13.8 [Inflated GMI Benefits] = UAH 7,113 [Projected actual subsistence minimum for able-bodied persons] * 2 [Number of adults] * 55% + UAH 6,246 [Projected actual subsistence minimum for children under 6] * 1 [Number for children under 6] * 140% + UAH 7,776 [Projected actual subsistence minimum for children 6 to 18] * 1 [Number for children under 18] * 140%

⁵⁵⁸ World Bank, Second Additional Financing for Public Expenditures for Administrative Capacity Endurance (PEACE) in Ukraine (P179456), 2022, Link: <https://documents1.worldbank.org/curated/en/099105408022290169/pdf/P179456044b242050b5ed0b8ae55bfe32f.pdf>

⁵⁵⁹ Relevant documents are: Application form, declaration of income and property, certificate of income, information on the composition of the applicant's family.

⁵⁶⁰ Byrnes, Overview of the Ukraine Government's Housing and Utilities Subsidy Programme and the Guaranteed Minimum Income Programme, 2023, Link: https://socialprotection.org/sites/default/files/publications_files/STAAR%20Overview%20of%20the%20Ukraine%20Government%27s%20Housing%20and%20Utilities%20Subsidy%20Programme%20and%20the%20Guaranteed%20Minimum%20Income%20Programme.pdf

⁵⁶¹ Blin, S. and N. Cahill-Billings, Ukraine: A social protection country profile for the Ukraine crisis response, 2022, Link: <https://socialprotection.org/discover/publications/ukraine-social-protection-country-profile-ukraine-crisis-response>

⁵⁶³ Ministry of Social Policy, Report on Budget Program Execution for 2023, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

⁵⁶⁴ Ministry of Social Policy, Budget Program Passports for 2024, Link: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.msp.gov.ua%2Ffiles%2Fbudjet%2Fzvit-2023.doc&wdOrigin=BROWSELINK>

⁵⁶⁵ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

✳ In areas of Ukraine where social welfare units are unable to prepare payment statements and execute transfers, the MoSP resorts to beneficiary data from its Data Processing Centre's database. The Data Processing Centre establishes beneficiary registries for social welfare units that are temporarily unable to disburse funds due to the ongoing war in Ukraine. The benefits are calculated based on these registry records.⁵⁶⁶

Legal Basis
Law of Ukraine On State Social Assistance to Low-income Families ⁵⁶⁷
Decree of the Cabinet of Ministers №215 of 7 March 2022 On the Peculiarities of Calculation and Payment of Cash Benefits, Privileges and Housing Subsidies for the Period of Martial Law ⁵⁶⁸
Decree of the Cabinet of Ministers of 22 July 2020 №632 Some Issues of Payment of State Social Assistance ⁵⁶⁹
Decree of the Cabinet of Ministers №250 of 24 February 2003 On Approval of the Procedure for Appointment and Payment of State Social Assistance to Low-Income Families ⁵⁷⁰

Table 60. Assistance for Low-Income Families (GMI): legal basis

11.5.3 Basic Social Assistance⁵⁷¹

Criteria	Targeting	Benefit	Duration	Application
Low-Income Families		Varying	6 months until review	To be confirmed

The Draft Law on Basic Social Assistance (BSA) may come into force by 1 January 2025. This section is based on the current interpretation of the draft law, which has not yet passed through the legislative process and therefore might be subject to change. The date might also be reviewed, as the law constitutes a major reform of the social protection system affecting recipients who may, depending on their income, be cut off from some benefits (Table 64 Basic Social Assistance: calculation of benefits).

The purpose of the draft law is to consolidate six social assistance programmes into the Basic Social Assistance programme which accounts for approximately 60 per cent of all social assistance expenditures or UAH 92.5 billion according to the plan for 2024.⁵⁷² The Draft Basic Social Assistance Law aims to reduce the number of recipients while increasing benefit levels. The Basic Social Assistance programmes aim to increase benefits for the most vulnerable categories of the population. However, it should be noted that means-testing could lead to higher exclusion errors than universal programmes.

⁵⁶⁶ STAAR, Overview of the Ukraine Government's Housing and Utilities Subsidy Programme and the Guaranteed Minimum Income Programme, 2023, Link: https://socialprotection.org/sites/default/files/publications_files/STAAR%20Overview%20of%20the%20Ukraine%20Government%27s%20Housing%20and%20Utilities%20Subsidy%20Programme%20and%20the%20Guaranteed%20Minimum%20Income%20Programme.pdf

⁵⁶⁷ Rada, On State Social Assistance to Low-income Families (law № 1768-III), 2000, Link: <https://zakon.rada.gov.ua/laws/show/1768-14#Text>

⁵⁶⁸ Cabinet of Ministers, On the Peculiarities of Calculation and Payment of Cash Benefits, Privileges and Housing Subsidies for the Period of Martial (decree № 215), 2022, Link: <https://zakon.rada.gov.ua/laws/show/215-2022-%D0%BF#Text>

⁵⁶⁹ Cabinet of Ministers, Some Issues of Payment of State Social Assistance (decree № 632), 2020, Link: <https://zakon.rada.gov.ua/laws/show/632-2020-%D0%B-F#Text>

⁵⁷⁰ Cabinet of Ministers, On Approval of the Procedure for Appointment and Payment of State Social Assistance to Low-Income Families (decree № 250), 2003, Link: <https://zakon.rada.gov.ua/laws/show/250-2003-%D0%BF#Text>

⁵⁷¹ Text of the Draft Law and the Explanatory Note were provided by the Ministry of Social Policy.

⁵⁷² Calculations are provided by the Ministry of Social Policy. See Ministry of Social Policy, Explanatory note to the Draft Law on Basic Social Assistance, 2023, Link: https://www.msp.gov.ua/files/project_normativnyh_documentov/2023/pz-0609.docx

Life-Cycle Groups	Social Assistance Programmes	Number of Recipients					Average Benefits Levels				
		2023	2024	Basic Social Assistance	Under Current Legislation 2023 to 2024	Under Draft Social Basic Assistance 2023 to 2024	2023	2024	Basic Social Assistance	Under Current Legislation 2023 to 2024	Under Draft Social Basic Assistance 2023 to 2024
 	Maternity Benefits	88,552	66,481	6,249	▼-25%	▼-93%	UAH 2,818	UAH 2,973	UAH 3,850	▲6%	▲37%
	Childcare for Large Families	245,210	224,000	33,600	▲9%	▼-86%	UAH 2,100	UAH 2,100	UAH 8,235	—0%	▲321%
	Allowance for Single Parents	138,755	127,998	28,160	▼-8%	▼-80%	UAH 1,663	UAH 1,813	UAH 3,850	▲9%	▲132%
	Social Pension: Social Assistance to Persons Not Entitled to a Pension	213,874	213,066	170,453	—0%	▼-20%	UAH 2,100	UAH 2,361	UAH 2,720	▲12%	▲30%
	Assistance for Low-Income Families (GMI)	236,130	236,130	236,130	—0%	—0%	UAH 5,936	UAH 6,696	UAH 8,835	▲13%	▲49%

Table 61. Basic Social Assistance Programme: preliminary change in recipient numbers and benefit levels⁵⁷³

As per preliminary estimates, the caseload for the different universal programmes would substantially decrease. The highest reductions can be observed in the different child grants where the number of recipients would decrease by 80 to 93 per cent. Likewise, the recipient numbers of the Allowance for Internally Displaced Persons would decrease by 83 per cent. This is a significant deviation from the previous universal approach to progressive realisation of universal social protection.⁵⁷⁴

Moreover, the benefit levels are not referenced against the subsistence minimum, but against a new factor called Basic Value. This would allow adjustments without influencing numerous other benefits which are not related to social assistance.

Under the draft law, the following social assistance programmes will become means-tested when merged into the Basic Social Assistance programme:

⁵⁷³ Document was provided by MoSP.

⁵⁷⁴ Document was provided by MoSP.

Targeting Approaches for Social Assistance Programmes

																		
Universal programmes	Maternity Benefits		Childcare for large Families	Allowance for Single Parents	Childbirth Grant: One-Off Payment	Childbirth Grant: Baby Box and Monthly Payment	Unemployment Insurance	Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities	Care Allowance s for Persons with Disabilities from Childhood or Children with Disabilities	Social Pension (Disability)	Social Pension: Social Assistance to Persons Not Entitled to a Pension	Old Age Pension	Assistance for Low-Income Families (GMI)	Housing and Utilities Subsidy	Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas	Social Assistance to Persons and Children with Disabilities injured as a result of explosive objects (Partial) Unemployment Benefits	Compensation for Damaged and Destroyed Property	Draft Basic Social Assistance
Means-tested programmes																		
Prior Draft Basic Social Assistance																		
Post Draft Basic Social Assistance																		

Table 62. Targeting approaches of social assistance programmes

As a consequence, several universal social assistance programmes are not stackable anymore without means-testing. This mainly affects child and old age benefits, where Maternity Benefits, Childcare for Large Families, Allowance for Single Parents, Social Pension: Social Assistance to Persons not Entitled to a Pension, Allowance for Internally Displaced Persons (this benefit is likely to be excluded from the reform), and Assistance for Low-Income Families cannot be combined anymore, and eligible families will only receive the Social Basic Assistance once:

Stackability of Different Social Assistance Programmes under the Draft Basic Social Assistance Law

Figure 63. Stackability of different social assistance programmes after introduction of the Draft Basic Social Assistance Law (also see Figure 47 Stackability of different social assistance programmes prior to introduction of the Draft Basic Social Assistance Law (also see Figure 63 for impact of the Draft Basic Social Assistance Law on stackability)

The Basic Value which will be used for calculation of the Basic Social Assistance will be calculated based on the capacities of the State Budget of Ukraine and will be approved simultaneously with adoption of the law on the State Budget of Ukraine for the respective year.

The amount of Basic Social Assistance is proposed to be determined as the difference between the total amount of the Basic Value for all family members and the average monthly family income. The Basic Value for a family will be determined at the level of 100 per cent⁵⁷⁵ for the first family member and 70 per cent for each subsequent family member. Each child under the age of 6, a child with a disability, a child raised in a large family, a child who is supported by a single parent (adoptive parent), and a person with a disability of group I or II shall be provided with the Basic Value at the level of 100 per cent:

$$\text{Basic Social Assistance} = (\text{Basic Value} * \text{Person Factor}) - \text{Monthly Household Income}$$

Equation 3: Basic Social Assistance: calculation of benefit levels

- Basic Value: will be set by law but will be equal to or more than 150 per cent of the subsistence minimum for people who lost their ability to work (UAH 4,000 per person)
- Person Factor:
 - 100 per cent: first person, children under 6 years old, persons with disability, large families
 - 70 per cent for any other subsequent person
- Monthly Household Income: all income through labour or other sources (except some social protection benefits and humanitarian aid).

In line with the explanatory note from the MoSP, the Basic Value has been preliminarily set at UAH 4,000, which means that the Basic Social Assistance is only provided if the overall household income exceeds the Basic Value for the family. Based on a one-person household, the benefit levels change with income as follows:

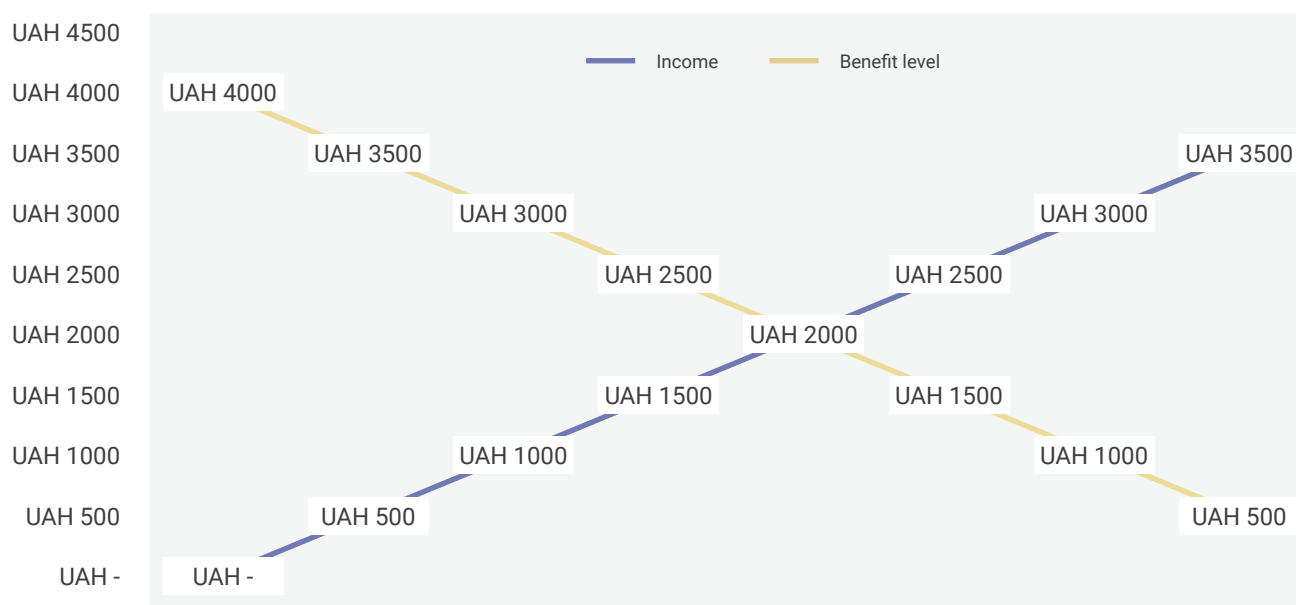


Figure 64. Basic Social Assistance: benefit levels according to per capita income

As a result, social assistance entitlements will substantially change. In the following hypothetical example, for an IDP family consisting of a single parent who receives UAH 1,000 as unemployment benefits with three children and one older person who is not entitled to a pension, the income from social assistance would decrease by about 25 per cent:

⁵⁷⁵ The amount of the Basic Value cannot be lower than 1.5 times the subsistence minimum established for persons who have lost their ability to work. In the Explanatory Note to the Draft Law provided by the Ministry of Social Policy, the amount of Basic Value is suggested to be established at a level of UAH 4,000.

