

Readiness of the Social Protection System for Crisis Situations under Martial Law

Assessment of Service Providers' Capacity · Quality of Social Services · State Oversight

Background Materials for the Working Meeting with Representatives
of the Government of Estonia

Exchange of Experience in Addressing War-Related Challenges · 2026

Key discussion points

01 Functions and powers of the National Social Service of Ukraine

Mandate, stakeholders and coordination mechanisms in the social protection sector, and its role in crisis preparedness

02 The evacuation pathway

From the evacuation decision to permanent settlement, including interregional case management

03 Assessment of the system's actual capacity

Capacity, workforce, accessibility, power supply, transportation, medicines, and rehabilitation equipment

04 Early warning indicators

Indicators of critical capacity decline or system overload

05 Lessons learned from institutional evacuations

Experience in relocating institutions for children, older persons, and persons with disabilities



The scale of the challenge for the social protection system



Russia's full-scale invasion on 24 February 2022 triggered the largest wave of forced displacement in Europe since the Second World War. This created fundamentally new challenges for the social protection system compared with the pre-existing model in place between 2014 and 2022.

2020

Year of establishment of the National Social Service of Ukraine; territorial offices operating since 2021

~ 6M

Internally displaced persons during the peak periods of 2022

~ 4.6M

Remain registered following partial stabilization

> 6,000

Residents and beneficiaries of institutions relocated (evacuated)

National Social Service of Ukraine: legal framework and mandate

A central executive authority responsible for implementing State policy in the field of social protection, in accordance with the Regulation approved by Resolution No. 783 of the Cabinet of Ministers of Ukraine, dated 26 August 2020.

State supervision (oversight)

Supervision of compliance with legal requirements in the provision of social support and social services

Protection of children's rights

Monitoring compliance with children's rights in residential care institutions

Proper use of public funds

Oversight of the use of funds of the State Fund for Social Protection of Persons with Disabilities

Monitoring Procedure — approved by Resolution No. 1035 of the Cabinet of Ministers of Ukraine, dated 6 October 2021.

State Supervision Procedure under the Law of Ukraine "On Social Services" — approved by Resolution No. 427 of the Cabinet of Ministers of Ukraine, dated 1 June 2020.



Key areas of activity »

State supervision

Compliance with legal requirements in the provision of social services

Project monitoring

Implementation, performance assessment and evaluation of pilot projects

Protection of the rights of service recipients

Including persons in difficult life circumstances who require additional support

Inspection of service providers

Compliance with requirements for the organization and quality of service provision

Assessment of service quality

Compliance with the individual needs of service recipients and established standards

Data collection and analysis

Data analysis, identification of key challenges, and development of solutions

Regulatory improvement

Analysis of implementation practice and recommendations for improving the regulatory framework

Interagency coordination

Ministry of Social Policy of Ukraine · Pension Fund of Ukraine · Social Insurance Fund of Ukraine · National Health Service of Ukraine · Regional Military Administrations / Kyiv City Military Administration · Local Self-Government Authorities · Social Service Providers · Other Stakeholders

National Social Service of Ukraine's Role in Crisis Preparedness

Coordination

Real-time exchange of information on available capacity. Interagency coordination meetings (Office of the President, Cabinet of Ministers, Government Coordination Headquarters)

Supervision and Oversight

State supervision and monitoring of the provision of social support and social services, and compliance with children's rights

Inspections

Scheduled and unannounced inspections, and monitoring visits to institutions and service providers

Methodological support

Monitoring guidelines and methodological support for project participants

Data collection

Weekly monitoring of evacuations, available capacity, and the continued operation of institutions

Training

Strengthening staff capacity on human rights, accessibility, and non-discrimination

Operational support

Facilitating the evacuation of institutional residents and consolidating humanitarian assistance needs

