

Martial Law and Transformation of the Social Security System: Issues of Equality and Access to Assistance for Internally Displaced Persons and the Population of Occupied Territories*

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[10.15408/jch.v13i3.48660](https://doi.org/10.15408/jch.v13i3.48660)

Abstract.

The article examines the transformation processes in the social security system of Ukraine under martial law caused by the full-scale military aggression of the Russian Federation. The relevance of the topic is due to the need to ensure equality and justice in the distribution of social assistance among internally displaced persons and the population of temporarily occupied territories. It is noted that military actions have become a catalyst for profound structural changes in the field of social protection, which are manifested in the transition from traditional support mechanisms to digital and crisis-oriented social policy instruments. The purpose of the study is to analyze the current state of the social security system of Ukraine during martial law, identify key problems in ensuring equality and accessibility of social assistance, and develop proposals for improving state policy in this area. The methodological basis is made up of general scientific and special-legal methods, in particular: systemic, comparative-legal, formal-legal, structural-functional and content analysis. Empirical materials, statistical data and judicial practice on the implementation of social rights of IDPs and citizens from occupied territories were used. The results of the study showed that the existing model of social security during martial law retains signs of fragmentation and inequality in access to assistance. The digitalization of social services (in particular, through the "Diya" application) has significantly increased the efficiency of accounting and payments, but at the same time created barriers for vulnerable groups - the elderly, people without access to the

* Received: June 27, 2025, revised: July 26, 2025, accepted: July 29, 2025, published: December 30, 2025.

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Internet and residents of remote or occupied territories. The problem of social integration of internally displaced persons requires special attention, since state policy is currently focused mainly on short-term financial payments, and not on sustainable mechanisms for employment, housing support or social adaptation. The scientific novelty lies in the comprehensive analysis of the transformation of Ukraine's social policy during martial law, taking into account the factors of territorial isolation and digital inequality. Conceptual directions for reforming the social security system are proposed, based on the principles of inclusiveness, intersectoral interaction, and international cooperation.

Keywords: Martial Law; Armed Conflict; Social Rights; Social Guarantees; Social Protection; Labor Rights; Labor Relations; Occupation Regime; Internally Displaced Persons

A. INTRODUCTION

Social security is a key element of the state policy system, which is designed to guarantee citizens a minimum level of well-being and social security in conditions of social, economic, or political upheaval. In Ukraine, which has been in a state of full-scale war since February 24, 2022, the social security system has undergone unprecedented tests. Mass internal displacement of the population, occupation of part of the territories, destruction of social infrastructure, as well as the growth of poverty and unemployment have necessitated a radical revision of approaches to the state's social policy.

The war has highlighted the issue of equal access to social assistance for different categories of citizens, primarily for internally displaced persons (IDPs) and the population of temporarily occupied territories. If until 2022 the main emphasis was on reforming pension provision, improving social insurance and introducing targeted payments, then under martial law the priority has shifted towards emergency support and digital transformation of processes. However, the speed of change is not always accompanied by fairness and comprehensiveness: some citizens remain outside the assistance system due to the lack of technical capabilities, documents, or registration in the controlled territory of Ukraine.

The legislative framework regulating the social sphere during martial law is formed mainly reactively — that is, as a response to urgent challenges, and not as part of a long-term state strategy. Thus, the adoption of the Resolution of the Cabinet of Ministers of Ukraine No. 332 of March 20, 2022 “Some issues of payment of housing allowance to internally displaced persons” was an important step in systematizing assistance to IDPs, but did not solve the problem of access to social services for persons remaining in occupied or front-line territories. In addition, the transition of social services to a digital format (in particular, through the “Diya” platform) opened up new opportunities for transparency and speed of payments, but at the same time created a digital barrier for certain vulnerable groups of the population (Zadyraka *et al.*, 2023).

It is important to emphasize that social rights enshrined in the Constitution of Ukraine (Article 46) and international treaties are universal in nature and cannot be restricted even during martial law, except in cases expressly provided for by law. In this context, the issue of real, not just formal, equality gains special importance. As the Supreme Court's case law shows, the lack of the possibility of receiving assistance due to technical or territorial restrictions can be regarded as a violation of the principles of social justice and discrimination based on the place of residence or status of a person (Kravchenko, 2022).

