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## **IMPROVEMENT OF THE PROCEDURE FOR MONETARY COMPENSATION TO SERVICEMEN OF THE NATIONAL GUARD OF UKRAINE FOR RENTING (LEASING) RESIDENTIAL PREMISES**

*The relevance of improving the procedure for paying monetary compensation to servicemen of the National Guard of Ukraine for renting (leasing) residential premises is substantiated. It has been established that under current conditions, the payment of monetary compensation to servicemen of the NGU for renting (leasing) residential premises, in the context of providing housing for servicemen and their family members, represents the most relevant and effective mechanism for ensuring their social protection.*

*Based on the conducted analysis of the regulatory and legal framework of Ukraine, scientific and legal literature, administrative acts, and directives, problematic issues related to the existing procedure for the payment of monetary compensation to servicemen of the NGU for renting (leasing) residential premises have been identified. Real factors influencing housing rental pricing in Ukraine have also been taken into account.*

*According to the comparative analysis of the amounts of monetary compensation and the actual housing rental prices, it has been confirmed that families of servicemen of the National Guard of Ukraine are compelled to cover the difference between the compensation received and the actual rental cost from their own monetary allowances, thereby reducing expenditures on basic needs.*

*It is proposed to improve the procedure for paying monetary compensation to servicemen of the National Guard of Ukraine for renting (leasing) residential premises by introducing amendments to the regulatory legal acts governing this area of activity.*

**Keywords:** *housing provision, monetary compensation, housing rental, renting (leasing) residential premises.*

**Statement of the problem.** The right to housing is one of the fundamental constitutional rights of citizens. According to Article 47 of the Constitution of Ukraine, everyone has the right to housing. The State creates conditions under which every citizen is able to build, purchase, or rent housing. The State also ensures the social protection of citizens of Ukraine who serve in the Armed Forces of Ukraine and other military formations [1].

Maintaining the standard and quality of life, as well as meeting the material and spiritual needs of servicemen and their family members, directly depends on the modern system of social protection for servicemen [2], particularly on the provision of housing.

The provision of housing for servicemen and their families has always been and remains a vital issue for policymakers, senior military leadership, public organizations, as well as for servicemen themselves and their families.

The regulatory and legal framework of Ukraine governs the provision of housing to servicemen, taking into account categories entitled to housing in the form of: allocation of residential premises; free accommodation in specially equipped barracks located within military units or in family dormitories; rental of residential premises for the purpose of accommodating servicemen and their family members; or, at the serviceman's request, payment of monetary compensation for renting (leasing) residential premises.

Thus, if a military unit does not have its own service housing stock, it is obliged to rent residential premises within the limits established by current legislation to accommodate servicemen and their families or, at the serviceman's request, to pay monetary compensation for renting (leasing) residential premises.

The shortage of state and service housing stock, the absence of effective programs (mechanisms) for implementing housing guarantees established by legislation, and the slow pace of construction

and acquisition of housing do not meet the constantly growing demand for residential premises for servicemen, both for service use and for permanent residence.

Approximately 95% of military units of the National Guard of Ukraine (NGU) do not have their own family dormitories. In those units where such dormitories exist, their capacity satisfies the housing needs of no more than 10% of the total number of families requiring accommodation, and the condition of the premises does not meet current standards. Moreover, under wartime conditions and due to continuous missile attacks, accommodating servicemen's families in family dormitories located within military units has become life-threatening.

The rental and payment for rented residential premises in the National Guard of Ukraine, while having certain advantages, also present a number of shortcomings. For example, a serviceman and his or her family members must be registered at the place of service [3]. However, since December 1, 2021, the Law on the Provision of Public (Electronic Public) Services for the Declaration and Registration of Residence in Ukraine [4] has entered into force, which has led to difficulties for servicemen in registering their place of residence (stay). In accordance with [4, 5], registration of servicemen and their family members at the legal address of a military unit is not provided for by law and may only be carried out in residential premises (a residential building, apartment, or other dwelling) where the person permanently or temporarily resides and information about which is entered into the State Register of Proprietary Rights to Real Estate.

