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# INTEGRATED SOCIAL PROTECTION IN UKRAINE

## Cash benefits for children within Ukraine's *Better Care* Initiative

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# Acknowledgements

This report was prepared by Philip Goldman (Maestral International) and Francesca Stuer (Maestral International). It was prepared through the generous support of UNICEF Ukraine. The authors greatly appreciate the thorough review and support from Julie Halding, Frederic Wiesenbach, Yuliia Sybirianska, Natalya Datchenko (UNICEF Ukraine) and Mari Hickmann, Anna Jolly, and Kelley Bunkers (Maestral International). The views expressed in this note do not necessarily represent the views of UNICEF, and UNICEF makes no representation concerning the source, originality, accuracy, completeness, or reliability of any statement, information, data, finding, interpretation, advice, or opinion contained herein.

This publication was prepared by Maestral International at the request of UNICEF, with the financial support of the German Government through the Federal Ministry for Economic Cooperation and Development (BMZ) via the KfW Development Bank. Its contents are the sole responsibility of Maestral International and do not necessarily reflect the views of the German Government and/or UNICEF.

# Acronyms

<b>ASM</b>	Actual Subsistence Minimum
<b>AASM</b>	Adjusted Actual Subsistence Minimum
<b>CoM</b>	Cabinet of Ministers
<b>CWD</b>	Children with Disabilities
<b>EU</b>	European Union
<b>GMI</b>	Guaranteed Minimum Income
<b>IMF</b>	International Monetary Fund
<b>ISSB</b>	Integrated Social Services and Benefits
<b>MHPSS</b>	Mental Health and Psychosocial Support
<b>MoES</b>	Ministry of Education and Science
<b>MoF</b>	Ministry of Finance
<b>MoH</b>	Ministry of Health
<b>MoSP</b>	Ministry of Social Policy
<b>SP</b>	Social Protection
<b>SSM</b>	Statutory Subsistence Minimum
<b>UAH</b>	Ukrainian Hryvnia

# Glossary of Key Terms

**Adoption:** The permanent legal transfer of parental rights and responsibilities for a child

**Alternative Care:** A formal or informal arrangement whereby a child is looked after outside the parental home for at least one night. This can be arranged by decision of a judicial or administrative authority or duly accredited body, or at the initiative of the child, his/her parent(s) or primary caregivers, or spontaneously by a care provider in the absence of the parents. Alternative care includes kinship care, foster care, adoption, *kafala*, supervised independent living, and residential care.

**Care Reform** refers to the changes in systems and mechanisms that promote and strengthen the capacity of families and communities to care for their children and address the care and protection needs of vulnerable or at-risk children to prevent separation from their families, decrease reliance on residential care and promote reintegration of children. They also ensure the appropriate, family-based alternative care options are available.

**Case Management:** The process of identifying, registering, assessing (in reintegration cases this includes tracing activities), developing a case plan, implementing the case plan (delivering or referring to services, facilitating and overseeing the placement of the child into the family environment), and ongoing monitoring and documentation.

**Children Deprived of Parental Care:** In Ukraine, "children who have been left without parental care due to the deprivation of their parental rights, removal from their parents without deprivation of parental rights, recognition of parents as missing or incapacitated, declaring them dead, serving sentences in places of detention and being in custody for the duration of the investigation, searching for them by the National Police due to lack of information about their whereabouts, long-term illness of parents that prevents them from fulfilling their parental duties, as well as children separated from their families, abandoned children, children whose parents are unknown, children whose parents have abandoned them, children whose parents do not fulfill their parental duties for reasons that cannot be ascertained due to their stay in the temporarily occupied territory of Ukraine or in the areas where anti-terrorist operations are being implemented, implementation of measures to ensure national security and defense, repulsion and deterrence of armed aggression of the Russian Federation in the Donetsk and Luhansk regions, as well as homeless children."<sup>1</sup>

**Community-Based Care** encompasses a range of services that enable individuals to live in the community. In the case of children, these services allow them to grow up in a family environment rather than an institution. These include mainstream services, such as housing, healthcare, education, employment, culture and leisure, which are accessible to everyone regardless of the nature of their impairment or support needs. Community-based care also

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1 Zakon Ukrayini pro oхорону дитинства. Retrieved November 8, 2023: [Про охорону дитинства | від 26.04.2001 № 2402-III \(rada.gov.ua\)](https://zakon.rada.gov.ua/laws/show/2402-III)

includes specialized services, such as personal assistance for people with disabilities, respite care and others. In addition, the term includes family-based and family-like care for children, including substitute family care, preventive measures and family support.<sup>2</sup>

**Deinstitutionalization:** The process of closing residential care institutions and providing family-based alternative care and prevention services within the community.

**EU Child Guarantee:** The European Commission adopted a Recommendation on an EU Child Guarantee on June 14, 2020, which aims to “prevent and respond to social exclusion by guaranteeing effective access of children in need to a set of key services...” These services cover health, education, housing, and nutrition sectors, and the Guarantee includes provisions on the importance of supporting family-based care for children.

**Family-Based Alternative Care:** A type of alternative care involving the short- or long-term placement of a child in a nurturing family environment with at least one consistent caregiver, where children are part of a supportive family and community.

**Family Care:** A term used to refer to care in a family, including care in biological family and family-based care (see above).

**Family-Type Children’s Home:** In Ukraine, “a separate family, which is created at the request of spouses or individuals who are not married, who take at least 5 orphans or children deprived of parental care for upbringing and cohabitation” (with a maximum of 10 children allowed in the home).<sup>3</sup>

**Foster Care:** Placement of a child with someone who is not their parent, relative, or guardian, but who is willing to care for them.

**Integrated Social Services and Benefits:** In Ukraine, an integrated social service delivery system is a comprehensive approach to providing a range of services at the community level. These services encompass social protection, education, healthcare, juvenile prevention, and more. The goal is to support vulnerable families with children and enhance the well-being of the community. By combining the human, material, financial, and technological resources of the community, this approach increases access to social services for vulnerable groups, improves their quality, and reduces costs. It involves assessing individuals and families objectively, creating conditions for their active social functioning, and implementing specific measures to achieve goals while fostering a change in behavior. This integrated approach should include not only case management but also other essential interventions like social benefits, education, healthcare, and employment. This requires unified coordination, management, information systems, and performance indicators across agencies in a specific territory.<sup>4</sup>

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2 European Expert Group on the Transition from Institutional to Community-based Care (EEG) “The Common European Guidelines on the Transition from Institutional to Community-based Care,” November 2012, available at: [www.deinstitutionalisation.com](http://www.deinstitutionalisation.com); hereinafter quoted as: “EEG (November 2012) op. cit.”

3 *Zakon Ukrayini pro okhoronu ditinstva.* Retrieved November 8, 2023: [Про охорону дитинства | від 26.04.2001 № 2402-III \(rada.gov.ua\)](http://www.rada.gov.ua/laws/show/2402-III)

4 *Ibid.*

**Residential Care:** Any living arrangement/facility where salaried staff or volunteers provide care for children living there. This includes large institutions and all other short- and long-term residential institutions, such as group homes, places of safety, transit centers, and orphanages.

**Social Services** (in general): Services provided by public or private organizations that address the needs and problems of the most vulnerable populations, including those stemming from violence, family breakdown, homelessness, substance abuse, immigration, disability, and old age.

**Transformation of Institutional Care:** This is understood as the process of changing institutions into non-residential social service facilities based on the unique needs of the surrounding community. This process requires planning to address the financial, human, and infrastructure issues. The change should allow time for the safe transition of children from institutional care.



2025, Mukachevo (Zakarpattia region, Ukraine). Evelina, 3, arrives at Outpatient Clinic No. 10 in Mukachevo with her mother, brothers and sisters for a medical check-up.

# 1. Executive Summary

In 2023, the Child Protection Multisectoral Needs Assessment in Ukraine found that more than 4 out of 5 Ukrainian children identify family separation as the most critical risk they face.<sup>5</sup> Recognizing the unique and urgent needs of their children, Ukraine has made important commitments to ensure that every child grows up in a safe and nurturing family. On February 3, 2023, President Volodymyr Zelensky pledged to “change the system of children’s institutions in our country” as part of a series of proposed reforms to support EU accession. Called the *Better Care Initiative*, these reforms will fundamentally transform Ukraine’s social welfare system through the provision of programs and services that are family- and community-based, and that will work to prevent and respond to the needs of Ukraine’s most vulnerable children.

This report provides a mapping and review of a package of eleven government social protection cash transfer programs needed to support the objectives of Ukraine’s ***Better Care Initiative***. The objective is to inform the development, preparation, management, administration, monitoring, and evaluation of cash transfer policies, programs, and services to complement and leverage other non-cash social services that have been identified within the *Better Care Initiative*. In addition, the mapping should inform broader social protection reform efforts in Ukraine as the country prepares for recovery from the war and for EU accession.

Children in Ukraine are experiencing multi-variate risks as a result of the war. Multi-variate risks require multi-pronged solutions. **Increasing global evidence shows that integrating social policy interventions – so called “Cash Plus Care” approaches – are more likely to improve the impact and duration of social welfare programs and services than either “cash” or “care” alone.**

Accordingly, the Government of Ukraine is seeking to realize the objectives of the ***Better Care Initiative*** through a “Cash Plus Care” approach that will work to strengthen families and prevent child separation and to address the challenging needs of children requiring supported placement (see Figures 1 and 2, pp. 4 and 6). As an EU accession country, this approach is consistent with aligning Ukraine’s social welfare system with the multi-sectoral provisions of the *EU Child Guarantee*.

This report finds that there are significant issues with respect to the complexity, coverage, and gaps in provision of social protection to children at risk of or experiencing family separation, or in need of placement in family-based alternative care. Benefit adequacy is also an important issue for children with complex needs. Section 5 presents high-level findings on benefit simplification, design, system management, and administration and recommends that a needs assessment on social benefits for families and children be conducted to inform future dialog on those findings.

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5 World Vision (2023). Child protection multisectoral needs assessment – Ukraine 2023.

## 2. Introduction

### 2.1 Objective

This report provides a mapping and review of a minimum package of government social protection cash transfer programs needed to support the objectives of Ukraine's ***Better Care Initiative***. The objective is to inform the development, preparation, management, administration, monitoring, and evaluation of cash transfer policies, programs, and services that will complement and leverage other non-cash social services within *Better Care* and that seek to (i) prevent placement of children in institutional care; and (ii) support children placed in family-based alternative care or adoption and their caregivers, including (but not limited to) children placed in families from institutional care. The focus of this report is on national level public sector cash transfer programs.

### 2.2 Methodology

This report is based on an extensive desk review of (i) current Ukrainian legislation, regulations, and other legal documents; (ii) other official documents issued by the Government of Ukraine; (iii) Ukraine's national budget; (iv) multilateral assessments of the social protection system (UNICEF, World Bank, IMF); and (v) other external assessments of Ukraine's social protection system.

The "minimum package" was defined based on a review of the public social protection benefit regime, and the benefits were selected due to the likelihood of them having the most direct impact on the objectives of the *Better Care Initiative*. It is important to note that other social protection benefits under Ukraine's system can have positive, if less direct, outcomes for households with children, including those at risk, targeted by the initiative.

Each benefit in the minimum package of cash transfers supporting the *Better Care Initiative* is described in detail. The current benefit levels are assessed against the Government's annual determination of the Statutory Subsistence Minimum (SSM) used to calculate benefits and the Adjusted Actual Subsistence Minimum (AASM) used by UNICEF to determine a national child poverty line (see Section 3.1). Where available, coverage data are also assessed for each benefit. The benefits are further assessed against multiple household scenarios that vary by size, demography, and need. Current and projected trends in funding levels are presented where available.

Ukraine is a candidate to join the European Union (EU). While social protection programs differ across the EU, the EU is governed under common principles such as those enshrined in the European Commission's *European Child Guarantee*, which covers child health, education, social welfare, and protection in the Member States. This report thus offers some observations on how some EU member states may be approaching each of the cash benefits under Ukraine's minimum package of government social protection cash transfer programs supporting the *Better Care Initiative*.

## 2.3 Integrated Cash Plus Care Services for Better Care

### A) Why Cash Plus Care?

Children in Ukraine are experiencing multi-variate risks because of the war – displacement, loss of parent or caregiver, exposure to violence, loss of income, lack of access to education and health services, loss of housing, and other adversities. These are compounded by risks and adversities that pre-dated the war: disability, poverty, placement in residential institutions, lack of access to social services, and other issues.

Increasing global evidence shows that integrating social policy interventions—so called “Cash Plus Care” approaches—are more likely to improve the impact and duration of social welfare programs and services than either “cash” or “care” alone.<sup>6</sup> This is because multi-variate risks are more likely to be effectively managed through comprehensive interventions that address combined risks. Children who are protected from poverty and other adversities are more likely to reach their cognitive, physical, emotional, and social potential, which contributes to inter-generational human capital development. Better impacts can further be realized through effective social work and case management approaches where case planning can be used to connect children and families to the resources and services they specifically need.<sup>7</sup>

Accordingly, the Government of Ukraine is seeking to realize the objectives of the **Better Care Initiative** through a “Cash Plus Care” approach that will work to strengthen families and prevent child separation and to address the challenging needs of children requiring supported placement. As an EU accession country, this approach is consistent with the multi-sectoral provisions of the *EU Child Guarantee*.

### B) The Integrated Model in Ukraine: Cash and Non-Cash Services

Non-cash social services have been comprehensively elaborated, and an associated minimum package of integrated social services and benefits (ISSB) has been developed. The ISSB package is being rolled out on a “demonstration” basis in Kharkiv and Volyn oblasts under collaborative agreements between the respective governments, UNICEF, civil society organizations, and implementing partners. **Cash transfers have been referenced but have not been fully elaborated.** Success will require articulation of a unified social policy approach that facilitates the coordination, management, administration, monitoring, and evaluation of both cash and non-cash programs that promote the initiative’s objectives.

Figure 1 highlights the theory of change showing broadly how combined economic supports and social services can work together to strengthen Ukraine’s families and to ensure that children at risk of or experiencing separation can increasingly be cared for in safe, nurturing, and supported families. Figure 2 depicts the combined minimum package of cash and non-cash supports promotive of the *Better Care Initiative*.

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6 See UNICEF Innocenti (2023). Cash plus. Retrieved on November 13, 2023: [Cash Plus \(unicef-irc.org\)](https://www.unicef-irc.org/cash-plus).

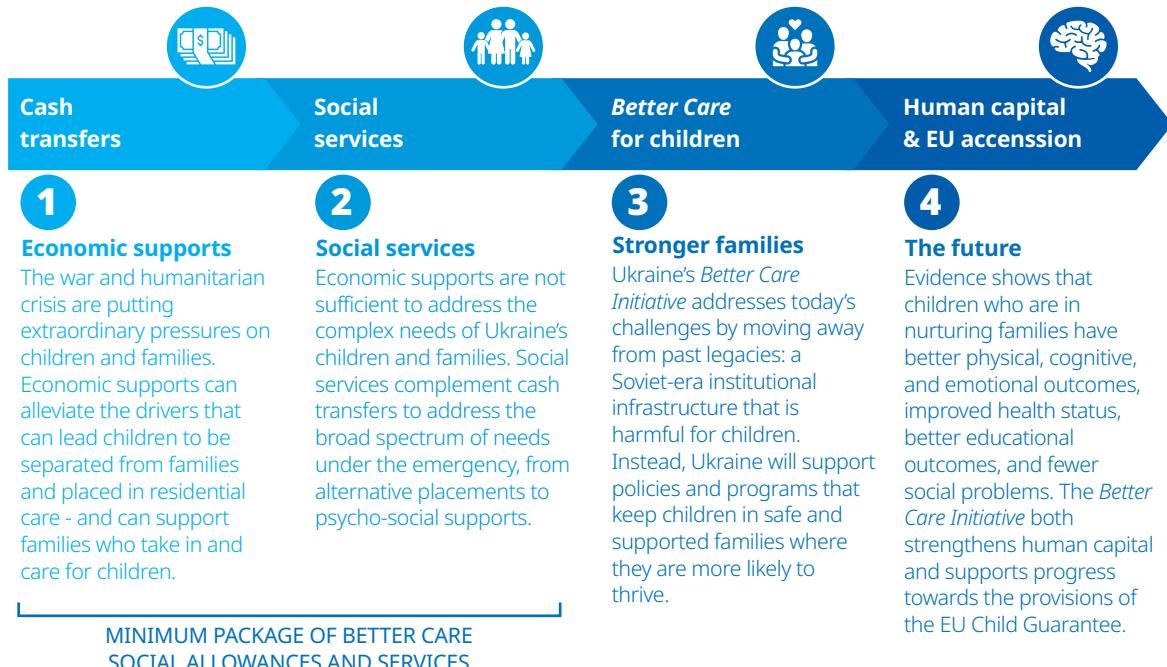
7 See Global Social Service Workforce Alliance (2023): Resources. Retrieved on November 13, 2023: [Cash Plus \(unicef-irc.org\)](https://www.unicef-irc.org/cash-plus).

