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ORGANIZATION OF SERVICE SUPPORT FOR EMPLOYMENT OF THE POPULATION IN THE REPUBLIC OF MOLDOVA

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Abstract. The article examines the role of the International Labor Organization in the formation and establishment of minimum standards of social security, in particular through fundamental conventions and recommendations. The foreign experience of organizing service activities in the field of employment is analyzed using the examples of Germany and the Republic of Moldova. Effective mechanisms for supporting employment are highlighted, in particular the system of vouchers for vocational training and retraining in Germany, as well as the activities of the National Employment Agency (ANOFM), public organizations and international projects in Moldova. Special attention is paid to the specifics of employment of foreigners, including citizens of Ukraine who are under temporary protection.The social effect of service support is shown - reducing unemployment, increasing human security, expanding self-employment opportunities.Statistics of employed citizens are presented. A conclusion is made on the feasibility of using foreign practices in the domestic employment system, taking into account national characteristics.

Keywords: *International Labor Organization, social security, employment, professional retraining, vouchers, ANOFM, foreign experience.*

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The most comprehensive issues regarding the formation and establishment of minimum levels of social security are disclosed in the fundamental Conventions and Recommendations of the International Labor Organization (hereinafter referred to as the ILO). The International Labor Organization (founded in 1919) defines social justice and decent work as key components of sustainable development, acts as a subject of international legal regulation of social and labor relations and is an intergovernmental institution specially authorized to establish international labor standards and promote compliance with the principles of social justice. In 1946, the ILO became the first specialized agency of the United Nations (hereinafter referred to as the UN). By 1990, its members were about 150 states, and at present - 187 [1].Fundamental ILO conventions–No. 102 (1952) on minimum standards of social security and No. 122 (1964) on employment policy–form the basis of international labor standards.Ukraine has been a member of the ILO since 1954. The realization of the right to social security is a fundamental part of the ILO mandate, which was enshrined in the ILO Constitution of 1919. The Constitution expresses the need to establish peace on the basis of social justice, and also expresses determination to “protect workers from work-related diseases and injuries, to protect children, young people and women, to provide for the elderly in case of injuries, and to protect the interests of workers working in foreign countries” in times of “emergence of threats to peace and harmony in the world” [2].

The current ILO concept (2024) highlights the principles of an inclusive labour market and human security through work, which ensure access to decent work for all citizens, regardless of status, origin, or circumstances of displacement.

Therefore, the International Labor Organization is the main body in the field of social security, which, as the UN agency responsible for the implementation of the right to social protection, has adopted a number of international documents, conventions and recommendations, establishing specific obligations and guidelines for states in the implementation of this right [3, p. 91].

Foreign experience in organizing employment services is a valuable source for improving the service system in Ukraine. In countries with developed economies, such as Germany, Sweden, Poland, and the USA, there are effective models of public employment services that combine centralized and decentralized approaches and actively use information and communication technologies.

Current global processes related to the war in Ukraine, mass migration, and labor market transformation have made the issue of effective organization of employment support services more urgent. Over 5.8 million Ukrainian citizens are in EU countries under temporary protection (European Commission, 2025).

In these conditions, the Republic of Moldova became one of the first countries to develop an integrated system of promoting the employment of refugees, combining state, civil society and international support mechanisms.

The situation related to the employment of refugees from Ukraine as a result of hostilities during the Russian aggression has become particularly relevant in this context.

Temporary protection for Ukrainians in EU countries will be valid until March 4, 2027. At the same time, a large number of Ukrainian refugees who were forced to leave due to the Russian invasion still remain in Europe.



Figure 1. Number of refugees from Ukraine in European countries [4]

Accordingly, the problem of employment of Ukrainian citizens abroad has acquired enormous relevance and scale for our compatriots. And not only employment, but also education and retraining.

Foreign practices prove that effective employment policy requires a combination of state, private, and public institutions, the use of digital technologies, and educational vouchers.

Employment support services in conditions of mass migration perform not only an economic but also a socio-psychological function. Employment becomes a tool for integration, prevention of social isolation, and preservation of human capital.

According to the ILO (ILO, 2024), effective employment policies should be based on three principles: accessibility, inclusion, and innovation. Moldova demonstrates the practical implementation of these principles through digital platforms, voucher programs, and the participation of civil society organizations in supporting vulnerable groups.