The rental of residential premises owned by enterprises, organizations, institutions of all forms of ownership, as well as by private individuals, for the accommodation of servicemen is carried out by the military unit on the basis of a contract [3] executed in accordance with the requirements of the Civil Code of Ukraine. Therefore, many landlords, seeking to conceal income from renting out housing, are unwilling to conclude official lease agreements.

The payment of monetary compensation to servicemen of the National Guard of Ukraine for renting (leasing) residential premises is carried out in accordance with paragraph 2 of Article 51 of the Budget Code of Ukraine, Article 12 of the Law of Ukraine "On Social and Legal Protection of Servicemen and Members of Their Families", and the Procedure for Payment of Monetary Compensation to Servicemen of the Armed Forces,

the National Guard, the Security Service, the Foreign Intelligence Service, the State Border Guard Service, the State Service of Special Communications and Information Protection, and the State Special Transport Service for Renting (Leasing) Residential Premises, approved by Resolution of the Cabinet of Ministers of Ukraine No. 450 dated June 26, 2013 [6, 7]. These regulatory legal acts establish the procedure, timelines, and amounts of compensation payments.

However, numerous issues currently arise with respect to the established amounts of monetary compensation for renting (leasing) residential premises, due to several factors:

- geographical location (resort and tourist cities), where seasonal increases in rental prices occur;

- geopolitical location (conditions of martial law): the housing rental market in western and some central regions of Ukraine continues to recover and prices are rising, whereas rental prices in frontline cities have decreased;

- the discrepancy between the established amounts of monetary compensation [6, 8] and actual market rental prices.

Accordingly, there is a clear need to substantiate the necessity of improving the procedure for paying monetary compensation to servicemen of the National Guard of Ukraine for renting (leasing) residential premises.

#### **Analysis of recent research and publications.**

Considerable attention to the procedure for paying monetary compensation to servicemen of various security and defense sector bodies of Ukraine for renting (leasing) residential premises, within the broader framework of social protection for servicemen and their family members, has been demonstrated by both Ukrainian and foreign scholars. Publications by Ukrainian researchers [9, 10] address problematic issues related to obtaining monetary compensation for renting housing as a distinct element of guarantees within the system of social protection for servicemen and assess the extent to which these guarantees correspond to the actual financial capabilities of servicemen.

The issue of establishing state regulation of housing prices during the period of martial law, in connection with the high level of internal migration and increased demand for housing in relatively safe regions of Ukraine, was raised in [11]. The publication notes that certain officials responded promptly, particularly the leadership of cities such as Khmelnytskyi and Lviv, who publicly expressed strong positions regarding the critical increase in

rental housing prices. However, over time it became evident that the public statements of high-ranking officials at both state and local levels did not produce substantial results in addressing the sharp rise in rental costs. No significant legislative changes were subsequently introduced.

According to L. I. Mazurenko, most of the existing benefits are compensatory rather than motivational in nature, and some regulatory legal acts are declarative [12]. This conclusion underscores the need to develop and implement new forms and methods aimed at ensuring the effective functioning of relevant and practical components of the social security system for servicemen under martial law.

At the same time, the analysis of scientific research and publications, the regulatory framework, and official statistical data of Ukraine indicates that, under current conditions, the issue of monetary compensation payments to servicemen of the National Guard of Ukraine for renting (leasing) residential premises, within the context of social protection, remains only partially resolved. Furthermore, fluctuations in housing rental prices across different regions of the country necessitate continuous monitoring and analysis of the rental market, as well as periodic (flexible) regulatory influence through managerial decision-making and timely amendments to legislative and regulatory acts.

**The purpose of the article** is to highlight problematic issues related to the existing procedure for the payment of monetary compensation to servicemen of the National Guard of Ukraine for renting (leasing) residential premises and to substantiate the need for its improvement.

**Summary of the main material.** The armed forces of leading countries, having conducted a series of studies in the field of housing provision for servicemen [13], concluded that in order to ensure a truly effective mechanism for its implementation within the system of social protection, it is necessary to transition to monetary-based mechanisms.

