

**INSTITUTE OF SPECIALISTS FOR ACCOMPANYING WAR
VETERANS AND DEMOBILIZED PERSONS
AS AN ADMINISTRATIVE-LEGAL MECHANISM
OF REINTEGRATION: FORMATION, IMPLEMENTATION
PROBLEMS AND PROSPECTS FOR IMPROVEMENT**

Obushenko N. M., Nestertsova-Sobakar O. V.

INTRODUCTION

The full-scale armed aggression against Ukraine has changed not only the security situation of the state, but also the structure of society. The number of people registered in the Unified State Register of War Veterans is measured in millions, and taking into account the family members of defenders, the potential range of recipients of veteran policy covers a significant part of the adult population. Such a scale makes the inherited model, within which the state responded to the needs of a veteran mainly by granting a benefit or cash payment at the request of the person himself, unsuitable. The benefit-compensation structure, established in the early 1990s, is designed for a relatively small and demographically stable category of recipients; it does not provide for either an individual assessment of needs, or support for a person over time, or coordination of actions of various public authorities around a specific life situation.

The state's response to this discrepancy was the introduction of a fundamentally new position for the domestic public administration – a specialist in the support of war veterans and demobilized persons. This is not just another staff unit in the social protection system, but an attempt to transfer to national soil a model of personal case management, according to which a person appointed by the state accompanies a veteran throughout the entire transition to civilian life: assesses needs, draws up an individual plan, ensures communication with medical, social, educational institutions and the employment service, and monitors the result. Such a structure shifts the emphasis from passive expectation of an appeal to active navigation in the public services system and actually turns a specialist into an intermediary link between a person and the extensive state apparatus.

The relevance of this issue is also added by the fact that the institution, which is intended to become the supporting structure of veteran policy, is formed exclusively by secondary legislation of the Government and the sectoral ministry. There is no law that would determine the legal status of a support specialist, the corresponding right of a veteran to support and guarantees for its implementation, which accordingly raises questions that have not yet received proper doctrinal understanding: what is the legal nature of support, what is the scope of authority of the specialist and whether his actions can be appealed, who is responsible for improper support. The implementation practice, which has been ongoing since the second half of 2024, has already accumulated sufficient empirical material to pose these questions objectively.

That is why the purpose of the publication is a comprehensive administrative and legal analysis of the institution of a support specialist for war veterans and demobilized persons as an element of the reintegration mechanism, identifying defects in the current regulation and

substantiating directions for its improvement. Achieving the goal involves solving three tasks: reconstructing the genesis of the institute and systematizing the regulatory basis for its functioning, revealing the elemental composition of the corresponding mechanism and identifying problems at the implementation stage, comparing the Ukrainian model with foreign designs of personal support, and formulating proposals for its development.

1. Genesis and regulatory and legal principles of the Institute of Specialists in Support of War Veterans and Demobilized Persons

It is advisable to consider the formation of the institution of a support specialist in connection with the evolution of the model of social protection of veterans, established by the Law of Ukraine “On the Status of War Veterans, Guarantees of Their Social Protection” of October 22, 1993¹. This act is built on a categorical principle: the scope of a person's rights is determined by their belonging to one of the normatively defined categories, and the implementation of rights occurs upon application to the relevant body. Legal scholarship draws attention to the confusion in the law of the concepts of "rights" and "privileges", to the excessive detailing of the list of privileges in the absence of mechanisms for their targeted delivery to the person, and to the lack of coordination between numerous support programs². G. A. Trunova emphasizes that the current legislation requires not a cosmetic update, but a change in the conceptual basis – a transition from a list of benefits to a system of guaranteed rights with defined implementation procedures³.

The categorical model has revealed limitations in three aspects. First, it does not provide for an individual assessment of needs: a person receives a standardized set of benefits regardless of health status, professional trajectory and family situation. Second, it places the responsibility on the veteran himself to find the support he deserves in a system distributed among several ministries, local governments, social insurance funds and the Pension Fund; analytical studies record bureaucratic complexity and the need to independently navigate procedures as one of the main barriers to reintegration, which is noted by veterans themselves⁴. Thirdly, this model does not have tools for tracking the result: the state records the fact of the payment, but does not have information about whether reintegration has occurred.

The scientific understanding of these defects went in two ways. The first is to clarify the concept of the mechanism of administrative and legal protection of the rights of war veterans; R. E. Poghosyan defines it as a system of interconnected elements, which includes the norms of administrative law, relevant social relations, subjects of public administration and legal means of ensuring the implementation and protection of rights⁵. The second is the elaboration of the concept of social protection of military personnel; V. I. Teremetsky and S. G. Kelbya consider it as a system of legal guarantees and organizational measures, the implementation

¹ Про статус ветеранів війни, гарантії їх соціального захисту : Закон України від 22 жовтня 1993 р. № 3551-ХІІ. Відомості Верховної Ради України. 1993. № 45. Ст. 425.

² Трунова Г. А. Гарантії соціального захисту ветеранів війни: необхідність модернізації законодавства. Нове українське право. 2025. № 4. С. 23-30.