Social Assistance Programmes	Current Benefits	Projected Benefits under BSA
Maternity Benefits	UAH 671	UAH 18,400
Childcare for Large Families	UAH 2,100	
Allowance for Single Parents ⁵⁷⁶	UAH 402	
Social Pension: Social Assistance to Persons not Entitled to a Pension	UAH 628	
Assistance for Low-Income Families	UAH 7,755	

Table 63. Estimated change of entitlement under the Draft Basic Social Assistance Law

The following Basic Social Assistance benefit levels might be expected for different family compositions:

	No children	1 child of 4 years	1 child with disability	2 children of 4 and 8 years	1 child with disability and 1 child of 8 years	1 child with disability ⁵⁷⁷ and 1 child of 4 years	3 children of 4, 8 and 10 years
Single (parent) earning the average wage ⁵⁷⁸	0 ⁵⁷⁹	0 ⁵⁸⁰	0 ⁵⁸¹	0 ⁵⁸²	0 ⁵⁸³	0 ⁵⁸⁴	0 ⁵⁸⁵
Single (parent) with average salary ⁵⁸⁶ and elderly not entitled to pension	0 ⁵⁸⁷	0 ⁵⁸⁸	0 ⁵⁸⁹	0 ⁵⁹⁰	0 ⁵⁹¹	0 ⁵⁹²	UAH 2,388 ⁵⁹³
2 (parents) each earning the minimum wage ⁵⁹⁴	0 ⁵⁹⁵	UAH 13 ⁵⁹⁶	UAH 13 ⁵⁹⁷	UAH 2,813 ⁵⁹⁸	UAH 2,813 ⁵⁹⁹	UAH 4,013 ⁶⁰⁰	UAH 8,013 ⁶⁰¹
2 (parents) (1 with an average salary and the other with minimum unemployment benefits) ⁶⁰² and 1 elderly not entitled to a pension	0 ⁶⁰³	0 ⁶⁰⁴	0 ⁶⁰⁵	0 ⁶⁰⁶	0 ⁶⁰⁷	0 ⁶⁰⁸	UAH 2,688 ⁶⁰⁹

⁵⁷⁶ It should be noted that the average benefit level for the Allowance for Single Parents reaches UAH 1,296.1 for parents with a child under 6 years old, UAH 1,413.5 for a child between 6–18 years, and UAH 1,418.9 for a child between 18–23 years.

⁵⁷⁷ Under the Draft Basic Social Assistance Law, the level of disability is not considered for eligibility or for the calculation of benefits levels.

⁵⁷⁸ UAH 16,012 per capita represents the average salary as of June 2023 according to the Pension Fund.

⁵⁷⁹ Calculation: UAH 4,000 – UAH 16,012

⁵⁸⁰ Calculation: (UAH 4,000 * 2) – UAH 16,012

⁵⁸¹ Calculation: UAH 4,000 * 2 – UAH 16,012

⁵⁸² Calculation: (UAH 4,000 * 2 + UAH 4,000 * 70%) – UAH 16,012

⁵⁸³ Calculation: UAH 4,000 * 2 + UAH 4,000 * 70% – UAH 16,012

⁵⁸⁴ Calculation: UAH 4,000 * 3 – UAH 16,012

⁵⁸⁵ Calculation: UAH (4,000 * 4) – UAH 16,012

⁵⁸⁶ UAH 16,012 per capita represents the average salary as of June 2023 according to the Pension Fund.

⁵⁸⁷ Calculation: UAH 4,000 + UAH 4,000 * 60% – UAH 16,012

⁵⁸⁸ Calculation: (UAH 4,000 * 2 + UAH 4,000 * 60%) – UAH 16,012

⁵⁸⁹ Calculation: UAH 4,000 * 2 + UAH 4,000 * 60% – UAH 16,012

⁵⁹⁰ Calculation: (UAH 4,000 * 2 + UAH 4,000 * 70% + UAH 4,000 * 60%) – UAH 16,012

⁵⁹¹ Calculation: UAH 4,000 * 2 + UAH 4,000 * 70% + UAH 4,000 * 60% – UAH 16,012

⁵⁹² Calculation: UAH 4,000 * 3 + UAH 4,000 * 60% – UAH 16,012

⁵⁹³ Calculation: (UAH 4,000 * 4 + UAH 4,000 * 60%) – UAH 16,012

⁵⁹⁴ UAH 7,100 per capita represents the minimum salary as of 2024. Minimum salary net of tax is UAH 5,393.5.

⁵⁹⁵ Calculation: UAH 4,000 * 2 – UAH 5,393.5 * 2

⁵⁹⁶ Calculation: (UAH 4,000 + (UAH 4,000 * 70%) + 4,000) – (UAH 5,393.5 * 2)

⁵⁹⁷ Calculation: (UAH 4,000 + (UAH 4,000 * 70%) + 4,000) – (UAH 5,393.5 * 2)

⁵⁹⁸ Calculation: (UAH 4,000 + (UAH 4,000 * 70%) * 2 + 4,000) – (UAH 5,393.5 * 2)

⁵⁹⁹ Calculation: UAH 4,000 * 2 + (UAH 4,000 * 70%) * 2 – UAH 10,787

⁶⁰⁰ Calculation: UAH 4,000 * 3 + UAH 4,000 * 70% – UAH 10,787

⁶⁰¹ Calculation: (UAH 4,000 * 4 + (UAH 4,000 * 70%)) – (UAH 5,393.5 * 2)

⁶⁰² UAH 2,500 represents the minimum unemployment benefit for recipients who do not possess the documents required to confirm unemployment status.

⁶⁰³ Calculation: UAH 4,000 + UAH 4,000 * 70% + 4,000 * 60% – UAH (16,012 + UAH 2,500)

⁶⁰⁴ Calculation: (UAH 4,000 * 2 + UAH 4,000 * 70% + UAH 4,000 * 60%) – UAH (16,012 + UAH 2,500)

⁶⁰⁵ Calculation: UAH 4,000 * 2 + UAH 4,000 * 70% + 4,000 * 60% – UAH (16,012 + UAH 2,500)

⁶⁰⁶ Calculation: UAH (4,000 * 2 + (UAH 4,000 * 70%) * 2 + UAH 4,000 * 60%) – (UAH 16,012 + UAH 2,500)

⁶⁰⁷ Calculation: UAH 4,000 * 2 + (UAH 4,000 * 70%) * 2 + UAH 4,000 * 60% – (UAH 16,012 + UAH 2,500)

⁶⁰⁸ Calculation: UAH 4,000 * 3 + UAH 4,000 * 70% + UAH 4,000 * 60% – (UAH 16,012 + UAH 2,500)

⁶⁰⁹ Calculation: UAH (4,000 * 4 + UAH 4,000 * 70% + UAH 4,000 * 60%) – (UAH 16,012 + UAH 2,500)

	No children	1 child of 4 years	1 child with disability	2 children of 4 and 8 years	1 child with disability and 1 child of 8 years	1 child with disability ⁵⁷⁷ and 1 child of 4 years	3 children of 4, 8 and 10 years
Single (parent) earning the minimum wage ⁶¹⁰	N/A	UAH 2,606.5 ⁶¹¹	UAH 2,606.5 ⁶¹²	UAH 5,406.5 ⁶¹³	UAH 5,406.5 ⁶¹⁴	UAH 6,606.5 ⁶¹⁵	UAH 10,606.5 ⁶¹⁶
1 single (parent) with minimum unemployment benefits ⁶¹⁷ and 2 elderly persons with minimum pension ⁶¹⁸	UAH 1,700 ⁶¹⁹	UAH 5,700 ⁶²⁰	UAH 5,700 ⁶²¹	UAH 8,500 ⁶²²	UAH 8,500 ⁶²³	UAH 9,700 ⁶²⁴	UAH 13,700 ⁶²⁵
1 elderly not entitled to pension	UAH 2,400 ⁶²⁶						
2 elderly not entitled to pension	UAH 4,800 ⁶²⁷						

Table 64. Basic Social Assistance: calculation of benefits

The introduction of the Basic Value could indicate a shift away from the present link of benefits to the minimum subsistence level. While it is early to draw definite conclusions, the calculations above indicate that with the introduction of the Basic Social Assistance, families with three or more children as well as the elderly will be prioritized.

10.6 War-Affected Persons

The full-scale invasion has resulted in the fastest forced displacement in Europe since the Second World War: about a third of the country's population were displaced. As the war in Ukraine continues unabated, 3.7 million people are displaced internally and 6.3 million abroad as of 2023.⁶²⁸ Within Ukraine, IDPs are concentrated predominantly in Kyiv city and in Kyiv, Kharkiv, and Dnipropetrovsk oblasts.

As of June 2023, 57.6 per cent of IDPs were women, 20.4 per cent pensioners, 24.9 per cent children, and 54.8 per cent were adults of working age. The share of IDPs who report that one or more of their current household members have a disability is 30 per cent.⁶²⁹ The number of returnees (both refugees returning to Ukraine generally and IDPs returning to their homes) is approximately 4.8 million.⁶³⁰

⁶¹⁰ UAH 7,100 per capita represents the minimum salary as of 2024. Amount received net of tax is UAH 5,393.5.

⁶¹¹ Calculation: UAH 4,000 * 2 – UAH 5,393.5

⁶¹² Calculation: UAH 4,000 * 2 – UAH 5,393.5

⁶¹³ Calculation: UAH 4,000 * 2 + UAH 4,000 * 70% - UAH 5,393.5

⁶¹⁴ Calculation: UAH 4,000 * 2 + UAH 4,000 * 70% - UAH 5,393.5

⁶¹⁵ Calculation: UAH 4,000 * 3 – UAH 5,393.5

⁶¹⁶ Calculation: UAH 4,000 * 4 – UAH 5,393.5

⁶¹⁷ UAH 2,500 represents the minimum unemployment benefit for recipients who do not possess the documents required to confirm unemployment status.

⁶¹⁸ UAH 2,300 per person represents the minimum Old Age Pension in 2023.

⁶¹⁹ Calculation: UAH 4,000 + (UAH 4,000 * 60%) * 2 – UAH (2,300 * 2 + 2,500)

⁶²⁰ Calculation: UAH (4,000 * 2 + (UAH 4,000 * 60%) * 2 – UAH (2,300 * 2 + 2,500)

⁶²¹ Calculation: UAH 4,000 * 2 + (UAH 4,000 * 60%) * 2 – UAH (2,300 * 2 + 2,500)

⁶²² Calculation: UAH (4,000 * 2 + UAH 4,000 * 70% + (4,000 * 60%) * 2) - UAH (2,300 * 2 + 2,500)

⁶²³ Calculation: UAH 4,000 * 2 + UAH 4,000 * 70% + (4,000 * 60%) * 2 – UAH (2,300 * 2 + 2,500)

⁶²⁴ Calculation: UAH 4,000 * 3 + (UAH 4,000 * 60%) * 2 – UAH (2,300 * 2 + 2,500)

⁶²⁵ Calculation: (UAH 4,000 * 4 + (UAH 4,000 * 60%) * 2) – UAH (2,300 * 2 + 2,500)

⁶²⁶ Calculation: UAH 4,000 * 60%

⁶²⁷ Calculation: UAH (4,000 * 60%) * 2

⁶²⁸ UNHCR, Ukraine Situation: Regional Refugee Response Plan – January–December 2023, Link: <https://data.unhcr.org/en/documents/details/97958>

⁶²⁹ IOM, Ukraine, Internal Displacement Report – General Population Survey Round 13 (11 May–14 June 2023), 2023, Link: <https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-13-11-may-14-june-2023>

⁶³⁰ Data Friendly Space, Ukrainian Crisis Situational Analysis – 20 June 2023, 2023, Link: [https://reliefweb.int/report/ukraine/ukrainian-crisis-situational-analysis-20-june-2023#:~:text=Current%20estimates%20indicate%20there%20are,IDPs\)%%20is%20approximately%204.757%20million](https://reliefweb.int/report/ukraine/ukrainian-crisis-situational-analysis-20-june-2023#:~:text=Current%20estimates%20indicate%20there%20are,IDPs)%%20is%20approximately%204.757%20million)

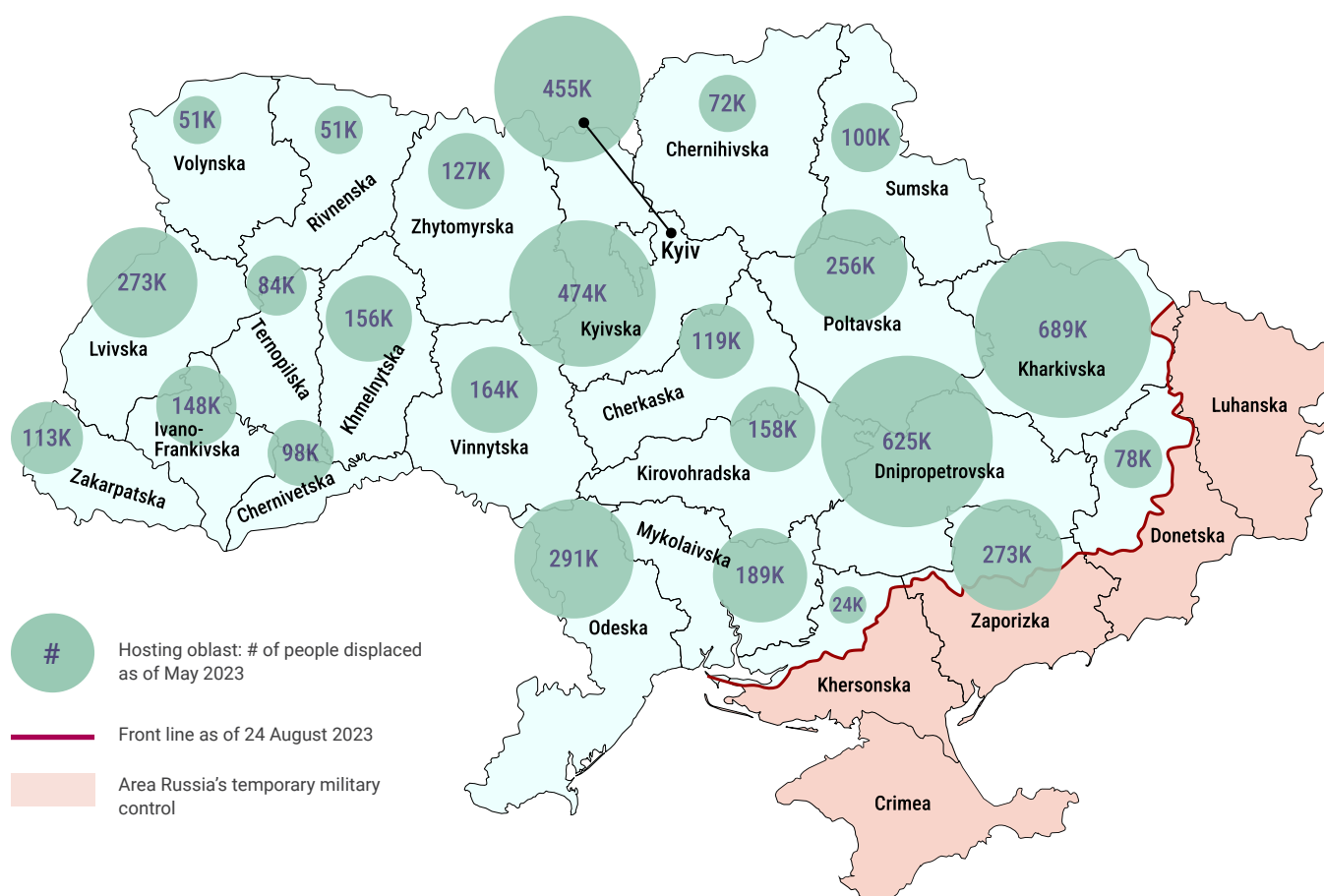


Figure 65. IDP concentrations as of May 2023⁶³¹ (adapted by the PeReHID Initiative)

IDPs experience difficulties due to absence of their own housing. Sixty per cent of IDPs live in rented housing. Among them, 53 per cent reported their most pressing need is cash and 50 per cent cited rent as the priority expenditure item in case of financial assistance.⁶³² It is noteworthy that as many as 17 per cent of IDPs were found in want of accommodation in the 2023 International Organization for Migration (IOM) General Population Survey, as compared to only 4 per cent of the general population.⁶³³ As of June 2023, 122,738 persons lived in about 2,500 collective centres across the country,⁶³⁴ which constitutes 2.23 per cent of IDPs nationwide.