Figure 1

## Ukraine: Better Care 'Plus Cash'

### A Holistic Social Policy Strategy

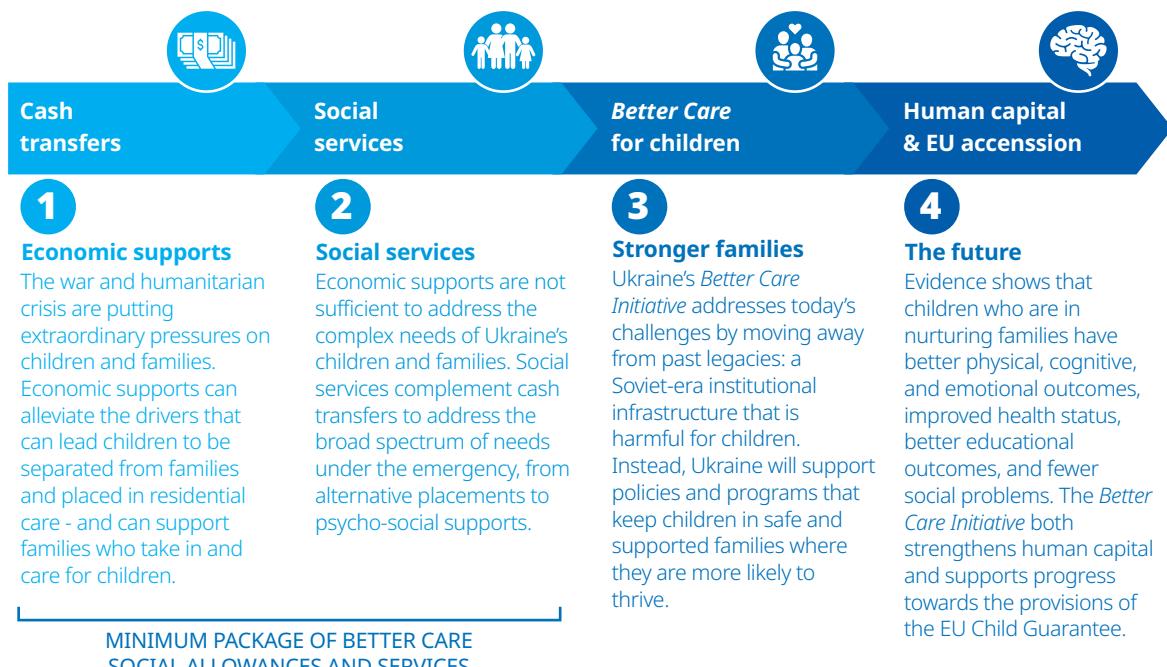
Ukraine's *Better Care Initiative* has been launched by the Government and its partners to (1) prevent the separation of Ukrainian children from their families; (2) support safe and nurturing family-based alternative care for children; and (3) place children in residential care into families.



## Ukraine: 'Cash Plus Care' Approach

### A Holistic Social Policy Strategy

Ukraine's *Better Care Initiative* has been launched by the Government and its partners to (1) prevent the separation of Ukrainian children from their families; (2) support safe and nurturing family-based alternative care for children; and (3) place children in residential care into families.



## 2.4 The Better Care Initiative

### A) Background and Context

In 2023, the Child Protection Multisectoral Needs Assessment in Ukraine found that more than 4 out of 5 Ukrainian children identify family separation as the most critical risk they face.<sup>8</sup> Recognizing the unique and urgent needs of their children, Ukraine has made important commitments to ensure that every child grows up in a safe and nurturing family. On February 3, 2023, President Volodymyr Zelensky pledged to “change the system of children’s institutions in our country” as part of a series of proposed reforms to support EU accession.

**In November 2023, the EU’s DG NEAR issued an enlargement report that stressed the importance of promoting integrated social services and deinstitutionalization in Ukraine.<sup>9</sup>**

Reflecting Ukraine’s long-term goal of joining the EU, the vision is that Ukraine systematically ends the use of institutional care and prioritizes programs, services and support that enable families, biological, extended, foster, and adoptive, to thrive. There is an enormous opportunity to devote resources allocated to Ukraine’s recovery to support Ukraine’s policy objectives to develop a care system based on global good practices, moving from an institutional approach to childcare, to a family-centered social welfare system.

**Ukraine has established a Coordination Center for Family Upbringing and Child Care and Development (the “Center”), which has recently proposed to Parliament a *National Strategy for Ensuring the Right of Every Child in Ukraine to Family Upbringing*. The Strategy includes a broad array of social policies aimed at strengthening the care system in Ukraine, to improve its management and administration, and to improve the quality and access of services for children and families. A plan for implementing the Strategy is under preparation.**

### B) Implementation Status

Since January 2023, the Government of Ukraine, in particular the Ministry of Social Policy (MoSP) and the National Coordination Center for the Development of Family Upbringing and Child Care, with UNICEF support, has been advancing the *Better Care Initiative* to guarantee **safe and nurturing family care for all of Ukraine’s children**. This includes ensuring that every child at risk of or experiencing loss of care undergoes a thorough assessment and planning process that helps them access material supports and other services that meet their needs. Through Better Care, the Government of Ukraine is advancing the following three objectives:

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<sup>8</sup> World Vision (2023). Child protection multisectoral needs assessment – Ukraine 2023.

<sup>9</sup> European Commission (2023). Ukraine 2023 Report. Accessed on November 14, 2023: [https://neighbourhood-enlargement.ec.europa.eu/ukraine-report-2023\\_en](https://neighbourhood-enlargement.ec.europa.eu/ukraine-report-2023_en)

**1. To strengthen families and keep them together** by investing in social services.

**2. To support family-based alternative care** (e.g. foster care, guardianship, and adoption) for children without adequate parental care.

**3. To safely reintegrate children in institutions into family care** while transforming institutions to provide community services that will support families based on their needs.

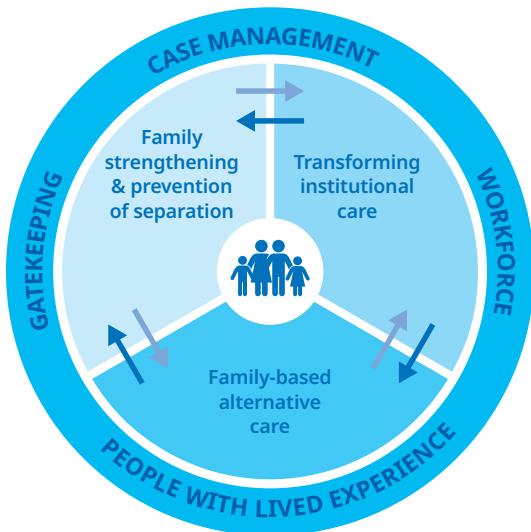
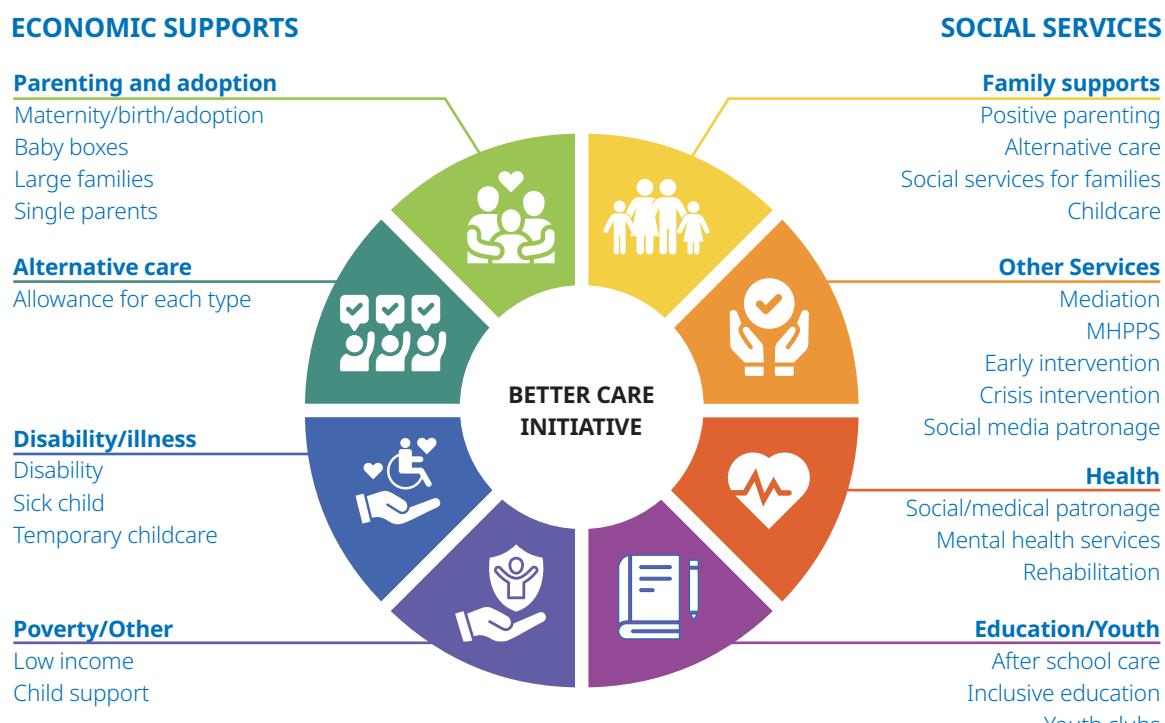


Figure 2

## The Combined Minimum Package



With the support of UNICEF and other stakeholders, an **Integrated Social Services and Benefits (ISSB) package** has been developed to ensure that each Ukrainian child has the opportunity to live in a safe and nurturing family. The integrated services and benefits package reflects the “Cash Plus Care” approach and details the care services that complement and enhance outcomes of social protection cash benefit transfers. As such, the **ISSB package** addresses today’s pressing humanitarian needs of Ukraine, while also providing the foundation for a care system consistent with Ukraine’s rapid EU accession process.

The ISSB package is directly aligned with the National Council for Reconstruction of Ukraine from the Consequences of War's Draft Recovery Plan for Ukraine, as well as with the Materials of the Working Group "Social Protection" (2022), which has a primary goal of addressing the gap of "no interconnection between the systems of social benefits and social services and no consolidated efforts between levels of government and local self-government bodies to create an integrated model of social support."

The ISSB package includes eight minimum services under the auspices of MoSP. There are five additional social services (three under Ministry of Health, one under Ministry of Education and Science, and one under Ministry of Youth and Sport) that comprise the "optimal" package of services. The services are briefly described in Figure 3. All services are provided through an integrated case management approach designed to facilitate coordination between different service providers and contribute to data to further inform policy and programming.

**Figure 3: The Integrated Social Services and Benefits Package (ISSB)**

Additional social services	MoH	MoES	MoYS
	<ul style="list-style-type: none"> <li>• Social and medical patronage</li> <li>• Mental health services</li> <li>• Rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>• After-school care</li> <li>• Inclusive education</li> </ul>	<ul style="list-style-type: none"> <li>• Youth Clubs</li> </ul>
Minimum services	<p><b>MoSP</b></p> <ul style="list-style-type: none"> <li>• Mediation</li> <li>• Positive parenting</li> <li>• Support and supervision for foster care, patronage, and kinship care</li> </ul>	<ul style="list-style-type: none"> <li>• Social services for families/persons facing difficult life circumstances who receive social protection transfers</li> </ul>	<ul style="list-style-type: none"> <li>• Day care for children</li> <li>• Psycho-social support</li> <li>• Early intervention</li> <li>• Crisis intervention</li> </ul>

Annex A describes each of the services included in the ISSB package. Three of the ISSB services explicitly mention the inclusion of both cash transfers and social services: (i) support and supervision for foster care, patronage, and kinship care; (ii) social services for families/ persons facing difficult life circumstances who receive social protection transfers; and (iii) crisis intervention.

### 3. Social Protection and Social Welfare Services in Ukraine

#### 3.1 Ukraine's Social Protection System

##### A) Overview

Ukraine's Ministry of Social Policy manages and administers numerous non-contributory cash transfers that in 2022 reached an estimated 73 percent of the population.<sup>10</sup> This is complemented by non-governmental programs – over half of the 2023 Humanitarian Response Plan projects include cash transfers and vouchers.<sup>11</sup> In 2022, the World Bank conducted a mapping of combined public and humanitarian social protection programs that found 127 measures were in place, with roughly 2/3 of those focused on social assistance (see Table 1).<sup>12</sup> Combined, the Government, U.N., and humanitarian organizations were projected to spend US\$3.2 billion in cash assistance in 2022, with the average government social assistance benefit being about 30% higher than non-government social assistance benefits.<sup>13</sup> The budget classifies social protection expenditure under the categories of the MoSP budget financed, Pension Fund financed, Fund for the Social Protection of Persons with Disabilities, and the National Social Service of Ukraine.<sup>14</sup>

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10 Lacerda, C. (2023). The state of the social protection system in Ukraine as it reaches the one-year mark of the conflict. Retrieved on November 3, 2023: [The state of the social protection system in Ukraine as it reaches the one-year mark of the conflict | socialprotection.org](https://socialprotection.org/the-state-of-the-social-protection-system-in-ukraine-as-it-reaches-the-one-year-mark-of-the-conflict)

11 CCD, Mercy Corps, NRC, et. al. (2023). Alignment options for humanitarian cash with the Ukrainian social protection system. Retrieved on November 4, 2023: [Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System - Ukraine | ReliefWeb](https://reliefweb.int/report/ukraine/alignment-options-humanitarian-cash-with-ukrainian-social-protection-system-ukraine-reliefweb)

12 Gentilini, U., Almenfi, M., TMM Iyhengar, H. et. al. (2022). Tracking social protection responses to displacement in Ukraine and other countries. Retrieved on November 4, 2023: [World Bank Document](https://www.worldbank.org/en/publications/world-bank-document)

13 Gentilini et. al. (2023).

14 Government of Ukraine (2023). *Zmina vydatkiv ministerstva sotsialnoi polityky Ukrayny za 2021-2024 roky*.

**Table 1: Government and Humanitarian Social Protection Measures (2022)**

Social Protection Category	Number of Measures	% Share of Total
<b>Social assistance</b>	86	67.1%
<i>Cash transfers</i>	23	18.1%
<i>In-kind transfers</i>	63	49.6%
<b>Social insurance</b>	6	4.7%
<b>Labor market</b>	4	3.2%
<b>Other measures (housing/health/other)</b>	18	14.2%
<b>Budget support</b>	13	10.2%
<b>Total</b>	<b>127</b>	<b>100%</b>

Source: World Bank: Gentilini et. al. (2023)

Ukraine spent 23% of the national budget on social protection in 2019, with over half of that allocated for pensions and roughly 13 percent for programs targeting families, children, and youth.<sup>15</sup> The macroeconomic and social situation has changed dramatically since the invasion. The 2024 State Budget envisages a 5.5% decrease in real expenditures with 50% of that budget devoted to military and security – **social protection and social support are now budgeted at 15% of the total expenditure in 2023** (nominal spending on social protection increased from UAH 426 billion to UAH 476 billion).

**Only 3 percent of Ukraine's spending on social protection directly targets children (see Table 2).** Most social protection expenditure targets people of older ages. This is consistent with the overall balance of spending by age in Europe and in high-income countries, but Ukraine's share of expenditure on children as a % of GDP still lags northern, southern, and western Europe by 27%.<sup>16</sup>

<sup>15</sup> United Nations. Ukraine. UN policy options: social protection. Retrieved on November 4, 2023: [UN Policy Paper on Social Protection FINAL ENG.pdf](https://www.un.org/development/desa/social-protection/policy-options-social-protection-ukraine.html)

<sup>16</sup> SitAn of Perehid Initiative (2024) Context. Unpublished manuscript.

Table 2: Ukraine's social assistance allocations by category (2023)

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

Source: SitAn of Perehid Initiative (2024) Context. Unpublished manuscript

**Most social protection measures are centrally financed and administered by the MoSP** (each benefit outlined below describes registration and administration). However, the 2024 budget includes a subvention to local authorities to support capital investments in small group homes and family-like homes (UAH 575 million). It also envisages a new National Purchasing Agency to introduce a “comprehensive social service for building resilience,” social services for military personnel and their families, and other services (UAH 1.1 billion). Benefits for children and families will slightly increase to UAH 27.6 billion, and benefits to some 250,000 low-income families are budgeted at UAH 20.2 billion in 2024. Housing subsidies and benefits have been transferred to the Pension Fund starting in 2024.