³ Там само. С. 26-28.

⁴ Роль держави у соціальній реінтеграції ветеранів та ветеранок : аналітичне дослідження. Київ : Український ветеранський фонд, 2024. URL: <https://veteranfund.com.ua>

⁵ Погосян Р. Е. Поняття та елементи механізму адміністративно-правового захисту прав ветеранів війни. Наукові записки. Серія: Право. 2023. Вип. 14. С. 152-156.

of which requires the consolidation of a dispersed body of subordinate legislation into a comprehensive legislative regulation⁶. Both approaches lead to a common conclusion: without a separate institutional link responsible for individual support of a person, the mechanism remains declarative.

The idea of personal support received practical approval in the pilot project on the introduction of the veteran assistant institute, initiated by the Resolution of the Cabinet of Ministers of Ukraine dated June 19, 2023 No. 652⁷. In parallel, a related departmental link began to form – the escort service for military personnel, police officers, rank and file and command staff of the civil defense service and their family members, introduced by the Resolution of the Cabinet of Ministers of Ukraine dated August 20, 2024 No. 948⁸. The distinction between the two links is fundamental: support services operate in the system of departments to which the person belongs, while support specialists work in the structures of territorial communities and cover individuals after they have been discharged from service. The new model received strategic consolidation in the Strategy of Veteran Policy for the period until 2030, approved by the Order of the Cabinet of Ministers of Ukraine dated November 29, 2024 No. 1209-r together with the operational plan of measures for its implementation in 2024-2027⁹. The Strategy for the first time at the level of a program document formulated the transition from a preferential and compensatory to a service model and identified the creation of a network of support specialists as one of the key tools; it is complemented by the Strategy for the Transition from Military Service to Civilian Life (Order of the Cabinet of Ministers of Ukraine dated December 31, 2024 No. 1350-r), which describes the transition as a managed phased procedure, rather than as a one-time act of dismissal¹⁰.

The normative core of the institute was the Resolution of the Cabinet of Ministers of Ukraine “Some Issues of Ensuring the Activities of Specialists in Supporting War Veterans and Demobilized Persons” dated August 2, 2024 No. 881, which approved the Procedure of the same name and at the same time amended the Regulations on the Unified State Register

⁶ Теремецький В. І., Кельбя С. Г. Адміністративно-правове регулювання соціального захисту військовослужбовців в Україні. *Наукові записки. Серія: Право*. 2024. Вип. 16. С. 255-258.

⁷ Про реалізацію експериментального проекту щодо запровадження інституту помічника ветерана в системі переходу від військової служби до цивільного життя : постанова Кабінету Міністрів України від 19 червня 2023 р. № 652. URL: <https://zakon.rada.gov.ua/laws/show/652-2023-%D0%BF>

⁸ Деякі питання впровадження діяльності служб супроводу військовослужбовців, осіб рядового і начальницького складу служби цивільного захисту, поліцейських та членів їх сімей : постанова Кабінету Міністрів України від 20 серпня 2024 р. № 948. URL: <https://zakon.rada.gov.ua/laws/show/948-2024-%D0%BF>

⁹ Про схвалення Стратегії ветеранської політики на період до 2030 року та затвердження операційного плану заходів з її реалізації у 2024-2027 роках : розпорядження Кабінету Міністрів України від 29 листопада 2024 р. № 1209-р. URL: <https://zakon.rada.gov.ua/laws/show/1209-2024-%D1%80>

¹⁰ Про схвалення Стратегії формування системи повернення з військової служби до цивільного життя на період до 2033 року та затвердження операційного плану заходів з її реалізації у 2025–2027 роках : розпорядження Кабінету Міністрів України від 31 грудня 2024 р. № 1350-р. URL: <https://zakon.rada.gov.ua/laws/show/1350-2024-%D1%80>

of War Veterans¹¹. The procedure established a key organizational structure: a support specialist is a full-time employee of a municipal budgetary institution, institution or municipal non-profit enterprise, the founder of which is a territorial community, and not an official of a local government body or a civil servant. The legal basis for his activities is the laws of Ukraine “On the status of war veterans, guarantees of their social protection”, “On the protection of personal data”, “On information” and “On cooperation of territorial communities”. On the same day, the resolution of the Cabinet of Ministers of Ukraine dated 02.08.2024 No. 868 determined the terms of remuneration of specialists according to the scheme of tariff categories of the Unified Tariff Grid¹².

The financial mechanism was formed by the Resolution of the Cabinet of Ministers of Ukraine dated July 5, 2024 No. 779 on a subvention from the state budget to local budgets to ensure the activities of support specialists¹³. The subvention is designed to cover the specialist's salary and related charges from the state budget, while the costs of arranging the workplace are borne by local governments; subsequent acts extended the mechanism for 2025 and 2026¹⁴.