Social assistance programmes are an important income source for IDPs, which indicates that integration into the labour market remains an important concern.

⁶³¹ OCHA, Ukraine Humanitarian Response 2023: Situation Report, 2023, Link: <https://reliefweb.int/report/ukraine/ukraine-humanitarian-response-2023-situation-report-11-october-2023-enuk>

⁶³² IOM, Ukraine Internal Displacement Report. Round 12, January 2023, Link: <https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-12-16-23-january-2023>

⁶³³ IOM, Ukraine Internal Displacement Report. Round 12, January 2023, Link: <https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-12-16-23-january-2023>

⁶³⁴ Protection Cluster, Ukraine Protection Analysis Update. Unabated violations against civilians increase the impact of protection risks on the population, June 2023, Link: https://globalprotectioncluster.org/sites/default/files/2023-07/PAU23_Protection_Analysis_Update_Ukraine_June_per_cent202023-rev1.pdf
<https://reliefweb.int/report/ukraine/ukraine-protection-analysis-update-unabated-violations-against-civilians-increase-impact-protection-risks-population-june-2023-enuk>

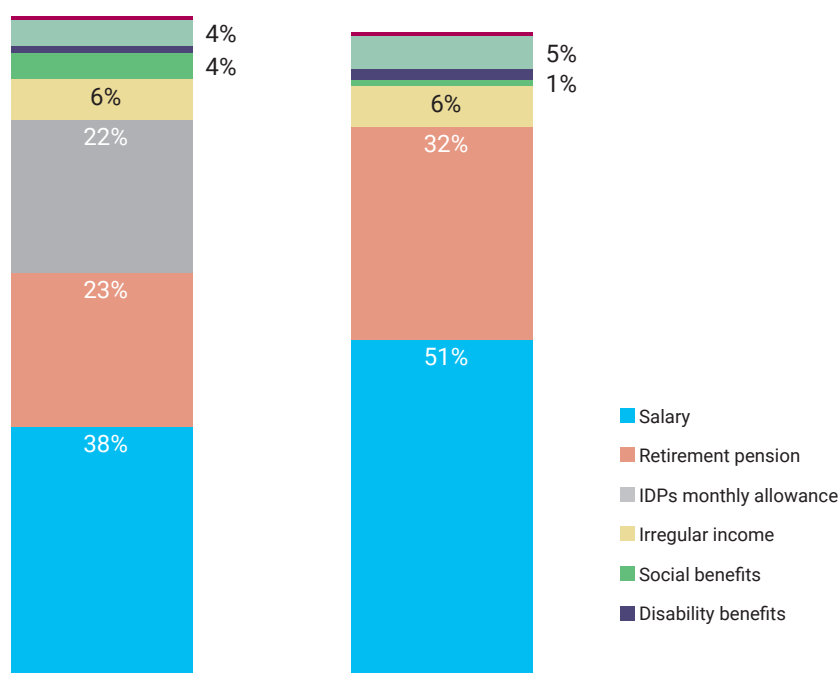


Figure 66. Main sources of household income as reported by IDPs and non-IDPs

Displaced women more commonly rely on monthly IDP allowances, pensions, and other social benefits, including payments for low-income families and children. Among IDP respondents living in households entirely composed of women, almost a third (28 per cent) rely on IDP benefits provided by the State as their main source of income.⁶³⁵ IDPs and non-IDP respondents who identified a need for financial assistance were asked to determine three items they would spend money on if they received such assistance. The majority of IDPs said they would use cash assistance to cover health-related expenses (48 per cent), food (45 per cent) and rent (42 per cent). Among the non-IDP population, respondents said that the three top items to use financial support on would be health-related expenses, public utilities, and food.⁶³⁶

Against this backdrop, the following chapters will introduce programmes that directly respond to war-related shocks, such as internal forced displacement (see chapter 11.6.1), disability caused by explosive objects (see chapter 11.6.3), unemployment (see chapter 11.6.4), and damaged or destroyed housing (see chapter 11.6.5).

10.6.1 Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas

Criteria	Targeting	Benefit	Duration	Application
Evacuees from areas experiencing active hostilities or those who continue residing in newly accessible areas		Persons with disabilities and children: UAH 3,000 Other persons: UAH 2,000	One-time	
IDPs whose housing was destroyed as a result of the war			6 months	

⁶³⁵ IOM, Internal Displacement Report – General Population Survey Round 13, 2023, Link: <https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-13-11-may-14-june-2023>

⁶³⁶ IOM, Internal Displacement Report – General Population Survey Round 12, 2023, Link: <https://dtm.iom.int/reports/ukraine-internal-displacement-report-general-population-survey-round-12-16-23-january-2023>

The Allowance for Internally Displaced Persons (also commonly referred to as the IDP Housing Allowance) was initiated in 2014 and substantially expanded in 2022 due to the full-scale invasion.⁶³⁷ The programme, designed to be shock-responsive, offers assistance as a vital component of social protection for those who have been forcibly displaced.

The programme comprises a monthly payment for up to six months, with the possibility to extend for a repeated six-month period on a means-tested basis. To qualify for the first six-month period, IDPs must: (1) be registered on the Unified Information Database of Internally Displaced Persons; and (2) (a) have moved from an area included on the official list of areas experiencing active hostilities; or (b) moved from an area in non-government controlled areas; or (c) suffered from war-related destruction of their housing which is registered with the State Register for Destroyed Housing.

Registered IDPs who return to their habitual places of residence may continue receiving the Allowance for Internally Displaced Persons if their premises are damaged or destroyed and are unacceptable for living. The latest amendments to Decree №332⁶³⁸ of 20 March 2022 established the right of IDPs whose housing was destroyed to continue receiving housing allowance upon return to their habitual place of residence. The same decree restricted the duration of the assistance to six months. The lead time for social assistance for returnees is affected by staff shortages common in hromadas near the frontline or recently retaken areas. Applicants are dependent upon restoration of services in the area.

A second programme is implemented under the purview of the Ministry for Reintegration of the Temporarily Occupied Territories of Ukraine starting from October 2022. Under this programme, a one-off payment is provided for those who were evacuated from areas officially recognized as experiencing active hostilities. The amount granted is UAH 3,000 to persons with disabilities and children and UAH 2,000 to all other persons.

In July 2023, the Cabinet issued Decree №709 amending the Allowance for Internally Displaced Persons. Accordingly, the following categories of IDPs ceased to receive IDP assistance effective from 1 August 2023:

- a) IDPs who stayed abroad for more than 30 consecutive calendar days (except for business trips, children's health improvement, internships, treatment, rehabilitation, etc.);
- b) IDPs convicted of a criminal offence or listed in the wanted list for crimes against National Security;⁶³⁹
- c) IDPs who returned to abandoned places of residence in areas experiencing active conflict or to areas under temporary military control of the Russian Federation.

Starting from November 2023, the Allowance for Internally Displaced Persons will be granted for six months only and is granted for the full month in which the person applied for it, regardless of the date of application.⁶⁴⁰

In March 2024, the Government made the second six-month period of benefits means-tested with an income threshold of UAH 9,444 per person as of 1 January 2024 (four subsistence minimums for persons who have lost their ability to work).⁶⁴¹ At the same time, the most vulnerable populations (pensioners, persons with disabilities and orphans) benefit from automatic extension of assistance. Other vulnerable categories (households with children under 14, persons with disabilities, pregnant women after 30 weeks of pregnancy) can still receive the IDP assistance for the second six-month period upon application. Upon termination of the benefits, a person may apply for GMI (see 11.5.2 Assistance for Low-Income Families (GMI)). The Allowance for Internally Displaced Persons is not provided to populations living in NGCA and areas experiencing active hostilities.

⁶³⁷ For following up comparative analysis of this issue, please see DRC, Legal Alert: Issue 78, 19–31 March 2022, 2022, Link: <https://pro.drc.ngo/media/yesjb20k/drc-legal-alert-vol-78-for-dissemination-final.pdf>

⁶³⁸ Cabinet of Ministers, Some Issues of Living Allowance Payment to Internally Displaced Persons, 2022, Link: <https://zakon.rada.gov.ua/laws/show/332-2022-%D0%BF#Text>

⁶³⁹ Also UNHCR, Ukraine Thematic Legislative Update, March 2023, Link: https://www.unhcr.org/ua/wp-content/uploads/sites/38/2023/05/MLU_Mar_2023_ENG.pdf

⁶⁴⁰ Cabinet of Ministers, On Amendments to the Procedure for Providing Housing Assistance to Internally Displaced Persons, 2023, Link: <https://zakon.rada.gov.ua/laws/show/789-2023-%D0%BF#Text>

⁶⁴¹ Cabinet of Ministers, On Some issues of Social Support for Internally Displaced Persons and Other Vulnerable Categories of Persons (decree № 94), Link: <https://www.kmu.gov.ua/npas/deiaki-pytannia-sotsialnoi-pidtrymky-vnutrishno-peremishchenykh-osib-ta-inshykh-vrazlyvykh-katehori-osib-i260124-94>

	One-Time Assistance ⁶⁴²	Monthly assistance
Programme	Financial assistance for IDPs living in newly accessible areas or being evacuated	Short-term financial assistance for IDPs
Benefit Levels	UAH 3,000: persons with disabilities and children ⁶⁴³ UAH 2,000: all other persons	
Duration	One-off	6 months ⁶⁴⁴
Eligibility Criteria	Being evacuated from areas experiencing active hostilities or staying in such areas	IDPs registered in the Unified Information Database on Internally Displaced Persons who have: • moved from areas included in the list of areas experiencing active hostilities or in NGCA; or • suffered from housing destruction (State Register for Destroyed Housing). However, if a person registered their place of residence (propyska) after the destruction (or damage) of their housing, allowances will not be provided⁶⁴⁵
Application	In-person at evacuation hubs	Online through the Diia portal or in person at the Department for Social Protection or Administrative Service Centre

Table 65. Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas: benefit levels, duration, eligibility criteria, and application process

The decision on eligibility should be taken within 15 business days. The MoSP cooperates with the Ministry of Finance to carry out verification of a recipient's financial status and other relevant circumstances.⁶⁴⁶

For 2023, the state budget has allocated UAH 57 billion, making it one of the largest programmes funded by the State:

	2021 (Actual)	2022 (Actual)	2023 (Actual)	2024 (Plan)
Recipients (thousand)	171.1	1,537.1	2,602.5	1,939.0
Funding UAH (million)	3,039.5	53,488.6	73,240.8	57,647.3
Average benefit size (UAH)	1,367.9	2,899.9	2,345.2	2,477.5

Table 66. Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas: number of recipients, funding and average benefit levels⁶⁴⁷

It should be noted that the Allowance for Internally Displaced Persons covers only a limited share of IDPs:

	2021	2022	2023	2024
IDP numbers (million)	1.5 ⁶⁴⁸	4.9 ⁶⁴⁹	3.7 ⁶⁵⁰	3.4 ⁶⁵¹

Table 67. IDP numbers 2021–2024

⁶⁴² Currently, financial assistance under this programme is provided through the MTOT.

⁶⁴³ Assistance is also granted to a child born to an IDP whose information is included in the Unified Information Database on IDPs.

⁶⁴⁴ Prior to the draft Basic Social Assistance reform, the assistance was granted for the second six-month period automatically if: the average monthly total income per person does not exceed four times the subsistence minimum for persons who have lost their ability to work; the beneficiary cares for children under the age of 6 (inclusive); has three or more children under the age of 18; is a person with disabilities or cares for persons with disabilities; provides social services and receives compensation for the provision of social services; students enrolled in full-time or dual forms of education in secondary, vocational, professional higher, and higher education institutions; the recipient is an unemployed able-bodied person who, during the first six months contributed to his/her economic independence and whose average monthly income does not exceed three times the subsistence minimum for persons who are unemployed; have lost their ability to work; minors and young children who arrived unaccompanied by a legal representative.

⁶⁴⁵ UNHCR, Ukraine Thematic Legislative Update, August 2023, Link: <https://reliefweb.int/report/ukraine/ukraine-thematic-legislative-update-august-2023>

⁶⁴⁶ Ibid.

