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# IMPROVEMENT OF SOCIAL INCLUSION OF ATO PARTICIPANTS AND THEIR FAMILIES IN UKRAINE: APPROACHES, PROBLEMS

Larysa Bogush

Department of Social Infrastructure, Ptoukha Institute for Demography and Social Studies of the National Academy of Sciences of Ukraine, Taras Shevchenko Boulevard 60, 01032 Kyiv, Ukraine,  
e-mail: bogush\_lg@ukr.net

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### Abstract

Organizational and economic approaches and problems of improvement of social inclusion of ATO participants and their families in Ukraine under socio-economic instability are studied. Methodology of productive involvement of this population group based on its socio-economic status and psychological peculiarities is developed. Level of implementation of the developed legal and regulatory framework for rehabilitation and social protection of ATO participants and their families as the basis for achieving a decent level of their life and civic activation is evaluated. Current priorities of improving the activities of government and public structures, associated sectors of economy on optimizing the principles and forms of social inclusion of this category of population are determined.

### Key words

socio-economic consequences of the anti-terrorist operation; social inclusion; target population category; Ukraine.

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## 1. Introduction

The renewal of geopolitical guidelines and principles of foreign policy of modern Ukraine requires the intensification of the civil resource of state formation, aimed at realizing the ideas of national consciousness and independence, the affirmation of a transparent socially oriented market economy, the fulfillment of obligations in multi-vector European integration aspirations. The motivation of human potential and staffing of these socio-economic processes and relationships is the key to success in

implementing the priorities of Ukraine's sovereignty and competitiveness on the world stage.

Hence, powerful public support and significant human resources of the systemic state and, in general, social modernization constitute participants of ATO – primarily the military personnel of the Armed Forces and voluntary units, public volunteers, as well as members of their families as a part of the population of Ukraine, which has already declared its civil favour, consciousness and maturity in the implementation of the ideas of national self-determination and European integration. Expansion of social inclusion of this population category (or target group in terms of

social inclusion strategy) can positively influence the pace and socio-economic performance of the newest stage of state formation in Ukraine, among other things – in directions of increasing solidarity, mitigating and preventing manifestations of marginalization and antisocial behaviour, improvement of crime indicators.

The theory and practice of social inclusion is covered in numerous studies, among which, in view of the realities of Ukraine, it is necessary to mention the works devoted to:

- problems in defining and assessing social exclusion and inclusion, particularly in the context of poverty and social inequality in developing countries (Абрахамсон, 2001; Бабенко, 2007; Рєвнівцева, 2008; Савельєв, 2012; Ярская, 2008);
- peculiarities of the deployment of social inclusion processes in Ukraine in conditions of transitional economy, among the priorities of which are the achievement of goals of human development and overcoming social tensions in the regions (Лібанова et al., 2011; Яценко, Коломієць, 2015);
- development of areas and mechanisms of corporate social responsibility as a factor in social inclusion and implementation of the goals of the strategy of establishing economic development on the basis of European integration (Супрун, 2013).

The methodological and information base of the recent processes for improvement of social inclusion of ATO participants and their families in Ukraine is made up of relevant legal and regulatory acts, publications in the periodicals, as well as special scientific literature (Гриб, 2016; Кравченко, 2015; Тополь, 2015; Чайковський et al. (eds.), 2016).

## 2. Research results analysis

### 2.1. Methodology for developing a strategy of social inclusion of ATO participants and their families in Ukraine

The social inclusion is aimed at creating conditions for building up and improving the level of realization of productive – labour, creative (including intellectual, generating knowledge and rents), spiritual, civic – potential of a certain target group of the population, ultimately aimed at a decent representation of this potential in the socio-economic relations in general. Consequently, the methodology of social inclusion implies observance of universal human rights and the fulfillment of a number of current legislative obligations of human development as a guarantee of proportional expansion of the target social group

participation in natural reproduction, social and economic life of the country. The basis of the concepts and strategies of social inclusion in industrial, neo- and postindustrial economies that declare the formation of a welfare state and a socially oriented market economy is the theory of needs, in particular their gradation according to the level of vital and social urgency and significance, as well as individual priority.

The patterns of origin and evolution of the needs of the individual and society as a whole, as well as approaches to their classification can be generalized in a hierarchical model including the following types of needs arranged in the order of increase of their significance in the process of historical development of human and society:

- physiological and material needs (in food, drinking water, housing, environment of acceptable quality, satisfaction of other physiological and everyday needs, including regarding the continuation of a family and organization of the desired lifestyle);
- the need for safety (in sense of protection of the individual and communities by his affiliation, in prediction of significant for the individual spheres and aims of life, in health);
- the need for obtaining and confirming the status in community (in personal involvement in society and its certain communities, in adequate perception by others, including in family relationships, career, leadership, etc.);
- the need for recognition (in achieving success and competence, approval and respect);
- cognitive needs (in knowledge and skills, in research, awareness and understanding, in accumulation and analysis of experience);
- moral-religious and aesthetic needs (in harmonization of personality, community and environment, particularly in the aspects of organization of life conditions and lifestyle);
- the need for self-realization and self-actualization (in the most complete realization and awareness of incentives for self-development of inner creative, professional and spiritual potential of the individual, in awareness of social responsibility).

