FEASIBILITY Study of development *a veteran-centric Delivery Model* of the Ministry of veteranS’ affairs of Ukraine

**Picture 1**

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## Preface

This report documents a feasibility study conducted in response to the Minister for Veterans’ Affairs of Ukraine interest to continue the work done yet with the NATO Representation to Ukraine *Military Career Transition Programme*.

The North Atlantic Council meeting on 5 March 2014 decided to intensify cooperation with Ukraine within the framework of the NATO-Ukraine Distinctive Partnership. On 1 April 2014, NATO Foreign Ministers agreed on *Measures to Support Ukraine in the Framework of the Distinctive Partnership.* Those measures include, among others, “providing additional support to the retraining of released or retired military personnel and assisting Ukraine in managing the socio-economic consequences of defence reform.”

At the Wales Summit (4-5 September 2014), heads of NATO states and governments recognised the importance of not only honouring but also supporting the militaries and their families while serving and transitioning to civilian life:

“We value the service and respect the commitment of each nation’s Armed Forces personnel and their families. They must know that their sacrifices are not forgotten when they return home, that they will continue to be looked after if they are wounded and when they retire, and that their families will continue to be supported if they are killed. We affirm the importance we collectively attach to this, and commend the efforts being made across the Alliance to maintain and strengthen the bonds between our Armed Forces and the societies from which they come. We will seek to enhance the sharing of best practices and lessons learned in support of our Armed Forces personnel and their families, including on our national approaches to providing medical care to injured personnel and support to families.”[[1]](#footnote-1)

In Wales, the Allied nations also declared their enhanced support to Ukraine by strengthening the cooperation within the framework of the ANP through sustainable capacity building programmes. The *NATO-Ukraine Military Career Transition Trust Fund* (MCT TF) was among those new substantial programmes. The MCT TF, under the Lead Nation - Norway, was active since 1 June 2015. The implementation programme’ principal objective was “to assist in developing and implementing a sustainable, effective and integrated approach to the military career transition, embedded in the personnel management function of the Ukrainian Armed Forces and other state organs with military formations.” NATO contribution to the Ukrainian veterans includes:

2015 through 2018: The Military Career Transition Trust Fund Programme operated under policy guidance formulated by the Ministry of Defence’ leadership. Under the inter-ministerial Steering Committee, a Working Group developed MCT model concurred by all participating state organisations.

2018: Request to update MCT’s scope towards extension of its responsibilities in order to integrate MCT into the functional approach of the Minveterans (addressed through MCT assessment).

2019: Following the findings of the assessment, in July 2019, MCT Phase II proposal was sent by Vice Prime Minister to the NATO Secretary General, requesting support of MCT Phase II implementation. In September 2019, the Minister for Veterans’ Affairs enhanced further the request by presenting the MCT TF Phase II proposal at the Joint Working Group on Defense Reform at NATO Headquarters.

2020: Seven Capacity and Institution Building projects in assisting Minveterans were undertaken. As of December 2020, resettlement courses were provided for 556 graduates.

On 27 February 2018, the *Verkhovna Rada*of Ukraine adopted Resolution No. 7505 on an appeal[[2]](#footnote-2) to the Cabinet of Ministers of Ukraine regarding the Ministry of Veterans' Affairs (Minveterans, the Ministry). The initiative was undertaken in response to the growing demands for a consolidated, effective, and sustainable veterans' policy in a time of critical national security and defence challenges. The Ministry's priorities were primed based on consultations with veterans' organisations and civil society organisations (CSOs) with essential contributions to medical, legal, professional retraining and social adaptation support. The authorities recognised the inherited policy model and procedures as no longer sufficient to cope with a significant veteran population's expanding need. The immediate aim was to establish an efficient mechanism for coordination between various institutional actors responsible for veterans' and departing service members, the society, and the private sector, which would result in effective transition assistance. The Minveterans' long-term vision is about building a veteran-centric organisation (VCO) to deliver services effectively, efficiently, and timely with respect and care.

The feasibility study was undertaken to frame a viable idea on how the Ministry of Veterans’ Affairs of Ukraine may function as a veteran-centric organisation with a modern service delivery model (SDM). From the institution-building perspective, putting the delivery model ahead of building the ministerial organisation is the right way to advance its effectiveness, value for the veterans, and political viability. The service delivery model is the core of any customer-centric public institution. It is the sticking point in which the veterans’ demands should meet the policy and societal recognition. Such service delivery may work only if the veterans participate in policymaking and service delivery design – this philosophy is called *co-creation*.

However, a feasibility study at the public policy and administration level is a time-consuming and expensive process. In most Eastern European countries, during the political transition, the feasibility studies of institutional arrangements were rare, if any. The central administration was either inherited or developed as situational political ideas. As a result, some of the reformed institutions worked improperly, and the new ideas failed shortly.[[3]](#footnote-3) According to Tatum (2011), the cost of conducting a feasibility study is much less than the large number of resources needed to start a state department, which might ultimately prove to be worthless. Nothing to say about the political confusion and public confidence.

### Disclaimer

The authors prepared this report for the NATO Representation to Ukraine/NATO Liaison Office (NRU). The Programme Manager on Building Integrity, Military Career Transition, Psychological Rehabilitation, and Resettlement provided guidance and essential support to the study. However, the research solely reflects the authors’ opinion and does not represent the referred institution in any way. The text is not a “NATO publication”, and only NRU may use this deliverable for any objectives and purpose. 

### Abbreviations

AFU – The Armed Forces of Ukraine

ATO – Anti-terrorist Operation (Ukraine)

AVF – All-volunteer forces

CabMin, Cabinet of Ministers, Government – The Cabinet of Ministers of Ukraine

CSO – Civil society organisation

CV - Combat veteran(s)

EA – Enterprise architecture

EC – The European Commission

EU – The European Union

FLA – Free legal aid

HRM – Human resource management

IDPs - Internally displaced person(s)

ISO – International Organization for Standardization

IT – Information technology

JFO – Joint Forces Operation (Ukraine)

LA - Legal act(s)

LA - Local authorities

LU - Law of Ukraine

MCT – Military-to-civilian transition

MCTS – Military Career Transition System (NATO – Ukraine Trust Fund on Military Career Transition)

MES – Ministry of Education and Science of Ukraine

MH – Ministry of Health of Ukraine

MinFigures – Ministry of Digital Transformation of Ukraine

MinFin – Ministry of Finance of Ukraine

Ministry of Economy – Ministry of Economic Development, Trade and Agriculture

MinJustice – Ministry of Justice of Ukraine

Minregional Development – Ministry of Development of Communities and Territories of Ukraine

Minsocial Affairs, Minsocial Policy – Ministry of Social Policy of Ukraine

Minveterans, Ministry – Ministry of Veterans‘ Affairs of Ukraine

MLC – Military Life Cycle (concept)

MOD – Ministry of Defence of Ukraine

NAUCSA – National Agency of Ukraine for Civil Service Affairs

NCOs – Non-commissioned officers (sergeants)

NGO – Non-governmental organisation

NRU – NATO Representation to Ukraine

OECD – Organisation for Economic Co-operation and Development

OSCE – Organisation for Security Co-operation in Europe

PAR – Public administration reform

PR – Public relations

PSO – Public service organisation

PTSD – Post-traumatic stress disorder

QMS – Quality Management System

The Service – A volunteer or compulsory military service as defined by law (as an institution)

SIGMA – Support for Improvement in Governance and Management

SDM – Service delivery model

SDS – Service delivery system

SIT – Success in transition Model (USA)

SOP – Standard operating procedures

TACIS – (The European Commission’) Technical Assistance to the Commonwealth of Independent States and Georgia Programme

TAP – Transition Assistance Program (USA)

VCO – Veteran-centric organisation

VR – Verkhovna Rada (the Parliament of Ukraine)

VRM – Veteran relationship management

WHO – United Nations World Health Organization

WWII – World War Two

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**Feasibility Study**

**of Development *a Veteran-Centric Delivery Model* of the Ministry of Veterans’ Affairs of Ukraine**

## Introduction

Ukraine is coping with the challenges of war veterans and military Service leavers since the days of sovereignty. Dealing with the allocation of hundreds of thousands of militaries redeployed from Central Europe back to the Soviet Union and later discharging most of them was a tremendous burden for the newly established democratic powers. The law “On Social and Legal Protection of Military Personnel and Their Families” was approved in 1991. In 1996, the Government introduced the first comprehensive programme for social adaptation of the discharged militaries. The National Coordination Centre[[4]](#footnote-4) was established to manage the inter-agency support provided to various veterans’ groups. Both the Programme and Centre had no Government funding and relayed on foreign sponsorship. Donors were The International Renaissance Foundation, Norway sponsored “International Foundation for Social Adaptation”, the German Government, NATO, European Commission’s TACIS programmes, the UK Ministry of Defence, and OECE.[[5]](#footnote-5) The responsible agencies introduced many “good practices” of the military transition to civilian life, hundreds of experts got specialised training, and various supporting materials were published. The training was provided in a decentralised manner in more than 50 sites. About 60-70 per cent of the ex-militaries were employed within six months. NATO funded resettlement programme engaged nearly 12,000 people for 20 years with an effectiveness of over 75 per cent.

However, these efforts did not establish a coherent and sustainable system of norms, structures, programs and procedures for decent veterans’ support and care. Instead, the endless amendments of the various regulations and poorly coordinated functions of more than 20 authorised institutions created chaos and disappointment.[[6]](#footnote-6) The inherited Soviet scheme of veterans’ benefits and delivery system were not reformed despite their apparent ineffectiveness. Choosing between the long-term socio-economic prospects and the risk of losing a credible electorate's loyalty, the governments always gave an advantage to the latter. As a result, the comprehended definition of a “veteran” (extended towards the other-than-armed forces organisations) became a millstone for an already weak and chaotic system. The experts (IOM, 2020; Lesia Vasilenko Ibid.) highlighted some primary sources of implementation chaos:

* The vast and contradictory legislation.
* The unclear categorisation of veterans (e.g., one active military servant could be categorised simultaneously in four veteran categories).
* The inability to build a consolidated and shared information system and, respectively, an evidence-based policy.
* The failure to define the “owner” of the veterans’ policy and establish an effective coordination mechanism.
* The chronic underfunding.
* The lack of transparency and accountability for the policy outcomes.
* The low level of usage of public-private partnerships and other flexible solutions.

The Revolution of Dignity and following Russian Federation military aggression are game changers for almost everything in Ukraine, including the veterans’ affairs. Tens of thousands of Ukrainians volunteered to defend their country. Freedom activists from the Maidan uprising went to the frontlines, supplied, and supported the Ukrainian military in Donbas during their most profound critical situations. There are many consequences of such never seen before mobilisation; however, those that directly affect the veterans’ problematic include, but are not limited to:

* *The veterans’ problem turned from a society into a national security strategic issue and quickly rose as an immediate political priority*.[[7]](#footnote-7) The Government can no longer avoid the formulation of a long-term veterans’ policy.
* *Ukraine has a legally defined comprehensive system of support for veterans*, including compensations, health care, rehabilitation, transition support, and other services. However, those services' delivery does not meet either the political promises or the veterans' demands and real needs.
* *While many veterans successfully transition and quickly re-establish civilian lives, some struggle to address the challenges they experience when they leave the military*. Those engaged in combat and other high-risk operations can be deeply affected. In many cases, the service consequences do not become evident until several years after leaving. The health and well-being of family members can also be severely harmed by a veteran’s death, trauma, injury, chronic illness and disability.
* *The flow of new veterans has exceeded the capacity of the already ineffective veterans support organisation*. Finding an adequate and lasting organisational solution for the veterans' policy has become a priority of critically demanded administrative and security sector reforms. War veterans, ATO/JFO veterans, and military Service leavers have some shared needs of support, but the basic are very different and require specific sub-policy arrangements. The same is true for the veterans of the armed forces and those from the other military formations. Building a veteran-centric system for care, support, and honouring the military veterans is now a political commitment.
* *The military career transition, social adaptation, and re-employment of those leaving the military Service are directly linked to the Armed Forces of Ukraine (AFU).* Supplying the AFU with personnel requires an entirely reformed human resource management system (HRM) in which military recruitment, retention, and transition are seen as bounded and mutually reinforcing components.
* *The war in the Donbas continues to rage on* as Ukraine struggles to care for and reintegrate nearly 400,000 veterans and volunteer combatants, 385,000 of which from ATO/JFO and 13, 000 are legally disabled.[[8]](#footnote-8)
* The difficulty of supporting veterans is a severe problem for Ukraine's security sector and complicates its transition to democracy. The European Union, NATO, and member states estimate the problem's seriousness and have declared a strong interest and willingness to provide any requested support.

The scale of the needs and number of veterans requiring support is likely to continue to rise in the coming years. The economic recovery of Ukraine is recently slower, and thus veterans are likely to continue to struggle to find employment without direct assistance from the state, social and international partners. Civil society and veterans’ organisations, despite significant in numbers, are not enough consolidated and secured with independent funding to operate without donorship. However, the exhaustion of the possibilities of the current veteran politics and practice is apparent. Without advancement and sensible outcomes, some political factors may revisit the existence of Minveterans as a central government body on veterans' affairs.[[9]](#footnote-9)

### Approach

This study's departure point assumes no functional government system of defining, resourcing and implementing a systematic veterans' policy. Instead, there is an inclusive definition of a "veteran," applied to several security sector organisations additionally to the Armed Forces. The legal arrangements include many loosely coordinated laws that mostly add to the overburdened system of privileges. The funding is provided to some "measures" rather than to policy and strategy. There is an insufficient institutional capacity to deal with growing requirements and demands. Chapter II provides a comprehensive review of the current situation across the veterans’ population and the ability of Minveterans to perform its tasks efficiently.

The Ministry of Veterans Affairs’ creation provides an opportunity to break away from the traditional bureaucratic approach, introducing a veteran-centric orientation with a service delivery model to meet the highest veterans' expectations and needs. As the European Union (EU) sees it in a broader context, the presumption is that a well-functioning veterans' affairs administration “has advantages and benefits both for individuals and the state.”[[10]](#footnote-10) Encompassing and consolidating the political will and responsibilities, government policy and resources, institutional and private capacities, and societal interests would enable Ukraine to set up and achieve high-level political objectives. They may have an overall social impact and a direct reflection on the peoples' will to serve and volunteer for the country's national security and defence. This approach is in line with the EU *2020 Strategy of the Public Administration Reform* and the *Action Plan* for its implementation in conformity with European standards of good governance. The *Strategy* envisages five main areas of public administration reform: shifting the ministries' focus to policy formation; improving the quality of government decisions; explicit subordination and allocation of functions; enhancing the quality of administrative services; forming a professional public service.[[11]](#footnote-11)

The feasibility study was implemented by looking beyond the current veteran-related legal arrangements and institutional design for identifying three strategic and socio-political objectives for the veterans’ policy and the Minveterans.

First, the *veterans’ politics and policy contribute to broader national development and security.* Development and security are not separable, and the veterans supply both with unique experience, patriotism, moral, and skills. This objective reflects the macro-governance of veterans’ affairs. It encompasses a comprehensive stakeholders' approach and whole-of-government arrangements for strategy and policy formulation, developing norms, defining the eligibility for support criteria, budgeting and resourcing, setting out the transition framework and standards, and evaluating policy outcomes.

Second, Minveterans needs to establish *interactive veteran-centric policymaking and service delivery systems* for effective and efficient use of the available resources. This objective's achievement involves defining "successful veteran's transition" to civilian life and regressive identification of the critical process and capabilities necessary to have it done. The system's interactivity is the core characteristic aimed to increase *veterans' role* in policymaking and implementation.

Third, *Minveterans should align policy and the institutional performance to the European standards in democratic consolidation, integrity, respect to the human rights and citizens freedoms, transparency and accountability*. These crosscutting issues reflect the Minveterans' development as a consolidated democratic institution that contributes to improving democracy and good governance.

The three strategic and socio-political objectives reflect the way the European Commission (EC) structures its public administration reform (PAR) guidance to the prospective members.[[12]](#footnote-12) They also provide a reasonable ground for adapting advanced practices in dealing with the veterans’ problems.[[13]](#footnote-13)

Further, the study describes the meaning of “successful transition,” according to the concepts of “veterans’ wellbeing,” “life cycle support,” and “interactivity.” These concepts are not recently used in Ukraine. However, they suggest the most promising approach to finding concrete and sustainable solutions to the veterans’ problems applied by the advanced countries as strategic objectives.

On that basis, the study elaborates a framework of veterans’ policy processes, capabilities, and structures. Taken in their wholeness, they represent the veteran-centric character of Minveterans and its service delivery system. Developing Minveterans is about putting “veterans and their families first” in the institutional mentality, way of thinking, and decision making. *Interactivity* steps the system beyond the simple delivery of services, making the veterans a part of the solution instead of the problem. Such an approach may directly impact the veterans, providing the services they need, where and when they need them, and during their life journey. On the other hand, the interactive veterans' policy may help restore public confidence that veterans and their families' wellbeing are the politicians' dedicated focus and that their real mission is to care.

This independent, “third-party” feasibility study does not have the ambition to find answers to all significant and minor problems in a single shot. It is designed to empower the Minveterans’ leadership and staff with ideas and recommendations for an informed discussion about the necessary long-term decisions regarding the military veterans of Ukraine. However*, their application hardly could be achieved without calling into question the entire veterans' affairs system and even beyond. Making a fundamental shift in how the Minveterans delivers services to veterans and their families will require steady attention and progress over several years.*

### Study scope, methods, and limits

The feasibility study encompasses the political and administrative segment of the veterans' affairs in Ukraine, having the veteran-centricity concept's applicability to the Minveterans and its service delivery system in focus. To that task, the study steps on a comprehensive assessment of the current veterans’ affairs and the Minveterans ability to perform its mission effectively; provide ideas and recommendations for the Minveterans institutional model; elaborates on a veteran-centric service delivery system. This report proposes a framework approach of searching for ways to serving better the military heroes and veterans of Ukraine.

The following methods were used to collect, structure, and analyse information and for institutional design:

* Semi-structured interviews with veteran organisations and individuals and the current Minveterans’ staff.
* Review and analysis of legal, conceptual, and policy documents.
* Analysis of appropriate private and independent evaluations and monitoring reports, institutional statistics and annual reports.
* Selection and adaptation of relevant “good practices” in veterans’ policy (Ratchev, 2020).
* Institution-building constructive work based on veteran centricity in two parts: “organisational design” based on “vision-mission-functions-processes” approach, and development of a service delivery model.

Due to the relatively limited time and resources, essential aspects of the Minveterans’ strategy for development need additional feasibility assessment. Further efforts may include feasibility studies of:

* Stakeholders’ attitudes regarding the future of veterans’ support, care, and benefits.
* Legal, normative, and standardisation arrangements, necessary to introduce veteran-centricity.
* Required financial, personnel, material, and other resources.
* Regional and local capabilities to support the veterans.
* Information and communication capabilities for strengthening the interactive aspect of veteran-centricity.
* Research and analysis.
* Policy performance and outcomes’ validation and measurement.
* Others.

Even completed, the feasibility study is only a part of the work necessary to develop the Minveterans as an effective, efficient, and accountable institution. As a consecutive step, a *feasibility trial* and a *pilot study* should improve the veterans’ policy outcomes.

However, there is no silver bullet for such comprehensive and profound innovation.  *The study provides the Minveterans with the necessary reforms' strategic orientation, rather than detailed guidance and ready-made solutions.*

## The veterans’ policy at a glance

Annex A provides wide-ranging information on the current veterans’ affairs in terms of legislation, policy, programmes and outcomes. Bringing these viewpoints together, one can see the Ukrainian veterans as a comprehensive and sensitive issue that results from an exceptional military tradition, contemporary struggle for sovereignty and identity, and the ongoing war in the country. The long-term approach in framing and regulating the country’s veterans’ affairs combines historical developments with the successive security, political, social, and economical contingent factors’ impact. The established combination of inherited Soviet “exclusive” system of veterans benefits and privileges and the need of applying a modern veteran-centric approach for delivering tailored services to about 1.2 million beneficiaries is the essence of the current reform challenges.[[14]](#footnote-14) The report considered the following framing factors:

*Definition of a “veteran”*

There is not a single definition of a “veteran” in the Ukrainian primary legislation. Instead, there are two basic categories – “war veterans” and “veterans of the military service”, in which various protected definitions of a “veteran” are defined.

The category of “war veterans” is divided into participants of combat operations, disabled war veterans, and participants in numerous specific cases and support functions during wars (not combatants).

The definition encompasses generations of veterans from WWII, through the Soviet Union’s invasion of Afghanistan, post-Cold war peacekeeping operations, the Revolution of Dignity and the ongoing JFO in the Donbas area. Each protected definition creates a veterans’ sub-group with specific demands and needs that require an adapted service delivery system with a considerable delivery capacity and significant funding. The veteran sub-groups also have different dynamics that entails sensitive internal prioritisation.

The definition does not focus on combatants and ex-militaries only. Instead, it includes various categories of civilians and people who have never been militaries, which partially levels down the value of the veteran's status as a defender of the Motherland, a person who performed the responsibilities of military service, risking the life and health.

The category “veterans of the military service” is combined with veterans of law enforcement agencies, tax police, firefighting departments, State Service for Special Communication and Information Protection and State Criminal Execution Service regarding their “social protection.”

The same system cannot meet the needs of support to this category as for the war veterans or at least the system needs two parallel branches for this. According to the international “good practices”, the legislation envisages “social and professional adaptation” that should include all military human resources management components and end with successful military transition to civilian life. However, the military service in the Armed Forces and other organisations with military units produces veterans with different needs than law enforcement agencies, and the “successful transition” has additional content.

The current legislation for regulating “social and professional adaptation” does not include families of militaries and veterans. The gender aspect is also not regulated.

*System of veterans’ benefits*

The Ukrainian legislation (laws of Ukraine, decrees of the President of Ukraine, resolutions of the Cabinet of Ministers and other bylaws) provides a vast number of privileges, benefits, social guarantees, bonuses, and indemnifications. Many of them are inherited from the Soviet system, making the veterans an “exclusive” community and having little relevance to contemporary Ukrainian realities. Others are established to partially reflect the current needs of specific sub-groups (e.g., delivery of arable land to ATO/JFO participants is not supported further to help them become farmers).

In general, it is difficult to say that the granted privileges constitute a “system” in which the benefits, combined with tailored services, contributes to the veterans’ well-being and social resilience. Instead, most of the benefits are provided as “products” without any further support and care – a fact that is considered one of the main reasons for the veterans’ policy low efficiency. They are delivered in a unified manner without distinguishing and considering the needs of different categories of beneficiaries according to their age, socio-economic status, experience, place of residence, and others. The essential needs of the rapidly growing contingent of combat veterans from the JFO are not always clear to the veterans’ authorities, there are no mechanisms to identify and timely meet such needs, there is a lack of experienced professionals like psychologists, doctors, social workers, and others who adequately understand the veteran issues.

*Legal-to-institutional arrangements*

The legal framework prescribes specific responsibilities of various government agencies, which are not interlinked, as shared idea-driven legislation. Concerning the two basic categories – “war veterans” and “veterans of the military service”, the former is provided with a single central agency. In contrast, the services to the latter are still dispensed between various institutions that mostly have nothing familiar with the military service.

The Ministry of Veterans' Affairs of Ukraine was established in 2018 as the only central executive body responsible for the *formulation* and *implementation* of veterans’ policy regarding the war combatants, persons with disabilities as a result of the war, victims of the Revolution of Dignity, participants in wars and conflicts, families of fallen (deceased) and missed in action veterans. Its organisational design is following the concept of public administration reform. Directorates are formed according to the areas of work. Regarding the formulation of veterans’ policy, the organisation might be relevant. However, the policy implementation largely remains in the mandate of other government agencies (e.g., the most significant payment within the veterans’ policy is made not by the Minveterans but the Ministry of Social Policy), being scattered between different structures at both government and local level. Such an approach is possible, as a single institution could hardly meet the needs of a massive number of veterans. Still, it requires adequate arrangements at the primary legislation level that does not exist yet.

