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АКТУАЛЬНІ ПИТАННЯ ДЕРЖАВНОЇ ПОЛІТИКИ ЩОДО ВЕТЕРАНІВ ВІЙНИ

У статті відзначено, що державна політика щодо ветеранів війни є однією з ключових складових національної безпеки та соціальної політики України. В умовах збройної агресії Російської Федерації, яка триває з 2014 року, а також після початку повномасштабного вторгнення у 2022 році, питання соціального захисту, реабілітації та інтеграції ветеранів набули особливого значення. На сьогодні в Україні формується нова система підтримки ветеранів, яка потребує комплексного підходу, врахування сучасних викликів та адаптації до міжнародного досвіду.

У статті розглядаються актуальні питання державної політики щодо ветеранів війни, зокрема, правове забезпечення їх соціальних гарантій, механізми адаптації до мирного життя, питання медичної та психологічної реабілітації, а також економічної підтримки.

Особлива увага приділяється проблематиці працевлаштування ветеранів, адже їхня інтеграція у цивільне життя є важливим аспектом стабільності суспільства. Державні програми підтримки ветеранського підприємництва, професійної перепідготовки та створення спеціальних умов для зайнятості учасників бойових дій аналізуються у контексті ефективності їх реалізації.

Окреслено стратегічні напрями розвитку державної ветеранської політики, серед яких: оптимізація нормативно-правового регулювання; розширення програм професійної адаптації та працевлаштування; створення ефективної системи медичної та психологічної підтримки; впровадження інноваційних підходів до соціального забезпечення ветеранів; посилення міжнародного співробітництва у сфері ветеранської політики.

Відзначено, що для ефективного реалізації державної політики щодо ветеранів війни необхідно комплексне реформування системи підтримки, що включає не лише соціальні гарантії, а й забезпечення можливостей для всебічного розвитку та адаптації ветеранів у суспільстві.

Ключові слова: державна ветеранська політика; соціальний захист ветеранів; медична та психологічна реабілітація; професійна адаптація та працевлаштування; ветеранське підприємництво; гарантії та пільги для ветеранів; інтеграція ветеранів у суспільство; нормативно-правове забезпечення; громадські ветеранські організації; стратегія підтримки ветеранів.

Sivkov S. CURRENT ISSUES OF STATE POLICY REGARDING WAR VETERANS

The article notes that state policy regarding war veterans is one of the key components of national security and social policy of Ukraine. In the context of the armed aggression of the Russian Federation, which has been ongoing since 2014, as well as after the start of a full-scale invasion in 2022, the issues of social protection, rehabilitation and integration of veterans have acquired particular importance. Today, a new system of support for veterans is being formed in Ukraine, which requires a comprehensive approach, taking into account modern challenges and adaptation to international experience.

The article considers current issues of state policy regarding war veterans, in particular, legal provision of their social guarantees, mechanisms for adaptation to peaceful life, issues of medical and psychological rehabilitation, as well as economic support.

Particular attention is paid to the issue of veterans' employment, as their integration into civilian life is an important aspect of the stability of society. State programs to support veteran entrepreneurship, professional retraining, and the creation of special conditions for the employment of combatants are analyzed in the context of the effectiveness of their implementation.

Strategic directions for the development of state veteran policy are outlined, including: optimization of regulatory and legal regulation; expansion of professional adaptation and employment programs; creation of an effective system of medical and psychological support; introduction of innovative approaches to social security for veterans; strengthening international cooperation in the field of veterans' policy.

It is noted that for the effective implementation of state policy on war veterans, a comprehensive reform of the support system is necessary, which includes not only social guarantees, but also providing opportunities for the comprehensive development and adaptation of veterans in society.

Keywords: state veteran policy; social protection of veterans; medical and psychological rehabilitation; professional adaptation and employment; veteran entrepreneurship; guarantees and benefits for veterans; integration of veterans into society; regulatory and legal support; public veteran organizations; strategy for supporting veterans.