Under wartime conditions, the procedure for paying monetary compensation to servicemen of the National Guard of Ukraine (NGU) for renting (leasing) residential premises has become even more relevant and requires additional study.

According to paragraph 2 of Resolution [6], monetary compensation is paid to servicemen on a monthly basis (in the current month for the previous month) in an amount not exceeding:

a) in the city of Kyiv – two subsistence minimums for able-bodied persons established as of January 1 of the calendar year;

b) in the city of Simferopol, the city of Sevastopol, and regional centers – one and a half subsistence minimums for able-bodied persons established as of January 1 of the calendar year;

c) in other localities – one subsistence minimum for able-bodied persons established as of January 1 of the calendar year.

For servicemen with three or more family members, these compensation amounts are increased by 1.5 times.

For example, as of January 1, 2025, the amount of monetary compensation for renting (leasing) residential premises under Resolution [6] is set as follows:

1) in Kyiv – two subsistence minimums for able-bodied persons established as of January 1 of the calendar year, amounting to UAH 6,056 per month;

2) in regional centers – one and a half subsistence minimums, amounting to UAH 4,542 per month;

3) in other localities – one subsistence minimum, amounting to UAH 3,028 per month.

For servicemen with three or more family members, the compensation amount increases by 1.5 times:

a) in Kyiv – UAH 9,084 per month;

b) in regional centers – UAH 6,813 per month;

c) in other localities – UAH 4,542 per month.

However, for servicemen of the National Guard of Ukraine, Order [8] establishes the following amounts of monetary compensation for renting (leasing) residential premises in 2026:

1) in Kyiv – UAH 4,400 per month;

2) in regional centers – UAH 3,300 per month;

3) in other localities – UAH 2,200 per month.

For servicemen with three or more family members, the compensation increases by 1.5 times:

a) in Kyiv – UAH 6,600 per month;

b) in regional centers – UAH 4,950 per month;

c) in other localities – UAH 3,300 per month.

This contradicts Resolution [6], as servicemen of the National Guard of Ukraine receive lower compensation amounts compared to servicemen of the Armed Forces of Ukraine (AFU).

A comparative analysis shows that, on average, NGU servicemen receive approximately 27% less monetary compensation for renting (leasing) residential premises than AFU servicemen.

Taking into account the amendments introduced by Resolution [14], it should be noted that the Government simplified the procedure for obtaining monetary compensation and expanded the category

of persons entitled to it. In particular, servicemen were relieved of the obligation to obtain extracts or information certificates from the State Register of Proprietary Rights to Real Estate and technical inventory bureaus concerning real estate owned by them or their family members.

In other words, the Ministry of Defense, Ministry of Internal Affairs, Ministry of Education and Science, Security Service of Ukraine, intelligence agencies, the Administration of the State Border Guard Service, and the Administration of the State Service of Special Communications and Information Protection were obliged to ensure that commanders (heads) of military units and institutions under their authority are provided with relevant information from the State Register of Proprietary Rights to Real Estate. Furthermore, extracts from this Register must be obtained for each serviceman at every place of service. The amendments also eliminated the need

to submit copies of civil status registration documents (marriage certificates, divorce certificates, birth certificates, etc.) and other documents confirming family relationships.

The changes also extended to persons whose residential premises were destroyed or damaged as a result of the armed aggression of the Russian Federation, provided such damage is documented. These individuals are now entitled to receive monetary compensation for renting (leasing) residential premises. However, the issue of the compensation amount remains unresolved.

According to data from the State Statistics Service of Ukraine, particularly regarding the dynamics of average rental prices for a one-room apartment (Figure 1), the average rent for a one-room apartment in Ukraine in June 2025 amounted to UAH 7,541. Over the last month, rental prices increased by 0.7%, and since the beginning of the year, rent has risen by 3.9%.

