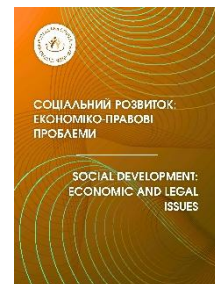




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Housing, Benefits and Compensation for Veterans in the Administrative-Legal Dimension

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ABSTRACT

The article examines the administrative-legal principles of housing, benefits and compensation for veterans in Ukraine. It is established that the current mechanism for the implementation of housing rights is based on a combination of norms of housing, social, military and administrative legislation and the functioning of several autonomous procedural models, which causes regulatory fragmentation and heterogeneity of law enforcement practice. An analysis of the legal mechanisms for providing housing, housing benefits and monetary compensation is carried out; the features of the administrative procedures for their implementation and the competence of public administration entities are determined. Based on a comparative legal analysis, it is proven that modern foreign models are focused on ensuring housing stability by combining compensatory, service and social support instruments. It is substantiated that the key problem of the national system is the lack of a single administrative and legal mechanism for the implementation of veterans' housing rights, an integrated digital environment and unified administrative procedures. The scientific novelty of the study lies in substantiating the concept of transition from a categorically differentiated model of housing provision to a comprehensive administrative and legal mechanism based on the systematization of legislation, digital integration of state registers, standardization of administrative procedures and the introduction of a multi-component model of housing support in accordance with the individual needs of veterans. The proposed approaches can be used in the process of improving state veteran policy and reforming administrative and legal regulation in the field of housing guarantees.

KEYWORDS

administrative and legal provision, housing provision for veterans, housing benefits, monetary compensation, state veteran policy, administrative procedure, public administration, housing stability, social protection, digitalization of public administration.



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СОЦІАЛЬНИЙ РОЗВИТОК: економіко-правові проблеми

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Житлове забезпечення, пільги та компенсації для ветеранів в адміністративно-правовому вимірі

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СТАТТЯ	АНОТАЦІЯ
Дослідницька DOI: 10.70651/3083-6018/2026.6.29 Отримана: 22.04.2026 р. Прийнята: 23.05.2026 р. Опублікована: 25.05.2026 р. Авторське право © 2026 авторів  Цей твір ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0). OPEN  ACCESS	У статті досліджено адміністративно-правові засади житлового забезпечення, пільг і компенсацій для ветеранів в Україні. Встановлено, що чинний механізм реалізації житлових прав ґрунтується на поєднанні норм житлового, соціального, військового та адміністративного законодавства і функціонуванні декількох автономних процедурних моделей, що зумовлює нормативну фрагментарність та неоднорідність правозастосовної практики. Здійснено аналіз правових механізмів надання житла, житлових пільг і грошової компенсації, визначено особливості адміністративних процедур їх реалізації та компетенцію суб'єктів публічної адміністрації. На основі порівняльно-правового аналізу доведено, що сучасні зарубіжні моделі орієнтовані на забезпечення житлової стабільності шляхом поєднання компенсаційних, сервісних та соціальних інструментів підтримки. Обґрунтовано, що ключовою проблемою національної системи є відсутність єдиного адміністративно-правового механізму реалізації житлових прав ветеранів, інтегрованого цифрового середовища та уніфікованих адміністративних процедур. Наукова новизна дослідження полягає в обґрунтуванні концепції переходу від категоріально диференційованої моделі житлового забезпечення до комплексного адміністративно-правового механізму, заснованого на систематизації законодавства, цифровій інтеграції державних реєстрів, стандартизації адміністративних процедур та запровадженні багатокомпонентної моделі житлової підтримки відповідно до індивідуальних потреб ветеранів. Запропоновані підходи можуть бути використані у процесі вдосконалення державної ветеранської політики та реформування адміністративно-правового регулювання у сфері реалізації житлових гарантій. КЛЮЧОВІ СЛОВА адміністративно-правове забезпечення, житлове забезпечення ветеранів, житлові пільги, грошова компенсація, державна ветеранська політика, адміністративна процедура, публічне адміністрування, житлова стабільність, соціальний захист, цифровізація публічного управління.