Governance through the distribution of responsibilities among stakeholders

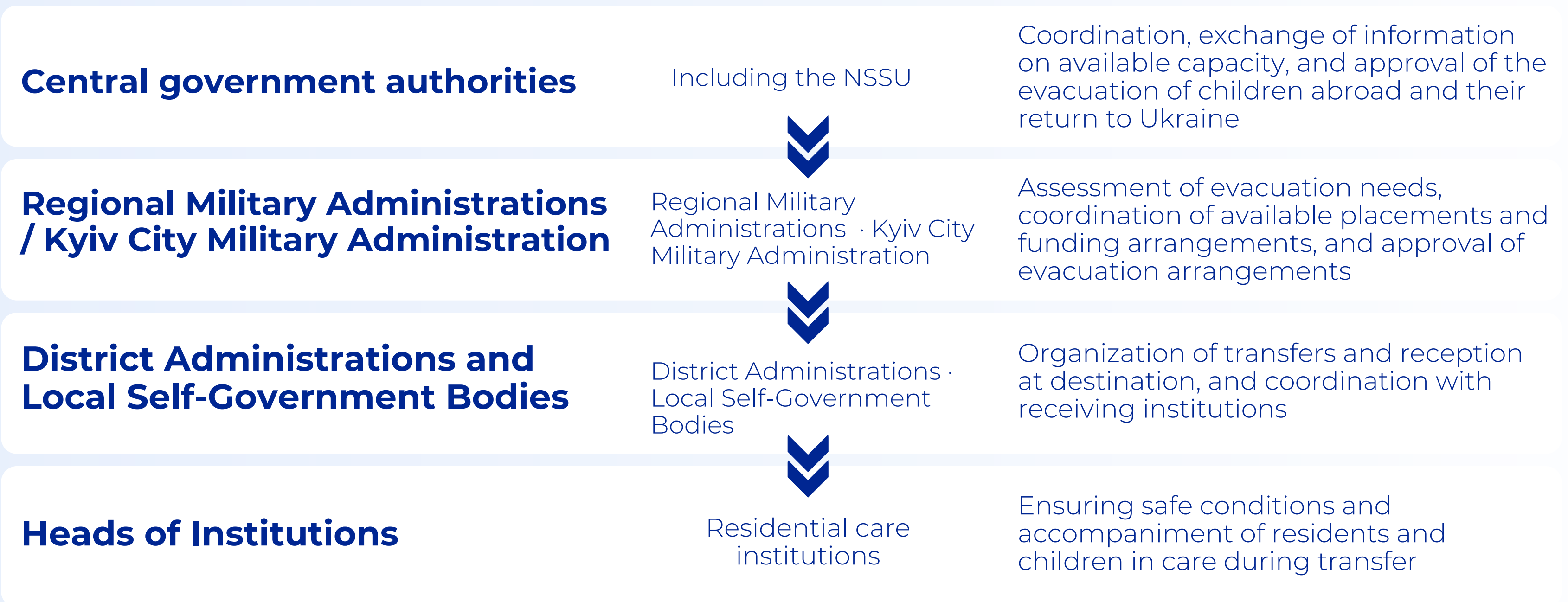
Ministry of Social Policy · Pension Fund of Ukraine · National Health Service of Ukraine · Regional Military Administrations / Kyiv City Military Administration · Local Self-Government Bodies · Service Providers · Fund for Social Protection of Persons with Disabilities

Evacuation pathway: from decision-making to placement

- 1 Safety assessment**
Assessment of the safety of remaining in an institution or community (Procedure No. 546)
- 2 Grounds for and decision on evacuation**
Assessment of the need to evacuate residents and children in care; decision-making
- 3 Destination, route, and funding**
Identification of available capacity, coordination of evacuation arrangements, and reimbursement of accommodation costs
- 4 Transfer**
Transfer to a safe region within Ukraine or abroad (evacuation of children abroad requires the approval of the National Social Service of Ukraine)
- 5 Needs assessment → individual support pathway**
Assessment of health status, mobility, and ability to perform daily activities → determination of medical and/or social support needs (Resolution No. 1169)
- 6 Placement and care**
Placement in a healthcare facility or with a social service provider; provision of care and case management
- 7 Permanent accommodation and services**
Determination of long-term accommodation and required social services

Division of responsibilities among public authorities

Procedure No. 546 clearly defines the responsibilities of each level of government. Responsibility is transferred sequentially—from decision-making to ensuring reception and care.