The procedure, approved by the Resolution of the Cabinet of Ministers of Ukraine dated 02.08.2024 No. 881, has undergone significant changes. It was set out in a new version by the Resolution of the Cabinet of Ministers of Ukraine dated October 18, 2024 No. 1205¹⁵. Resolution of the Cabinet of Ministers of Ukraine dated January 24, 2025 No. 67, in addition to budgetary issues, established a regulatory workload: one specialist should serve no more than 100 war veterans, members of their families and persons equated to them¹⁶. Resolution of the Cabinet of Ministers of Ukraine dated June 25, 2025 No. 746 allowed the introduction of specialist positions in healthcare institutions, which formed a separate medical support track¹⁷. By Resolution of the Cabinet of Ministers of Ukraine dated February 11, 2026 No.

¹¹ Деякі питання забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 02.08.2024 № 881.

¹² Деякі питання оплати праці фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 02.08.2024 № 868.

¹³ Про затвердження Порядку та умов надання у 2026 році субвенції з державного бюджету місцевим бюджетам на забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб та окремі заходи з підтримки осіб, які захищали незалежність, суверенітет та територіальну цілісність України : постанова Кабінету Міністрів України від 5 липня 2024 р. № 779. URL: <https://zakon.rada.gov.ua/laws/show/779-2024-%D0%BF>

¹⁴ Деякі питання забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 24 січня 2025 р. № 67. URL: <https://zakon.rada.gov.ua/laws/show/67-2025-%D0%BF#Text>; Деякі питання забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 7 січня 2026 р. № 8. URL: <https://zakon.rada.gov.ua/laws/show/881-2024-%D0%BF>

¹⁵ Деякі питання забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 18 жовтня 2024 р. № 1205. URL: <https://zakon.rada.gov.ua/laws/show/1205-2024-%D0%BF#Text>

¹⁶ Деякі питання забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 24 січня 2025 р. № 67. URL: <https://zakon.rada.gov.ua/laws/show/67-2025-%D0%BF#Text>

¹⁷ Про внесення змін до Порядку забезпечення діяльності фахівців із супроводу ветеранів війни та демобілізованих осіб : постанова Кабінету Міністрів України від 25 червня 2025 р. № 746. URL: <https://zakon.rada.gov.ua/laws/show/746-2025-%D0%BF>

191, a pilot project was launched to organize training for entities providing services to veterans, and by Resolution of the Cabinet of Ministers of Ukraine dated March 27, 2026 No. 397, the circulation of electronic copies of documents was introduced and the deadline for considering the application was set at 20 working days¹⁸.

The qualification dimension of the institute is formed by the acts of the Ministry of Veterans Affairs of Ukraine. The order of April 9, 2024 No. 111 approved the professional standard "Specialist in the support of war veterans and demobilized persons", later set out in an updated version by the order of December 31, 2024 No. 508¹⁹. The standard refers the profession to code 2446.2 of the Classifier of Professions DK 003:2010 and provides for four qualifications: support specialist, specialist of category II, specialist of category I (all – the sixth level of the National Qualifications Framework) and leading specialist (seventh level); advanced training of 150 hours is mandatory once every three years.

Procedural aspects are regulated by a series of departmental acts: orders of the Ministry of Veterans Affairs of Ukraine dated August 22, 2024 No. 268 and No. 269 approved the list of questions for testing candidates and recommendations for the development of educational programs for advanced training, order dated September 27, 2024 No. 317 – methodological recommendations for organizing selection; primary documentation (needs assessment card, individual plan, specialist report) – by order No. 356 of November 5, 2024, with further update by order No. 7 of January 7, 2025. Sample job descriptions were approved twice – by orders No. 284 of September 4, 2024 and No. 560 of May 11, 2026, the latter of which supplemented them with a separate instruction for a specialist working in a healthcare institution.

The systematization of the above array allows us to draw a conclusion that is fundamental for further analysis. As of mid-2026, the institute of a support specialist has no legislative basis: it was created and operates solely on the basis of acts of the Cabinet of Ministers of Ukraine and departmental orders of the Ministry of Veterans Affairs of Ukraine. The Law of Ukraine “On the Status of War Veterans, Guarantees of Their Social Protection” does not contain any mention of a specialist in support, nor of the corresponding right of a veteran to receive it. The Law of Ukraine “On Social Services” of January 17, 2019 also does not cover this activity: support for veterans is not included in the list of basic social services, and a specialist is not a provider of social services within the meaning of this law²⁰. A structure has been formed in which the actually performed public function does not have an adequate legislative basis, and the scope of a person's rights in relation to it is determined by a by-law that can be changed at any time; the very dynamics of changes – four editorial interventions in the Procedure within twenty months – indicates the instability of the legal regulation of this important issue for society.

¹⁸ Постанови Кабінету Міністрів України від 11.02.2026 № 191 та від 27.03.2026 № 397.

¹⁹ Про затвердження професійного стандарту «Фахівець із супроводу ветеранів війни та демобілізованих осіб» : наказ Мінветеранів України від 31 грудня 2024 р. № 508. URL: <https://mva.gov.ua/pro-zatverdzhennya-profesiynogo-standartu-fahivets-iz-suprovodu-veteraniv-viyni-ta-demobilizovanih-osib>

²⁰ Про соціальні послуги : Закон України від 17 січня 2019 р. № 2671-VIII. *Відомості Верховної Ради України*. 2019. № 18. Ст. 73.