**Child poverty rates have risen sharply since 2021.** The majority of children are poor in all household categories, but especially among households with a single parent and in larger households (see Table 3). Prior to the war, the average household size in Ukraine was 2.7 persons, with 34.5% of households having children. Of those, 71.5% of households had one child, 24.8% had two children, 3.0% had three children, and 0.7% had four or more children.<sup>17</sup>

17 State Statistics Service of Ukraine (2018). Statistical yearbook of Ukraine for 2017. Retrieved on November 7, 2023: [STATE STATISTICS SERVICE OF UKRAINE \(ukrstat.gov.ua\)](http://STATE STATISTICS SERVICE OF UKRAINE (ukrstat.gov.ua))

**Table 3: Child Poverty Rates by Household Type (2021-2023), %**

Household Type	2021 (actual)	2022 (est.)	2023 (proj.)
1 adults/1 child	39.4	67.9	70.6
2 adults/1 child	31.4	57.1	56.8
2 adults/2 children	50.2	66.7	66.2
2 adults/3+ children	53.4	77.0	77.1
3+ adults with children	51.6	71.1	72.2
Households with children with at least one unemployed member	68.4	80.8	81.0
Households with children under 3 years of age	43.8	64.8	63.7
Households with 3 or more children	67.2	84.7	84.8
<b>All households with children</b>	<b>43.2</b>	<b>65.2</b>	<b>65.6</b>

Source: <https://www.unicef.org/ukraine/media/38971/file/Child%20Poverty%20full%20version%206%20April%202023%20eng.pdf>

**Disability rates in Ukraine are increasing as well.** From 2022 to 2023, the number of those registered with disabilities in Ukraine rose by 167,800 to 2,893,600, an increase of 6.2 percent.<sup>18</sup> Since 2011, there has been a notable increase in the share of people with disabilities registered as incapable of self-care.<sup>19</sup>

**A May 2023 Multi-Sector Needs Assessment found that 88% of Ukrainian respondents did not have enough cash to cover their expenses, and that just under half had been displaced twice during the war.**<sup>20</sup> Within Ukraine, over 5.3 million people remain displaced, and of the over 5.5 million who have returned to their place of habitual residence, some 20% had returned from abroad.<sup>21</sup> A September 2023 survey of Ukrainian parents found that 19% of those surveyed remain displaced, and that 4% live separately from their children (most of those in zones of active hostilities).<sup>22</sup> Almost 60% parents said they are most in need of financial assistance, but only 38% reported receiving cash benefits for a child.

18 UNICEF (2023). Context analysis. Unpublished manuscript.

19 Tsentr analizu publichnykh finansiv ta publichnoho upravlinnia pry Kiivskii shkoli ekonomiky (2021). Doslidzhennia: analiz efektyvnosti zakonodavchoho rehuliuvannia nadannia sotsialnoi dopomohy v Ukraini dlia osnovnykh tsilovykh grup. Retrieved on December 7, 2023: [1680a34b25.coe.int](https://1680a34b25.coe.int)

20 Day-Collins, E., Donkin, L., & Rudnicki, C (2023). Depaul Ukraine Multi Sector Needs Assessment.

21 IOM Ukraine (2023). Conditions of return assessment. Round 1. February 2023.

22 Rating Group (Ukraine) (2023). Survey of Ukrainian parents: life for children during the war. UNICEF.

In early 2023, the Ministry of Social Policy drafted an Explanatory Note highlighting significant changes in policy direction on the provision of basic social assistance and social scholarships.<sup>23</sup> These provisions envisaged changes in the law to delink social assistance benefits from the SSM and to consolidate a wide range of benefits. The approach was based in part under the findings of a concept note produced for the IMF's 2023 Extended Financing Facility for Ukraine. The SSM was to be based on a "basic value" so that increases in social benefits would not lead to increases in other types of compensation that are not based on need (thereby increasing fiscal pressures). The Note targeted implementation of these significant reforms for January 1, 2024, but to date the legislation has not been passed, and the status of the policy appears uncertain.

**The Perekhid Initiative was launched in 2022 to link humanitarian cash transfers to shock-responsive social protection in Ukraine.** The objectives of the Initiative are to transition humanitarian caseloads into the social protection system and to make the system more adaptive, shock-responsive, and capable of providing adequate benefit levels.<sup>24</sup> A Perekhid Steering Committee has been established to provide strategic direction for unifying GOU, humanitarian, and develop inputs and to forge a common vision at both the political and technical levels.

## B) Statutory Subsistence Minimum Policies in Ukraine

Ukraine's Cabinet of Ministers annually prepares (for *Verhovna Rada* approval) a Subsistence Minimum under the provisions of the *Law of Ukraine on the Subsistence Level* (1999, No. 38).<sup>25</sup>

The Statutory Subsistence Minimum (SSM) is used as the basis to determine some 180 types of payments, such as minimum wages, minimum pensions, unemployment benefits, civil service salaries, social protection benefits, and other non-social protection payments like **fines and fees**. The Ministry of Social Policy establishes a separate Actual Subsistence Minimum (ASM) that is meant to show the level of actual subsistence needs.<sup>26</sup> The ASM and SSM are calculated for five categories: total, children up to 6, Children 6–18 persons able to work, and persons who have lost their ability to work (see Table 3).

Under **Cabinet Decree 1767 (1999)**, the SSM is determined by a 16-member Expert Commission (chaired by a representative of the Ministry of Social Policy) consisting of members of central executive bodies, employer organizations, trade unions, and "public and scientific institutions."<sup>27</sup> The Expert Commission is tasked with reviewing and approving the Ministry of Economy's assessment of the basket of food, non-food, and service items that should determine the subsistence minimum. The Commission presents its proposed calculation (approved by

23 Poiasniuval'na zapyska do proiektu Zakonu Ukrayny "Pro vnesennia zmin do deiakykh zokoniv Ukrayny shchodo nadannia bazovoї sotsial'noi dopomohy ta sotsial'nykh stypendii." (2023).

24 Perekhid Initiative (2022). Linking humanitarian cash transfers and shock-responsive social protection in Ukraine.

25 Zakon Ukrayiny pro prozhytkovyi minimum. Retrieved on November 8, 2023: [Про прожитковий мінімум | від 15.07.1999 № 966-XIV \(rada.gov.ua\)](https://zakon.rada.gov.ua/laws/show/15-07-1999-966-XIV)

26 Ministerstvo Sotsialnoi Polityky Ukrayiny (2023). Faktichnyi rozmir prozhytkovoho minimum u 2015-2022 rokakh. Retrieved on November 2, 2023: [Міністерство соціальної політики України. \(msp.gov.ua\)](http://minsos.gov.ua)



majority vote) to the Cabinet of Ministers. If it is unable to reach agreement with the Ministry of Economy on the calculation, the decision is referred to the National Tripartite Socioeconomic Council. In practice, the SSM does not reflect an estimation of actual subsistence needs, and primarily represents a variable for the calculation of government payments that are based on it.

The MoSP has not yet published an ASM for 2023. Accordingly, **this mapping adjusts the 2022 ASM by inflation under the IMF's 2021–2023 baseline scenario for Ukraine by 26.6% to establish an Adjusted Actual Subsistence Minimum (AASM) for 2023**, and by another 20.0% to establish the figure for 2024 (see Table 4).<sup>28</sup>

**Table 4: Official Subsistence Minimums per Month (UAH)**

Population	January 2022		January 2023		January 2024	
	SSM	ASM	SSM	AASM*	SSM (budget)	AASM (projected)*
Children 0–5	2,100	4,264	2,272	5,398	2,563	6,478
Children 6–17	2,618	5,309	2,833	6,721	3,196	8,065
Able-bodied persons	2,481	4,855	2,684	6,146	3,028	7,375
Persons who have lost their ability to work (including retirement)	1,934	3,962	2,093	5,016	2,361	6,019
Able-bodied persons who have not reached the statutory retirement age (general subsistence level)	2,393	--	2,589	--	2,920	--

Source: Government of Ukraine (2023), *Draft Budget 2024*; Ministerstvo Sotsial'noi Polityky Ukrayiny (2023), *Faktychnyi rozmiir prozhytkovoho minimum u 2015–2022 rokakh*. AASM = Adjusted Actual Subsistence Minimum.

**The average SSM for 2024 will be 3.0% higher than projected inflation**, providing a slight real increase in all benefits calculated on the basis of the SSM. Real minimum wages will increase by over 8.0%.<sup>28</sup> International Monetary Fund (2023). On the basis of review under the Extended Fund Facility – press release, staff report, staff statement; and statement by the Executive Director for Ukraine. IMF Country Report No. 23/248.

## C) The “Minimum Package” of Cash Social Protection Benefits for the *Better Care Initiative*

This mapping has identified eleven social protection cash transfer benefits that are directly aligned with the Government of Ukraine’s objectives to prevent children from separating from families and to support families providing family-based alternative care or adoption for children who require those services. It is important to note that households can benefit from cash transfers outside of the minimum package (such as pensions), and those transfers can further alleviate household stressors that lead to separation or support the consumption needs of households providing alternative care or adoption. However, the minimum package represents those benefits in Ukraine that are most directly promotive of family support.

The minimum economic support package includes Ukraine’s statutory measures highlighted in Figure 4.

**Figure 4: Economic Support Components of the Minimum Package**



## 4. Cash Benefit Mapping: Better Care Minimum Package

### 4.1 Maternity Benefit, Assistance at Birth, and Adoption

#### A) Objective and Description

Ukraine provides state support for the birth or adoption of a child under the Law of Ukraine *On State and to Families with Children* (No. 5, 1993)<sup>29</sup> and Cabinet of Ministers Resolution No. 1751 *on Approval of the Procedure for the Appointment and Payment of State Aid to Families With Children* (2001 and subsequently amended).<sup>30</sup> The purpose of these benefits are to offset the costs associated with bringing a new child into the family through birth or adoption. These benefits are in the form of cash transfers. The maternity/birth payment structure consists of a maternity benefit and maternity allowance (inclusive of a lump sum birth grant) as outlined below. The adoption benefit is in the form of an allowance identical in structure to the maternity allowance.

#### B) Eligibility Criteria

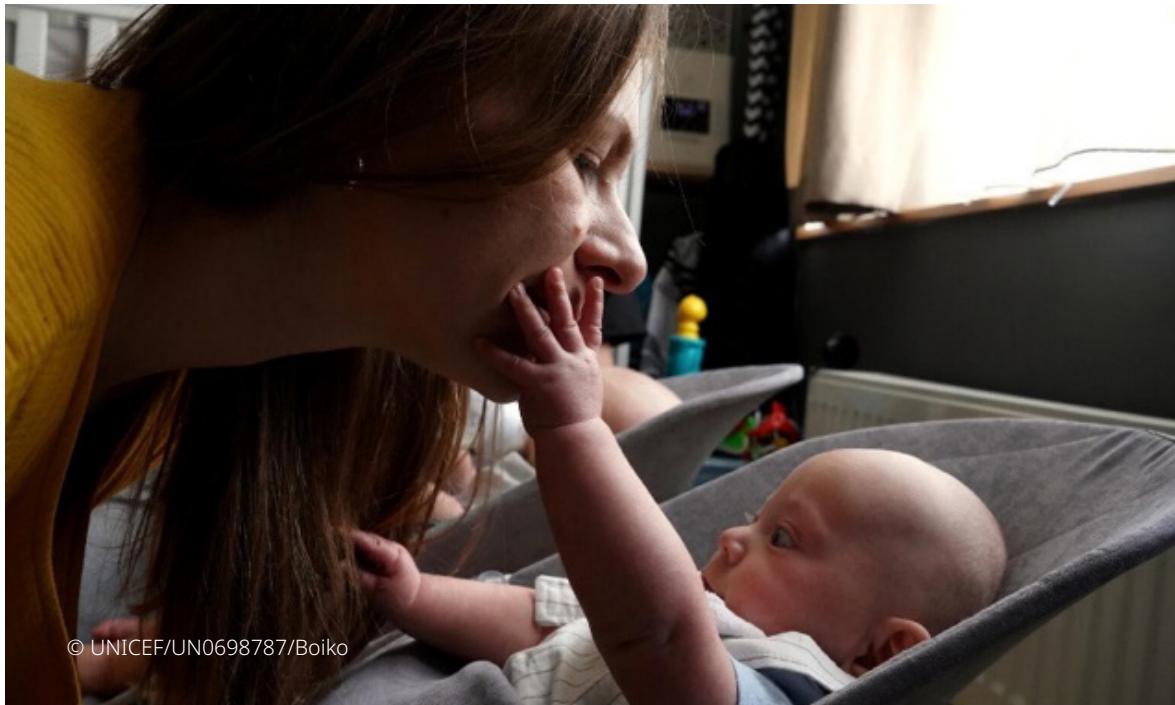
Maternity benefits (*Dopomoha pry narodzhenni dptyny*) are paid to women who are not covered by mandatory state social insurance (*Dopomoha u zviazku iz vahitnistiu ta polohamy*), including women in the Armed Forces, women dismissed from work within the six months prior to the right to assistance, women registered in employment centers, students, unemployed women, and women registered as entrepreneurs who have not contributed to the system of state social insurance. Women adopting children are generally eligible for benefit if they are citizens and permanent residents of Ukraine. Maternity allowances (*Dopomoha pry usynovlenni dptyny*, inclusive of the birth grant) are paid to infants through their parents or guardians with no social insurance conditions.

#### C) Benefit Calculation

The **maternity allowance** is paid for 70 calendar days before childbirth and 56 calendar days after childbirth (70 days for two or more children born or for a complicated delivery). For adoption, assistance is granted for 56 calendar days after the adoption (70 for two or more children adopted). The benefit level for both maternity and adoption allowance is the greater of: (i) the mother's average daily income; or (ii) 25% of the SSM for an able-bodied person, multiplied by the number of days of eligibility. Unemployed women receive 25% of the SSM for an able-bodied person.

29 Zakon Ukrayny pro derzhavnu donomohu simiam z dit'my (1993). Retrieved on November 8, 2023: [Про державну допомогу сім'ям... | від 21.11.1992 № 2811-XII \(rada.gov.ua\)](#)

30 oriadok pryznachennia i vyplaty derzhavnoi dopomohy simiam z ditmy (2001). Retrieved on November 8, 2023: [Про затвердження Порядку призначення... | від 27.12.2001 № 1751 \(rada.gov.ua\)](#)



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The children of women giving birth in 2023 were provided with a grant of UAH 41,280 for each child born, with UAH 10,320 paid immediately as a lump sum (the birth grant). The balance is amortized and paid monthly over the following 36 months (the maternity allowance). This is the only support adoptive children receive.

#### **D) Registration Modality and Procedures**

Women seeking the maternity allowance must specify the reasons why they are not covered under social insurance – for example, if a woman is unemployed, she files through the Employment Center she is registered with. The mother's information is entered in the Register of Medical Conclusions in the electronic health care system, which is linked to the government's Diia portal. Benefits are paid for stillborn children but not for miscarriages. Parents or guardians seeking the maternity allowance must submit the birth certificate and other identity documents. Women who have adopted must submit the decision on the adoption. The legislation outlines the documentation required, and application must be made no more than 12 months from the date of the formal adoption. The maternity allowance (with its birth grant) is considered the property of the child and as noted, is awarded to either the parent or guardian. The birth grant is provided upon submission of an electronic application through the MoSP website or other relevant government websites and the child's birth certificate.

#### **E) EU Approaches to This Benefit**

The EU 2010 *Parental Leave Directive* provides mothers in the EU with the right to 14 weeks (minimum) of paid maternity leave if the mother has been working a minimum number of hours (by country) or has been paying social insurance contributions. Country maternity leave policies range from that 14-week minimum (Germany/Switzerland) to 20 weeks (Poland/Luxembourg), with a high of 58 weeks in Bulgaria. Most countries replace at least 50% of prior income, with

some providing a flat-rate payment (e.g., Ireland's current allowance of EUR 245/week).<sup>31</sup> A number of countries offer paid paternity leave, but usually for shorter periods. Many EU countries do not provide a separate birth grant but instead cover medical costs associated with the birth if the individual is covered under social insurance. But in some cases, lump sum grants are provided at birth: Norway provides a flat rate of NOK 90,300 grant per child born or adopted, and lump sum grants are also provided by Lithuania and Latvia. Some countries, like France, provide birth and adoption grants under a means-test.

Adoption allowances are provided in some countries, but policies vary widely. For example, Latvia provides an adopting family with a lump-sum payment of EUR 1,423, and a monthly allowance (EUR 108 per month until age 7, and EUR 129 per month from age 7 to age 18). Lithuania provides a similar lump sum for adoption but bases it on 11 multiples of its Basic Social Benefit.

## F) Recipients, Coverage, and Transfer Values

These benefits have mixed levels of coverage. The latest data available are from 2021 (see Table 5).

**Table 5: Effective Coverage of Grants and Allowances (2021)**

Program	Population Size (est.)	Number of Recipients	% Indicative Coverage
Maternity benefit	292,037	304,900	104%
Adoption benefit	N/A	N/A	100% (2024 budget)
One off lump-sum payment (birth grant)	292,037	207,400	99%
Monthly birth grant payment	933,648	921,300	99%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapit na 2024–2026 roky, forma B3-2 (indyvidualna); Demographics, 2021*

The 2024 draft budget projects recipient trends through 2026 (see Table 6). A substantial reduction in the one-off lump-sum benefit recipients is projected, while monthly allowance recipients are projected to increase in 2024 and decrease thereafter.

31 Eur Dev (2023). Maternity leave in Europe: exploring policies and benefits by country. Retrieved on November 8, 2023: [Maternity Leave in Europe by Countries: Policies and Benefits \(eurodev.com\)](https://eurodev.com/maternity-leave-in-europe-by-countries-policies-and-benefits/)

**Table 6: Projected Beneficiaries (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Maternity benefit	120,800	88,600	66,500	69,100	69,100
Adoption benefit	N/A	1,500	1,000	1,000	1,000
One off lump-sum payment (birth grant)	207,400	209,400	178,600	177,600	176,000
Monthly birth grant payment	746,400	733,100	754,200	750,100	743,100

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The draft budget projects a drop in the number of children receiving the lump-sum benefit, but an increase in those receiving monthly assistance in 2024 (see Table 7).