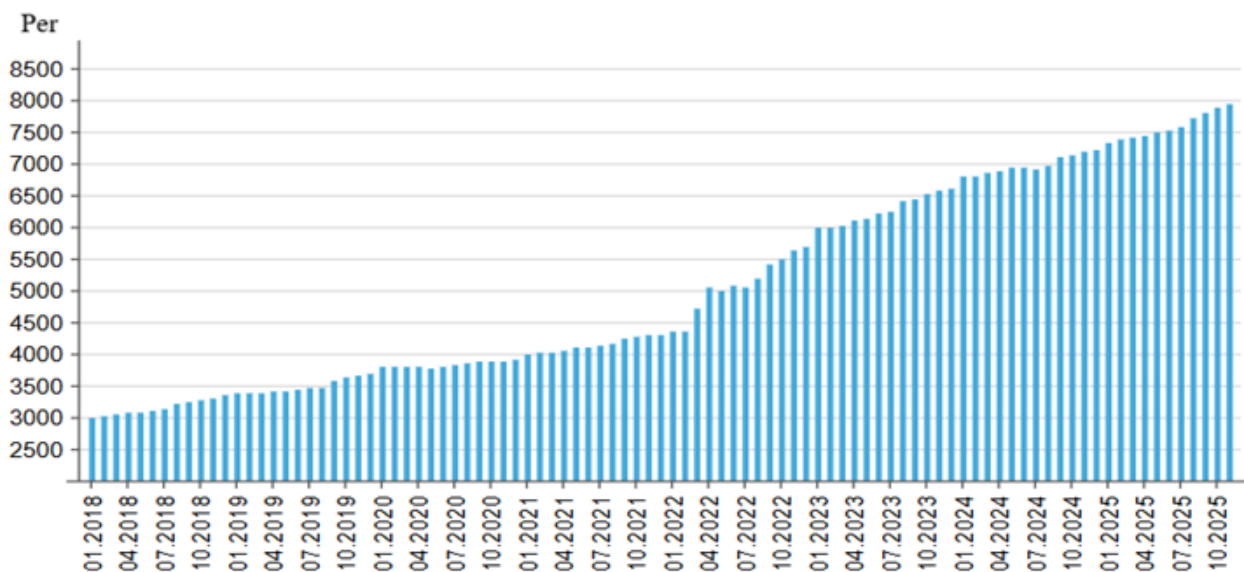


Figure 1 – Dynamics of the average rental prices for a one-room apartment

Table 1 presents the average rental prices for one-room apartments in the regional centers of Ukraine as of December 2024 and June 2025.

Table 1 – Average rental prices for one-room apartments in the regional centers of Ukraine as of December 2024 and June 2025

| Region                 | December 2024 | June 2025 | Change, % |
|------------------------|---------------|-----------|-----------|
| Ukraine                | 7220          | 7541      | 4.5       |
| Zakarpattia region     | 11 769        | 11 956    | 1.6       |
| Lviv region            | 10 449        | 10 942    | 4.7       |
| Rivne region           | 9 891         | 10 280    | 3.9       |
| Kyiv                   | 9 632         | 9 777     | 1.5       |
| Khmelnyskyi region     | 9 504         | 9 748     | 2.6       |
| Chernivtsi region      | 8 547         | 8 967     | 4.9       |
| Cherkasy region        | 8 766         | 8 664     | -1.2      |
| Volyn region           | 8 069         | 8 626     | 6.9       |
| Ivano-Frankivsk region | 8 105         | 8 478     | 4.6       |
| Vynnytsia region       | 7 686         | 8 321     | 8.3       |
| Zhytomyr region        | 7 109         | 7 843     | 10.3      |
| Ternopil region        | 7 385         | 7 808     | 5.7       |
| Poltava region         | 6 635         | 7 435     | 12.1      |
| Dnipropetrovsk region  | 6 439         | 6 577     | 2.2       |
| Kyiv region            | 5 457         | 6 204     | 13.7      |
| Kirovohrad Region      | 6 367         | 5 982     | -6.0      |
| Chernihiv region       | 5 100         | 5 596     | 9.7       |
| Sumy region            | 4 131         | 5 113     | 23.8      |
| Odesa region           | 4 656         | 4 909     | 5.4       |
| Mykolaiv region        | 3 694         | 3 949     | 6.9       |
| Kharkiv region         | 3 942         | 3 942     | 0.0       |
| Zaporozhye region      | 3 623         | 3 684     | 1.7       |
| Kherson region         | 2 928         | 3 243     | 10.7      |
| Donetsk region         | no data       |           |           |
| Luhansk region         | no data       |           |           |