⁶⁴⁷ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

⁶⁴⁸ National Social Service, IDPs FAQ, 2023, Link: <https://nssu.gov.ua/vpo>

⁶⁴⁹ IOM, Regional Ukraine Response Situation Report, 2022, Link: https://www.iom.int/sites/g/files/tmzbd1486/files/situation_reports/file/iom-regional-ukraine-response-external-sitrep-21042022-final.pdf

⁶⁵⁰ IOM, Ukraine Internal Displacement Report, 2023, Link: https://dtm.iom.int/sites/g/files/tmzbd1461/files/reports/IOM_Gen%20Pop_R15_IDP.pdf

⁶⁵¹ IOM, Registered IDP Area Baseline Assessment Report Ukraine, 2024, Link: <https://dtm.iom.int/reports/ukraine-area-baseline-assessment-raion-level-round-33-february-2024>

Legal Basis

Decree №332 of 20 March 2022 Some Issues of Payment of Accommodation Allowance to Internally Displaced Persons⁶⁵²
Decree №1195 of 21 October 2022 Some Issues of Using Funds to Meet the Needs of Evacuees and People Living in De-occupied Settlements⁶⁵³

Table 68. Allowance for Internally Displaced Persons/Social Assistance for Evacuated Persons and Persons Living in Newly Accessible Areas: legal basis

10.6.2 Social Rent Subsidy (Draft Law)

Criteria	Targeting	Benefit	Duration	Application
Forced displacement due to destruction of housing due to war		Average estimation – UAH 3,543	6 months with possibility to prolong for the subsequent period	

MoSP elaborated a Draft Law on Social Rent Subsidy for IDPs. The project is planned to start in June 2024, covering approximately 379,900 IDP families.

The draft law stipulates that a subsidy for rent will be granted to families whose expenses exceed the mandatory payment (30 per cent of total monthly income). The envisioned programme aims to:

- support persons who were forcibly internally displaced or whose housing was destroyed due to war and who are financially unable to purchase new housing, and
- to facilitate social integration in the local community by increasing economic independence.

The rent subsidy is provided upon application to the Pension Fund on the basis of a rent agreement. The rent subsidy is granted for one six-month period with the possibility to extend for additional six-month periods.

The average monthly total income of the household is calculated considering the two quarters preceding the month of application.

The rent subsidy is allocated for the full month, regardless of the date of application.

During the period of renting out the housing, the landlord cannot receive compensation for the costs of temporary accommodation of IDPs or apply for the Housing and Utilities Subsidy⁶⁵⁴ at the same address. The landlord is also obliged to pay taxes out of the income received (military levy and personal income tax).⁶⁵⁵

Legal Basis

Draft Law on the Procedure for the Implementation of a Pilot Project to Provide a Subsidy for Rent of Residential Premises⁶⁵⁶

Table 69. Social Rent Subsidy: legal basis

10.6.3 Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects

Criteria	Targeting	Benefit	Duration	Enrolment
Children and adults who acquired a disability due to explosive objects		One-off payment and annual assistance for health improvement	Lifetime	

⁶⁵² Cabinet of Ministers, Some Issues of Payment of Accommodation Allowance to Internally Displaced Persons (decree № 332), 2022, Link: <https://zakon.rada.gov.ua/laws/show/332-2022-%D0%BF#Text>

⁶⁵³ Cabinet of Ministers, Some Issues of Using Funds to Meet the Needs of Evacuees and People Living in De-occupied Settlements (decree № 1195), 2022, Link: <https://zakon.rada.gov.ua/laws/show/1195-2022-%D0%BF#n2>

⁶⁵⁴ The tenant may apply for a housing subsidy/benefit for housing and communal services, solid and liquid stove fuel and liquefied gas.

⁶⁵⁵ The Pension Fund provides a monthly compensation for part of the taxes, calculated on the basis of the rental cost determined by the Pension Fund.

The Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects covers military and non-military causes. In addition, children are eligible for Social Assistance to Persons with Disabilities from Childhood or Children with Disabilities (see chapter 11.3.2).

The programme is divided into two different types: a one-time compensation and an annual assistance for health improvement.

Eligible Persons	Calculation	Benefit Levels			
		Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap	
Adult with disability of group I/Child with disability of sub-group A	5x the subsistence minimum ⁶⁵⁸ for persons who have lost their ability to work	UAH 10,465	UAH 26,745	UAH -16,280	60%
Adult with disability of group II/Child with a disability	4x the subsistence minimum for persons who have lost their ability to work	UAH 8,372	UAH 21,396	UAH -14,652	68%
Person with disability of group III	3x the subsistence minimum for persons who have lost their ability to work	UAH 6,279	UAH 16,047	UAH -10,989	68%

Table 70. Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects (one-off): benefit levels calculation

Eligible Persons	Calculation	Benefit Levels			
		Current Benefit Levels	Inflated Benefit Levels	Adequacy Gap	
Adult with disability of group I/ Child with disability	40% of the subsistence minimum for persons who have lost their ability to work	UAH 838	UAH 2,140	UAH -1,302	61%
Adult with disability of group II/ Child with a disability					
Person with disability of group III	35% of the subsistence minimum for persons who have lost their ability to work	UAH 733	UAH 1,872	UAH -1,282	68%

Table 71. Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects (annual): benefit levels calculation

The application⁶⁵⁹ for one-time compensation must be submitted within 60 calendar days after the disability as a result of an explosive object was acquired.

The application for annual assistance shall be submitted by 15 October of the current year and is subject to annual re-submission. Both types of social assistance are provided through the Department for Social Protection at the registered or actual place of residence on the basis of the relevant application. The application can be submitted online, through the website of the MoSP, and through Administrative Service Centres, postal services or authorized bodies.

The amount of the benefit is not considered for the calculation of the total family income for all types of social assistance provided in accordance with the law. Moreover, this financial benefit is not included in the calculation of total monthly (annual) taxable income.

Establishment of the causal link of disability as a result of injury or other health damage caused by explosive objects is carried out on the basis of the Unified Register of Pre-Trial Investigations. The existing procedure is quite complex as the applicant has to apply for disability status on the basis of a "general disease", at the same time open a criminal case, and then re-apply to the Medical and Social Expertise Commission to change the cause of disability:

⁶⁵⁸ As of 1 January 2023, the subsistence minimum for persons who have lost their ability to work is UAH 2,093.

⁶⁵⁹ The following documents must be submitted with applications: passport or ID (birth certificate in case of a child under the age of 14), individual taxpayer number, a copy of the certificate of the Medical and Social Expertise Commission on the group and cause of disability (for persons over 18 years of age) or a copy of the conclusion of the Medical Advisory Commission of the healthcare institution on establishment of the category "child with disability" (for children under 18 years of age).

	Steps	Notes
General Disability	1 Apply to family doctor for referral to medical examination	Full examination may take several months due to logistics, waiting times, etc. Some applicants might refrain from applying due to concerns related to ongoing conscription. Officially, it should take 5 days after application to the Medical and Social Expert Commission until a decision is rendered. However, actual lead time may vary depending on the workload of the Medical and Social Expert Commission in different locations.
	2 Proceed through medical examination to receive diagnosis	
	3 Receive medical certificate (088/o) and a referral to Medical and Social Expert Commission (MSEC)	
	4 Collect required documents: • Medical certificate (088/o) • Passport or ID card • Military ID • Employment record book • Other medical documents confirming eligibility for disability status	
	5 Apply to Medical and Social Expert Commission	
	6 Proceed with Medical and Social Expert Commission	
	7 Receive the decision of the Medical and Social Expert Commission and receive a personal rehabilitation plan	
	8 Apply to relevant state bodies for allocation of social assistance benefits	
Disability as a Consequence of Explosive Objects	9 Submit application to police on the fact of receiving injuries	This might be done in parallel, but the extract from the register should be done not earlier than 3 months before the application to the Medical and Social Expert Commission. MSEC is responsible for the revision of the disability reason.
	10 Receive an extract from the Register on Pre-court Investigation	
	11 Collect necessary documents (including the extract from the Register and the decision of MSEC)	
	12 Apply to Medical and Social Expert Commission	
	13 Proceed with Medical and Social Expert Commission	
	14 Receive the decision of the Medical and Social Expert Commission and receive personal rehabilitation plan	
	15 Apply to relevant state bodies for allocation of social assistance benefits	
Disability as a Result of War (for civilians)	9 Submit application to police on the fact of receiving injuries	The commission should decide within 30 days after application. For war veterans the procedure was simplified and steps 14 and 15 were substituted by the possibility to apply through Administrative Service Centres.
	10 Receive extract from the Register on Pre-court Investigation	
	11 Collect necessary documents (including the extract from the register and the decision of MSEC)	
	12 Receive Certificate of no Criminal Record (possible to receive through Diia)	
	14 Apply to Inter-ministerial Commission (Ministry of Veterans Affairs)	
	15 Receive decision of the Inter-ministerial Commission on the causal link between injuries and war	
	16 Apply to Medical and Social Expert Commission (with all the documents)	
	17 Receive decision of Medical and Social Expert Commission on change of the reason of disability	
	18 Apply to relevant state bodies for allocation of social assistance benefits	

Table 72. Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects: application process

	2021 (Actual)	2022 (Actual)	2023 (Planned)
Recipients (thousand)	No data publicly available		
Funding UAH (billion)			

Table 73. Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects: funding and number of recipients⁶⁶⁰

Legal Basis
Decree of the Cabinet of Ministers №1020 of 29 September 2021 Some Issues Related to the Appointment and Payment of One-time Compensation and Annual Allowance under the Law "On Mine Action" ⁶⁶¹

Table 74. Social Assistance to Persons and Children with Disabilities Injured as a Result of Explosive Objects: legal basis

10.6.4 Partial Unemployment Benefits

Criteria	Targeting	Benefit	Duration	Application
Loss of part of salary (income) due an emergency, martial law or the establishment of quarantine		Up to 50% of the minimum wage – UAH 3,350	≤ 180 days within 36 months	

The Partial Unemployment Benefits is a contributory insurance benefit that protects employees and individual entrepreneurs in case of loss of part of their income due to suspension or reduction of work for reasons such as an emergency, martial law or the establishment of quarantine.⁶⁶² The Partial Unemployment Benefits are funded by the Unemployment Insurance Fund. While Unemployment Benefits (chapter 11.2.1) cover loss of employment in general, Partial Unemployment Benefits cover partial unemployment or inability to pay salaries due to the war or other external shocks.

In order to be eligible, at least 20 per cent of the employer's workforce must be affected, the level of reduction in working hours and income of an individual entrepreneur is 30 per cent or more per month, the employer/individual entrepreneur duly provided all payment of wages and/or payment taxes, and the employer/individual entrepreneur has no debts to the state (local) budget.

The maximum amount of partial unemployment benefit per employee or individual entrepreneur shall not exceed 50 per cent of the minimum wage.⁶⁶³

Calculation ⁶⁶⁴	Benefit Levels			
	Based on Statutory Minimum Wage	Based on Inflation Adjusted Minimum Wage	Adequacy Gap	
50% of minimum wage	UAH 3,350	UAH 8,175	UAH -4,675	57%

Table 75. (Partial) Unemployment Benefits: benefit levels

The Partial Unemployment Benefit is provided monthly but for not more than 180 calendar days in total within 36 months.

Allocations are transferred to the bank account of an individual entrepreneur/employer for the payment of partial unemployment benefits to employees. The amount of benefit depends on the reduced working time of the employee or individual entrepreneur.

⁶⁶⁰ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

⁶⁶¹ Cabinet of Ministers, Some Issues Related to the Appointment and Payment of One-time Compensation and Annual Allowance under the Law "On Mine Action" (decree № 1020), 2021, Link: <https://zakon.rada.gov.ua/laws/show/1020-2021-%D0%BF#Text>

⁶⁶² Partial unemployment benefits are not provided if the employer/individual entrepreneur is subject to liquidation proceedings or acknowledges inability to meet obligations to creditors in a timely manner due to the unsatisfactory state of financial and economic activities.

⁶⁶³ See Table 21 Statutory Minimum Subsistence levels and minimum wages 2021–2024 (in UAH)

⁶⁶⁴ Not less than 25 per cent of the subsistence minimum for an able-bodied person.

Application for benefits can be submitted within 90 calendar days from the date of suspension (reduction) of work. Employers can apply online or in person at the State Employment Centre.

	2023 (Plan) ⁶⁶⁵
Recipients (thousand)	21
Funding UAH (million)	UAH 226
Average benefit size (UAH)	UAH 10,762

Table 76. (Partial) Unemployment Benefits: funding and number of recipients

Legal Basis
The Law of Ukraine On Employment of the Population ⁶⁶⁶
Decree № 702 of 21 June 2022 On Approval of the Procedure for Granting Partial Unemployment Benefits ⁶⁶⁷

Table 77. (Partial) Unemployment Benefits: legal basis

10.6.5 Compensation for Damaged and Destroyed Property

Criteria	Targeting	Benefit	Duration	Enrolment
- Housing property that was damaged due to the war - Vulnerable groups are prioritised		≤ UAH 500,000	Once	

One of the largest war-related programmes is the Compensation for Damaged and Destroyed Property. The compensation is provided for repair of certain categories of housing which have been damaged⁶⁶⁸ or destroyed⁶⁶⁹ due to the full-scale invasion in 2022. The compensation is provided for Ukrainian citizens⁶⁷⁰ who own damaged/destroyed housing property.⁶⁷¹ It excludes foreigners and legal entities. Compensation is provided on a special bank account⁶⁷² under the principle of first come first served, but at the same time the legislation envisages priority treatment for vulnerable categories of persons.⁶⁷³

If the applicant has already received monetary or material assistance for repair work from Ukrainian or international organisations, including charities, local governments, enterprises, institutions and organisations, Compensation for Damaged and Destroyed Property will not be provided.

⁶⁶⁵ Data of the Ministry of Reintegration of Temporarily Occupied Territories, Partial unemployment: how to get assistance – the procedure for granting it has been clarified, 2023, Link: <https://minre.gov.ua/2023/03/17/chastkove-bezrobittya-yak-otrymaty-dopomogu-utochneno-poryadok-nadannya/#~:text=>

⁶⁶⁶ Rada, On Employment of the Population (law № 1768-III), 2000, Link: <https://zakon.rada.gov.ua/laws/show/1768-14#Text>

⁶⁶⁷ Cabinet of Ministers, On Approval of the Procedure for Granting Partial Unemployment Benefits (decree № 702), 2022, Link: <https://zakon.rada.gov.ua/laws/show/702-2022-%D0%BF#top>

⁶⁶⁸ Damaged property is referred to as immovable property located in Ukraine (GCA) and damaged as a result of war, that can be restored by current or major repairs, reconstruction or restoration and is economically feasible.