Case information and case management

Accompanying documentation and case management

To avoid repeated needs assessments and interruptions in service provision:

- Needs assessment results: health status, mobility, ability to perform daily activities, and care needs
-
- Individual support pathway based on the needs assessment
- Documentation required for benefits and service provision — shared through the Unified Information System of the Social Sphere (UISSS)
- Simplified procedure under martial law — decisions within 24 hours with minimum documentation

Interregional case management

Case management during interregional transfer:

- Social case manager responsible for coordinating support and case management (Procedure, Cabinet of Ministers Resolution No. 64 of 14 January 2026)
- Continuity of services through the “Money Follows the Person” mechanism (Resolution No. 888): funding follows the individual to the selected service provider
- Integration of health and social care after evacuation through referral to a healthcare facility or social service provider (Resolution No. 1169)
- Coordination of ongoing case management until appropriate living conditions are ensured

Assessment of the system's actual capacity

Assessment tools

- Weekly monitoring of temporary transfers (evacuations)
- Monitoring of available capacity in residential care institutions and among social service providers
- Monitoring of operational continuity: facility suitability, availability of shelters, and damage to buildings
- Consolidation of needs for humanitarian assistance and alternative energy sources
- Tracking the planned capacity of service providers (bed capacity) under project implementation

What the assessment covers

Available places

Workforce capacity

Service accessibility

Backup power supply

Transport and routes

Medicines

Rehabilitation aids

Key indicators

145 → 10

Institutions with available capacity (1 September 2022 → present)

~1,000 → 151

Available places for persons with reduced mobility; demand significantly exceeds available capacity

1 406

Planned capacity of shelter service providers (Project No. 1169)

1 264

Bed capacity under the “Money Follows the Person” mechanism (No. 888)

694

Bed capacity in two state-owned sanatoriums (No. 1555)

Risk indicators for system capacity

Signals are generated based on continuous monitoring conducted by the National Social Service and its territorial bodies.

Reduction in available capacity

Decrease in the number and share of available places compared to demand, which significantly exceeds supply

Unmet evacuation needs

Concentration in frontline regions — Dnipropetrovsk, Zaporizhzhia, Sumy, and Kharkiv regions

Loss of facility suitability

Damage to buildings, lack of shelters, and reduced safety of living conditions

Power supply disruptions

Need for generators, solid fuel boilers, and fuel as a risk indicator

Supply shortages

Shortages of food, medicines, and clothing based on aggregated needs reported by institutions

Provider overload

Full occupancy of bed capacity and demand exceeding the planned capacity of providers

Lessons learned from the evacuation of institutions serving vulnerable groups

1 Continuous monitoring of available capacity

Capacity is rapidly depleted; maintaining reserves and real-time tracking of available places is essential

2 Clear division of responsibilities

Clearly defined functions for each level of government (Procedure No. 546) accelerate decision-making

3 Emergency simplified procedures

Provision of essential services upon application, with decisions made within 24 hours and minimal documentation required

4 Continuity of support

Individual pathway, the “Money Follows the Person” mechanism, and integration of medical and social support

5 Partnerships

International organizations (UNDP, UNICEF, IOM, UNHCR) and charitable foundations — provision of places and resources

6 Autonomy and digital data

Shelters and alternative energy sources for institutions; the Unified Information System of the Social Sphere (UISSS) for verification, data exchange, and coordination

Projects supporting internally displaced persons (IDPs) with the participation of the National Social Service

Experimental and joint projects in which the National Social Service ensures oversight, monitoring, coordination, methodological support, and organizational assistance

No. 1169 • Nursing care and shelter services

No. 888 • “Money Follows the Person” mechanism

No. 1555 • Placement in state-owned sanatoriums

No. 40 • UNICEF Small Grants

No. 1285 • “Family Home”

No. 1505 • Resilience building programme

Fund for Social Protection of Persons with Disabilities

No. 1169 • Nursing care and shelter services	Continuity of medical and social care for persons with reduced mobility among IDPs	Participation, monitoring, and coordination	194 healthcare facilities · 1,406 shelter places
No. 888 • “Money Follows the Person” mechanism	Residential care and supported living	Monitoring and oversight	53 service providers · 1,264 bed places
No. 1555 • Placement in state-owned sanatoriums	Temporary accommodation and support for IDPs in vulnerable circumstances	Support, methodological guidance, and monitoring	2 facilities · 694 beds
No. 40 • UNICEF Small Grants	Social services for families with children and early intervention services	Oversight of criteria compliance and targeted use of resources	120 agreements
No. 1285 • “Family Home”	Family-based care for orphaned children	Monitoring children’s rights and reporting	Agreements are signed
No. 1505 • Resilience building programme	Psychosocial support and community cohesion	Monitoring and facility inspections	All regions and the city of Kyiv

Nursing care and shelter services for IDPs

CMU Resolution No. 1169 (17 September 2025)

Ensures continuity of care for evacuated persons requiring both medical and/or social support. An individual pathway is defined based on an assessment of needs, health condition, and mobility level.