The veterans of military service suffer from the lack of a single central authority. The provision of “social and professional adaptation” to the ex-military personnel is made complicated to the maximum and effective to the minimum. First, adaptation support is envisaged only to those discharged from service due to organisational reforms or illness and those who served not less than ten years. Second, the legislation creates a confusing opportunity that personnel from a military unit that has participated in the JFO to be a contingent of the Minveterans for all benefits and services. In contrast, the others from the same unit may get social and professional adaptation support or no support, *despite that the choice is not theirs.* Third, the primary legislation does not envisage which institution will provide what kind of support and how.

*Minveterans’ mission, functions and capacity*

The public administration reform in Ukraine is driven by the *Strategy for Reforming the Civil Service and Service in Local Self-Government Bodies in Ukraine until 2017*[[15]](#footnote-15)*.* To a large extent, the Strategy introduced missions and functions of the ministries according to the established “good practices”: definition of priorities; policy proposals and planning; legislative proposals; inter-ministerial coordination; implementation; monitoring and evaluation.

Accordingly, the Ministry of Veterans' Affairs mission is to create conditions under which every veteran, members of his/her family, widows and orphans feel protection and care of the state and respect of society. Purposefully or intuitively, for the first time, a ministerial mission was formulated from the citizen-veteran’ perspective, not the institution. That means the indicators for accomplishing the mission must be seen in how the veterans estimate the quality of policy implementation instead of the number of events and measures undertaken administratively. Currently, the Minveterans has no responsibilities regarding the veterans of military service.

The institutional vision is also defined in a new manner. The Ministry envisagesensuring the provision of services following the veterans and their families’ *needs*. Such policy re-focusing entails reviewing and re-designing the benefits and services portfolio, transition from “delivery” to support and care, and establishing live communications with the veterans during both policy formulation and execution.

However, the weaker components of the Minveterans’ business model seem the implementation, monitoring and evaluation. There are two critical problems. First, some of the most significant veterans’ policy issues remain in other ministries’ domains like education, medical services, psychological rehabilitation, image-making, etc. Since 2021, the Minveterans leading role in policy formulation on those issues has been reduced – this does not undermine the need for a whole-of-government approach but illustrates the direction of necessary conceptual reforms. The constant change in the scope and functions of the Ministry reduces its stability and effectiveness and can dangerously undermine the veterans’ confidence in the institution.

Second, from the overall 325 Ministry’ staff members, 125 are in the 25 regional offices (five persons in each!) that have to deliver services and benefits by running ministerial and inter-ministerial programmes and projects.[[16]](#footnote-16) Those people have to meet the needs of about 1 million war veterans and family members! The understaffed with relevant specialists’ territorial units cannot ensure the realisation of the Ministerial goal to provide the necessary information and counselling assistance in remote areas and to veterans with limited mobility.

Currently, Minveterans has three strategic priorities: to restore the full-quality life of war veterans and those eligible for support; to create conditions for re-integration of war veterans in the civil life by providing opportunities for education, professional development, active self-employment, starting and running their own business and creating workplaces; to maintain the positive image of war veterans and public memory and respect to their sacrifice.[[17]](#footnote-17) Some of the implementation shortcomings include:

* Part of the Ministry’s goals for 2020 remain unrealised. The Unified Register of Veterans has not been created despite a developer has already been identified and a technical task has been set up. The introduction of “E-Veteran” service also misses the deadline, although there are an established legal framework and available technical capacity. The possibility of obtaining benefits without approaching directly public offices given the quarantine restrictions in Ukraine is seen recently as a critical service.
* The monitoring systems of veterans are not implemented yet. In part, this may be due to the negative impact of the pandemic and the introduction of restrictions on receiving citizens by government agencies. Implementation of a different system of medical guarantees for veterans requires cooperation with the Ministry of Health of Ukraine and changes to the veterans’ system of state support.
* The development of the Minveterans platform to coordinate actions of the veteran community, civil society organisations, and international partners is delayed, partially due to the overall underdevelopment of the Minveterans’ territorial component.
* These shortcomings need to be remedied through the development of institutional capacity (internal and external audits of the Ministry and its units), involvement of territorial bodies in the development of the Ministry, identification of persons responsible for the implementation of the programmes.
* To cope with the implementation challenges, the Ministry seeks to develop further the institutional capacity, contract out-sourcing services by psychologists, social workers, doctors, and others; create a single service centres for veterans and their families as *Veterans’ Spaces* – a combination of service centres and Minveterans’ territorial units and establish mobile service teams.

*Veterans’ policy funding*

The Minveterans budget, despite being organised in “budgeting programmes,” is a line-item type. It provides information about what groups of budget categories will be financed instead of informing about objectives and outcomes. The line-items figures do not illustrate any synergy effect on veterans’ well-being and raise questions about the budget structure’ rationale. For example, the weightiest amounts are devoted to social cash payments and compensations for housing and much less for retraining and employment. An important achievement is the dedication of some budget to support the veterans’ organisations that may provide services, care, commemoration, and other support directly to the veterans.

The budget type and structure are of paramount importance for the objectives-driven policy that is demanded by the veterans and envisaged by the leadership. Introduction of programme-based resource management following both the policy objectives and veterans’ needs would be a relevant and reform opening solution.

*The whole-of-government approach*

The Cabinet of Ministers, applying a whole-of-government approach, directs and coordinates the activities of ministries, defining strategic goals, key tasks and priorities. A significant development in the veterans’ domain is horizontal interagency coordination and cooperation through commissions and collaborative projects. Commissions are established to grant and revoke the status of combatant to certain categories, to appoint a lump sum payment in case of decease (death) or disability due to injury (contusion, trauma or mutilation) if they occurred under certain conditions, to perpetuate the memory of people who died or deceased while performing combat missions in the ATO/JFO as members of volunteer military units, and others.

The collaborative projects are also of high value for the veterans, especially the *Free Legal Aid* with the Ministry of Justice and *Affordable Housing* programme with the Ministry for Communities and Territories Development. However, the lack of interest from the ministries of defence and social policy for contributing to the veterans’ support is noticeable. The administration of many services for veterans, their families, and family members of the victims is still carried out by social protection structures, employment centres, military commissariats, and others that belong to these ministries.

However, such interactions do not always give the desired results. Minveterans has difficult communications with the Ministry of Social Policy that does not provide statistical information on the veterans on issues like the annual cash payments made and their amount.

*Veterans’ confidence*

The Ukrainian veterans are too colourful social groups in terms of age, military experience, living and working conditions, and others to be considered a unified community. However, regarding the Minveterans, the initial loyalty was based most of all on a positive attitude to the stated goals and objectives of the Ministry and the open and collaborative style of the first Minister of Veterans’ Affairs, Mrs Iryna Friz. The support, expressed by a large part of the veteran community, actually saved the Ministry during the governmental reshuffling in 2019.

The Minveterans’ communication capacity is still at the initial level of development. The Ministry manages a website for communication with the target audience, where primary and operational information is available. Information platforms of the Ministry are also posted on social networks. About 40-50 per cent of veterans and their families receive valuable information through the ministerial channels. The Ministry does not apply strategic communication yet.

*Assumptions*

The establishment of a unified and effective approach to support the veterans and their families is one of the most acute social problems that the Ukrainian authorities and particularly the Ministry of Veterans’ Affairs are called upon to address. The Minveterans was created because the political authorities estimated the current system of social protection of the veterans as “…bureaucratic, chaotic, and, as a result, ineffective.”[[18]](#footnote-18) Three years after the Ministry’s constitution, it has stepped on the right track of reforms using proven NATO and European “good practices” in veteran oriented institution building and service delivery system. There are encouraging achievements in policy formulation and engagement with the veterans and their organisations.

However, severe deficits in the implementation processes are damaging the policy effectiveness. Ensuring effective social and professional adaptation of military veterans continues to be an open wound in the body of veterans’ policy.

Nevertheless, as the reform and innovation impetuses have strengthened with the new leadership, further collaborative work with NATO may provide essential knowledge, consultancy, and training to close the Minveterans’ institution building loop successfully.

## What the system should do?

A review of the European and other democratic countries veterans’ policies (Ratchev, 2020) concludes that the national veterans’ support systems and policies are products of a range of factors that are difficult to transfer from one country to the next. These factors include the system of government; the maturity of public healthcare and social policy; the scope and frequency of military engagements; historically established military culture and veterans’ traditions; the way the veterans’ policy responsibility is shared across the government and the society; the definition of a “veteran” and the number of veterans concerned; and others. Despite the sensible differences, learning from other countries’ “good practices” is crucial for modernising the current veterans’ support system in Ukraine.

### Integrated framework for veterans’ service and care

Combining the “good practices” with the positive Ukraine experience, the veteran support system's overarching objective is triple:

* To minimise the physical and social harm from military service,
* To prevent shortcomings for the veterans and their families' well-being, and
* To strengthen the military personnel life cycle management of recruitment, retention, transition and post-Service.

For achieving this objective, the veteran support system should be conceptually and operationally expanded from the recruitment, through the in-Service, to the end of veterans’ life journey. This means that:

* When members are serving, measures should be taken by the command authorities for preventing injury or illness that could be critical to veterans and their families later.
* In each of the military life cycle stages, timely, appropriate and effective health care and rehabilitation are essential for minimising veterans and their families' harm and costs.
* Providing opportunities for education degree or vocational certificate while serving diminishes the burden during the transition.
* Transition services should be available long before separation (retirement) and after for sustaining the veterans' well-being.
* Veterans’ services and support should follow the veterans wherever they move, timely and effectively in as much as possible personalised manner.
* The veterans' support should be provided in a manner suited to meeting veterans' *current* needs and *emerging* challenges.
* The veterans’ support should be provided in a manner suited to meeting the *current* needs of veterans and *emerging* challenges.

According to the current legal arrangement, the European Union public administration recommendations, and the advanced countries “good practices” (Ratchev, 2020), the following principles seem relevant:

* The compensation and rehabilitation system for veterans and their families must be “fit for purpose”, recognising the military service’ unique nature. However, it should not lead to isolating the ex-militaries from society in a privileges-based community.
* The support system provides conditions for a better life for the veterans and their families.
* The focus of support is veterans’ well-being in terms of health, psychological stability, civilian employment, stable average income, cultural and community integration.
* Support is provided under equitable eligibility criteria.
* The functional approach is optimised in a minimum number of clusters to simplify services and access, improve coordination, and save resources (administrative efficiency).
* Support is realised through a veteran-centric delivery system established according to the veterans’ essential needs.
* The needs are reflected during the entire Service and veterans’ life-course.
* The policy process is supplied with detailed and timely information and evidence.
* Financial cost-effectiveness and sustainability are secured and empowered with flexible partnerships, donorship, and voluntary contributions.

Figure 7 illustrates the integrated veterans’ support and care system:

VETERAN & FAMILY WELL-BEING

HEALTH

EMPLOYMENT

INCOME

HOUSING

EDUCATION, TRAINING

WELLNESS

EQUITY

VETERAN CENTRIC

NEEDS & EVIDENCE BASED

COST-VALUE RATIONAL

RECOGNITION & HONOUR FOR SERVICE

SOCIAL & COMMUNAL INTEGRATION

Transition

Civilian life

In-Service

Recruitment

Clusters of support & benefits

Principles

**Figure 1. A framework for serving better veterans and their families**

### Military Career Transition System

Critical for the life-long coverage of veterans’ policy is the establishment of the Military Career Transition System (MCTS) for the active service militaries. The fact that such a system has been absent for about a decade is extremely worrying. Instead of taking relevant and expected measures, the current legal arrangements separate the active militaries from being and not-being combatants, which is not a career requirement and does not depend on their will. Although the issue is beyond the mandate of this report, the comprehensive work of NATO-Ukraine Trust Fund on Military Career Transition and its inter-ministerial working group deserves recognition:[[19]](#footnote-19)

* The military career transition is *government policy* for ensuring that those who serve or who have served in the armed forces and military formations are treated fairly as civilians.
* The policy is performed as public-private-NGOs *partnerships* with academia, business entities, and veterans and civil society organisations, supported by the local authorities and communities.
* The transition programme and services are *collaborative* between the ministries with military personnel, Minveterans, Ministry of Social Policy, Ministry of Education and Science, and other institutions.
* The MCTS is envisaged as an essential extension of the military human resource management that connects the recruitment and retention components with the militaries’ life-course after separation.
* The services and benefits are planned according to the duration and quality of service instead of military rank.
* The developed model recommends three lines of support:
  + - 1st Line: Provides information and administrative support, performed by trained staff, recruited from and located in the personnel section of each unit.
    - 2nd Line. Provides advice and guidance on the transition package of services and benefits for any Service leaver, performed by MCT Adviser, located in the personnel departments of higher organisational level (e.g., brigade or garrison).
    - 3rd Line. Support at the 3rd Line is provided by the system, established and managed by the Minveterans and its collaborative partners.
* Across the lines, support is envisaged in four tracks:
  + - A social adaptation track for all leavers and their families who need treatment to prevent mental and social consequences of military service discharge and civilian life challenges.
    - A technical training track for those seeking job-ready skills and industry-recognised credentials in shorter-term training programmes.
    - An education track for those pursuing a college education.
    - An entrepreneurship track for those wanting to start a business.

Introducing the MCTS should not be seen as an issue of choice. Providing the militaries with transition assistance is regulated by laws, and the Government has political responsibility for their implementation. Combining the building of the MCTS with the Minveterans’ service delivery reform is the most suitable and cost-effective solution.

## Developing the Ministry of Veterans’ Affairs as a veteran-centric institution

Reforming the Minveterans towards veteran centricity is about veterans. It is not to secure the Ministry existence, budget, personnel and importance. It is about shifting the focus from ministerial departments towards veterans’ dominance in policymaking and implementation. It is about a new work style between government agencies and private, social, and charitable contributors. Despite its emphasis on veterans, it is not about their wishes. It is about their essential needs. It is about protecting the veterans and their families’ well-being from disadvantages because the military Service is not for making them “special” and “exceptional.” It is about the effective use of resources provided by taxpayers and caregivers, volunteers, and donors. It is about partnerships, not Minveterans doing everything.

### 1. The politics of veterans’ policy

A major challenge in designing a public institution involves the diversity of contexts that influence the analyses, discourses, and recommendations. Contexts are indeed the link, enabling the policymakers to make sense of the vital relationship between the general socio-political environment of the Ukrainian veterans and their particular problems and needs. Minveterans’ policymaking, planning, and implementation are each influenced by the environmental context. Understanding the main influences and how to consider their impact will contribute to bettering the policy outcomes.

The feasibility study considers the political, social, government, economic, and cultural contexts as dominant, which might be not less essential as legal, socio-psychological, technological, communal, etc. Each of those spheres has a particular internal structure and dynamics, but they are also tightly bonded with relationships that may reinforce or damage each other if not managed appropriately. Moreover, some crosscutting issues may influence and change the veterans’ policy. Considerations regarding the ethical behaviour of politicians and administrative staff are the most challenging.

Figure 2 frames the key contexts of veterans’ policy. To some extent, the contexts have hierarchical relationships as the political one drives and determines the others. However, there is vice versa impact of cultural, social and economic developments on veterans politics and policy.

However, the Minveterans' contextual environment depends on how the veterans' politics is defined (Heywood, 2013):

* + - Whether politics is an activity related to the state and its institutions or one that extends beyond it?
    - Whether its aim is conflict resolution and consensus-building or the embracing of conflict and dissensus?
    - Whether politics is an exercise of a power or an issue of social and public activity?

|  |  |
| --- | --- |
| **Political context** | |
| Political system | Partisan dynamics on veterans’ issues |

|  |  |  |
| --- | --- | --- |
| **Social context** | | |
| Veterans’ demographics | Societal frustration due to the war | Crucial civil roles in Maidan and the war |

|  |  |  |
| --- | --- | --- |
| **Government context** | | |
| Regulations of veterans’ affairs | Lack of whole-of-government approach | Low public confidence |

|  |  |  |
| --- | --- | --- |
| **Economic context** | | |
| Budget deficit | Small business conditions | Unemployment rate of 9-10% |

|  |  |  |
| --- | --- | --- |
| **Cultural context** | | |
| Culture of “bonuses” | Democratic culture deficit | Struggle for identity |

**Figure 2. Key contexts of veterans’ policy**

The veterans' politics are about the authoritative delivery of values in the military veterans' political and public systems. The values are the platform of veterans’ national recognition. If the values are well-argued and supported, the veterans' recognition may feed the policy with relevant resources and other instruments. If the values are not an issue of politics, the veterans' policy may have incidental and fragmented character.

The Ukrainian government system is characterised by a complicated power-sharing between the Government, the President, and the Parliament. In the context of this study, the veterans' problematic is virtually part of the national security and defence portfolio, which the President supervises as the Supreme Commander of AFU and mentor of ministers of defence and foreign affairs, and of the social policy portfolio, which is primarily a Government responsibility. Such a situation might be dual: to serve well in favour of veterans or generate divisions and contradictions because of divergent priorities. The Parliament could be hardly an arbiter as it has not the power to control the President.[[20]](#footnote-20)

Policies are influenced by the views of political parties. From the Minveterans perspective, the most important questions are:

* Who the key political stakeholders are?
* What are the formal and hidden channels of political influence?
* What could contribute to the long-term policy sustainability?
* What is the line of democratic accountability for those that are or would like to be engaged?

From one side, the fact that the Parliament initiated the Minveterans creation (at least, officially) reflects the multi-party commitment to finding a better way to support the military veterans.[[21]](#footnote-21) From the other side, the new Ministry was opposed by many veterans who saw a corrupt class angling for control of veterans’ issues and associated funding streams.[[22]](#footnote-22) However, two years later, and after three ministers changed, this political will is still only a promise. Building the Minveterans as an institution based on a broad socio-political platform that interacts with veterans and society and provides essential and timely services might be an instrument for winning the veterans’ confidence.

The veterans’ problematic is woven into and inseparable from social relationships. The government and only the government is expected to solve the social problem of military veterans. Three overlapping factors influence the Minveterans role in this function:

* The inherited Soviet model that turned the Great Patriotic War veterans into the most preferred societal group due to the special treatment and non-comparable benefits to any other group of citizens.
* The heroes from the Revolution of Dignity and the fighters in the former Anti-Terrorists Operation (ATO), currently Joint Forces Operation (JFO), make the second large flow of veterans with the status of ex-combatants.
* The third group, which is currently not at the political and public focus, are the military Service leavers that also need health care, social adaptation, and re-employment support.

If the first group members are diminishing due to the age factor, the other two groups are fulfilling the veterans' population with thousands each year. Establishing rational control over veterans' flow might be a sensitive issue in the current political, social, and security situation. However, the social context raises four essential questions Minveterans should answer:

* To what extend provided services and benefits damper or facilitate the integration of veterans into society?
* Does the policy envisage the broader role of the veteran and civil society organisations and the local communities in making the military transition successful?
* How does Minveterans stimulate the veterans’ own responsibility for making a smooth transition?
* Does the policy contribute to building mutual trust between veterans and communities?

The government context is burdened with severe structural problems such as contradictory regulations, ineffective performance, dominating self-interest, low public confidence due to corruption[[23]](#footnote-23), and others. Since the initiation of the Minveterans, the main public concern is the Government ability to build an effective institution.[[24]](#footnote-24) The Ministry was established by law as policymaking and coordination body but not as an implementation agency. New Zealand practices such a model and serves a much smaller number of veterans than those in Ukraine (Ratchev, 2020). The European approach to public administration reform through customer-centricity (SIGMA, 2016) are making paths in Ukraine but it is hard to find good examples. Giving a veteran-centric character of Minveterans would be a tremendous pivotal achievement that may drive further structural reforms across the state administration.

The economic realities deeply influence veterans' policy. The economic context embodies policy’ various aspects like financial resourcing the Minveterans; lump sum payments; pensions and financial benefits; special disabilities and other compensations; financial stipends; health and life insurance; transition re-training of skills; business, in terms of re-employment; families financing; financing of communities, societal organisations, and caregivers; and many others. Two basic dilemmas have places. First, the economic context manifests itself differently in a concrete situation and the long run. Demonstration of populism regarding the veterans can cause the system to collapse in a distanced perspective. The second is about the treatment of veterans’ problems: should the support to veterans be seen as an extra-economic burden or just opposite – an opportunity to feed economy with capable employees, re-trained at public expenses? The answer to both dilemmas is *how the ex-military's successful transition to civilian life will be defined.*

The cultural context is about how the Ukrainian citizens think and show support for veterans’ policy. Understanding and appropriately reflecting the cultural context needs a long-term view on the evolution of the Ukrainian veterans’ politics and policy in the broader context of the country’s social policy and welfare state advancement. Early Military Career Transition Trust Fund sponsored studies[[25]](#footnote-25) argued that this path is determined by a complicated combination of an exceptional cultural trait and specific timing of various mechanisms that were unique to this country since its independence. One of the essential missions of Minveternas (not defined by any law) is *to reinforce Ukraine’s emerging democratic political culture that honours citizen service and places constituent needs at the core of governance*.

In conclusion, the veterans’ policy contextual environment is complex and dynamic. Complexity requires building and maintaining a broad and clear picture of the entire veterans’ problematic. This is not an easy task and a number of countries with a large-scale veterans’ policies are undertaking comprehensive efforts to improve the quality of the picture. However, the veterans' population dynamism, socio-economic difficulties, and state security priorities often bring different contexts to the fore. In the conditions of the real over-challenges of Ukraine – the COVID 19 pandemic and the military conflict with Russia, veterans’ policy and management are matters of leadership, political will, and knowledge.

### 2. Discovering the impetus behind veteran centricity

The current situation in Ukraine has led to a complex environment dominated by an existential threat of full-scale war. Military veterans bridge the national defence to society and politics in a complicated manner that deserves high-level political attention. The Government has not too many options instead to apply decisive reforms. Minveterans can address the sources of complexity and dynamism across the veteran population through conscious decision-making and institutional design. One possible solution is establishing a new business model at Minveterans, including a wide range of veteran segments, channels, and support products and services. The other is improving the Ministry' operational environment by building a veteran-centred service delivery system.

Orienting the Ministry towards veteran centricity is indisputably a big challenge! The challenge is to achieve more than is believed possible, given the Ukrainian administration's overall capacity in structure, norms, procedures, public sector culture and finances. The challenge is also to engage and motivate the veterans for turning the services into sustainable benefits. Combining excellence in service delivery with veterans' engagement is the essence of veteran centricity. Three priority issues behind the idea of veteran centricity are emphasised below:

Veteran centricity is a policy instrument, not a goal! It is an interaction in which the provider and client should be enough creative, skilful and active to build mutual benefits. More notably, veteran centricity requires life-long engagement with the veterans and with the next-generation family members. Some services may start producing benefits years after delivery (re-training, education, treatment of chronic illnesses), others may require additional investments (additional training, certificated skills), third may turn into benefits by the next generation (business development).



**Figure 3. Veteran centricity as a policy instrument**

The veterans' interactions with Minveterans are qualitative change. The new quality will come from multichannel communications and the strengthened veterans' role in the policymaking and implementation process.

The veterans’ life cycle is an extension and overlapping of what is known as the Military Organisation Life Cycle[[26]](#footnote-26) complicated by veterans’ family issues. Notably, the life cycle coverage is about people’ evolution for which Minveterans has or has not a role. The evolution means change – a service may fit a particular stage of veteran' life, but other stages might require different services or to be delivered differently.

*Veteran centricity assumes the building up the Ministry of Veterans’ Affairs as an “institution”!*

Probably every servant at the Minveterans believes the institution is veteran oriented as by law it works for the veterans, distributing legally defined benefits. Moreover, information delivery and feedback collection channels create the impression that everything is done for and with the veterans. The "natural" administrative thinking is that Minveterans is the only State institution the veterans must rely on – in this public segment, there is no alternative and competition, and the veterans should get what is provided.

The reality is different. The above-explained contexts of veterans’ politics and policy underline how comprehensive and robust their stakeholders are and the many available channels for influence and control they have. Any attempt to impose a bureaucratic policy model on veterans who put them in a position of no choice is pointless and dangerous to social stability. Somewhat structural contradictions (conflicting goals) between the veterans (as citizens and customers) and Minveterans (as a government public institution) regarding service delivery would make hurts to the quality of democracy and governance in Ukraine.