2. Administrative and legal mechanism for supporting war veterans and demobilized persons: elements, procedural model and implementation problems

The category of administrative-legal mechanism allows us to describe the institution of a specialist in the support of war veterans and demobilized persons not as a set of separate norms, but as a functionally related system. Based on the proposed understanding of the mechanism of administrative-legal protection of the rights of war veterans by R. E. Pogosyan, it is advisable to distinguish six blocks in the structure of the support mechanism: normative, institutional, procedural, resource, informational and control-evaluation. Such a division makes it possible to localize defects in regulation and avoid mixing normative problems with problems of law enforcement.

The legal nature of support requires special attention, for which the current regulation does not provide an unambiguous answer. Support is not an administrative service within the meaning of the Law of Ukraine “On Administrative Services”, since its result is not the acquisition, change or termination of the rights and obligations of a person and no administrative act is issued. It is not a social service either: the specialist does not belong to the providers of social services, and the support itself is not included in the list of basic social services. At the same time, the specialist’s activity has all the substantive features of a public service: it is financed from the state budget, carried out within the framework of a certain procedure, aimed at the implementation of the rights of the individual and mediates his interaction with public authorities. A “sui generis” construction arises, not included in any of the existing classifications, which causes uncertainty regarding the procedure for appealing the actions of the specialist, quality standards and grounds for liability.

The institutional block is formed by entities empowered in the field of support for war veterans and demobilized persons. The Ministry of Veterans of Ukraine forms state policy, approves professional standards, sample job descriptions, forms of primary documentation and methodological recommendations, and also administers the Unified State Register of War Veterans. Local governments make decisions on the creation of positions, determine the municipal institution, provide a workplace and organize selection; healthcare institutions, after the adoption of Resolution No. 746, have become an independent link in this network. The mechanism also includes the bodies with which the specialist interacts during support: territorial bodies of the Pension Fund of Ukraine, the State Employment Service, social protection units, educational institutions and military medical commissions.

The design of the institutional block contains an internal contradiction. The support specialist is in labor, not service-legal relations and is not endowed with public-authority powers: he cannot make decisions that are binding on other subjects, does not have the right to request information in the manner prescribed for government bodies, and is not a participant in administrative proceedings conducted in relation to the veteran by another body. At the same time, functionally, he acts as a representative of the state and is perceived by the veteran as such. The gap between the actual role and legal status creates a situation in which the effectiveness of support depends not on legal instruments, but on informal agreements between the specialist and officials of the relevant bodies. S. Petkov and T. Makarova directly indicate the need to strengthen interdepartmental coordination between

state authorities, local governments and the public sector as a condition for the effectiveness of new positions²¹.

The procedural block describes the sequence of actions within the framework of support. The veteran's application is submitted, in particular, through the digital platform "eVeteran", which functions as an external service of the Unified State Register of War Veterans; direct appeal to a specialist is also provided. After this, a needs assessment is carried out using the approved form of the assessment card, on the basis of which an individual support plan is drawn up with a list of measures, responsible entities and deadlines; the specialist ensures its implementation by informing, consulting, referring to service providers and tracking the result.

The procedural model of veteran support has four vulnerabilities. The first is the application principle: support is initiated upon the person's application, while the most vulnerable categories of veterans, in particular persons with post-traumatic stress disorder, addictions or pronounced social isolation, are characterized by a reduced ability to initiate an application. Studies of the transition from military service to civilian life have shown that veterans in distress tend to avoid contact with institutions and rely on informal peer support rather than formal services. The application model thus systematically fails to reach those who need support most. The second vulnerability is the lack of differentiation in support: The procedure does not establish formal criteria for segmenting veterans by the complexity of their needs, and the workload standard is defined as a single figure, regardless of whether the person in question is someone who needs a one-time consultation to obtain a certificate or someone with severe injuries, loss of work capacity, and the destruction of family ties. This approach is flawed in terms of resource management: it either leads to formal support for complex cases or forces the specialist to narrow the circle of supported individuals at his or her own discretion, which creates the risk of arbitrary selection.

The third vulnerability is the lack of a regulatory appeal mechanism: The Procedure does not specify how a veteran can appeal a refusal to provide support, improper preparation of an individual plan, or inaction of a specialist. Since a specialist is not a subject of authority, the application of administrative appeal procedures and administrative proceedings is at least debatable, and an appeal to the head of a municipal institution or to a local government body as a founder does not provide an adequate level of legal protection. The fourth vulnerability concerns the legal regime of information. A specialist gains access to a significant amount of sensitive information: health status, including mental health, family circumstances, financial situation, and service history. The Procedure refers to the laws "On Personal Data Protection" and "On Information," but does not establish special guarantees – a regime of professional secrecy, rules for transferring information to other entities with the consent of the individual, and the procedure for storing and destroying documentation. Given that the specialist is not a medical or social worker within the meaning of the relevant legislation and is not covered by the relevant secrecy regimes, this gap should be recognized as significant.

