

UDC 364.334-216:331.53]:314.151.3-054.73(477-88)](045)

DOI <https://doi.org/10.32782/humanitas/2024.3.2>

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**To cite this article:** Baldyniuk, O. (2024). *Pratsevlashtuvannia vnutrishno peremishchenykh osib yak sotsialna problema* [Employment of internally displaced persons as a social problem]. *Vvichlyvist. Humanitas*, 3, 12–18, doi: <https://doi.org/10.32782/humanitas/2024.3.2>

## EMPLOYMENT OF INTERNALLY DISPLACED PERSONS AS A SOCIAL PROBLEM

*The article is devoted to substantiating the relevance of the employment problem as a form of social protection for internally displaced persons. In the process of research, the method of analyzing psychological and pedagogical sources from the researched problem, methods of comparison and generalization were used. A number of regulatory and legal documents were analyzed: the Universal Declaration of Human Rights, the Constitution of Ukraine, the Laws of Ukraine «On Employment of the Population», «On Mandatory State Social Insurance in Case of Unemployment», «On Social Services»; The Code of Labor Laws of Ukraine, other acts of legislation, which establish the state's social guarantees regarding citizens' realization of the right to work, regulate the issue of organizational, institutional, resource support for the state's implementation of measures to promote the employment of the population of Ukraine and protect against unemployment. Various definitions of the concept of «unemployment» in regulatory and legal documents and works of researchers of the problem were studied; the problems faced by internally displaced persons when looking for work are highlighted (lack of vacancies by specialty and level of education; low wages; unwillingness of the employer to hire IDPs; insufficient professional skills and work experience for employment; problems with registration for work due to lack of documents, including unbroken labor relations with the previous employer). The main classifications of unemployment according to various criteria are considered, namely: causes of unemployment (frictional, structural, cyclical, seasonal, unemployment caused by high labor costs); the form of manifestation of unemployment (open, hidden); duration of unemployment (short-term, medium-term and long-term unemployment); prevalence of unemployment (nationwide, regional, sectoral, urban, rural); socio-professional composition of the unemployed. Areas of work in employment centers with internally displaced persons regarding employment and job search are highlighted, namely: professional information, professional counseling and professional selection.*

**Key words:** unemployment, employment, internally displaced persons, social protection, employment service.

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**Бібліографічний опис статті:** Балдинюк, О. (2024). *Працевлаштування внутрішньо переміщених осіб як соціальна проблема*. *Ввічливість. Humanitas*, 3, 12–18, doi: <https://doi.org/10.32782/humanitas/2024.3.2>

## ПРАЦЕВЛАШТУВАННЯ ВНУТРІШНЬО ПЕРЕМІЩЕНИХ ОСІБ ЯК СОЦІАЛЬНА ПРОБЛЕМА

*Стаття присвячена обґрунтуванню актуальності проблеми працевлаштування як форми соціального захисту внутрішньо переміщених осіб.*

*У процесі дослідження було використано метод аналізу психолого-педагогічних джерел із досліджуваної проблеми, методи порівняння та узагальнення.*

*Проаналізовано ряд нормативно-правових документів: Загальна декларація прав людини, Конституція України, Закони України «Про зайнятість населення», «Про загальнообов'язкове державне соціальне страхування на випадок безробіття», «Про соціальні послуги»; Кодекс законів про працю України, інші акти законодавства,*

які закріплюють соціальні гарантії держави щодо реалізації громадянами права на працю, регулюють питання організаційного, інституційного, ресурсного забезпечення реалізації державою заходів сприяння зайнятості населення України та захисту від безробіття.

Досліджено різні визначення поняття «безробіття» у нормативно-правових документах та працях дослідників проблеми; виокремлено проблеми, з якими стикаються внутрішньо переміщені особи при пошуку роботи (відсутні вакансії за спеціальністю та рівнем освіти; низька заробітна плата; небажання роботодавця наймати на роботу ВПО; недостатньо професійних навичок та досвіду роботи для працевлаштування; проблеми з оформленням на роботу через брак документів, в тому числі й нерозірвані трудові відносини з попереднім роботодавцем).

Розглянуто основні класифікації безробіття за різними критеріями, а саме: причинами виникнення безробіття (фрикційне, структурне, циклічне, сезонне, викликане високими витратами на оплату праці); формою прояву безробіття (відкрите, приховане); тривалістю безробіття (короткострокове, середньострокове та тривале безробіття); поширеністю безробіття (загальнодержавне, регіональне, галузеве, міське, сільське); соціально-професійним складом безробітних.

Виокремлено напрями роботи в центрах зайнятості з внутрішньо переміщеними особами щодо працевлаштування та пошуку роботи, а саме: професійне інформування, професійне консультування та професійний відбір.

