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SUMMARY

Tools from the Discussion Paper on Alignment Options for Humanitarian Cash with the Ukrainian Social Protection System

AUGUST 2023





Ukraine Cash Consortium







The Collaborative Cash Delivery network (CCD)¹ partnered with Ukraine Cash Consortium (UCC)² to build on CCD's work of mapping the social protection (SP) system in Ukraine (a live filterable repository³ accessible here and an infographic shown below) to advance in identifying alignment options for humanitarian cash assistance design programming within Ukraine's social protection system. The exercise first started with the facilitation of a workshop on July 4, 2023, attended by CCD Community of Practice members and other relevant stakeholders such as the Cash Working Group (CWG) chairs, Task Team 5 (TT5)⁴ members, and the Perekhid Initiative's⁵ Technical Assistance Facility members. Invitations to the workshop were extended to organizations outside of the CCD to ensure coordination and synergies between all social protection-related initiatives.



Photo: Mercy Corps

The discussion paper is building on the workshop and aims to present humanitarian organizations with program design options for humanitarian cash programming aligning to the social protection system in Ukraine. This summary tool of the discussion paper highlights the alignment options for each lifecycle stage (maternity to old age, plus disability which runs through the entire lifecycle) according to the analytical framework, triangulating gaps in coverage, income gaps from transfer values of social protection programs, and ongoing unmet needs. It is highly recommended that this summary paper be read in conjunction with the full discussion paper to understand the full analysis and evidence.

The alignment options should be considered while acknowledging the geographic targeting recommendations issued by CWG,⁶ and all options can be further restricted in scope if required. The options are meant to provide a narrowed scope of design for humanitarian organizations to consider, but they are not exhaustive in nature and are highly malleable to the priorities and objectives of each organization.

This discussion paper and its summary aim to be **live** documents to be continuously updated according to new humanitarian and social protection developments.

¹ CCD is a global network of NGOs committed to collaborating for improved impacts of humanitarian cash programming. In Ukraine, the CCD has established a Community of Practice (CoP) whose membership includes 21 CCD/non-CCD agencies. CCD has been providing support to the CoP members and wider cash community through its Ukraine Response Shared Services Hub (comprised of 4 technical experts specialized in humanitarian cash collaboration, localization, digital and data governance, and social protection) to support and complement member organizations' response efforts to deliver quality, accountable and inclusive Cash and Voucher Assistance (CVA) to the Ukraine crisis.

² Ukraine Cash Consortium is comprised of Mercy Corps, NRC and PIN and funded by USAID/BHA. The program provides MPCA and in-kind assistance to meet emergency

³ CCD's live excel social protection mapping tool of the Ukrainian system includes all cash programs implemented by the Government of Ukraine relevant to the humanitarian response. The programs can be filtered according to 4 categories:

¹⁾ whether the program is Contributory (=social insurance - financed by individual contributions) or Non-contributory (= social assistance or tax-financed); 2) whether the program is Universal (available to all within categorical group, no matter income levels) or Means-tested (available only to low-income individuals/families); 3) According to the lifecycle stage (Maternity, 0-6 years old, childhood, working age adults, older age adults); 4) According to vulnerability criteria (disability, conflict, etc.). Each program is then detailed according to the amount received by the recipient, the duration of the benefit, the government entity granting the enrolment into the program, the eligibility criteria, and any other relevant information. Anything in blue represents a change in the program's design or operations following the ongoing conflict, when possible this specific change was sourced according to the relevant legal amendment and labelled as shock-responsive social protection (SRSP) amendment. Comments are also used to highlight key changes.

The overall objective of the CWG Task Team 5 (TT5) was to ensure that humanitarian multi-purpose cash assistance (MPC) in Ukraine complements, links, aligns with, and where possible strengthens, existing government-led Social Protection (SP) systems (Active from June 2022 to July 2023).

The Perekhid Initiative (PI) Technical Assistance Facility (TAF) is a technical assistance collaboration between international donors, UN agencies, civil society, and the Government of Ukraine which aims to guide the transition of the humanitarian multipurpose cash assistance caseloads to an inclusive shock-responsive social protection system.

