

## SYSTEM OF ENTITIES AND TOOLS FOR PROVIDING ACTIVITIES IN THE SPHERE OF REHABILITATION AND SOCIALIZATION OF MILITARY SERVANTS OF UKRAINE

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### INTRODUCTION

One of the obvious tasks of the state in wartime is the need to provide support to military personnel, persons who have received injuries of varying degrees during hostilities, have been psychologically affected, which has negatively affected their physical and mental health. The continuation of military operations on the territory of Ukraine leads to an increase in the number of military personnel who suffer physical and psychological injuries, and the restoration of health often after medical (surgical) intervention requires significant time, resources and proper management in this area of new relations for our country – relations that arise between various entities in the field of rehabilitation of military personnel.

Such challenges necessitate a significant revision of the State Policy on Rehabilitation and Socialization of Military Personnel, both in the direction of improving the regulatory framework for this area and ensuring proper public administration of this area, which includes: creating a system of public authorities that must implement the state policy on the rehabilitation of military personnel, creating a network of rehabilitation centers, as well as opening (licensing) rehabilitation centers, certifying medical personnel, allocating and distributing state subsidies.

Therefore, the above indicates the need to determine the system of entities providing activities in the field of rehabilitation and socialization of military personnel of Ukraine, which is what the scientific research within the framework of this article will be aimed at.

**The state of scientific research on the issues of the article.** Analysis of modern research and publications indicate an increase in attention to the problems of rehabilitation of military personnel who suffered as a result of military operations in Ukraine, which is absolutely obvious. The authors have studied various aspects of this issue, in particular: O. Nykyforova studies the issues of medical and psychological assistance to veterans, including aspects of their social adaptation to peaceful life, V. Yakymets studies psychological assistance and rehabilitation of military personnel, O. Gulbs analyzes the features of socio-psychological rehabilitation of combatants, R. Karpinska studies the problems of medical rehabilitation of ATO participants. At the monographic level, the features of public administration in the field of rehabilitation of military personnel of the Armed Forces of Ukraine within the framework of a single medical space of healthcare in Ukraine were studied by S.L. Shostak.<sup>1</sup>

At the same time, the analysis of modern research on the rehabilitation of military personnel allows us to conclude that one of the shortcomings in the development of the rehabilitation and socialization system of military personnel in Ukraine is the insufficient

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<sup>1</sup> Шостак С. Л. Публічне управління у сфері реабілітації військовослужбовців Збройних Сил України у рамках єдиного медичного простору охорони здоров'я України. Дисертація на здобуття наукового ступеня доктора філософії за спеціальністю 281 «Публічне управління та адміністрування». Міжрегіональна Академія управління персоналом, Київ, 2024. 240 с.

level of coordination of the system of public administration bodies that carry out public administration in this area, the unclear definition of their powers, sometimes the duplication of the latter, which necessitates a more in-depth study of the above issues.

To achieve the purpose of the study, the following research tasks are planned within the **framework of this article**:

– to determine the system of subjects of ensuring the activities of the rehabilitation and socialization of military personnel of Ukraine, to identify its shortcomings and to identify proposals for its improvement;

– to identify the system of instruments for ensuring the activities of the rehabilitation and socialization of military personnel of Ukraine.

## **1. System of entities providing rehabilitation and socialization activities for military personnel in Ukraine**

The system of entities providing rehabilitation and socialization of military personnel in Ukraine includes: state bodies (Ministry of Health, local governments), medical and rehabilitation institutions (state and private), specialists (doctors, psychologists, physical therapists), multidisciplinary teams and public associations. Additionally, military units (for psychological recovery) and institutions providing socialization services are involved. Conventionally, the system of these entities can be divided into the following types: 1) state and local authorities – the Ministry of Health (MOH) and other executive authorities that carry out state management of the rehabilitation system, set standards and administer the state order, local governments – participate in management and provide support at the local level; 2) institutions and institutions, in particular, medical institutions – state and private hospitals, rehabilitation centers, departments where medical services are provided; rehabilitation institutions – centers and units specializing in rehabilitation; military units – carry out psychological recovery of servicemen before leave or after returning from combat operations; 3) specialists and teams, in particular, multidisciplinary teams that unite specialists of different profiles for a comprehensive approach to rehabilitation, rehabilitation specialists – physical therapists, occupational therapists, nurses, psychologists, assistants; case managers – are responsible for coordinating the rehabilitation process and supporting the serviceman; 4) public and social entities (public associations – unite military personnel, veterans and their families for mutual support and advocacy of rights; social services – provide assistance in social adaptation and integration of military personnel into society); 5) military personnel and their family members.

The system of subjects of legal support for the rehabilitation and socialization of military personnel of Ukraine includes a complex of state authorities, local governments, specialized institutions, as well as civil society institutions that implement administrative and legal mechanisms to support the military. Such subjects include: 1) central state authorities, in particular, the President of Ukraine – determines the strategy of state policy in the field of rehabilitation and socialization of war veterans, the Verkhovna Rada of Ukraine – adopts laws regulating the social and legal protection of military personnel, the Cabinet of Ministers of Ukraine – coordinates the activities of central executive authorities, the Ministry of Veterans Affairs of Ukraine – the main body that forms policy in the field of rehabilitation, socialization and integration of veterans; the Ministry of Defense of Ukraine and the General Staff of the Armed Forces of Ukraine – provide medical, psychological and social rehabilitation measures within the framework of military service; the Ministry of Health of