**Ключові слова:** безробіття, працевлаштування, внутрішньо переміщені особи, соціальний захист, служба зайнятості.

**Formulation of the problem.** With the beginning of the full-scale invasion of the Russian Federation, many Ukrainians were forced to leave their homes and move to other regions. And it is the availability of work that is an important factor for meeting the primary needs required for comfortable living conditions. According to official statistics, as of 2023, 186,500 people had the status of unemployed with 21,200 job vacancies. Accordingly, almost nine officially registered job seekers applied for one vacant position. At the same time, the number of officially registered unemployed people decreased as a result of the deregistration of those who migrated abroad and were mobilized into the ranks of the Armed Forces. The given statistics also do not take into account persons who are in the temporarily occupied territories. In addition, not all unemployed people are registered with the state employment service (Безробіття в Україні в період повномасштабної війни, 2023).

**Analysis of recent research and publications.** Publications and scientific studies of leading foreign and domestic scientists testify to the relevance of the study of the problem of unemployment. Individual aspects of unemployment, causes of its occurrence and ways of regulation were studied by J. M. Keynes, T. Malthus, D. Ricardo, A. Pigou, M. Friedman, A. Smith, D. Hicks, and others. Psychological aspects of studying the problem of unemployment are presented in the works of I. Agarov, N. Kulish, U. Ler, A. Panchenko, T. Chuikova and others. Social support of internally displaced persons was studied by V. Lyakh, V. Petrovych and others. The problems of formation

and implementation of the state policy of Ukraine in the field of social protection of the unemployed were the subject of scientific research by E. Gavrilova, O. Zadorozhnaya, V. Piddubny, N. Savchenko, V. Serdyuk, T. Fedotova, and others.

**The purpose of the article** is to reveal the issue of employment as a form of social protection for internally displaced persons.

Presentation of the main research material. Active hostilities, the decline of the economy, negative demographic factors, mobilization caused a significant transformation in the domestic labor market.

According to the Deputy Minister of Economy Tetyana Berezhnaya, according to preliminary estimates of the Ministry, in order for Ukraine to reach pre-war economic growth rates, an additional 4.5 million workers are needed. According to the data processed by the analysts of the Employment Service, at the end of last year the unemployment rate in Ukraine reached a record 33.3%.

At the same time, almost a third, 30%, of employers noted that they had difficulties hiring personnel (Ринок праці після війни: в Україні бракуватиме 4,5 мільйона робочих рук, 2023).

The right to social protection is one of the universally recognized socio-economic human rights. In Art. 25 of the Universal Declaration of Human Rights, it is expressed as follows: «Every person has the right to such a standard of living, including food, clothing, housing, medical care and necessary social services, as is necessary to maintain the health and well-being

of himself and his family and the right to security in the event of unemployment, illness, disability, widowhood, old age, or other loss of livelihood due to circumstances beyond her control» (Загальна декларація прав людини, 1948).

The improvement of the legal regulation of relations related specifically to the social protection of the unemployed becomes of great importance, the forms of which must correspond to the new social and economic realities. After all, the fact remains undeniable that the growth of unemployment in Ukraine has a steady trend and requires the creation of an appropriate organizational and legal mechanism. Despite the fact that recently, both in our country and abroad, the problems of social protection of the unemployed have become the object of attention of specialists in social issues of various branches of science, it must be stated that there is currently no systematic analysis of this area.

Unemployment is «a socio-economic phenomenon in which some people are unable to realize their right to work and receive wages (remuneration) as a source of livelihood» (Про зайнятість населення: Закон України, 2012).

That is, in real life, unemployment acts as an excess of labor supply over demand for it. In Ukraine, for the first time in 1991, with the adoption of the Law «On Employment of the Population», unemployment was defined by law. According to our legislation, persons aged 15 to 70 are considered unemployed (Про зайнятість населення: Закон України, 2012), who have lost their job for reasons beyond their control, have no income, as well as those citizens who enter the labor market for the first time, registered in employment centers, looking for work and able to start work.

The following classification of unemployment is defined in the literature according to the following criteria:

- causes of unemployment (frictional, structural, cyclical, seasonal, unemployment caused by high labor costs);
- the form of manifestation of unemployment (open, hidden);
- duration of unemployment (short-term, medium-term and long-term unemployment);
- the prevalence of unemployment (national, regional, sectoral, urban, rural);
- the socio-professional composition of the unemployed (professional, gender-age,

among persons with different social status, among socially vulnerable population groups) (Попов С. В., 2006, с. 106–110).