The change in social policy during wartime reflects the need for the state to adapt to new realities, where ensuring equal access to social assistance becomes a matter of national security and social stability (Garashchuk, 2023).

The study of the transformation of the social security system during martial law has not only theoretical, but also significant practical significance. It is not just about assessing the effectiveness of services provided by the state, but also about identifying deep structural imbalances that determine the social stability of the state in wartime. After all, equality of access to social assistance is not only a manifestation of humanitarian policy, but also an indicator of the legitimacy of state power in crises (Kobrusieva *et al.*, 2021)

The purpose of the article is to analyze the transformation processes in the social security system of Ukraine during martial law, identify factors that determine inequality in access to assistance, and develop proposals for improving state social policy based on the principles of inclusion, justice, and legal certainty.

B. METHODS

The methodological basis of the study is a systemic and interdisciplinary approach, which provides for a comprehensive analysis of socio-legal processes occurring in the sphere of social security in Ukraine under martial law. The methodology is based on a combination of regulatory and legal analysis, socio-economic interpretation and a comparative approach, which allows comprehensively revealing the issues of equality and access to social assistance for internally displaced persons and the population of occupied territories.

The dialectical method was used to reveal the relationship between martial law and the transformation of the state's social policy. It identified

internal contradictions between the legal guarantees of social security and the real conditions for their implementation during the war.

The systemic method made it possible to consider the social security system as a holistic set of legal, economic, organizational and digital mechanisms that interact within the framework of state social policy. This approach ensured the identification of key structural elements of the system, their functions and interdependencies.

Formal-legal method — used to analyze regulatory legal acts that regulate social relations during martial law (in particular, the Constitution of Ukraine, the Law of Ukraine “On the Legal Regime of Martial Law”, resolutions of the Cabinet of Ministers of Ukraine and the case law of the Supreme Court). This allowed to outline the boundaries of legal regulation of social assistance and identify its conflicting aspects.

Comparative-legal method — used to compare the Ukrainian experience of ensuring social rights during armed conflict with the practice of European states and international standards enshrined in the International Covenant on Economic, Social and Cultural Rights (1966) and the recommendations of the Council of Europe Rec (2004)¹⁰. This allowed to formulate proposals for harmonizing national legislation with international obligations (Halaburda *et al.*, 2021).

The content analysis method was used to study official documents, analytical reports of the Ministry of Social Policy of Ukraine, the Ministry of Digital Transformation, materials of the Supreme Court, as well as statistical data on the number of IDPs, recipients of assistance, digital services and the availability of services in the occupied territories.

The structural-functional method contributed to the identification of the main functions of the social security system during martial law (protective, compensatory, integration, stabilization) and the analysis of their effectiveness in conditions of crisis load on state institutions.

The institutional analysis method was used to study the role of state bodies, local governments, international and non-governmental organizations in the implementation of social support policies. In particular, the interaction between the Ministry of Social Policy of Ukraine, the Ministry of Digital Transformation and international donors (EU, UN, IOM) was analyzed.

The predictive method made it possible to identify potential scenarios for the development of the social security system after the end of martial law, as

well as directions for integrating temporary social mechanisms into the post-war recovery strategy.

The empirical basis of the study was: official regulatory legal acts of Ukraine, published on the portal <https://zakon.rada.gov.ua>; court decisions of the Supreme Court on social security of IDPs (Unified State Register of Court Decisions); official reports of the Ministry of Social Policy of Ukraine, the Ministry of Digital Transformation, the International Organization for Migration (IOM), the Office of the United Nations High Commissioner for Refugees (UNHCR); analytical publications in scientific journals.

The use of these methods made it possible to obtain a comprehensive, systematic understanding of the transformation of the Ukrainian social security model in wartime, to identify problematic aspects of its implementation, and to outline promising areas for improvement, taking into account international standards and principles of social equality.

C. RESULT AND DISCUSSION

The functioning of the social security system of Ukraine in martial law is determined by a complex of constitutional, legislative, by-laws and international legal acts aimed at protecting the rights of citizens and ensuring their social guarantees. The fundamental document in this area is the Constitution of Ukraine (1996), according to which every citizen has the right to social protection (Article 46), an adequate standard of living (Article 48) and equality of rights regardless of place of residence (Article 24) (Constitution of Ukraine, 1996). Even during a period of emergency, social rights cannot be completely restricted, which directly follows from the content of Article 64 of the Constitution of Ukraine.