Ukraine – organizes the system of medical and psychological rehabilitation; The Ministry of Social Policy of Ukraine – coordinates social services, pension provision, social adaptation; The Ministry of Education and Science of Ukraine – implements retraining and educational integration programs; The Ministry of Youth and Sports of Ukraine – promotes physical rehabilitation, sports reintegration; The Ministry of Internal Affairs, the National Police, the National Guard, the State Border Guard Service – provide rehabilitation programs for their servicemen; 2) local governments, in particular executive bodies of regional, district, city, town and village councils – organize local socialization and rehabilitation programs, create municipal rehabilitation institutions, and interact with veterans' public associations; 3) specialized institutions – Centers for Medical Rehabilitation and Sanatorium Treatment of the Ministry of Health and the Ministry of Defense, Rehabilitation Centers of the Ministry of Veterans Affairs (carry out physical, psychological, social rehabilitation), Employment Centers (State Employment Service) – carry out retraining and employment of veterans, Military Medical Clinical Centers and hospitals; 4) public and non-governmental entities – veteran organizations, public associations and charitable foundations, volunteer movements that provide psychological, material and social assistance, private rehabilitation centers, educational and psychological services; 5) international and intergovernmental institutions – International organizations (UN, WHO, NATO, EU) and their projects in Ukraine.

Thus, the system of subjects of legal support in the field of rehabilitation and socialization of military personnel of Ukraine is multi-level and consists of the following groups: 1) subjects of formation of state policy of rehabilitation and socialization of military personnel of Ukraine – normative level (President, Verkhovna Rada, CMU); 2) subjects of implementation of state policy of rehabilitation and socialization of military personnel of Ukraine – political and administrative level (profile ministries, local governments, specialized institutions); 3) auxiliary subjects – social level (public organizations, volunteer centers, international partners).

Below it is worth briefly analyzing the level of authority (competence) of the above-mentioned subjects in ensuring the activities of the field of rehabilitation and socialization of military personnel of Ukraine.

The Verkhovna Rada of Ukraine, as a legislative body that forms state policy in the field of rehabilitation and socialization of military personnel of Ukraine, adopts relevant laws and ratifies international regulatory legal acts in this area. In particular, the implementation of the powers of the Verkhovna Rada in this area results in the adoption of the following laws: 1) Law of Ukraine “On Rehabilitation in the Field of Healthcare”<sup>2</sup>, which defines the legal, organizational and economic principles for the rehabilitation of persons with limitations in daily functioning in the field of healthcare in order to achieve and maintain an optimal level of functioning in their environment. The main purpose of this law is to create an effective system of rehabilitation services that would ensure equal opportunities for all persons with disabilities. The law includes provisions on the legal principles of rehabilitation, the organization of rehabilitation services, the financing of rehabilitation activities and the requirements for specialists in the field of rehabilitation. In particular, it defines the rights of patients to access rehabilitation services, as well as the obligations of the state to ensure these rights. The law also provides for the creation of rehabilitation centers and institutions that

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<sup>2</sup> Про реабілітацію у сфері охорони здоров'я: Закон України від 03.12.2020 № 1053-IX. URL: <https://zakon.rada.gov.ua/laws/show/1053-20#Text>.

must provide quality rehabilitation services; 2) The Law of Ukraine “On Social and Legal Protection of Military Personnel and Members of Their Families” which defines the legal principles for providing medical and rehabilitation assistance to military personnel, and its norms apply not only to military personnel of the Armed Forces of Ukraine (hereinafter referred to as the AFU), but also to military personnel of paramilitary formations and special-purpose law enforcement agencies, the Foreign Intelligence Service, the State Service for Special Communications and Information Protection of Ukraine<sup>3</sup>; 3) The Law of Ukraine “On the Status of War Veterans, Guarantees of Their Social Protection” regulates the issues of medical and social security as a form of rehabilitation of military personnel<sup>4</sup>. However, this Law applies to military personnel who are classified as war veterans, in particular, it classifies war veterans into three categories: combatants, persons with disabilities as a result of war, and war participants. The list of such categories is defined in the Unified State Register of War Veterans (USWRV), a system that contains information about war veterans and their statuses, and an extract from it is a confirmation of status.

The next subject of ensuring the activities of the rehabilitation and socialization of military personnel of Ukraine is the President of Ukraine, who, in accordance with clause 17 of article 106 of the Constitution of Ukraine, “is the Supreme Commander-in-Chief of the Armed Forces of Ukraine; appoints to positions and dismisses from positions the higher command of the Armed Forces of Ukraine, other military formations; exercises leadership in the areas of national security and defense of the state.” His powers in this area include: “submit to the Verkhovna Rada of Ukraine a proposal to declare a state of war and, in the event of armed aggression against Ukraine, make a decision on the use of the Armed Forces of Ukraine and other military formations formed in accordance with the laws of Ukraine; make a decision in accordance with the law on general or partial mobilization and the introduction of martial law in Ukraine or in its individual localities in the event of a threat of attack or a danger to the state independence of Ukraine; create, within the limits of the funds provided for in the State Budget of Ukraine, consultative, advisory and other auxiliary bodies and services to exercise his powers”<sup>5</sup>. Thus, by Decree of the President of Ukraine No. 389/2025 “On the Coordination Council on Rehabilitation and Support of Military Personnel and Other Persons Participating in the Defense of Ukraine”, the Coordination Council on Rehabilitation and Support of Military Personnel (hereinafter referred to as the Coordination Council) was established<sup>6</sup>. The Coordination Council is an advisory and consultative body under the President of Ukraine, its main tasks are: a systematic analysis of the situation regarding the rehabilitation and support of military personnel, other persons participating in the defense of Ukraine, and war veterans from among such persons, current and projected needs in the provision of rehabilitation services and support for the said persons, as well as

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<sup>3</sup> Про соціальний і правовий захист військовослужбовців та членів їх сімей: Закон України від 20.12.1991 № 2011-ХІІ (зі змінами від 03.07.2020 № 720-ІХ). URL: <https://zakon.rada.gov.ua/laws/show/2011-12#Text>.