The resource block of the veteran support institute demonstrates the most noticeable gap between the idea and implementation. Financing is based on an annual subvention, the size and procedure for providing which are determined by a separate Government resolution for each budget period, which deprives local governments of the possibility of medium-term

²¹ Петков С., Макарова Т. Соціальний супровід військовослужбовців, ветеранів, членів їхніх сімей в Україні. *Соціальна робота*. 2025. Вип. 1(11). С. 56-58.

planning: the decision to create a position is made by the community, while the guarantee of its financing is valid only within a year. According to the estimates used as the basis for planning, about 15 thousand specialists are needed to properly cover the veteran community, while at the end of 2024, 485 people actually worked. According to the Ministry of Veterans Affairs of Ukraine, as of December 2025, 2,158 specialists worked in 1,318 territorial communities, providing over 500 thousand support measures²²; in June 2026, more than 2,600 professionals were reported in communities and another 440 in health care facilities, with more than 45 percent of them themselves being veterans or family members of defenders²³. The number of people covered by the escort as of the beginning of February 2026 was about 140 thousand, of which 8,283 were classified as high-risk²⁴. Comparing these data with the number of people registered in the Unified State Register of War Veterans shows that the actual coverage does not exceed one-tenth of the potential contingent.

The state financial audit confirmed the systemic nature of the backlog: according to the conclusions of the Accounting Chamber, published in May 2026, the system worked at approximately one-fifth of the planned scale, more than 20 percent of communities did not create a single position, and a significant part of the subvention funds was redistributed to other needs²⁵. The reasons are complex, namely the lack of capacity in small communities, the lack of qualified candidates in the local labor market, the uncompetitive level of wages under the Unified Tariff Grid, and the uncertainty about the duration of funding. These barriers coincide with those that scientists described at the stage of designing the model²⁶.

The information block remained the weakest link in the veteran support institute until 2026: specialists kept documentation on paper forms, there was no unified case management system, and information exchange with the Pension Fund, the employment service, and healthcare institutions was carried out in a general manner, which made it impossible to manage both workload and analyze performance. The introduction of a digital case management platform is a step in the right direction, but its effect will depend on its integration with the Unified State Register of War Veterans and the registers of related departments and on a clear definition of the legal regime of the processed data.

The control and evaluation block has been formed to the smallest extent. Current reporting is based on quantitative indicators of the process – the number of applications, consultations, support measures – which do not answer the main question: whether reintegration has occurred. The international literature has proposed conceptual models for assessing the success of transitions across well-being domains: health, employment, financial situation, and social connections²⁷. Transferring this logic to Ukrainian reporting would allow

²² Рік роботи фахівців із супроводу в Україні : офіційне повідомлення (грудень 2025 р.). URL: <https://koda.gov.ua>

²³ Фахівці з супроводу ветеранів: статистика, навчання та оплата праці : матеріал Всеукраїнської асоціації громад. URL: <https://communities.org.ua>

²⁴ Правовий статус та потреби ветеранів війни : інформаційно-аналітичний бюлетень. Київ : НБУВ, 2026. Вип. 2. 49 с. URL: https://nbuviap.gov.ua/images/informaciyni_vidanya/pravoviy_monitoring_statusu/2026/2026_monitoring_potreb_veteraniv_02.pdf

²⁵ За матеріалами оприлюднених результатів державного фінансового аудиту Рахункової палати (травень 2026 р.).

²⁶ Сівков С. В. Органи місцевого самоврядування як суб'єкти реінтеграції ветеранів війни в умовах особливого періоду. *Київський часопис права*. 2025. Т. 1, вип. 1. С. 37-39.

²⁷ Karre J. K., Perkins D. F., Morgan N. R. et al. What Do Successful Military-to-Civilian Transitions Look Like? *Armed Forces & Society*. 2025. Vol. 51, no. 3. P. 615-622.

us to move from recording the activity of a specialist to measuring the result for an individual; an additional argument is the limited evidence base of the effectiveness of veteran support programs outside the United States of America, which makes qualitative measurement of results an independent scientific and managerial value²⁸.

The professional resilience of the professionals themselves also needs attention: constant contact with people who have experienced traumatic experiences, under high workload and without supervision, creates a risk of secondary traumatization and burnout. The current regulation provides for advanced training, but does not establish mandatory supervision or psychological support, while in social work practice, supervision is considered an integral element of the case management methodology²⁹. The absence of this element is not only an ethical but also a managerial problem, as it affects staff turnover.

Thus, the mechanism for supporting veterans has only been partially formed, as the institute currently functions more as a pilot construction of an expanded scale than as an established element of the system of public administration of veteran policy.

3. Foreign models of personal support for veterans and directions for improving the Ukrainian design

Comparative legal analysis is a methodological necessity here, because the Ukrainian institute of personal support for veterans was created with an orientation to foreign models of case management, therefore, the comparison allows us to establish which elements of borrowed structures were reproduced and which were left out. The basis for the comparison is the definition of case management by the Case Management Society of America, according to which it is a joint process of assessment, planning, facilitation, coordination of assistance, evaluation of results and advocacy regarding options and services aimed at meeting the complex needs of the individual and his family³⁰.