⁶⁶⁹ Destroyed property is referred to as immovable property located in Ukraine (GCA) that has suffered destruction as a result of war, and the restoration of which is impossible or economically unfeasible.

⁶⁷⁰ Unlike the other benefits discussed in this report, only citizens of Ukraine are eligible to apply for this benefit.

⁶⁷¹ This includes persons who have started/ordered the construction of housing, but have not completed it (the permit to perform construction work has been obtained); own damaged/destroyed objects of unfinished construction; have financed the construction of housing for which the permit to perform construction work has been obtained; are members of housing cooperatives who have purchased an apartment or other residential premises of the cooperative, but have not formalized the right of ownership for it; heirs of the above persons.

⁶⁷² It is prohibited to transfer funds from the special bank account to other accounts except for the payment of reconstruction services by authorised eVidnovlennia partners that provide construction material and services.

⁶⁷³ Vulnerable groups, defined for the purpose of the Law on Compensation: (a) families with three or more children; (b) persons with disability of I/II group or with disability as a consequence of war; (c) participants of military actions; (d) persons mobilized after 24 February 2022; (e) families of fallen (deceased) war veterans.

While legally it is possible to register property that was damaged or destroyed between 2014 to 2022, the application procedure excludes this period of time in the submission forms. Moreover, it is not possible to register property that was damaged or destroyed after 24 February 2022 that is currently located in areas with active hostilities or in NGCA, due to access issues for the Commission for the Consideration of Issues Related to the Provision of Compensation for Destroyed Real Estate.⁶⁷⁴

The Government is considering a draft law that considers whole cities (like Bakhmut and Marinka) as destroyed in their entirety, which would replace an individual assessment of destruction and damage through the Commission for the Consideration of Issues Related to the Provision of Compensation for Destroyed Real Estate.

Different forms of compensation are envisaged by current legislation:

- a) Damaged Housing:** The compensation can be in the form of cash for repairs or construction materials. The amount of compensation cannot exceed UAH 500,000⁶⁷⁵ per damaged object. The compensation has to be utilised within 12 months from the date of receipt, otherwise the funds have to be returned. The compensation is to be provided via Diia⁶⁷⁶ to a special bank account of the recipient upon the decision of the relevant local commission. Compensation is frequently provided in the form of vouchers that can be used in specified shops.
- b) Destroyed Housing:** The compensation can be used for construction or purchase of housing. The amount of compensation is calculated by local commissions.⁶⁷⁷ The amount of compensation is set at a level not lower than the cost of construction of housing of the corresponding area. The compensation can also cover the costs of acquiring a land plot provided that the maximum limit for compensation is not exceeded. The funds must be used within 36 months after the date of receipt, otherwise the funds have to be returned.

In order to receive compensation for destroyed housing, the applicant must register the termination of his/her property rights to the destroyed property.

It is important to note that, recipients conclude an agreement with the provision of compensation, under which they relinquish their 'right to claim' compensation from the Russian Federation to state or local authorities of Ukraine.

	2023 ⁶⁷⁸	
	Damaged property	Destroyed property
Recipients (thousand)	54.5	2.8 ⁶⁷⁹
Funding UAH (billion)	5.8	5.2

Table 78. Compensation for Damaged and Destroyed Property: number of recipients, funding and average level of benefits⁶⁸⁰

✳ The application for compensation can be submitted during martial law and one year (three years for some objects) after its cancellation/suspension. It is possible to apply both online and in person. Online applications can be submitted through the Diia portal or the Department for Social Protection or Administrative Service Centres. Applications for compensation submitted by citizens of Ukraine to the State Register of Damaged and Destroyed Property⁶⁸¹ prior to the entry into force of Law №2923-IX⁶⁸² are considered valid.

⁶⁷⁴ Rada, On Compensation for Damage and Destruction of Certain Categories of Immovable Property as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine, and the State Register of Property Damaged and Destroyed as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine, Art. 3, Link: <https://zakon.rada.gov.ua/laws/show/2923-20#Text>

⁶⁷⁵ According to amendments introduced by the Cabinet of Ministers, decree № 487 of 12 May 2023, 2023, Link: <https://www.kmu.gov.ua/npas/pro-vnesennia-zminy-do-punktu-10-poriadku-nadan-a487>

⁶⁷⁶ An electronic public service created for providing compensation for the restoration of certain categories of damaged housing. Application for compensation is possible electronically through the Register of Damaged and Destroyed Property. For more information, please see DRC, Legal Alert: Issue 78, 19–31 March 2022, 2022, Link: <https://pro.drc.ngo/media/yesjb20k/drc-legal-alert-vol-78-for-dissemination-final.pdf>

⁶⁷⁷ According to a formula considering the size of the destroyed property; number of rooms; year of construction; region of location.

⁶⁷⁸ Ministry of Digital Transformation, 57,000 Ukrainians rebuilt or bought a new home with eRenovation: results of the first year of the program, 2024, Link: <https://www.kmu.gov.ua/news/57-tys-ukraintsiv-vidbuduvalysia-chy-kuplyly-nove-zhytlo-z-ievidnovlenniam-rezultaty-pershoho-roku-roboty-prohramy>

⁶⁷⁹ Ukrainians who bought new housing with housing certificates received as compensation for destroyed housing.

⁶⁸⁰ Ministry of Finance, Expenditure on Social Assistance, Link: https://mof.gov.ua/uk/expenditures_on_social_assistance

⁶⁸¹ For more information, see DRC, DRC Legal Alert: Issue 78, 19 March–31 March 2022, 2022, Link: <https://pro.drc.ngo/media/yesjb20k/drc-legal-alert-vol-78-for-dissemination-final.pdf>

⁶⁸² Rada, On Compensation for Damage and Destruction of Certain Categories of Immovable Property as a Result of Hostilities, Terrorist Acts, Sabotage..., 2023, Link: <https://zakon.rada.gov.ua/laws/show/2923-20#Text>

It should be noted that lack of documentation on missing or destroyed housing and land might pose a challenge to apply for the Compensation for Damaged and Destroyed Property. The DRC Protection Monitoring Snapshot of January 2024⁶⁸³ indicates that 9 per cent of surveyed households miss relevant Housing Land and Property (HLP) documentation. More than half of those lacking documentation are lacking proof of property ownership for their apartments or houses.⁶⁸⁴

HHs Lacking HLP Documentation

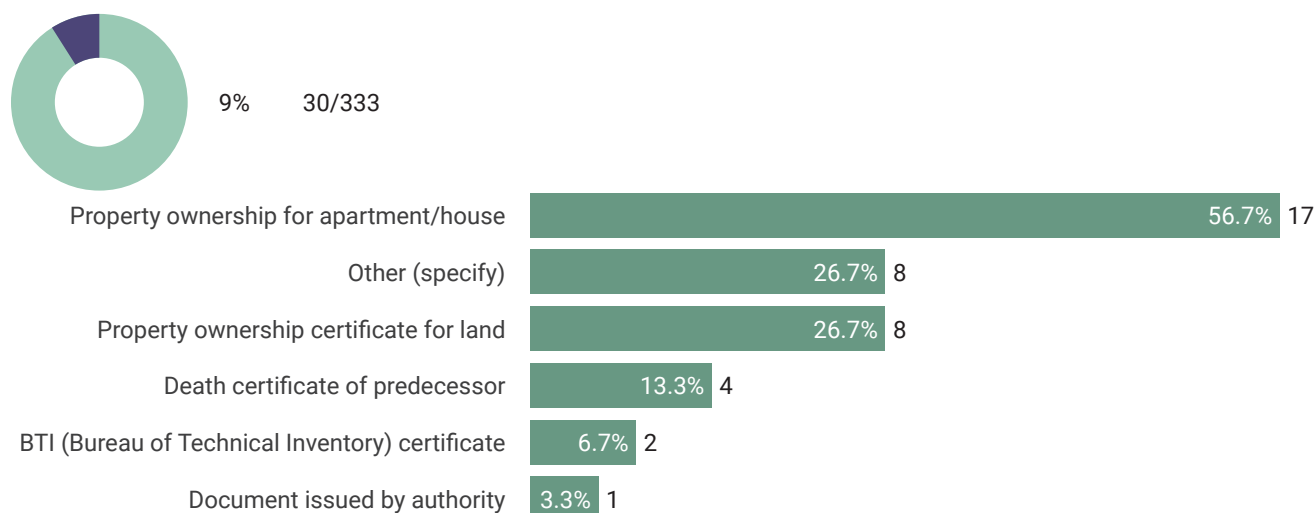


Figure 67. Individuals lacking personal documentation⁶⁸⁵ (adapted by the PeReHID Initiative)

Legal Basis
Law №2923-IX On Compensation for Damaged and Destroyed Property ⁶⁸⁶
Decree №381 of 21 April 2023 Procedure of Compensation for the Restoration of Certain Categories of Housing Damaged as a Result of War ⁶⁸⁷
Decree №600 of 30 May 2023 Procedure for Compensating Destroyed Housing ⁶⁸⁸

Table 79. Compensation for Damaged and Destroyed Property: legal basis

⁶⁸³ The protection monitoring covered 343 households in the the following oblasts: Chernihiv, Dnipropetrovsk, Donetsk, Kharkiv, Kherson, Lviv, Mykolaiv, Sumy, Zaporizhzhia.

⁶⁸⁴ DRC, Protection Monitoring Snapshot, January 2024, Link: <https://reliefweb.int/report/ukraine/protection-monitoring-snapshot-ukraine-january-2024>

⁶⁸⁵ Ibid.

⁶⁸⁶ Rada, On Compensation for Damaged and Destroyed Property (law № 2923-IX), 2023, Link: <https://zakon.rada.gov.ua/laws/show/2923-20#Text>

⁶⁸⁷ Cabinet of Ministers, On the Approval of Procedure of Compensation for the Restoration of Certain Categories of Housing Damaged as a Result of War (decree № 381), 2023, Link: <https://zakon.rada.gov.ua/laws/show/381-2023-%D0%BF#Text>

⁶⁸⁸ Cabinet of Ministers, On the Approval of Procedure for Compensating Destroyed Housing (decree № 600), 2023, Link: <https://zakon.rada.gov.ua/laws/show/600-2023-%D0%BF#Text>

Annex 1. Overview of Social Assistance Programmes

Programmes ¹	Programmes	Criteria	Tar-geting	Benefits	Lead Time ²	Duration	Application
Maternity Benefits 	Допомога у зв'язку з вагітністю та пологами	Expecting mothers and mothers of newborns		UAH 671 to 100% of average monthly income	10 days	126 – max. 140 days	 
Childbirth Grant and Baby Box	Допомога при народженні дитини та одноразова натуральна допомога "пакунок малюка"	Children 0–3		UAH 10,320 as a one-off payment 36 months x UAH 860 and In-kind or 1 x UAH 6,816	10 days/ within a day of applica-tion	36 months	  
Childcare for Large Families 	Допомога на дітей, які виховуються у багатодітних сім'ях	Families with 3 or more children		Monthly UAH 2,100	10 days	0–6 years	 
Allowance for Single Parents 	Допомога на дітей одиноким матерям	Single parents		Depending on income	10 days	0–18 years (23 years if the child pursues higher educa-tion)	 
Social As-sistance to Persons and Children with Disabilities Injured as a Result of Explo-sive Objects	Одноразова компенсація та щорічна допомога особам з інвалідністю та дітям з інвалідністю, постраждалим внаслідок дії вибухонебезпечних предметів	Child with a disability as a consequence of explosives		One-off payment and annual assis-tance for health improvement	30 days	Lifetime	 
Social As-sistance to Persons with Disabilities from Childhood or Children with Disabilities	Державна соціальна допомога особам з інвалідністю з дитинства та дітям з інвалідністю	Adults or children with disabilities		Monthly UAH 1,465–UAH 2,198	10 days	Age 0–∞	
Carer Allowanc-es for Persons with Disabilities from Childhood or Children with Disabilities	Надбавок на догляд за особами з інвалідністю з дитинства та дітьми з інвалідністю	Unemployed parent or guardian of a disabled child		Monthly UAH 1,136–UAH 5,666	10 days	Equal period as state social assistance	
Assistance for Low-Income Families (GMI) 	Державна допомога малозабезпеченим сім'ям	Low-income fam-ilies		Monthly Aver-age UAH 6,012	10 days	6 months with possibility to extend	  
Housing and Utilities Subsidy (HUS)	Субсидії для відшкодування витрат на оплату житлово-комунальних послуг, придбання скрапленого газу, твердого та рідкого пічного побутового палива	Person's income is not sufficient to pay for housing		Difference between the cost of housing and utilities and the amount of the mandatory payment	10 days	Year	 
Unemployment Benefits	Допомога по безробіттю	Loss of work and registry as unem-ployed with the State Employment Centre		UAH 1,000–UAH 6,700	7 days (1 day if apply-ing through DIIA app)	Depends in insurance experience. No longer that 90 days during martial law	 

¹ Official Ukrainian names of the relevant programmes are provided in the second column.

² The column shows how long it takes authorities to make the decision upon receiving an application.