1.1 • Nursing care in healthcare facilities

- 24/7 medical monitoring and implementation of doctors' prescriptions
- Rehabilitation activities; coordination with social services
- Funding through the mechanisms of the National Health Service of Ukraine (NHSU)

194 healthcare facilities contracted by the National Health Service of Ukraine (NHSU) (as of 8 June 2026)
268 persons received the service since the beginning of 2026

1.2 • Social shelter service

- Safe temporary accommodation, meals, and care according to individual needs
- Social support, assistance with document recovery and access to benefits
- Development of a further pathway to ensure appropriate living conditions

41 service provider in 15 oblasts (1 July 2026)
1,406 places of planned capacity

“Money Follows the Person” mechanism

CMU Resolution No. 888 (7 June 2024)

Funding follows the person, not the institution. The recipient independently chooses the required social service and provider based on individual needs — residential care or supported living.

- 1** Needs assessment (evaluation of circumstances, health condition, and ability to live independently)
- 2** Determination of the required social service
- 3** Selection of a service provider based on individual needs and availability
- 4** Signing agreements for service provision
- 5** Funding of the actually provided social service

Implementation status (as of 20 July 2026)

53

Participating service providers: **33** residential care providers, **11** supported living providers, **9** providing both services

1 264

Bed capacity: **652** residential care · **612** supported living

21

Regions of service provider registration
20 oblasts and the city of Kyiv

50

Monitoring activities of territorial bodies

Support for internally displaced persons (IDPs) in state-owned sanatoriums

CMU Resolution No. 1555 (31 December 2024)

State Non-Commercial Enterprise "Truskavets Sanatorium 'Batkivshchyna'"

350 places

50 — residential care places · 150 — supported living places · 150 — shelter places

State Non-Commercial Enterprise "Myrhorod Sanatorium 'Slava'"

344 places

136 — supported living places · 208 — shelter places

Role of NSSU Organizational support and coordination · cooperation with the State Employment Service · methodological support · staff capacity building · monitoring and quarterly visits

Service delivery results

2025

1,394 agreements

First half of 2026

921 agreements

Support for families with children and child support services

UNICEF Small Grants

CMU Resolution No. 40 (17 January 2025)

- Competitive grants for service providers of all ownership forms; services must be provided free of charge to recipients
- Services: resilience building, day care and support for children with disabilities, early intervention, social support for families in difficult circumstances
- Role of NSSU: monitoring compliance with eligibility criteria (Resolution No. 185), service standards, and targeted use of funds

120 service provision agreements

“Family Home”

CMU Resolution No. 1285 (1 October 2025)

- Care and upbringing of orphaned children in family-like settings — an alternative to institutional care
- An intermediate form of care for adolescents, children with disabilities, and sibling groups
- Role of NSSU: monitoring children’s rights protection; analysis of monthly reporting; reporting to the Fund and the State Service for Children

Status: service provision agreements are being concluded

Building resilience in territorial communities

CMU Resolution No. 1505 (19 November 2025) (and No. 1049)

What the project provides

- Mental health support, reduction of stress and anxiety
- Adaptation of individuals and families, including IDPs, to crisis situations and development of resilience
- A comprehensive approach to services for people in vulnerable situations and vulnerable groups
- Strengthening family ties and social cohesion within communities

Coverage: all regions of Ukraine and the city of Kyiv, including relocated communities

Resilience Centres — services

- Initial consultation with a case manager and referral to relevant specialists
- Group psychological sessions and self-help training
- Parenting skills workshops and parent clubs
- Strengthening volunteer networks and coordinating community initiatives

Role of NSSU: monitoring the provision of integrated services and reviewing participants' premises for compliance with requirements

State oversight and monitoring: 2025 results

During martial law, unscheduled inspections are conducted based on a decision of the relevant authority (Ministry of Social Policy Order No. 219 dated 18 August 2022). Grounds include official assignments, appeals from citizens and the Ombudsman, and monitoring reports on residential care institutions.