The United States model is characterized by the distribution of the support function among several programs with different legal natures. The Transition Assistance Program is regulated by sections 1142-1144 of title 10 of the United States Code and is mandatory: pre-counseling must begin no later than 365 days before the expected date of discharge, and participation in the program is the duty of the serviceman, from whom only clearly defined exceptions are allowed. The triage mechanism enshrined in law is fundamentally important: each military department is obliged to establish at least three transition trajectories, to which a person is assigned based on the results of a self-assessment taking into account rank, seniority, presence of disability, nature of discharge and education. Thus, the American legislator abandoned the same amount of support for everyone in favor of differentiation by risk level.

The Solid Start program, regulated by section 6320 of title 38 of the United States Code, implements the opposite principle to the one proposed: the Department of Veterans Affairs is required to independently contact each veteran three times during the first year after

²⁸ Hutcheon D. et al. The Health and Wellbeing Outcomes of Employment and Vocational-Based Interventions for Veterans. *Journal of Veterans Studies*. 2025. Vol. 11, no. 1. P. 105-108.

²⁹ Клопота О. Особливості використання кей-менеджменту в соціальній роботі з клієнтами в складних життєвих обставинах (на прикладі внутрішньо переміщених осіб). *Науковий журнал Хортицької національної академії*. 2025. Вип. 2(13). С. 170–174.

³⁰ Case Management Society of America. Standards of Practice for Case Management. Revised 2022. Little Rock, 2022. URL: <https://cmsa.org>

discharge – in the intervals of 0–90, 91–180, and 181–365 days, regardless of the reason for discharge. The obligation is placed on the state, not the individual. The effectiveness of the program is subject to external monitoring: according to the Government Accountability Office, in 2021, successful contact was established with approximately 71 percent of individuals who met the criteria, while in the 18–22 age group this figure was only 42 percent³¹. Therefore, even a proactive model requires separate tools for the youngest and most vulnerable group.

The medical component of support is provided by the Veterans Health Administration's Transition and Care Management Program, regulated by a departmental directive that establishes clear qualification requirements: the program manager can be a social worker or a nurse with a master's degree, and the case manager functions are performed by a registered nurse or social worker³². The directive deliberately abandons the mandatory workload standard, citing the multifactorial nature of patients' needs, which is an important counterpoint to the Ukrainian decision to establish a single standard of 100 people.

The American model of accreditation of veterans' representatives is illustrative. According to section 14.629 of title 38 of the Code of Federal Regulations, an accredited person must meet the requirements of integrity and proven ability to represent the interests of applicants, pass a written examination with a score of at least 75 percent, complete three hours of continuing professional education during the first twelve months and three hours every two years thereafter, and be subject to recertification every five years³³. As of November 2024, 13,670 people have been accredited, including 8,141 representatives of veterans' organizations³⁴. Therefore, personal support can be based not only on budgetary positions, but also on the accreditation of public sector representatives according to state standards.

The most formalized in terms of workload rationing is the Canadian model, the legal basis of which is the Veterans Welfare Act and the Rules adopted for its implementation³⁵. A key feature is the two-tier architecture: Veterans Service Agents provide navigation support to individuals with less complex needs, while case managers work with individuals whose needs are classified as complex; as of March 2025, the system employed 482 case managers and 1,629 service agents, with approximately 15,400 veterans under case management³⁶. The target ratio set as a service standard is 25 people to one case manager, while the actual ratio was 32 to one, with 77 percent of case managers having workloads above the target³⁷. It is significant that the state publicly reports on the failure to achieve its own standard – this is what makes the standard an effective management tool, and not a declaration.

³¹ GAO. Veterans Benefits: VA Could Enhance Outreach for Its Solid Start Program by Increasing Collaboration with Veterans Organizations : GAO-23-105699. Washington, D.C., 2023. URL: <https://www.gao.gov/products/gao-23-105699>

³² VHA Directive 1010. Transition and Care Management of Ill or Injured Servicemembers and New Veterans. Washington, D.C., 2016. Sec. 7.

³³ Code of Federal Regulations. Title 38, § 14.629.

³⁴ GAO. Veterans Benefits: More Thorough Planning Needed to Help Better Protect Veterans Assisted by Representatives : GAO-25-107211. Washington, D.C., 2025. URL: <https://www.gao.gov>

³⁵ Veterans Well-being Act, ss. 10, 13–17; Veterans Well-being Regulations, SOR/2006-50. URL: <https://laws-lois.justice.gc.ca>

³⁶ Veterans Affairs Canada. Question Period Note: CASE MANAGEMENT, VAC-2025-QP-00003. Charlottetown, 2025. URL: <https://search.open.canada.ca>

³⁷ Tam camo.

No less important is the Canadian model, which provides for voluntary entry into a rehabilitation program, but participation in the developed plan is a condition for maintaining benefits, and failure to comply with the plan may result in its cancellation, refusal to provide services, or suspension of compensation for lost income³⁸. At the same time, the state is obliged to develop a plan together with the person and to notify in advance about the requirements for participation. Therefore, the obligation is not compulsory, but conditional and incentive in nature.