The normative basis of social policy during wartime is the Law of Ukraine "On the Legal Regime of Martial Law" dated May 12, 2015 No. 389-VIII (Law of Ukraine "On the legal regime of martial law", 2015). This law defines the specifics of the activities of government bodies and guarantees the continuation of the state's social obligations towards all categories of the population, including internally displaced persons (IDPs) and citizens living in temporarily occupied territories.

An important component of the regulatory framework is the Law of Ukraine "On Ensuring the Rights and Freedoms of Internally Displaced Persons" dated 20.10.2014 No. 1706-VII, which regulates the legal status of

IDPs, determines their social guarantees, rights to assistance, housing, education and work. The law enshrines the principle of non-discrimination and equal access to social resources regardless of place of residence (Kravchenko, 2022).

In the field of practical implementation of social guarantees, the Resolution of the Cabinet of Ministers of Ukraine No. 332 dated March 20, 2022 “Some Issues of Payment of Housing Assistance to Internally Displaced Persons” (Resolution of the Cabinet of Ministers of Ukraine, 2022) deserves special attention. It defines the mechanism for providing material assistance for the accommodation of IDPs for UAH 2,000 for adults and UAH 3,000 for children or persons with disabilities. This act became the main instrument of direct support for the most vulnerable segments of the population during the period of martial law.

In order to ensure the digital accessibility of public services in 2022–2023, the Ministry of Digital Transformation implemented a program to integrate social services into the “Diya” platform, which allowed citizens to apply for social benefits remotely (Ministry of Digital Transformation of Ukraine, 2023). However, as Garashchuk (2023) notes, digitalization, despite its convenience and transparency, has created new barriers for people without stable internet access or digital skills, especially among elderly IDPs (Garashchuk, 2023).

An important role in the legal regulation of the social sphere is also played by: The Law of Ukraine “On Social Services” dated 17.01.2019 No. 2671-VIII; Resolution of the Cabinet of Ministers of Ukraine dated 07.03.2022 No. 212 “On Provision of Assistance for Partial Unemployment During Martial Law”; Resolution of the Cabinet of Ministers of Ukraine dated 16.04.2022 No. 457 “Some Issues of Providing Housing for Internally Displaced Persons”; Resolution of the Cabinet of Ministers of Ukraine dated 20.05.2023 No. 530 “On the Unified Information System of the Social Sphere”.

In the international dimension, the legal basis for social security during wartime is determined by the norms of the International Covenant on Economic, Social and Cultural Rights (1966), the Geneva Convention IV relative to the Protection of Civilian Persons in Time of War (1949) (Geneva Convention Relative to the Protection of Civilian Persons in Time of War, 1949), as well as the Council of Europe Recommendations Rec(2004)10 on the Protection of the Rights of Internally Displaced Persons (Council of Europe. Recommendation Rec, 2004). These documents establish that states are obliged to ensure equal access to social benefits and to prevent discrimination on any grounds, even during periods of armed conflict.

The practice of applying legislation indicates the emergence of conflicts that complicate the implementation of social rights. Thus, the decision of the Supreme Court of 12.04.2023 in case No. 640/16454/22 (Decision of the Supreme Court of 04/12/2023 in Case No. 640/16454/22, 2023) emphasized the need to ensure equal access to social assistance for persons who cannot apply due to the lack of technical means or being under occupation. The court indicated that restricting such persons' access to assistance may be regarded as a violation of the constitutional principle of equality and discrimination based on territory. Thus, the regulatory and legal framework for social security during the war in Ukraine is multi-level: constitutional level (basic rights and guarantees); legislative level (special laws on IDPs, social services, assistance to families); subordinate legislation level (CMU resolutions, digital regulations); international legal level (obligations under international treaties).

Together, these elements form the legal basis of social policy, which must adapt to the conditions of war and ensure inclusiveness, fairness, and digital accessibility of social services (*Chorna et al.*, 2023).