The conditions, mechanism of appointment and duration of payment, as well as the amount of unemployment benefits are regulated by a number of regulatory and legal documents. The legal basis for developing public employment policy in our country is the Constitution of Ukraine, which enshrines human rights to work, equal opportunities in choosing a profession (Article 43), social protection in case of unemployment (Article 46), the right to education (Article 53) etc.

Thus, Article 43 of the Constitution of Ukraine establishes that everyone has the right to work, which includes the opportunity to earn a living by work that he freely chooses or freely agrees to. The state creates conditions for the full exercise of the right to work by citizens, guarantees equal opportunities in choosing a profession and type of work, implements programs of vocational training, training and retraining of personnel in accordance with public needs (Конституція України, 1996).

Article 46 of the Constitution of Ukraine states that «citizens have the right to social protection, which includes the right to support them in the event of total, partial or temporary incapacity for work, loss of a breadwinner, unemployment due to circumstances beyond their control, as well as in old age and other in cases provided for by law» (Конституція України, 1996). Simultaneously with the consolidation of the main provisions regarding the regulation of relations in the sphere of public employment, service activities of state institutions, the Constitution of Ukraine lays the legal basis for the adoption of other normative legal acts, which reveal and specify these provisions.

These include, first of all, the Laws of Ukraine «On Employment of the Population», «On Mandatory State Social Insurance in Case of Unemployment», «On Social Services»; The Code of Labor Laws of Ukraine, other acts of legislation, which establish the state's social guarantees regarding citizens' realization of the right to work, regulate the issue of organizational, institutional, resource support for the state's implementation of measures to promote the employment of the population of Ukraine and protect against unemployment.

Losing a job causes a complex stress state, which is accompanied by negative psychological

manifestations, affects the general level of activity, physical and mental health. All this together limits the personality in its usual social-role self-realization, leads to maladaptation, distress.

The development of stress related to unemployment has certain phases:

1. A state of uncertainty and shock associated with severe subjective experiences of fear and negative emotions.

2. A state of relief and constructive adaptation to the situation, which lasts 3–4 months. after job loss and is accompanied by good mood, activity and satisfaction with life.

3. Deterioration of the unemployed person's condition, which occurs after 6 months of job loss and is associated with destructive changes in the psyche, health, financial and social situation of the unemployed person.

4. The phase of helplessness and reconciliation with the situation, which occurs during long-term unemployment and is accompanied by inactivity and apathy.

A person's experience of a situation of inactivity, lack of work is transformed into the syndrome of «unemployment neurosis». Regardless of the reasons for unemployment, a person experiences the emptiness of his psychological time as an inner emptiness. An unemployed person considers himself useless to anyone, and his life is meaningless (Становських, 2012, С. 84–87).

The introduction of martial law in Ukraine on February 24, 2022 led to the appearance of relevant innovations in Ukrainian legislation, in particular, in the field of employment.

Thus, the state expanded the list of citizens who can use the voucher to maintain their competitiveness in the labor market, in particular:

- forced migrants, regardless of age and insurance experience, in the absence of suitable work;

- persons released from military service, service in internal affairs bodies, the State Service for Special Communications and Information Protection of Ukraine, civil defense bodies and units, the tax police or the State Criminal Enforcement Service of Ukraine in connection with the reduction of staff or due to health before they reach retirement age and if they have at least 10 years of service;

- persons discharged from military service after participation in anti-terrorist operation,

among the disabled before receiving the right to a pension in accordance with the Law of Ukraine «On pension provision of citizens discharged from military service and certain other citizens» (Про внесення змін до деяких законодавчих актів України щодо посилення соціального захисту внутрішньо переміщених осіб. Закон України, 2015).

An important innovation in the procedure for registering the unemployed (both on the territory of Ukraine, and on the temporarily occupied territory of Ukraine, and on such a territory where hostilities are ongoing) is the moment when a person acquires the status of unemployed. Therefore, a person is considered unemployed from the first day of his registration at the territorial employment center, upon personal application and without a requirement for the availability of suitable work (Про затвердження Порядку реєстрації, перереєстрації безробітних та ведення обліку осіб, які шукають роботу: Постанова КМУ, 2018).

If we talk about the problems faced by internally displaced persons when looking for work, the following can be distinguished:

- there are no vacancies by specialty and level of education;

- very low wages are offered for available jobs;

- the reluctance of the employer to hire IDPs;

- insufficient professional skills and work experience for employment;

- problems with registration for work due to lack of documents, including unbroken employment relations with the previous employer (Працевлаштування переселенців через центри зайнятості: з яким проблемами стикаються ВПО, 2023).

The issue of employment was pressing for the displaced even before the full-scale invasion in February 2022, as evidenced by numerous reports, surveys and analyzes by various organizations that care for internally displaced persons. The situation became more complicated in 2022, because the number of displaced people in the host communities increased sharply, while jobs became even fewer due to the closure of enterprises and the relocation of businesses to the safest regions. Population employment centers remain basic institutions that implement state policy in the field of population employment, because the main activity aimed at overcoming unemployment in

territorial communities is carried out precisely by local population employment centers.