Problem statement. State policy towards war veterans is an important direction of social policy of Ukraine, especially in the context of the armed conflict that has been going on since 2014 and a full-scale war since 2022. As a result, the number of combatants in Ukraine who need proper social protection, medical rehabilitation, professional adaptation and integration into civilian life has significantly increased. However, the existing system of state support for veterans does not always meet modern challenges, which necessitates its reform and improvement. The main problems in the field of state policy towards war veterans are: insufficient effectiveness of social guarantees; problems of medical and psychological rehabilitation; difficulties with employment and professional adaptation; insufficient support for families of veterans; imperfection of legislative support.

Status of the study. The issue of veteran reintegration is also relevant in the scientific research of domestic scientists, including Boyko-Buzyl Yu., Yegorova O., Kolenichenko T., Rzhavska N., Simakhova A., Yavir V., and others.

The purpose of the article is to focus attention on the need for state policy to respond to the needs of war veterans.

Presentation of the main material. Today, the legislation does not contain clearly defined principles of veteran policy that would meet modern principles of public administration. In addition, the needs of veterans who received this status before 2014 differ significantly from the needs of military personnel who defended and continue to defend Ukraine from armed aggression of the Russian Federation.

According to the Law of Ukraine "On Ukraine's Accession to the Treaty on the Non-Proliferation of Nuclear Weapons of July 1, 1968," Ukraine was recognized as the owner of nuclear weapons inherited from the former USSR. After Ukraine's accession to this Treaty, it was legally established that the threat or use of force against the territorial integrity and inviolability of its borders or political independence of Ukraine by any nuclear-weapon state, as well as the use of economic pressure aimed at subordinating Ukraine's exercise of the rights inherent in its sovereignty to its own interests, would be considered by Ukraine as exceptional circumstances that jeopardized its supreme interests [1].

After the collapse of the Soviet Union, Ukraine inherited a significant nuclear arsenal, making it the third largest nuclear-weapon state in the world. In particular, it had 176 intercontinental ballistic missiles on its territory, including 130 liquid-fueled SS-19s (six warheads each) and 46 solid-fueled SS-24s (ten warheads each), deployed in silo launchers. In addition, the strategic air forces of Ukraine consisted of Tu-95MS and Tu-160 bombers, totaling 30 to 43 units [2].

However, Ukraine lost this status by signing the "Memorandum on Security Assurances in Connection with Ukraine's Accession to the Treaty on the Non-Proliferation of Nuclear Weapons", which legally enshrines that the Russian Federation, the United Kingdom of Great Britain and Northern Ireland, and the United States of America reaffirm to Ukraine their commitments in accordance with the principles of the CSCE Final Act: 1) to respect the independence and sovereignty and existing borders of Ukraine; 2) reaffirm their commitment to refrain from the threat or use of force against the territorial integrity or political independence of Ukraine, and that none of their weapons will ever be used against Ukraine, except for the purposes of self-defense or in any other manner in accordance with the Charter of the United Nations; 3) refrain from economic pressure aimed at subordinating Ukraine's exercise of the rights inherent in its sovereignty to their own interests and thus obtain any advantages; 4) seek immediate action by the United Nations Security Council to provide assistance to Ukraine as a non-nuclear-weapon State Party to the Treaty on the Non-Proliferation of Nuclear Weapons, should Ukraine become the victim of an act of aggression or the object of a threat of aggression using nuclear weapons; 5) reaffirm their commitment to Ukraine not to use nuclear weapons against any State Party to the Treaty on the Non-Proliferation of Nuclear Weapons [3]. Paradoxically, it is precisely because of the actions of the guarantor of Ukraine's sovereignty and integrity as a non-nuclear-weapon State that the Russian Federation is the entity that violated these guarantees, and as a result of the Russian-Ukrainian war, the number of war veterans has increased enormously.