Minveterans is a public service delivering *organisation* dedicated explicitly to one social group – the military veterans. The taxpayers entirely fund the Ministry' policy, programmes, services and benefits. It is not yet an “*institution*” as its characteristics and quality of service are not recognised by the veterans as standards of excellence. The veterans mostly see it as a passive vehicle for executing specific policy mandated by legislation. Minveterans cannot develop into an "institution" only by functioning following self-induce procedures and tasks. It needs to become a significant and valued source of positive change, development and well-being of veterans and their families and respected by the Ukrainian militaries and society. For emerging as an “institution,” the Minveterans has:

* To develop a consistent and effective way of working, which is strongly valued by veterans’ policy internal and external stakeholders.
* To achieve a distinct and legitimate identity.
* To deserve a high level of public and political support – to be widely accepted and taken for granted (Selznick, 1996).

To get the status of “institution,” the Ministry has two options – extensive and intensive (“do nothing” is not recognised as an option). The government's *extensive* option is to provide (on behalf of the taxpayers) *more financial, human and material resources* to meet the ever-growing veterans' needs using the established Minveterans system. This approach may temporarily fill some gaps, but the overall effect is pretty dubious without accompanying structural reforms.

The alternative is to *intensify* the Minveterans system, imposing *veteran centricity* to improve service quality. “Intensity” means providing value for money by enhancing the quality of service (accessibility for all and satisfactory veterans’ experiences and outcomes) and reducing the costs of those services. Moving the veterans to the core of the system means combining the top-down policy direction with a collaborative approach in which the veterans' voice about needs, demands, time, place and ways of support have decision-making power. Veteran centricity is about improving policy effectiveness and efficiency in an environment of expanded transparency and strengthened accountability. If applied successfully, this approach will improve the veterans' life and the quality of governance and democracy in Ukraine.

The two options do not exclude each other. However, providing more funding and resources without improving the delivery system may again compromise the government efforts despite good intentions. Veteran-centricity coincides with tightening the government budget as value for money is a core concern currently in Ukraine. The reality of the public sector in Europe is that it is assessed more by its service delivery efficiency than traditional revenue and employment criteria (EC, 2017). The “veterans promise” is an element of the inherent governance agenda and sets out service standards that Minveterans must provide. Moreover, to develop as an “institution” able to deliver *solutions*, the Minveterans must build “connected government”, seamlessly aligning multiple government departments, civil and veterans’ organisations, state and private business with veterans’ life-long needs.

Veteran-centric *culture* is more important than service delivery *procedures*!Minveterans might be armed with people, resources, information and tools to be more veteran-centric. However, the chances of success are triggered by its institutional culture and the employees’ involvement. The most complicated aspect of building a veteran-centric institution is that every employee, from the Ministry' leadership and staff to the front-line workers, needs to shift the mindset from and start focusing on exceptional veterans' experience (Ratchev, 2020). The following set of *behavioural principles* may serve as a benchmark for measuring Minveterans development of veteran-centric culture:

**Figure 4. Principles of veteran-centric behaviour**

**Table 1. The principles of veteran-centric behaviour explained**

|  |  |
| --- | --- |
| * Commitment to veterans’ individual success and well-being | The Ministry of Veterans Affairs will be a “successful institution” as successful veterans, and their families are in civilian life. Defining the “success” in veterans’ transition is critical for the policy advance (see the next chapter). The crucial point is that the Minveterans work is assessed not only for the way it delivers services and benefits but also (and mostly) by the veterans’ ability to strike for and achieve their individual goals in civilian life. |
| * Engaging with the veterans, having military cultural competency | Veterans have unique experiences and needs, making their input on policy planning, programming and implementation particularly important. The striking examples are the veterans’ healthcare and vocational re-training needs that could not be effectively performed without direct veterans’ input. However, engaging with the veterans could be effective only if the Minveterans political leadership and non-military affiliated staff have adequate military cultural competency. That means understanding the issues, problems, values, and language associated with serving in today’s Ukrainian military. For Minveterans, enhancing its staff’s understanding of veterans and their families will result in better and more efficient programmes and services. |
| * Encouraging veterans and CSOs broader role | The understanding that the Ministry should work with the veterans’ and specialised civil society organisations indicates the maturity of veteran-centric culture. It is a part of the democratic governance model rooted in grassroots civic engagement, shared among the advanced democratic countries. It is also evidence of rational policy as the Minveterans will never be able to reach all veterans on all matters. Empowering the veterans’ organisations, charitable and civil initiatives in support of the veterans is a benchmark practice. |
| * Measuring policy effectiveness by what matters to veterans | The veterans are not interested in how does Minveterans work. They have problems and insufficient capacity to find solutions. Veterans’ policy outcomes should be accounted based not only on the number of delivered services and benefits but also on the resolved individual problems. This is the only way for the veterans to recognise the Ministry as “their” institution. |

Working for veteran centricity is inspirational, indeed, but it is a vision and mission-level reform. However, “putting the veterans at the heart of everything the Ministry does” is not the appropriate answer to the question, “what is veteran centricity.” Before the Minveterans gets there, it needs to start somewhere. The following chapters elaborate on several essential points on developing Minveterans as a veteran-centric institution with a veteran-centric service delivery system.

### 3. Defining “veterans’ successful transition”

Any public policy is guidance, consistent with legislation and adopted by a government to address an essential public need through concrete outcomes and effects. That means the policymakers first ask what should be achieved and how to do it and what resources. The policy effectiveness needs to have a measurable endgame before designing process and structures, not vice versa.

The current Minveterans’ mandate extends to the administration of several functions that frame the Ministry’ mission:

“The main tasks of the Ministry of Veterans are:

1) formation and implementation of state policy in the field of:

social protection of veterans and members of their families, including the provision of psychological rehabilitation, social and professional adaptation, employment, increasing competitiveness in the labour market, as well as sanatorium treatment, housing;

provision of lifelong state pension, an annual payment of one-time financial assistance until May 5 (except for the organisation of payment of such assistance);

granting, deprivation of status and issuance of certificates to veterans and persons covered by the Law of Ukraine "On the status of war veterans, guarantees of their social protection";

honouring the memory of veterans;

2) ensuring the rights and freedoms of veterans and members of their families;

3) ensuring the formation and maintenance of the Unified State Register of War Veterans” (Art. 3, unofficial translation from the Ukrainian language).” [[27]](#footnote-27)

This definition positions the Ministry’ focus on policymaking. It creates the impression that *if the policy is done well, then, by presumption, the veterans’ needs are met successfully, and the mission is accomplished*. Whatever implementation plans follow this statement, the logic would be the same. Such a public policymaking method is widely recognised in Europe as bureaucratic and replaced by the EU public administration principle of “customer-centricity” (Fagan and Kopecký, 2017).

The recommended approach, applied by countries with advanced governance systems, envisages the veterans as the *policy key stakeholders* (actors), in which *life-long* *well-being* is the *policy's strategic outcome*. Implementation of this approach requires integrating three concepts

* The “veterans’ well-being” concept provides a vision of the veterans’ policy strategic outcomes and effects.
* The “military-to-civilian transition” concept guides the policy implementation.
* The “Military Life Cycle” approach defines the transition’ scope, building the ground for individually tailored services and care

When consolidated, the three concepts help to define the “veteran successful transition.”

#### Veterans’ well-being concept

The term *well-being* encompasses all how people experience and evaluate their lives positively. The concept is loosely defined as the people's experience is individual and varies from physical wellness to social status with a median of the prolonged state of contentment (satisfaction). The way well-being is defined and measured could weaken the construct or strengthen its meaning. A single intervention might improve some aspects of well-being but not others (having a good job may not improve one's physical health). Such an understanding is critical for the design of Minveterans' policies and programmes (Tov, 2018).

The well-being of veterans’ construct emerged beyond the psychology field of study over the last two decades. The term “construct” refers to the shared way of thinking of an individual, family, group of people, community, or society about a particular social phenomenon. When clearly articulated, the construct facilitates the stakeholders’ consensus, policymaking and implementation, and communications.[[28]](#footnote-28) The well-being construct might be subjective, objective or composite:

* The veterans’ *well-being subjective construct* is about what the veterans think for their life after the military Service. Subjective well-being refers to an individual’s assessment of their quality of life and their situation. This construct can vary considerably from person to person and is difficult to measure beyond the opinion pools. However, the subjective construct shows the way to individually tailored delivery of services to the veterans. For the European Union, promoting the well-being of its citizens is a key goal.[[29]](#footnote-29) According to OECD, there is widespread acknowledgement that measuring subjective well-being is an essential part of measuring the life quality alongside other social and economic dimensions.[[30]](#footnote-30)
* The veterans’ *well-being objective construct* tends to capture a societal (category of veterans, group, and community) rather than an individual perspective on well-being based on material, tangible, and quantitative indicators such as education, income[[31]](#footnote-31), housing, etc. This construct is widely used to compare the veterans' overall well-being to other societal groups' well-being.
* The veterans’ *well-being composite[[32]](#footnote-32) construct* combines both subjective and objective measures across the veterans‘ social environment (also called “ecosystem” – see Ratchev, 2020) in a manner suitable for the veterans’ policy stakeholders. In the composite construct, subjective and objective well-being are the results of processes in which determinants influence a person in each of the *well-being domains*.
* The domains and the determinants bridge the theory and policy of veterans’ well-being. In this case, "domain" refers to a sphere of activity, concern, or function; "determinants" are key factors that may positively or negatively impact veterans' well-being in a particular domine. Subjective and objective “descriptors” are used in each domain to evaluate the veteran’s policy outcomes.

The introduction of the well-being concept is a revolutionary change*.*First, the concept's centre is the veteran who has specific *personal*and *service*characteristics.

* *Personal characteristics* are those related to the veteran' age, sex, marital status, place of residence, family roots, pre-service experience, various dependencies, specific religious affiliation, and others.
* *Service characteristics* are related to service type and duration, war-like experience, rank, the reason for discharge, transition experience, and others. Some of those characteristics might be the building blocks of veterans' well-being or sources of risks. However, they serve to better clustering the veterans according to their essential needs, not only the eligibility for support status.

Second, the well-being approach transfers all deliverables into “service.” “Products” and “services” are tools for serving veterans. For example, the delivery of cash should be followed by extended support to positively and sustain the veteran's well-being.

Third, the veterans’ policy environmental factors are reflected appropriately. The socio-economic, political, security, and physical environment, systematic funding, legislative and public support are taken as veterans’ policy drivers. The veterans are, first of all, citizens with rights and obligations equal to all others. They may benefit from public health care, educational, and employment systems as citizens. The Minveterans adds to those opportunities particular care and benefits that reflect the military veterans’ specifics. Adopting a service philosophy that emphasises veteran informed choice, an orientation for self-determination and autonomy, and trying to build on military veteran strengths and Minveterans' resources will improve the quality of life for the veterans and their families.

However, the setting out of a Ukrainian specific well-being construct requires a collaborative effort to build a comprehensive well-being profile of the veteran population by monitoring, reporting and analysing the current health and social welfare and future needs of veterans and their families. By and large, serving the veterans is a social work that requires systematic research of veteran community’ dynamics and periodic adaptation of the service delivery system.

The study proposes a composite well-being construct of eight domains (Table 2). It was built on the experience of the UK, Canada, Germany, Australia, the USA (see Ratchev 2020, annexe A), using the EU and OECD approach on measuring well-being status and reflecting the UN World Health Organization (WHO) definition of "health."

**Table 2. Veterans’ Service Concept**

| **Domaine** | **Strategic objective** | **Determinants**  **(objective and subjective)** | **Indicators**  **(descriptors)** |
| --- | --- | --- | --- |
| **Health** | Veterans are functioning well physically, mentally, socially and spiritually | * Access to and use of needed health care and rehabilitation services * Continuity of care in the transition from military to civilian health systems * Availability and access to comprehensive diagnostic and treatment services * Availability of case management to coordinate services * Availability of long-term medical care * Established apparatus of special care assistance * Support for informal caregivers | * Objective presence of physical and mental health conditions of categories veterans * Objective number of Service-related chronic pain * Objective cases of Service- or transition-related psychological distress * Objective health-related restrictions in participation in family, work and community life roles * Objective number of deaths from suicide, acute alcohol abuse and drug overdose * Objective data on self-reported depressive symptoms * Objective size of the gender gap in deaths of despair or disability * Subjective sense of inequality of health care between different veterans’ groups * Subjective notion of flourishing mental health by those who suffered PTSD * Subjective satisfaction of personal wellness |
| **Employment and quality of jobs\*** | Veterans are engaged in activities that are beneficial and meaningful to them | * Availability of an employment assistance programme, provided by Minveterans or other ministries * Availability and access to local employment centres * Availability and access to spouses’ employment assistance * Availability of regulations and programmes for delivery to the veterans of state or community-owned arable land and agriculture infrastructure, etc. | * Objective veteran employment rate * Objective veteran unemployment rate (periodical and long-term) * Objective share of different categories veteran unemployment * Objective veterans’ gender balance of employment/unemployment * Subjective satisfaction of civilian employment * Subjective satisfaction of the quality of the civilian job * Subjective sense of inequality in work and job quality * Subjective job strain (e.g., due to insufficient qualification, etc.) |
| **Income and wealth** | Veterans are financially secure | * Availability of financial planning assistance programme (before the release) * Established veteran disability compensation (pension) system as tax-free monetary benefit * Established veterans’ home loan programme to buy or improve a home or refinancing a current home loan * Established dependency and indemnity compensation programme as a tax-free monetary benefit generally payable to a surviving spouse, child, or parent of Servicemembers who died while on active duty * Available special payments to support additional costs associated with the military-to-civilian transition * Availability of one-time compensation payment, depending on the duration of Service * Availability of Minveterans, MOD, or civilian programmes to provide or supplement veterans’ income.\*\*\* * Availability of free of charge housing for extraordinary cases * Availability and regular access to free of charge or subsidised leisure activities provided on military bases or installations | * Objective measures of income replacement rates from pre- and post-release * Objective average annual gross earnings of full-time employed veterans * Objective ratio between veterans’ and other key social groups income * Objective rate of veterans’ indebtedness. * Subjective sense of financial independence (individual and family) * Subjective sense of family stability and avoidance of unmanageable debts. |
| **Housing\*\*** | Veterans are living in safe, adequate and affordable housing and environment | * Established programmes for building and delivering to the veterans, according to eligibility criteria, of state, Minveterans, MOD, or local authorities build houses * Availability of specially adapted houses (apartments) for veterans with permanent disabilities or a programme for sponsoring adaptation * Available state or community temporary accommodation facilities | * Objective assessment of veterans’ houses status * Objective numbers of homeless veterans * Objective numbers of veterans in temporary accommodation facilities * Objective rate of the veterans’ homelessness compared to other social groups * Objective assessment of the housing affordability (percentage of the veterans’ income spent on housing) * Objective number of veterans living in poor housing conditions (overcrowded and lacking basic sanitation) * Objective assessment of veterans’ households with high-speed internet * Subjective satisfaction that the housing provides quality shelter, safety, privacy and family space * Subjective sense of the quality of housing * Subjective assessment of the extent the housing provides access to other veterans’ and civil services |
| **Civilian life education, knowledge and skills** | Veterans can cope with civilian life challenges | * Available financial assistance and employment advice for furthering veterans’ education and skills (the benefits programme may pay tuition, housing, training, and other costs) * Established an inter-agency and academia periodical review of military education and training programmes from civil knowledge, skills, and employment perspective * Established MCT preparation programmes for vocational skills and knowledge, including self-reflection and acquisition of a sense of purpose in the civilian life * Provided training on personal finance management * Available survivors' and dependents' educational assistance * Opportunity for transferring educational benefits to family members | * Objective assessment of the veterans’ educational status * Annual assessment of the veterans’ educational attainments * Objective assessment of the education-to-job ratio * Objective assessment of the vocational training programmes availability at places of militaries’ separation * Objective assessment of the vocational training-to-job ratio * Subjective satisfaction from the educational assistance * Subjective assessment of the vocational training’ value * Subjective self-assessment of civil life knowledge and skills |
| **Social integration** | Veterans are in mutually supportive relationships and are engaged in their community | * Availability of social networking training * Established programmes and mechanisms in support of voluntary veterans’ organisations | * Subjective assessment of perceived social recognition and support * Subjective assessment of the availability of a good support social network * Subjective assessment of the presence of mutually supportive relationships * Subjective assessment of the community's attitudes towards the veterans * Self-assessment of the community engagement * Self-assessment of understanding the civilian values |
| **Cultural integration** | Veterans are understood and valued by the local Ukrainian communities | * Available training to manage identity shifts in MCT * Actions taken by Minveterans and other ministries to influence veterans’ social identities, attitudes of employers and health care providers towards veterans | * Subjective assessment of the willingness of communities and employers to accommodate veterans with health-related impairments * Subjective assessment of the veterans’ sense of being valued and understood by their community * Self-assessment of community belonging |
| **Subjective well-being** | The veterans are satisfied with their civilian life as the average of the population |  | * Veterans’ subjective rating of satisfaction of their civilian life * Subjective assessment of inequalities between veterans and other social groups * Comparative assessment of life satisfaction between various veteran categories, age groups, and gender. |

\* Includes also other significant and self-employed activities like participation in the official political process; work in NGOs on extended grant-projects; being a paid author or freelance journalist; etc.

\*\* Includes also other material issues like community infrastructure, local transportation, access to basic services as banking, INTERNET, mobile networks, safe water and air, etc.

\*\*\* Including, for example, reduction of taxes, low-interest or interest-free loans, free of charge public transportation, etc.

The construct of strategic objectives and well-being domains in Table 1 is generic, defined through “good practices.” However, as Chapter II explained, particular Ukrainian veterans have a different understanding of their subjective and objective needs. The Minveterans and other policy stakeholders may undertake comprehensive social research and public pooling to identify, analyse, discuss, and decide a more precise well-being construct.

#### Military-to-civilian transition concept

The veterans are assisted in their reintegration to civilian life by a system of transition support that *has no civilian parallel*. The term “transition” is not the only one used by states and professionals. Among the most popular alternatives are “separation,” “re-integration,” “resettlement,” and “social adaptation.”

“Separation” from military Service is related to the formal legal act of ending a military career (contract) issued by the authorised authorities. The “date of separation” marks the end of active service and beginning or reserve service, civilian life, retirement, and all of them. It is essential as a document (archive file) rather than a re-integration concept in civilian life.

“Re-integration” is a term often used by social scientists for more emphasis on the various domains of life in which ex-militaries may improve psychological, physical, or social functioning while transitioning to civilian life (Elnitsky et al., 2017).

“Resettlement” is used most of all by the UK Army until 2012. As a practice, it is characterised by a primary focus on financial issues, housing and direct civilian employment. Topics like personal health status, education, vocational training, welfare, cultural and social adaptiveness are seen as peripheral. According to Connelly (2015) critics, “…the focus on civilian life was often too late to take advantage of the opportunities that existed during service and some aspects of long-term planning were lacking.”

"Social adaptation" was announced during the mass redeployment and reduction of armed forces in Eastern Europe after the end of the Cold war and the Warsaw Pact's dissolution (the US major Transition Assistance Program also started in 1991). There was an emergency need “to do something” for the militaries and the social adaptation was introduced *ad hoc* – it hasn’t history, as beforehand the military Service leavers were treated as “retired” with some social and health care privileges. Generally, “social adaptation” is a theory within the Social Sciences and Humanities that focuses on the socio-psychological impact of serious changes in a well-established environment of individuals, families, groups, and communities. Elnitsky et al. (2017) analyse of more than 1450 articles regarding military re-integration in civil society, published last 15 years, didn’t estimate a significant use of the social adaptation concept. However, “social adaptation” and “professional adaptation” are recently used as Ukraine veterans’ policy guiding framework:

“Social adaptation – assistance in analysing the life situation, identifying the main problems, ways to solve them; providing information on social protection of the population; training, formation and development of social skills, abilities; assistance in strengthening/restoring family and socially useful ties, organising daily employment and leisure.

Professional adaptation – measures aimed at restoring and improving professional skills and abilities through vocational training, providing information, consulting and career guidance services on these issues, increasing their competitiveness in the labour market.”[[33]](#footnote-33)

Without discussing these texts from legal and scientific perspectives, they provide very little orientation regarding the veterans’ policy framework, formulation, and implementation, as well as Minveterans organisation. They open too wide space for improvisation of what exactly the veterans should be provided with and what “successful” social and professional adaptation are.

“Transition,” in the discussed context, refers to the process during which the military Service members move from a military institutional to a civilian life setting. During the period of transition, a set of services and benefits might be provided in support of veterans and their families. In its institutional understanding, the “transition” is a process with a beginning and an end that are used for policy and programmes planning and resourcing *inside* the veterans’ policy that supports the veterans and their families during their life journey.

During the transition, the military veterans and their immediate family members may achieve and maintain a stable level of psychological, physical economic, and overall well-being. They have to be able to meet their immediate and long-term economic needs and focus on the new civilian (post-military) identity and social roles. Military transition entails moving from the military culture to the civilian culture, producing changes in relationships, assumptions, work context, and personal and social identity (Castro and Kintzle, 2014). Successfully transitioned veterans are able to engage in productive work and social connectivity commensurate with individual goals, desires and abilities. (Robinson et al.,2017).

“Transition” is a *process* (not a number of “measures” and “activities”) made by series of inputs, decisions, actions, and resources that bring about desired outcomes. It is an outcome-driven process that might be influenced by various political, social, economic, and security circumstances. Outcome-orientation and environmental dynamism require an active role of the militaries as active servants and veterans. Castro et al. (2015), outlines a transition concept based on four essential factors that define the transition process and well-being outcomes (Figure 5):

* Individual characteristics: pre-service education and family environment; military service performance; combat and other high-risk experience, type of military discharge, personal military identity and culture, self-perceptions, etc.
* Institutional transition management: performed by the leading institution in collaboration with the armed forces and other ministries, resources for transition allocation, established programmes and benefits packages, available information, advice and counselling.
* Public recognition and social support: respect to the militaries and recognition of veterans, public support for veterans’ care and benefits, CSOs and charities support, responsible business, family and colleagues’ support.
* Civilian community support: local community respect and engagement, local resources mobilised in support of militaries’ transition).

These factors envisage outcomes in terms of civilian work, health, finance an income, housing, civilian education and skills, community and cultural integration, and self-well-being.

Approaching transition

Transition management

Transition outcomes

Self-well-being

**Figure 5. Military-to-civilian transition concept[[34]](#footnote-34)**

“Transition” is not a synonym of “change” as one may undertake change without transitioning. The critical difference is that a transition is, at its core, a psychological process precipitated by evolution, not only the change itself. It encompasses many dimensions of an individual’s life at once: economic, physical, financial, social, cultural, and others. First and foremost, the *transition is a psychological and cultural evolution*, rather than primarily a bag of economic, social, and family choices. “MCT is fundamentally a psychological and cultural evolution, in which veterans need to find a path to reorientation and self-redefinition, sometimes while acclimatizing to a new definition of wellness, but always while moving quite abruptly from a collectivist community to an individualist one” (VACI, 2017, p. 1). The evolution needs time, not pressure! Regarding the timeframe, the international experience says that effective transition needs to begin 12 to 6 months before the requested or planned retiring, separating or release and continue within 12 (separation) to 24 (retirement) months. A British Army document provides a “transition” formal explanation:

“Transition Individual Planning and Personal Development (IPPD) is the offer of support, advice and education that will increase personal knowledge and awareness and supports soldiers’ personal development and long-term planning… Transition IPPD should be undertaken throughout your military career in order to enhance your professional portfolio and career prospects as well as prepare you for your inevitable transition to civilian life.”[[35]](#footnote-35)

Embracing the military-to-civilian transition concept could provide the Minveterans’ authorities with a platform for moving from “measures” to a comprehensive and substantial veterans’ policy extended through the “Military Life Cycle”.