**Table 7: Projected Beneficiaries, Adoption Assistance (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
One off lump-sum payment (birth grant)	N/A	1,500	1,000	1,000	1,000
Amortized monthly grant payment	N/A	2,400	3,000	2,900	2,900

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents the average benefit amount granted by category (see Table 8). The combined maternity and adoption allowances are 72.0% of the AASM, which is further leveraged by the one-off lump sum payment and the Baby Box benefit (see Section 4.2).

**Table 8: Birth/Adoption Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Average Benefit (2023, budget)	Average Benefit Difference with SSM (UAH)	Average Benefit as % of SSM	Average Benefit Difference with AASM (UAH)	Average Benefit as % of AASM
Maternity benefit	2,481	6,146	2,636	+155	106.2%	-3,510	42.9%
One off lump-sum payment (birth or adoption grant)	2,481	6,146	10,320	+ 8,048	454.2%	+4,174	167.9%
Monthly birth or adoption grant payment	2,481	6,146	860	-1,621	34.7%	-5,286	14.0%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

Ukraine's draft 2024 budget outlines the current and projected funding for these benefits through 2026 (see Table 9). Maternity allowances will increase in nominal terms despite the drop in the number of projected births, but this is likely due to expected inflationary adjustments in the SSM.

**Table 9: Expenditures on Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Maternity Allowance	233,422.2	197,693.5	218,059.5	239,283.5
Adoption Grant	40,082.0	41,207.1	40,984.9	40,597.5
Maternity/adoption benefit (lump sum and monthly payments)	9,726,183.9	9,627,073.6	9,575,144.8	9,484,659.1

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.2 Baby Boxes (In-Kind Support)

### A) Objective and Description

The objective of this benefit (*odnorazova naturalna dopomoha "pakunok maliuka"*) is to provide children at birth with the resources that they need. The benefit provisions are outlined in Cabinet of Ministers Resolution No. 1390 (2020) *Procedure and Conditions for the Implementation of the Pilot Project "Monetization of One-time In-kind Assistance 'Baby Box'" in 2020–2023*.<sup>32</sup> The grant is provided in-kind or through a lump-sum cash transfer. This assistance was established as a demonstration project that was scheduled to end in December 2023. The Government deemed the demonstration successful and is continuing the program in 2024 and beyond.

### B) Eligibility Criteria

This benefit is granted to all mothers giving birth, fathers, or caregivers, including refugees and stateless persons, as long as they are residing legally on the territory of Ukraine. Monetary compensation is not made if the Baby Box has been provided in-kind, or in the event of abandonment or death of the child or the mother's incarceration.

### C) Benefit Calculation

The lump sum payment is three times the SSM for children under six years of age. The benefit is intended to cover the costs of supplies including clothing, diapers, food, toys, strollers, and other products. The extent to which in-kind "boxes" are chosen by mothers in lieu of monetary compensation is unclear.

<sup>32</sup> *Poriadok ta umovy realizatsii pilotnogo projektu "Monetyzatsiia odnorazovoї naturalnoi dopomohy "pakunok maliuka" u 2020–2023 rokakh.* Accessed November 10, 2023: [Some Issues of Pilot Implementation... | dated 29.07.2020 No. 744 \(rada.gov.ua\)](https://www.rada.gov.ua/laws/doc?id=744)



## D) Registration Modality and Procedures

Application is made to the relevant local body of the MoSP. It is registered electronically by the office in the e-Baby (otherwise known as “e-Maliatko”) system. The child’s birth certificate, residency documents, and other materials are submitted with the application. Payment is electronically transferred to the mother’s account.

## E) EU Approaches to This Benefit

See Section 4.1.E above. Most public systems rely on cash grants and allowances, coverage of medical expenses, and sometimes childcare. However, Finland pioneered the baby box concept, which is credited with lowering infant mortality rates in the country – the box includes clothing, a small mattress, diapers, and other items.

## F) Recipients, Coverage, and Transfer Values

The latest reliable data on the effective coverage of Baby Boxes are from 2021 (see Table 10). Some women have not been receiving this benefit despite the near universal coverage of childbirth grants.

**Table 10: Effective Coverage of Baby Box (2021)**

Program	Population Size (est.)	Number Recipients	% Indicative Coverage
Baby Box	292,037	270,700	93%

Source: Demographics 2021.

The 2024 draft budget projects recipient trends through 2026 (see Table 11). These figures match the numbers receiving the one-off lump sum maternity allowance (see Section 4.1).

**Table 11: Projected Beneficiaries, Baby Box (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
<b>Baby Box</b>	207,700	209,400	178,600	177,600	176,000

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents the average benefit amount granted by category (see Table 12). The Baby Box is somewhat higher than the AASM for one month. From a benefit adequacy perspective, the Baby Box should be assessed in tandem with the maternity benefits described in Section 3.1 above.

**Table 12: Baby Box Transfer Value (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Average Benefit (2023, budget)	Average Benefit Difference with SSM (UAH)	Average Benefit as % of SSM (%)	Average Benefit Difference with AASM (UAH)	Average Benefit as % of AASM (%)
<b>Baby Box</b>	2,272	5,398	6,816	+ 4,544	300.0%	+1,418	126.3%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

Ukraine's 2024 budget outlines the current and projected funding for the Baby Box through 2026 (see Table 13). After a drop in expenditures in 2024, expenditures are forecast to increase through 2026.

**Table 13: Expenditures on Baby Box Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
<b>Baby Box</b>	1,433,234.1	1,375,744.9	1,491,907.0	1,593,416.1

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.3 Benefits for Foster Care and Children Deprived of Parental Care

### A) Objective and Description

Ukrainian legislation provides cash social assistance for children in the following categories of children and caregivers under Cabinet of Ministers' Resolution No. 1134 (2007 and subsequently amended):<sup>33</sup>

- > **Orphans and children deprived of parental care;**
- > **Foster parents;**
- > **Foster parents in family-type children's homes; and**
- > **Foster families on the principle of "money follows the child."**

The objective of this assistance is to compensate families for the cost of caring for these children. The benefits are paid as cash financial support.

### B) Eligibility Criteria

Eligibility is based on state documents confirming the child's status with respect to loss of a parent and care placement. Benefits are provided up to age 18, or age 23 for students. If more than ten children are in a family-type foster home, assistance is granted for each child placed before January 1, 2006.

Ukraine's legislation *On Child Protection* (No. 30, 2001) includes the following definitions for children in this benefit category:<sup>34</sup>

- > **Orphan:** "A child whose parents have died or perished."
- > **Children deprived of parental care:** "Children who have been left without parental care due to the deprivation of their parental rights, removal from their parents without deprivation of parental rights, recognition of parents as missing or incapacitated, declaring them dead, serving sentences in places of detention and being in custody for the duration of the investigation, searching for them by the National Police due to lack of information about their whereabouts, long-term illness of parents that prevents them from fulfilling their parental duties, as well as children separated from their families, abandoned children, children whose parents are unknown, children whose parents abandoned them, children whose parents do not fulfill their parental duties for reasons that cannot be ascertained due to their stay in the temporarily occupied territory of Ukraine or in the areas where anti-terrorist operations are being implemented,

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33 Kabinet Ministriv Ukraini (2007). Postanova. Pro zatverdzhennia Poriadku pryznachennia i vyplaty derzhavnoi sotsialnoi dopomohy na ditei-syrit ta ditei, pozbavlenyh batkivskoho pikluvannia, hroshovoho zabezpechennia batkam-vykhovateliam s priyomnim batkam za nadannia sotsialnykh posluh u dytiachykh budynkakh simeinoho typu ta priyomnykh simiakh za pryntsypom "hroshi khodiat" za dytyniou. Retrieved on November 8, 2023: [Про затвердження Порядку призначення... | від 31.01.2007 № 81 \(rada.gov.ua\)](https://rada.gov.ua/pro-zatverdzhennia-poriadku-pryznachennia-poriadku-pryznachennia-i-vyplaty-derzhavnoi-sotsialnoi-dopomohy-na-ditei-syrit-ta-ditei-pozbavlenyh-batkivskoho-pikluvannia-hroshovoho-zabezpechennia-batkam-vykhovateliam-s-priyomnim-batkam-za-nadannia-sotsialnykh-posluh-u-dytiachykh-budynkakh-simeinoho-typu-ta-priyomnykh-simiakh-za-pryntsypom-hroshi-khodiat-za-dytyniou)

34 Zakon Ukraini pro okhoronu dytynstva. Retrieved on November 8, 2023: [Про охорону дитинства | від 26.04.2001 № 2402-III \(rada.gov.ua\)](https://rada.gov.ua/pro-ohoronu-ditinstva-vid-26.04.2001-no-2402-iii)



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implementation of measures to ensure national security and defence, repulsion and deterrence of armed aggression of the Russian Federation in the Donetsk and Luhansk regions, and homeless children."

- > **Foster family:** "A family that has voluntarily taken in 1 to 4 children from institutions for orphans and children deprived of parental care for upbringing and cohabitation."
- > **Family-type children's home:** "a separate family, which is created at the request of spouses or individuals who are not married, who take at least 5 orphans or children deprived of parental care for upbringing and cohabitation" (with a maximum of 10 children allowed in the home).

### C) Benefit Calculation

The basic benefit for children "orphaned or deprived of parental care" is paid in the amount of two Statutory Subsistence Minimums for children of the appropriate age. Eligible students over age 18 receive twice the Statutory Subsistence Minimum for an able-bodied person.

These payments are reduced on a 1:1 basis for any income received by the child for:

- > **Pension**
- > **Child support (if being paid)**
- > **Scholarship**
- > **Other state aid, except for state social assistance for children with disabilities and those with childhood-onset disabilities.**

In addition, those that become guardians, foster parents, or who set up a family-type children's home receive social assistance in addition to the above state aid for orphans and vulnerable children. Those payments are 35% of two Statutory Subsistence Minimums for children of the appropriate age and are not reduced by pension, child support, scholarship, or state aid. The total amount of support cannot exceed 5 Statutory Subsistence Minimums for an able-bodied person. These amounts are increased by 20 percent for those living, working, or studying in settlements that have been granted the status of mountainous.

Family-type children's homes are provided with a furnished and equipped home or apartment in accordance with the standards that are outlined in Ukrainian regulations and are provided a budget for home maintenance. Furnishings and equipment are repaired or replaced as needed by the authority that contracted with the family to establish the home. Any pensions, child support, or other state aid are transferred to the caregivers of the family-type group home. If agreed with the contracting local authority, the home may be provided with a plot of land for gardening and a vehicle. There are no provisions in the law limiting these types of support due to the financial status of the family.

#### **D) Registration Modality and Procedures**

The Ministry of Social Policy develops and approves the application form, and applications are reviewed by MoSP offices at the district level or the Kyiv/Sevastopol municipal level as appropriate. Applicants are sent through the Unified Web Portal of Electronic Services or through the MoSP web portal. They can also be taken in person.

A variety of documents are required, including documents confirming the child's status, examinations by medical and expert commissions, scholarships received, child support received, and others. If the awarded child support is not received, it is not considered by the authorities as income.

Payment is made to the foster parent(s) through age 18, or through age 23 for those who obtain a secondary education certificate and continue on to higher or vocational education. Children who are fully supported by the state (e.g., in residential care in an institution) are not eligible.

Family-type group homes are required to submit a declaration of income for the prior six months, excluding state social assistance for orphans and children deprived of parental care. If the average per capital household income falls below the relevant SSMs by demographic group, the Commission of Children's Rights will review the home situation.

#### **E) EU Approaches to This Benefit**

About half of EU Member States limit the number of children per foster family, ranging from two to eight per family (sometimes with sibling exceptions). Otherwise, decisions are made on a case-by-case basis.<sup>35</sup> EU Member States typically do not create a distinction between smaller and larger foster families.

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35 European Union Agency for Fundamental Rights (2023). Standards on foster care. Retrieved on November 6, 2023: [Standards on foster care | European Union Agency for Fundamental Rights \(eufor.org\)](https://www.eufor.org/en/standards-on-foster-care)

Otherwise, benefit regimes vary by Member State. The Netherlands, for example, provides a foster care allowance that is based on the age of the child and the number of days the child is in care.<sup>36</sup> The Czech Republic provides a lump-sum benefit when a child is placed in foster care with the level depending on the age of the child (up to 6, 6–12, and 13–18), as well as an allowance based on multiples of the minimum wage that are based on a child's needs and the number of children in the household and a foster care allowance based on multiples of the subsistence minimum.<sup>37</sup> Latvia has a simple flat rate allowance for each child based on age and a foster carer allowance based on the number of children.<sup>38</sup>

## F) Recipients, Coverage, and Transfer Values

According to the 2024 budget, this benefit has 100% coverage of the target population (see Table 14). However, total population sizes are not provided.

**Table 14: Effective Coverage of Allowances (2022)**

Program	Population Size (est.)	Number of Recipients	% Indicative Coverage
Allowance age 0–5	N/A	3,900	100%
Allowance age 6–17	N/A	33,000	100%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 draft budget projects recipient trends through 2026 (see Table 15). There is a projected increase in the number of children fostered as well as the numbers to be placed in family-type homes. Note that children under guardianship are included in these numbers.

**Table 15: Projected Beneficiaries (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Fostered 0–5	3,900	4,700	6,100	6,100	6,000
Fostered 6–17	33,000	35,700	39,300	39,100	39,000
Children 0–5 in family-type homes	651	597	977	861	943
Children 6–17 in family-type homes	6,297	8,105	7,909	7,342	7,639

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents an average benefit amount granted by category (see Table 16). The combined child and caregiver allowances are just shy of the equivalent of one AASM.

36 Government of the Netherlands (2023). Applying for foster care allowance. Retrieved on November 6, 2023: [Applying for foster care allowance | Foster care | Government.nl](https://www.government.nl/subjecten/voogdij/voogdij-voordelen/voogdij-voordelen)

37 European Commission. Employment, Social Affairs and Inclusion (2023). Czech Republic: Foster Care. Retrieved on November 6, 2023: [Czech Republic - Employment, Social Affairs & Inclusion - European Commission \(europa.eu\)](https://ec.europa.eu/employment-social-affairs/inclusion/countries/czech-republic_en)

38 European Commission. Employment, Social Affairs and Inclusion (2023). Latvia: benefits for guardians, foster families and adopters. Retrieved on November 6, 2023: [Latvia - Employment, Social Affairs & Inclusion - European Commission \(europa.eu\)](https://ec.europa.eu/employment-social-affairs/inclusion/countries/latvia_en)

Table 16: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)

	SSM	AASM	Statutory Benefit (2023, budget)	Statutory Benefit Difference with SSM (UAH)	Benefit as % of SSM	Statutory Benefit as % of AASM (UAH)	Statutory Benefit as % of AASM
Allowance 0-5	2,272	5,398	4,544	+2,272	200.0%	-854	84.2%
Allowance ages 6-17	2,833	6,721	5,666	+ 2,833	200.0%	-1,055	84.3%
Caregiver allowance 0-5	2,272	5,398	795	-1,477	35.0%	-4,603	14.7%
Caregiver allowance 6-17	2,833	6,721	992	-1,841	35.0%	-3,888	14.8%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

Ukraine's draft 2024 budget outlines the current and projected funding for these benefits through 2026 (see Table 17). This table includes payments for guardianship. Benefit expenditures are projected to increase through 2026.

Table 17: Expenditures on Benefits (UAH 000s)

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Social assistance payments for children in family-like homes	795,721	928,270	1,006,465	1,074,766
Social assistance payments for children in foster families	607,495	620,986	673,298	718,982

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.4 Guardianship Allowance

### A) Objective and Description

The purpose of this benefit is to support families with children who have lost parental care and who have been appointed guardians. The benefit is covered in the *Law of Ukraine on State Aid to Families With Children* (No. 5, 1993)<sup>39</sup> and Cabinet of Ministers of Ukraine Resolution No. 1751 *On Approval of the Procedure for the Appointment and Payment of State Aid to Families With Children* (2001 as subsequently amended).<sup>40</sup>

### B) Eligibility Criteria

This benefit is provided to families with children under guardianship, unless that child is fully supported by the state (e.g., in residential care in a state institution). This amount is reduced by any state aid received, pension, child support, or scholarship on a 1:1 basis. That said, if a child who is without parental care is transferred to guardianship, the guardianship benefit is not reduced by the benefits provided for orphans and children deprived of parental care.

### C) Benefit Calculation

The guardianship benefit is established at 2.5 times the subsistence minimum for each child of the appropriate age, or 3.5 times the subsistence minimum for each child of the appropriate age with disability. The payment is made for 12 months and is renewable upon successful reapplication.

### D) Registration Modality and Procedures

Applications are made to the MoSP. They must append the guardianship decision, the child's birth certificate, registration of the place of residence, and certificates on income received from pensions, child support, scholarships, or state aid. Those seeking the disability adjustment must submit the related documentation.

