

**DOI: 10.52363/passa-2025.2-13**

**UDC 351.95:331.108(477)**

*Pidlisna T., PhD in Public Administration, Associate Professor, Associate Professor of the Department of Public Administration and Administration, Leonid Yuzkov Khmelnytskyi University of Management and Law  
ORCID: 0000-0002-7492-923X*

*Rossokhatskyi P., PhD in Public Administration, Deputy Head of the Educational and Scientific Institute of Fire and Technogenic Safety, National University of Civil Protection of Ukraine, Chaerkasy  
ORCID: 0000-0001-7295-0003*

## **STATE POLICY OF HUMAN RESOURCE DEVELOPMENT IN THE SOCIAL AND HUMANITARIAN SPHERE OF UKRAINE: CHALLENGES AND INNOVATIONS IN THE CONTEXT OF POST-WAR RECONSTRUCTION**

*The article examines state policy for human resource development in Ukraine's social and humanitarian sphere under conditions of post-war reconstruction and European integration. The necessity of transforming traditional approaches to personnel provision in education, healthcare, social protection, and culture according to wartime challenges and state reconstruction tasks is substantiated. The complex nature of challenges facing the human resource management system in the social and humanitarian sphere is revealed: demographic crisis, mass migration of qualified personnel, infrastructure destruction, and changing priorities of state financing. The impact of full-scale armed aggression by the Russian Federation on the personnel potential of the social and humanitarian sphere is analyzed, which caused the loss of over 3 million internally displaced persons and emigration of approximately 6.8 million Ukrainians.*

*Innovative mechanisms for human resource development being implemented in the context of post-war reconstruction are investigated: digitalization of educational and*

*social services, international cooperation in specialist training, adaptation of European professional education standards, creation of flexible worker retraining systems. Special attention is paid to analyzing international initiatives supporting Ukraine's human capital development, particularly the "Skills Alliance for Ukraine" program and Ukraine Facility Plan 2024-2027.*

*Strategic directions for improving state policy on human resource development are identified: formation of a comprehensive system for retaining and returning qualified personnel, development of partnerships between state institutions and international organizations, implementation of innovative professional training technologies, creation of conditions for attracting labor migrants. The necessity of balancing preservation of national identity with adaptation to global trends in human capital development is substantiated. The practical significance of the research lies in forming scientifically grounded recommendations for modernizing state policy on human resource development in the social and humanitarian sphere as a key factor for successful post-war reconstruction and Ukraine's European integration.*

**Keywords:** *state policy, human resource development, social and humanitarian sphere, post-war reconstruction, innovations, demographic crisis, personnel migration, European integration, digitalization, human capital.*

**Formulation of the problem.** The problem of human resource development in Ukraine's social and humanitarian sphere under post-war reconstruction conditions represents interconnected crises demanding fundamentally new policy approaches. The demographic catastrophe threatens institutional viability: Ukraine's population declined from 42 million (2020) to 35.8 million (2024), with projections of 24-32 million by 2030. This coexists paradoxically with 12.7% unemployment while 60% of companies struggle to hire qualified workers, indicating profound skills mismatches. The "triple displacement" phenomenon disrupts workforce availability: 6.8 million Ukrainians abroad as refugees, 3.7 million internally displaced, and mobilization removing workers from civilian sectors. This destroys not only personnel availability but professional networks and knowledge transmission systems.

Financial constraints severely limit policy options: while security expenditures reached 38.9% of GDP in 2024, social and humanitarian funding remains inadequate. Post-war reconstruction requires massive human capital investments when resources are maximally constrained. The Ukraine Facility's €50 billion (2024-2027) requires administrative capacities that depleted institutions struggle to provide. The competency gap intensifies as traditional skills prove insufficient for new realities: trauma counseling, war-related healthcare, hybrid education delivery require competencies absent from traditional training. Rapid digitalization created operational necessities but also barriers for personnel lacking digital competencies.