#### Military Life Cycle concept

The Military Life Cycle model was developed and introduced in the US Transition Assistance Program in 2012 to ensuring Service members are civilian career ready when they depart the military. It is an entirely veteran-centric model as it looks at the military service through the prism of post-Service active life, social roles, and well-being.

The approach is based on a careful assessment of those knowledge and skills obtained from the military education, technical training, and experience that might be developed further and transferred into valuable qualities for later civilian employment and life. The bottom line is civilian employment of those that leave the Service at working age. The assumption is the administrations and businesses that hire transitioning Service members have a competitive advantage and access to a consistent pipeline of skilful and experienced people. Hiring them is not just the right thing to do; it’s smart to do as they do not pay for re-training, health care, and other life support benefits, provided lifelong by the MCT programmes.

The veterans’ civil employment readiness is achieved by using the knowledge and skills obtained through high-school diploma, university degree, and professional military education. Each of them could be further developed during the active military service according to individual ambitions and preferences: one with a high-school diploma can apply for support to get a university degree or improve technical skills; one with a university degree may apply for training on business development and self-employment (Fig. 6).

The support portfolio is comprehensive, but the eligibility criteria depend on service quality and duration, not the military ranks. The “good practices” advise the officers, NCOs, and enlisted to start individual development planning with the signing of a second service contract (i.e., after achieving the basic military readiness standards). This way, every military has an opportunity for individual planned development for post-Service employment and life *while serving*. Such support might be provided to the military spouses, especially when the spouse is unemployed.

Military career

planning

Obtain degree Become employed

**Military**

**readiness**

**standards**

Career exploration &

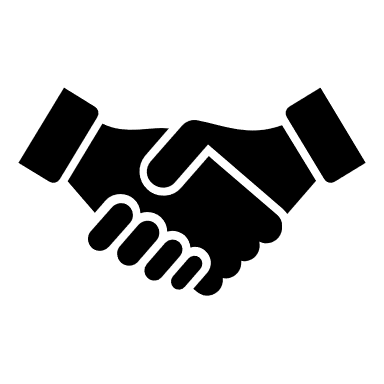
planning

Higher education, PHD studies

Entrepreneurship & self-employment

Individual development plan

Individual training action plan



Civilian career readiness standards verification

Obtain certificate Become employed

Start a business

Self-employed

Employment support

**Figure 6. Military personnel Life Cycle Model[[36]](#footnote-36)**

The critical point in this concept is how the three circles – education, technical training, and military experience during active Service – might be adapted to post-Service employment needs. The concepts are under MOD and AFU control. Still, they have to undertake a review of the essential non-technical skills obtained during active Service with the engagement of ministries, specialised research institutes and business organisations. For example, RAND Co in the US undertook a comprehensive study of US Marine and Army education, training, and operational practices to map veterans’ on-the-Service experience to 19 nontechnical skills that employers want and need.[[37]](#footnote-37)

#### Defining “success” in the veterans’ transition

The review of several countries with advanced veterans' policies (Ratchev, 2020) did not find a widely held, consistent, coherent definition of "success" in the veterans' transition. The absence of a clear definition hinders the establishment of a conceptual framework for how to support it. Consequently, the lack of a conceptual framework embarrasses the appropriate evaluation of veterans' policy quality, programmes' effectiveness, and veterans' satisfaction. A US Department of Veterans Affairs document highlights, “the absence of a broad consensus on a unifying or conceptual framework for MCT has been identified as a significant gap that may impede the development of effective policies, programs, and services to support service members, veterans, and their families.”[[38]](#footnote-38)

Summarising the essence of the above-explained three concepts and reflecting the experience of advanced countries[[39]](#footnote-39), the following descriptions define the MCT process, explain “success” in veterans’ transition, and frame the key actors with roles and responsibilities:

* Military-to-Civilian Transition is defined as the process through which military servants and their immediate family members receive government and societal support for transitioning to civilian life. The provision includes but is not limited to appropriate healthcare referral, education and vocational training opportunities, and job-finding preparation and assistance. It also entails advice and assistance on housing, financial matters and legal issues, as well as information about options from governmental programmes, and charitable and volunteers’ organisations. The transition process begins a certain time before leaving the Service and enough time after that. Individual eligibility criteria determine access to the programmes.
* The Military-to-Civilian Transition process is successful when the veterans achieve and maintain a stable level of psychological, physical and social well-being and can meet their immediate and long-term financial needs. Veterans have committed to a post-military civilian identity and roles that allow them to be well-employed and socially connected according to individual goals and abilities.
* Making the transition successful stipulates roles and responsibilities for:
* The individual veteran and immediate family members.
* The armed forces commanders and chiefs.
* The Government, notably Minveterans, and ministries of defence, social policy, education and science, and economy.
* The state and private employers.
* The local self-governing authorities and communities.
* The civil society, charitable, and religious organisations, caregivers and other volunteers.

The current normative arrangements, policy, and practice of dealing with the veterans' affairs in Ukraine include some of the above frameworks' elements. Some of them work, others are only on paper, and thirds are missing. However, the veteran-centricity of institutional development, policy, and service delivery depend on encapsulating the frameworks in a coherent and sustainable system. The proposed descriptions are only starting points for further discussions between the Ukrainian authorities, experts and veterans to find collaborative definitions. Initiating a conversation with all those who have roles in supporting veterans is a leadership responsibility of the Minister of Veterans' Affairs.

### 4. Balancing the veteran focus with centricity

As the aim is to make the Minveterans an effective and efficient institution for the veterans, understanding the difference between being a “veteran-focused” and “veteran-centric” is the immediate step on the short cut. The two terms seem almost interchangeable because both are about serving the veterans. However, the “good practices” inform some subtle but significant differences. The difference is related to the nature of the “product” and “service” in the public policy process.

#### “Product” and “service” in the veterans’ policy

The democratic government performs two primary functions: delivering social services like health care and education, and regulating public activities like defining taxes, issuing licences and permissions. The Minveterans is a service delivery government agency. The services it delivers have a twofold format as “products” and “services.”

“Products” are those policy outcomes that are delivered to the veterans in a way similar to manufactured goods. Their most important characteristic is that the veterans become owners of the “product” with the delivery, and the Ministry loses control over it. The “products” are concrete: apartment, lump-sum payment at the day of separation, pension, a voucher for a vocational training course, etc. They have essential impacts on the veterans’ policy aim – supporting the veterans’ well-being. Still, contacts with veterans are only at the moment of delivery when the ownership is transferred.

“Service” has a narrow and broad meaning. In a narrow aspect, the "service" helps veterans best use the "products," trouble-shooting any issues, and ensuring they had a great experience with Minveterans. Taken in isolation, services as counselling or advising are “products.”

In the service delivery model’ context, “service” is a process of delivering intended benefits to the veterans and their family members.[[40]](#footnote-40) The veterans do not receive products only; they participate in the process to get the needed outcomes. Veterans, providers, and Minveterans collaterally generate the outcomes. The veterans are interested in *what* is delivered and *how* the delivery is done. While the “products” are usually “produced” in Minveterans departments and regional offices and “transferred” to the veterans for later-use, the services are produced and consumed simultaneously with the veterans’ direct engagement.

Such separation implies entirely different organisational logic. First, the institutional focus is on the front-line offices when there are contacts with veterans and established relationships that might be even lifelong. Second, the veterans’ role is of co-producers not only of services but the overall outcomes on their life ambitions (Osborne et al., 2012). When delivered excellently, the service to veterans is called “care.” Such an understanding of “service” result from the veteran-centric approach.

#### Veteran-focused approach

As the political ambitions change and new generations of veterans have different needs, the system gradually overgrows with new services and benefits. Periodically, the need for some of them declines, but they are maintained because are legally regulated, while others are provided in insufficient volume or inappropriate forms due to lack of resources. Typical historically established services are the veterans’ health care in military hospitals or delivery of cash at the day of retirement or separation. However, the former is not effective in preventing the veterans’ suicides, and the cash amount may be enough to buy an apartment in a small town but insufficient for housing in Kyiv. In both cases, the veterans receive service or benefits but not a solution of essential problems.

Maximum

Veterans’ needs satisfied

Number of veterans reached

Maximum

Veteran-focused policy (product centricity)

Minimum

**Figure 7. Veteran-focused policy (product centricity)**

From this perspective, delivered services and benefits are veterans’ policy “products.” They come to the veterans as if from “outside-in,” they have to benefit from them as they are, and in some cases, have nothing to do with them. The Minveterans should deliver the products to as much as possible veterans according to eligibility criteria. The numbers of services and veterans reached are the only criteria for veterans’ policy effectiveness.

*There is nothing inherently wrong with a product-centric focus.* This is the traditional way of working with veterans in Ukraine, and many countries also use it. However, Minveterans needs to analyse the value generated by each service and benefit for optimising its service delivery system. The Ministry also needs to examine the mix of services and benefits, forms, and delivery methods to meet the effectiveness and efficiency criteria.

#### Veteran-centric approach

Veteran centricity is about the share of veterans’ life the Minveterans participate in. It is not only about looking-listening-doing what the veterans want. It is about *understanding* their needs and finding (complex) *solutions*. Success in veteran centricity is achieved by acquiring unique relationships and optimising them over time. It is not about delivering services just today, but the share of veterans’ family life over time. Simply said, veterans receive what they essentially need every time, everywhere, and in every case.

Placing the veteran at the core of everything is not an easy job. From one side, the state institutions are burdened with policy models, procedural regulations and limitations in effect. As a “young” organisation, Minveterans has a great chance to engage with veterans, families and veterans’ organisations at an early stage. However, to get the expected impact on policy quality, the veterans and their organisation should be aware of the policy development and implementation specifics, have sufficient information, and effective communication channels.

From the other side, figuring out the veterans’ goals and preferences may create an unrealistic picture as every veteran has their own scenario for service delivery. They will almost always offer ideas on incremental improvements when asked what they want. Some “good practices” offer clustering of the veterans in sub-groups according to their legal status and the services needed. For example, this means all veterans with severe disabilities received in combat or military drillings should get support through the same channel.

Formally, there are three essential implementation obstacles to overcome: institutional inflexibility, employees’ culture, and individualisation of services. The institutional resistance to change is a widespread and well-known phenomenon. The change management theory and practice provide a broad toolkit for dealing the institutional inflexibility. In the current Minveterans’ context, the most essential is well-defined and argued vision for veteran centricity, stakeholders’ consolidation for reforms, and effective management.

Changing the employees’ performance and relationships culture is more complicated as it requires vocational re-training, a new code of conduct, a new stimulus set, and appropriate leadership examples.

The individualisation of services is the essence of veteran centricity. In the ideal case, the veterans can communicate their needs, suggestions, and claims directly. If the ideal case continues, the Minveterans’ departments would have the capacity to assimilate all information individually and in clusters and make appropriate policy proposals or implementation decisions. At the end of the ideal case, the veterans will declare their satisfaction and start recognising the Ministry as “our one.” To start working, the entire process needs enterprise information architecture, appropriate institutional and individual capacity-building (not only training) programme, and relevant structure (especially decision decentralisation and lines of accountability).

Successfully applied, the veteran-centric approach would contribute to the new Minveterans strategic objective – supporting the veterans well-being through their life journey.

Maximum

Maximum

Veterans’ needs satisfied

Veteran (service & care) centricity

Minimum

**Figure 8. Veteran centricity (service centricity)**

#### Matching delivery of products and services for the providing of solutions

It's not a question of either-or, but how to do both well simultaneously. On Fig. 9, two approaches are combined[[41]](#footnote-41) – as of Peppers and Rogers (2004), and Igor Ansoff’ matrix[[42]](#footnote-42).

Maximum

Veteran (service & care) centricity

Veterans’ needs satisfied

Veteran-focus (“product” centricity)

Minimum

Number of veterans reached

Maximum

Maximum value from each service for each veteran

Efforts for services and benefits diversification

Efforts for complex

solutions

**Figure 9. Matching the veteran-focus with centricity[[43]](#footnote-43)**

The logic of combining the legally defined services and benefits (“products”) with veterans’ relationship is simple and may work well:

* As more Minveterans exchanges communications with the veterans, families, and organisations, as the leadership and staff *understand* them better.
* Suppose Minveterans knows what is necessary to make the veterans' policy effective and efficient. In that case, *it can advance* the number and the quality of services, not necessarily using more resources.
* If veterans see that the Minveterans is dedicated to better supporting their life-agenda, they would be *eager to share* more information and ideas and engage in programmes implementation.
* The *veterans’ satisfaction* of these relationships would be the essential measure to the veterans’ policy effectiveness.

However, there are three basic requirements to balance the veteran-focus effectively with centricity.

From one side, *the veterans and families' needs must be* *appropriately clustered* before Minveterans starts working for more individually tailored services. Grouping on the needs is different than on the legal status! Both veterans from a combat operation and injured during military exercise may need a prosthesis. Both need identical support despite being categorised differently by the current legislation. If applied, this approach will change the first-line staff' work – one servant will care for several veterans and families with identical needs. Furthermore, Minveterans' will focus on dealing with new veterans from the type of Service to the basic needs.

From the other side, the Minveterans should develop an executive strategy for *improving the menu of services and benefits*, their evidence-based prioritisation, the public-private implementation partnerships, and reflecting developments in the country’s social policy.

Moreover, no public service can ever sustain, let alone improve, by just focusing on fulfilling existing customers' needs. Minveterans needs to decisively strengthen its analytical capacity on veterans' population developments and its performance management. Gradually introducing evidence-based policy may provide sustainability of qualitative care and support

This chapter delivered the message that it is fundamental to combine veteran-focus and veteran-centricity in strategy to serve veterans and their families better. To get this approach realised, Minveterans must apply two essential innovations: *clustering veterans and families according to the basic needs of support and care* and establishing *veteran relationship management.*The former is supported by various "good practices" (Ratchev, 2020 and other reference sources). The latter is new for Minveterans as it is different from traditional public relations (PR). If applied successfully, Minveterans staff will soon identify that almost 50 per cent of their work is about veteran relationship management.  

### 5. The Ministry’ veteran-centric enterprise architecture

While no single definition of “enterprise architecture” (EA) exists,[[44]](#footnote-44) it is commonly understood to be a practice of organising processes, structures, and IT infrastructure in support of successful mission implementation. The method offers at least four essential value propositions regarding the Minveterans’ mission:

* It bridges vision and strategy to execution and outcomes.
* It assists in simplifying the complicated veterans’ affairs domain.
* It helps to shift the inherited mindset for working top-down department-centred with true collaborative work across the government and society.
* It contributes to establishing a common language on veterans’ problematic among various policy stakeholders.

The EA approach also reflects the European Commission view on the democratic governance system’ principles, which determine the overall performance of the public administration (SIGMA, 2017b):

* Strategic framework of public administration reform.
* Policy development and coordination.
* Public service and human resource management.
* Service delivery.
* Public financial management.
* Accountability.

Enterprise architecture is unique to every organisation. It includes domains, principles and key processes.

#### Domains

The domains are relatively independent policy and institutional areas, characterised by specific regulations (including laws), internally bound processes (vertical and horizontal; intra-institutional and open), resources (human, financial, and material, and information), and outcomes (results, outputs, effects). The principles ensure veteran centricity, establish synergy relationships between processes, and guide the information architecture and management. The Minveterans core domains are:

* Strategic domain.
* Business domain (policy formulation and resource management).
* Operational domain (service delivery system).
* Logistics (facilities and equipment).
* Information and communications domain (applications, networks, database, information security).

What to deliver to the veterans?

**Strategic domain**

***Politics and Society on veterans’ affairs***

Laws

Goals

Priorities

Values

Ambitions

Minveterans’ goals

**Minveterans’ business domain**

Policy, plans & guidance

Required capabilities planning

Internal control

Capabilities acquisition

Integrated resource management

Programming & budgeting

Performance standards & control

General administration

Who, how, where, and when to deliver?

**Operational domain**

***Service delivery system***

Level 3: Department service management

Level 2: Area service management

Level 1: Front-line service providers

Level 0: Veteran self-service

**Veterans and their families**

**Logistics domain**

**Information and communications domain**

**­**

**Figure 10. The Ministry’ veteran-centric enterprise architecture**

The Strategic domain encompasses the macro-level of veterans’ policy. The veteran policy paradigm is discussed and legalised at this layer through parliamentary and governmental acts; veteran’ problematic is allocated between the government priorities and the Minveterans’ policy framework, and goals are formulated. This domain is the field of politics of veteran’ policy and it is successful to the extend the political relationships and societal attitudes towards the veterans reach consensus. It defines “what” should be delivered to the veterans on behalf of the taxpayers – “what” is the Ministry’ vision. Minveterans’ strategic goals are clear statements that reflect broad and long-term outcomes the Ministry aspires to achieve by executing its mission.

The *Business domain* describes how the Minveterans is organisationally structured and what policies, functions, regulations, and capabilities are necessary to accomplish its mission. Business architecture addresses the questions of who, how, where and when should deliver to the veterans. Answering these questions is the essence of veterans’ policy and management and defines the Ministry’ veteran centricity in terms of planning. The business domain is the “hub” between what the politics on veterans agreed upon and what the veterans get in reality. It is the platform for political control and accountability.

The Operational domain is the Minveterans’ service delivery system – the business domain's executive arm for actual delivery of products and services to the veterans and their families. The service components are a combination of processes, people skills, and materials that are appropriately integrated to result in the “planned” service. There are different formats for delivering services – via information and communications technologies, by the Minveterans or another government agency staff, private providers, charities or CSOs, volunteers, or a combination between several formats.

The *Information and Communications* domain performs two basic roles, critical for Minveterans functioning – it provides the institutional IT infrastructure and protects the stored sensitive veterans, employees and service-providers personal and other information. The domain has its own architecture that includes three primary fields:

* Data and information domain sets out the rules and procedures for business-related information harmonisation, standardisation, protection, store, and share.
* The Systems and applications domain provides applications, interfaces, the Ministry' registry, and secures the data-integrity necessary for accomplishing functions across the business domain.
* The Networks and infrastructure domain consists of Minveterans’ IT infrastructure in terms of hardware, software, and delivery platforms, as well as technical standards.

The *Logistics domain* includes physical infrastructure, equipment, transport, materials, reserves, and other resources necessary to perform the Ministry’ functions and mission.

#### Principles

The Minveteran's enterprise principles ensure the institutional system's development and functioning and its permanent improvement in a consolidated and systematic manner. The principles provide a synergy of information and staff-skills in support of rational decision-making at each system layer. The Minveterans basic enterprise principles include:

* *Veteran centricity.* All processes, structures, systems, and information are conceived, designed, operated, and managed to address the veteran-centric mission needs of the Minveterans.
* *Enterprise integration.* Minveterans is built through effective enterprise integration of people, processes, technology, and resources that are open to innovations and flexible implementation.
* *Comprehensiveness.* The Minveterans enterprise architecture is created by policy-oriented and strategic thinking staff who understand government processes, normative regulations, organisational principles, the applicability of the information, and the veterans' specifics.
* *Flexibility.* The organisational policy and strategy and the relevant laws and regulations are the starting point in building Minveterans’ EA. However, the veterans’ domain is dynamic as the veterans’ politics are; the Ministry has to deal with a continuous flow of legislative changes, which are often affected by political situations. The Minveterans knowledge and decision-making rules should not be hardwired in its applications but should remain easy to change.
* *Sharing and interoperability.* Wherever possible, resources like services, repositories, and software components should be shared to avoid duplication and prevent redundant investments. The physical and IT infrastructure are interoperable within the Minveterans and with the other partnering governmental agencies like MOD, Ministry of Social Policy, the organisations with military formations, and others.

#### Business processes

The Minveterans' business processes originate from its mission and govern the setting up of its institutional structure. They are established systematically – each process serves a concrete mission-related goal through a series of actions undertaken on a particular institutional layer or following the internal hierarchy. The processes produce "results," "outputs," and "outcomes," which, in synergy, may create an effect on veterans' well-being (an extract form Figure 10).

**Minveterans’ business domain**

Policy, plans & guidance

Required capabilities planning

Internal control

Capabilities acquisition

Integrated resource management

Programming & budgeting

Performance standards & control

General administration

*Plans, policy, and guidance process.* Within this process, information from the veterans’ policy stakeholders is collected, analysed and systematised along the Minveterans’ core functions and priority goals; long-term (strategic) institutional plan is developed and coordinated across the government; annual planning guidance are formulated; the annual work plan of the Ministry is drawn up and its execution is monitored and estimated.

*Required capabilities planning process*. Within this process, the Minveterans goals and key functions are met with the veterans’ needs (in terms of statistical data, sociological analysis, surveys, geographical allocation, etc.) and transferred into required capabilities. The capabilities define the ability of Minveternas to perform its mission with excellence (e.g., having a specialised clinic for PTSD treatment would be a “capability” only if it is equipped with certified personnel, sufficient equipment, consummative materials, budget, etc.). Capabilities are defined according to the basic Minveterans’ functions: health care, delivery of benefits, and commemorations. Each capability must produce direct value to the veterans or improve the quality of service.

*Integrated resource management process*. This is the Minveterans’ core management process. Human, financial, and material resources are analysed and delivered according to the Minister’s policy planning guidance and required capabilities. “Integration” means that, for example, the acquisition of every new equipment is calculated not only with its life cycle but also the cost of the personnel, consumables, facilities, etc.

*Acquisition process*. The Minveterans purchases services, equipment and facilities at home and abroad. Their quality and quantity determine the value provided to the veterans to a large extend. The process is sensitive to corruption and incompetence that are prevented through professionalism, transparency, and openness.

*Planning, programming and budgeting process*. This process transfers the planning outcomes into implementation plans, programmes, and budgets. Programme-based management contributes to the Minveterans effectiveness and efficiency much better than any other bureaucratic approach. Planning is the analytical activity that helps, first, to formulate relevant to the guidance and available resources institutional objectives, and second, to propose and evaluate a course of actions to accomplish them. Programming transfers the plans into a detailed institutional agenda and allocation of resources. Budgeting ensures sufficient funds for programmes’ implementation within the annual budget and beyond it using private and volunteers’ contributions.

*Performance standards and control process.* Performance-based management is a powerful tool for public policy effectiveness and de-bureaucratisation. Standards are established for each service (health care, vocational training, finance consultancy, etc.), and their implementation is the criteria for unit and individual assessment.

*General administration*. The general administration process supports the Ministry proper functioning.

*Internal control*. This function includes some law-based controls as internal audit, inspectorate, and financial control with specific instruments like institutional ombudsperson, integrity (ethical) commission, and others.

There are various but four essential attributes of all Minveterans’ business processes:

* Completeness – Every process has a well-defined starting point, a finite number of steps, and an ending point.
* Repeatability – Every process can be run an indefinite number of times according to its structured cycle.
* Productivity – Every process translates guidance, data, and analysis into decision-support assets or decisions into actions. Both the processes and their internal steps are rational - if any isn’t adding value, it should be eliminated.
* Flexibility – Each process’ regulations should be open for improvement without causing operational strains to other processes.

The Minveterans’ business processes are monitored, evaluated, and improved under the State Secretary’ direct supervision as the institutional most important pillar. The Minveterans is able to integrate veterans’ perspectives and priorities with resource management. The periodical reviews of business processes and their outcomes are the most important sources of institutional development.

## Developing a veteran-centric Service Delivery System

Delivering excellent service would be the game-changer for the Minveterans. The Ministry can develop an entirely new Service Delivery System (SDS) or make the existing more efficient, simplifying the operations, eliminating steps in processes, introducing e-services or transferring responsibility and initiative to veterans, businesses, and civil organisations. The following ideas combine some basic theoretical concepts with "good practices," aiming to support the Minveterans SDS design efforts (Figure 11 is linked to the following chapters).

**Figure 11. Ten steps for building a veteran centric SDS**

#### 1. Understanding SDS design contexts and philosophy

The contexts define the framework of factors and considerations that have to be taken into account for designing the Service Delivery System. As seen in Figure 12, the contexts are external, internal, and functional, reflecting the ultimate policy goal – veterans' well-being.