For example, in Germany, much attention is paid to vocational training and retraining of personnel through specialized programs and vouchers that allow adaptation to changes in the labor market.

In Germany, vocational training and retraining to adapt to changes in the labor market are provided through the Voucher für Weiterbildung (training vouchers) system and other state-funded programs to support workers who have lost their jobs or need to improve their skills. To obtain a voucher, you need to contact the appropriate authority, such as the Agentur für Arbeit (Labor Agency) or Jobcenter (Employment Center).

The process algorithm begins with seeking advice from the local Employment Agency or Jobcenter, which provides advice on retraining opportunities and obtaining a voucher.

The next step is to choose an appropriate professional training or retraining program (for example, courses in new software products, foreign languages, or in-depth study of industry knowledge).

After the application is approved, the student receives a voucher that covers the cost of the course.

Next, the actual training takes place at the selected educational institution, which has the right to provide such services.

There are several learning programs, including:

–Voucher für Weiterbildung: vouchers are provided to various categories of citizens, including those who have lost their jobs, are looking for a new field of activity or need to improve their skills in conditions of rapid development of industries;

–Ausbildung (Ausbildung): this is a form of education in a chosen profession, which includes theoretical classes and practice at a company;

–Fortbildung: courses and training to deepen knowledge and skills that help adapt to new working conditions.

First of all, you need to get information about available programs and vouchers from your local Employment Agency or Jobcenter [5].

An important point when choosing an educational institution is to focus only on accredited educational institutions that have the right to provide services under vouchers.

The authors also provide information on employment support in Moldova, which is provided through the National Employment Agency (ANOFM) and NGOs such as People in Need. The agency offers employment services, career guidance and vocational training, and can also provide unemployment benefits. People in Need (PIN) supports Ukrainian refugees and vulnerable groups by funding courses, providing job search assistance and support for starting their own business.

The National Employment Agency (ANOFM) plays a key role in implementing employment policy. Main areas of activity: information about the labor market; professional orientation and counseling; training, retraining, grant support; payment of unemployment benefits. According to ANOFM (2025), more than 18 thousand people have completed vocational training programs, of which 27%–citizens of Ukraine [13].

The National Employment Agency (ANOFM) provides the following services in particular:

–providing information about the labor market;

–career guidance and counseling;

–employment assistance and mediation between job seekers and employers;

–vocational training and retraining;

–unemployment benefits or integration benefits [13].

In order to use ANOFM services, you must first visit the ANOFM territorial office to fill out a questionnaire and declaration.

You should contact them in person after submitting your online application on the e-iss.anofm.md platform. If necessary, you can use the hotline.

There are also public organizations that provide service support for activities in the field of employment of the population. In particular, People in Need (PIN). This organization provides support for Ukrainian refugees and vulnerable groups in northern Moldova.

The support is as follows.

1. Professional courses (full or partial funding).

2. Employment assistance with financial support during the first months.
3. Support for starting your own business, including assistance with purchasing equipment.
4. Consultations from business experts.

To obtain the necessary information, please contact the PIN office in Bălți.

Other resources are also offered to those interested, including:

–The International Center for Training and Professional Development offers employment courses.

–Online job search platforms such as app.remoteukraine.org and t.me/it_outsource can be useful for finding remote work.

In addition, the country has an information portal ROBOTA–Employment, protection of rights, integration [6]. The Robota project is implemented by the National Congress of Ukrainians in Moldova with the support of UNHCR and the EBRD with financial support from the Small Business Impact Fund (Italy, Ireland, Korea, Luxembourg, Norway, Switzerland, Sweden, Japan, the USA and TaiwanBusiness - EBRD Technical Cooperation Fund). The National Congress of Ukrainians in Moldova, with the support of UNHCR in Moldova, launched this project in 2022, and since then, more than 2,500 people with more than 3,000 vacancies have been supported. In cooperation with the public organization "Platforma" and with the support of the DRC, language and professional courses, legal and labor consultations have been conducted. Since 2023, together with UNHCR in Moldova, they have been working on the protection of refugee rights, advocacy and access to a decent labor market in Moldova. So, Robota is a platform for the future career in Moldova of citizens who have linked their lives with this country.