The tension between international integration and cultural identity preservation complicates policy. EU accession pushes standardization while Ukrainian professional traditions remain core values. Emigration pressures create demands for full harmonization to facilitate credential recognition. The motivation crisis threatens sustainability: salaries at 85% of economy averages cannot compete with international opportunities. Emotional burnout reaches epidemic levels. The question "why remain when better opportunities exist abroad?" confronts nearly every professional. This multidimensional problem requires comprehensive policy frameworks simultaneously addressing demographic dynamics, migration patterns, financial sustainability, competency development, innovation adoption, cultural preservation, and motivation systems in Ukraine's post-war reconstruction context.

**Analysis of recent research and publications.** Recent scholarship on human resource development in Ukraine's social and humanitarian sphere has intensified since 2022, yet remains fragmented across disciplinary boundaries with insufficient integration of post-war reconstruction imperatives. International organizations have produced the most comprehensive assessments: the World Bank's Ukraine Rapid Damage and Needs Assessment (February 2024) quantifies reconstruction requirements at \$524 billion but provides limited analysis of human capital strategies. The Tony Blair Institute's "Unlocking Potential: Rebuilding Ukraine's Workforce at Home" (July 2025) identifies 3 million potentially mobilizable workers through digital jobs matching and reskilling, yet underestimates institutional capacity constraints for implementing such interventions. The

International Organization for Migration's Ukraine Crisis Response Plan 2025 addresses displacement dynamics but lacks concrete mechanisms for professional reintegration and skills preservation among refugee populations.

Ukrainian scholarly contributions focus predominantly on sectoral challenges rather than integrated policy frameworks. Nosulych (2024) analyzes healthcare personnel retention problems, documenting critical shortages exacerbated by emigration and mobilization, but does not connect these findings to broader human capital strategies. Libanova's demographic research establishes the catastrophic population decline trajectory, warning that "every month of war leads to more people adapting abroad," yet her work remains primarily descriptive rather than prescriptive regarding policy interventions. The Strategy for Demographic Development of Ukraine until 2040 (approved September 2024) acknowledges the crisis but lacks operational mechanisms for implementation under wartime conditions. The Ukraine Facility Plan 2024-2027 provides financial frameworks but insufficient attention to institutional capacity building required for effective resource utilization.

Critical gaps persist in existing literature: insufficient analysis of innovation adoption mechanisms under crisis conditions; limited research on balancing cultural identity preservation with international standardization demands; inadequate exploration of motivation and retention strategies beyond salary increases; and absence of integrated frameworks connecting demographic trends, migration dynamics, institutional coordination, and reconstruction imperatives. The Ukraine Recovery Conference 2024 launched the "Skills Alliance for Ukraine" targeting 180,000 workers, demonstrating international recognition of human capital centrality, yet systematic evaluation frameworks for such initiatives remain underdeveloped. This research addresses these gaps by synthesizing demographic, institutional, and reconstruction perspectives into comprehensive policy frameworks for sustainable human resource development in Ukraine's social and humanitarian sphere.

**Presentation of the main material.** Human resource development in Ukraine's social and humanitarian sphere under post-war reconstruction conditions requires reconceptualization beyond traditional personnel management paradigms. The

conventional approach treating human resources as inputs to be managed proves inadequate when facing simultaneous demographic collapse, mass displacement, institutional destruction, and radical societal transformation. The conceptual framework must integrate three interconnected dimensions: resilience encompasses capacity to maintain essential service delivery despite ongoing disruptions, innovation involves adopting new technologies and organizational structures, while sustainability ensures long-term viability through retention mechanisms and continuous professional development.

Post-war reconstruction creates unique opportunities for implementing innovations that prove difficult to introduce under normal circumstances. The necessity of rebuilding institutions and systems enables incorporating modern technologies and organizational structures rather than attempting incremental reforms. The World Bank assessment identifies that Ukraine will require approximately \$524 billion over the next decade for recovery and reconstruction—roughly 2.8 times the country's 2024 GDP—with digital infrastructure gaps as critical reconstruction priorities [10]. Approximately 30% of educational institutions and 40% of healthcare facilities lack adequate internet connectivity for delivering digitalized services. Addressing these gaps requires coordinated infrastructure investment, professional digital literacy training, and user-friendly platform development accounting for varying technological competencies.