Source: State statistics of Ukraine

As is known, information on the secondary market is obtained by the State Statistics Service of Ukraine (SSSU) directly from the OLX platform [15], with which a memorandum of understanding was concluded in 2023. A technical mission of the International Monetary Fund provided recommendations to the State Statistics Service of Ukraine, in particular proposing to ensure that the SSSU obtains unfiltered data from the platform containing real estate information.

At the same time, data from leading real estate agencies in Ukraine, such as Rieltor, LUN, Dim.Ria, etc., indicate that the cost of renting residential premises differs from the information published by the State Statistics Service of Ukraine (Table 2).

As an example, let us consider the city of Vinnytsia, which, according to the State Statistics Service of Ukraine, ranked tenth among the most expensive cities in Ukraine as of June 2025.

Table 2 – Average rental prices reported by leading real estate agencies in Ukraine for one-room apartments in regional centers and across the regions of Ukraine as of August 2025

| Region  | Average Price in the region | Average Price in the regional centre | Difference, UAH | Difference, % |
|---|-----------------------------|--------------------------------------|-----------------|---------------|
| Zakarpattia region (Uzhhorod)                     | 12051                       | 19000                                | 6949            | 37            |
| Lviv region (Lviv)                                | 11036                       | 17000                                | 5964            | 35            |
| Volyn region (Lutsk)                              | 8626                        | 15000                                | 6374            | 42            |
| Ivano-Frankivsk region (Ivano-Frankivsk)          | 8676                        | 14800                                | 6124            | 41            |
| Cherkasy region (Cherkasy)                        | 8567                        | 14000                                | 5433            | 39            |
| Vinnitsia region (Vinnitsia)                      | 8321                        | 13000                                | 4679            | 36            |
| Ternopil region (Ternopil)                        | 7943                        | 12700                                | 4757            | 37            |
| Chernivtsi region (Chernivtsi)                    | 8988                        | 12700                                | 3712            | 29            |
| Odesa region (Odesa)                              | 4946                        | 12000                                | 7054            | 59            |
| Rivne region (Rivne)                              | 10280                       | 12000                                | 1720            | 14            |
| Luhansk region (Luhansk)                          | n/a                         | n/a                                  | n/a             | n/a           |
| Poltava region (Poltava)                          | 7435                        | 11000                                | 3565            | 32            |
| Khmelnitskyi region (Khmelnitskyi)                | 9748                        | 10700                                | 952             | 9             |
| Sumy region (Sumy)                                | 5460                        | 8000                                 | 2540            | 32            |
| Zhytomyr region (Zhytomyr)                        | 7910                        | 12000                                | 4090            | 34            |
| Chernihiv region (Chernihiv)                      | 5596                        | 8000                                 | 2404            | 30            |
| Kirovohrad Region (Kirovohrad)                    | 6130                        | 7000                                 | 870             | 12            |
| Mykolaiv region (Mykolaiv)                        | 3949                        | 6000                                 | 2051            | 34            |
| Zaporozhye region (Zaporozhye)                    | 3742                        | 5000                                 | 1258            | 25            |
| Kharkiv region (Kharkiv)                          | 3942                        | 4000                                 | 58              | 1             |
| Kherson region (Kherson)                          | 3243                        | n/a                                  | n/a             | n/a           |
| Donetsk region (Donetsk)                          | n/a                         | n/a                                  | n/a             | n/a           |
| Kyiv region (Kyiv, State statistics service data) | 6204                        | 9777                                 | 3573            | 37            |

For comparison, the LUN real estate agency provides the following statistical data on the average rental prices for one-room apartments in Vinnitsia as of December 2025 (Figure 2).