Despite the formal recognition of IDPs as full citizens of Ukraine, in practice they face restrictions in the field of social security. The problems concern not only monetary payments, but also access to education, healthcare, housing, and employment.

Inequality is exacerbated by territorial and administrative barriers. For example, payments are often tied to the place of registration or bank account, which creates discriminatory conditions for people who cannot leave the occupied territories or do not have documents for re-identification.

Researchers indicate that the current model of social security for IDPs is reactive in nature - it does not take into account the long-term integration of displaced persons into local communities (*Kulinich et al.*, 2023).

Residents of temporarily occupied territories formally remain citizens of Ukraine, but their right to social security is practically implemented to a limited extent. Due to the loss of state control over the territory, a legal vacuum arises in which social guarantees cannot be fully implemented (Decision of the Supreme Court case No. 640/16454/22, 2023).

International humanitarian law (in particular, the Fourth Geneva Convention of 1949) obliges the occupying power to provide the population with basic social services (Geneva Convention Relative to the Protection of Civilian Persons in Time of War, 1949), but in reality this provision is often

ignored. Thus, Ukraine should develop a strategy for restoring social rights for citizens after the deoccupation of territories.

According to articles 9 and 11 of the International Covenant on Economic, Social and Cultural Rights (1966), everyone has the right to social security and an adequate standard of living. The Council of Europe in its Recommendations (Rec(2004)10) emphasizes that member states should ensure non-discriminatory access to social assistance regardless of place of residence or status (Council of Europe Recommendation Rec, 2004).

The issue of ensuring equality and non-discrimination in the field of social protection is a fundamental element of modern international human rights law. Equality in access to social security is considered not only as a socio-economic guarantee, but also as a human right that is inalienable even during times of emergency or martial law. International legal instruments form universal standards that oblige state parties to ensure that all persons, without exception, have access to social benefits based on equality, justice and human dignity (Leheza *et al.*, 2023).

The basis of the international mechanism for the protection of social rights is the Universal Declaration of Human Rights of 1948, articles 22 and 25 of which proclaim the right of everyone to social security and an adequate standard of living. According to article 2 of the Declaration, all rights must be ensured without discrimination on any grounds, in particular racial, national, social or political (Zadyraka *et al.*, 2023).

The development of these provisions is enshrined in the International Covenant on Economic, Social and Cultural Rights of 1966, which stipulates that States Parties recognize the right of everyone to social security, including social insurance (Article 9), and undertake to ensure the equal enjoyment of these rights without discrimination (Article 2) (Leheza *et al.*, 2022). . The UN Committee on Economic, Social and Cultural Rights, in its General Comment No. 19 (2008), emphasized that the obligation of States is not only to formally recognize, but also to create real conditions for access to social programs for all groups of the population, especially vulnerable ones - displaced persons, refugees, women, persons with disabilities. In addition, ILO Convention No. 102 concerning Social Security Minimum Standards (1952) defines basic standards of social insurance, guarantees of benefits in the event of illness, unemployment, disability, old age or loss of breadwinner. Its provisions have become the basis for the national social protection systems of most European countries, including Ukraine (Leheza *et al.*, 2024).

In the European legal space, the key role is played by the European Social Charter (revised, 1996), ratified by Ukraine in 2006. According to Articles 12 and 13, states undertake to gradually create a comprehensive system of social security based on the principles of equality and solidarity. The European Committee of Social Rights has repeatedly emphasized that discrimination in access to social services - even for technical reasons (for example, lack of registration or digital ID) - is a violation of the Charter (Filatov *et al.*, 2025).

An important reference point for states that have experienced armed conflict is the Council of Europe Recommendation Rec(2004)10 "On the protection of the rights of persons in situations of displacement". The document emphasizes that internally displaced persons have the right to equal access to social services, health care, and housing, and the state cannot restrict these rights due to the lack of formal registration or documents. The recommendation provides for the principle of "do no harm" - the state should avoid decisions that may worsen the situation of displaced persons or create new barriers to social integration (Sinkevych *et al.*, 2024).

It is worth noting the provisions of the Charter of Fundamental Rights of the European Union (2000), Article 34 of which guarantees the right to social assistance and housing in order to ensure a decent existence for all who lack sufficient resources. This document forms the concept of a social state based on equality of opportunities and mutual support of citizens (Villasmil Espinoza *et al.*, 2022).