The Ukraine Recovery Conference 2024 in Berlin launched the "Skills Alliance for Ukraine" targeting training and upskilling of 180,000 workers over three years, representing recognition that human capital development constitutes reconstruction's critical bottleneck [9]. This initiative brings together governments, international organizations, and private sector entities to coordinate training programs. However, such initiatives face coordination challenges given multiple parallel programs with overlapping mandates but insufficient information sharing. The Tony Blair Institute analysis reveals that skills mismatches rather than absolute shortages create primary constraints, with high vacancy rates coexisting with unemployment [7]. Their research demonstrates that Ukraine has untapped labor potential at home, with more than 3 million workers potentially brought into the labor market through well-delivered interventions in digital

jobs matching, reskilling initiatives, labor legislation modernization, and supporting underrepresented groups into employment.

Healthcare sector challenges exemplify the competency crisis across social and humanitarian spheres. Nosulych documents critical personnel shortages exacerbated by emigration and mobilization, with professionals facing unprecedented challenges treating war-related injuries and managing displaced populations with chronic conditions [2]. Social workers must now address trauma-related mental health issues affecting millions of Ukrainians, requiring psychological competencies rarely included in traditional training programs. Educators must simultaneously deliver curriculum content, provide psychological support to traumatized students, and maintain educational continuity across multiple delivery formats. These new operational realities demand professional competencies absent from traditional education systems, creating urgent needs for comprehensive retraining programs.

The demographic dimension presents the most fundamental constraint on human resource development. Libanova's analysis demonstrates that depopulation represents an "inevitable scenario" requiring fundamental restructuring of service delivery models around smaller, more dispersed populations with altered age structures [1]. With population projections indicating decline to 24-32 million by 2030, Ukraine faces arithmetic impossibility of staffing social and humanitarian institutions at pre-war levels. Libanova emphasizes that "every month of the 'hot' phase of the war leads to more people adapting abroad and more destruction here, so fewer people will return." This demographic reality necessitates three strategic responses: efficiency improvements through technology and reorganization, selective service concentration in viable population centers, and managed immigration to address critical skill shortages.

Migration management requires differentiated strategies for distinct populations. The International Organization for Migration's Ukraine Crisis Response Plan 2025 addresses displacement dynamics, emphasizing creating conditions enabling Ukrainians to contribute to reconstruction whether residing domestically or abroad [6]. For the 6.8 million refugees currently abroad, the plan proposes mechanisms to maintain professional connections and facilitate periodic returns, recognizing that immediate mass repatriation

remains unrealistic. For 3.7 million internally displaced persons, integration into local labor markets requires credential recognition systems, housing support, and psychosocial services addressing trauma that impedes professional functioning. The IOM emphasizes diaspora professional networks, remote work arrangements, and temporary assignment programs as mechanisms for leveraging emigrant expertise.

The Strategy for Demographic Development of Ukraine until 2040, approved by the Cabinet of Ministers in September 2024, acknowledges the crisis magnitude and proposes strategic goals including increasing birth rates, reducing premature mortality, promoting migratory growth, and adapting society to aging populations [3]. However, the strategy lacks operational mechanisms for implementation under wartime conditions and insufficient specificity regarding human resource development in social and humanitarian sectors. The document recognizes that Ukrainian society must prepare for managed immigration given the exhausted potential for natural population growth, though concrete integration frameworks remain underdeveloped.

International cooperation constitutes an essential enabler for human resource development given domestic resource constraints. The Ukraine Facility Plan 2024-2027 provides approximately €50 billion in financial support for recovery and reconstruction [8]. The plan emphasizes aligning reforms with European Union standards while maintaining Ukrainian sovereignty over implementation priorities. However, effective utilization requires addressing institutional capacity limitations that currently impede absorption. The governance structures provide models for multi-stakeholder coordination, bringing together government ministries, international donors, and implementation partners through regular coordination meetings and shared monitoring frameworks. Yet these structures focus primarily on financial flows and project implementation rather than comprehensive human resource development strategy.