Programmes ¹	Programmes	Criteria	Tar-geting	Benefits	Lead Time ²	Duration	Application
(Partial) Unemployment Benefits	Допомога по частковому безробіттю	Loss of part of salary (income) due to suspension of work		Up to 50% of the minimum wage – UAH 3,350	3 working days	Not more than 180 days within 36 months	
Compensation for Damaged and Destroyed Property	Компенсація за пошкодження та знищення окремих категорій об'єктів нерухомого майна ³	Housing property that was damaged due to the war: vulnerable groups are prioritised		≤ UAH 200,000	30 days	Once	
Disability Pension	Пенсії по інвалідності	Disabled person who has reached necessary length of insurance experience		50%–100% of the old-age pension. But not less than UAH 2,093	10 days	For the period of disability or for life	
Old Age Pension	Пенсії за віком	Reaching retirement age		UAH 2,093–UAH 20,930	10 days	Age of 60 years + 35 years (men)/30 years (women) of insurance	
Social Assistance to Persons Not Entitled to a Pension 	Державна соціальна допомога особам, які не мають права на пенсію, та особам з інвалідністю	Persons who reached the age of retirement but are not entitled to a pension		30%–150% of the subsistence minimum for persons who have lost their ability to work	10 days	Life	
		Person with a disability			10 days	For the period of disability	
		Child of a deceased breadwinner			10 days	Up to 18 years (23 years if child gets higher education)	
Allowance for Internally Displaced Persons	Допомога на проживання внутрішньо переміщеним особам	Evacuees from areas experiencing active hostilities or those who continue residing in newly accessible areas		Persons with disabilities and children: UAH 3,000	15 days	One-time	
Social Assistance for Evacuated Persons and Persons Living in newly Accessible Areas	Допомога евакуйованим особам та особам, які проживають в деокупованих населених пунктах	IDPs whose housing was destroyed as a result of war		Other persons: UAH 2,000	10 days	6 + 6 months	

³ Компенсація за пошкодження та знищення окремих категорій об'єктів нерухомого майна внаслідок бойових дій, терористичних актів, диверсій, спричинених збройною агресією Російської Федерації проти України

Annex 2. Budget Funded Programmes of the Ministry of Social Policy

Code of the program classification	Name according to departmental and program classifications of expenditures and crediting of the state budget (English)	Name according to departmental and program classifications of expenditures and crediting of the state budget (Ukrainian)	Planned State budget expenditures for 2022 ¹	Planned State budget expenditures for 2023 ²	Planned State budget expenditures for 2024 ³
2500000	Ministry of Social Policy of Ukraine	Міністерство соціальної політики України	425,180,260.30	446,842,718.70	470,313,678.20
2501000	Apparatus of the Ministry of Social Policy of Ukraine	Апарат Міністерства соціальної політики України	169,527,385.40	169,351,018.60	141,445,695.60
2501010	Leadership and management in the field of social policy.	Керівництво та управління у сфері соціальної політики	201,151.10	176,503.10	232,297.50
2501030	Payment of certain types of benefits, compensations, financial support and payment of services to certain categories of the population	Виплата деяких видів допомог, компенсацій, грошового забезпечення та оплата послуг окремим категоріям населення	72,359,293.20		
2501040	Scientific and technical activity in the field of social policy	Наукова і науково-технічна діяльність у сфері соціальної політики	23,922.20		
2501060	Improving the qualifications of social work specialists and other employees within the social protection system	Підвищення кваліфікації фахівців із соціальної роботи та інших працівників системи соціального захисту	856.80	694.00	694.00
2501070	Specialized prosthetic-orthopedic and medical-rehabilitation assistance to persons with disabilities at the clinic of the Research Institute of Prosthetics, Prosthetics and Rehabilitation	Спеціалізована протезно-ортопедична та медично-реабілітаційна допомога особам з інвалідністю у клініці Науково-дослідного інституту протезування, протезобудування та відновлення працездатності	37,280.10		
2501090	Creation and software and technical support of the information and analytical support system, information and methodological support and production of ID forms and badges for the social protection system	Створення і програмно-технічне забезпечення системи інформаційно-аналітичної підтримки, інформаційно-методичне забезпечення та виготовлення бланків посвідчень і нагрудних знаків для системи соціального захисту	54,088.70	64,963.30	70,697.80
2501130	Activities for the social protection of children, families, women and other most vulnerable categories of the population	Заходи із соціального захисту дітей, сімей, жінок та інших найбільш вразливих категорій населення	66,019.80		
2501150	Annual one-time monetary assistance to war veterans and victims of Nazi persecution and social assistance to persons who have special and special labor merits for the Motherland	Щорічна разова грошова допомога ветеранам війни і жертвам нацистських переслідувань та соціальна допомога особам, які мають особливі та особливі трудові заслуги перед Батьківщиною	1,382,540.60	1,119,857.80	
2501160	Lifetime state scholarships	Довічні державні стипендії	7,471.30	6,051.70	
2501180	Payment of social scholarships to students (cadets) of institutions of vocational pre-higher and higher education	Виплата соціальних стипендій студентам (курсантам) закладів фахової передвищої та вищої освіти	985,056.70		
2501190	Provision of one-time financial assistance to family members of persons whose death is related to participation in mass public protest actions that took place between November 21, 2013 and February 21, 2014, and to persons who received physical injuries, beatings, and beatings during participation in the specified shares	Надання одноразової грошової допомоги членам сімей осіб, смерть яких пов'язана з участю в масових акціях громадського протесту, що відбулися у період з 21 листопада 2013 року по 21 лютого 2014 року, та особам, які отримали тілесні ушкодження, побої, мордування під час участі в зазначених акціях	3,524.60		
2501200	Social protection of citizens affected by the Chernobyl disaster	Соціальний захист громадян, які постраждали внаслідок Чорнобильської катастрофи	2,828,379.90		

1 Rada, Law on State Budget of Ukraine (No 1928-IX, dated on 31.03.2023. Annex 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/1928-20#Text>

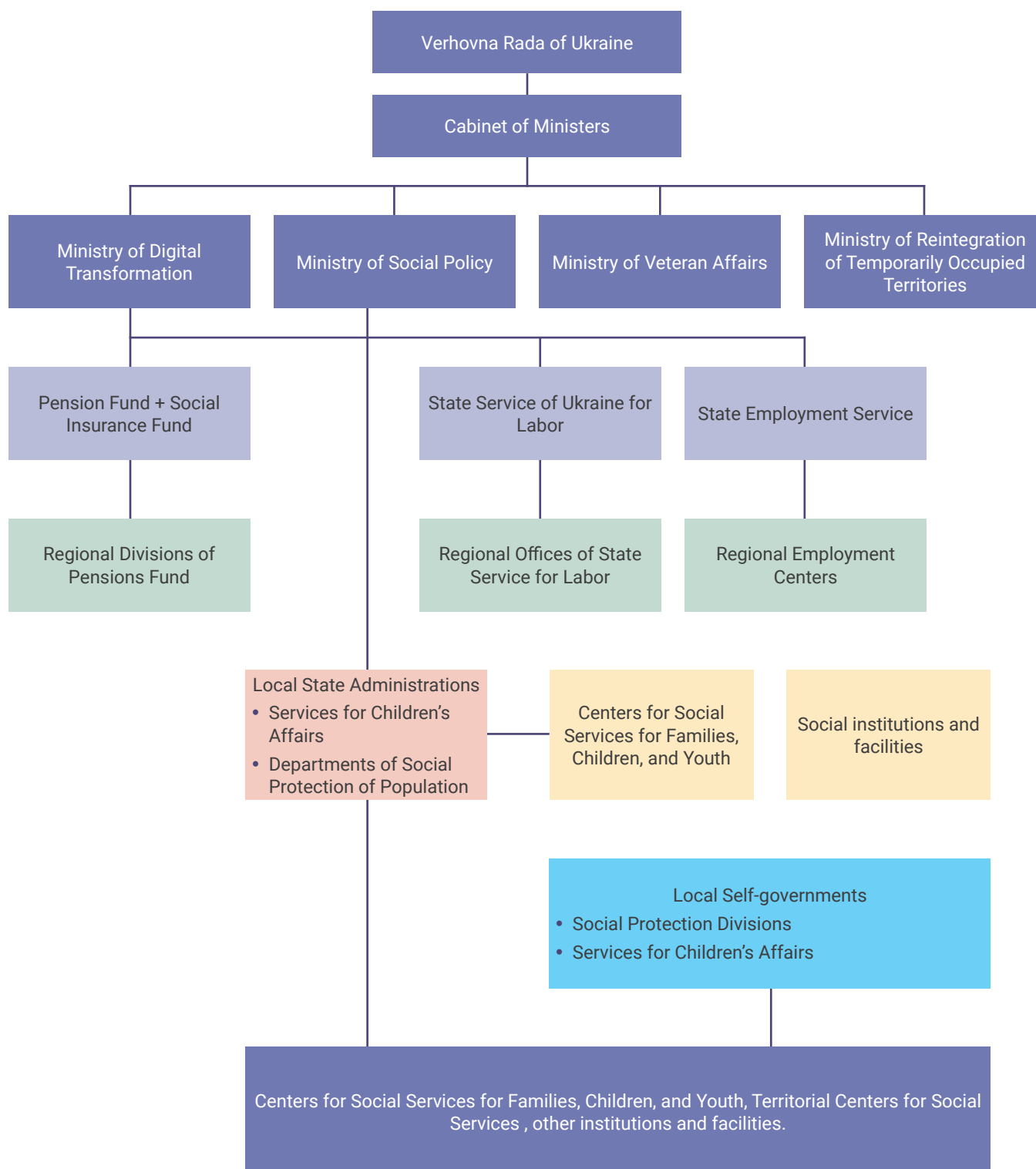
2 Rada, Law on State Budget of Ukraine (No 2710-IX, dated on 15.04.2023. Annex 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/2710-20/ed20230415#Text>

3 Rada, Law on State Budget of Ukraine (No 3460-IX, dated on 09.11.2024. Annex 3), 2023, Link: <https://zakon.rada.gov.ua/laws/show/3460-20#Text>

Code of the program classification	Name according to departmental and program classifications of expenditures and crediting of the state budget (English)	Name according to departmental and program classifications of expenditures and crediting of the state budget (Ukrainian)	Planned State budget expenditures for 2022 ¹	Planned State budget expenditures for 2023 ²	Planned State budget expenditures for 2024 ³
2501230	Payment of benefits and housing subsidies to citizens for payment of housing and communal services, purchase of solid and liquid household fuel and liquefied gas in monetary form	Виплата пільг і житлових субсидій громадянам на оплату житлово-комунальних послуг, придбання твердого та рідкого пічного побутового палива і скрапленого газу у грошовій формі	41,708,048.60		
2501240	Provision of insurance payments to medical workers of health care institutions and their family members as a result of illness with the coronavirus disease COVID-19, caused by the SARS-CoV-2 coronavirus, and its consequences	Здійснення страхових виплат медичним працівникам закладів охорони здоров'я та членам їх сімей внаслідок захворювання коронавірусною хворобою COVID-19, спричиненою коронавірусом SARS-CoV-2, та її наслідками	251,970.00	74,481.00	70,697.80
2501250	Payment to persons who have special and special labor merits for the Motherland or for work in special conditions	Виплата особам, які мають особливі та особливо трудові заслуги перед Батьківщиною або за роботу в спеціальних умовах			1,703,900.40
2501290	Enforcement of court decisions	Забезпечення виконання рішень суду	100,000.00	24,300.00	100,000.00
2501300	Measures to promote the economic independence of low-income families	Заходи сприяння економічній самостійності малозабезпеченої сім'ї	94,867.50		
2501350	Rehabilitation and recreation of children who need special attention and support in children's rehabilitation and recreation facilities of the highest category, which are included in the State Register of property objects of rehabilitation and recreation for children and are located in the Carpathian region	Оздоровлення і відпочинок дітей, які потребують особливої уваги та підтримки, в дитячих закладах оздоровлення та відпочинку вищої категорії, які містяться в Державному реєстрі майнових об'єктів оздоровлення та відпочинку дітей та розташовані в карпатському регіоні	150,000.00	150,000.00	
2501370	Development of the system of social services	Розвиток системи соціальних послуг			1,131,065.30
2501400	Social protection of children and families	Соціальний захист дітей та сім'ї		26,854,407.50	27,640,814.70
2501450	Health care and recreation of children who need special attention and support in children's health camps of the "Artek" Medical Center, "Moloda Gvardiya" DC, and in higher category children's institutions included in the State Register of property facilities for children's health and recreation and located in the Carpathian region the region	Оздоровлення і відпочинок дітей, які потребують особливої уваги і підтримки, в дитячих оздоровчих таборах МДЦ "Артек", ДЦ "Молода гвардія" і в дитячих закладах вищої категорії, що містяться в Державному реєстрі майнових об'єктів оздоровлення та відпочинку дітей та розташовані в карпатському регіоні	296,801.40	296,556.50	316,518.50
2501470	Sanatorium-resort treatment of war veterans, persons subject to the laws of Ukraine "On the status of war veterans, guarantees of their social protection", "On victims of Nazi persecution" and persons with disabilities	Санаторно-курортне лікування ветеранів війни, осіб, на яких поширюється чинність законів України «Про статус ветеранів війни, гарантії їх соціального захисту», «Про жертви нацистських переслідувань» та осіб з інвалідністю	441,338.80		
2501480	Provision of monthly targeted assistance to internally displaced persons to cover living expenses, including the payment of housing and communal services	Надання щомісячної адресної допомоги внутрішньо переміщеним особам для покриття витрат на проживання, в тому числі на оплату житлово-комунальних послуг	47,952,460.60		
2501490	Implementation of the pilot project "Development of social services"	Реалізація пілотного проекту "Розвиток соціальних послуг"	100,000.00		
2501530	Social protection of citizens who have fallen into difficult life circumstances	Соціальний захист громадян, які потрапили у складні життєві обставини		86,102,696.80	88,708,333.50
2501540	Support of low-income families	Підтримка малозабезпечених сімей		53,450,387.50	20,167,489.60
2501570	Payment of material assistance to servicemen released from military service	Виплата матеріальної допомоги військовослужбовцям, звільненим з військової строкової служби	82,313.50	66,673.90	67,322.10