The British model is built on a different legal paradigm. The Joint Veterans Affairs Services, which include the Veterans Welfare Service and the Defense Transition Services, provide support upon request by the person, and the support is targeted: the Defense Transition Services are addressed primarily to those who are facing a difficult transition, and not to all discharged persons. Most significant for comparative analysis is the Armed Forces Act 2021, section 8 of which amended the Armed Forces Act 2006 with sections 343AA-343AF and introduced a Covenant duty: local authorities, educational institutions and national health care organizations are obliged to have due regard to the unique obligations and sacrifices of the armed forces, the need to eliminate service-related disadvantages, and the admissibility of special provisions in the areas of housing, education and health care. This construction establishes a procedural duty of public authorities, rather than a subjective right of an individual to a personal escort. For Ukraine, both approaches are complementary: a duty of “due regard” imposed on local governments would provide the professional with the legal leverage that he currently lacks.

The Australian model combines the positions of veteran support officers on military bases with a client support program, within which case managers work; in 2023-2024, they supported 7,586 clients. There is a single digital platform for submitting and tracking applications, which a person receives access to after just one day of service.

The Israeli experience is primarily of cautionary significance. The Rehabilitation Department of the Ministry of Defense uses a multidisciplinary team model with each veteran assigned a case manager, but the sharp increase in the contingent after October 2023 has led to the fact that the workload per employee, according to department management, has reached 1,500–2,000 people, while in the civilian social insurance system it is approximately ten times lower. The Ukrainian conclusion is that the workload standard without a resource provision mechanism does not prevent overload, but only fixes it.

The post-conflict experience of the former Yugoslav states illustrates a different scenario. In Croatia, there is a separate sectoral ministry for veterans with a territorial network, psychosocial assistance centers and unified beneficiary registers; the legal basis is the Law on Croatian Veterans of the Patriotic War and Their Family Members³⁹. However, the law does not introduce the institution of a personal escort with a standardized workload – the model remains programmatic and territorial, and in Bosnia and Herzegovina the system has a compensatory and payment nature without a navigation component. Both examples demonstrate a risk that is also relevant for Ukraine: in the absence of a conscious institutional choice, the system is entrenched in a payment-centric form, and the creation of personal escort becomes increasingly politically and financially complex.

³⁸ Veterans Well-being Act, ss. 15(3), 16, 18(2)(b).

³⁹ Zakon o hrvatskim braniteljima iz Domovinskog rata i članovima njihovih obitelji. Narodne novine. Br. 121/17, 98/19, 84/21, 156/23.

A generalization of international practices carried out within the North Atlantic Treaty Organization identifies nine basic elements of effective transition programs: a framework covering key phases of transition; a clear definition of the concept of "veteran"; a focus on preventing loss of work capacity; systems for measuring results; protocols for timely involvement; specialized medical and social care; consideration of cultural specifics; family involvement in planning; employment promotion services. Comparison of this list with the Ukrainian design shows that four elements have been reproduced, two more partially, and three have not been reproduced: prevention of loss of work capacity as a target guideline, systems for measuring results, and protocols for timely involvement.

Thus, based on the analysis, the following directions for improving the existing Ukrainian model of functioning of the institute of a specialist in the accompaniment of war veterans and demobilized persons should be proposed.

The first is the legislative consolidation of such an institute. The status of a specialist in accompaniment, the right of a war veteran and a member of his family to accompaniment, the grounds and terms for its provision, guarantees of confidentiality, and the procedure for appealing should be determined by law – by supplementing the Law of Ukraine “On the Status of War Veterans, Guarantees of Their Social Protection” with a separate section or by adopting a framework law on veteran policy. Sub-legal regulation may detail the procedure, but cannot be the sole basis for a public function of such scope.

The second is the introduction of a two-tier support architecture. It is advisable to normatively establish criteria for segmenting veterans by the complexity of their needs, modeled on the Canadian criterion of complex needs and American transition trajectories, as well as to distinguish between the role of a navigator who provides information and consulting support to a wide range of individuals, and the role of a case manager who manages a limited number of complex cases, with a differentiated workload standard for each of them instead of a single indicator of 100 individuals.

The third is a combination of the application principle with the proactive one. Modeled on the Solid Start program, it is advisable to establish the state's obligation to initiate contact with each demobilized person in certain periods after release; the technical prerequisite is automatic data exchange between the Ministry of Defense of Ukraine, the Ministry of Veterans Affairs of Ukraine and the Unified State Register of War Veterans, and the legal one is a separate norm on the grounds for processing personal data for this purpose.

Fourth – along with the current professional standard, mandatory periodic certification of specialists, a code of professional ethics and a program of psychological support for veterans should be introduced; the American model can serve as a guideline.

Fifth – transition to sustainable financing of veteran policy. It is advisable to replace the annual subvention with a protected budget program with a defined medium-term expenditure standard for one position, as well as differentiate wages depending on the qualification category and actual workload.