The expired Strategy of State Personnel Policy for 2012-2020 created some coordination frameworks for human resource management across government sectors, but these proved inadequate for wartime conditions and post-war reconstruction imperatives [4]. The policy vacuum left by its expiration means tactical responses substitute for strategic direction. Central government ministries responsible for education, healthcare,

social protection, and culture each maintain separate personnel systems with limited coordination. Regional administrations possess implementation responsibilities but limited policy authority or financial resources. Developing updated strategic frameworks must involve extensive stakeholder consultation ensuring buy-in from diverse actors while maintaining sufficient specificity for guiding concrete actions. The tension between international standardization and cultural identity preservation represents a fundamental policy dilemma. Professional education systems must simultaneously meet international qualification standards enabling credential recognition while maintaining connection to Ukrainian historical experience and pedagogical traditions. Nosulych's healthcare research documents how rapid adoption of Western medical protocols sometimes conflicts with established Ukrainian clinical practices, creating professional identity tensions [2]. Similar dynamics occur in educational settings where competency-based learning approaches from European systems encounter resistance from practitioners trained in Soviet-influenced pedagogical traditions emphasizing systematic knowledge acquisition. Rather than viewing these tensions as obstacles requiring elimination, effective policy recognizes them as productive spaces for developing hybrid approaches combining international best practices with Ukrainian contextual knowledge.

Financial constraints severely limit human resource development possibilities despite international support. While security and defense expenditures reached 38.9% of GDP in 2024, social and humanitarian sphere funding remains inadequate for maintaining pre-war service levels. This resource scarcity necessitates difficult prioritization decisions about which populations receive services, which professional development programs receive funding, and which innovations receive implementation support. The motivation and retention crisis stems fundamentally from inadequate compensation, with average salaries in social spheres remaining approximately 85% of economy-wide averages, insufficient for competing with private sector or international opportunities [2]. However, fiscal constraints preclude salary increases matching private sector or international levels. Alternative retention strategies must therefore emphasize non-monetary factors: professional development opportunities, meaningful work recognition, psychological

support services, and career advancement pathways providing status recognition if not financial rewards.

Innovative financing mechanisms offer potential for expanding resources beyond traditional state budget allocations. Social impact bonds enabling private investment in social programs with returns contingent on achieving measurable outcomes represent possibilities explored internationally but not yet implemented in Ukraine. Diaspora bonds specifically targeting Ukrainian emigrants could mobilize substantial resources if structured to provide both financial returns and tangible connection to homeland reconstruction. Public-private partnerships in professional training could leverage private sector resources while ensuring alignment with public interest priorities. These mechanisms require sophisticated regulatory frameworks and monitoring systems currently absent from institutional capacities.

Organizational innovations emerged pragmatically during crisis response but lack systematic documentation and formal institutionalization. Flattened hierarchies enabling rapid decision-making, cross-sectoral coordination mechanisms bypassing traditional bureaucratic channels, and volunteer-professional hybrid staffing models all demonstrated effectiveness during emergency periods. The challenge involves identifying which crisis innovations should be permanently incorporated into institutional structures versus which represent temporary expedients unsuitable for normal operations. This selection process requires careful evaluation of effectiveness, sustainability, and alignment with democratic governance principles. Permanent institutionalization demands formal recognition in legal frameworks, integration into professional training programs, and quality assurance mechanisms ensuring continued improvement.

Synthesizing analysis across demographic, innovation, international cooperation, cultural preservation, financial, and institutional dimensions reveals five strategic directions for modernizing state policy on human resource development in Ukraine's social and humanitarian sphere. First, establishing comprehensive migration management systems that maintain professional connections with diaspora, facilitate circular migration patterns, and create pathways for selective immigration addressing critical shortages.

Second, accelerating digitalization while ensuring inclusive access through infrastructure investment and professional digital literacy programs.

Implementation requires sequencing that recognizes resource constraints and institutional capacity limitations. Immediate priorities focus on retention of existing personnel through non-monetary support mechanisms, establishing basic digital infrastructure enabling remote service delivery, and securing international technical assistance for institutional capacity building. Medium-term priorities involve developing comprehensive training programs addressing competency gaps, creating coordination mechanisms among diverse actors, and piloting innovative financing approaches. Long-term priorities encompass fundamental restructuring of professional education systems, permanent institutionalization of organizational innovations, and establishing sustainable quality assurance mechanisms ensuring continued improvement cycles. This phased approach acknowledges that transformation cannot occur simultaneously across all dimensions but requires strategic sequencing maximizing impact while respecting practical constraints.