1. Introduction

The current stage of development of the state veteran policy of Ukraine is accompanied by a significant expansion of the circle of persons who acquire the status of war veterans, which necessitates the improvement of administrative and legal mechanisms for the implementation of social rights guaranteed by the state. One of the most complex and socially significant areas of such policy remains ensuring the right to housing, the effectiveness of the implementation of which directly affects the processes of social adaptation, reintegration and restoration of a full-fledged civilian life of veterans.

In modern international legal doctrine, the right to housing is considered an integral part of the right to an adequate standard of living and includes the provision of housing, guarantees of its accessibility, safety, legal protection and non-discriminatory nature of implementation. The relevant standards are enshrined in Article 11 of the International Covenant on Economic, Social and Cultural Rights, the provisions of which, as interpreted by the UN Committee on Economic, Social and Cultural Rights, impose on states the obligation to ensure the gradual implementation of the right to housing with unconditional observance of the principle of non-discrimination [3].

For war veterans, the implementation of the right to housing acquires a special public-legal meaning, since it is a form of fulfillment by the state of positive social obligations to persons who participated in ensuring the defense of the state and protecting its independence. At the same time, the practical implementation of the relevant guarantees is carried out through a system of administrative procedures that include acquiring a special legal status, maintaining state registers, registering for housing registration, making decisions on the provision of housing benefits, compensations and other forms of state support. Under such conditions, the level of effectiveness of administrative and legal regulation becomes a determining factor in the real provision of veterans' housing rights. The Constitutional Court of Ukraine in its legal position emphasized that the state cannot narrow the scope of social guarantees for veterans without introducing equivalent mechanisms for their compensation, since this contradicts the constitutional obligation to ensure social protection for persons who defended the Fatherland [13].

The urgency of the issue of housing for veterans is also confirmed by the provisions of the Veteran Policy Strategy for the period up to 2030, which states the insufficient effectiveness of the current system of benefits and social guarantees, as well as the presence of significant obstacles in the implementation of veterans' right to housing. This indicates the existence of institutional and administrative-legal dysfunctions that limit veterans' access to state-guaranteed housing mechanisms and require a comprehensive review based on the principles of human-centrism, service orientation of public administration and integrated veterans' policy [14].

In addition, a significant increase in budget allocations for financing housing programs for veterans and family members of deceased servicemen does not eliminate systemic problems in the functioning of the relevant administrative mechanisms, since the effectiveness of the implementation of housing guarantees is determined by the volume of financial resources and the quality of regulatory and legal regulation, transparency of administrative procedures, interdepartmental coordination, as well as the availability of mechanisms for obtaining state support [18].

Despite the active updating of the regulatory framework and the development of state support instruments for veterans, the issue of administrative and legal provision of housing rights, benefits and compensations remains insufficiently developed in domestic legal science. The lack of a comprehensive study of the mechanisms for implementing these guarantees, their institutional interaction and compliance with modern standards of public administration necessitates the scientific understanding of this problem and the substantiation of directions for improving the administrative and legal mechanism for ensuring the housing rights of war veterans in Ukraine.

2. Literature Review

The theoretical foundations of the formation of state policy on social protection of veterans are revealed in the work of E. P. Gordienko, who, based on the analysis of foreign experience, justifies the need for comprehensive regulatory and institutional support for veteran policy [2].

The administrative and legal foundations of social protection of military personnel were studied by S. V. Petkov and S. V. Gubarev, who emphasize the importance of an integrated system of social service

provision, interagency coordination, and service orientation of public administration [6]. O. Kvasnitska and M. M. Biloshkurskyi identified corruption risks in construction projects commissioned by law enforcement and paramilitary agencies and proposed ways to minimize them [4].

Foreign literature is dominated by studies of veterans' housing stability. J. Tsai and R. Rosenheck identified key factors of veteran homelessness, and Y. Peng and co-authors proved the effectiveness of the Housing First model for ensuring long-term housing stability [5; 16].