<sup>4</sup> Про статус ветеранів війни, гарантії їх соціального захисту: Закони України від 22 жовтня 1993 року № 3551-ХІІ. URL: <https://zakon.rada.gov.ua/laws/show/3551-12#Text>.

<sup>5</sup> Конституція України: Закон України від 28.06.1996 URL: <https://zakon.rada.gov.ua/laws/show/254к/96-вр#Text>.

<sup>6</sup> Про Координаційну раду з питань реабілітації та підтримки військовослужбовців, інших осіб, які беруть участь в обороні України: Указ Президента України від 04 червня 2025 року №389/2025. <https://www.president.gov.ua/documents/3892025-55289>.

preparation, based on the results of such analysis, of proposals for possible ways to resolve problematic issues, including: determining the optimal number of rehabilitation institutions, departments, units and support centers, and developing their network; determining the need for proper equipment (updating) of the material and technical base, including medical and diagnostic equipment, sanatoriums and other healthcare institutions, rehabilitation institutions, departments, units used for the treatment, rehabilitation and improvement of military personnel, other persons participating in the defense of Ukraine, and war veterans from among such persons; construction of new rehabilitation facilities, support centers for military personnel, other persons participating in the defense of Ukraine, and war veterans from among such persons, determination of their areas of activity and proper arrangement, as well as development of existing rehabilitation facilities taking into account the areas of their activity, ensuring in each region the appropriate level and volume of provision of necessary services, including social services, to persons with disabilities as a result of war who require constant external care, to persons with disabilities as a result of war with visual impairment; improvement and implementation of new areas of rehabilitation of military personnel, other persons participating in the defense of Ukraine, and war veterans from among such persons; areas of psychological support for military personnel, prevention of the development of post-traumatic conditions in them, including proposals for training specialists of the appropriate profile; creation (if possible) of rehabilitation centers in the premises of military hospitals in order to provide, along with treatment, psychological assistance, physical and psychological rehabilitation, including with the involvement of foreign specialists; preparation of draft regulatory legal acts, the adoption and implementation of which are necessary for the effective resolution of problematic issues regarding the rehabilitation and support of military personnel, other persons participating in the defense of Ukraine, and war veterans from among such persons; development, taking into account European and world experience, of proposals for improving the system of rehabilitation and support of military personnel, other persons participating in the defense of Ukraine, and war veterans from among such persons, in particular ways of their return to civilian life, successful integration and implementation in peaceful conditions.

Also, for example, the Decree of the President of Ukraine No. 397/2025 introduced significant changes aimed at strengthening the medical, rehabilitation and psychological areas in our army, in particular, it stipulates that "military personnel of the rank of private, sergeant and non-commissioned officer, as well as civilians who have higher medical or pharmaceutical education (master's degree, with a certificate of a doctor/pharmacist-specialist), can now be appointed to officer positions in medical or pharmaceutical areas., and persons who have higher education in the specialties "Technologies of medical diagnostics and treatment" (prosthetics-orthotics), "Therapy and rehabilitation", "Biomedical engineering" (prosthetic and orthopedic products), as well as those who have completed postgraduate studies in the areas of "Ergotherapeutics", "Prosthetics-orthotics", "Speech and speech therapy", "Physical therapy" can be appointed to officer positions in the field of rehabilitation". This decree prohibits the appointment of specialists with the specified higher education (doctors, pharmacists, psychologists, rehabilitation specialists) to military positions that are not directly related to the provision of medical, pharmaceutical or rehabilitation care, require a lower level of education and qualifications than the person has. This is done in order to use the knowledge and skills of highly qualified specialists most effectively where they are needed most – in the medical service and rehabilitation units.

The Decree of the President of Ukraine No. 512/2024 “On urgent measures to support war veterans, their family members, family members of deceased war veterans, family members of deceased Defenders of Ukraine” is important<sup>7</sup>, which provides for measures aimed at improving the system of legal and social guarantees for the protection of war veterans, their family members, family members of deceased war veterans, family members of deceased Defenders of Ukraine, ensuring effective social and economic reintegration of military personnel during their transition from military service to civilian life, and supporting their family members. In particular, it approved the Strategy for Veteran Policy for the period until 2030 and the action plan for its implementation and the Strategy for the Formation of the System of Transition from Military Service to Civilian Life for the period until 2032 and the action plan for its implementation; taking measures to ensure the functioning of veteran spaces, ensuring their territorial accessibility in order to effectively re-integrate war veterans into civilian life, organize their comprehensive rehabilitation and adaptation, form and strengthen resilience, provide information, advisory and legal support to war veterans, members of their families, members of the families of deceased war veterans, members of the families of deceased Defenders of Ukraine.

The next subject of ensuring the activities of the rehabilitation and socialization of military personnel of Ukraine is the Cabinet of Ministers of Ukraine, which acts in accordance with the Law of Ukraine dated February 27, 2014 No. 794-VII "On the Cabinet of Ministers of Ukraine", the main tasks of which in this area include: ensuring the implementation of policies in the areas of social protection and health care of the people of Ukraine; developing and implementing nationwide programs for the rehabilitation and socialization of military personnel; direction and coordination of the work of ministries, other executive bodies, control over their activities in the field of rehabilitation and socialization of military personnel. For example, the CMU has developed and approved the Procedure and conditions for providing psychological assistance to war veterans, members of their families and certain other categories of persons, approved by the Resolution of the Cabinet of Ministers of Ukraine dated November 29, 2022 No. 1338<sup>8</sup>, which determines general issues, procedures and conditions for the provision of psychological assistance, standards for the provision of psychological assistance, including diagnostics, treatment and prevention of mental disorders;

A special place in the system of entities providing support in the field of rehabilitation and socialization of military personnel of Ukraine is occupied by entities implementing the state policy of rehabilitation and socialization of military personnel of Ukraine (profile ministries, local governments, specialized institutions).