1,800

Unscheduled inspections across Ukraine (except Luhansk region)

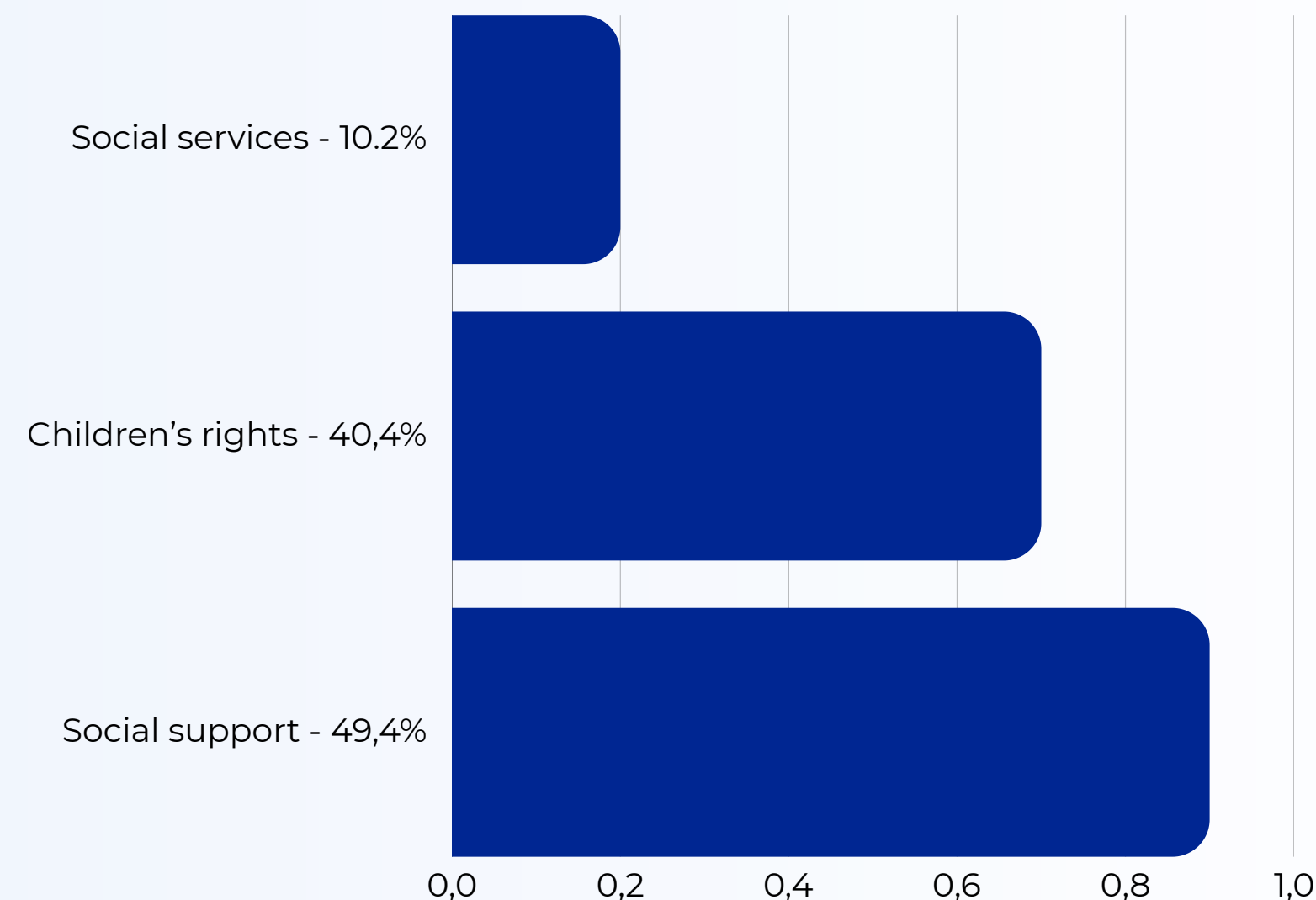
>224,000

Personal files reviewed by specialists

38,000

Cases with identified violations

2.8 thousand violations identified in **6.6 thousand** social service recipients' case files. Elimination of violations is monitored by territorial bodies.