Sixth – development of a unified information system for supporting war veterans and demobilized persons. The digital case management platform should be integrated with the Unified State Register of War Veterans and the registers of the Pension Fund of Ukraine, the State Employment Service and the National Health Service of Ukraine, while simultaneously enshrining in law the legal regime of processed data, the list of access subjects and storage periods.

Seventh – the system of indicators should be rebuilt according to the domains of a person's well-being – health, employment, financial situation, social ties, housing – with the state recorded at the time of the start of support and at certain intervals.

Eighth – it is advisable to introduce the obligation of public authorities and service providers to consider a specialist's appeal submitted in the interests of a veteran in a short time and provide a reasoned response, as well as to establish the obligation to properly take into account the needs of veterans based on the British model.

Ninth – it is advisable to include veteran organizations, charitable foundations and veteran spaces in the support mechanism through accreditation of their representatives according to state standards, which will allow expanding the network without a proportional increase in budget positions.

CONCLUSIONS

The institution of a specialist in the support of war veterans and demobilized persons appeared as a response to the exhaustion of the preferential and compensatory model of social protection established by the Law of Ukraine "On the Status of War Veterans, Guarantees of Their Social Protection" of 1993, and means a transition from a categorical and application-based to a service paradigm of veteran policy. It has been established that as of mid-2026 this institution was formed exclusively by subordinate legislation – resolutions of the Cabinet of Ministers of Ukraine dated August 2, 2024 No. 881, dated October 18, 2024 No. 1205, dated January 24, 2025 No. 67, dated June 25, 2025 No. 746 and orders of the Ministry of Veterans of Ukraine; there is no legislative consolidation of the status of a specialist and the corresponding right of a veteran to support, which is the main defect of the regulatory block of the mechanism.

A contradiction between the functions and legal status of a specialist has been identified: performing the public function of representing the interests of a person in relations with authorities, he remains an employee of a municipal institution, not endowed with public-authority powers. The legal nature of the support is uncertain – it is neither an administrative nor a social service within the meaning of the relevant laws, which makes it impossible to apply established appeal procedures and ensure quality standards. Four vulnerabilities of the procedural model have been identified: the application principle, which does not cover the most vulnerable categories, the lack of differentiation of support according to the complexity of needs, the absence of an appeal mechanism, the incompleteness of the legal regime of information about a person. The resource block is characterized by instability due to the annual subvention model.

Comparative legal analysis has shown that none of the studied states practices universal personal support for all veterans; Instead, various mechanisms are used (transition trajectories in the US, the complex needs criterion in Canada, targeted support in the UK) and a two-tier architecture of "navigator – case manager", and workload rationing is rather an exception, the effectiveness of which is ensured by public reporting on the actual achievement of the standard.

SUMMARY

The publication is devoted to the administrative and legal analysis of the institution of a specialist in the support of war veterans and demobilized persons as an element of the mechanism for the reintegration of military personnel in Ukraine.

The genesis of the support institution from the experimental project on the assistant to a veteran in 2023 to the current model, enshrined in the resolutions of the Cabinet of Ministers of Ukraine for 2024–2026, is reconstructed, and the regulatory basis for its functioning is systematized.

The six-element structure of the mechanism for the support of veterans is substantiated, covering the normative, institutional, procedural, resource, informational and control and evaluation blocks. It is established that the support institution is formed exclusively by by-laws in the absence of legislative consolidation of the status of a specialist and the corresponding right of a veteran to support.

A contradiction between the public function of a specialist and his lack of public authority, as well as the uncertainty of the legal nature of support, which is neither an administrative nor a social service within the meaning of the relevant legislation, was identified.

The vulnerabilities of the procedural model were analyzed: the application principle, the lack of differentiation of support according to the complexity of needs, the absence of an appeal mechanism, and the incompleteness of the legal regime of information.

Based on data from the Ministry of Veterans Affairs of Ukraine and the conclusions of the state financial audit, the gap between the planned need for a network of specialists and the actual state of its deployment was shown.

A comparative legal analysis of models of personal support for veterans in the United States of America, Canada, Great Britain, Australia, Israel, Croatia, and Bosnia and Herzegovina was carried out, which showed the prevalence of triage mechanisms and a two-level architecture of "navigator – case manager".

Nine directions for improving the Ukrainian structure are formulated, in particular, the legislative consolidation of the institution of veteran support, the introduction of differentiated workload standards, the addition of the application principle with a proactive duty of the state, and the transition from reporting on the process to measuring the result for the individual.

Key words: war veteran, reintegration, support specialist, administrative and legal mechanism, social protection, veteran policy, public service activity.

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Information about the authors:

Obushenko Nataliia Mykolaivna,

Doctor of Science of Law, Professor,

Professor at the Department of Civil Law Disciplines

Educational and Scientific Institute of Law and Innovative Education

Dnipro State University of Internal Affairs

26, Nauky Avenue, Dnipro, 49005, Ukraine

Nestertsova-Sobakar Oleksandra Volodymyrivna,

Candidate of Law, Professor,

Associate Professor of the Department of Civil Law Disciplines

Dnipro State University of Internal Affairs

26, Nauky Avenue, Dnipro, 49005, Ukraine