The profile ministries in this area are the Ministry of Health (MoH of Ukraine), the Ministry of Social Policy (MoSPO of Ukraine), the Ministry of Defense of Ukraine (MoD of Ukraine) and the Ministry of Veterans Affairs (MoVeteran of Ukraine). The MoH of Ukraine

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<sup>7</sup> Про невідкладні заходи щодо підтримки ветеранів війни, членів їх сімей, членів сімей загиблих (померлих) ветеранів війни, членів сімей загиблих (померлих) Захисників і Захисниць України: Указ Президента України 22 серпня 2024 року №512/2024. <https://zakon.rada.gov.ua/laws/show/512/2024#Text>.

<sup>8</sup> Про затвердження Порядку та умов надання психологічної допомоги ветеранам війни, членам їх сімей та деяким іншим категоріям осіб: Постанова Кабінету Міністрів України від 29 листопада 2022 року № 1338 (в редакції постанови Кабінету Міністрів України від 4 грудня 2023 року № 1270). URL: <https://zakon.rada.gov.ua/laws/show/1338-2022-%D0%BF#Text>.

issues orders that determine general standards, methods and procedures for the rehabilitation of citizens in general and military personnel in particular, among their decisions in this area.

The Ministry of Defense of Ukraine issues orders that determine the system and procedure for the activities of military rehabilitation institutions and the procedure for sending military personnel for rehabilitation. Among their decisions in this area, the following can be distinguished: Orders of the Minister of Defense of Ukraine "On approval of the Regulations on the psychological rehabilitation of servicemen of the Armed Forces of Ukraine and the State Special Transport Service who participated in the anti-terrorist operation, carried out measures to ensure national security and defense, repel and deter armed aggression of the Russian Federation in the Donetsk and Luhansk regions, or performed service (combat) tasks in extreme conditions"<sup>9</sup>; "On approval of the Instructions on the organization of sanatorium and resort treatment, medical and medical-psychological rehabilitation in the Armed Forces of Ukraine"; Regulations on military medical examination in the Armed Forces of Ukraine, approved by order of the Ministry of Defense of Ukraine No. 402 dated August 14, 2008, which approved the legal status and procedure for the activities of military medical commissions, the tasks of which include determining the need and conditions for the application of medical and social rehabilitation of servicemen, as well as sending servicemen to foreign health care institutions for the provision of rehabilitation assistance. Based on the results of the medical examination, the Military Medical Commission may issue a resolution that a serviceman needs rehabilitation assistance in a certain health care institution of Ukraine; "On approval of the Regulations on the organization of the work of sanatorium and resort institutions of the Armed Forces of Ukraine"<sup>10</sup>.

The Ministry of Veterans Affairs is the main body in the system of central executive bodies, which ensures the formation and implementation of state policy in the field of support and implementation of the interests of war veterans, persons who have made special merits to the Motherland, injured participants of the Revolution of Dignity (hereinafter referred to as veterans), family members of such persons and family members of deceased (deceased) war veterans, family members of deceased (deceased) Defenders of Ukraine. The main tasks in the research area include ensuring social protection of veterans and their family members, in particular ensuring psychological rehabilitation, social and professional adaptation, employment, increasing competitiveness in the labor market, as well as sanatorium and resort treatment, housing.

Among the public authorities that ensure the rehabilitation and socialization of military personnel of Ukraine are local executive authorities and local self-government bodies, which approve comprehensive programs for medical, social protection, adaptation, psychological and social rehabilitation of veterans, members of their families and certain categories of

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<sup>9</sup> Про затвердження Положення про психологічну реабілітацію військовослужбовців Збройних Сил України, та Державної спеціальної служби транспорту, які брали участь в антитерористичній операції, здійснювали заходи із забезпечення національної безпеки і оборони, відсічі і стримування збройної агресії Російської Федерації у Донецькій та Луганській областях чи виконували службові (бойові) завдання в екстремальних умовах: Наказ Міністерства оборони України від 09.12.2015 № 702. URL: <https://zakon.rada.gov.ua/laws/show/z0237-16#Text>.

<sup>10</sup> Про затвердження Положення про військово-лікарську експертизу в Збройних Силах України (2008). Наказ Міністерства оборони України № 402. 14.08.2008. <https://zakon.rada.gov.ua/laws/show/z1109-08#Text>.

persons who defended the independence, sovereignty and territorial integrity of Ukraine for a certain period, for example, the following can be cited: 1) Program for medical, social protection, adaptation, psychological and social rehabilitation of veterans, members of their families and certain categories of persons who defended the independence, sovereignty and territorial integrity of Ukraine for 2024-2026, which was approved by the order of the head of the Kramatorsk City Military Administration dated 01.05.2024 No. 503-r. and determines a set of measures to be implemented at the city level for the purpose of financial, medical, social, and psychological support of war veterans, Defenders of Ukraine and their family members, assistance in solving their social and everyday problems, and honoring the memory of the fallen (deceased) heroes<sup>11</sup>; 2) Comprehensive program for rehabilitation, integration and social protection of Defenders of Ukraine, members of families of the deceased in Poltava region for 2023-2025, approved by the Resolution of the Poltava Regional Council dated July 28, 2023 No. 655<sup>12</sup>.

It should be noted that the shortcomings of the legal regulation of military rehabilitation in Ukraine mainly relate to the imperfect interaction between departments, the lack of clear procedures for various types of rehabilitation, insufficient funding and regulatory support for long-term processes, as well as difficulties in the transition period from military to civilian rehabilitation after demobilization, which creates barriers for veterans and servicemen, despite the adoption of new laws and regulations.