**Figure 12. The four contexts of service delivery system design**

The “veteran policy – veteran well-being” axis of contexts has strategy power. It connects the socio-political consensus on what should be delivered to the veterans and their families according to eligibility criteria. Well-understood (as much as possible based on evidence) strategic context helps define an ambitious but realistic vision of veterans’ well-being and related values (economic, social, security and defence). The vision provides the ground for building a sustainable SDS. This line of relationships is not top-down (politics-veterans); rather, it has an interaction character mostly due to enhanced veterans’ capacity to influence the politics in their interest. Consequently, some contradictions are potential at the encounter points. That signals the SDS development should be a collaborative effort to reduce possible frictions and contradictions in the system in advance.

The “business-capabilities” link of contexts connects the Minveterans’ architecture with relevant performance skills and conditions. Outlining what processes, structures, and procedures should be established to run the “veteran policy – veteran well-being” line of contexts defines what skills and conditions would be required. The “business-capabilities” line of relationships could be hardly established in one step. Initial contradictions between higher standardised requirements and the real-people capabilities seem unavoidable. If left unmanaged, the contradictions may compromise the established consensus on the veterans’ well-being vision and ruin government trust. Appropriately reflecting the business context is about change management. Building performance capabilities is about staff and infrastructure systematic development.

The four contexts construct the Minveterans’ SDS environment and contain a diverse and complex set of design factors for considering. However, the contexts are not autonomous – they may both reinforce and compromise each other. The process of SDS design must balance those potential contradictions to make it more promising and easy-manageable.

Understanding the *SDS philosophy* helps to design the next steps appropriately. The SDS philosophy is rooted in the notion that veteran-centred and integrated services are critical for reaching the entire veteran population. Such centricity is focused and organised around the authentically identified veterans’ needs, rather than on traditions and wishes. Integrated services encompass the management and delivery of quality and timely services so that veterans and their families receive a continuum of orientation, advice, counselling, support, advantages, treatment, rehabilitation and palliative care services, through the different levels and geographical sites of the system, and according to their needs throughout the life course.

The key points of the veteran-centric SDS philosophy include:

* The individual veterans' needs are identified. Then it is determined how best to assist: through Minveterans own capabilities, in collaboration with other state agencies or using private, academia and community resources.
* Delivery of services without Minveterans is legitimised.
* A partnership is established between the veterans and the Ministry for direct veterans’ involvement in all aspects of their case planning decisions.
* The Minveterans’ staff work with the veteran not just to determine their eligibility for services and benefits but to meet all their needs.

This philosophy, realised by the Minveterans and its partners, provides the veterans with the ability to live civilian life as independent persons and families, with their own home, demanded jobs, respectful community, and freedom of acting even with a disability[[45]](#footnote-45). The existing system is turned head down: the veterans do not need to apply for a particular service that, if isolated, may have a minimum value. Instead, the Minveterans staff consider all of a veteran and family’s needs and integrate the service accordingly. This philosophy's backbone is the mutually shared information on what is necessary and what could be provided, how, when, and where.

However, choosing veteran-centric philosophy, *several dilemmas emerge*, with which the Minveterans leadership must be aware and have principled positions:

* *Efficiency vs tailored personal service.* Veteran-centricity supposes to manage many particular cases simultaneously instead of several groups of veterans gathered according to the eligibility criteria. It will require more qualified personnel and higher operational expenses.
* *Consistency of delivery vs modifications needed for specific circumstances, geographies and veterans’ groups*. The current delivery channels in Ukraine are historically established both as a type of service and geographical location. The application of the well-being and life-long service concepts and veteran centricity will require severe modifications of the delivery practices, accompanied by a delegation of authority to the first-line staff and regional managers.
* *Technology-based channels of delivery vs personal contact and engaging services*. Where delivery of social services is concerned, technology should be viewed as an enabler of engagement (i.e., an advanced veterans' role). In contrast, older generation veterans with disabilities or chronic illness may increasingly look for human contacts.

The essence of veteran centricity is that services should have all the ingredients of reliability, simplicity and transparency while developing a strong sense of personalisation and veterans' engagement. In this process, both sides – the Ministry staff and veterans, should mature their communication culture.

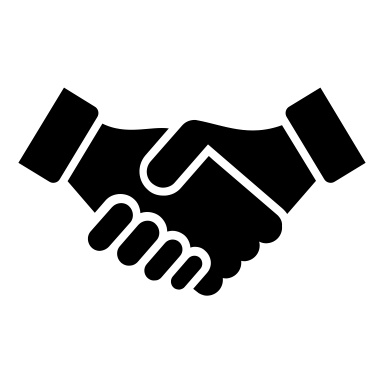
#### 2. Establishing a SDS design framework and principles

The Service Delivery System *design* is an interdisciplinary method that helps develop a SDS *from the veterans' perspective*. Not by guessing what the veterans might need, but by genuinely co-creating relevant, effective and efficient services in collaboration with them.

The SDS creation begins with what it must fundamentally achieve - meeting the real needs of veterans and their families within a normatively defined eligibility criteria and with politically afforded resources. The emanation of this goal is the veterans' satisfaction with what the nation does for them through the joint efforts of the Government, the Ministry, and society. Veterans’ satisfaction is a function of policy, products and services, and the service delivery process:

* The *Policy* involves balancing veterans, diverse views and interests, policy stakeholders, and other socio-political priorities.
* The products and services originate from the policy-driven *Service Concept* – the bundle of support and services that the veterans can turn into benefits. Supporting veterans is a multi-dimensional challenge and is defined for meeting a range of connected needs like health, education, employment, family support, housing, and others, rather than any one of them in isolation.
* *The Service Delivery System* includes the institutional arrangements, process, people and resources across the Government, Minveterans and society that connect the policy with the veterans to shaping their satisfaction. Since the veterans participate in the process, conceiving a service involves designing both the outcome and the process that produces the effect of satisfaction.

The critical question is, what happens when the veterans meet the Service delivery system to receive what the Service concept envisages?



**Figure 13. The Minveterans’ service loop.**

In this "loop," the veterans' satisfaction is a mindset, a value framework, a way of thinking. To satisfy the veterans consistently, Minveterans must build its service delivery system on this mindset internally and maintain it through veteran relationships.

However, veteran-centric SDS's real importance is not the emergence of new Minveterans' functions and service practices; the essence is the shift in veterans' behaviour. No matter how innovative the Ministry is, if veterans' conduct does not develop adequately, the SDS can only partially achieve its goals. The Ministry particular role is to introduce practices and technology to evolve their whole service operations to respond to the changing veterans. To make this possible, several principles should be advanced:

* *The operational effectiveness should be advanced into veterans’ advocacy.* The Minveterans staff, contractors and volunteers should focus not only on “delivery” but also on *understanding* the veterans’ interests. Acting as their advocates will require personal dedication, complex training, social work skills, and sufficient institutional freedom of actions.
* *Service transactions should be expanded to front-line integrated services*. Instead of optimising the current services one-by-one, an integrated approach that combines information, advice, and implementation should help veterans solve problems
* *The current regular and re-active services should be replaced by pro-active work*. The Ministry and its partners must begin pro-actively reaching out to veterans with information, advice and support. Acting as a partner to the veterans and advising them on how to make the most out of the Minveterans’ portfolio of services are high-value services that will change the Ministry value and prestige.
* *The individual service should be oriented towards building and empowering veteran communities.* Nobody and nothing will serve the veterans better than their community of ex-combatants, colleagues and friends.

#### 3. Building a Service Concept for the veterans’ well-being

The Law of Ukraine *On the Status of Veterans, Guarantees of Their Social Protection[[46]](#footnote-46)* in Chapter III regulates the *Benefits for War Veterans and Guarantees of their Social Protection*. The veterans receive the “benefits” most of all as financial advantages, e.g., cash, pension, exemption from all types of taxes, fees, duties and other payments to the budget, free of charge travel, payment of assistance for temporary disability in the amount of 100 per cent of the average salary, regardless of the length of service, and many others. However, these “advantages” do not turn automatically into benefits for better civilian life. The quoted law does not include the presumption of “service” and “care.” Table 2 illustrates the way the well-being concept might be transferred into derivable services.

**Table 3. Service Concept of the veterans’ well-being**

| **Domaine** | **Status** | **Determinants** | **Services** |
| --- | --- | --- | --- |
| **Health** | Mortality  Physical and mental health conditions[[47]](#footnote-47)  Disability and functioning | Alcohol consumption Illicit drug use  Physical activity  Overweight/obesity  Genetic factors  Smoking  Military sexual trauma | Primary (policlinic) care  Hospital care  Mental health services  Alcohol & other drug treatment services  Volunteer caregivers support programme  Veterans sports and fitness programme |
| **Employment and quality of jobs** | Labour force status Occupation quality | Employment, unemployment or underemployment  Occupational quality Employment stability  Job satisfaction | Employment assistance  Employers support programmes  State and local administration and business employment of veterans’ programme |
| **Income and wealth** | Income | Financial comfort/stress Disposable income | Financial counselling  Income support payments  Compensations  Legal assistance  Critical financial assistance |
| **Housing** | Living conditions | Homelessness  Housing stability | Housing assistance Homelessness services |
| **Civilian life education, knowledge and skills** | Education status  Vocational status | Educational attainment  Civilian vocational qualification | Education support services  Civilian vocational training service |
| **Social integration** | Family relationships and friendships  Household composition  Social networks  Age | Social participation Social connectedness | Family and children assistance  Domestic & sexual violence support services  Aged care and assistance  Disability assistance and support  Veterans and community volunteers support programme  Family and community engagement support projects |
| **Cultural integration** | Self-perception of character, values, skills, and capabilities | Type of military discharge  Personal service history  Combat or war-like experience | Psychological transition assistance (noting differences between military culture and civilian culture, without denigrating either of them)  Cultural inclusiveness support projects  Training programmes on military culture for non-military personnel of the Minveternas, medical and social institutions |
| **Subjective well-being** | Satisfaction with civilian life | Military-to-civilian transition experience (balance between positive achievements and failures; between expectations and realities) | A tailored military-to-civilian transition programme  Life-long support programmes  Critical cases assistance |

* The effect of health care services on veterans’ well-being depends mostly on the quality and timeliness of health care and access to preventive health care, such as screening and vaccination.
* Employment allows veterans to achieve financial security. It is associated with lower mortality rates, better general and physical health, and lower rates of medical services needs than for people who are without a job. Suitable employment and working conditions can also contribute to better social status, self-esteem, social interactions and personal development. Employment may be full time, part-time or casual and can include working as an employee or working for oneself.
* The veterans’ income and wealth assistance and services aim to avoid large disparities with the local civilian population and prevent succeeding family and health problems.
* Housing assistance aims to support veterans in maintaining housing and avoiding homelessness. It can include home purchase assistance, rent assistance, social housing provision, and services that help veterans maintain their tenancies.
* Education opportunities are the critical support provided to younger generation veterans and older veterans’ family members that may have a life-long impact on their well-being. Vocational training is the most popular service that can also be a lifelong pursuit, equipping a person with core skills and creating employment pathways.
* Social integration is support accessible to veterans through social ties to other veterans, veterans’ organisations, and the civil communities. In some countries (Canada, Australia, the UK), it is seen as the most critical aspect of the military-to-civilian transition. It comprises structural measures, such as social network size and involvement in group activities, and measures that cover the type and content of social interactions. The Minveterans’ formal support provides access to services and programmes designed to enhance veterans’ well-being. Informal social support comes from family, friends and community that might be charitable and supported by the Ministry.
* Cultural integration is the hidden factor that can make the veterans’ life more comfortable or more rigid during the transition and following several years. Programmes are oriented in two basic directions:
* To provide a line of continuity between one’s military and civilian occupational environment (moving to Police, custom service, border guards or similar organisations).
* To remobilise the military habitus in ways that confer a strategic or competitive advantage in civilian fields transferring unique military skills in important civilian qualities.
* The subjective attitude towards the transition to civilian life is a permanent but volatile factor of veterans’ well-being. It is sensitive to each personal achievement or failure, may change after having a good or disappointing experience with Minveterans, reflects the Government’s alterations of the veterans’ policy. The subjective well-being is an object of systematic monitoring and social statistical evaluation to keep the policy and service delivery system relevant to the veterans’ essential needs.

The considerable change with this approach is that all currently envisaged support products are seen and transferred through the prism of veterans’ well-being. Note, the legal provisions are not changed, and not significant legal re-arrangements would be necessary. The change is in the way services are provided. The essence is in the life-long support to the veterans for turning the financial reliefs and privileges into essential and sustainable benefits. This development will expand the Minveternas role and functions significantly. However, it will require severe improvements in the staff’s skills, especially those at the first line of the service delivery system.

#### 4. Organising a service delivery collaboration network

Delivering public services through collaborative relationships among governmental agencies, private and volunteer organisations is recently axiomatic. These collaborations' defining characteristic is sustainable engagement into a coherent service delivery system supported by advanced information technologies. The "good practices" study (Ratchev, 2020) expressively proves that no matter how powerful an institution is in terms of mandate and resources, it cannot provide services and care effectively to all veterans alone. However, the IT application is critical for effective collaboration across the lines of support and throughout the country. In general, these relationships involve a formal agreement about roles and responsibilities. The participating organisations share a common objective aimed at the delivery of public service. They also share tangible and intangible risks, benefits, and resources (Dawes and Préfontaine, 2003).

Minveterans

Ministry of finance

National revenue agency

Ministry of internal affairs

National level service delivery partners

Regional and local level service delivery partners

Minveterans information and communications network and database

The veterans

Commercial, civil, charitable and veterans’ orgs. with national coverage

Local orgs. with project management capacity; volunteer caregivers

Ministries and agencies direct service providers

Ministries and agencies contributors

**Figure 14. Minveterans’ collaborative service delivery network**

Minveterans collaborative network building up is a whole-of-government approach managed under the Prime Minister leadership. The broad coordination facilitates allocation of responsibility for supporting veterans in a way that reflects each agency’s mission and focuses them on what they can do best. Each agency brings specific capabilities and knowledge to the table. The government builds a framework that includes a shared vision about veterans’ well-being and the ways services must be delivered to overcome different working styles and understanding of the collaboration. It entails determining which agency should play a lead role in meeting each of the major dimensions of veterans’ needs. On that basis, roles and responsibilities are allocated as planning guidance. The government agencies may participate in the direct delivery of services (e.g., health care, education, training, etc.) or facilitate the implementation of benefits defined by law (e.g., tax exemption, free of charge travel, etc.). Making appropriate determinations in this regard ensures agencies focus on their core competencies rather than expending effort in less productive areas.

As a “good practice,” the Minveterans could sign a collaborative agreement (in some countries – Memorandum of Understanding) with each government agency. Key elements of the document include, but are not limited to the purpose, roles and responsibilities of parties, collaborative programmes, a period of validity, key definitions, governing (general and operational) principles, the governance structure for collaborative programmes and projects management (including ways of communication, meetings, etc.), partners undertakings (scope of the collegiate approach in planning and implementation, provision of services, staffing, access to collaborative assets, monitoring and evaluation), funding, material and equipment provision, disclosure and access to information, issues of transparency and accountability, and others.

Minveterans establishes the national level service delivery partnerships based on direct assessment of their capacity and readiness to cooperate. The partners are:

* Commercial companies with country-wide reach, full or partial responsibility for delivering particular or complex services.
* Influential veterans’ organisations.
* Civil society profit and non-profit organisations.
* Charitable foundations and association.
* Religious structures.
* Others.

Minveterans may establish various public-private or public-private-non-profit formats in which each of the parties may have a different contribution, control, and responsibilities. Figure 15 below illustrates the basic public-private partnership options:

Minveterans’ public-private-NGOs partnerships

Low

High

Full

Nill

Level of Minveterans’ control

Extent of private or NGOs participation

**Figure 15. Minveterans’ portfolio of public-private-NGOs partnerships**

The information and communications arrangements are the most important and sensitive elements of the Minveterans’ collaborative network. This aspect goes beyond the mandate of this report. However, under CabMin coordination, the Minveterans and its collaborative partners should build information infrastructure consistent with the following principles:

* Develop information systems that facilitate interoperability, application portability, and scalability of applications across networks of heterogeneous hardware, software, and telecommunications platforms.
* Meet information technology needs through cost-effective intra-agency and interagency sharing before acquiring new information technology resources.
* Establish high-level security for all information systems.

#### 5. Defining effective veterans’ segmentation

The legally defined categories of veterans provide information about their eligibility for care, benefits, and services. However, the effective and efficient delivery of services needs appropriate segmentation of the veterans according to their essential needs. The mapping and clustering methods may provide more precise insights about where the veterans live within the Ukrainian regions, their current and future needs.

The information might be collected from registered use or request of services and through periodic opinion pools. The easiest way is to develop an app to enable the Minveterans staff, health and other social care professionals, trainers, professional consultants and volunteers to access a directory of all quality assured services available to veterans across Ukraine.[[48]](#footnote-48) As a result, the veterans’ policy will be equipped with evidence-based findings of the veteran population and its dynamics. The mapping data and following analysis should be shared with the collaborative partners to make a better division of labour and resources and produce synergy effects on service quality and timing.

Segmentation is the process of turning the map of veterans’ needs into policy considerations and service delivery guidelines. Hence, there are two elements in the segmentation process: statistical and political. Statistically, the segments must meet some basic criteria:

* *Homogeneous* – each segment must be distinctive in terms of its veterans’ profile and needs to impact upon the extent to which the segments are accessible.
* *Significant* – the size of the segment is sufficient so that resource allocation can be justified.
* *Accessible* – the segment’ accessibility defines how the services should be delivered, especially in rural areas with a relatively small number of veterans.
* *Relevant* – each segment should be relevant to the Minveterans’ mission, functions and capabilities. However, in specific cases, service delivery might be provided by non-traditional collaborators, contractors or foreign partners.

The political element (with experts’ support) is the prioritisation of veterans according to specific criteria, additionally to the formal status. This means a veteran needing prosthesis is of the highest priority for medical and social care, no matter her or his formal status. Prioritising across different veterans’ features, provided by the mapping and clustering process, will offer the policymaking and service delivery planning with a tool of flexibility and efficiency.

Prioritisation could be made basically on essential needs. The following criteria are retrieved from several “good practices”: military service history (reflects the veteran’s category and eligibility for different services), and disability (injury, chronic disease, etc.) rating, and veteran’ financial status (ability to cover additional expenditures), and benefits the veteran may be receiving (pension, cash, etc.). On these criteria, several Priority Groups might be established (illustratively, based on “good practices”):

* N1 (highest priority) – veterans with service-related unemployable disability (above 50 per cent) or decorated by the highest medal of honour for soldiers and officers; veterans with permanent personal care needs.
* N2 (emergency priority) – veterans with the emergency need of health care, or risk of suicide, or loss of family housing, or tragic family situation.
* N3 (special priority) – Veterans that need special funding for treatment that would not usually be provided by the Ukrainian health care system (for example, higher specification prostheses and treatment available only abroad).
* N4 – veterans with lower service-related disability rate or decorated with an honourable award or have been prisoners of war; family members of fallen militaries.
* N5 – veterans with severe service-related chronic illnesses.
* N6 (regular priority) – veterans eligible for medical, end educational, and retraining, and employment programmes or receiving cash benefits or having an annual income level that's below the Minveterans adjusted income limits (for the area they live); family members.
* N7 (individual priority) – veterans, who gross household income is above Minveterans geographically adjusted income limits for where they live and agree to make co-payments[[49]](#footnote-49) for medical services.

Additional prioritisation is made on the age, gender, and geographical location of veterans. It is used for better organising the delivery of services and the appropriate use of Minveterans’ partnerships. The prioritisation might be further specified and changed, e.g., when service-related illness escalates, or disability gets worse, or family housing is lost.

#### 6. Creating alternative service delivery channels

Channels are a means for Minveterans and the partners to deliver services to veterans and veterans to access the Ministry through various communication and delivery methods (for example, post, telephone, face-to-face, online, mobile, fax, etc.). The delivery of services may be directly through Minveterans departments and regional structures or indirectly through intermediaries, such as commercial, veterans or voluntary organisations.

The need to develop an alternative channel system is to improve the system's effectiveness, lower the costs for both sides, and respond to veterans' capacity for using particular channel from the areas they live in. The selection of channel is by veterans' choice, not a Minveterans requirement. It depends on the nature of the requested service – whether transactional (issuing of documents, for example) or closer to the services provided in health, education and law enforcement.

The system may include single, multiple or omni-organisation of the channels.

Veterans and their families

Direct contact

Phone line

Website

Social networks

E-mail

Letter

**Figure 16. Minveterans alternative channels system**

The introduction of an advanced communication model for the delivery of services is not self-reliant. Minveterans must introduce new channels and their organisation gradually along with the maturity of the system and its “clients.” The older generation veterans prefer face-to-face communication, engage in a dialogue with understandable language. The new generations are potentially not only skilful but eager to avoid unnecessary bureaucratic exchanges.

The omni-channel approach provides convenience and accessibility for veterans to interact over the channels that they want to use. Its primer will put Minveterans ahead in building and maintaining relationships with the veterans. However, its introduction should not compete with the existing channels, nor the Ministry should support the less used channels beyond rationality.

#### 7. Aligning service delivery with the veterans' needs

Aligning service delivery with veterans’ needs means to make Minveterans a highly responsive institution, instead of department centred. The “good practices” (Ratchev, 2020) advice to combine the following “holy trinity” of modern public institutions:

Incorporating technology *within* the service delivery processes

Organising the Minveterans’ service delivery units according to the veterans’ segments and in tiers.

Designing the service delivery processes from the veterans’ point of view and using “co-creation.”

**Figure 17. Organising for veteran-centric service**

The “holy trinity” logic is that the Ministry's veteran-centric character determines the key service processes; the processes govern the service delivery units’ organisation; the technology combines processes and units to strengthen their usefulness for the veterans and effectiveness for the political authorities.

At this stage of the discussion, it is essential to note that there are various alternative service delivery models in the commercial and public sectors. Still, the veteran domain is very exclusive to think it is only a matter of preference to apply any of them. Additionally, the Ukrainian issue-specific factors, such as the political environment, structure of government decision-making, normative style, administrative model, public-private relationships traditions, powerful volunteerism, and the extreme security situation, can have a significant impact on innovations in service delivery. However, there are two basic approaches to cope with the “trinity” challenges:

* *Traditional, department centred approach*. The veterans must communicate with or address every claim to the Minveterans subject matter departments and, additionally, with each collaborative government agency. The veterans may do this individually or using intermediaries (veterans and civil society organisations, rarely commercial companies). In any case, the beneficent has to knock at many ministerial doors, get several decisions on a single case, approach the bureaucracy each time conditions change, or demand new support. And, in the end, the veteran may get a fragmented value, if any.
* *Modern, multi-tiered approach.* This concept puts service operations into tiers. The Minveternas’ staff and collaborative partners are empowered with authority, training, and resources to cope with veterans’ requests and claims at the lower tier. The middle tier performs regional-based programmes and projects and decides on unusual cases and specific situations. The upper level is about the Ministry’ departments that transfer the bottom-up flow of information into policy and programmes adjustments and innovations. Increasingly important for future service delivery is Tier “0,” which provides automated or self-service functionality for the veterans.

Veterans and their families

Health

Income

Skills

Jobs

Housing

Social

Direct contact

Phone line

Fax

Website

Mobile app

Social networks

E-mail

Messages

Letter

**Tier 1:**

**Front-line**

**Service staff**

Minveterans’ staff, partners, contractors, volunteers, VOs, CSOs

Needs assessment, orientation, advice, counselling, training, case management, employment support, community affairs

**Tier 2:**

**Regional**

**service**

**management**

Regional managers

Programme and project management; grants delivery and management; performance quality control; local partners and authorities’ coordination

**Tier 3:**

**Departmental**

**management**

Regional veteran well-being centre(s)



Ministry’ subject matter experts

Whole-of-government coordination; high-level decision-making; service standards management; database management

**Tier 0:**

**Self-service**

Channels

touchpoints

Minveterans and collaborative partners self-service portal

**Figure 18. Structuring the Minveterans service delivery units in tiers**

From the veterans’ perspective, it is important to establish service levels appropriate to their preferences. For certain routine requests, many veterans may prefer an automatic but easy-to-obtain and accurate response. However, whereas the same veterans face complex problems, a more personal, relationship-based approach would be preferable.