Monitoring of temporary accommodation places for IDPs and oversight of living allowance payments

Oversight activities of the National Social Service under CMU Resolutions No. 930 and No. 332



Two areas of oversight activities

930

Monitoring of temporary accommodation places

Assessment of Temporary Accommodation Places (TAPs), living conditions and respect for IDP rights.

Conducted by territorial bodies upon instructions from the Ministry of Social Policy, Family and Unity of Ukraine.

CMU Resolution No. 930 (1 September 2023)

332

Oversight of living allowance payments

Verification of living allowance eligibility, including IDPs' actual place of residence.

Conducted by NSSU territorial bodies since 1 August 2023.

CMU Resolution No. 332 (20 March 2022)

Referral to Temporary Accommodation Places (TAPs) and monitoring

CMU Resolution No. 930 (1 September 2023)

Referral of IDPs to TAPs

- DPs are referred to Temporary Accommodation Places (TAPs) based on their individual needs and the capacity of host communities.
- Ensuring proper living conditions and access to necessary services.
- Providing social support and other types of assistance in accordance with legislation.

NSSU monitoring

- Monitoring visits to Temporary Accommodation Places (TAPs) are conducted upon instructions from the Ministry of Social Policy, Family and Unity of Ukraine.
- Assessment of TAP functioning, living conditions and compliance with requirements for the organization of IDP accommodation.
- Identification of IDPs' needs for additional support and ensuring the protection of their rights.

Results of Temporary Accommodation Places (TAPs) monitoring in 2026

CMU Resolution No. 930 (1 September 2023)

34

Temporary
Accommodation Places
(TAPs) assessed

13

Regions of Ukraine

Objective: assessment of
living conditions,
identification of needs and
ensuring IDP rights

24.03.2026
14 facilities

Vinnytsia · Zakarpattia · Ivano-Frankivsk · Lviv · Rivne ·
Khmelnyskyi · Cherkasy regions

15.05.2026
12 facilities

Kirovohrad · Poltava · Rivne · Ternopil regions

27.05.2026
7 facilities

Zaporizhzhia · Kyiv · Ternopil regions

31.07.2026
1 facility

Cherkasy region



Verification of IDPs' actual place of residence

CMU Resolution No. 332 (20 March 2022)

Mandate and legal basis

- Since 1 August 2023, territorial bodies of the National Social Service of Ukraine (NSSU) have overseen compliance with legal requirements during the provision of living allowances (paragraph 28 of the Procedure).
- Oversight is carried out, in particular, through verification of IDPs' actual place of residence (stay).
- Pension Fund of Ukraine (PFU) bodies provide monthly information on the return of overpaid funds by recipients and banks (paragraph 29).

Results for June 2026

1 633

Verification of actual place of residence

1 304

Acts confirming the absence of IDPs at the registered place of residence

504

Living allowance payments terminated for individuals — UAH 1.153 million

Repayment of overpaid funds

As of 1 July 2026 · UAH million

84,5

Identified

60,3

Recovered

49,9

Transferred to the MSP

Funds were recovered by recipients, through court enforcement, and by banks (based on information provided by the Pension Fund of Ukraine).

Stage	Local Social Protection Departments	Pension Fund of Ukraine	Total
Overpaid funds identified	72,75	11,75	84,5
Funds recovered	51,31	9,01	60,3
Transferred to the MSP	49,59	0,32	49,9

Oversight activities of the National Social Service of Ukraine (NSSU)

- Temporary Accommodation Places (TAPs) (Resolution No. 930): in 2026, 34 TAPs in 13 regions were inspected to assess living conditions and respect for IDPs' rights.
- Living allowance for IDPs (Resolution No. 332): in June 2026, 1,633 verifications of IDPs' actual place of residence (stay) were conducted; payments were discontinued for 504 recipients.
- Recovery of overpaid funds: UAH 84.5 million in overpaid payments identified, of which UAH 60.3 million was recovered.



Summary

Ready for experience exchange

- The National Social Service of Ukraine (NSSU) combines oversight, coordination, monitoring, and operational support within a unified crisis response system.
- The pathway of an evacuated person is structured as a continuous journey with case management and preservation of data on individual needs.
- A portfolio of pilot and joint projects ensures targeted support for IDPs — from nursing care to strengthening community resilience.
- The system's capacity is continuously assessed; early warning indicators are based on real-time monitoring.