It is necessary to single out certain shortcomings of the legal field of regulation of this area, namely: 1) problems of coordination and interaction – uncertainty of powers and mechanisms of cooperation between the Ministry of Defense, the Ministry of Internal Affairs, the Ministry of Veterans, local authorities and civilian health care institutions; 2) the fragmentation of norms regulating medical, psychological, social and professional rehabilitation; 3) the difficulty in adapting legislation to the realities of a full-scale war, which causes a large number of injured people; 4) insufficient regulation of issues of long-term and comprehensive rehabilitation, especially for severe cases; 5) financial and resource constraints – insufficient funding of rehabilitation programs and provision of the necessary specialists and institutions. Gaps in psychological rehabilitation challenges related to the scale of PTSD and the need for systemic psychological support, which is often not covered by existing mechanisms. Access problems – difficulties in obtaining quality services due to bureaucratic obstacles and geographical (remoteness) or other factors. Imperfections of the VLK institute – problems with the quality and efficiency of decisions of military medical commissions that affect the appointment of rehabilitation.

These shortcomings create significant obstacles to the full return of military personnel to civilian life, requiring further improvement of legislation and mechanisms for its implementation. In view of the above, we believe that today there is a need to adopt a separate

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<sup>11</sup> Про затвердження Програми щодо медичного, соціального захисту, адаптації, психологічної та соціальної реабілітації ветеранів, членів їх сімей та деяких категорій осіб, які захищали незалежність, суверенітет та територіальну цілісність України на 2024-2026 роки: Розпорядження начальника Краматорської міської військової адміністрації від 01.05.2024 №503-р. <https://krm.gov.ua/miski-programy/programa-reabilitatsiyi-veteraniv-chleniv-yih-simej-na-2024-2026-roku>.

<sup>12</sup> Комплексна програма реабілітації, інтеграції та соціального захисту Захисників та Захисниць України, членів сімей загиблих Полтавської області на 2023 – 2025 роки: Рішення Полтавської обласної ради від 28 липня 2023 року №655. <https://oblrada-pl.gov.ua/doc/doc/2477>.

Law of Ukraine “On the Rehabilitation and Socialization of Military Personnel of Ukraine and Persons Ensuring Defense Capability, Security and Law and Order in Ukraine”, which should regulate all legal relations arising in the field of rehabilitation of military personnel. Its content should include the following sections: 1) entities implementing state policy on the rehabilitation and socialization of military personnel with a definition of their system, a clear distribution of competence and the definition of specific forms of interaction; 2) the legal status of military personnel in need of rehabilitation and socialization, which should identify the categories of persons in need of rehabilitation, the basic criteria by which the necessity and expediency of rehabilitation are determined; 3) the rights, obligations and responsibilities of public authorities that must ensure the rehabilitation of military personnel; 4) types and methods of rehabilitation and socialization, including determining the levels of rehabilitation of military personnel, depending on the state of their physical and psychological health; 5) legal status of rehabilitation institutions (types, forms and procedure for activity); 6) requirements (licensing requirements) and criteria for compliance of institutions (institutions) for the provision of rehabilitation services, including determining the requirements for the personnel providing them; 7) financial and logistical support for the activities of institutions for the rehabilitation and socialization of military personnel, including determining the sources and procedure for financing the activities of such institutions.

## **2. Instruments for ensuring the activities of the rehabilitation and socialization of military personnel in Ukraine**

The system of instruments for ensuring the activities of the rehabilitation and socialization of military personnel in Ukraine consists of: 1) forms, means and methods of activity of subjects of government authority in providing services in the field of military rehabilitation (development and approval of rehabilitation programs; creation, liquidation and reorganization of rehabilitation centers; development and application of rehabilitation methods; monitoring compliance with rehabilitation norms (standards); implementation of administrative procedures for registering veteran status); 2) issuance of administrative acts in the field of public administration of the military rehabilitation system (for example, granting licenses and permits to open rehabilitation centers); 3) implementation of material and technical operations aimed at the functioning of the rehabilitation center system, conducting tender procedures for the purchase of rehabilitation equipment; 4) administrative or judicial appeal of decisions, actions or inaction of public administration bodies in the field of military rehabilitation; 5) application of administrative liability measures for violation of legislation in the field of military rehabilitation to public administration bodies in case of violation of the legality of their activities and financial liability measures to business entities in this field.

Below, to fulfill the objectives of the study, it is advisable to analyze the instruments for ensuring the activities of the rehabilitation and socialization of military personnel of Ukraine, to identify systemic miscalculations in the application of such instruments, and also to propose separate mechanisms for their improvement.

The forms, means and methods of activity of subjects of authority in providing services in the field of military rehabilitation include:

- 1) development and approval of rehabilitation programs;
- 2) development and application of rehabilitation methods;
- 3) creation, liquidation and reorganization of rehabilitation centers;
- 4) monitoring compliance with rehabilitation norms (standards);

5) implementing administrative procedures for registering veteran status.