Regional Veteran Well-being Centre is a “good practice” solution known as a “one-stop shop. The European Commission recommends the concept as a single channel (office but could also be a web-portal) where multiple services are offered and hence the customer can find the information and services they need and typically conduct transactions in one place, either physical or virtual (EC, 2017, p. 132). Created according to the Minveterans’ regional divisions, the well-being centres may:

* Provide a local service hub that facilitates greater access to essential health and well-being services needed by local veterans and their families.
* Provide innovative and flexible modes of core and complementary service delivery that reach as many local veterans and their families as possible.
* Achieve greater integration of government and non-government support for the wellbeing of veterans and their families.

The centres must be built on consultations with the veteran communities aimed to establish an appropriate service mix across basic well-being and health domains:

Education

Health

Training

Employment

Income

Housing

Recognition and respect

Community building

Advocacy

Evidence-based service delivery

One-stop shop

**Figure 19. Regional veteran well-being centre**

The centres are designed for working in partnership with veterans’ organisations and state agencies, and local authorities.[[50]](#footnote-50) They might be efficiently established and maintained as public-private-NGOs partnerships.

#### 8. Establishing a service delivery quality management system

As a service delivery institution, Minveterans needs a Quality Management System (QMS) and performance standards for all veterans and their families' benefits and care. The management theory and practice suggest various approaches to quality management, some of them more or less applicable to the public policy sector:

* The ISO 9000 family of quality management standards offers a framework of measures to improve the quality of services and consistently meet the customers’ expectations. “The seven quality management principles are:
* Customer focus.
* Leadership.
* Engagement of people.
* Process approach.
* Improvement.
* Evidence-based decision making.
* Relationship management.”[[51]](#footnote-51)
* Another opportunity for building performance excellence offers the Six Sigma model. The methodology uses continuous process improvement until they produce high quality and stable. The DMADV method might be used for designing a newly established delivery process. “The letters stand for:
* **D**efine the goals.
* **M**easure critical components of the process and the outcomes.
* **A**nalyse the data and develop various designs for the process, eventually picking the best one.
* **D**esign and test details of the process.
* **V**erify the design by running simulations and a pilot programme, and then handing over the process to the client.”[[52]](#footnote-52)
* The most popular approach to service delivery excellence in *the public administration* is based on Malcolm Baldrige’ model (applied to all federal departments in the USA), in which “’Performance Excellence’ refers to an integrated approach to organizational performance management that results in:
* delivery of increasing value to customers and stakeholders, contributing to organizational sustainability,
* improvement of overall organizational effectiveness and capabilities,
* organizational and personal learning.”[[53]](#footnote-53)

However, serving war veterans and national heroes is not like serving traditional customers. The Minveterans should not be captured by formal criteria and become too much “numbers-driven”! The leadership have to decide about the appropriateness of a QMS to the veterans’ policy specific requirements. The message of this feasibility study is that the Ministry should look for a combined approach to make a synergetic effect of 1) strategic management of veteran centricity with 2) outcomes-oriented delivery operations that are based on 3) performance standards.

* *The strategic management of veteran centricity* is a high-level cyclical process of strategy creation that includes maintaining an adequate vision and mission; analysis, setting out strategic objectives and approaches; programmes and projects structuring, implementation, and feedback.
* *The outcomes-oriented delivery operations* must mirror the fact that most of the services to veterans are provided with a sense of “care.” This is critical! The veteran centricity is about care rather than “delivery” of something. “Delivery” sounds like postal service – the postman hand over a letter and forget about it. Learning to “care” is recognised as one of the most severe hurdles to building veteran centred service and institution.
* The *performance standards* must be established on everything the staff do for the veterans and their families. As veterans’ satisfaction is the basic policy effectiveness indicator, nothing should be left without regulation.[[54]](#footnote-54) Developing quality performance standards is a sensitive and highly professional endeavour, but its value is incomparably high. The “good practices”[[55]](#footnote-55) advice Minveterans to establish specific standards for clusters of services – Models of Service (MoS). A “Model of Service” aims to ensure veterans get the right care, at the right time, by the right team, and in the right place. The Model of Service guiding principles is that it:
* Is veteran-centric.
* Offers high-quality services, flexible, easy to access, considers equity.
* Contributes to integrated care.
* Is efficient regarding the use of resources.
* Provides measurable outcomes.
* Is innovative and considers new ways of organising and delivering care.

Reflecting the above principles, concepts and practices, the following framework combines Baldrige’ seven institutional quality categories with the Minveterans’ core values in a generic framework for improving public service delivery on a continual basis, till excellence is achieved.

Veteran politics, economic, social and security environment

Institutional values and concepts

Measurement, analysis, knowledge management

Operations focus

Leadership

Veteran centricity

Strategic planning

Personnel focus

Outcomes

**Figure 20. A system perspective on Minveternas service delivery excellence[[56]](#footnote-56)**

The *performance system* (blue, green, and brown middle of Figure 20) consists of two linked triads, formed by the six Baldrige process categories, that define Minveterans’ operations and the outcomes:

* The blue is a leadership triad (Leadership, Strategic Planning, and Veteran centricity). It emphasises the importance of the political leadership focus on development of a sustainable strategy to realise veteran centricity.
* The brawn is an outcomes triad (Personnel focus, Operations focus, and Outcomes). It focuses on the quality of Minveterans operational staff and the collaborators and key delivery processes (health care, benefits delivery, re-training and re-employment) that accomplish the Ministry mission. All processes point towards outcomes.
* The horizontal arrow in the centre of the framework links the two triads and indicates the importance of feedback in an effective performance management system.

The *system foundation* (the bottom segment in Figure 20) comprises Measurement, Analysis, and Knowledge Management, which are critical to an evidence-based, knowledge-driven system for improving performance and making the veterans satisfied.

The *Minveterans’ institutional values and concepts* include visionary leadership, systems perspective, veteran-driven excellence, organisational and personal learning, valuing Minveterans’ staff and partners, agility, management by facts, societal responsibility, focus on outcomes and creating value and satisfaction for the veterans.

If applied systematically, the MInveterans’ Quality Management System should:

* Ensure that services and benefits are delivered, considering veterans and their families essential needs and regulatory requirements.
* Ensure that the service delivery processes are in line with the veterans’ policy objectives.
* Ensure all service delivery procedures are standardised, the information on standards is available, and relevant training is provided for the Minveterans staff and all partners.
* Ensure availability of suitable equipment, resources, and tools.
* Ensure that all contracts are managed appropriately, and the contractors, collaborators, partners, and volunteers provide quality services and products.
* Ensure implementation of monitoring and measurement of all processes, outputs and outcomes.

After being used for developing the service excellence delivery system, its basic categories must be used for the Ministry and its units’ performance assessment, analysis, and improvement:

* *Leadership* – Examines how senior executives maintain the Ministry’s vision and mission adequacy and guide the Ministry and its partners to satisfy the veterans’ needs and Ukrainian society (who pays for the excellent service).
* *Strategic planning* – Examines how the Ministry sets strategic objectives and develop action plans.
* *Veteran centricity* – Examines how the Ministry builds relationships with veterans and supports their well-being.
* *Measurement, analysis, and knowledge* management – Examines the management, effective use, analysis, and improvement of data and information to support key business processes and service delivery system.
* *Personnel focus* – Examines how the Ministry develops its staff’ potential and how the workforce is aligned with the institutional’ objectives and values.
* *Operations focus* – Examines how key delivery and care processes are designed, managed, and improved.
* *Outcomes focus* – Examines the Ministry’s performance and achievements in its key functions: governance, veterans’ satisfaction, financial and other resources management, personnel development, management of public-private-NGOs partnerships, operational performance, and social responsibility.[[57]](#footnote-57)

#### 9. Developing the capability for service excellence

Minveterans capability is the institution' *ability to* deliver excellent and timely services where the veterans need them, convenient, and in an appropriate format. The service delivery capability is a critical component in the Minveterans' portfolio. It provides an essential connection between the Ministry's policy and planning work with the "field" of first-line staff and regional managers. However, service delivery capability has its logic and specifics. The veterans may not be even interested in how the Ministry works and what serious difficulties they have to overcome. Still, they used to be very sensitive to the quality of delivery. Both the prestige of the institution and veterans' satisfaction depends on service excellence. To cope with the challenge, the "good practices" advice to elaborate further the Minveterans service delivery quality management system (Figure 21) on its three critical areas: leadership, strategy, and delivery.

1. Inspirational

leadership

2) Outcome-focused strategy

3) Quality delivery

* Planning, resourcing and prioritising
* Sharing commitment among delivery tiers
* Introducing effective delivery solutions and partnerships
* Establishing performance standards
* Smart using of technology
* Setting a needs-based vision and direction
* Motivating staff, partners and veterans on service culture
* Training and developing people
* Supporting improvement and innovation
* Vision-mission-tasks approach
* Establishing a collaborative framework
* Building a common purpose with the veterans
* Making awareness and evidence-based choices
* Balancing outcomes with resources
* Managing the risks
* Using effective feedback for permanent improvement

**Figure 21. Minveterans core service delivery capability**

The order that these three elements are listed in is not random. There is a logical sequence, first to establishing inspirational leadership, then building an outcome-focused strategy, which will foster a high level of service quality through employee, veterans and partners engagement, and, as a result, developing the right veterans’ experience. It is a virtuous circle. The correlation between the Ministry’s capability and the fundamental veterans’ policy aim – the veterans’ satisfaction of their civilian well-being, emerges through four critical qualities of the service delivery system: service culture, employee engagement, service quality, and veterans experience with the Ministry and the collaborative partners.

*Service culture* is built on leadership principles, vision, mission and values, norms, and work habits. Culture is the set of overriding tenets. The management controls, maintains, and develops the social process that manifests itself as service delivery and conveys value to veterans. Once a service delivery system is established, there is no other component so fundamental to the long-term success of the Minveterans as its culture. However, the road to institutional culture is not the shortest one. Everything successful and sustainable starts with an inspirational but straightforward and accessible goal. The Minveterans leadership may consider the following points for the developing of an appropriate vision for its service excellence:

* Veterans transition seamlessly from the AFU and the other organisations with military formations to Minveterans to get the services they need, when and where they need them.
* Veterans get one in their civilian life application, assessment, and decision in one touchpoint.
* Veterans receive the eligible support for all of their needs, and this follows them through their life journey regardless of where they live or how they choose to deal with the Minveterans.

*Service quality* results from veteran-centric strategy (accumulation of experience) and processes through standards-based performance management. Four management components produce perceived service quality and service delivery effectiveness: employee’s performance role; their skilful flexibility to cope with each particular case specifically; effectiveness of cross-tiers and collaborative partnerships; smart process and performance control, and evidence-based improvements.

*Employee’s engagement* is exceptional as it is the factor that may compensate for any strategy and processes weaknesses. Engagement is the moderator between the design and the execution of the service excellence model. It is “above” the job description as it is based on personal dedication to serving the veterans.

*Veterans’ perception and attitude* are the last but not least in service quality management. Nothing will work if the veterans do not trust the Ministry, if they are not active, and look for alternative solutions. The veterans must compare their perception of the real delivered service to what they think it should be. The SDS interactivity seems to be the most effective way to connect the policymakers and veterans through the policy outcomes and how service is delivered. Interactivity helps the policymakers better understand what the veterans’ perceptions and expectations are. The expectations might be illegitimate or unrealistic. However, the policymakers should know them and respond to the claims.

#### 10. Introducing service delivery risk management

Delivery of services across the whole territory of Ukraine might be challenged by known, expected, and unknown factors and conditions. They are structural and will always accompany the veterans' policy implementation. As a social service government agency, the Ministry cannot be run as so risk-averse that it can't deliver the promised and needed services. Risks might be acceptable, but if they are appropriately identified and evaluated against the Ministry' priorities. Moreover, each cluster of services – health care, housing, training, employing, etc., has its own risk factors. There are also cross-cutting risks of corruption, mismanagement, irresponsible behaviour, unethical relationships, serious performance mistakes, and others. Especially sensitive are:

* The services delivered by contracts or public-NGOs partnerships.
* The supply of services in rural areas and along the lines of conflict.
* The emergency and critical services.
* The complex services.

If not managed appropriately, individually, and in a combination, they may complicate and compromise the Minveterans' mission and policy objectives.

Risk management is the identification, assessment, and prioritisation of risks followed by measures to reduce the probability of occurrence and/or impact of unfortunate developments and react and re-establish the services in cases of interruption. In Minveterans, it covers the circumstances where the Ministry may not meet the CabMin, Rada, and the President's expectations, from one side, and the veterans, from the other, due to under-performance. In this context, an additional important question arises – how the Ministry may improve its performance without exposure to unnecessary risks. Thus, risk management (including anti-corruption!) has to be integrated into all planning and performance arrangements. Moreover, the Ministry must apply risk management at the strategic, institutional, and service delivery (operational) level.

* *Institutional risks* (also called "enterprise risk") have the potential to interrupt Ministry's basic functions and day-to-day operational procedures; to damage its reputation as a quality service provider, employer, and accountable democratic agency; to compromise its legal status or the framework of operational norms; to failure human resources management, financial or internal controls systems or the overall governance.
* *Strategic risks* arise from the fundamental decisions that the Minveterans' leadership take concerning the policy objectives, the implementation tools and resources, and the approaches to balance them and maintain balanced over time under the pressure of internal and external (political, societal, economic, and security) variables. Such risks may escalate from voluntarily introduced legal arrangements, changes in the veterans' status and eligibility criteria, the drastic reduction of budgeting, changes in veterans' essential needs, large-scale corruption cases, and others. Managing the strategic risks will help the Ministry stabilise itself institutionally, establish control over its functional space, build reputation and respect, and win the veterans' loyalty.
* *Service delivery (operational) risks* emerge during programmes and projects implementation. Specific service delivery processes might be affected in first-line units, regional offices, and some departments. Hereof, the risks are mapped, evaluated and treated by the operational managers and reported to the upper levels only when a potential for severing damages are identified.

ISO 31000:2018 provides an adaptable framework of principles and procedures for risk management.[[58]](#footnote-58) The “good practices” advice to establish a particular risk management programme when service is provided to massive number of clients like health care or process for particular services, like support for employment. The Figure below illustrates the risk management process at the Ministry-level.

**Review the Minveterans current essential context**

Political context of veterans’ affairs

Economic and social context

National security and defence context

**Risk treatment**

Risk reduction

Risk prevention

Response to risky events

**Risk assessment**

Possible negative events and trends, factors and conditions

Internal institutional deficits and vulnerabilities

Criticality assessment

Communicate and consult

Monitor, review, adjust the assessment

Tolerable

Residual

Intolerable

**Figure 22. Service delivery risk management at Minveterans[[59]](#footnote-59)**

It is also essential to consider a “general-to-specific” risk assessment approach. Enterprise and strategic risks assessment at the Ministry level will provide context and framework for precise operational risk mapping and evaluation. Following the same logic, the ministerial risk management strategy will take responsibilities to compensate inherent operational deficits (e.g., provision of equipment and materials, the introduction of norms, establishment of legal relationships with partners, etc.) and diminishing the administrative burden of the operational managers and units. For example, one of the essential implementation risks is the public tenders and contract management for procurement of equipment or services by commercial and NGO partners. Using ProZorro system for e-tendering should be enforced by appropriate contract management at central and regional levels. Once the essential risks are identified, risk managers determine an integrated response to prevent risks, mitigate their impacts, manage the response, and learn lessons for the SDS’ improvement.

Risk management for the Minveterans’ service delivery partnerships requires special attention. The following approach is identified as a “good practice”:

**Figure 23. Managing risks in Minveterans' partnerships**

Structurally, the risk management at the Ministry-level would be better aligned with the strategic planning function.[[60]](#footnote-60) Moreover, combined with the audit function and other internal and external controls, the risk management may contribute essentially for turning the Ministry into an effective and respected institution.

## Key concluding points

1. The objective of this feasibility study was to provide an overview of how Minveterans can provide better services and care to the veterans and their families. The report covers a wide range of topics, each of which could have been made the subject of a separate feasibility study. Instead, it was focused on the opportunities for policy, administrative management, and service delivery innovations based on proven concepts and "good practices". However, some important issues like financial assessment, legal admissibility, political acceptability, and others were left aside as they can be estimated only by the Ukrainian authorities.
2. The study was undertaken from a particular veteran-centric perspective. Most of the public services, provided by the CabMin, deliver "products" to the citizens (as customers) and leave it up to them to turn the product into benefits. That rarely, if ever, works with the military veterans and former military servants, and doesn't work with injured, traumatised, or chronically sicked veterans and family members of the fallen heroes, with those that are leaving the barracks without an apartment, civilian profession and job, and any idea how to deal with all problems simultaneously. The Minveterans must deliver services and care differently and even completely differently from other ministries.
3. The state authorities' moral obligation to do all they can to mitigate the negative consequences of military service must be proportional to the sacrifice those individuals have done on behalf of and in the service of Ukraine. However, the critical sub-group are veterans with disabilities and chronic illnesses and the families of the fallen. It is the CabMin responsibility to help veterans avoid severe social and psychological disadvantages that may further complicate their lives.
4. The veterans' policy complexity has gradually evolved since the years of independence, probably with good intentions, but the effect on veterans is not as expected. The current system of services/benefits and resources/instruments is severely imbalanced. The disbalance is a source of political and social risks that, in a short perspective, may have a negative effect on national security and defence. The threat of having the veterans support system difunctional is serious.
5. The authors recognise the limited applicability of "good practices" across different contexts and realities. However, this is the most "cost-effective" way to introduce comprehensive reforms, and the most advanced countries follow it. The EU, NATO, and the member countries' willingness to provide expertise, training, and consultancy can make the change happened in a shorter perspective.
6. Since the purpose of this report is to investigate the applicability of advanced concepts and practices, the study team has focused on establishing a decision-framework for making the Minveterans a veteran-centric institution able to deliver excellent services effectively and efficiently. There are several critical innovations:

* The concept of veterans' well-being will change the policy's effects on veterans' lives, turning the delivered "products" into life-long service and care.
* The strengthened veterans' role in policymaking and implementation will fill the veteran centricity with substance and dynamics relevant to real life.
* The whole-of-government approach would be the decisive driver of change, establishing shared responsibilities, a comprehensive veteran database, covering their pre-Service, in-Service, and post-Service life records, and collaborative delivery of integrated services.
* The implementation of multi-channel services with extensive public-private-NGOs partnerships will contribute to better, timely, and easy to use services delivered everywhere the veterans live.
* The introduction of progressive public policy and management practices will have a prolonged effect on Minveterans development into a modern, democratic, effective, and efficient veteran-centric institution.

7. The report does not envisage a single "correct" way of developing the Minveterans and its service delivery system. Instead, it sets out five critical priorities:

* Getting the veteran centricity as a key and permanent policy decision-making factor and driver of reforms.
* Applying veteran-driven inter-ministerial collaboration for effective sharing of responsibilities and efficient use of resources.
* Building a veteran-centric multi-channel delivery system for conveying the promise and making the veterans active, collaborative, and satisfied.
* Developing the Minveterans’ staff, the information infrastructure, and collaborative partnerships as a capability to deliver excellent services.
* Introducing advanced policy, programmes, and project management practices across the Minveterans' system and its collaborative partners.

8. A key theme running throughout this report is that the Minveterans need to address each of these priorities, proposed concepts and "good practices" in a cohesive and balanced way, rather than changing some system pieces to demonstrate reforms. If the opportunity is missed now, the political, social, and security price of reforms will grow until a critical dysfunctionality. The reform would be a great challenge, but it is one that must be addressed now.

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## Annex A. The veterans’ policy at a glance

### **Who is a “veteran” in Ukraine?**

There are three categories of veterans in Ukraine: war veterans, persons with special status and support from the state (family members of victims, participants of the Revolution of Dignity, etc.), and other categories with veteran status like veterans of military service, fighters for the independence of Ukraine in the twentieth century, veterans of labour, etc. The Law of Ukraine “On the status of war veterans, guarantees of their social protection” regulates the services and benefits of war veterans. The Ministry of Veterans’ Affairs of Ukraine has competence and responsibilities to formulate and implement the state veterans’ policy and deliver the relevant services.

As of October 1, 2020, there were a total of 956,449 war veterans. However, due to ongoing JFO in the Donbas region, this number is very dynamic. Over the past six years, more than 460,000 people have been involved in combat actions, categorised as persons with disabilities, and members of the families of the fallen. The Ukrainian state and society have commitment and legal responsibilities to provide the war veterans and their families with free of bureaucratic obstacles effective state support and high-quality services.

According to the established legal categorisation, the veteran community includes:

* 461,463 participants in combat operations as of 01.12.2020 (the annual growth in 2020 is 27,293 persons; 670 volunteers who took part in ATO/JFO were assigned combat veterans status).
* 260,872 have status “participant of war”.
* 12,7945 are the family members of the deceased war veterans, of which 9,360 are family members of combatants killed in ATO/JFO.
* 9,383 are recognised as persons with 1st group disabilities as a result of war, 55,516 – 2nd group, and 3,9715 are in 3rd group.
* 726 are categorised as injured participants of the Revolution of Dignity.
* 21 persons have special merits before the Motherland; 26 are parents of the deceased persons with special merits; 66 are widows (widowers) of persons with special merits.

Currently, almost 2.2% of the population belong to a veteran category according to the Law of Ukraine "On the status of war veterans, guarantees of their social protection" (hereinafter – Law № 3551-XII[[61]](#footnote-61)). One of the main problems of this community is the outdated system of state support, which does not take into account the veterans age, experience, education, gender, needs, opportunities and desires. Instead, the state offers a set of outdated benefits that were relevant during the Soviet period. Provided bonuses and privileges have more character of the Soviet compensatory mechanism rather than a democratic state support. Much of the benefits do not correspondent to the needs of contemporary veterans and their families such as quality education and health care, professional retraining, consultancy and advice for starting business, communication skills and others necessary for successful adaptation to civilian life. The recent decisions of the Constitutional Court of Ukraine on determining the amount of annual financial assistance, provided to the war veterans, and the right for travel benefits for family members of the deceased, illustrate well the problem. [[62]](#footnote-62),[[63]](#footnote-63)

The bureaucratisation of services continues in the old Soviet style. The complicating effect of the various veterans-related legal acts is enforced by formal, non-adaptable and slow service delivery system make the obtaining of benefits difficult, confusing, and time consuming. The “single window” principle is not implemented due to understaffing of the territorial bodies of the Ministry of Veterans Affairs of Ukraine. The lack of an online office that would allow reliable users’ verification makes it difficult to access benefits for people with disabilities.

However, the problem is not only in the outdated system of state support, bureaucratisation of benefits, and the lack of customer-oriented service delivery. The current legislation does not refer only to those militaries and law enforcement servants that have participated in anti-terrorist and combat operations and peacekeeping missions. The term "veteran" with specific annexes is used in various legislative acts establishing a portfolio of veteran categories. Thus, Law № 3551-XII recognises as veterans persons who did not participate in combat missions and even did not serve in the military. For example, the members of families of fallen (deceased) servicemen – participants of combat operations – are defined as a separate veteran category. As veterans are recognised also persons who suffered in emergencies, civilians who lived during the WWII, etc. Consequently, it is impossible to get a clear definition of "veteran" from the Law No. 3551-XII. Therefore, there is currently a situation where a significant number of civilians use veteran status and social protection. This fact partially levels down the value of the veteran status as a defender of the Motherland, a person who performed the responsibilities of military service, risking his/her life and health.

Given the wide range of persons entitled to state support, the current unified system of state benefits and guarantees cannot function effectively in the complex environment of continuing war and rapid developing society. All of the above reinforces public opinion that the state is not doing enough for its defenders and increases the level of social tension. As a result, conflicts in regulations, a complex bureaucratic mechanism for obtaining benefits provided by law, the multiplicity of approaches to the interpretation of the rules by the judiciary system make it impossible to receive effective protection and support for veterans, giving the laws a declarative nature. An in-depth understanding of the specifics and problems of different categories veterans and their families is necessary to reform both the system of benefits and services and the way they are delivered.