According to the latest data, there are about 300 thousand Ukrainians in Moldova. This is approximately 10% of the country's population. In September 2024, the International Organization for Migration reported that almost half of Ukrainian refugees in Moldova faced problems when looking for work due to the lack of suitable vacancies or a language barrier [6]. Recently, a useful service for Ukrainians was launched in Moldova, which helps them adapt and find a job - DILO.MD [15]. It presents not only a variety of vacancies, but also professional courses. This is a platform created specifically for Ukrainians. Thanks to this service, even those who do not yet speak Romanian can find a job. Vacancies are offered by Moldovan and international companies and organizations.

According to the IOM Moldova report (September 2025), only 38% of Ukrainian refugees have stable employment, and 41% work in the informal sector. Over 60 integration and employment centers for Ukrainians have been opened in Moldova with the support of UNDP and EBRD. Refugee women face a double barriers such as childcare and language adaptation (UN Women, 2024). Employment support services in Moldova perform not only an economic but also a social function. They contribute to the integration of refugees into communities, reduce social tension, build trust in state institutions, and employment is a key factor in psychosocial stability and reducing dependence on humanitarian aid [11].

Examples of vacancies on DILO.MD:

– cook – 7,000 MDL per month;
– sushi delivery courier – 8,000 MDL per month;
– florist-decorator – 10,000 MDL per month;
– manicure and pedicure master – 15,000 MDL per month;
– welder – 15,000 MDL per month [15].

This is just a small part of the options offered specifically to Ukrainians. Currently, this platform presents a wide variety of vacancies - from handymen to IT specialists [7].

It should be noted that for employment in Moldova, foreigners need a work permit, which is issued by the employer; a package of documents that includes an employment contract, a medical certificate, confirmation of qualifications and housing. Special conditions exist for citizens of Ukraine who are under temporary protection - registration with the National Employment Agency may be sufficient for them. It is worth considering that in Moldova there is a division of professions into regulated and unregulated, as well as the need to confirm qualifications for most foreigners.

The main documents for employment include the following list:

– valid international passport.
– original employment contract with a Moldovan employer.
– work permit (if you do not have temporary protection status).
– proof of housing in Moldova.
– confirmation of qualifications (diplomas, certificates).
– police background check.
– medical certificate with a negative HIV/AIDS test result.
– completed questionnaire.

The following provisions should be included among the features for citizens of Ukraine when finding employment.

If a person is under temporary protection, registration with the local branch of the National Employment Agency is sufficient for legal employment.

If a person does not have temporary protection status, an official work permit must be obtained through the employer.

An important point when applying for a job is to be fluent in the state language, namely Romanian. This increases the chances of finding a job, although English may be required for some prestigious positions. Most foreigners need to confirm their qualifications, with the exception of citizens of countries that have signed the Lisbon Convention. For safe and legal employment, you should always check the availability of an official work permit and employment contract.

Ukrainian men find it easier to find work in Moldova than women. About 82% of men were able to find employment, while among women this figure is only 35%. Unemployment among Ukrainian women is much higher equals to 49% compared to 10% among men [8].

Currently, the most in-demand professions in Moldova are as follows.

1. Construction professions. Professions related to engineering and construction are among the most popular among young people and remain in demand in the labor market. This includes welders, installers, plasterers, tilers, and construction engineers.
2. Service sector. In the service sector, cooks, waiters, confectioners, and hotel employees are highly valued. The demand for these specialties is growing in tourist regions and large cities such as Chisinau.
3. Technical and IT professions. In recent years, technical professions such as auto mechanics, as well as technical support operators and IT specialists, have been actively developing. Moldova is becoming a center for IT services, which increases the demand for programmers and information technology specialists.
4. Health and social services: Health professions such as nurses and care professionals remain in demand due to the need for skilled personnel in social and medical institutions.
5. Business and Finance. Positions in accounting, law, and business management are also in high demand in the Moldovan labor market, especially in Chisinau and other large cities.

By the way, Visit Ukraine lawyers provide support for employment abroad. Professionals will provide full legal support, starting from preparing documents and ending with signing an employment contract and resolving all legal issues [8].

The main sectors in which refugees are employed include construction, agriculture, and the hotel and restaurant business.