The development of rehabilitation programs for military personnel is a complex process that includes medical, psychological and physical rehabilitation. An individual rehabilitation plan (IRP) is drawn up by a multidisciplinary team based on the State Standard Rehabilitation Plan and examination results. The plan is approved and implemented through medical and social expert commissions (MSEC) or medical advisory commissions (LAC) for disabled children. The following stages of development and approval of rehabilitation programs should be distinguished: 1) referral of a military personnel by the immediate supervisor (chief) of the military unit or family doctor (for veterans) after consultation with specialists; 2) drawing up an individual rehabilitation plan for a military person based on the State Standard Rehabilitation Plan, which defines the general principles of rehabilitation. It is worth noting that the State Standard Rehabilitation Plan for Persons with Limitations of Daily Functioning was approved by the Resolution of the Cabinet of Ministers of Ukraine dated December 16, 2022 No. 1462 “Some Issues of Organizing Rehabilitation in the Healthcare Sector”<sup>13</sup>). An individual rehabilitation plan (IRP) as a document that takes into account the results of the examination, forecasts and the place of rehabilitation activities is drawn up by a multidisciplinary team of specialists from different fields (medicine, psychology, physical therapy), who jointly develop the IRP. Then the IRP is submitted for approval to the MSEC; 3) after approval, the plan is implemented, the serviceman is sent to a health care facility (usually a hospital or rehabilitation center) and the patient's condition is regularly monitored.

The development of military rehabilitation methods includes medical, physical and psychological approaches, which cover a wide range of interventions, such as physical therapy, physiotherapy, psychotherapy, occupational therapy, adaptive sports and social rehabilitation. The use of these methods is aimed at restoring physical functions, improving general health, psychological resilience and integrating military personnel into society after injuries and traumas. The main areas of rehabilitation should be highlighted: 1) medical rehabilitation – aimed at improving the general state of health and restoring body functions (this may include drug therapy, regenerative medicine, sanatorium treatment and diet therapy); 2) physical rehabilitation – restores mobility, strength and physical activity and is carried out in the form of (kinesiotherapy (physical therapy): special physical exercises that help restore joint mobility and strengthen muscles; physiotherapy: the use of natural and preformed physical factors, such as shock wave therapy, laser therapy, magnetotherapy; occupational therapy: assistance in returning to daily activities and household functions; massage and manual therapy: to relieve muscle tension and improve blood circulation); 3) psychological rehabilitation: provides psychological support and assistance in overcoming the psychological consequences of war (stress, anxiety, PTSD), includes psychotherapy, autogenic training and muscle relaxation; 4) social rehabilitation – helps military personnel adapt to civilian life and integrate into society; 5) professional rehabilitation – promotes a return to professional activity. The development of rehabilitation methods is carried out as indicated above individually for each military person, taking into account the conclusion of the MSEC and in accordance with the IPL.

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<sup>13</sup> Деякі питання організації реабілітації у сфері охорони здоров'я: Постанова КМУ від 16 грудня 2022 р. № 1462. <https://www.kmu.gov.ua/npas/deiaki-pytannia-orhanizatsii-reabilitatsii-u-sferi-okho-a1462>.

The creation, liquidation and reorganization of rehabilitation centers for the military in Ukraine is carried out by decision of the Cabinet of Ministers of Ukraine, in accordance with the legislation of Ukraine on military duty and military service and other relevant laws. For example, the Ministry of Defense of Ukraine is actively working on the creation of a network of new rehabilitation centers, which expands the existing network and implements modern psychological and physical rehabilitation programs. Military rehabilitation centers are created on the basis of decisions of the Cabinet of Ministers of Ukraine, according to the procedure regulated by relevant laws and regulations. The liquidation procedure, as well as the creation, takes place by adopting a relevant decision by the Cabinet of Ministers of Ukraine or other authorized bodies. Reorganization may include the merger, division or transformation of existing centers in order to improve the efficiency and quality of service provision. It should be noted that Ukraine is actively creating a new system of rehabilitation assistance, including the creation of new centers and the modernization of existing ones; programs include medical treatment, physiotherapy, psychotherapy, support for military families and social adaptation; an increased role is now given to psychological support – modern programs of psychological support and recovery are being developed, covering both military personnel and their families; online platforms are being introduced for access to information, training of medical personnel and support for military personnel; barrier-free access to services is being ensured in all medical institutions.

The directions for the development of rehabilitation centers for military personnel are: 1) creation of Interregional Centers – the Ministry of Defense initiates the creation of four interregional centers based on military hospitals, which will be able to receive hundreds of military personnel for comprehensive support; 2) RECOVERY centers – a network of "RECOVERY" centers is being launched based on state medical institutions in various regions (Vinnitsia, Dnipropetrovsk, Lviv, etc.) with modern equipment; 3) interagency cooperation – memoranda are being signed between the Ministry of Health, the Ministry of Defense and international partners to coordinate efforts; 4) transition from MSEC – reform is underway, a law has been signed on the liquidation of MSEC (Medical and Social Expert Commissions) in favor of new approaches to assessing functional status; 5) multidisciplinary rehabilitation teams are being introduced, the work of which is regulated by Resolution of the Cabinet of Ministers of Ukraine No. 1268 (2021); 6) emphasis is placed on the combination of physical, psychological and mental rehabilitation.

Monitoring of compliance with military rehabilitation is carried out at different levels: by the General Staff of the Armed Forces of Ukraine (through the relevant units) and commanders of military units, who report on the results. Rehabilitation centers and health care institutions also independently monitor the rehabilitation of their patients. The following levels of control should be distinguished: 1) organization and control at the highest level – the General Staff of the Armed Forces of Ukraine through the Department of Social and Humanitarian Policy is responsible for the general organization and control over rehabilitation measures, and control over the implementation of psychological rehabilitation measures is carried out by the relevant unit of the Ministry of Defense; 2) the intra-military level is carried out by commanders of military units (subunits) who report to the higher command on the results of rehabilitation measures.