At the same time, an analysis of scientific sources indicates the lack of comprehensive research into the administrative and legal mechanisms for implementing veterans' rights to housing, benefits, and compensation, which necessitates further scientific study of this problem.

3. Problem Statement

The purpose of the article is a comprehensive analysis of the administrative and legal foundations of housing provision, benefits and compensation for veterans, an assessment of the effectiveness of the current regulatory and legal mechanism for their implementation and a justification of the directions of its improvement, taking into account the modern challenges of state veteran policy.

4. Methods and Materials

The study employed the methods of analysis, synthesis, comparative legal analysis, and a system-structural approach. The empirical basis of the research consisted of the current legislation of Ukraine governing housing provision, benefits, and compensation for veterans, official policy documents, and publicly available materials on the implementation of state veteran policy.

5. Results and Discussion

Administrative and legal regulation of housing, benefits and compensation for veterans in Ukraine is characterized by a multi-level regulatory structure that combines the norms of social, housing and administrative legislation. The basic regulatory and legal act in this area is the Law of Ukraine "On the Status of War Veterans, Guarantees of Their Social Protection", which defines the system of housing and communal benefits for various categories of veterans and establishes guarantees of priority or extraordinary provision of housing for persons in need of improved housing conditions. For certain categories of combatants and persons with disabilities as a result of the war, the legislation establishes special terms and a special procedure for providing housing [10]. In addition, the current mechanism for implementing veterans' housing rights is based on a combination of different models of legal regulation. In particular, the Housing Code of the Ukrainian SSR and the Rules for the Registration of Citizens in Need of Improved Housing Conditions retain the apartment registration system, while the Law of Ukraine "On the Housing Fund for Social Purposes" regulates the functioning of social housing, social apartment registration and specialized housing funds for certain categories of the population. Such a regulatory structure determines the simultaneous functioning of the regular, social-housing and compensation mechanisms for ensuring the housing rights of veterans [11].

An important component of the legal mechanism is the Law of Ukraine "On Social and Legal Protection of Servicemen and Members of Their Families", which establishes state guarantees for providing servicemen with housing or monetary compensation even during military service, which indicates the continuity of housing guarantees and their relationship with the norms of military, housing and social legislation, and requires a comprehensive approach to reforming the relevant sphere [9].

The legal position of the Constitutional Court of Ukraine, set out in Decision No. 12-r/2018, is of significant importance for the development of legal regulation, according to which the state cannot narrow the scope of social guarantees for veterans without introducing equivalent mechanisms for their implementation. This approach forms a constitutional standard, according to which the transformation of housing benefits or compensation mechanisms is allowed only on condition that their real effectiveness and accessibility are preserved [14].

Further development of administrative and legal principles was ensured by the adoption of the Law of Ukraine "On Administrative Procedure", which introduced unified requirements for the activities of public administration entities, in particular regarding the motivation of administrative acts, the

participation of a person in the decision-making procedure and their administrative and judicial appeal. The extension of these provisions to the sphere of housing provision for veterans contributes to an increase in the level of legal certainty and guarantees for the protection of their rights, although the fragmentation of substantive and legal regulation remains [7].

The conceptual principles of further modernization of state policy are defined by the Strategy of Veterans' Policy for the period until 2030, which states the insufficient effectiveness of the current mechanisms of housing provision and the need for their reform. The strategic document considers the right of veterans to housing as a component of a comprehensive policy of reintegration, social support and restoration of human potential, which indicates a transition from a compensation model to a systemic administrative-legal mechanism for ensuring the well-being of veterans [8].

The key element of the modern administrative-legal mechanism for providing housing for veterans is the scope of guarantees provided for by law and the procedure for their implementation. In accordance with the Resolution of the Cabinet of Ministers of Ukraine No. 719 of 19.10.2016, consideration of applications for the assignment of monetary compensation is carried out by a special commission formed at the district or district state administration in the city of Kyiv, and its activities are regulated by a regulation that defines the powers, procedure for making and appealing decisions. Submission of an application is allowed both in paper and electronic form, and the decision to provide compensation is based on verification of the presence of grounds provided for by law, in particular, the person's presence on the housing register. After receipt of budget funds, the compensation is transferred to the applicant's special account in an authorized bank, which indicates the realization of the right to housing through a complex administrative procedure that combines status, social, and procedural criteria [12].