⁶ CWG, 2022

SP System	Maternity/0—6 Years Old	School Age Children	Working Age Adults	Old Age			
Non-Contributory	Maternity benefit Assistance for low-inco	ome families (GMI)					
Social Assistance	Housing assistance for IDPs / SA for evacuated persons and persons living in newly accessible areas						
	One-time compensation	on and annual assistance to persons and	children with disabilities injured as a resul	t of explosive objects			
	Childbirth grant / Assistance in adopting a child / Baby box		State social care assistance				
	SA to children with disc	abilities and persons with disabilities from	childhood and carer allowance for both				
	Municipal nanny		Social pension (disability)	Social pension (old age)			
	Childcare for large families		Burial allowance (social pension)				
	Social pension (child o	of a diseased bread winner) /	Subsidy for housing and utilities (HUS)				
	Allowance for single parent / SA to orphans and children deprived of parental care and financial support to caretaker	One-time financial aid to state employ case of disability or death caused by t	vees and their family in he war (TBD)				
	Guardianship allowan a sick child / Alimony child in the family of a	ce / Assistance to a person caring for benefits / SA for the maintenance of a foster carer	Temporary host shelter subsidy (rent su and destroyed property	pport) / Compensation for damaged			
Contributory Social Insurance	child under the age of	enefit (care for a sick child/care for a 14 or a child with a disability under the	Compensation to the employer for labor costs for employment of IDP	Social (solidarity) pension			
	3 or a child with a disc	ehabilitation) / Care for a child under ibility under the age of 18 in case of	Partial unemployment				
	Maternity benefit	another person who cares for the child	Temporary disability benefit (sickness benefit / care for a sick family member) / Insurance against industrial accidents and occupational diseases that caused disability				
			Unemployment benefit				
			Disability pension Funeral grant				
	Survivor pension						

Source: Content and analysis generated by CCD

UCC and CCD Summary: Tools from the Discussion Paper on Alignment options for Humanitarian Cash with Ukrainian Social Protection System

Legend: ■ Means-tested ■ Addressing disability ■ Conflict-specific

2. SUMMARY TABLE OF GAP ANALYSIS TO DETERMINE ALIGNMENT OPTIONS FOR THE DESIGN OF FUTURE HUMANITARIAN CASH PROGRAMMING

Gaps in Legal Coverage	Gaps in Effective Coverage	Gaps in Income			Unme	et Needs	Alignment Options (Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.) (All options can be further restricted in scope if budget needs require.)
Maternity-3	years old						
No significant gaps	 Possible funding gaps in specific oblasts. Areas with limited services hindering registration. 	Subsistence minimums of persons who are unable to work (Maternity) Gap between the SMs and the Average monthly maternity benefits (=2,210 UAH) Minimum monthly maternity benefits (671 UAH) Subsistence minimums: Child under 6 Gap between the SMs and the Minimum monthly birth grant and baby box benefits (860 UAH/month with one-offs of 17,135 UAH upon birth (=476/month from 0 to 36 months) which totals per month to 1,336 UAH/month	+ 117 UAH (=105% of STM) -1,422 UAH Statutory 2,272 UAH he assistance -936 UAH	Actual 3,962 UAH -1,752 UAH (=56% of STM) -3,291 UAH Actual 4,264 UAH -2,928 UAH	info avo pro	allenges accessing	 Coverage Gaps To cover those who may still be left out of the System: i.e., those living in oblasts with limited funding for the relevant SP programs and those lacking civil registration documentation. Income Gaps To provide top-ups for those unable to meet, at the very least, their statutory subsistence minimum: Pregnant women receiving the minimum amount of the maternity assistance. All children 0-3 years old who do not benefit from additional assistance (not part of a large family, or a low-income single-parent household [HH], or under guardianship, or is not an IDP) – further prioritization can include children in low-income HHs. Access Gaps To cover gaps in time for those living in areas with limited services hindering their ability to register to programs (e.g., limited access to health services, able to attest to pregnancy, bin
		+ Large family assistance (2,100/month) OR + Low-income single parent assistance (1,276/month on average)	+1,164 UAH +340 UAH	-828 UAH -1,652 UAH			of a child, disability, or sickness of the child). • To cover gaps in information by providing referral information of available programs for which they may be eligible – provide information on eligibility criteria, amount entitled to where to apply information, decomposite
		OR + Guardianship allowance (5,680/month) OR + Internally displaced persons (IDP) housing assistance (3,000/month)	+4,744 +2,064 UAH	+ 2,752 UAH +72 UAH			to, where to apply, information/documents needed to apply, etc. (information all available in CCD's Social Protection Mapping Tool).

Gaps in
Legal
Coverage

Gaps in **Effective** Coverage

Gaps in Income

month)

Unmet Needs

Alignment Options

(Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.)

(All options can be further restricted in scope if budget needs require.)