Regarding the implementation of the administrative procedure for registering the status of a veteran for further rehabilitation of a military person, it should be noted that such a procedure is determined by the Procedure for granting and depriving the status of a participant

in hostilities and a person with a disability as a result of the war to foreigners and stateless persons who defended the independence, sovereignty and territorial integrity of Ukraine, approved by Resolution of the Cabinet of Ministers of Ukraine dated June 18, 2025 No. 719.<sup>14</sup>

The next tool for ensuring the activities of the rehabilitation and socialization of military personnel of Ukraine is the implementation of logistical operations aimed at the functioning of the rehabilitation center system, conducting tender procedures for the purchase of rehabilitation equipment, etc., which, taking into account their specifics, require a separate (independent study). In this regard, we will pay some attention to such tools for legal support for the activities of the rehabilitation and socialization of military personnel of Ukraine, as the implementation of administrative or judicial appeals of decisions, actions or inaction of public administration bodies in the field of military rehabilitation and the application of administrative liability measures for violations of legislation in the field of military rehabilitation to public administration bodies in the event of a violation of the legality of their activities and financial liability measures to business entities in this field.

You can appeal decisions, actions or inaction of public administration bodies in the field of military rehabilitation through administrative or judicial procedures. An administrative appeal involves filing a complaint with a higher authority, while a judicial appeal involves filing a claim with an administrative court. The procedures are regulated by the legislation of Ukraine on administrative procedure, i.e. the Law of Ukraine “On Administrative Procedure”, and the Code of Administrative Judicial Procedure of Ukraine.

According to the administrative appeal procedure, a serviceman who has been denied veteran status with subsequent rehabilitation must file a complaint with a higher authority responsible for making a decision, action or inaction. The legislation defines clear rules and deadlines for considering complaints, in particular: it is worth contacting an authorized person who is responsible for legal support of the unit's activities in the military unit to clarify which authority is superior to the one whose decision is being appealed; familiarize yourself with the requirements for filing a complaint established by law; file a complaint together with copies of all available documents related to the case; the appeal must necessarily indicate specific requirements as a result of considering the complaint.

As for the judicial appeal of a military person who was denied the status of a veteran with subsequent rehabilitation, this procedure is regulated by the Code of Administrative Procedure of Ukraine<sup>15</sup>.

Thus, according to Article 19 of the Code of Civil Procedure, “the jurisdiction of administrative courts extends to cases in public law disputes, in particular regarding the resolution of disputes: regarding the appeal of decisions of attestation, competition, medical and social expert commissions, expert teams for the assessment of the daily functioning of a person and other similar bodies, the decisions of which are binding on state authorities, local self-government bodies, and other persons.”

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<sup>14</sup> Про затвердження Порядку надання та позбавлення статусу учасника бойових дій та особи з інвалідністю внаслідок війни іноземцям та особам без громадянства, які захищали незалежність, суверенітет та територіальну цілісність України: Постанова КМУ від 18 червня 2025 р. № 719. <https://zakon.rada.gov.ua/laws/show/719-2025-%D0%BF#Text>.

<sup>15</sup> Кодекс адміністративного судочинства України: Закон України від 6 липня 2005 року № 2747-IV. Відомості Верховної Ради України. 2005. № 35-36, № 37. Ст.446.

From this, it can be concluded that: firstly, the object of the appeal may be the decision of the commission for the consideration of materials on the recognition of participants in combat operations of the Ministry of Defense of Ukraine on the refusal to grant the status of a participant in combat operations; secondly, the object of the appeal in this case may be the decision of the Expert Team for the Assessment of the Daily Functioning of a Person on the absence of grounds for granting the status of a disabled person, or the decision of the MSEC on the refusal to grant the status of a disabled person; thirdly, such cases are cases of minor complexity, and therefore can be considered in court under the simplified claim procedure.

In conclusion, it should be noted that the system of instruments for administrative and legal support of the rehabilitation and socialization of military personnel of Ukraine consists of: 1) forms, means and methods of activity of subjects of government authority in providing services in the field of military rehabilitation (development and approval of rehabilitation programs; creation, liquidation and reorganization of rehabilitation centers; development and application of rehabilitation methods; monitoring compliance with rehabilitation norms (standards); implementation of administrative procedures for registration of veteran status); 2) issuance of administrative acts in the field of public administration of the military rehabilitation system; 3) implementation of material and technical operations aimed at the functioning of the rehabilitation center system, conducting tender procedures for the purchase of rehabilitation equipment; 4) implementation of administrative or judicial appeals of decisions, actions or inaction of public administration bodies in the field of military rehabilitation; 5) application of administrative liability measures for violations of legislation in the field of military rehabilitation to public administration bodies in case of violation of the legality of their activities and financial liability measures to business entities in this area.

It was found that the elements of this system are quite extensive and heterogeneous and constitute a large array for research, however, their holistic perception increases the quality of their systemic regulation, and accordingly increases the level of protection of military personnel and ensuring their legal rights, including to high-quality rehabilitation.

## CONCLUSIONS

As a result of the study, we determined that the system of entities providing support in the field of rehabilitation and socialization of military personnel of Ukraine is multi-level and consists of the following groups: 1) entities forming the state policy of rehabilitation and socialization of military personnel of Ukraine – the normative level (President, Verkhovna Rada, CMU); 2) entities implementing the state policy of rehabilitation and socialization of military personnel of Ukraine – the political and administrative level (profile ministries, local governments, specialized institutions); 3) auxiliary entities – the social level (public organizations, volunteer centers, international partners). It was found that the main shortcomings of the system of entities providing administrative and legal support in the field of rehabilitation and socialization of military personnel of Ukraine are: 1) the absence of a program document in this area, for example, the State Program for the Rehabilitation of Military Personnel; 2) the absence of a single legislative act that should regulate all legal relations arising in the field of rehabilitation and socialization of military personnel, for example, the Law of Ukraine "On Rehabilitation and Socialization of Military Personnel of Ukraine and Persons Ensuring Defense Capability, Security and Law and Order in Ukraine"; 3) the absence or presence of a low level of legal regulation of provisions on the development and approval of rehabilitation programs, opening (licensing) of rehabilitation centers,