### E) EU Approaches to This Benefit

Throughout Europe, guardianship can be granted to an institution responsible for unaccompanied and separated children, to volunteer guardians, or to professional guardians.<sup>41</sup> Guardianship practices vary widely across the region, but guardians are always appointed by the courts. While many countries do not have a separate guardianship benefit (with children covered under the overall child benefit regime), Latvia provides a flat EUR 54 Euro payment per month (irrespective of the number of children in the household), and Lithuania provides higher monthly payments of a minimum of EUR 255 per month that scale up by age.

39 *Zakon Ukrayny pro derzhavnу dopomohу simiam z ditmy* (No. 5, 1993). Retrieved on November 8, 2023: [Про державну допомогу сім'ям з дитиною](https://www.rada.gov.ua/laws/show/21.11.1992-2811-XII)

40 *Poriadok pryznachennia s vyplaty derzhavnoi dopomohy simiam z ditmy* (2001). Retrieved on November 8, 2023: [Про затвердження Порядку призначення державної допомоги сім'ям з дитиною](https://www.rada.gov.ua/laws/show/27.12.2001-1751)

41 A comprehensive overview on issues concerning guardianship and unaccompanied and separated children in Ukraine can be found at Eurochild, Child Circle, and UNICEF 92022), Discussion paper on guardianship, care arrangements and custodial responsibilities for unaccompanied and separated children fleeing Ukraine and arriving in the European Union. Retrieved November 8, 2023: [Microsoft Word - 20220509 Discussion Paper External.docx](https://eurochild.org/2022/05/09/discussion-paper-on-guardianship-care-arrangements-and-custodial-responsibilities-for-unaccompanied-and-separated-children-fleeing-ukraine-and-arriving-in-the-european-union/)



## F) Recipients, Coverage, and Transfer Values

According to the 2024 budget, this benefit has 100% coverage of the target population. However, total population sizes are not provided – guardianship numbers are folded into the foster care numbers in the prior section. The 2024 budget presents the average benefit amount granted (see Table 18).

**Table 18: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Average Benefit (2023, budget)	Average Benefit as % of SSM	Benefit Difference with SSM (UAH)	Average Benefit Difference with AASM (UAH)	Average Benefit as % of AASM
Guardian-ship allowance, child 0-5	2,272	5,398	5,680	250%	+3,408	+282	105.2%
Guardian-ship allowance: ages 6-17	2,833	6,721	7,083	250%	+4,250	+362	105.4%
Guardian-ship allowance: up 0-5 with disabilities	2,272	5,398	7,952	350%	+5,680	+2,554	147.3%
Guardian-ship allowance: 6-17 with disabilities	2,833	6,721	9,916	350%	+7,083	+3,195	147.5%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

The 2024 budget combined foster care and guardianship benefits under one line item. See Section 3.3.G above.

## 4.5 State Assistance for Persons with Childhood-Onset Disabilities and Children with Disabilities

### A) Objective and Description

Ukraine's *Law on State Assistance for Persons with Childhood-Onset Disabilities and Children with Disabilities* (No. 1, 2001)<sup>42</sup> offers a cash benefit to ensure that this population—if not eligible for state social insurance—receives income at the level of the subsistence minimum. The legislation also provides for a parental care allowance for children with disabilities to support care from outside of the household. This benefit regime was first established under Law No. 2249-VIII in 2001, and the Law has been regularly amended.

### B) Eligibility Criteria

The Government of Ukraine has issued Order 454/471/516 (08.11.2001) outlining a list of medical conditions that qualify for disability certification and eligibility for this benefit. These conditions are separated into three groups (I/II/III) from the most to least severe, and those groups have a bearing on benefit eligibility (see below). The Order slightly contradicts the language in the benefit legislation, as it specifies conditions only through age 16, while benefits are provided through age 18 and for those older than 18 who were certified to be with a disability prior to age 18. Ukrainian citizens, citizens of Poland residing in Ukraine, permanent residents, and refugees are eligible for benefit.

### C) Registration Modality and Procedures

The Cabinet of Ministers issued the Resolution "Some Issues of Appointment and Payment of State Social Assistance to Persons with Childhood-Onset Disabilities and Children with Disabilities." The Ministry of Social Policy develops and approves the application form, and applications are reviewed by MoSP offices at the district level or the Kyiv/Sevastopol municipal level as appropriate. The applicants are sent through the Unified Web Portal of Electronic Services or through the MoSP web portal.

The Ministry of Health has established Medical and Social Expert Commissions that are mandated to issue a medical opinion on whether an individual is with disability. That opinion is emailed to the applicant or their legal caregiver, is entered into a central databank on disability or is sent directly to the appropriate MoSP authority. The MoSP authority has up to ten days to provide a written notification to the applicant on eligibility, benefit amount, and the procedures for collecting benefit.

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<sup>42</sup> *Zakon Ukrayny pro derzhavnu sotsialnu dopomohu osobam z invalidnistiu z dytynstva ta ditiam z invalidnistiu.* Retrieved on November 8, 2023: [Про державну соціальну допо... | від 16.11.2000 № 2109-III \(rada.gov.ua\)](https://zakon.rada.gov.ua/laws/show/2109-III)

Children under the age of 18 automatically qualify for a parental care allowance. This is also provided to those over the age of 18 with a Group I level disability, or to those over 18 in Groups II and III that are deemed by the Medical and Social Expert Commission to be in need of specialized care.

Payments are made to one of the parents, legal guardians, and others caring for a child with a disability. One of the legal representatives (or a single parent or legal caregiver, if appropriate) is entitled to a separate allowance for caring for a child with a disability. Children between the ages of 16 and 18 who have been deemed by the state to have “full civil capacity” are eligible to collect benefit directly.

If a child with a disability is “fully supported by the State,” the disability allowance is not granted. There are specific provisions in the law prohibiting payment to legal caregivers if a child is residing in an institution. However, the institution does collect 50% of the benefit directly, which goes into its budget, while the other 50% goes into a bank account that is in the name of the child with a disability.

#### **D) Benefit Calculation**

Children with disabilities under the age of 18 and their caregivers receive two benefits under the legislation:

- > **The base disability benefit, at 70% of the statutory subsistence minimum for persons who have lost their ability to work (this is increased by 50% if the disability is due to injury from explosive objects); and**
- > **The parental care allowance, which is divided by age:**
  - > **For the first child with a disability under the age of 6, 200 percent of the Statutory Subsistence Minimum for Children Under 6, reduced to 50 percent for each additional child with a disability of that age in the household; or**
  - > **For the first child with a disability between the ages of 6 and 18, 200 percent of the Statutory Subsistence Minimum for Children Aged 6–18, reduced to 50 percent for each additional child with a disability of that age in the household.**

These benefits are not reduced by any outside income including other social protection benefits.

#### **E) EU and UK Approaches to This Benefit**

The *European Pillar of Social Rights* (Principle 17) provides that people with disabilities have the rights to income support that allows them to live in dignity.<sup>43</sup> The EU collectively spent €276 billion on all forms of disability benefit in 2018, equivalent to 7.6% of all social protection

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43 European Commission (2023). European Pillar of Social Rights – building a fairer and more inclusive European Union. Retrieved on November 8, 2023: [European Pillar of Social Rights - Building a fairer and more inclusive European Union - Employment, Social Affairs & Inclusion - European Commission \(europa.eu\)](https://ec.europa.eu/eurostat/web/eurostat-news/-/eurostat-news-2023-08-08-0001_en)



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benefits.<sup>44</sup> In March 2021, the European Commission adopted the *Strategy for the Rights of Persons with Disabilities 2021-2030*. The Strategy includes measures to establish a European Disability Card that will make it possible for holders to access supports across all Member States. The Strategy includes a study on best practices in cash transfers and services for people with disabilities, which was recently completed but which focuses on benefits for adults. The Strategy cross-references an assessment of EU supports for children with disabilities that found that Member States still need to develop integrated approaches to the rights of children with disabilities to social protection and other services, especially healthcare and education.<sup>45</sup>

Sweden provides a care allowance for children with disabilities provided to parents or legal guardians of the children who require more supervision or healthcare than a child without a disability, as long as that care is needed for over six months. The benefit is based on a calculation of those expenses and is capped at SEK 10,063 per month. Sweden also provides an additional cost allowance for children with disabilities (which increases at different levels of disability severity), as well as a temporary parental benefit for parents of children over 12 who have to refrain from work to provide care.

The UK provides cash benefits to children with disabilities through age 16. The benefit includes a care component from £26.90 to £101.75 weekly depending on the level of care required, and a mobility component between £26.90 and £71.00 depending on the mobility need. The UK also provides one-off cost of living payments of £150 to children with disabilities.

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44 Eurostat (2023). How much is spent on disability benefits in the EU? Retrieved on November 2, 2023: [How much is spent on disability benefits in the EU? - Products Eurostat News - Eurostat \(europa.eu\)](https://ec.europa.eu/eurostat/web/products-eurostat-news/-/products-eurostat-news-1000)

45 European Commission (2023). Feasibility Study for a Child Guarantee. Retrieved on September 17, 2025: [Feasibility study for a child guarantee \(FSCG\): Final Report - Explore LISER's research expertise](https://ec.europa.eu/feasibility-study-for-a-child-guarantee-fscg-final-report-explore-liser-s-research-expertise)

## F) Recipients, Coverage, and Transfer Values

The 2024 budget indicates that there is 100% coverage of this benefit but does not provide the population size (see Table 19). However, a review of Government demographic data suggests that only 17% of children are receiving social assistance and only 2% of caregivers receive the support.

**Table 19: Effective Coverage of Allowances (2022)**

Program	Population Size (est.)	Number of Recipients	% Indicative Coverage
Childhood disability, age 0–5, paid care allowance	N/A	14,400	100%
Childhood disability, age 6–17, paid care allowance	N/A	59,400	100%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents the average benefit amount granted by category (see Table 20). The combined benefits are just over the AASM.

**Table 20: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Average Benefit (2023, budget)	Average Benefit Difference with SSM (UAH)	Average Benefit as % of SSM	Average Benefit Difference with AASM (UAH)	Avg. Benefit as % of AASM
Base benefit	1,934	3,962	1,354	-580	70.0%	-2,608	34.2%
Allowance ages 0–5	2,272	5,398	4,544	+2,272	200.0%	-854	84.2%
Allowance ages 6–17	2,833	6,721	5,666	+ 2,833	200.0%	-1,055	84.3%

## G) Funding

Ukraine's draft 2024 budget outlines the current and projected funding for these benefits through 2026 (see Table 21). Benefit expenditures are projected to increase substantially through 2026.

**Table 21: Expenditures on Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Total expenditures: children with disabilities and those with childhood-onset disabilities	16,750,142	18,376,883	20,097,694	21,656,992

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.6 Assistance to Cover Temporary Incapacity to Work due to Childcare Responsibilities

### A) Objective and Description

Ukraine's Compulsory State Social Insurance,<sup>46</sup> currently within the Pension Fund, provides to all working citizens the opportunity to take a 14-day paid sick leave to care for a child under the age of 14 who is ill and/or a child with a disability under the age of 18.

### B) Eligibility Criteria

To be eligible for this benefit, the employed citizen and their employer, or in the event of self-employed citizens, they themselves must: have made their insurance payments in accordance with the Law on the Compulsory State Social Insurance, specifically the obligatory insurance fees to cover temporary incapacity; submit a medical certificate<sup>47</sup> confirming the need for child care; and stay at home to care for their sick or disabled child. This benefit will not be provided if the insured person was on annual (main or additional) leave, additional leave in connection with studies or creative leave at the time when the illness or disability occurred.

### C) Benefit Calculation

For care of a sick child under the age of 14, the insured person will receive a paid leave from the first day for the period during which the child needs care according to a doctor's opinion, but not more than for 14 calendar days. However, if the child requires inpatient treatment, the insured person will receive a paid leave from the first day for the entire period of his/her stay in the hospital with the sick child.

For care of a child with disability under the age of 18, the insured person will receive a paid leave to care for the child for the entire period of rehabilitation care as well as reimbursement of travel expenses to and from the place of rehabilitation.

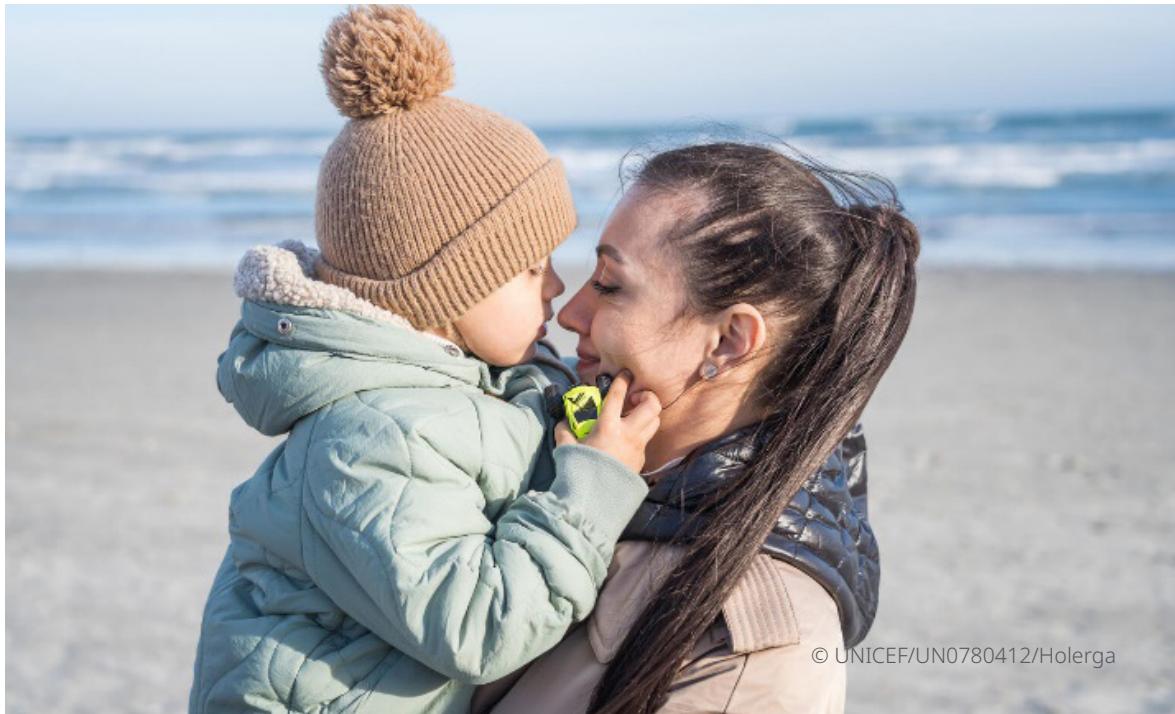
Depending on the number of years they have been insured, the allowance level provided to enable care for a sick child or for child with disability is:

- > **50 percent of the average salary (income) for insured persons with up to three years of insurance period;**
- > **60 percent of the average salary (income) for insured persons with three to five years of insurance experience;**
- > **70 percent of the average salary (income) for insured persons with five to eight years of insurance period;**
- > **100 percent of the average salary (income) for insured persons with more than eight years of insurance experience.**

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46 <https://zakon.rada.gov.ua/laws/show/1105-14#Text>

47 An electronic document formed on the basis of medical records in the electronic healthcare system and containing a doctor's opinion based on the results of a medical examination of the child, and/or informing the issuance of a certificate of disability



Working citizens, who have paid less than six months of insurance fees during twelve months before the insured event, will be provided an allowance based on the accrued salary (income) from which insurance contributions were paid, but not more than the amount of the allowance calculated from the minimum wage established at the time of the insured event.

The leave allowance will be paid through the main place of work.

#### **D) Registration Modality and Procedures**

The applicant for paid leave to care for a child will submit the medical certificate to their employer. Self-employed citizens will submit their medical certificate to the healthcare institution that issued the certificate.

Determination of the amount of the care leave allowance is carried out through automated exchange of available data between information and communication systems of state authorities, the employer, and health institution on the basis of copies of relevant certificates or other documents confirming the right to the benefit.

Documents for granting care leave benefits shall be reviewed no later than ten working days from the date of their receipt. A notice of refusal to grant benefits, stating the reason for the refusal and the procedure for appeal, is issued or sent to the applicant no later than five days after the relevant decision is made.

Care leave benefits are paid to insured persons working under an employment agreement (contract) within the period immediately following the date of the benefit award, which is the earliest possible date to pay wages. Self-insured persons will receive their care leave benefit within ten working days after the date of the benefit allocation.

## **E) EU Approaches to This Benefit**

All but five EU Member States require employers to provide initial full or partial salary reimbursement in the event of a leave due to sickness (some, like France, provide partial reimbursement to the company for the leave payments through the social insurance scheme).<sup>48</sup> There is a wide range of practice in the duration of employer coverage, from 2 days in Lithuania to 104 days in the Netherlands. There is also a wide range in salary replacement rates, from 25% in Slovakia to 100% in Belgium and Finland.

Once the employer compensation expires, all Member States provide benefits through their social protection systems. The duration again varies widely, from 22 weeks in Denmark to unlimited coverage in Slovenia and Bulgaria and is sometimes contingent on social contributions paid by the applicant. Income replacement ranges from 50% to 100% of the salary and in some countries a supplement is paid for dependents.