**Conclusions.** This research demonstrates that state policy for human resource development in Ukraine's social and humanitarian sphere requires fundamental reconceptualization beyond traditional personnel management frameworks. With population projections indicating decline from 42 million to 24-32 million by 2030, while 6.8 million refugees remain abroad and 3.7 million are internally displaced, the arithmetic impossibility of staffing institutions at pre-war levels necessitates strategic transformation balancing three fundamental tensions: between immediate survival needs and long-term capacity investments, between international standardization and Ukrainian cultural preservation, and between centralized coordination and decentralized flexibility.

The analysis reveals five interconnected strategic directions: comprehensive migration management facilitating circular migration and diaspora engagement, accelerated inclusive digitalization addressing infrastructure gaps, systematic institutionalization of crisis innovations, hybrid professional standards combining international best practices with Ukrainian contextual knowledge, and alternative financing mechanisms supplementing constrained state budgets. Implementation requires

phased sequencing with immediate priorities focusing on personnel retention through non-monetary support and basic digital infrastructure, medium-term priorities addressing competency gaps and coordination mechanisms, and long-term priorities encompassing professional education restructuring. International cooperation through the Ukraine Facility Plan 2024-2027 provides essential resources, yet the gap between available support and implementation capacities represents a critical reconstruction bottleneck requiring sustained institutional capacity building.

The practical significance lies in synthesizing demographic, institutional, and reconstruction perspectives into integrated frameworks addressing gaps in literature that previously treated these dimensions separately. Successful implementation ultimately depends on political will to make difficult prioritization decisions, societal willingness to confront demographic realities recognizing that no policy combination can restore pre-war workforce levels, and sustained international commitment toward long-term institutional development supporting Ukraine's transformation into a modern European state with social and humanitarian systems meeting both international standards and Ukrainian cultural values.

### **References:**

1. Libanova, E. M. (2023). Demographic crisis in Ukraine: Challenges and prospects. *Interview for Kyiv Post*, April 7. Retrieved from <https://www.kyivpost.com/post/15533>
2. Nosulich, T. M. (2024). Healthcare personnel: Problems and development prospects. *Demography and Social Economy*, 1, 89–107.
3. Strategy for Demographic Development of Ukraine until 2040. (2024). Approved by the Cabinet of Ministers of Ukraine on September 30, 2024. Retrieved from <https://www.kmu.gov.ua>
4. Strategy of State Personnel Policy for 2012-2020. (2012). Decree of the President of Ukraine No. 45/2012 dated February 1, 2012. Retrieved from <https://zakon.rada.gov.ua/laws/show/45/2012>

5. Adams, J., & Thompson, M. (2024). Social work in post-conflict societies: Personnel challenges and innovations. *International Social Work*, 67(2), 234–251.
6. IOM (International Organization for Migration). (2025). *Ukraine Crisis Response Plan 2025*. Geneva: IOM. Retrieved from <https://crisisresponse.iom.int/response/ukraine-crisis-response-plan-2025>
7. Svyrydenko, D., & Stahl, B. C. (2025, July). Unlocking potential: Rebuilding Ukraine's workforce at home. *Tony Blair Institute for Global Change*. Retrieved from <https://institute.global/insights/geopolitics-and-security/unlocking-potential-rebuilding-ukraines-workforce-at-home>
8. Ukraine Facility. (2024). *Ukraine Plan 2024-2027*. Kyiv: Ministry of Economy of Ukraine, 156 p. Retrieved from <https://www.ukrainefacility.me.gov.ua/wp-content/uploads/2024/03/ukraine-facility-plan.pdf>
9. Ukraine Recovery Conference 2024. (2024, June 11). Skills Alliance for Ukraine: Training and upskilling for recovery. Berlin, Germany. Retrieved from <https://www.unc-international.com/past-conferences/unc24/news-unc-2024>
10. World Bank, Government of Ukraine, European Union, United Nations. (2024, February). *Ukraine Rapid Damage and Needs Assessment (RDNA3)*. Retrieved from <https://www.worldbank.org/en/news/press-release/2024/02/15/updated-ukraine-recovery-and-reconstruction-needs-assessment-released>

Received: 14.10.2025  
Accepted: 25.11.2025  
Published: 24.12.2025