Just as international partners once guaranteed Ukraine security in exchange for nuclear disarmament, the state today must guarantee protection, support, and social security to its veterans, who at the cost of their own lives

and health ensure the country's sovereignty. Ukraine's voluntary renunciation of its nuclear potential was justified by international guarantees, which, unfortunately, were violated. This led to the need to review approaches to national security and identify Ukrainian veterans as a key component of the state's defense system. That is why the state veteran policy should become an integral part of the national security and reconstruction strategy, and support for the military and their families should be one of the main state priorities.

Thus, Ukraine, having inherited the third largest nuclear arsenal in the world after the collapse of the USSR, voluntarily renounced it by joining the Treaty on the Non-Proliferation of Nuclear Weapons. In exchange, international security guarantees were provided, enshrined in the Budapest Memorandum, according to which Russia, the United States and the United Kingdom undertook to respect the independence, territorial integrity and sovereignty of Ukraine. However, the violation of these guarantees in 2014, and then the full-scale military aggression in 2022, led to the need to form a new state policy that should ensure the protection of citizens and support for those who defend Ukraine. Over three decades, the Armed Forces have gone from decline and massive reduction to revival in conditions of war and full-scale invasion. As of January 1, 2022, there were 493,550 combatants in Ukraine, of whom more than 38 thousand were women. However, after a full-scale offensive by the Russian Federation, this figure will increase many times over.

Ukrainian military personnel participating in the repulsion of Russian aggression perform the functions previously provided by the nuclear potential - they become the main guarantor of the country's independence and sovereignty. This determines the need for state support for war veterans at the highest level. Like nuclear disarmament, which provided for international security mechanisms, support for veterans requires guaranteed state mechanisms that will ensure their social adaptation, rehabilitation and economic integration.

Given the growing number of veterans who participated in hostilities, there is a need to form new strategies for veteran policy aimed at: - professional training and employment of veterans for their economic independence; - medical and psychological rehabilitation as part of comprehensive state support.

Thus, there is an urgent need for a comprehensive review of the system of guarantees and benefits for veterans, since some of them are only formal in nature and do not meet current challenges and needs. It is also worth paying special attention to supporting family members of veterans, which requires active interaction with beneficiaries of veterans' policy to identify possible risks and prevent negative consequences. Separately, it is necessary to focus on the development and implementation of state initiatives aimed at ensuring social protection for children of veterans, which will become an important direction in the development of veterans' policy.

K.A. Nizheyko and K.V. Kovalivska note that the lack of proper support from the state and society can lead to social isolation of veterans, a decrease in their quality of life and even to the risk of increasing unemployment, crime and suicide among this population group. Given the scale of the problem and its impact on society, there is an urgent need to develop effective state programs that will include psychological support, physical rehabilitation and professional adaptation. Insufficient funding, which is significantly lower compared to other countries, also complicates the creation of comprehensive reintegration programs [4]. At the same time, N.V. Tilikina and I.V. Pesha note that the state policy on veterans does not implement a nationwide policy of information provision for war veterans regarding state benefits and guarantees, and there is no single information resource for providing general information, algorithms of actions and contacts of relevant state institutions, taking into account changes and additions made to regulatory documents. The country has not yet implemented a system for assessing the needs of war veterans, which should be the basis for planning and providing basic needs and solving urgent problems, organizing systematic social work with this category of clients [5]. In addition, scientists emphasize the need to take into account the following key points when developing a state policy on veterans: - to introduce a nationwide policy in the field of protection and support for veterans and participants in hostilities (currently, work is underway to develop a draft Law of Ukraine "On the Basic Principles of State Veteran Policy"); - create conditions for raising awareness among combatants and veterans, develop a single information resource aimed at informing combatants and persons with disabilities as a result of the war about the current norms and guarantees of social support, employment opportunities, advanced training, professional training or retraining, organizing their own business, etc.; - develop a register of providers of socio-psychological services and employment mediation services for veterans and their family members; - develop and implement a technology for conducting socio-psychological support (using the example of conducting social support for a family/person in difficult life circumstances); - introduce a mentoring system, including on the "peer-to-peer" principle ("veteran-to-veteran"), which will ensure proper support and support for military personnel released into the reserve; - simplify the procedure for registering the status of war veterans (participants in hostilities, persons with disabilities as a result of war, and family members of a deceased Defender) by introducing accessible electronic services for registering the necessary documents; - provide effective support and assistance to war veterans at the level of territorial communities by creating a "single window" for receiving services for war veterans [5].