## **F) Recipients, Coverage, and Transfer Values**

The 2024 budget does not provide a detailed breakdown of this benefit.

## **G) Funding**

The 2024 budget does not provide a line item for this benefit.

# **4.7 Allowances for Children Raised in Large Families**

## **A) Objective and Description**

Since 13 March 2019, the Government of Ukraine provides additional payments to families with three or more children, which are classified as "large" (*Dopomoha na ditei, iaki vykhovuiutsia u bagatoditnykh simiakh*). Since 2019, the level of this allowance has been revised several times.

## **B) Eligibility Criteria**

Assistance is granted upon the birth of each third and subsequent child. Applicants must submit their IDs, as well as a completed application form issued by the MoSP, IDs and birth certificates for all children. The allowance is not means tested.

## **C) Benefit Calculation**

The 2023 revision to the Council of Ministers Resolution states that benefit level is currently in the amount of UAH 2,100 for the third and each subsequent child from the month in which the application with all necessary documents was submitted and is paid monthly until the child reaches the age of 6. Thus, if there are four children in the family, two of whom are not 6 years old, the state will pay UAH 2,100 for two children under the age of 6, until they reach the age of 6. The allowance for children raised in large families is paid in addition to the maternity allowance and birth grant.

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48 European Commission (2016). Sick pay and sickness benefit schemes in the European Union. Background report for the Social Protection Committee's in-depth review on sickness benefits. Retrieved on September 18, 2025: <https://op.europa.eu/en/publication-detail/-/publication/fc7a58b4-2599-11e7-ab65-01aa75ed71a1>



#### D) Registration Modality and Procedures

In order to apply for this assistance, parents should contact the nearest social protection department and submit an application for the benefit, as well as the original and a copy of their IDs and the IDs and the birth certificates of their children. Payments are made through Ukrposhta or an authorized state bank. Applications can also be submitted online. The processing time is ten days.

#### E) EU Approaches to This Benefit

EU countries and sub-national authorities have been grappling with declining birth rates, and there has been an ongoing dialog on whether financial incentives might help to reduce those trends. In most cases, universal child benefit policies are structured to increase payments to families with more children, and some provide child tax breaks and childcare subsidies. France and Poland, however, seek to incentivize families by providing these benefits only to families with two or more children.

#### F) Recipients, Coverage, and Transfer Values

The 2024 draft budget states there is full coverage of this benefit, but a review of Ukrainian demographic data finds only 10% coverage (see Table 22).

**Table 22: Effective Coverage of Allowances (2021)**

Program	Population Size (est.)	Number of Recipients	% Indicative Coverage
Allowance	2,559,539	260,200	10%

Source: Demographics 2021.

The 2024 draft budget projects recipient trends through 2026 (see Table 23). There is a projected sharp increase in the number of children receiving benefits in 2023 and a decline thereafter.

**Table 23: Projected Beneficiaries (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Allowance	217,700	245,200	223,900	222,700	220,600

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents the average benefit amount granted by category (see Table 24). This benefit is a fraction of the AASM.

**Table 24: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Average Benefit (2023, budget)	Average Benefit Difference with SSM (UAH)	Benefit as % of SSM	Average Benefit Difference with AASM (UAH)	Average Benefit as % of AASM (%)
Allowance	2,272	5,398	2,100	-172	92.4%	-3,298	38.9%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

The 2024 budget projects a steady decline in expenditure on this benefit (see Table 25).

**Table 25: Expenditures on Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Total expenditures: children in large families	6,179,280	5,642,661	5,612,224	5,559,188

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.8 Assistance for Care for a Sick Child

### A) Objective and Description

The purpose of this benefit is to assist families to manage the expenses and loss of income that comes from caring for a child suffering from an illness. This is a temporary cash benefit paid to either parent or legal caregiver. The benefit is outlined in Cabinet of Ministry of Ukraine's Resolution No. 1751 *On Approval of the Procedure for the Appointment and Payment of State Aid to Families With Children* (2001 as subsequently amended).<sup>49</sup>

49 *Poriadok pryznachennia s vyplaty derzhavnoi dopomohy simiam z ditmy* (2001). Retrieved on November 8, 2023: [Про затвердження Порядку призначення... | від 27.12.2001 № 1751 \(rada.gov.ua\)](https://zakon.rada.gov.ua/laws/show/1751-2001)



## **B) Eligibility Criteria**

This benefit is paid for those caring for children experiencing a specified list of medical conditions and deemed in need of palliative care by the Ministry of Health Medical Advisory Commission.

## **C) Benefit Calculation**

This benefit is paid in the amount of two SSMs for children of the appropriate age for each eligible child. It is not adjusted by any other state aid received.

## **D) Registration Modality and Procedures**

Application is made to the MoSP by a person caring for a sick child. The application requires identity documents, documentation confirming the legal authority of the caregiver, and the medical certificate. Assistance is granted from the date of application if approved. The applications can be submitted to the MoSP in writing or in an electronic form to the Diia portal. Payments are made monthly.

## **E) EU Approaches to This Benefit**

See Section 3.6.E.

## **F) Recipients, Coverage, and Transfer Values**

The 2024 budget does not include a detailed breakdown of this benefit. However, the notes state that there were 1,900 recipients in the 2023 budget receiving an average monthly benefit of UAH 5,030. This is projected to increase to 3,500 beneficiaries in 2024, with the average benefit to rise to UAH 5,759.

The statutory provisions for this benefit result in the benefit structure shown in Table 26.

Table 26: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)

	SSM	AASM	Statutory Benefit (2023, budget)	Statutory Benefit Difference with SSM (UAH)	Benefit as % of SSM	Statutory Benefit Difference with AASM (UAH)	Statutory Benefit as % of AASM
Allowance age 0-5	2,272	5,398	4,544	+2,272	200.0%	-854	84.2%
Allowance age 6-17	2,833	6,721	5,666	+ 2,833	200.0%	-1,055	84.3%

## G) Funding

The 2024 budget does not include a line item for this benefit.

## 4.9 Child Allowance for Single Mothers (Fathers)

### A) Objective and Description

The objective of this benefit (*Dopomoha na ditei odynokym materiam*) is to ensure single parents (a mother or father despite the title) are provided with a safety net if they are not eligible for a range of other social protection allowances such as social insurance benefits. These are paid as cash allowances. This benefit is administered under Cabinet of Ministers of Ukraine Resolution No. 1751 *On Approval of the Procedure for the Appointment and Payment of State Aid to Families With Children* (2001, and subsequently amended).<sup>50</sup>

### B) Eligibility Criteria

This benefit is paid to a single unmarried parent with children who is not eligible to receive a survivor's pension, social pension, or social assistance to a child of a deceased breadwinner, as specified in the *Law on State Social Assistance to Persons Who Are Not Entitled to a Pension and Persons with Disabilities*. Families with "able-bodied" persons over the age of 18, who are not working, in military service, or otherwise engaged in studies or job search, are not eligible for benefit. This benefit is also denied to families who have purchased land, vehicles, or other property in excess of UAH 50,000 in the prior 12 months or who have made other listed investments, and to families with a substantial list of various housing and property exemptions and inclusions. The Allowance for Single Parents supports single mothers when the father is not specified in the childbirth certificate or single fathers and mothers in case of death of the spouse.

### C) Benefit Calculation

This benefit is provided in an amount equal to the difference between the SSM for each child of the appropriate age and the average monthly income of the family for the previous six months if below the SSM. This benefit is not reduced by receipt of any other social assistance benefit.

50 *Poriadok pryznachennia s vyplaty derzhavnoi dopomohy simiam z ditmy* (2001). Retrieved on November 8, 2023: [Про затвердження Порядку призначення... | від 27.12.2001 № 1751 \(rada.gov.ua\)](https://zakon.rada.gov.ua/laws/show/1751-2001)



However, the presence of a non-working adult in the household, or one working independently (e.g., self-employed), can reduce the initial benefit by 50% and subsequent rounds of the benefit by 75%.

#### **D) Registration Modality and Procedures**

Application is made by submitting an application that has been developed by the MoSP which includes a declaration of income and property and a variety of identity documents. The application is submitted in an electronic format through the government's Diia Portal.

#### **E) EU Approaches to This Benefit**

Most European countries do not provide a specific allowance for single parenthood. Those experiencing single parenthood typically rely on the array of other social benefits provided for income support, children, parental leave, and childcare. Child support from a surviving non-resident parent is an important component of support for the resident caregiving parent.<sup>51</sup>

#### **F) Recipients, Coverage, and Transfer Values**

According to a review of Government demographic data, coverage levels for this benefit are low (see Table 27).<sup>52</sup>

51 European Parliament (2020). The situation of single parents in the EU. Retrieved on November 15, 2023: [The situation of single parents in the EU \(europarl.europa.eu\)](https://www.europarl.europa.eu/RegData/etudes/rapport/2020/700347/IPOL/rapport/rapport_en.pdf)

52 CCD (2023).

**Table 27: Effective Coverage of Allowances (2021)**

Program	Population Size (est.)	Number Recipients	% Indicative Coverage
Single parent (all ages)	N/A	123,700	N/A

Source: Demographics 2021.

The 2024 draft budget projects recipient trends through 2026 (see Table 28). There is a projected sharp increase in the number of those receiving benefit in 2023 and a decline thereafter.

**Table 28: Projected Beneficiaries (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Single parent (all ages)	109,500	138,700	128,000	127,300	126,200

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents the average benefit amount granted by category (see Table 29).

**Table 29: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Statutory Benefit (2023, budget)	Statutory Benefit Difference with SSM (UAH)	Benefit as % of SSM	Statutory Benefit Difference with AASM (UAH)	Statutory Benefit as % of AASM
Allowance 0–5	2,272	5,398	2,272	0	100.0%	-3,126	42.1%
Ages 6–17	2,833	6,721	2,833	0	100.0%	-3,888	42.2%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

The 2024 budget projects a steady increase in expenditure on this benefit (see Table 30).

**Table 30: Expenditures on Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Total expenditures: children with single parents	2,664,966	2,784,541	3,071,399	3,370,342

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.10 State Social Assistance for Low-Income Families

### A) Objective and Description

The objective of this benefit (*Derzhavna dopomoha malozabezpechenym simiam*) is to ensure that the most vulnerable families are guaranteed a minimum level of subsistence while promoting economic independence. This benefit is governed under the *Law of Ukraine on State Social Assistance to Low-Income Families* (2000, No. 35).<sup>53</sup>

### B) Eligibility Criteria

This benefit is provided to low-income families that are permanently residing in Ukraine. The household income calculation requires that able-bodied household members have an income that is less than 45% of the SSM for able-bodied people, and that children have an income that is less than 130% of the SSM for their age. The 2024 budget envisages increasing these thresholds to 55% and 140%, respectively.

### C) Benefit Calculation

State social assistance is set at the SSM for the family less its total monthly income. The SSM used for the calculation is increased by 20 percent for those living in the areas granted mountainous status. The legislation also provides that the State Employment Service may provide an interest-free low to low-income families to support "entrepreneurial" activities that would promote their economic independence.

### D) Registration Modality and Procedures

Application is made to the Unified State Web Portal of Electronic Services or to the local employment office. The benefit is provided for six months, or for longer if a person is officially deemed to be incapacitated (for the period of the incapacitation).

### E) EU Approaches to This Benefit

The Council of the European Communities adopted *Recommendation on Common Criteria Concerning Sufficient Resources and Social Assistance in Social Protection Systems* (June 24, 1992), which frames the basic rights of individuals to social assistance "compatible with human dignity."<sup>54</sup> The Council further elaborated these rights in 2008, including measures to enhance labour market access and access to quality services.<sup>55</sup> EU Member States all provide "last resort" means-tested benefits to provide a minimum income threshold, but policies across the EU vary widely. The Commission recently completed a microsimulation of the Member State schemes that found minimum income schemes across the EU require "modernization" to substantially

53 *Zakon Ukrayny pro derzhavnу sotsialnu dopomohu malozabezpechenym simiam*. Retrieved on November 8, 2023: [Про державну соціальну допо... | від 01.06.2000 № 1768-III \(rada.gov.ua\)](https://zakon.rada.gov.ua/laws/show/1768-III)

54 Council of the European Communities (1992). Council recommendation of 24 June 1992 on common criteria concerning sufficient resources and social assistance in social protection systems. Retrieved on November 16, 2023: [eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:31992H0441](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:31992H0441)

55 European Commission (2008). Commission recommendation of 3 October 2008 on the active inclusion of people excluded from the labour market (notified under document number C(2008) 5737). Retrieved on November 16, 2008: [EUR-Lex - 32008H0867 - EN - EUR-Lex \(europa.eu\)](https://eur-lex.europa.eu/legal-content/EN/HTML/?uri=CELEX:32008H0867)



improve adequacy and coverage, with a goal of reducing the number of those at risk of poverty by 15 million by 2030 through greater access to employment and to minimum income schemes.<sup>56</sup> Member States can apply for resources to support minimum income policies through the **European Social Fund Plus and the Recovery and Resilience Facility**.

## F) Recipients, Coverage, and Transfer Values

The 2024 budget includes recipient levels for this benefit. The CCD report noted that 1.2% of Ukrainian households receive this benefit and that targeting accuracy in 2020 was 72% (see Table 31).

**Table 31: Effective Coverage of Allowances (2022)**

Program	Population Size (est.)	Number Recipients	% Indicative Coverage
Low-income	N/A	216,200	72%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*; ccd (2023).

The 2024 draft budget projects recipient trends through 2026 (see Table 32). There is a projected increase in the number of those receiving benefit through 2025 and a levelling off in 2026.

<sup>56</sup> European Commission. EU Science Hub. Joint Research Centre. (2022). Reforms of minimum income schemes can help address poverty in the EU at a relatively low cost. Accessed on November 16, 2022: [Reforming minimum income schemes can help address poverty in the EU \(europa.eu\)](https://ec.europa.eu/eurostat/web/eurostat-news/-/reforming-minimum-income-schemes-can-help-address-poverty-in-the-eu/europa.eu)

**Table 32: Projected Beneficiaries (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Low-income	216,200	236,100	234,600	250,500	250,500

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget presents the average benefit amount granted (see Table 33).

**Table 33: Transfer Value Comparison (one child, maximum benefit) with SSM/AASM (2023)**

	SSM	AASM	Average Benefit (2023, budget)	Average Benefit Difference with SSM (UAH)	Benefit as % of SSM	Average Benefit Difference with AASM (UAH)	Average Benefit as % of AASM
Allowance 0–6	2,272	5,398	5,465	+3,195	240.5%	+67	101.2%
Ages 6–17	2,833	6,721	5,465	+2,632	192.9%	-1,323	81.3%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

The 2024 budget projects an increase in funding for this benefit due to the increase in the number of beneficiaries and higher benefit levels (see Table 34).

**Table 34: Expenditures on Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Total expenditures: children in low-income families	15,570,531	20,157,372	21,970,819	23,684,548

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 4.11 Allowance for Children Whose Parent Does Not Pay Alimony

### A) Objective and Description

The objective of this benefit is to ensure the children in families who are eligible for child support receive state assistance in certain cases where child support is not being paid by the parent responsible.

### B) Eligibility Criteria

Eligibility for this benefit is based on non-payment of alimony and one or more of the following: (i) information about the parent who is required to pay alimony is entered into Ukraine's Unified Register of Debtors; (ii) criminal judicial proceedings are underway against the parent required to pay alimony, or they are incarcerated; and/or (iii) the place of residence of the parent required to pay cannot be established.

## C) Benefit Calculation

The six-month (renewable) benefit is the greater of the difference between the Statutory Subsistence Minimum for the age of the child and the average monthly per capita income of the family over the prior six months, or 50 percent of the Statutory Subsistence Minimum for the age of the child. Persons on “full state support” (e.g., placed in residential care in an institution) are not included in the calculation.

## D) Registration Modality and Procedures

Applications are reviewed by offices at the district level or the Kyiv/Sevastopol municipal level, as appropriate. Applicants are sent through the Unified Web Portal of Electronic Services or through the MoSP web portal. Payment is made to the parent caring for the child. Payments are made for a six-month period and can be renewed with a new application.

Children who are in residential care provided for by the state, under guardianship or other custody, or receiving “full state support” are not eligible for this benefit.

## E) EU Approaches to This Benefit

There is a wide range of different approaches to this benefit across the EU, though in most countries the state has procedures to set the child support benefit. In Finland, the State Social Insurance Institute (Kela) will pay a child maintenance allowance in defined cases where child support is not being paid. The amount is based on the amount of child support due up to a maximum of EUR 187 per month.<sup>57</sup> In Belgium, like in most countries in the EU, children can receive advances on child support due that the Government will in turn seek to recover from the parent responsible for the payment.<sup>58</sup> In Poland, a maintenance fund will cover unpaid child support for children in households with per capita income under PLN 900 monthly, with the support reduced by PLN 1 for every PLN of income until PLN100, when benefit is not paid.<sup>59</sup> Estonia will pay unpaid child support and works aggressively to recover any amounts paid from the delinquent party.<sup>60</sup>

## F) Recipients, Coverage, and Transfer Values

The 2024 draft budget does not include 2022 beneficiary levels, but projects recipient trends from 2023 through 2026 (see Table 35). There is a projected general increase in the number of those receiving benefit.