certification of medical personnel, state subsidies, state control over activities, etc. In order to improve the system of ensuring rehabilitation and socialization of military personnel of Ukraine, it is advisable to adopt a separate Law of Ukraine "On Rehabilitation and Socialization of Military Personnel of Ukraine and Persons Ensuring Defense Capability, Security and Law and Order in Ukraine" that should regulate all legal relations arising in the field of rehabilitation of military personnel. Its content should include the following sections: 1) entities implementing state policy on the rehabilitation and socialization of military personnel with a definition of their system, a clear distribution of competence and the definition of specific forms of interaction; 2) the legal status of military personnel in need of rehabilitation and socialization, which should identify the categories of persons in need of rehabilitation, the basic criteria by which the necessity and feasibility of rehabilitation are determined; 3) the rights, obligations and responsibilities of public authorities that must ensure the rehabilitation of military personnel; 4) types and methods of rehabilitation and socialization, which should also determine the levels of rehabilitation of military personnel, depending on the state of their physical and psychological health; 5) the legal status of rehabilitation institutions (types, forms and procedure for activity); 6) requirements (licensing requirements) and criteria for compliance of institutions (institutions) for the provision of rehabilitation services, which also define the requirements for the personnel providing them; 7) financial and logistical support for the activities of institutions for the rehabilitation and socialization of military personnel, which also define the sources and procedure for financing the activities of such institutions.

The system of instruments for administrative and legal support for the activities of the rehabilitation and socialization of military personnel of Ukraine is distinguished, consisting of: 1) forms, means and methods of activity of subjects of government authority in the provision of services in the field of military rehabilitation (development and approval of rehabilitation programs; creation, liquidation and reorganization of rehabilitation centers; development and application of rehabilitation methods; monitoring compliance with rehabilitation norms (standards); implementation of administrative procedures for registering veteran status); 2) issuance of administrative acts in the field of public administration of the military rehabilitation system; 3) implementation of material and technical operations aimed at the functioning of the rehabilitation center system, conducting tender procedures for the purchase of rehabilitation equipment; 4) implementation of administrative or judicial appeals of decisions, actions or inaction of public administration bodies in the field of military rehabilitation; 5) application of administrative liability measures for violation of legislation in the field of military rehabilitation to public administration bodies in case of violation of the legality of their activities and financial liability measures to business entities in this field. Systemic miscalculations in the application of such instruments of administrative and legal support of the activities of the rehabilitation and socialization of military personnel of Ukraine were identified, and separate mechanisms for their improvement were also proposed.

The article defines the system of subjects for ensuring the activities of the sphere of rehabilitation and socialization of military personnel of Ukraine, identifies its shortcomings and identifies proposals for its improvement.

As a result of the study, it was determined that the system of subjects for ensuring the activities of the sphere of rehabilitation and socialization of military personnel of Ukraine is multi-level and consists of the following groups: 1) subjects of forming the state policy of rehabilitation and socialization of military personnel of Ukraine – the normative level

(President, Verkhovna Rada, CMU); 2) subjects of implementing the state policy of rehabilitation and socialization of military personnel of Ukraine – the political and administrative level (profile ministries, local governments, specialized institutions); 3) auxiliary subjects – the social level (non-governmental organizations, volunteer centers, international partners).

It was found that the main shortcomings of the system of subjects of administrative and legal support in the field of rehabilitation and socialization of military personnel of Ukraine are: 1) the absence of a program document in this area, for example, the State Program for the Rehabilitation of Military Personnel; 2) the absence of a single legislative act that should regulate all legal relations that arise in the field of rehabilitation and socialization of military personnel, for example, the Law of Ukraine "On the Rehabilitation and Socialization of Military Personnel of Ukraine and Persons Ensuring Defense Capability, Security and Law and Order in Ukraine"; 3) the absence or presence of a low level of legal regulation of provisions on the development and approval of rehabilitation programs, opening (licensing) of rehabilitation centers, certification of medical personnel, state subsidies, state control over activities, and others. It was found that in order to improve the system of ensuring the rehabilitation and socialization of military personnel of Ukraine, it is advisable to adopt a separate Law of Ukraine "On the Rehabilitation and Socialization of Military Personnel of Ukraine and Persons Ensuring Defense Capability, Security and Law and Order in Ukraine", which should regulate all legal relations arising in the field of rehabilitation of military personnel.

## SUMMARY

The system of instruments for administrative and legal support of the activities of the rehabilitation and socialization of military personnel of Ukraine is distinguished, consisting of: 1) forms, means and methods of activity of subjects of government authority in providing services in the field of military rehabilitation (development and approval of rehabilitation programs; creation, liquidation and reorganization of rehabilitation centers; development and application of rehabilitation methods; monitoring compliance with rehabilitation norms (standards); implementation of administrative procedures for registering veteran status); 2) issuing administrative acts in the field of public administration of the military rehabilitation system; 3) carrying out material and technical operations aimed at the functioning of the system of rehabilitation centers, conducting tender procedures for the purchase of rehabilitation equipment; 4) carrying out administrative or judicial appeals of decisions, actions or inaction of public administration bodies in the field of military rehabilitation; 5) applying administrative liability measures for violations of legislation in the field of military rehabilitation to public administration bodies in the event of violation of the legality of their activities and financial liability measures to business entities in this field. Systemic miscalculations in the application of such instruments of administrative and legal support for the activities of the rehabilitation and socialization of military personnel of Ukraine have been identified, and separate mechanisms for their improvement have been proposed.

**Key words:** rehabilitation and socialization of military personnel, system of subjects of rehabilitation and socialization of military personnel, tools of rehabilitation and socialization of military personnel.

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