Code of the program classification	Name according to departmental and program classifications of expenditures and crediting of the state budget (English)	Name according to departmental and program classifications of expenditures and crediting of the state budget (Ukrainian)	Planned State budget expenditures for 2022 ¹	Planned State budget expenditures for 2023 ²	Planned State budget expenditures for 2024 ³
2501630	Modernization of the system of social support of the population of Ukraine	Модернізація системи соціальної підтримки населення України	400,000.00	963,445.50	1,267,502.40
2504000	State Service of Ukraine for Children	Державна служба у справах дітей			44,900.80
2504010	Governance and management in the field of adoption and protection of children's rights	Керівництво та управління у сфері усиновлення та захисту прав дітей			44,900.80
2506000	Pension Fund of Ukraine	Пенсійний фонд України	252,998,464.00	273,667,116.30	321,767,649.20
2506080	Financial support for the payment of pensions, allowances and increases to pensions assigned under pension programs, and the shortage of funds of the Pension Fund	Фінансове забезпечення виплати пенсій, надбавок та підвищень до пенсій, призначених за пенсійними програмами, та дефіциту коштів Пенсійного фонду	252,998,464.00	273,667,116.30	271,859,374.5
2506110	Payment of housing subsidies and benefits to citizens for the payment of housing and communal services, the purchase of solid and liquid household stove fuel and liquefied gas	Виплата житлових субсидій та пільг громадянам на оплату житловокомунальних послуг, придбання твердого та рідкого пічного побутового палива і скрапленого газу			49,908,274.70
2507000	Fund for Social Protection of Persons with Disabilities	Фонд соціального захисту осіб з інвалідністю	2,493,776.60	3,703,315.20	6,904,132.80
2507020	Financial support of public associations of persons with disabilities	Фінансова підтримка громадських об'єднань осіб з інвалідністю	91,426.00		
2507030	Measures for social, labor and professional rehabilitation of persons with disabilities	Заходи із соціальної, трудової та професійної реабілітації осіб з інвалідністю	2,102,705.90		
2507040	Ensuring the activities of the Fund for Social Protection of Persons with Disabilities	Забезпечення діяльності Фонду соціального захисту осіб з інвалідністю	144,622.10	144,647.40	201,026.10
2507100	Rehabilitation of children with disabilities	Реабілітація дітей з інвалідністю	155,022.60		
2507110	Social protection of persons with disabilities	Соціальний захист осіб з інвалідністю		3,558,667.80	6,703,106.70
2509000	National Social Service Agency of Ukraine	Національна соціальна сервісна служба України	160,634.30	121,268.60	151,299.80
2509010	Leadership and management in the sphere of policy implementation regarding social protection of the population and protection of children's rights	Керівництво та управління у сфері реалізації політики щодо соціального захисту населення та захисту прав дітей	160,634.30	121,268.60	151,299.80
2510000	Ministry of Social Policy of Ukraine (national expenditures and lending)	Міністерство соціальної політики України (загальнодержавні видатки та кредитування)	1,045,920.80	185,410.90	775,559.70
2511000	Ministry of Social Policy of Ukraine (national expenditures and lending)	Міністерство соціальної політики України (загальнодержавні видатки та кредитування)	1,045,920.80	185,410.90	775,559.70
2511180	Subsidy from the state budget to local budgets for design, construction and repair works, purchase of housing and premises for the development of family and other forms of education close to family, support of small group homes and provision of housing for orphans, children deprived of parental care, persons from their numbers	Субвенція з державного бюджету місцевим бюджетам на проектні, будівельно-ремонтні роботи, придбання житла та приміщень для розвитку сімейних та інших форм виховання, наближених до сімейних, підтримку малих групових будинків та забезпечення житлом дітей-сиріт, дітей, позбавлених батьківського піклування, осіб з їх числа	810,060.80	9,970.90	575,321.60
2511240	Subsidy from the state budget to local budgets for the creation of a network of specialized support services for persons who have suffered from domestic violence and/or gender-based violence	Субвенція з державного бюджету місцевим бюджетам на створення мережі спеціалізованих служб підтримки осіб, які постраждали від домашнього насильства та/або насильства за ознакою статі	235,860.00	175,440.00	200,238.1

Annex 3. Social Protection Governance Structure



Annex 4. Minimum Subsistence Basket¹

SETS of food, non-food items and services for key social and demographic groups

Category of products	Age of child		(kilograms per person per year)	
	under 6	6 to 18	Able-bodied	Persons who lost ability to work
Bread products:				
Wheat bread	29,2	51,1	38	38
Rye bread	14,6	28	62	62
Wheat flour	4,6	7,9	4,1	4,1
Pasta products	2,9	4	9,1	9,1
Cereals:				
Rice	1,3	1,8	2,5	2,3
Semolina	0,9	1,2	1	0,9
Millet	2,7	3,3	2	0,9
Buckwheat	2,4	3,4	1,1	2
Oatmeal	0,7	0,9	0,5	1,1
Others (barley, pearl barley)	3,1	4,7	1,9	0,6
Beans	0,6	0,8	2,5	1,9
Starch	0,7	1,1		1
Potatoes	73	93,7	95	108
Vegetables (including salted and pickled):				
Cabbage	16,4	21,9		27,5
Tomatoes	16,4	21,9	28	22
Carrots	8,2	10,9	25	8
Cucumbers	6,6	8,7	9	
Beetroot	6,6	8,7	9	8
Onions	6	7,9	9,1	7,1
Garlic	0,6	0,8	0,9	0,9
Other seasonal vegetables (zucchini, pumpkins)	11,3	13	13	10
Gourds (watermelons, melons)	10	15,5	16	14,5
Fruits			60	31
Pome fruits, apples	30,1	33,4		
Berries and grapes	8,2	9,1		
Citrus and other tropical fruits	5,5	6,1		
Stone fruits (plums, apricots)	5,5	6,1		
Pear	5	5,5		
Nuts	0,5	0,6		
Fruit and berry and vegetable juices	45,6	54,8		
Dried fruits	3,65	5,5	4	1,8
Sugar	18,25	23,1	24	22,5
Honey	1,1	1,1		
Confectionery products	5,5	6,1	13	
Butter	3	5,1	9,1	8,2
Eggs (pieces)	182,5	365	220	187,5
Milk and dairy products:				
Milk	91,3	82,1	60	63
Fermented milk drinks	91,3	82,1	60	42
Soft cheese	18,25	20,7	10	9,4
Sour cream	2,7	7,3	5	4

¹ Cabinet of Ministers, On Approval of Food Packages, Non-Food Packages and Service Packages for the Main Social and Demographic Groups of the Population, 2016, Link: <https://zakon.rada.gov.ua/laws/show/780-2016-%D0%BF#Text>

Category of products	Age of child		(kilograms per person per year)	
	under 6	6 to 18	Able-bodied	Persons who lost ability to work
Hard cheese	1,8	4,3	3,5	
butter	7,7	12,8	5	3,9
Meat and meat products:				
Beef	12,9	20	16	12,9
Pork	8,1	12,7	8	9,5
Poultry	5,8	9,2	4	2
Offal	5,9	9,1	14	5
Boiled sausage, sausages, frankfurters	4	6,3	9	6,6
Semi-smoked sausage	1,3	2,1		
Meat balyk, ham	1	1,5		
Lard	1	1,5	2	2
Fish and seafood:				
Fresh fish, fresh frozen fish	8,6	14,6	7	9,5
Herring, fish products	4,2	7,3	6	2
Tea	0,073	0,1	0,4	0,4
Cocoa	0,365	0,365		0,3
Yeast	0,365	0,365		
Salt	1,8	3,3	3	2,5
Spices (bay leaf)	0,073	0,1	0,3	0,2
Coffee			0,5	0,13

The minimum set of wardrobe items for persons of working age and persons who have lost their ability to work

Items	(per person)							
	Able-bodied men		Men who lost ability to work		Able-bodied women		Women who lost ability to work	
	amount	years	amount	years	amount	years	amount	years
Winter outerwear (jacket or a synthetic winterizer)	1	3	1	5	1	5	1	8
Demi-season outerwear (jacket)	1	5	1	8	1	5	1	8
Outer winter clothing (coat, half coat)					1	7	1	8
Suit, other clothing:								
Suit (two-piece)	1	5	1	7	2	7	2	8
Shirt made of mixed fabric (blouse)	6	4	3	5	3	4	2	6
Trousers made of semi-woollen, mixed fabric	1	4	1	5	1	4		
Jeans (skirt)	1	3	1	5	1	4	1	6
Jumper, sweater	1	3	1	6	1	3	1	6
Sports suit	1	3	1	4	1	3	1	4
Bathrobe					1	5	2	5
Underwear								
Underpants	6	1,5	4	2	6	1	6	2
T-shirt	2	1	2	1	2	4	2	4
Swim trunks (swimsuit)	1	4	1	10	1	4	1	7
Bra					2	1	2	4
Shirt					2	3	2	3
Hosiery (socks)	10	1	10	2				
Tights made of cotton, semi-cotton yarn					2	2	2	1
Synthetic tights					6	1	4	2
Raitus							1	3

(per person)								
Items	Able-bodied men		Men who lost ability to work		Able-bodied women		Women who lost ability to work	
	amount	years	amount	years	amount	years	amount	years
Hats:								
Cap made of woollen fabric	1	6	1	7				
Hat, scarf made of woollen, semi-woollen and synthetic yarn (set)	1	6	1	6	1	4	1	5
Semi-woollen scarf					1	4	1	4
Cotton handkerchief							1	4
Haberdashery items								
Mittens made of wool, semi-wool and Synthetic yarn	1	3	1	4	2	3	1	4
Tie	1	5	1	10				
Razor	1	3	1	3				
Razor blades (packs of 12)	2	1	2	1				
Other (30 per cent)*								
Footwear:								
Insulated boots	1	3	1	5	1	3	1	5
Autumn boots	2	5	1	5	1	2	1	3,5
Cross-country shoes (sports shoes)	1	3	1	3	1	3		
Shoes	2	5	1	4	1	2	1	2,5
House shoes	1	2	1	2	1	3	2	3
Rubber shoes	1	7	1	5	1	3	1	2

Minimum set of wardrobe items for children

(per person)				
Items	Child under 6		Child 6 to 18	
	amount	years	amount	years
Winter outerwear (overalls, jacket)	1	2	1	3
Outerwear for demi-season (jacket or a synthetic winterizer)	1	2	1	3
Suit, dress, other clothes:				
Dress for girls	2	1	1	2
Shirt for boys made of cotton and mixed fabric (blouse for girls)	2	1	3	3
Trousers, jeans for boys	2	1,5	1	2
Jumper, sweater	2	1	1	3
Sports suit	1	1	1	2
Newborn set (hat, shirt, nappies)	1	6		
Underwear				
Underpants	7	1	7	1
T-shirt	3	1	5	2
Pyjamas	1	2		
Swimsuit (swimming trunks)			1	5
Bra			2	1
Hosiery and socks:				
Socks	5	1	6	1
Tights	3	1	6	2
Slacks	1	2	1	3
Hat, scarf made of wool, semi-wool and synthetic yarn (set)	2	2	1	3
Gloves made of wool, semi-wool and synthetic yarn	2	3	1	3
Footwear				
Insulated winter boots	1	1	1	2
Autumn and spring boots, ankle boots	1	1	1	2
Summer shoes	1	1	1	2

Items	(per person)			
	Child under 6		Child 6 to 18	
	amount	years	amount	years
House shoes	1	1	1	2
Rubber shoes	1	1	1	2
School supplies:				
Student bag (backpack)			1	2
Notebook with 12 sheets			50	1
Fountain pen			10	1
Textbook			2	1

Minimum set of household linen

Items	(per person)	
	amount	years
Blanket:		
Synthetic	1	10
Semi-woollen	1	8
Pillow	1	15
Duvet cover	2	5
Sheet	2	4
Pillowcase	2	4
Plain towel	2	3
Terry towel	1	6
Handkerchiefs	3	1

Minimum set of basic necessities, sanitary products and medicines

Items	(per person)	
	amount	years
Detergents and cleaning products:		
Toilet soap (weighing 100 grams)	14	1
Laundry soap (250 grams)	11	1
Synthetic detergents (500 grams)	8	1
Shampoo (250 grams)	2	1
Shoe polish (50 grams)	2	1
Hygiene products:		
Toothpaste (75 gram pack)	6	1
Toothbrush	4	1
Cologne	1	1
Comb	1	1
Sanitary paper products	12	1
Other (0.7 per cent)*		
Sanitary items and medicines:		
Cotton wool (250 gram pack)	4	1
Bandage	3	1
Vasodilators – validol, tablets, 10 pieces	5	1
Sedatives:		
Valerian, tablets, 10 pieces	1	1
Corvalent, tablets, 30 pieces	3	1
Corvalol, drops	1	1
Antipyretic – paracetamol, tablets, 10 pieces	3	1

* Determined as a percentage of the value of goods in a particular group

Items	(per person)	
	amount	years
Analgesics and antispasmodics:		
Analgin, tablets, 10 pieces	3	1
Drotaverine, tablets, 30 pieces	1	1
Sorbents – activated carbon, tablets, 10 pieces	3	1
Antihistamines – loratadine, tablets, 10 pieces	2	1
Non-steroidal drugs:		
ibuprofen, tablets, 50 pieces	1	1
Nimesulide, tablets, 30 pieces	1	1
Eye drops – sulfacil, 200 mg/ml	2	1
Antiseptic – furacilin, tablets, 10 pieces	2	1
Disinfectants:		
Iodine diphosphate, solution, 25 ml	1	1
Brilliant green, solution, 25 ml	1	1
Bactericidal adhesive plaster, 10 pieces	3	1
Tourniquet	1	5
Medical thermometer	1	1,5
Other (15 per cent)*		

* Determined as a percentage of the value of goods in a particular group

The minimum set of cultural and household goods

Items	amount	years
Tableware (for one average family):		
Plate (per person)	2	3
Saucepan	4	9
Frying pan	2	9
Kettle	1	8
Tea set (for six people)	1	5
Cutlery (for one person):		
Spoon	2	10
Fork	2	10
Knife	1	10
Household appliances (for one average family)		
Refrigerator (single chamber)	1	15
LED TV (38 centimetres diagonally) with antenna	1	10
Washing machine	1	14
Electric iron	1	9
Chandelier	4	25
Table lamp	1	25
Any kind of watch	2	12
Landline telephone set	1	20
Furniture (for one average family):		
Wardrobe	1	25
Kitchen set	1	25
Mirror for the bathroom	1	20
Desk (single cabinet)	1	25
Chair (for one person)	1	15
Bed or sofa (for one person)	1	25
Other (6 per cent)*		

Range of housing and communal services and communications

Items	Unit of measurement	Amount per year	Amount per month
Use of housing	sq. metres of total floor space per person		21
Use of centralised cold water supply services	cubic metres per person	28,8	2,4
Use of centralised sewerage services	cubic metres per person	48	4
Heating services:			
District heating	Gcal per 1 sq. m. of heated area during the heating period	0,129	0,0215
Use of district heating services	cubic metres per person	19,2	1,6
Gas supply	cubic metres per person		6
Electricity supply (until 31 December 2017)	kWh per person		90
Electricity supply (from 1 January 2018)	kWh per person		70
Communication and information services:			
Subscription (purchase) of newspapers and magazines	pieces per average family	52	
Use of local telephone communication	minutes per person		25
Correspondence within Ukraine	envelopes per average family		1,2