### **The Ukrainian model of public administration**

The way the public administration in Ukraine is organised is determined and affected more by the governing leadership than any systematic concept and theory. The 2015 *Strategy for Reforming the Civil Service and Service in Local Self-Government Bodies in Ukraine until 2017* (from now on – the Strategy) established a framework for administrative reform.[[64]](#footnote-64) The Strategy aims to improve the quality of civil service at central and local levels by optimising functions and effective distribution of powers and areas of responsibility of the public authorities. According to the Strategy, the development of the civil service should be based on:

* Prevention of corruption among civil servants.
* Ensuring equal access of citizens to the civil service.
* Responsibilities of civil servants.
* Establishing a transparent remuneration model.
* Guaranteeing the political neutrality of the civil service.
* Formation of an effective human resources management system.
* Improving the efficiency of professional training of civil servants.

The criteria for achieving the Strategy’s outcomes are:

* Appointment for vacant civil service positions exclusively by open competition.
* Publication of systematised information on announcements, conditions and winners of competitions for all vacant positions of civil servants on the official website of the National Agency of Ukraine for the Civil Service.
* Reduction of staff turnover in the civil service, etc.

Following the Strategy, a new law *On Civil Service* was adopted in 2015. The Law introduced the separation of civil service from political positions, changed approaches to the remuneration of civil servants, and improved the competitive procedure for holding civil service positions. The civil service is a permanent and professional activity to ensure public authorities' powers and functions.

According to the Law, a civil servant is a citizen of Ukraine who holds a civil service position in a public administrative structure, receives a salary from the state budget, carries out responsibilities defined for this position, and adheres to the civil service principles. The citizens who have reached 18 years, speak the state language, have professional education and meet the requirements established by Ukrainian legislation for certain categories of civil servants have the right to apply for the civil service of Ukraine.

A civil servant's administrative and legal status is a system of granted rights and a set of assigned responsibilities. The rights of civil servants include, between others, clear job description, proper working conditions, resourcing and technical support, remuneration depending on the position held, performance results, length of work in the civil service, rank, and the contract for civil service (if signed), free of charge professional training, and merits-based career promotion.

The Law also defines the responsibilities of a civil servants as to respect human dignity, prevent violations of human and civil rights and freedoms, contribute to the administration’ quality performance, perform duties diligently and professionally, comply with the requirements for preventing and combating corruption and avoiding conflicts of interest, provide public information according to the rules, and others.

### **The Ministry of Veterans’ Affairs**

The Ministry of Veterans' Affairs of Ukraine is the single executive institution for developing and implementing veterans' policy. The Ministry is called upon to provide adequate social and legal protection in terms of benefits and privileges to combatants, persons with war-related disabilities, victims of the Revolution of Dignity, war participants, family members of deceased, and missing-in-action veterans. The Government Action Programme (2019)[[65]](#footnote-65) defined the Ministry’ mission, vision, values, and priorities:

* *Mission:* To create conditions under which every veteran, members of his/her family, widows and orphans feel protection and care of the state and respect of society.
* *Vision:* To ensure the provision of public services following the needs of veterans and their families, as well as to create conditions for development and socialisation of veterans, adhering to the highest standards of professionalism, respect, empathy, dedication and consistency.
* *Values:*
* *Consistency*: To see problems and their solutions in-depth and comprehensively, understanding the causes and analysing the consequences, working diligently to meet the needs of veterans and their families.
* *Efficiency*: To focus on veterans' current and long-term interests in the most effective and timely manner.
* *Protection:* To provide public services to veterans and their families and protect their interests.
* *Respect:* To ensure respect for veterans and their families by the other stakeholders.
* *Perseverance*: To apply perseverance, resilience, diligence in solving problems.

The 2018 *Regulations on the Ministry of Veterans’ Affairs* entrusted the newly established institution with policy development and implementation in the following areas:

* Social protection of veterans and members of their families by providing psychological rehabilitation, social and professional adaptation, training and re-employment support, physical rehabilitation and sanatorium treatment, housing, educational services like lifelong state scholarships, annual payment of one-time financial assistance, granting or deprivation of veteran status and issuance of veterans certificates.
* Provision of additional health care services paid by the state upon agreement with the Ministry of Health.
* Provision of mental health treatment of veterans and their families.
* Honouring the memory of veterans.
* Promoting the veterans’ positive image.

At the end of 2020, the issues on which the Ministry develops state policy were narrowed to some extent. The authority to provide educational services, additional medical services, provision of mental health treatment, and promoting the veterans’ positive image were excluded. [[66]](#footnote-66) These issues remain in the competence of the Minveterans, but not in the context of state policymaking.

The policy formed by the ministries must correspond to the strategic goals set by the *Programme of Activities of the Cabinet of Ministers*, and other strategic and programme documents. This Programme should be submitted to Verkhovna Rada for approval. However, despite the current government’ Programme failed to get approval by the Parliament, it guided the Minveterans annual plan.[[67]](#footnote-67) The table below illustrates the three priorities, undertaken actions and measures, and achieved outcomes.

**Table A. Minveterans’ annual programme 2020 and its outcomes**

*Goal 11.1. Recovery and productive civilian life*

The goal envisages a number of actions and measures to achieve 21 implementation outcomes until December 2020.

|  |  |  |  |
| --- | --- | --- | --- |
| **Step** | **Result** | **Done /**  **not executed - as of 20.01.21** | **Comments** |
| Ensuring access of war veterans, persons who have special merits to the Motherland, victims of the Revolution of Dignity, members of their families to quality medical and psychological services | Approval of the Cabinet of Ministers Resolutions “On Approval of Medical Guarantees Packages”, “Medical and Psychological Rehabilitation of Persons Affected by Psycho-Traumatic Events of Military, Social, Natural or Man-Made Character” and “Medical Assistance in the Remote Consequences of a Mine Blast Trauma” | Not executed[[68]](#footnote-68) | The text of the resolutions was prepared and sent for approval to the Ministry of Health[[69]](#footnote-69) |
|  | Preparation of a report on the quantitative and qualitative provision of psychological rehabilitation services to war veterans and their families | Not prepared | From open sources of information |
|  | Order of the Minveterans on the establishment of unified requirements for the content, scope, conditions, norms, procedure for providing psychological rehabilitation services to veterans and assessment of their quality | Not approved [[70]](#footnote-70) | Sent for approval to the interested central executive bodies[[71]](#footnote-71) |
|  | Order of the Minveterans on approval of a set of preventive, curative and rehabilitation measures aimed at protecting and promoting the health of veterans and members of their families | Not approved[[72]](#footnote-72) | Given that there are no health care facilities under the management of the Minveterans, the task of issuing an order of the Ministry of Veterans on approval of a set of preventive, curative and rehabilitation measures aimed at protecting and promoting the health of veterans and their families is not possible (memorandum from 08.10.2020 № 549/10).[[73]](#footnote-73) |
|  | Order of the Ministry of Veterans on approval of the list of basic services that are included in the cost of sanatorium treatment | Done | Order of the Minveterans dated 05.02.2020 № 19 “On the list of basic services included in the cost of a sanatorium and resort voucher to provide sanatorium treatment services to victims of the Revolution of Dignity, participants in the anti-terrorist operation and persons who took measures to ensure national security and defense, repel and deter armed aggression of the Russian Federation in Donetsk and Luhansk regions”[[74]](#footnote-74) |
|  | Preparation of a report on the quantitative and qualitative data on receiving sanatorium services by veterans | Not executed | From open sources |
|  | Joint order of the Ministry of Internal Affairs and the Minveterans "On approval of methods of socio-psychological examination on the possibility of suicide prevention among war veterans" | Not executed | A letter was sent to the Ministry of Internal Affairs of Ukraine to provide information on registered suicides among war veterans. [[75]](#footnote-75) |
|  | Preparation of a report on suicides by war veterans in the regions | Not executed | From open sources |
|  | Order of the Minveterans "On approval of methodological recommendations for social, educational and psychological work with war veterans who are in prisons" | Not executed | A working group has been formed[[76]](#footnote-76) |
| Formation of a healthy lifestyle and support of sports rehabilitation of war veterans | Training camp of the national team of Ukraine for participation in international sports competitions "Invictus Games" was held | Done[[77]](#footnote-77) |  |
| Taking measures to improve the housing, including by paying monetary compensation, of ATO/JFO members, , victims of the Revolution of Dignity, persons who took part in combat operations on the territory of other states, members of their families, as well as internally displaced persons who defended the independence and territorial integrity of Ukraine | Order of the Ministry of Veterans “On approval of the form of acts of inspection of material and living conditions of participants of ATO/JFO, victims of Revolution of Dignity, persons who took part in combat operations in other states, members of their families, and internally displaced persons who were defending independence territorial integrity of Ukraine, which is one of the grounds for the appointment of monetary compensation" | Done | Order №243 dated 28.12.2020 is registered in the Ministry of Justice of Ukraine[[78]](#footnote-78) |
|  | Order of the Minveterans "On approval of keeping record forms of recipients’ appeals for monetary compensation, which contains information about targeted use" | Done | Order of the Minveterans dated 28.12.2020 № 241, registered at the Ministry of Justice of Ukraine[[79]](#footnote-79) |
| Implementation of social support standards for veterans of war, persons who have special merits to the Motherland, victims of the revolution of Dignity, members of their families | A draft law of Ukraine on preferential customs clearance of vehicles has been developed | Done | The draft law of Ukraine “On Amendments to the Tax Code of Ukraine on preferential taxation of transactions related to import of vehicles into the customs territory of Ukraine by certain categories of persons covered by the Law of Ukraine "On the Status of War Veterans, Guarantees of Their Social Protection" has been registered (register. No. 3839 dated 14.07.2020)[[80]](#footnote-80) |
|  | Meetings of the Operational Staff of the Minveterans on coordination of care assistance during the Covid-19 pandemic, response and care assistance | Done | Meetings were held during the year |

*Goal. 11.2. Memory and respect*

The goal envisages seven implementation outcomes.

|  |  |  |  |
| --- | --- | --- | --- |
| **Step** | **Result** | **Done /**  **not executed - as of 20.01.21** | **Comments** |
| Systemic policy for the formation of a positive perception of a war veteran by society through the development and implementation of a comprehensive programme to glorify the image of the defender – a role model of heroism and patriotism | Order of the Cabinet of Ministers of Ukraine "On approval of the concept of forming a positive image of a veteran" | Not executed | Submitted for public discussion on October 22, 2020[[81]](#footnote-81) |
|  | Two information campaigns on the image of a veteran/deceased defender of Ukraine have been launched | Done |  |
| Raising the level of national-patriotic consciousness in the state, active involvement of war veterans in this process | A separate section on the official website of the Minveterans has been created providing information materials to involve veterans in the process of school and extracurricular national-patriotic education of youth | Done[[82]](#footnote-82) |  |
|  | Order of the Cabinet of Ministers of Ukraine "On approval of the Concept for involvement of veterans in national-patriotic education" | Done | Order of the Cabinet of Ministers dated October 9, 2020 № 1233 "On approval of the Concept of the State target social programme of national-patriotic education until 2025”[[83]](#footnote-83) |
| Support for public associations of war veterans in the implementation of projects | 20 public associations of veterans will receive financial support for the implementation of 24 projects | Executed partially | Due to the impossibility to implement the projects because of imposed restrictions, 14 public associations of veterans officially withdrew from financial support of 16 projects to be implemented at the expense of budget funds.  The order of the Minveterans dated 18.09.2020 № 187 amended the list of civil society institutions selected as the winners of the competition to determine programmes (projects, activities) developed by public associations of veterans, for the implementation of which financial support is provided in 2020. In the future, agreements on the implementation of the programme (project, event) will be concluded, with 10 public associations, winners of the competition, for 10 projects.  Also, due to the impossibility of conducting events, one public association with one project officially informed the Minveterans about the impossibility of implementing projects in 2020, 3 public associations with 3 projects provided same notice orally and promised to send respective letters.  As of today, 3 agreements on financial support have been signed with 3 public associations[[84]](#footnote-84) |
| Honouring the exploits of servicemen (war veterans) and perpetuating the memory of the fallen defenders of Ukraine | Development of the draft Decree of the President of Ukraine “On Amendments to the Decree of the President of Ukraine of August 22, 2002 №746/2002 | Not executed | Formally, the draft Decree was developed[[85]](#footnote-85), but no changes were made to the Decree[[86]](#footnote-86) |
|  | The draft order of the Cabinet of Ministers “On measures to perpetuate the memory of the defenders of Ukraine until 2025” was developed and sent for approval to the interested bodies | Done | The government has approved a plan of measures to perpetuate the memory of the defenders of Ukraine until 2025[[87]](#footnote-87) |

*Goal 11.3. Reintegration in society*

The goal defines seven implementation outcomes.

|  |  |  |  |
| --- | --- | --- | --- |
| **Step** | **Result** | **Done /**  **not executed - as of 20.01.21** | **Comments** |
| Creating opportunities for education, professional development, implementation of the concept of military-to-civilian transition, active self-employment, starting and running own business for war veterans, members of their families, members of the families of the fallen, people who have special merits to the Motherland, and victims of the Revolution of Dignity | 4 agreements on cooperation with leading educational institutions have been concluded | Done[[88]](#footnote-88) |  |
|  | The proposals of the Minveterans on the approval of the conditions of admission to higher education institutions for 2021 were prepared and sent to the Ministry of Education | Formally executed | Proposals have been prepared and sent. However, there is no information on whether the Ministry of Education and Science has taken them into account[[89]](#footnote-89) |
|  | Preparation of a report on veterans' and their families’ acquisition of different levels of education and employment in the labour market | Not executed | From open sources |
|  | Participation in a competitive selection with the Council for International Research and Exchanges IREX in Ukraine to determine the developer; coordination and control of the software development processes of the War Veterans Unified State Register is provided | Done |  |

The *Action Plan’* three goals are customer-oriented and aimed at improving the veterans’ well-being. Fifteen measures are client-oriented, and ten are administrative. The Ministry implemented thirteen measures, one – partially, and 11 missed the deadline.

### **A whole-of-government approach to veterans’ policy**

Regarding the policy process, the Cabinet of Ministers directs and coordinates the ministries, defining strategic goals, key tasks, and priorities for implementing state policy in the relevant field. The *Regulations of the Cabinet of Ministers of Ukraine* stipulates that the ministries should conduct analysis and assessment of the state of affairs to identify socially essential issues in the policy field. After identifying priority issues, the Ministry must find optimal ways to work on them, developing an implementation concept, including monitoring and evaluating outcomes.[[90]](#footnote-90)

The policy process also includes interagency horizontal coordination and other forms of civil society and veterans’ engagement. Joint commissions, open roundtables, and interagency initiatives, programmes and projects provide a wider and better platform for veterans’ policy.

*Commissions* that are authorised to make collective decisions on specific issues are among the main tools of interagency cooperation. Thus, in 2019, the Minveterans established a commission that has the authority to grant and revoke the status of a participant of combat actions and to appoint a lump sum payment in case of decease (death) or disability due to injury (contusion, trauma or mutilation) if they occurred under certain conditions.[[91]](#footnote-91) The Commission is composed of representatives of the Ministry of Veterans’ Affairs, Ministry of Defence, Ministry of Internal Affairs, Ministry of Justice, National Police, Security Service of Ukraine, Foreign Intelligence Service, Administration of the State Border Guard Service, Administration of the State Special Transport Service, Office of the Prosecutor, Department of State Protection, Administration of the State Service for Special Communications and Information Protection, State Emergency Service, State Tax Service, State Fiscal Service, State Penitentiary Service, and Judicial Protection Service.

Another commission was formed to perpetuate the memory of members of volunteer military units who died or deceased during combat missions in the ATO. The Commission is composed on an annual basis by parents, wives (husbands), children, relatives or commanders of volunteer formations, as well as Minveterans and other agencies representatives. [[92]](#footnote-92)

Another tool for interagency cooperation is the *roundtables* of representatives of the Government, ministries, members of civil society and veteran organisations. Roundtables are a means of communication during which the Ministry can present draft decisions to receive comments, remarks, suggestions from the public or get feedback regarding policies that are already being implemented.

The Minveterans’ *joint projects and programmes* with other ministries provide the veterans and their families with professional expertise and advice. Through the *Free Legal Aid* project,the Ministry of Justice manages regional and local centres (district, inter-district, city, subdistrict and district in cities) for providing both primary and secondary legal assistance. The centres are state non-profit organisations where lawyers and advocates carry out all types of legal services with more than 500 access points throughout the country. Residents of distant towns and villages may receive legal advice through mobile and off-site units.*[[93]](#footnote-93)*

The *Affordable Housing* programme is implemented jointly with theMinistry for Communities and Territories Development of Ukraine. The programme gives an opportunity to obtain accommodation by paying for it only 50 per cent of its normative value, and/or to obtain a preferential mortgage residential loan under some eligibility conditions.

### **Institutional capacity of the Ministry of Veterans’ Affairs**

The Ministry of Veterans’ Affairs develops the capacity to perform the following primary tasks:

* To develop veterans-related legal proposals, monitor and evaluate their application and make proposals for improving the normative framework.
* To provide methodological support for developing, implementing, monitoring, and evaluating veterans-linked plans and programmes of local state and self-governing authorities.
* To cooperate with civil society institutions to improve the veterans and their families’ well-being.
* To monitor the respect for veterans’ human rights and citizen freedoms.
* To coordinate the provision and deprivation of the status of a participant of combat operations as well as administer other issues defined by the law *On the Status of War Veterans, Guarantees of their Social Protection*.

The Minveterans’ territorial structures are responsible for delivering services and benefits to veterans, managing local partnerships and contracts, and other forms of cooperation.

For performing its primary tasks, the Ministry has 325 staff members, 125 of which are in 25 local departments (with five representatives in each; in the Kherson region and the Autonomous Republic of Crimea and Sevastopol – one interregional department).

The leadership includes Minister, First Deputy Minister, Deputy Minister, Deputy Minister for European Integration, Digital Development, Digital Transformations and Digitalization and State Secretary. Ten politically appointed advisers and experts support the Minister.

There are five directorates in the Ministry’ central administration: Social protection; Rehabilitation, medical care and social readaptation of veterans; Honouring the memory and forming a positive image of the veteran; Strategic planning, European integration and interagency coordination; Digital development, digital transformations and digitisation. Each directorate has expert groups on specific issues. The rest of the Ministry’s staff is organised in administrative, supporting, and controlling departments, sectors, and senior specialists.[[94]](#footnote-94)

The territorial departments are supposed to provide a “single window” services by processing incoming requests from veterans or transferring appeals to the Minveterans’ relevant departments. While implementing programmes and projects, they cooperate with veterans and civil society organisations and local authorities. One of the Ministry’s goals is to create “single service” centres as “veterans’ spaces” – a combination of service delivery and administrative capacities. The aim is to integrate effectively the services currently carried out by social protection bodies, employment centres, military commissariats, etc., whose employees often do not receive enough information about veterans’ policy, legislation changes, programmes, and projects. [[95]](#footnote-95)

The law *On Civil Service* and the Resolution of the Cabinet of Ministers *On Approval of the Procedure for Conducting a Competition for Civil Service Positions* define the procedures for conducting a competition for civil service positions. The competition is based on assessing personal achievements, knowledge (including knowledge of a foreign language of candidates for posts of category “A”), skills and abilities, and moral and business qualities of the candidates. Testing is conducted at the Centre for the Evaluation of Candidates for Civil Service Positions.

However, a pandemic and quarantine-related laws’ amendments suspended the established procedures, introducing a temporary selection of candidates for civil service positions by concluding fixed-term contracts.[[96]](#footnote-96) The announcement of the selection by concluding a contract is placed on the “Single portal” of civil service vacancies, where the candidate may submit the required package of documents. The personnel management service checks these documents' compliance with the technical requirements and the general requirements for applicants in terms of education, work experience, etc. The final stage is an interview that could be performed remotely by videoconference, if technically feasible. At this stage, a substantiated submission of the authorised person is also taken into account. The last step is to sign a fixed-term contract for the period of quarantine. Thus, of all the “normal” evaluation stages, only the interview is preserved. However, due to ongoing quarantine, employees recruited under the simplified procedure will continue to work for the Minveterans permanently after quarantine without proper competitive selection. This situation may hurt the transparency of statutory staffing procedures and the ability to exercise independent public oversight.

Given the structure of the Ministry of Veterans described above, it can be concluded that it will potentially introduce an effective model of state support for veterans, departing from the compensatory approach and ensuring effective reintegration of a veteran to a peaceful life.

Regarding the Ministry of Veterans' Affairs functions, the institutional capacity building suffers from the lack of competitive selection during quarantine and understaffing of the territorial units with competent specialists. The Ministry's development of capabilities for providing services to veterans in remote (hard to reach) areas by mobile teams are essential.

### **Veterans’ policy funding**

The Minveterans’ budget, despite being organised in “budgeting programmes,” is a line-item type. The budget provides information about what groups of budget categories will be financed, but the effect on veterans’ transition to civilian life and well-being remain unclear. The following information from the budget 2020 illustrates the structure and priorities of spending:

* The Minveterans’ administration is financed UAH 376,944.9 thousand for the salaries and operational costs.
* UAH 8,560.2 thousand was provided for implementing national programmes, projects, and events, visiting military burials and military monuments, and remembrance events. However, the imperfection of the current mechanism for financing the winners of tenders and a relatively limited list of projects that can meet the criteria for participation in the competition and apply for public funding make this mechanism less effective.[[97]](#footnote-97)
* UAH 246,705,000 was allocated for measures on psychological rehabilitation, social and professional adaptation, provision of sanatorium treatment for veterans. Sanatorium treatment was provided to 7948 veterans. More than 5620 people underwent psychological rehabilitation, and 3741 veterans took advantage of the opportunity for professional training.
* The amount of the subvention to local budgets for the purchase of housing by veterans (persons with disabilities of groups I and II), as well as members of the families of the victims in need of better housing conditions, amounted to UAH 305,145.3 thousand. This resource provided housing to 262 veterans, while the list of war veterans in need of better housing conditions requires much more funding for this programme.
* UAH 7,626.4 thousand was allocated for participants in the Revolution of Dignity with disabilities of groups I and II for providing better housing for six people.
* UAH 248,445,000 was allocated to improve housing conditions for 219 combat veterans and internally displaced persons.
* UAH 50,000 thousand was allocated and distributed for housing of combat veterans with disabilities of the 1st or 2nd group who took part in combat actions in other states.

Generally, the funds provided in the State Budget are used by the Ministry of Veterans’ Affairs according to the budget programmes. However, the main problem remains the modernisation of veterans’ policy for providing effective state support, rather than benefits that have a little impact on veterans’ well-being but a significant impact on the budget (e.g., the annual monetary aid, delivered until May 5, of the amount of UAH 1 382 540.6 thousand is proportionally the biggest spending, currently in the competence of the Ministry of Social Policy).

There are some important goals, set by the Ministry for funding in 2020, which remain unrealised:

* The Unified Register of Veterans and "E-Veteran" service were not created, although a legal framework and technical capacity are available. The possibility of obtaining benefits without approaching the Minveterans offices given the quarantine restrictions in Ukraine is of paramount importance to the veterans.
* The veterans' health monitoring system is not implemented as it requires cooperation with the Ministry of Health and changes to the system of state support of veterans.
* The development of a platform for coordination of initiatives and actions between the Minveternas and veterans’ and civil society organisations and international partners can be achieved through the development of the territorial units as "open spaces".

These shortcomings might be remedied through the intensive improvement of institutional capacity, more effective involvement of the territorial units in setting out veterans’ policy and plans, better programmes and projects management, broader involvement of external specialists like psychologists, social workers, doctors, etc.

Such developments will increase the policy efficiency and strengthen the level of trust in the Ministry in society (among veterans themselves, members of their families and members of the non-veteran community). In general, strengthening institutional capacity can positively impact the performance of the functions of the Ministry and improve the Ministry's perception of veterans and society as a whole.