A feature of the current model is the differentiation of housing compensation mechanisms depending on the legal status of recipients. Thus, the assignment of compensation is carried out in accordance with separate regulatory acts: Resolution of the Cabinet of Ministers of Ukraine No. 719 of 19.10.2016 No. 719 – for families of those killed and certain categories of persons with disabilities as a result of the war [12], Resolution No. 280 – for internally displaced persons who participated in the defense of Ukraine's independence [13], and Resolution No. 214 of 07.03.2022 – for certain categories of participants in hostilities on the territory of other states and members of their families [1]. This approach indicates the functioning of a categorically differentiated model of administrative and legal regulation, within which the procedure for implementing housing guarantees is determined by the person's belonging to a specific socio-legal group.

Financial support for the implementation of housing rights of veterans is based on a multi-level model of interaction between state authorities and local self-government. The Ministry of Veterans Affairs of Ukraine distributes budget subventions between local budgets, while the consideration of individual applications and the adoption of administrative decisions are entrusted to authorized structural units and special commissions at the local level. This model shows that the implementation of the right to housing compensation depends on the coordinated functioning of budgetary and administrative mechanisms that form a single system of public administration in the field of housing for veterans [17].

A comparative legal analysis shows that modern models of housing for veterans are formed according to two main concepts. The first assumes the existence of a special institution of veteran housing law, typical of the continental legal tradition; the second is the integration of veterans into the general system of housing policy with the use of special support programs for certain categories of persons. The Ukrainian model combines elements of both approaches, but is characterized by the absence of a single conceptual and regulatory framework, which negatively affects the integrity of the mechanism for implementing veterans' housing rights [18].

Unlike the USA, the UK and Canada, where housing support for veterans is integrated into the general system of social and housing policy with the use of targeted programs, the Croatian model is based on special regulatory regulation and the functioning of separate mechanisms of state support for veterans. Such experience shows that the effectiveness of housing policy is determined not by the choice between special or general instruments, but by the level of their regulatory coherence, administrative capacity and procedural certainty.

The results of the study allow us to state the presence of a number of systemic problems in the administrative and legal provision of housing rights for veterans in Ukraine.

First of all, the current regulatory framework is characterized by a high level of fragmentation. The legal grounds for providing housing, benefits and compensation are contained in a significant number of laws and subordinate regulations, which complicates the formation of a single mechanism for implementing the relevant guarantees. At the same time, the Strategy for Veteran Policy until 2030 officially recognizes the insufficient effectiveness of the existing system of social guarantees and the need for its comprehensive renewal [15]

The second systemic deficiency is the combination of two different criteria for acquiring the right to housing – the special status of a veteran and recognition of a person as requiring improved housing conditions. The preservation of the housing registration mechanism, formed in a different socio-economic system, significantly complicates the implementation of rights guaranteed by the state and leads to the expansion of the practice of applying monetary compensation as an alternative method of providing housing.

An important problem remains the complex organization of administrative procedures, which involves the consistent participation of several subjects of power and the implementation of a multi-stage decision-making mechanism. Such a design increases the administrative burden, creates risks of uneven law enforcement practice and reduces the efficiency of the implementation of housing guarantees.

The insufficient level of digital integration of information resources requires special attention. The lack of full interaction between veterans' registers, the housing accounting system and other state information bases makes it difficult to assess the real need for housing, plan budget expenditures and ensure the unity of administrative practice.

The comparative analysis also showed the limitations of state support instruments. While foreign models use a comprehensive approach that includes supported living, rental programs, social support and adaptation of housing to the needs of veterans, the domestic system is actually focused on providing housing and communal benefits and monetary compensation, which significantly narrows the possibilities of a differentiated response to different life situations of veterans.

Therefore, based on the analysis conducted, we can state that the main problem of the modern model is the lack of a holistic administrative and legal mechanism for the implementation of housing guarantees, based on the unity of regulatory regulation, the integration of administrative procedures, the digital interaction of state registers and the use of multi-component housing support instruments in accordance with the individual needs of veterans.