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57 Kela (2023). Amount and payment of child maintenance allowance. Retrieved on November 6, 2023: [Amount and payment of child maintenance allowance | Our Services | Kela](#)

58 European Justice (2023). Family maintenance: Belgium. Retrieved on November 6, 2023: [European e-Justice Portal - Family maintenance \(europa.eu\)](#)

59 European Justice (2023). Family maintenance: Poland. Retrieved on November 6, 2023: [European e-Justice Portal - Family maintenance \(europa.eu\)](#).

60 European Parliament (2020). The situation of single parents in the EU. Retrieved on November 15, 2023: [The situation of single parents in the EU \(europa.eu\)](#)



**Table 35: Projected Beneficiaries (through 2026)**

Program	2022 (actual)	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Receiving age 0–5	N/A	2,800	4,700	4,600	4,600
Receiving age 6–17	N/A	10,100	12,700	12,600	12,500

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

The 2024 budget provides the average benefit per child in 2023 (see Table 36). The average benefit is roughly a quarter of the AASM.

**Table 36: Transfer Value Benefit Comparison (one child) with SSM/ASM (2023)**

	SSM	AASM	Average Child Support Benefit	Average Benefit Difference with SSM (UAH)	Average Benefit as % of SSM	Average Benefit Difference with AASM (UAH)	Average Benefit as % of AASM
Children 0–5	2,272	5,398	1,321	-952	58.1%	-4,077	24.5%
Children 6–17	2,833	6,721	1,631	-1,202	57.6%	-5,090	24.3%

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## G) Funding

The 2024 budget projects an increase in funding for this benefit through 2026 (see Table 37).

**Table 37: Expenditures on Benefits (UAH 000s)**

Program	2023 (budget)	2024 (budget)	2025 (proj)	2026 (proj)
Child support coverage	241,034	363,698	401,166	440,212

Source: Ukraine. Ministry of Social Policy (2023). *Biudzhetnyi zapyt na 2024–2026 roky, forma B3-2 (indyvidualna)*.

## 5. Household Scenarios: Minimum Package

There are many household scenarios that can lead children to lose parental care, or that can influence household decision-making on whether to take a child into a family through alternative care or adoption. The following hypothetical scenarios were chosen to illustrate household eligibility for cash transfer support within the three key objective areas of the *Better Care Initiative*. It is important to note, however, that there is no clear demarcation between social protection and response – a cash transfer might prevent child separation in a larger household, and the same transfer can also be promotive of child foster placement in another household.

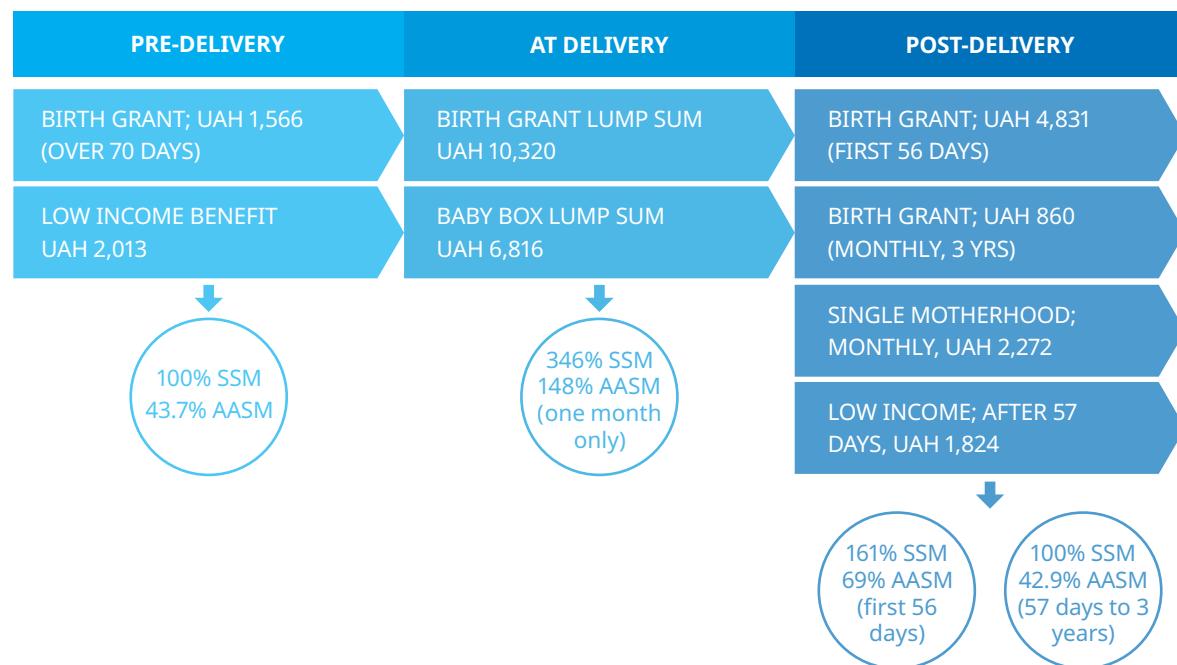
It is important to note that these scenarios focus on cash transfers only. In each scenario, it is critical to ensure that the child, family, and household have access to high-quality social services as well.

### A) Scenarios: Family Strengthening and Prevention of Separation

#### > Young Single Unemployed Mother Having Her First Child

Young single mothers, particularly those still in school or just out of school, show high levels of vulnerability and can often see infant placement in residential care as an option. In this scenario, a single young woman has no outside income and no social insurance record. She qualifies for a combination of benefits depending on her pre- or post-maternity status (see Figure 5).

Figure 5: Benefit levels and adequacy for low-income single mother having a first child

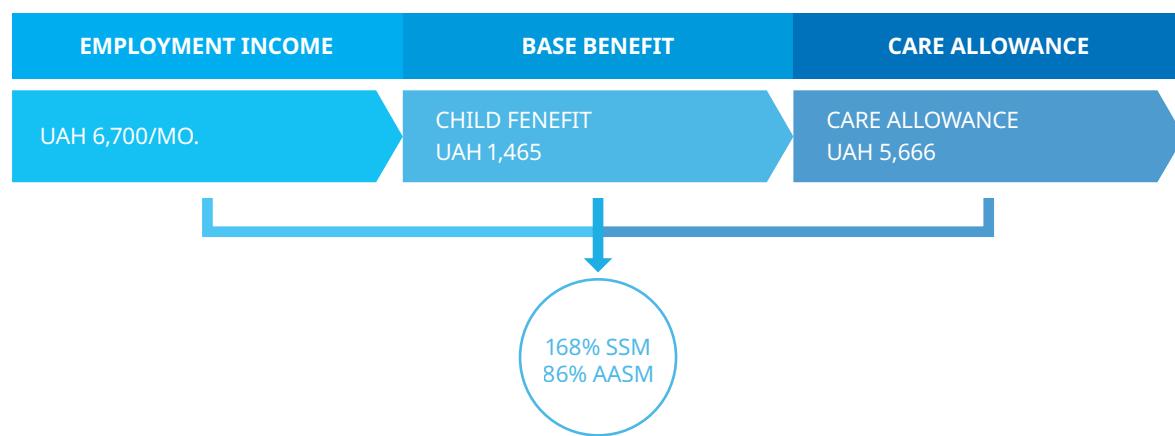


While the mother receives substantial one-time support at the time of the birth, the household is living well below the AASM in subsequent years. In the absence of outside income (say, a combination of employment and childcare support), this mother and child can be considered at high risk for adverse outcomes, especially if the household has exceptionally vulnerable children such as children with disabilities.

### > Two-Parent Family Caring for a Child with a Disability

Children with disabilities are highly over-represented in Ukrainian residential settings. In this scenario, a couple has one working parent earning a wage of UAH 15,000 per month. One parent is not working and has no insurance history (see Figure 6). SSM and AASM in this scenario are calculated using all members of the household.

**Figure 6: Benefit levels and adequacy for couple with a child with disability**



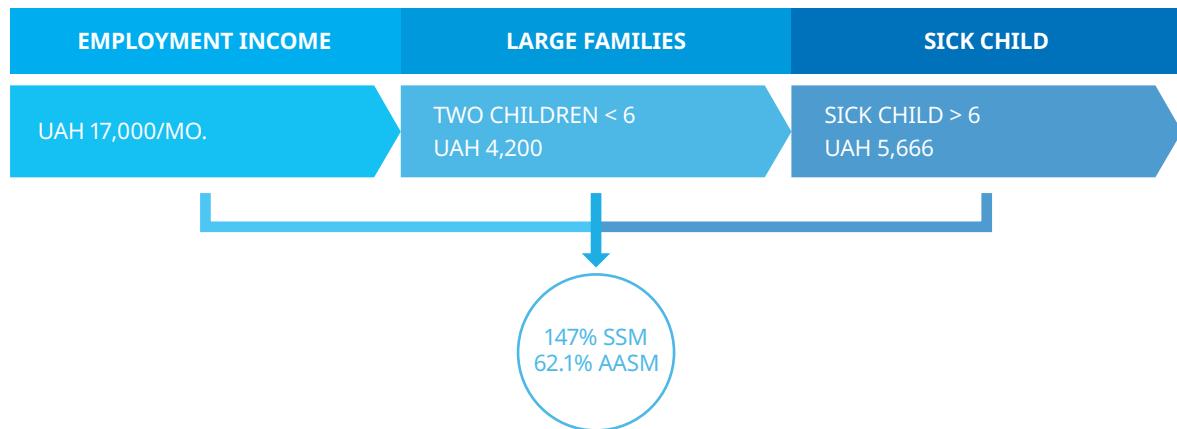
This scenario is concerning not only because the household is falling below the AASM, but because the costs associated with raising a child with a disability can be extremely high. A recent global review found that very broadly speaking, additional expenses can be around the equivalent of a country's GDP per capita, though many well exceed that.<sup>61</sup> In Ukraine's case, this would average to roughly UAH 15,000 in additional expenses per month (though this is purely indicative, and more data are needed on what the costs are specific to Ukraine).

### > Larger Low-Income Family with a Child in Need of In-Home Care

Larger low-income families can be at high risk of vulnerability, and that risk is compounded when a parent cannot work because of the need to care for a child with an extended illness. In this scenario, a two-parent family has five biological children (two under the age of six), one of whom is unable to attend school and needs in-home care. The working parent earns UAH 17,000 (approximately the average wage in 2023). The remaining parent is not earning income, has not made insurance contributions, and is caring for the child at home (see Figure 7).

<sup>61</sup> Shahat, ARS & Greco, G. (2021). The economic costs of childhood disability: a literature review. International journal on environmental research on public health 18(7). Retrieved on November 20, 2023: [The Economic Costs of Childhood Disability: A Literature Review - PMC \(nih.gov\)](https://www.ncbi.nlm.nih.gov/pmc/articles/PMC9684412/)

Figure 7: Benefit levels and adequacy for couples with children with disabilities



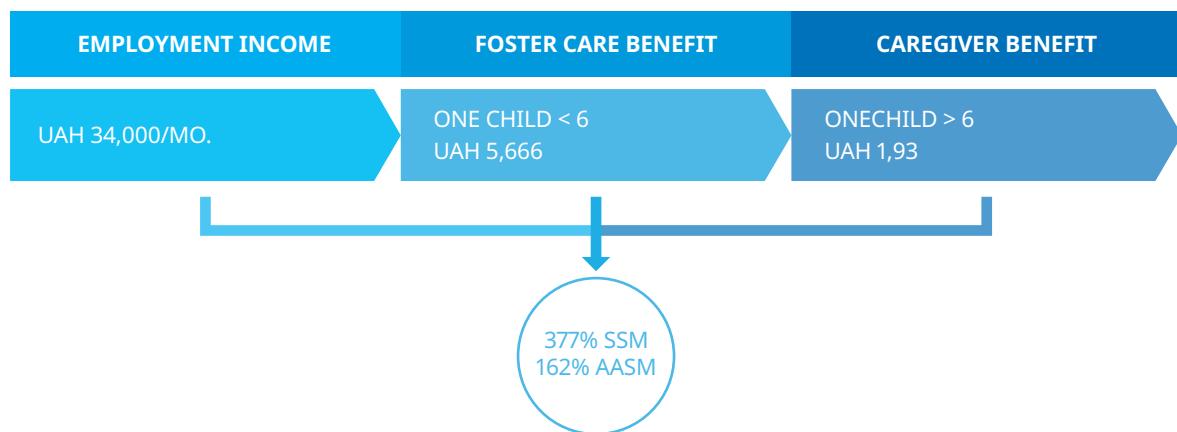
This family is also substantially below the AASM. If it was not receiving the benefit to care for a sick child, household income would fall even further.

## B) Scenarios: Placement in Families

### 3. Couple with an Average Income and One Child + Fostering a Second Child

The majority of families in Ukraine have one to two children, and this is a large potential pool of foster families. This scenario assumes a working couple earning the average wage (roughly UAH 17,000) chooses to foster a second child of ten years of age. The first child is older than six. The child to be fostered does not have any income from pensions, child support, scholarships, or other state aid, which would reduce the foster benefit on a 1:1 basis (see Figure 7).

Figure 8: Benefit levels and adequacy for an earning foster family

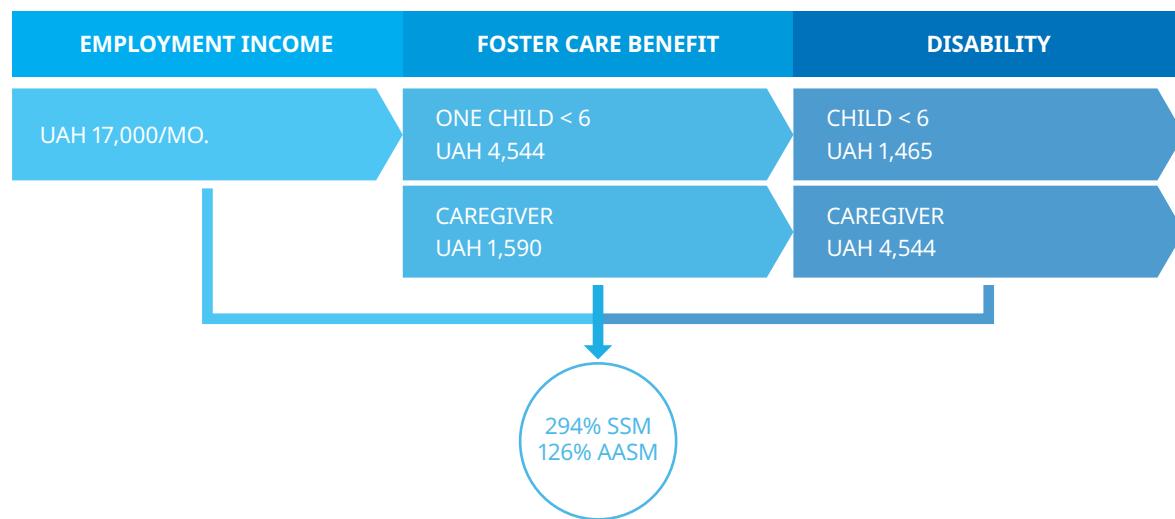


A working couple with this profile would see their household income increase by over 22% by fostering a child. They would be substantially over the AASM, but it is worth noting that the benefit regimen doesn't cover the significant costs associated with taking a child in, such as furnishings, clothing, supplies, and any psychosocial support or other services. It is likely these costs would make the household worse off by taking in the child, but more analysis on this is needed (see the Recommendations section).

## > Couple with One Parent Employed and Fostering a Child with a Disability

The *Better Care Initiative* is seeking to promote family-based care for children with disabilities as a preferred alternative to residential care. In many cases, one of the parents will need to stay home to care for a child. This scenario assumes that a couple has one employed parent earning the average wage (UAH 17,000), one child under the age of six, and chooses to foster a second child with a disability under the age of six (see Figure 8).

**Figure 9: Benefit levels and adequacy for fostering a child with a disability**



This family would experience an over 71% increase in monthly household income by fostering this child, but it would only be modestly over the AASM. As noted earlier, the AASM does not cover the substantial costs associated with caring for a child with a disability, nor does this benefit cover the costs of placement (furnishings, supplies, etc.), thus making it likely that the potential additional costs would put this type of family below the AASM.

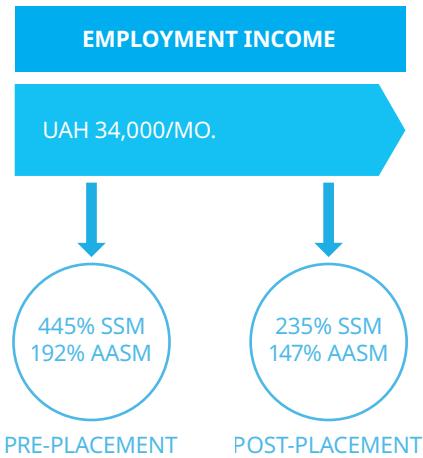
## D) Scenarios: Reintegration and Placement

Note that the scenarios in the above section are relevant to families reintegrating children into a home from residential care. The below scenarios further illustrate different placement options under Ukrainian legislation of relevance to reintegration.