Set of household services

(in average per person per year)					
Items	Unit of measurement	Children under 6	Children 6 to 18	Able-bodied	Persons who lost ability to work
Repair:					
Shoes	pair of shoes		1	2	2
Clothes	wardrobe items		0,2	0,3	0,3
TV sets	pieces			0,3	0,3
Refrigerators and washing machines	pieces			0,2	0,2
Watches	pieces		0,1	0,2	0,2
Housing (materials for repair)	sq. metres			9,2	9,2
Dry cleaning and dyeing of clothes	wardrobe items		0,5	1	0,5
Photo services (photos for documents)	orders		0,2	0,2	0,1
Hairdressing services	haircuts	0,4	4	6	6

Transport services

(in average per person per year)					
Services	Unit of measurement	Children under 6	Children 6 to 18	Able-bodied	Persons who lost ability to work
Travelling by urban road, electric and sub-way transport	amount		147	524	
Travelling by suburban road and rail	amount		27	95	

Services of cultural institutions

(in average per person per year)		
Services	Unit of measurement	Amount
Visits to cultural institutions (theatres, cinemas, clubs, museums, parks, zoos, nature reserves, circuses, music institutions, libraries)	visits	6
Purchase of books	items	6

Annex 5. Revision of the Minimum Subsistence Basket in 2016¹

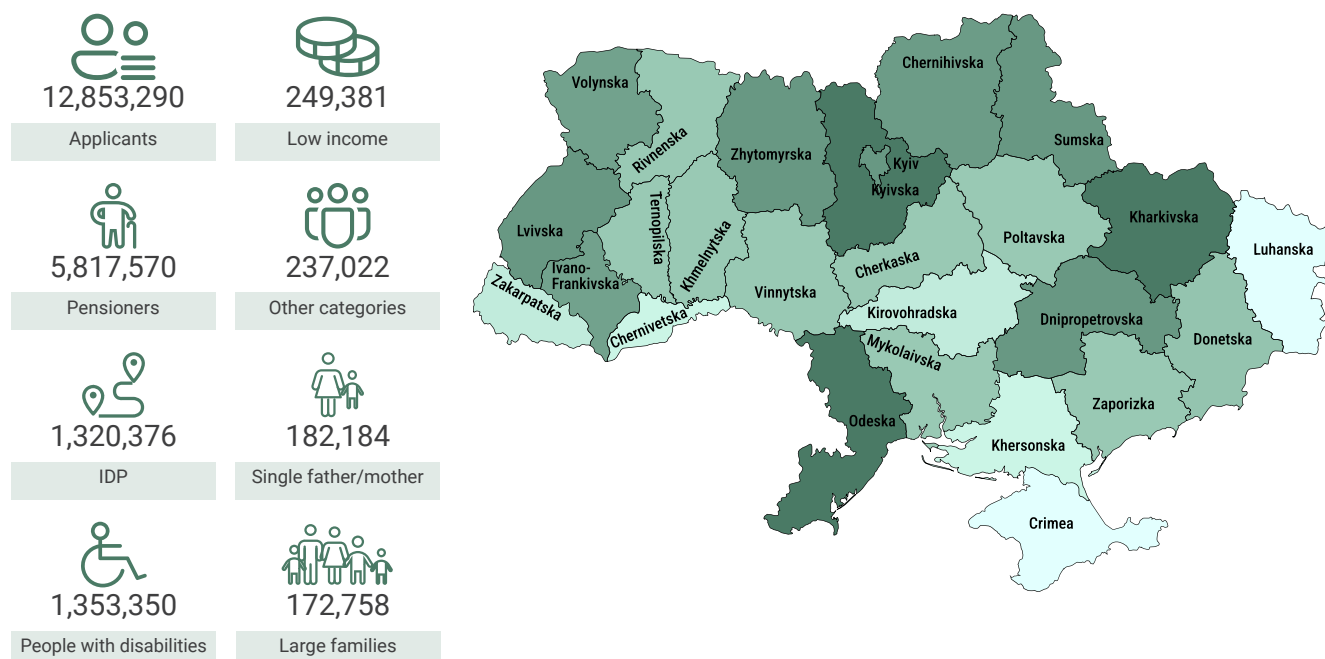
Name of product/service (for able-bodied people)	Now, a year		Proposed, per year
Products			
Rye flour	0.4 kg	↺ =	Replacement with 0.4 kg of wheat flour
Beef, lamb, rabbit	14 kg and 2 each kg	↺ ▼	Beef, 16 kg
Bird	12 kg	▲	14 kg
Skim milk	65	↺ ▼	Replacement for kefir, 60 kg
Fish	2.5 kg	▲	9.5 kg
Tea	No	▲	0.4 kg
Coffee beans	No	▲	0.5 kg
Salt	No	▲	3 kg
Spices (bay leaf)	No	▲	0.3 kg
Manufactured goods			
Male underwear	5 for 2 years	▲	6 for 1.5 years
Men's swimming trunks	1 for 10 years	▲	1 for 4 years (additional for pensioners - for 10 years)
Socks	7 pairs per year	▲	10 pairs per year (for pensioners - for 2 years)
Winter boots	1 pair for 5 years	▲	1 pair for 3 years
Summer shoes	1 pair for 1.5 years	▼	1 pair for 2 years
Women's tights	6 for 2 years	▲	9 for 3 years
Women's panties	5 for 2 years	▲	6 for year
Combination	2 for 4 years	↺ =	Replacement for T-shirt - 2 for 4 years
Bra	2 for 2 years	▲	2 per year (retired women - 2 per 4 years)
Dress, suit	2 per 8 years	▲	2 per 7 years
Women's trousers	No	▲	1 for 4 years
Coat	1 for 7 years	↺ ▲	Replacement with a padding polyester jacket - 1 for 5 years
Electric shaver	1 for 8 years	↺	5 years replacement with a safety razor - 1 razor for 7 days
Toothbrush	2 per year	▲	4 per year
Towel	1 for 8 years	▲	1 for 6 years
Medicines			
Cotton	1700 g/year	▼	1000 g/year
Bandage	2 pcs.	▲	3 pcs.
Corvalment	No	▲	90 pcs.
Validol	17 pcs.	▲	50 pcs.
Valeriana	17 pcs.	▼	10 pcs.
Paracetamol	17 pcs.	▲	30 pcs.
Analgin	17 pcs.	▲	30 pcs.
Desinfectans (iodine, brilliant green, peroxide)	1 bottle	▼	No
Drotaverin	No	▲	30 pcs.
Activated carbon	No	▲	30 pcs.
Antihistamines (loratidine)	No	▲	20 pcs.
Ibuprofen	No	▲	50 pcs.
Nimesulide	No	▲	30 pcs.

¹ Sud.ua, Потребительская корзина и «непрожиточный» минимум украинца. ИНФОГРАФИКА, 2016, Link: <https://sud.ua/ru/news/sud-info/95328-potrebitel-skaya-korzina-i-neprozhitochnij-minimym-ukraintsa-infografika> & Google Translate

Name of product/service (for able-bodied people)	Now, a year		Proposed, per year
Eye drops	No	▲	400 ml
Multivitamins	30 pcs.	▼	No
Mustards	3 pcs.	▼	No
Thermometer	No	▲	1 PC. for 1.5 years
Bactericidal patch	No	▲	7 pcs.
Painkillers and antipyretics	50 tablets	▼	20 tablets
Services			
Haircut in a hairdresser	4 times a year	▲	6 times a year
Cold water	3.2 cu. m/month	▼	2.4 cu. m/month
Hot water	2.4 cu. m/month	▼	1.6 cu. m/month
Gas (gas stove)	10.4 cu. m/month	▼	4.4 cu. m/month
Electricity	110 kWh/month	▼	90 kWh/month
Telephone landline	No	▲	1 for 20 years

▲ Increase ▼ Decrease = Without changes ↻ Replacement

Annex 6. eDopomoga Dashboard for the Aid Module¹



Not verified

	# Applications	% Applications	Applicants
	9,748,133	96%	12,410,161
Total	10,191,262	100%	12,853,290

Transferred for payments

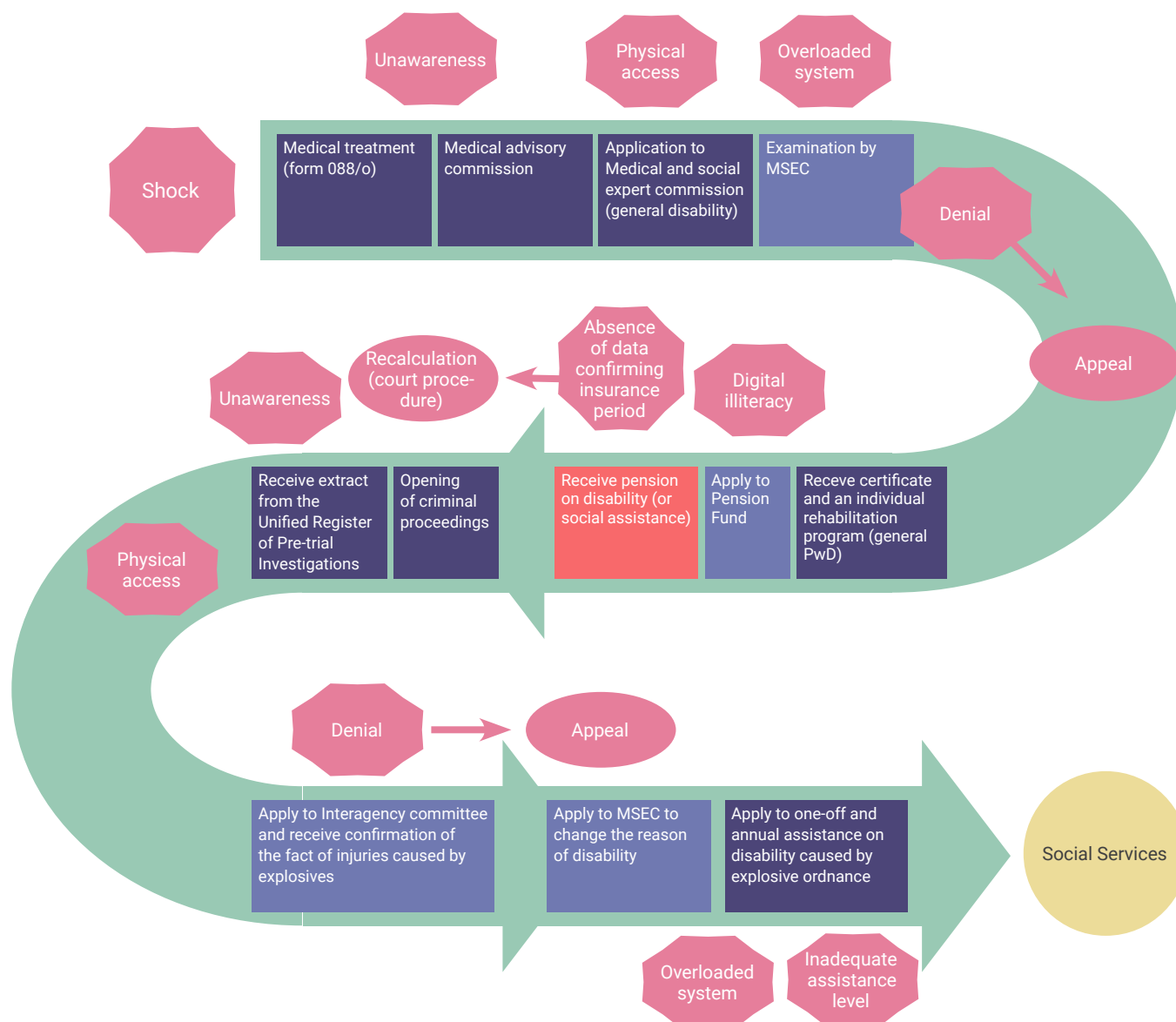
	# Applications	% Applications	Applicants
"WFP - United Nations World Food Programme"	2,463,617	76%	2,722,036
UNHCR, the UN Refugee Agency	336,275	10%	369,045
"Norwegian Refugee Council (N RC)"	119,036	4%	153,507
UNICEF	111,371	3%	412,939
"Mission of the International Committee of the Red Cross in Ukraine"	62,702	2%	76,425
IOM	62,329	2%	74,630
Red Cross in Ukraine	37,579	1%	37,579
RED ROSE CDS LIMITED	21,361	1%	25,592
The People in Need organization	20,549	1%	25,938
ACTED	8,400	0%	10,590
HANDICAP	2,819	0%	3,005
TOTAL	3,246,038	100%	3,911,286

¹ <https://aid.edopomoga.gov.ua/dashboard> Last Access: 15 May 2024 (adopted by the PeReHID Initiative)

Waiting for payments

	# Applications	% Applications	Applicants
Branch - Cherkasy Regional Office of JSC "Oschadbank"	38,052	1%	47,115
Branch - Chernihiv Regional Office of JSC "Oschadbank"	57,032	1%	70,637
Branch - Chernivtsi Regional Office of JSC "Oschadbank"	25,402	0%	35,591
Branch - Dnipropetrovsk Regional Office of JSC "Oschadbank"	43,761	1%	58,981
Branch - Donetsk Regional Office of JSC "Oschadbank"	63,623	1%	83,577
Branch - Head office for the city of Kyiv and the Kyiv region of JSC "Oschadbank"	164,194	2%	201,671
Branch - Ivano-Frankivsk Regional Office of JSC "Oschadbank"	42,951	1%	53,648
Branch - Kharkiv Regional Office of JSC "Oschadbank"	75,049	1%	91,060
Branch - Kherson Regional Office of JSC "Oschadbank"	18,643	0%	27,178
Branch - Khmelnytskyi Regional Office of JSC "Oschadbank"	33,014	0%	42,082
Branch - Kirovohrad Regional Office of JSC "Oschadbank"	25,772	0%	33,905
Branch - Luhansk Regional Office of JSC "Oschadbank"	15,598	0%	21,956
Branch - Lviv Regional Office	151,829	2%	197,489
TOTAL	6,706,019	100%	8,981,326

Annex 7. Challenges in Acquiring Disability Status as a Consequences of Explosive Objects



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