Given the above, further improvement of the administrative and legal mechanism for housing support for veterans requires a comprehensive review of its regulatory, institutional and procedural components.

The primary direction should be the systematization of legislation by forming a single legal mechanism for the implementation of housing guarantees for veterans. It is advisable to fix in one regulatory and legal act the subject composition, types of housing support, conditions for acquiring the right, the procedure for determining the amount of compensation, the terms of its provision, the grounds for termination of the right and procedures for administrative and judicial appeal. Such an approach will ensure the consistency of legal regulation with the constitutional standards of social protection and the principles of the Law of Ukraine "On Administrative Procedure".

An equally important direction is the creation of an integrated digital infrastructure for housing support for veterans based on the interaction of the Unified State Register of War Veterans, housing accounting systems, registers of compensation recipients and information resources of local governments. The digitalization of administrative procedures will help increase their transparency, reduce the terms of consideration of cases and ensure the unity of law enforcement practice.

The existing model of housing support, which today is mainly focused on providing monetary compensation for the purchase of housing, also needs to be revised. An analysis of foreign experience indicates the feasibility of forming a multi-component system that will combine compensation mechanisms, rental support, supported living, adaptation of housing for persons with disabilities and social support for veterans with complex needs. This approach corresponds to modern international practices for ensuring housing stability and will contribute to increasing the effectiveness of state policy.

A separate direction for improvement should be the unification of administrative procedures for the activities of local housing commissions. It is advisable to supplement the regulatory framework with uniform requirements regarding standards of proof, a list of required documents, motivation of

administrative acts, ensuring the right of a person to participate in the proceedings, procedural deadlines and the procedure for administrative and judicial appeal of decisions.

An important component of the reform is the improvement of the financial mechanism for the implementation of housing guarantees. Legislative consolidation of the procedure for regular revision of the estimated cost of housing, forecasting budget needs and ensuring the possibility of using compensation regardless of the region of residence will contribute to increasing the stability and predictability of state policy in this area.

A promising direction for the development of the domestic model is also the formation of a preventive system for ensuring housing stability for veterans. In contrast to the current approach, which is focused mainly on responding after the emergence of a housing problem, it is advisable to introduce early support mechanisms that will include short-term rental assistance, crisis accommodation, social support and integration of housing programs with medical, psychological and rehabilitation services. The implementation of these measures will contribute to the transition from a compensation model to a modern system of ensuring housing stability for veterans, based on the principles of comprehensiveness, accessibility, and people-centeredness of public administration.

6. Conclusions

As a result of the study, it was established that the administrative and legal mechanism for housing provision, benefits, and compensation for veterans in Ukraine is characterized by fragmented regulation and a plurality of procedural mechanisms, which reduces the effectiveness of implementing the social rights guaranteed by the state.

It is substantiated that the key problems of the functioning of the current model are the dispersion of the regulatory and legal framework, the combination of status and needs-based approaches to the provision of housing, insufficient integration of information systems and the complexity of administrative procedures. A comparative analysis of foreign experience has demonstrated the feasibility of combining special veteran guarantees with modern mechanisms to ensure housing stability and service-oriented public administration.

It is proven that increasing the effectiveness of state policy in this area requires the formation of a single administrative and legal mechanism for the implementation of veterans' housing rights based on the systematization of legislation, digital integration of registers, unification of administrative procedures and expansion of housing support instruments in accordance with modern international standards.

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19. *Yak otrymaty kompensatsiiu na prydbannia zhytla: khto maie pravo, kudy zvertatysia, perelik dokumentiv* [How to obtain compensation for housing purchase: eligibility, application procedure and required documents] (n.d.). *Ministerstvo u spravakh veteraniv Ukrainy*. <https://mva.gov.ua/ua/news/yak-otrimati-kompensatsiyu-na-pridbannya-zhitla-hto-maye-pravo-kudi-zvertatisya-perelik-dokumentiv> (in Ukrainian)