## > Small Family Reintegrating a Biological Child from Residential Care

In the context of de-institutionalization or transformation of residential care, children who have been placed in institutional care in Ukraine are often placed back in their biological families. This scenario assumes a working couple earning the average wage (roughly UAH 17,000 each), one child older than 6 in the home, and reintegration of a child also older than 6 (not classified as being with a disability) into the home.

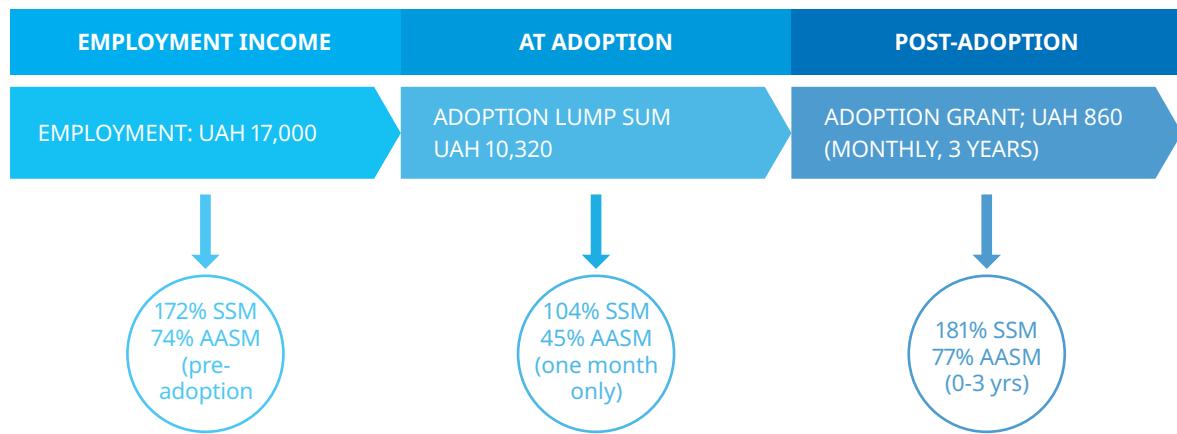
Figure 10: Benefit levels and adequacy when reintegrating a child



As there are no benefits for reintegrating a child back into a biological family, the family's position with respect to the AASM will worsen under this scenario. This represents a disincentive to reintegrate a child.

#### > Couple with One Parent Employed Adopting a Child

Figure 11: Benefit levels and adequacy when adopting a child age 0-3 with one working parent



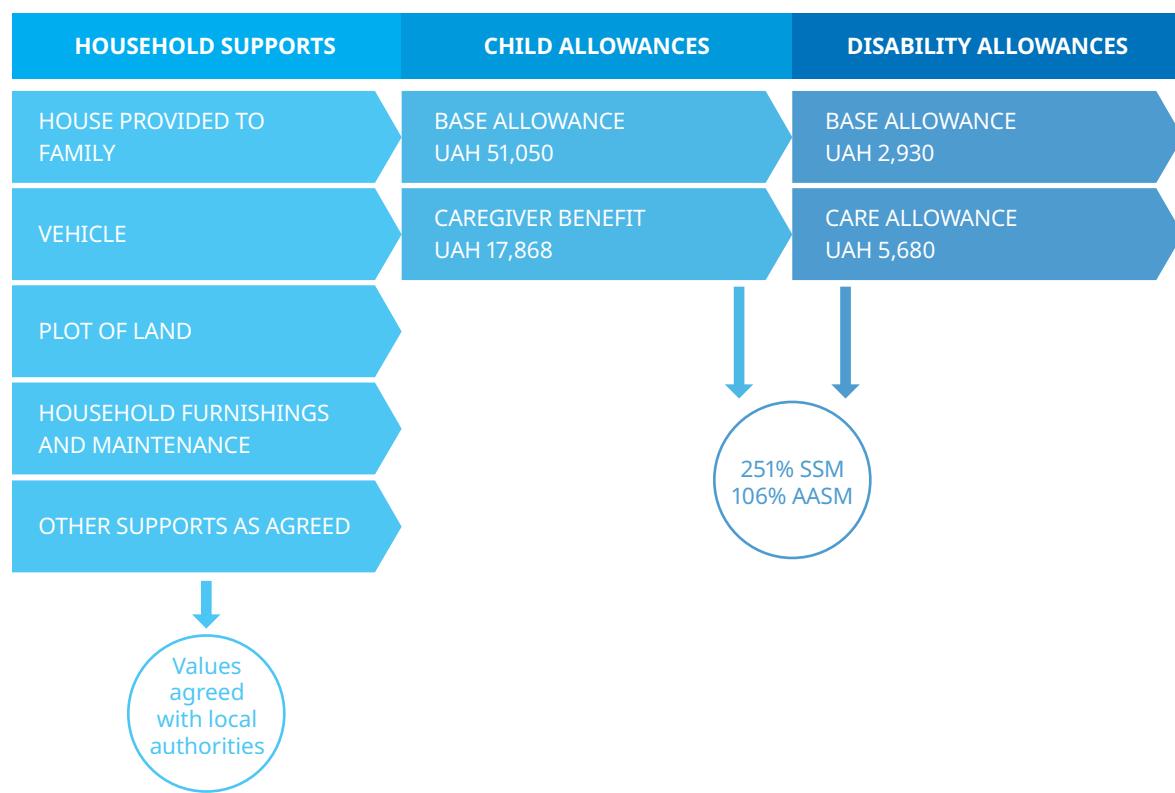
The *Better Care Initiative* is seeking to promote adoption in those cases where it meets the best interests of the child. This scenario assumes one parent is working and earning the average wage (UAH 17,000). The second parent is not working. There is one child under the age of six in the household, and the child to be adopted is also under the age of six (see Figure 10).

Under the current social protection regime, there are no strong social protection incentives to adopt per this scenario. Adoption expenses will likely well exceed the costs of bringing the child into the household, the overall long-term ASSM rises only slightly and remains well below 100 percent, and the costs of any needed services for the child and family (if present) will likely not be covered.

## > Large Family-Type Home

Ukrainian legislation includes a long-standing practice of allowing families with five or more children (but no more than 10) to establish larger foster families. These can consist of both biological and non-biological children. This scenario assumes that there are two parents, and that both are not working and are caring for the children. For the purposes of illustration, all children are fostered, and two are with disabilities. As noted earlier, they are provided with a house, a plot of land, and a vehicle, as well as all furnishings and annual house maintenance.

Figure 12: Benefit levels and adequacy for a large family-like home



While this model provides the household with just over the AASM, it is important to consider that the substantial asset transfers and coverage of household maintenance dramatically cut household expenses. It should also be noted that this model incentivizes households to keep the numbers of children in care above five so as not to lose benefits (foster families up to four children only receive cash benefits).

## 6. Findings and Recommendations

Ukraine's population is facing profound humanitarian and socio-economic shocks, and children are among the most vulnerable. The Government's *Better Care Initiative* will address the most pressing risks children face through a combination of cash and non-cash interventions that also position Ukraine for European accession (by harmonizing its social policies with the European Commission's *Child Guarantee*). Combining cash and non-cash supports is efficient, effective, and will provide notable rates of return on investment.

The following high-level recommendations build on the above mapping that covers only state cash benefits for children and families. They are meant to guide a downstream dialog on realistic measures that might be taken to show how "Cash Plus Care" can notably strengthen the protection and well-being of Ukraine's children.

### > SIMPLIFY THE BENEFIT REGIME

As noted in the MoSP *Explanatory Note*, Ukraine currently has a complex mix of cash allowances for children and families, many of which overlap or are duplicative even as they often target the same population categories. For example, a number of the family allowances might be combined into a single family benefit formula that could be adjusted for demographic variables such as household size (e.g., the low-income family allowance, allowance for large families, and allowance for single mothers). This would simplify administration significantly, be less of a burden on families applying, and would facilitate monitoring of benefit effectiveness. The goal of any combined benefit would be essentially the same as the separate benefits – to ensure all children and families are as close as possible to the AASM threshold.

Similarly, it is unclear as to whether a separate benefit is needed for every form of family-based alternative care, such as guardianship, foster care, and patronage. All else being equal, the costs of taking in a child under any of these programs should be similar. Those households might be eligible for family benefit but could also receive a supplement at a level to be determined depending on the age and unique needs of the child (see next section). If "baby boxes" are largely being delivered in cash form (which was unclear during the mapping), they might also be combined with the birth and adoption cash allowance.

### > ASSESS AND ADDRESS BENEFIT ADEQUACY

The above mapping relies on the SSM and ASSM to assess benefit levels. However, the SSM and ASSM do not provide an accurate picture of what households providing certain types of care require. As noted above, the costs of caring for a child with a disability can be many multiples of the AASM, and there are also substantial costs associated with providing home-based alternative care for any child. As shown in the mapping, the current benefit regime does not adequately protect alternative families from worsening their economic position when they take in a child, especially one with the need for extensive care and services.

It will be important to assess the needs of households providing family-based alternative care and caring for children with disabilities and special needs. Benefit formulas and transfer values might then be adjusted to ensure that those households have sufficient resources to provide more than adequate care for all children, including those with special needs.

#### **> SUPPORT BIOLOGICAL FAMILIES REINTEGRATING CHILDREN FROM INSTITUTIONS**

Under Ukraine's current benefit regime, a family that chooses to foster a child from an institution will receive foster care benefits. However, a biological family that chooses to take a child back home from an institution receives no such support. As a result, the decision to take a child back home could lead to a worsening in the economic situation of the household. Further, it is possible that many children who leave institutional care will have complex physical and psycho-social needs caused by or worsened from being in institutional care, even if they have no disabilities. The Government might consider how to include support for these biological families of children coming from institutions under the *Better Care Initiative*.

#### **> REVIEW MANAGEMENT AND ADMINISTRATION OF THE SYSTEM**

Cash Plus Care programming benefits from a strong social service workforce and effective case management platforms. A child or family's case plan should include referrals to both economic and non-economic supports, and social service professionals should be able to monitor the effectiveness of those combined interventions. UNICEF and the MoSP are launching "one-stop shops" called Resilience Centers. It might be worth carefully assessing the extent to which these Centers could serve as the basis for a more unified approach to the "Cash Plus Care" programming, noting that there are challenges given the decentralization of social services and the centralized financing of cash transfers.

Ukraine might also review its budgetary performance indicators. While the country is engaged in a high-level dialog on care reform, the 2024 budget shows little change in the projections of children in family-based care (and even a reduction in some areas). There should be a more robust dialog on how Ukraine's social protection budget links to improved outcomes in children's care arrangements, as outlined in the National Strategy for Ensuring the Right of Every Child in Ukraine to Family Development. It might be particularly useful to examine further how the combination of specific cash and non-cash services (in Annex A) impact specific categories of children (at risk of separation, fostered, reintegrated, adopted, etc.).

#### **> REVIEW FAMILY-LIKE HOME BENEFITS**

The current benefit and support structure for family-like homes provides strong incentives for families to care for five or more children to qualify for a house, vehicle, land plot, and household maintenance. Foster families should be supported at any size, but the standard benefits should not include transfer of substantial assets for larger homes (in many cases, children with unique or complex needs will do better in smaller homes). Rather, cash transfers should be adequate to support the expenses of the receiving family. If a foster family needs housing, that might be addressed through housing programs serving the broader population. Ukraine is currently reviewing its legislation on family-like homes and may be in the process of introducing substantial reforms.

# ANNEX A: THE INTEGRATED SOCIAL SERVICES AND BENEFIT PACKAGE

- 1. Mediation** is provided to individuals/families in difficult life circumstances, including alternative family care providers (foster carers, guardian, etc.). Through an intermediary (a social worker or psychologist), the life situation and causes of the dispute are assessed, the parties involved in the dispute agree to mediation and support to resolve the issue.
- 2. Positive parenting** includes the provision of information and skill building aimed at increasing positive parenting practices and promoting family resiliency. It is provided by public or private service providers. It is focused on building caregiver-child/adolescent relationships, overcoming family strain and extra stress affecting families during and after the war. The services target all parents and caregivers (including alternative caregivers such as foster parents) caring for children up to 18 years of age, including parents of boys and girls with disabilities. Positive parenting services are focused on building community awareness of positive parenting practices, small group trainings for parents/caregivers, creation of self-help groups, and home visits.
- 3. Support and supervision for foster care, patronage, and kinship care:** The provision of existing and additional support to foster care and patronage placements to increase the number of foster/patronage families, and enhance placement and ongoing support after placement to support the specific needs of boys and girls including those affected by the war (e.g. to overcome trauma and loss) and including children with disabilities. Support services are provided based on a comprehensive assessment and include conducting a child assessment, developing an individual plan, providing support including household visits, providing counselling and psychosocial support, providing assistance in rehabilitation (if needed), and referring to other services needed. Such placements are supported in the Family Code and **include direct financial support paid monthly** in an amount calculated based off subsistence minimum for children of the appropriate age.
- 4. Social services for families/persons facing difficult life circumstances who receive social protection transfers:** This links social protection transfers with other social support, also known as "**Cash Plus Care**." While the MoSP provides centrally funded social protection including cash transfers, provision of most social services is under the responsibility of territorial communities. Social protection transfers have increased during the war, playing a large role in resiliency, protection, equity, and supporting livelihoods in the face of job loss. Through the ISSB package, social protection transfers will be linked to other needed social services per the "Cash Plus Care" approach, which expands on humanitarian cash transfers and is proven to increase child and family outcomes. The ISSB service will systematically link cash transfers with additional social

support, ensuring the “care” aspect by enrolling recipients of social protection transfers in case management for holistic social support, with a focus on providing parenting support, and psychosocial support and other support services.

**5. Inclusive day care:** This is day-time care for boys and girls below school age, including children with disabilities, as approved in the State Standard under Decree 119-H of the MOSP dated 4 May 2023. Day care services may include art and play therapy and will be designed with the early childhood development and education evidence-based in mind to ensure children develop social skills and are well-prepared for inclusive education.

**6. Psychosocial support:** This is support to children and families, including families with a child with a disability, to access support networks and overcome adversities and trauma impacting mental health and psychosocial well-being, especially those experienced during the war. Psychosocial support services involve various counselling options, such as remote, individual, and group counselling, including family counselling and socio-psychological counselling. Services are provided based on results from an individual assessment, which are outlined in an individual plan. Psychosocial support services are provided

to children, youth, alternative family care providers, and people with disabilities.

**7. Early intervention** involves the identification of growth and development issues in children from birth to four years of age to prevent long-term developmental delays and disabilities, including those associated with the lack of safety, care, and protection that may have resulted from the humanitarian crisis. Early intervention services focus on improving parental competence and capacity, specifically as it pertains to child development and daily life. The services are primarily provided in the children’s home or natural environment. Early intervention services aim to ensure early detection of disability or developmental delays and help the child transition into preschool.

**8. Crisis intervention:** Increased violence, abuse, and neglect are an effect of humanitarian crises, warranting the need for enhanced crisis intervention support. Crisis intervention services include in-home support to households experiencing disputes, violence, abuse, or neglect. It may include emergency removal of a child and placement in temporary family-based alternative care when necessary and as per best interest of the child. Crisis intervention services often include referrals to other services.

Additional ISSB services provided by the MoH, MoES, and MoYS include:

#### **MoH services**

- > **Social and medical patronage:** This is provided through social workers and health workers conducting joint homes visits to observe, assess, and strengthen family capacity, parental wellbeing, living conditions, relationships, health, and child development. This is primarily provided to families with newborns and integrates social services with well-baby care, growth monitoring, and routine immunizations. It may include referrals to other health and social services that the family may benefit from.



- > **Mental health services :** cover mental health services for psychological needs, mental health, psychiatric disorders, including depression, anxiety, and post-traumatic stress disorder – helping families and children overcome the effects of the war.
- > **Rehabilitation:** The provision of outpatient and community-based services for children and adolescents, caregivers (women and men) with disabilities and those with complex health needs.

#### MoES services

- > **After-school care :** is for children enrolled in school who need a few hours of care before returning home, often because parents/caregivers are still working. Activities conducted include play, entertainment, educational activities, open air exercise/leisure, food, help with homework, etc. This service enables families to return to employment and manage stress resulting from the humanitarian context.
- > **Inclusive education :** provides access to education for all children, including children with disabilities and other special needs, by providing a learning environment that meets the needs of all students. Provision of inclusive education includes training teachers and school staff on specialized education, providing assistants/teachers in specialized education, providing assistive devices, ensuring schools are accessible, etc.

#### MoYS services

**Youth clubs**, also known as “youth centers” or “youth spaces,” aim to promote healthy socialization, intellectual development, entrepreneurship/employment, mobility, and civic engagement amongst youth. This includes popularizing the standards of the European youth policy.<sup>62</sup>

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62 Cabinet of Ministers of Ukraine Resolution dated December 20, 2017. “On the Approval of Standard Regulations on the Youth Center and on the Expert Council at the Youth Center”.



# for every child,

Whoever she is.

Wherever he lives.

Every child deserves a childhood.

A future.

A fair chance.

That's why UNICEF is there.

For each and every child.

Working day in and day out.

In more than 190 countries and territories.

Reaching the hardest to reach.

The furthest from help.

The most excluded.

It's why we stay to the end.

And never give up.