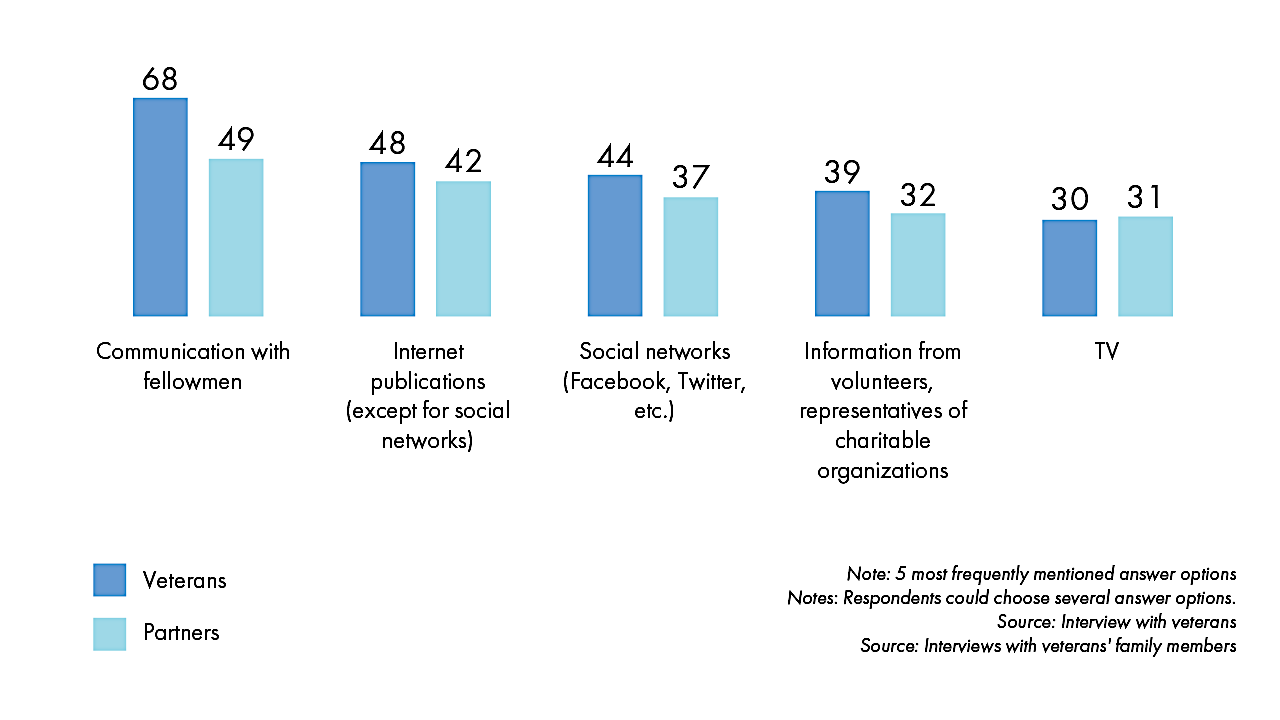
### **Veterans and society’ confidence in the Minveterans**

According to the NGO Studena study *Involvement of veterans in public and political life: the path from military victories to personal*, conducted in 2019, the veterans demonstrated loyalty to the Minveterans due to: 1) lack of experience of cooperation with the Ministry (respectively, the lack of negative experience); 2) mostly favourable attitude to the Minister of Veterans Affairs Irina Friz, her publicity, gathering information about the needs of veterans (by asking them) and reporting on the work done; 3) a positive attitude to the stated goals and objectives of the Ministry.[[98]](#footnote-98)

According to January 2020 study *Life after the conflict: a survey on the socio-demographic and socio-economic characteristics of veterans of the conflict in Eastern Ukraine and their families*[[99]](#footnote-99):

* 68 per cent of veterans and 49 per cent of their family members reported that veterans received information about benefits and services from their peers.
* 48 per cent of veterans and 42 per cent of their family members named the Internet as a key source of information.
* 44 per cent of veterans and 37 per cent of their family members – social networks.
* 39 per cent of veterans and 32 per cent of their partners – volunteers and employees of non-governmental organizations.

Depending on the age group of veterans, there were some differences in using channels to obtain information on government benefits and guarantees. Veterans in the 45-54 and 55-64 age groups (17 per cent and 19 per cent, 35 per cent and 43 per cent, respectively) were more likely to report the use of the national press and television as information retrieval channels.



**Figure B. Use of communication channels by veterans**

Regarding the internal and public communications capacity, the Ministry of Veterans' Affairs maintains a website and social networks profiles for delivering information to the veterans, civil organisations and local partners. The Ministry provides operative information, strategic and operational plans, and information about the activities of the territorial units.[[100]](#footnote-100) The primary forms of communications include:

*Public consultations and discussions* with the involvement of civil society institutions that represent veterans’ interests (public associations, unions, trade unions, etc.). They can take the form of public discussions (roundtables, meetings, videoconferences, etc.) or electronic consultations (publishing the draft act on a website and receiving proposals from the public).

*Appeals and requests for information.* Concerning access to public information, in 2020, the Ministry received 437 requests for public information. The most frequently asked questions were concerning the social protection – 31 per cent, financial policy and budget funds – 22 per cent, the public authorities – 19 per cent, labour and wages – 16 per cent, legal and other normative information – 11 per cent, and others – 1 per cent. [[101]](#footnote-101)

According to the statistics published in the report of the Ministry of Veterans, in 2020 they received 437 requests for public information, of which:[[102]](#footnote-102)

* There were 207 inquiries received by e-mail, 69 by mail, 20 submitted by citizens at a personal reception and in-person, 141 through a system of electronic interaction.
* The authorities transmitted 141 requests, 122 of which from the Cabinet of Ministers of Ukraine.
* Individuals initiated 301 inquiries, public associations and societies – 32, and mass media and journalists – 104.

It is worth noting that the number of requests in 2020 is about three times higher than in 2019, when the Ministry received only 143 submissions.

*Register.* Development and maintenance of the Unified State Register of War Veterans are one of the Minveterans’ main tasks. The Ministry must also create and ensure the functioning of the veteran’s electronic office. According to the official information, testing the Register's trial version is planned for February - July 2021. After the Register start, an electronic office, "E-veteran", will be created, which will serve as a means of communication with veterans.

*Communication in social networks.* The Ministry of Veterans has a Facebook page, which is followed by about 39,000 users (as of January 2021) and which contains very useful content on how to obtain veteran status; treatment and rehabilitation; benefits and discounts; social and professional rehabilitation; housing and land; information for family members of the victims; memorial work and commemoration of veterans; interaction with public associations; a list of necessary documents for different services. The chatbot also provides information on the contacts of the territorial bodies of the Ministry, a link to the Telegram channel, which approximately 350 users follow as of January 2021, and a link to the Viber/ Telegram channel "#ActAgainstViolence", which provides information on domestic violence, support and assistance in this matter.

*Website.*Another information platform for the target audience is the website of the Ministry of Veterans, which contains the same information as posted on the Facebook page. Unlike the Facebook group, the website contains information on personnel policy, particularly open vacancies, as well as news not only of the Ministry in general but also of all its territorial bodies, reports on the implementation of budget programmes, etc.

There is also a *public consultations* tab on the website, which contains all draft acts of the Ministry with a brief description of their content and links to supporting documents, such as draft act, explanatory note, comparative table, impact forecast.

*Public examinations.*Another way to communicate with the target audience is to conduct public investigations by the Public Council. To perform an analysis, the Public Council must submit a request to the Ministry with information about the subject and its purpose and the necessary documents. The public examinations provide clear recommendations and measures for their implementation. The Ministry should take them into account when preparing programmes and budgets. The Ministry is obliged to give the initiator of the public examination with a written response on the results of consideration of proposals and measures to implement and post relevant information on its website.

### **Conclusions**

The establishment of the Ministry of Veterans’ Affairs of Ukraine was designed to solve bureaucratic chaos and provide adequate social and legal support for veterans. However, the work of the Ministry and its territorial bodies requires further improvement, taking into account the principles of the client-oriented model of public services provision.

Reforming the system of state support for veterans and implementing a customer-oriented model of the Ministry of Veterans’ Affairs are priorities for strengthening veterans’ well-being, making the transition from military to civilian careers successful and reducing the social tensions.

1. # Armed Forces Declaration by the NATO Heads of State and Government, Wales, 4 September 2014. Available at [https://www.nato.int/cps/en/natohq/officialtexts112745.htm](https://www.nato.int/cps/en/natohq/official_texts_112745.htm).

   [↑](#footnote-ref-1)
2. According to Art. 5 of the Law of Ukraine "On Central Executive Bodies," ministries and other central executive authorities are formed, reorganised and liquidated by the Cabinet of Ministers of Ukraine upon the Prime Minister’s submission. Because of this, the Verkhovna Rada made a "proposal" on the establishment of the Ministry of Veterans' Affairs. [↑](#footnote-ref-2)
3. For one of the latest reviews of the East European security sector reforms, see Young, Thomas-Durell (2017). Anatomy of Post-Communist European Defense Institutions: The Mirage of Military Modernity. USA, Bloomsbury Academic, ISBN-10: 1350012394. [↑](#footnote-ref-3)
4. In 2005, the Centre was reorganised asState Department for Social Adaptation of Military and Conversion of Military Infrastructure. [↑](#footnote-ref-4)
5. According to NATO-Ukraine Commission data, since 2006, 25 569 people have been retrained in the framework of the NATO Trust Fund Khmelnitsky Centre on retraining and social adaptation of former military personnel (with its branch in Kharkiv), the NATO-Ukraine resettlement project, and the Ukraine-Norway and OSCE projects. NATO-Ukraine Commission NOTICE AC/340(NUC)N(2014)0007. [↑](#footnote-ref-5)
6. Lesia Vasilenko, “Veterans and their ministry. Why, why, why?” Available at <https://www.obozrevatel.com/ukr/society/veterani-i-ih-ministerstvo-chomu-yak-navischo.htm>. [↑](#footnote-ref-6)
7. Several already implemented studiesshow that the veterans returning from war to civilian life have to cope with different everyday life challenges. See EU, Moving Forward Together (2020). Life After Conflict: Survey on the Sociodemographic and Socioeconomic Characteristics of Veterans of the Conflict in Eastern Ukraine and Their Families. Available at [http://iom.org.ua/sites/default/files/veteransreintegrationsurvey2020eng.pdf](http://iom.org.ua/sites/default/files/veterans_reintegration_survey_2020_eng.pdf); Bertouille, F. (2019). ‘Policy brief:What’s next for veterans in Ukraine? International Alert #10. UK Aid. Available at [https://www.international-alert.org/sites/default/files/UkraineWhatsnextforveteransEN2019.pdf](https://www.international-alert.org/sites/default/files/Ukraine_Whatsnextforveterans_EN_2019.pdf); Solodovnikova, Ol. (2019), War Trauma: Ukraine Struggles to Step up in PTSD Fight. Available at <https://balkaninsight.com/2019/10/23/war-trauma-ukraine-struggles-to-step-up-in-ptsd-fight/>. [↑](#footnote-ref-7)
8. Data provided by the Deputy-Minister of Veterans’ Affairs Oleksandr Tereshchenko at a US Congress meeting on 11 March 2020. Cited by Metre & John Boerstler (2020). See Chapter II for the exact data. [↑](#footnote-ref-8)
9. Available at <https://www.kyivpost.com/ukraine-politics/ukraine-examines-new-method-to-spot-post-traumatic-stress-disorder.html>. [↑](#footnote-ref-9)
10. EU (with OECD and SIGMA), The Principles of Public Administration: A Framework for ENP countries. Available at <http://www.sigmaweb.org/publications/principles-public-administration-european-neighbourhood-policy.htm>. [↑](#footnote-ref-10)
11. Source: <https://www.kmu.gov.ua/en/reformi/efektivne-vryaduvannya/reforma-derzhavnogo-upravlinnya>. [↑](#footnote-ref-11)
12. Communication from the Commission to the European Parliament, the Council, the European economic and social committee and the Committee of the regions. Enlargement Strategy and Main Challenges 2014-15; p. 4. Available at <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52014DC0700&from=EN>. [↑](#footnote-ref-12)
13. See research report Ratchev, V. (2020). Exploring good practices of the European veterans’ policies. Available at NRU from the MCT project manager. [↑](#footnote-ref-13)
14. On the current government’s ambitions on veterans’ support reform visit <https://www.kmu.gov.ua/en/reformi/bezpeka-ta-oborona/veteran-support-reform> [↑](#footnote-ref-14)
15. Order of the Cabinet of Ministers of Ukraine “On approval of the Strategy for reforming the civil service and service in local self-government bodies in Ukraine until 2017 and approval of the action plan for its implementation” of March 18, 2015 № 227-r. Available at [https://zakon.rada.gov.ua/laws/show/227-2015-%D1%80#Text](https://zakon.rada.gov.ua/laws/show/227-2015-р#Text). [↑](#footnote-ref-15)
16. Source <https://mva.gov.ua/ua/pro-ministerstvo/struktura-ministerstva-u-spravah-veteraniv-ukrayini> [↑](#footnote-ref-16)
17. Resolution of the Cabinet of Ministers of Ukraine of June 12, 2020 № 471 “On approval of the Action Program of the Cabinet of Ministers of Ukraine”. Available at <https://www.kmu.gov.ua/npas/pro-zatverdzhennya-programi-diyalnosti-kabinetu-ministriv-t120620>. [↑](#footnote-ref-17)
18. Source: Article by Alexandr Tretyakov, 20 April 2018, <https://zn.ua/internal/ministerstvo-veteranov-process-sozdaniya-startoval-281854_.html> [↑](#footnote-ref-18)
19. All information for the work done is available at NATO Representation to Ukraine office. [↑](#footnote-ref-19)
20. # On the Ukrainian political system see the experts’ discussion “Finding the balance: Should Ukraine change its system of government?”. Available at <https://voxukraine.org/en/president-pm-parliament-should-ukraine-change-the-form-of-government-and-the-constitution/>.

    [↑](#footnote-ref-20)
21. See Александр Третьяков, “Министерство ветеранов: процесс создания стартовал” (Oleksandr Tretiakov, The Ministry of Veterans: The Process of Establishment Started). Visited on July 11, 2018. Available at [https://zn.ua/internal/ministerstvo-veteranov-process-sozdaniya-startoval-281854.html](https://zn.ua/internal/ministerstvo-veteranov-process-sozdaniya-startoval-281854_.html). [↑](#footnote-ref-21)
22. See Lauren Van Metre, “Ukraine’s Veterans are a Powerful Constituency:  Who Will Control Them?” UkraineAlert*,*Atlantic Council, Thursday, June 7, 2018. Available at <https://www.atlanticcouncil.org/blogs/ukrainealert/ukraine-s-veterans-are-a-powerful-constituency-who-will-control-them/>. [↑](#footnote-ref-22)
23. Available at <https://www.transparency.org/en/countries/ukraine>. [↑](#footnote-ref-23)
24. Lesia Vasilenko (2018). Veterans and their ministry. Why, why, why? Available at <https://www.obozrevatel.com/ukr/society/veterani-i-ih-ministerstvo-chomu-yak-navischo.htm>. [↑](#footnote-ref-24)
25. Available at NRU as well as the Ministry of Defence of Ukraine. [↑](#footnote-ref-25)
26. For example, see the US Army manual at <https://apps.dtic.mil/dtic/tr/fulltext/u2/a590723.pdf>. [↑](#footnote-ref-26)
27. Положення про Міністерство у справах ветеранів України. Опубліковано 23 квітня 2019 року. Затверджено  постановою Кабінету Міністрів України від 27 грудня 2018 р. № 1175 (в редакції постанови Кабінету Міністрів України від 15 квітня 2020 р. № 276. Available at <https://mva.gov.ua/ua/pro-ministerstvo/polozhennay-pro-ministerstvo-u-spravah-veteraniv-ukrainy>. [↑](#footnote-ref-27)
28. Available at <https://www.britannica.com/science/construct>. [↑](#footnote-ref-28)
29. Source: <https://www.eurofound.europa.eu/topic/subjective-well-being>. [↑](#footnote-ref-29)
30. ## See OECD Guidelines on Measuring Subjective Well-being. Available at [https://www.oecd-ilibrary.org/economics/oecd-guidelines-on-measuring-subjective-well-being9789264191655-en](https://www.oecd-ilibrary.org/economics/oecd-guidelines-on-measuring-subjective-well-being_9789264191655-en).

    [↑](#footnote-ref-30)
31. In this report, “income” is an amount the veteran can earn, derive or receive for their personal use. Income can be derived from employment, pensions or other support payments. Income also could be measured as “household income.” [↑](#footnote-ref-31)
32. The term “composite” is used by Veteran Affairs Canada. The alternative term is “comprehensive.” [↑](#footnote-ref-32)
33. Unofficial translation of ПОРЯДОК організації соціальної та професійної адаптації учасників антитерористичної операції, …, Art. 2. Available at <https://zakon.rada.gov.ua/laws/show/432-2017-п#Text>. [↑](#footnote-ref-33)
34. Adapted from (Castro et al., 2015). [↑](#footnote-ref-34)
35. Source: <https://www.army.mod.uk/people/leave-well/service-leavers-veterans/transition-to-civilian-life/>. [↑](#footnote-ref-35)
36. Adapted from US Military Life Cycle Model. Available at <https://www.dodtap.mil/mlc.html>. [↑](#footnote-ref-36)
37. Hardison, C., Tracy C. Krueger, and Michael G. Shanley (2017). Essential Nontechnical Skills Service Members Gain During On-the-Job Experience: A Resource for Leaders and Hiring Managers. Santa Monica, CA: RAND Corporation. Available at <https://www.rand.org/pubs/tools/TL160z5.html>. [↑](#footnote-ref-37)
38. US Department of Veterans Affairs Office of Enterprise Integration, “Veterans Policy Research Agenda: Fiscal Year 2017” (2016), 3. Available at [http://www.va.gov/op3/docs/StrategicPlanning/FY2017VeteransPolicyResearchAgenda.pdf](file://Users/valeri/Desktop/PROJECTS/Projects%202020/NRU-Veterans%202a/2-Study%20of%20development%20a%20veteran-centric%20SDM%20of%20the%20Minveterans/Paper%20SDM/U.S.%20Department%20of%20Veterans%20Affairs%20Office%20of%20Enterprise%20Integration,) [↑](#footnote-ref-38)
39. Proposed descriptions are based mainly on the UK, USA, Canada, and Australia documents and policy statements of [↑](#footnote-ref-39)
40. “Service delivery may be defined broadly as all contacts with the public administration during which customers (citizens, residents and enterprises) seek data, handle their affairs or pay taxes, or are involved in a transactional relationship with the state at their own initiative” (EC, 2017b). [↑](#footnote-ref-40)
41. Combining the two approaches is used in business analysis to balance between the level of profit and market share. [↑](#footnote-ref-41)
42. For brief explanation visit <https://corporatefinanceinstitute.com/resources/knowledge/strategy/ansoff-matrix/>. [↑](#footnote-ref-42)
43. Figures 7 and 8 were adapted from (Peppers & Rogers, 2004); Fig. 9 combines Peppers & Rogers (2004) approach with Ansoff’ matrix. [↑](#footnote-ref-43)
44. The review of some topical publications did not provide an unambiguous definition of *enterprise architecture*. The scholars see it as an architecture designed specifically to structure responsibilities of government agencies, regarding service-related activities, by multiple public or private organisations (public network-level), individual organisations (enterprise-level), or parts of an organisation (unit-level). However, the author refers to the US Federal Enterprise Architectural framework as one of the newest (2006) attempts to create a solid structure for organisations and its interpretation by the Department of Veterans Affairs. Available at <https://www.ea.oit.va.gov>. [↑](#footnote-ref-44)
45. “Disability” is considered in this report as an interaction between health conditions and personal and environmental factors. [↑](#footnote-ref-45)
46. Source: [https://zakon.rada.gov.ua/laws/show/3551-12#Text](https://zakon.rada.gov.ua/laws/show/3551-12" \l "Text). [↑](#footnote-ref-46)
47. It is a “good practice,” a law to regulate these conditions. For example, the US Department of Veterans Affairs use regulations for rating 31 military service-related health conditions like Post Traumatic Stress Disorder (PTSD), Major Depressive Disorder (MDD), Generalized Anxiety Disorder (GAD), Chronic Adjustment Disorder (CAD), and Somatic Symptom Disorder (SSD, previously known as Chronic Pain Syndrome) and others.

    [↑](#footnote-ref-47)
48. A “good practice” is the UK project called The Map of Need that covered 2.5 million veterans. Available at <https://covenantfund.org.uk/the-map-of-need/>. [↑](#footnote-ref-48)
49. Co-payment (or COPAY) is a fixed out-of-pocket amount paid by a person, which health-care services are paid by the government or included in an insurance contract.  [↑](#footnote-ref-49)
50. The Government of Australia decided in 2019 to established six veteran well-being centres. Available at <https://www.sahealth.sa.gov.au/wps/wcm/connect/2230f354-16b1-47ea-be5f-3f61ee1a6347/Veteran+Wellbeing+Centre+Draft+Operational+Service+Model+May+2020.pdf?MOD=AJPERES&amp;CACHEID=ROOTWORKSPACE-2230f354-16b1-47ea-be5f-3f61ee1a6347-niRBwMy>. [↑](#footnote-ref-50)
51. Source: <https://www.iso.org/files/live/sites/isoorg/files/store/en/PUB100080.pdf>. [↑](#footnote-ref-51)
52. Source: <https://www.sixsigmadaily.com/what-is-six-sigma/>. [↑](#footnote-ref-52)
53. Source: <https://www.nist.gov/baldrige/how-baldrige-works>. [↑](#footnote-ref-53)
54. The countries that serve to a massive veterans’ population have boldly recognised common problems – a significant delay in service, which in some cases has led to a fatal outcome for sick veterans, slow or lack of service to rural areas, corruption or disparagement during diagnoses, and others. [↑](#footnote-ref-54)
55. For example, on the development of a model of service for the veterans’ health care in Australia (called Model of Care). Available at [https://aci.health.nsw.gov.au/data/assets/pdffile/0008/181934/Flow-chart-for-developmentof-a-MoC-20.03.2013.pdf](https://aci.health.nsw.gov.au/__data/assets/pdf_file/0008/181934/Flow-chart-for-development_of-a-MoC-20.03.2013.pdf). [↑](#footnote-ref-55)
56. ## Adapted from Baldrige Performance Excellence Program, National Institutes for Standards and Technology of the U.S. Department of Commers. Available at <https://www.nist.gov/baldrige/publications/baldrige-excellence-framework/health-care>. For the method’ application by the US Department of Veteran Affairs. Available at <https://www.nist.gov/blogs/blogrige/using-baldrige-support-our-military-veterans>.

    [↑](#footnote-ref-56)
57. Adapted from <https://www.nist.gov/baldrige/baldrige-criteria-commentary>. [↑](#footnote-ref-57)
58. Source: [https://www.iso.org/obp/ui/#iso:std:iso:31000:ed-2:v1:en](https://www.iso.org/obp/ui/" \l "iso:std:iso:31000:ed-2:v1:en). [↑](#footnote-ref-58)
59. Adapted from ISO 31000:2018. [↑](#footnote-ref-59)
60. For example, in the US Department of Veterans Affairs, the structure is Foresight, Strategic Planning and Risk Management Service in the Office of Enterprise Integration. See <https://www.va.gov/VA-Functional-Organization-Manual-2020-4.pdf> [↑](#footnote-ref-60)
61. Law of Ukraine “On the Status of War Veterans, Guarantees of Their Social Protection” of October 22, 1993 №3551-XII. Available at <https://zakon.rada.gov.ua/laws/show/3551-12#Text>. [↑](#footnote-ref-61)
62. Decision of the Constitutional Court of Ukraine on February 27, 2020 № 3-r/2020. Available at <https://zakon.rada.gov.ua/laws/show/v003p710-20#Text>. [↑](#footnote-ref-62)
63. Decision of the Constitutional Court of Ukraine on December 18, 2018 № 12-r/2018. Available at <https://zakon.rada.gov.ua/laws/show/v012p710-18#Text>. [↑](#footnote-ref-63)
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