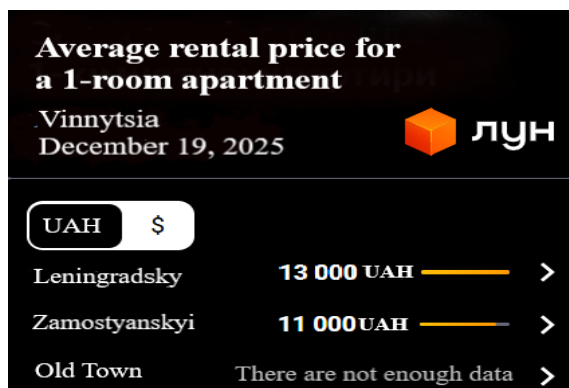


Figure 2 – Average rental price for a one-room apartment in the city of Vinnitsia as of December 2025

Figure 3 shows the dynamics of the increase in the average rental prices of one-, two-, and three-room apartments in the city of Vinnitsia over the period from May 2024 to September 2025.

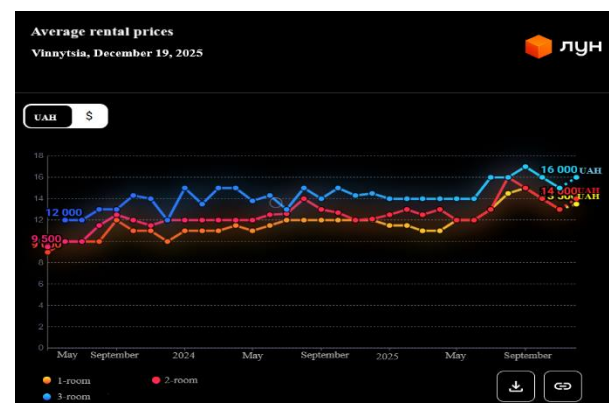


Figure 3 – Growth dynamics of the average rental prices for one-, two-, and three-room apartments in the city of Vinnitsia over the period from May 2024 to September 2025

An increase in the average rental price of housing is observed. Let us consider the growth dynamics of the average rental price for a one-room apartment from May 2024 to September 2025. The increase exceeded UAH 3,000 and currently amounts to UAH 13,000.

An analysis of sources [7, 8, 16], which regulate the amount of monetary compensation provided to servicemen of the National Guard of Ukraine for the sublease (rental) of residential premises, indicates that the most recent increase in compensation occurred in 2022 [16], as follows:

a) in Kyiv – from UAH 3,600 to UAH 4,400 per month;

b) in regional centers – from UAH 2,500 to UAH 3,300 per month;

c) in other localities – from UAH 1,100 to UAH 2,200 per month.

These were the most recent changes in the established levels of monetary compensation for servicemen of the National Guard of Ukraine for the sublease (rental) of residential premises.

A comparative analysis allows for drawing conclusions regarding the discrepancy between actual rental housing prices in the city of Vinnytsia and the level of monetary compensation provided to National Guard servicemen for housing rental [8].

Thus, according to the State Statistics Service of Ukraine, the average rental price of a one-room apartment in Vinnytsia as of June 2025 amounted to UAH 8,321. The LUN real estate agency provides different statistical data for the same period in a comparable city, amounting to UAH 13,000, while a serviceman of the NGU receives monetary compensation for housing rental [8] in the amount of UAH 3,300 per month.

Therefore, families of National Guard servicemen are forced to cover the difference in rental costs from their own financial resources, reducing expenditures on basic needs.

Evidently, timely responses to these factors are aimed at reducing financial strain for all categories of servicemen.

Taking into account the actual state of housing provision for servicemen and the imperfect functioning of the housing rental mechanism, there is an urgent need to improve the procedure for paying monetary compensation as one of the most relevant and effective mechanisms for ensuring social protection of servicemen and their family members.