During armed conflicts, special international humanitarian standards are in force that guarantee the social protection of the civilian population. In particular, Geneva Convention IV (1949) defines the obligations of the state to provide humanitarian assistance, social security, medical care and protection to all persons within its jurisdiction, regardless of nationality or place of residence. These norms are supplemented by Additional Protocol I (1977), which establishes that during occupation the population has the right to social benefits and assistance, which cannot be suspended for reasons of security or administrative difficulties. International practice (in particular, the decisions of the European Court of Human Rights in the cases of Cyprus v. Turkey (2001), Ilaşcu and Others v. Moldova and Russia (2004)) confirms that states have positive obligations to ensure equal access to social assistance even in the event of partial loss of control over the territory. Failure to fulfill such obligations is regarded as a violation of Articles 14 and 1 of the First Protocol to the European Convention on Human Rights (Leheza *et al.*, 2025).

For Ukraine, which is in a state of war, the implementation of these standards through the adaptation of legislation and the creation of legal mechanisms for the social reintegration of IDPs is relevant.

Areas for improving social policy:

Digital inclusion. Ensuring equal access to electronic services by creating offline alternatives and mobile social offices in frontline regions.

A unified registry of war victims. Unification of information systems for transparent accounting of needs and payments.

Integration policy for IDPs. Gradual transition from short-term payments to employment and housing support programs.

A plan for the restoration of social rights of the population of the occupied territories. Development of legislative guarantees for the return of social insurance, pensions and medical care after de-occupation.

International cooperation. Attracting support from the EU, UN and International Organization for Migration to finance the social protection system.

D. CONCLUSIONS

Under martial law, Ukraine's social security system has undergone dramatic changes, but remains vulnerable to inequality and digital exclusion of certain groups. Ensuring fairness and effectiveness of social policy requires a combination of legal reform, digital accessibility, and international support.

A true transformation is only possible if the state recognizes social protection not only as an instrument of assistance, but also as an element of social cohesion and national security.

Martial law has become a catalyst for profound changes in the social security system of Ukraine. Its introduction has highlighted the need for rapid adaptation of legal, organizational and financial mechanisms of social policy to the conditions of an emergency. At the same time, an imbalance has been identified between formal guarantees enshrined in legislation and real access to social assistance for different categories of the population, especially for internally displaced persons (IDPs) and residents of occupied territories.

The regulatory and legal framework for social security during the war in Ukraine is fragmented and dynamic. The adoption of a significant number of

by-laws regulating the procedure for payments has created risks of legal uncertainty and inequality in access to assistance. Frequent changes in procedures, the dependence of payments on digital identification or confirmation of residence have led to a violation of the principles of stability and accessibility of social protection.

International legal standards of equality and non-discrimination in the field of social security — in particular, those enshrined in the Universal Declaration of Human Rights (1948), the International Covenant on Economic, Social and Cultural Rights (1966), the European Social Charter (1996) and the Geneva Conventions (1949) — define the obligation of states to ensure equal access to social assistance for all persons, regardless of status, place of residence or citizenship. In the context of war, Ukraine must apply these standards not declaratively, but practically — through reforming the social services system, digital accessibility and transparency of procedures.

The problems of social inequality during war have not only a legal but also a humanitarian dimension. Internally displaced persons, people from temporarily occupied territories, veterans, women with children, persons with disabilities — are groups that face systemic barriers to access to state support. Removing such barriers requires a combination of legal regulation, effective administrative practice and compliance with the “do no harm” principle stipulated in the Council of Europe Recommendation Rec(2004)10.

Ensuring equality in social security is a criterion for the democratic nature of a state even in times of war. The implementation of this principle is possible through: integrating international legal standards into the national system of social legislation; strengthening control over compliance with the principle of non-discrimination in social policy; improving mechanisms for digital interaction between citizens and the state; creating a single register of social recipients with personal data protection.

The challenges of war have opened up new opportunities for building an inclusive model of the social state. The war has become a catalyst for rethinking the role of social security as not only financial support, but also a tool for restoring trust, social unity and dignity of citizens. The future social policy of Ukraine must be based on the principles of humanism, equality, solidarity and the rule of law.

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