According to the Law of Ukraine «On Employment of the Population», the modern state employment service «was created to implement the state policy of employment of the population, professional orientation, training, retraining, employment and social support of temporarily unemployed citizens» (Іванова О., Семигіна Т., 2000).

The State Employment Service of Ukraine is a complete system of executive authorities with a three-level structure. The first (basic) level includes district, city, inter-district, district employment centers in cities, which provide citizens with services that comply with the current legislation on population employment. The second level includes regional employment centers. Their main function is to carry out the territorial distribution of labor resources and participate in the development of regional employment programs in accordance with local characteristics and needs. The third (upper) level includes the State Employment Center, the main task of which is to implement a unified employment policy throughout Ukraine, organize social protection measures, and promote the employment of unemployed citizens (Державний центр зайнятості).

All employment centers work according to a single service provision scheme. Clients can go to any employment center and receive all the social services provided by law related to employment. The Service has created a unified operational database of vacancies, job seekers and professional training opportunities throughout the country. This makes it possible to expand the job search zone for the unemployed not only within the district or region, but also in the state as a whole (Державний центр зайнятості).

In the case of internally displaced persons applying to the employment center for job search issues, the specialists of the employment centers should, during an individual interview, inform about the services provided by the employment service, find out the client's needs regarding the future place of work, offer to write a resume and attend events that will help determine employment opportunities for a person, inform about actual vacancies. In order to select acceptable work and prompt employment of IDPs, specialists of employment centers in accordance with

the methodology conduct profiling, during which all the needs of a person regarding the future place of employment, professional and educational level of the job seeker, work experience, degree of work motivation, activity and mobility are clarified. and circumstances that may be an obstacle during employment. Based on the obtained results, an individual employment plan is developed.

This plan is a joint program of actions of an employment center specialist and an unemployed person, aimed at finding a suitable job or implementing another type of employment, including temporary. The individual employment plan is subject to adjustment in the event of a change in circumstances that affect a person's ability to integrate into the labor market (Працевлаштування переселенців через центри зайнятості: з яким проблемами стикаються ВПО, 2023).

Also, a single database of vacancies has been created in Ukraine, which contains job offers both from the state employment service and from the largest employment sites. The information on vacant jobs is updated in real time, it allows the employer to quickly find an employee, and the job seeker – a new job.

If the IDP gives consent to search for a suitable job outside the place of residence, the specialist of the employment center searches for vacancies for the person on a single job platform.

Thus, the professional orientation of persons who applied to the state employment service is carried out by means of: 1) professional information, 2) professional counseling, 3) professional selection. Cherkasy regional employment service in providing services to employers focuses mainly on the principles of recruiting. When selecting a candidate, they study the resumes of clients and conduct interviews. Based on the results of such selection, the most suitable candidate is sent to the employer for an interview. Thus, the employer works only with motivated applicants. The employment service also offers educational programs. If a person has the status of unemployed, he can use a training certificate. There are a total of 95 professions and more than 300 educational programs that can be mastered at the Vocational and Technical Education Centers of the State Employment Service. Training takes place both in Cherkasy Region and outside its borders (Переселенці й ветерани можуть отри-

мати ваучер на навчання за переліком професій – Мінреінтеграції, 2023).

There are programs and various compensation payments for employers. For example, since the beginning of martial law, there has been a program to compensate part of the salary of employers who employ displaced persons. Payments are made for two months of work in the amount of the minimum salary. 680 employers of the region received 13.5 million hryvnias for employing more than a thousand migrants.

In 2023, 1,511 immigrants used the services of the regional employment service. In total, 996 IDPs have been employed in Cherkasy since the beginning of the full-scale war. By types of economic activity, the largest number of citizens are employed in the processing industry (24.4%), trade and services (20.4%) and agriculture (10%) (Черкаський обласний центр зайнятості).

**Conclusions and prospects for further research.** Thus, it follows from the above that

there is a direct connection between employment and social security of internally displaced persons. Further strengthening of the social and protective capacity of employment is seen in the coordination of its methods and means within the framework of the unified social and economic policy of the state through:

- professional training or retraining, advanced training in vocational and technical and higher education institutions, including educational institutions of the state employment service, at enterprises, institutions, organizations;
- career guidance;
- finding a suitable job and assistance in employment, including by providing the employer with a subsidy for the creation of additional jobs for the employment of the unemployed;
- information and consultation services related to employment (Працевлаштування переселенців через центри зайнятості: з яким проблемами стикаються ВПО, 2023).

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