Children 3-18 Years Old

- Universal child benefit
- Returnees
- Nondisplaced conflictaffected families
- Children in larae families after 6 years of age

- Areas with limited services hindering registration.
- **Statutory** Actual Subsistence minimums: 2.272 UAH 4.264 Child 3-6 years UAH Gap between the SMs and the assistance No minimum universal -2,272 UAH -4,264UAH floor + Large family assistance -172 UAH -2,164 (2,100/month)UAH OR + Low-income single -996 UAH -2,988 UÁH parent assistance (1,276/month on average) OR + Guardianship +3,408 UAH +1.416 allowance (5.680/ UAH month) OR + IF IDP housing +728 UAH -1.264 assistance (3,000/ UAH

	Statutory	Actual
Subsistence minimums: Children 6–18 years	2,833 UAH	-5,309 UAH
Gap between the SMs and	the assistance	
No minimum universal floor	-2,833 UAH	-5,309 UAH
OR + Low-income single parent assistance (1,661/month on average)	-1,172 UAH	-3, 648 UAH
OR + Guardianship allowance (5,680/ month)	+2,847 UAH	+371 UAH
OR + IF IDP housing assistance (3,000/month)	+167 UAH	-2,309 UAH

- Rising poverty rates.
- 1.5 million children at risk of mental health issues.
- Additional education needs: Online learning and other adaptive learning equipment, mental health and psychosocial wellbeing. social emotional learning, catchup tutoring, etc.

Coverage Gaps

- While unreasonable to expect the humanitarian community to establish a parallel universal child benefit, key vulnerable groups legally excluded from the system can be prioritized:
 - Children of returnees.
 - Non-displaced conflict-affected families.
 - Children in large families after the age of 6.

Income Gaps

- To provide top-ups for those unable to meet, at the very least, their statutory subsistence minimum:
 - Children in large families.
 - Children in low-income single parent HH.
 - To cover unmet needs of additional finance education needs: expand the piloted 2021 government program providing a one-off grant for children entering a new school year. The pilot was only provided to children of low-income large families and were provided with 2,000 UAH per child. Expansion could be provided to children in families de jure excluded and de facto excluded.

Access Gaps

- To cover gaps in time for those living in areas with limited services hindering their ability to register to programs (e.g., slowed down process to prove death, and dependents being survivor pensions).
- To cover gaps in information by providing referral information of available programs for which they may be eligible - provide information on eligibility criteria, amount entitled to, where to apply, information/documents needed to apply, etc. (information all available in CCD's Social Protection Mapping Tool).

Gaps in Legal Coverage

Gaps in Effective Coverage

Gaps in Income

Unmet Needs

Alignment Options

(Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.)

(All options can be further restricted in scope if budget needs require.)

Working Age Adults

- Unemployment social assistance
- Unemployed returnees
- Non-displaced conflictaffected
- Low coverage of low-income HH assistance.
- Low
 coverage of
 unemployment
 benefits and
 reduction of
 accessibility
 due to stricter
 eligibility
 criteria and
 lowering of
 benefit amount
 and duration.
- Areas with limited services hindering registration.

	Statutory	Actual
Subsistence minimums: Able-bodied person	2,684 UAH	6,032 UAH
Gap between the SMs and the ass	istance	
No minimum universal floor	-2,684 UAH	-6,032 UAH
IF low-income HH (5,340/month on average divided by Average HH size of 2.5 = 2,136/month per person)	-548 UAH	-3,896 UAH
OR + low-income Subsidies for Housing and Utilities (non-heating period: 1,169 UAH / month and Heating period: 3,176 UAH/month on average divided by average HH size of 2.5 persons = 467.6/month and 1,270.4/month, respectively)	-2,216 UAH/ -1,413.6 UAH	-5,555 UAH / -4,761 UAH
(Low-income subsidies for housing and utilities compared to the cost of Housing and Communal services for able-bodied persons determined in the Government's 2022 Actual subsistence minimum cost calculations 1,698.32 UAH/month)		(-1,231 UAH/ -428 UAH
OR + IF IDP housing assistance (2,000/month)	-684 UAH	-4,032 UAH
OR + IF contributed to unemployment insurance (6700/month)	+4,016 UAH	+668 UAH

- High and increasing unemployment.
- Lack of ability to rely on salary as main source of income.