In the "Review Dossier on the Strategy of Veteran Policy in Ukraine", prepared by the Apparatus of the Verkhovna Rada of Ukraine, the state veteran policy is defined as a stable, organized, purposeful activity of state authorities and local self-government bodies to meet the interests and needs of a separate social group - war veterans, as well as members of veterans' families. To implement the policy, legal, economic, and administrative methods of influencing public relations with state support for the specified category of persons using resources at the disposal of the state are used [6]. In order to avoid the collapse of the system of social protection of war veterans,

it is necessary to implement its new model, which will provide for the transition from paternalistic principles of social protection to the creation of conditions for readaptation, rehabilitation, and development of the potential of veterans as a result of the joint efforts of the state, society, socially responsible business, and the veteran himself. As foreign experience shows, the most effective system of social protection for veterans is a system that combines state and public programs to support veterans [7]. According to a survey by the sociological group "Rating", conducted in March 2024, only 25% of respondents believe that the state fulfills its obligations to veterans [30]. Thus, the institutional foundations of veteran policy need to be improved, cooperation between the state, the public sector and business is necessary, effective feedback is established and the needs of veterans are constantly monitored. To activate the process of updating the principles of veteran policy, it is important to identify available resources, structure needs and introduce innovative approaches to implementing relevant measures [6, p. 10-11].

On November 29, 2024, the Veteran Policy Strategy for the period until 2030 was approved and an operational plan of measures for its implementation in 2024-2027 was approved. This Strategy defines the state policy towards veterans and their family members as a declared and described approach of the state to their support, which defines the purpose of such support, its target audience, means and mechanisms of its implementation, as well as tools for assessing its effectiveness [8].

The purpose of the Strategy is to duly recognize the contribution of veterans to the defense of the Fatherland, to provide comprehensive state support to restore their well-being, taking into account the impact of combat experience, the well-being of their family members, and cross-sectoral assistance throughout their lives in accordance with the identified needs of each individual, as well as to contribute to strengthening the state's defense capability by increasing the prestige of military service and recognizing the key role of veterans, in particular during service in the military reserve, as well as their potential for ensuring the economic development of the country [8].

Veteran policy is based on the needs of veterans and should serve as the basis for providing state support, taking into account all existing social and legal statuses. The strategy is based on the following basic principles: cross-sectoral; objectivity and validity; people-centeredness; prevention; long-termness; realism; respect [8].

The strategic goals of the state policy regarding war veterans are: 1) restoration of human capital and well-being of veterans and their family members, which includes: restoration and support of physical and mental health of veterans; provision of employment and education; support of family members of veterans; economic independence; state guarantees; 2) respect and commemoration, which includes: respect for veterans; commemoration of the memory of deceased veterans; 3) determination of the participation of veterans in ensuring national security and defense capability, which includes protection of the interests of veterans during military service, in particular service in the military reserve.

The operational plan of measures for 2024-2027 for the implementation of the Veterans Policy Strategy for the period until 2030, depending on the implementation of strategic goals, is divided into several stages:

2024-2025: working out the issue of determining the Ministry of Veterans as the central executive body responsible for the formation and implementation of the state veterans policy; conducting an analysis of the existing network of institutions providing services to veterans and assessing the needs of veterans in order to determine the level of ensuring increased efficiency in the implementation of state policy on veterans; ensuring the functioning of a cross-sectoral system for collecting, exchanging data and analytics in order to determine a unified state policy on veterans and their family members between various state institutions; implementing interdepartmental coordination and protocols for redirecting veterans and their family members for relevant services; reviewing approaches to determining the circle of persons who may apply for the establishment of the status of a veteran and their family members; updating and updating the procedure for establishing and revoking veteran status; determining the necessary prioritization in providing services to veterans and their family members within the framework of all possible accompanying statuses (temporary and lifelong); conducting an analysis of the needs of veterans and their family members that can be satisfied by providing social services; increasing the level of accessibility of services for veterans by digitizing electronic public services; ensuring support for the participation of civil society institutions in the formation and implementation of state policy through mechanisms for providing financial support for the implementation of projects; introducing effective tools to ensure the transition from military service to civilian life, in particular by introducing the activities of specialists to support veterans, promoting the development of veteran development centers and veteran spaces, as well as involving providers of social, medical, legal and other public services with such services to increase the effectiveness of the implementation of state policy regarding veterans; ensuring the functioning of a cross-sectoral system of data collection, exchange and analytics in order to determine a unified state policy on veterans and their family members between various state institutions; updating and updating the procedure for establishing and revoking veteran status; etc.[8].

2025-2027: implementation of interdepartmental coordination and protocols for redirecting veterans and their family members for relevant services; reviewing approaches to determining the circle of persons who may apply for establishing veteran status and their family members; determining the necessary prioritization in providing services to veterans and their family members within the framework of all possible accompanying statuses (temporary and lifelong); conducting an analysis of the needs of veterans and their family members that can be satisfied by providing social services; increasing the level of accessibility of services for veterans through the digitalization of electronic public services; ensuring support for the participation of civil society institutions in the formation and implementation of state policy through mechanisms for providing financial support for the

implementation of projects; improving the system of providing medical care and rehabilitation in the field of health care within the framework of the program of medical guarantees for serving the population; developing and implementing a comprehensive system of physical and psychological rehabilitation taking into account the needs of veterans; identifying and ensuring the provision of additional medical services that are necessary to restore and maintain the health of veterans; access of veterans to non-formal education programs, as well as services provided by specialists working with youth and veterans, in particular through the implementation of the "Youth Worker" program; etc. [8].

Analysis of the existing system of support for war veterans in Ukraine indicates its insufficient effectiveness, in particular in matters of social security, medical rehabilitation, psychological support and professional adaptation. Despite the adoption of the Strategy of Veteran Policy until 2030, the institutional framework of this area requires further improvement, in particular by optimizing regulatory and legal regulation and expanding cross-sectoral interaction between state bodies, the public sector and business.

The lack of a centralized information resource on the provision of social benefits, rehabilitation mechanisms and professional support significantly complicates the process of integrating veterans into society. It is proposed to create a single state online portal that will contain up-to-date information on social guarantees, employment opportunities, medical care and legal protection mechanisms for veterans and their families.

One of the key problems is the lack of specialized rehabilitation centers and the lack of qualified specialists in the field of psychological support for veterans, especially those who have survived combat injuries. An important step should be the creation of a nationwide network of rehabilitation centers, where comprehensive services will be provided, including physical, psychological and social rehabilitation.

The low efficiency of employment programs for veterans contributes to social isolation and an increase in the unemployment rate among this category. The state should introduce targeted programs to support veteran entrepreneurship, simplified access to credit resources, and integrate a system of vocational training and retraining, which will allow veterans to obtain demanded specialties and increase competitiveness in the labor market.

The existing approach to social support should be transformed into a comprehensive model of veteran support, which will include a mentoring system, support at the level of territorial communities, and access to legal and psychological services. The introduction of the "veteran-veteran" concept and the creation of local assistance centers will contribute to the effective reintegration of former servicemen into society.

In view of the above, we consider it necessary to: legislatively establish an integrated system of state support for veterans, including medical care, rehabilitation, employment and social support; expand the mechanisms for financing veteran support programs, including public-private partnerships and international assistance; create a single information portal with a full range of social services for veterans; develop state programs for the integration of veterans into the labor market, including job quotas, preferential lending and support for veteran businesses; strengthen the system of territorial veteran support centers that will provide legal, psychological and social assistance on the ground. The proposed measures will contribute to the creation of an effective, fair and modern system of state veteran policy that will meet the needs of veterans and ensure them a decent standard of living and integration into society.

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