At the same time, there is a need to amend regulatory legal acts by improving the regulatory framework governing the procedure for payment of monetary compensation to servicemen of the

National Guard of Ukraine for housing rental, with mandatory consideration of the following factors: the number of family members of a serviceman, the geographical and geopolitical location of military units (places of service), and statistical data on housing rental costs across the regions of Ukraine provided not only by the State Statistics Service but also by leading real estate agencies in Ukraine.

## Conclusions

Under current conditions, adjusting the amounts of monetary compensation for servicemen of the National Guard of Ukraine for the sublease (rental) of residential premises to real market conditions – taking into account regional characteristics and wartime challenges, in the context of providing housing for servicemen and their families – constitutes one of the most relevant and effective mechanisms for ensuring social protection and strengthening the state's defense capability.

The identified problematic issues related to the existing procedure for paying monetary compensation to servicemen of the National Guard of Ukraine for the sublease (rental) of residential premises, taking into account real factors influencing housing rental pricing in Ukraine, remain unresolved to date and require improvement of the compensation payment procedure through amendments to regulatory legal acts governing this area.

Further research should be directed toward the development of a mechanism for the flexible adjustment of monetary compensation amounts depending on fluctuations in the housing rental market, with the substantiation of unified approaches to determining compensation levels for servicemen across all components of the security and defense sector of Ukraine.

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### **УДОСКОНАЛЕННЯ ПОРЯДКУ ВИПЛАТИ ГРОШОВОЇ КОМПЕНСАЦІЇ ВІЙСЬКОВОСЛУЖБОВЦЯМ НАЦІОНАЛЬНОЇ ГВАРДІЇ УКРАЇНИ ЗА ПІДНАЙОМ (НАЙОМ) НИМИ ЖИТЛОВИХ ПРИМІЩЕНЬ**

*Обґрунтовано актуальність удосконалення порядку виплати грошової компенсації військовослужбовцям Національної гвардії України за піднайом (найом) ними житлових приміщень. Установлено, що в умовах сьогодення виплата грошової компенсації військовослужбовцям Національної гвардії України за піднайом (найом) ними житлових приміщень у контексті забезпечення військовослужбовців та членів їхніх родин житлом є найактуальнішим і дієвим механізмом реалізації соціального захисту останніх.*

*Завдяки проведеному аналізу нормативно-правової бази України, науково-юридичної літератури, розпорядчих актів та директив висвітлено проблемні питання щодо наявного порядку виплати грошової компенсації військовослужбовцям Національної гвардії України за піднайом (найом) ними житлових приміщень, ураховано реальні чинники, які впливають на ціноутворення оренди житла в Україні.*

*Здійснений порівняльний аналіз розмірів грошової компенсації, встановлених для військовослужбовців Національної гвардії України, із фактичною вартістю оренди житла, а також із розмірами компенсацій для військовослужбовців інших складових сектору безпеки і оборони України засвідчив наявність суттєвого фінансового дисбалансу. Як наслідок, родини військовослужбовців Національної гвардії України змушені покривати різницю між реальною вартістю оренди житла та сумою компенсації власним грошовим забезпеченням, що негативно позначається на задоволенні базових життєвих потреб військовослужбовців.*

*У статті аргументовано, що внесені зміни до нормативно-правових актів переважно були спрямовані на спрощення процедури отримання грошової компенсації та розширення кола осіб, які мають на неї право, однак питання перегляду й адаптації розмірів виплат до реальних ринкових умов залишилися невирішеними.*

*За результатами дослідження запропоновано вдосконалити порядок виплати грошової компенсації військовослужбовцям Національної гвардії України за піднайом (найом) ними житлових приміщень шляхом внесення змін до нормативно-правових актів, що регламентують цей вид діяльності з урахуванням кількості членів сім'ї, регіональних особливостей ринку оренди житла, географічного та геополітичного розташування місць проходження служби, а також статистичних даних не лише Державної служби статистики України, а й провідних агентств нерухомості.*

**Ключові слова:** *забезпечення житлом, грошова компенсація, оренда житла, піднайом (найом) житлових приміщень.*

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