Coverage Gaps

- While unreasonable to expect the humanitarian community to establish a parallel unemployment assistance, key vulnerable groups de jure excluded from the system can be prioritized:
 - » Unemployed returnees.
 - » Unemployed non-displaced conflictaffected HH unable to access unemployment insurance – with a focus on emerging female labor workforce.
- Cover low-income HHs with a winterization package, not excluding those receiving the HUS transfer due to its low targeting accuracy and inability to cover the actual costs of housing and communal services even in heating season. To not further contradict on-going cluster guidance, further targeting selection criteria should adhere to the forthcoming revised winterization recommendations by the Shelter cluster.⁷

Income Gaps

- To provide top-ups for those unable to meet, at the very least, their statutory subsistence minimum:
 - » Low-income HH with no other sources of income (focusing on recipients of low-income family assistance due to higher effectiveness levels), including IDP HHs.

⁷ See Shelter Cluster (2023) Ukraine Winterization Recommendations 2023-2024. Accessible via https://sheltercluster.org/ukraine/documents/shelter-cluster-winterization-recommendations20232024.

Gaps in Legal	Gaps in	Gaps in Income	Unmet Needs	Alignment Options
Coverage	Effective Coverage			(Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.)
				(All options can be further restricted in scope if budget needs require.)
Working Age Ad	ults (continued)			
				Access Gaps
				• To increase the female workforce participation or the single-parent workforce, the municipal nanny program could be expanded further than 3 years of age up to school age, to children who do not live with a disability or chronic illness. The program could be expanded until the start of school age (6 years of age), but it could also be expanded to single parents whose children 6–12 years of age who may still be learning remotely and require supervision. As explored in the previous lifecycle stage of children 3–18 years old, distance learning is still on the rise due to unsafe conditions of presential learning in schools with a lack of bomb shelter infrastructure.
				 To cover gaps in information by providing referral information of available programs for which they may be eligible – provide information on eligibility criteria, amount entitled to, where to apply, information/documents needed to apply, etc. (information all available in CCD's Social Protection Mapping Tool).



Photos: Mercy Corps

Gaps in Legal Coverage
Older Adı

Gaps in Effective Coverage

Gaps in Income

Unmet Needs

Alignment Options

(Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.)

(All options can be further restricted in scope if budget needs require.)

Older Adults (Aged 60 Years and Above)

- Not entitled to contributory pension
- Older women
- Nondisplaced conflict affected
- Coverage and benefit level of noncontributory is very low.
- Pension levels of women are lower.
- Pensioners in conflict-affected areas may not be able to access benefits.
- Older adults have more limited access to digital technologies and digital skills, making online registration more difficult.

	Statutory	Actual
Subsistence minimums: Persons who are unable to work	2,093 UAH	3,962 UAH

	Gap between the SN	Ms and the assista	nce
	Contributory pension (minimum level = 2,680 UAH)	+587 UAH	-1,182 UAH
	Non-contributory pension (= 627.9 UAH)	-1,465.1 UAH	-3,334.1 UAH
	+ IF State social care allowance (over 80 years = 837.2 UAH)	+1,427.2 UAH contributory / -627.9 UAH non- contributory	-2,344.8 UAH contributory / -2,496.9 UAH non- contributory
	OR + IF IDP housing assistance (2,000 UAH/ month)	+2,587 UAH contributory / + 554.9 UAH non- contributory	+818 UAH contributory / -1,334.1 UAH non- contributory

- Lack of face-toface outreach and registration barriers to accessing pension benefits.
- Increasing poverty rates.
- Specific agerelated needs (healthcare and human support).

Coverage Gaps

 The pension system in the country has near universal coverage through a mix of contributory and non-contributory programs which are generally functioning, as such it is not expected that the humanitarian community implement a parallel pensions system.

Income Gaps

- To provide top-ups for those unable to meet, at the very least, their statutory subsistence minimum:
 - » To cover unmet needs for healthcare and human assistance: Functional limitations and healthcare needs increase as people age, resulting in increased levels of medical and human support. However, the current transfer value of pensions does not take these into consideration. A top-up for older adults who have chronic illnesses and functional limitations (for example difficulties in undertaking activities of daily living including self-care) could be provided to enable access to medications and human support.
 - » Older women who may not qualify for full pensions due to interruptions in contributions.
 - » Older adults who receive noncontributory pensions.

Gaps in	Gaps in	Gaps in Income	Unmet Needs	Alignment Options
Legal Coverage	Effective Coverage			(Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.)
				(All options can be further restricted in scope if budget needs require.)
Older Adults	(Aged 60 Years a	nd Above) (continued)		
				 To cover information gaps by providing referral information of available programs for which they may be eligible. For older adults who may have less digital literacy and less access to the internet or smartphones, face-to-face referral and support would be necessary. To support accessing pensions where the new procedures for collecting pensions delivered by Ukrposhta may present barriers for older adults to access their benefits, especially for older adults with mobility issues. Additional support, such as accompaniment services, can be provided to ensure that older adults are able to travel to banks in government-controlled areas. However, if pension payments have been paused due to non-collection of at least 6 months, additional support to older adults can be provided so they can request the resumption of payments. Needs Assessment Gaps To support access and additional support, comprehensive needs assessments in addition to the eligibility assessments done at time of registration should be carried out. Needs assessments can include screening questions to identify those with functional limitations, additional questions on support needs for activities of daily living, and questions around access to pensions and other social protection programs.