However, employment remains a priority challenge. Officially, you can see statistics that less than two thousand refugees are employed, but studies indicate that more than half of them have a stable income. This is at the same time a tax issue, a language issue, a factor of the shadow market, and online work. At the same time, many refugees have qualifications that are not easy to implement in Moldova.

Currently, the maximum focus of attention is directed at the inclusion of Ukrainians, in particular refugees, in national plans and strategies, support mechanisms. At a time when there is support and attention to this issue, maximum efforts are made to resolve painful issues and guarantee

Ukrainians' access to assistance, as well as key services and rights, on an equal basis with local residents.

The country's authorities promote access to basic services, including education, healthcare, employment, social assistance, and cultural continuity, ensuring that no one is left behind.

The outlined set of best practices implemented by the Republic of Moldova is a valuable investment that can enhance the capacity of refugees to find decent sources of income. This can increase confidence and expand the range of options for the affected population in the context of self-reliance, directly affecting their mental health and well-being and preventing the attraction to negative coping strategies. It can also stimulate the economies of neighboring countries by supporting refugees with investments in different sectors of the economy, grants for the creation or expansion of enterprises, and the promotion of employment and self-employment, including in the digital sector.

To summarize the results of the study, let's consider the comparative characteristics of Germany, Moldova and Ukraine according to the main criteria for organizing employment service support, given in Table 1.

Table 1. Analysis of the main criteria for organizing employment service support in Germany, Moldova and Ukraine for refugees

Criterion	Germany	Moldova	Ukraine
Support form	Training vouchers, Jobcenter programs	State grants, ANOFM, DILO.MD programs	E-Work programs[16], grants for veterans and IDPs
Digitalization of services	High (EURES, AI services)	Medium (e-iss.anofm.md)	Growing (portals "Diya", "E-employment")
Public sector participation	Limited	High (PIN, ROBOTA, UNHCR)	Moderate
Employed Ukrainians, %	~62	~38	~42 among IDPs
Gender equality in access	High	Medium	Variable (high in cities)

Sourse: Compiled by the authors based on sources [9-16]

As can be seen from the table, the Moldovan model is characterized by flexibility and a high level of involvement of civil society organizations, which allows for the effective integration of Ukrainian citizens into the local labor market. At the same time, digitalization and the scale of programs remain lower than in Germany, but exceed Ukrainian indicators in terms of service support.

It is worth noting that the synergy of education and entrepreneurship is a key factor in building a sustainable and inclusive environment for internally displaced persons. Such interaction contributes to the formation of new economic opportunities, supports social cohesion, and allows communities to adapt to the challenges of modernity.

Thus, the use of electronic platforms for job search and interaction with employers significantly increases the efficiency of service activities. In Ukraine, it is important to take these approaches into account, adapting them to national characteristics and needs. Moreover, joint economic projects between Ukraine and Moldova form the basis for deepening cooperation in various sectors. Partnership in the infrastructure, energy and trade sectors will contribute to the growth of the economies of both states and create stable prerequisites for their further integration into the European space.

Moldova's experience shows that effective employment service support is possible even in countries with limited resources - provided that the state, community and international partners work closely together. For Ukraine, this experience is an important guide in building a new socially oriented labor market model based on the principles of inclusion,digital accessibility and partnership.

From the perspective of the synergy of education and entrepreneurship proposed by Marchenko, Runcheva, Pylypenko and Babko (2025), sustainable employment development should be based on the integration of three components: educational (vocational training, digital literacy, lifelong learning); entrepreneurial (creation of micro-businesses, grant support, business incubators); socially inclusive (access to work, regardless of status, gender or origin) [17].

The formation of educational and entrepreneurial hubs based on higher education institutions and employment centers (according to the "training - counseling - employment - self-employment" model) can create a sustainable environment for the economic integration of IDPs and refugees.

The introduction of voucher programs for training (as in Germany) in combination with the Ukrainian initiatives "E-job" and "Diya.Business" will allow creating a digital ecosystem of employment support - from education to entrepreneurship. Inclusive employment should be considered not only as a social policy, but as a strategy for sustainable economic development, which increases the resilience of communities, reduces unemployment and promotes human security through work.The introduction of such mechanisms will contribute to the formation of human potential for the reconstruction of the country and its integration into the European economic space.

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