Gaps in
Legal
Coverage

Gaps in Effective Coverage

Gaps in Income

Unmet Needs

Alignment Options

(Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.)

(All options can be further restricted in scope if budget needs require.)

Persons with Disabilities

- Additional costs of disabilities
- People with newly acquired disabilities
- Nondisplaced conflictaffected

- Insufficient attention to disability extra costs.
- Barrier to accessing pension benefits, especially for persons with disabilities in conflictaffected areas.
- Low registration of persons with disabilities.
- Insufficient link to livelihoods support.

The Ukrainian Government provides a number of benefits of varying benefit amounts depending on category of disability, age, the level of care and support needed. A high-level summary of the adequacy of benefits against the subsistence minimums is provided here, but it is not inclusive of all benefits. Also, to note is that for children with disabilities, the transfer value corresponds to the SM for persons who are unable to work rather than SMs for children.

	Statutory	Actual
Subsistence Minimums: Persons who are unable to work	2,093 UAH	3,962 UAH

Gap between the SMs and the assistance				
Non- contributory Group I = 2,093 UAH / month	0 UAH	-1,869 UAH		
Group II = 1,674.4 UAH/ month	-418.6 UAH	-2,287.6 UAH		
Group III = 1,255.8 UAH/ month	-867.2 UAH	-2,706.2 UAH		
Children with disabilities = 1,465.1 UAH/month	-627.9 UAH	-2,496.9 UAH		
Contributory pension (minimum level= 2,680 UAH)	+587 UAH	-1,182 UAH		

- Increasing poverty rates.
- Access to disabilityspecific support.
- Barriers to accessing pension benefits.
- Barriers to disability assessments.
- Livelihoods support.

Coverage Gaps

Persons with disabilities who are not registered.

Income Gaps

- A top-up for persons with disabilities could be provided to enable access to medications, human support, and assistive devices. Additional top-ups for persons with disabilities would bring further alignment between MPCA and the Government's IDP Housing Allowance, which provides a higher amount to persons with disabilities.
- Top-ups to persons with disabilities, especially those in Group II and III, who receive non-contributory social assistance benefits, and receive less than the statutory subsistence minimum and actual subsistence minimum.

Access Gaps

- To cover information gaps by providing referral information of available programs for which they may be eligible in an inclusive communication modality.
- To support accessing disability pensions where the new procedures for collecting pensions delivered by Ukrposhta may present barriers for persons with disabilities to access their benefits, especially for persons with disabilities with mobility issues (e.g., accompaniment services can be provided to ensure that persons with disabilities are able to travel to banks in government-controlled areas).
- Additionally, humanitarian cash actors can support referrals to local social welfare offices who are responsible for the provision of assistive devices and rehabilitation services.
- To provide bridging support: provide accompaniment and temporary financial assistance to support children and adults while they go through the assessment and determination process.
- To provide support to restart livelihoods: The majority of persons
 with disabilities, those belonging to Group III, are able to work,
 and can do so without losing benefits. Persons with disabilities who
 are displaced and receiving MPCA may need additional support,
 through a cash+ livelihoods program approach to restart their
 livelihoods.

Gaps in Legal Coverage	Gaps in Effective Coverage	Gaps in Income	Unmet Needs	Alignment Options (Acknowledging that the geographic targeting recommendations issued by CWG includes all conflict-affected persons.) (All options can be further restricted in scope if budget needs require.)
Persons with Disabilities (continued)				
				Needs Assessment Gaps To support access and additional support, comprehensive needs assessments in addition to the eligibility assessments done at time of registration should be carried out. Needs assessments can include screening questions to identify those with functional limitations, additional questions on support needs for activities of daily living, and questions around access to disability benefits and other social protection programs.

protection programs.



Photos: Mercy Corps

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About Mercy Corps

Mercy Corps is a leading global organization powered by the belief that a better world is possible. In disaster, in hardship, in more than 40 countries around the world, we partner to put bold solutions into action — helping people triumph over adversity and build stronger communities from within. Now, and for the future.



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