In turn, according to the parameters of social urgency and significance, which determine the developed mechanisms of satisfaction at the national, collective and individual levels, it is worthwhile to distinguish the following needs:

- a) public, including:
  - common public needs, the realization of which ensures the integrity and legality of the functioning of the state and its institutions within certain boundaries;

- socially necessary needs, justified by political and economic expediency in view of reproduction of the technological structure, maintenance of the efficiency of the state economic complex and strengthening of its competitiveness factors, including those caused by social stability and solidarity;
- b) private needs (according to the theory of the welfare state, they diversify the spheres and kinds of living of ordinary individual/community, increase its quality and satisfy above the valid legislative guarantees of social protection, as determined by social status, priorities scale, life and professional experience, etc.).

The list of socially necessary goods and services can be determined by existing social guarantees, legislative standards and norms for their implementation, as well as by the ways of state intervention in the market economy to ensure the sustainability of business and non-profit activities, to compensate for the shortcomings and negatives of free market.

Noting the regularity of actualization of the highest level needs in the process of the most complete satisfaction of their lower types, it should also be emphasized that:

- full satisfaction of the lower level needs associated with various aspects of organization of everyday life and its safety is not an exclusive condition for formation and satisfaction of the higher level needs – in intellectual and spiritual development, self-realization;
- influence of the lower level needs on value system, life activity and development of the individual increases under objective or subjective social obstacles to meet those of higher level.

Objective obstacles primarily include those generated by: a social system characterized by the deepening of property stratification and the formation of a caste socium with typical low wages and a number of restrictions in ensuring the vertical social mobility of population and the territorial mobility of legally employed, consequently the workers and members of their families, in particular, can not fully meet the needs of competitive education, vocational guidance and retraining, career growth; technical and technological peculiarities of the country's development during the periods of socio-economic instability, resource crises, natural disasters, etc. Subjective obstacles are related to psychological peculiarities, as well as to moral, ethical inherited and perceived guidelines of individuals and social groups, regardless of the material welfare level, that cause their consumer sentiment, reduction of needs, anti-social marginalization, and, consequently, degradation of

the potential of socium sustainable development in the format of current socio-political system.

Therefore, the ultimate goal of social inclusion is to achieve decent living standards and social integration of a particular target group based on building up and improving the quality of realization of its productive potential. Hence, the concept of social inclusion covers the main directions: the formation of decent material and living conditions (in the areas of implementation of legislative guarantees and promotion of appropriate personal initiative); medical and social rehabilitation (in a number of ways: medical care; psychophysiological rehabilitation and adaptation; actualization of skills of non-conflict stay in territorial community and family, that is, in the social environment); professional re-adaptation and activation (vocational guidance, further training, retraining, promotion of self-employment and career development); civic realization.

The above regularities of realization of the needs of individuals and functional groups (communities, united in particular by professional characteristics, specific life experiences) are clearly seen in the processes of formation and implementation of the productive potential of the social group, which include ATO participants and members of their families, exercising a powerful influence on implementation of their life strategies and social inclusion parameters.

## **2.2. Social and psychological characteristics of ATO participants and their families as a key factor in adjusting the methodology of social inclusion**

The social composition of ATO participants (by: region and place of residence in rural areas, small or large cities; level of education; place of work before mobilization) has a powerful influence on personal and collective strategies for their return to peaceful life and social inclusion. A significant part of ATO participants (especially those from the western, north-western, southern and a number of central regions) are residents of rural areas and small cities with numerous problems of resource provision and availability of social infrastructure providing common public and socially necessary services that arise during the process of its organizational and economic modernization. At the same time, without competitive vocational education which allows for claiming a sufficiently high salary, many ATO participants have worked in the sectors of services (security business, motor vehicles maintenance, repair of residential premises, household appliances, etc.), trade (mainly in markets, retail, in particular, network facilities, auto parts, fuel and lubricants sale), construction (at work positions), as well as unskilled agricultural

work before a conscription into the Armed Forces, mobilization in voluntary formations or engagement in volunteer activity on the territory of combat operations.

The experience of participating in an armed conflict leads to a massive reappraisal of the values and quality of peaceful life, interpersonal relationships, professional orientations, ideas about personal career development and success in society. This reappraisal serves as a powerful psychological factor that mediates the developed organizational and economic approaches of government and public structures to increase social welfare, rehabilitation, and involvement of ATO participants in active economic, state and civic activities. In the case of employment, in particular, even the presence of a family with underage children often does not stimulate a person with a military experience to return to the previous place of work.

Right after a demobilization an ATO participant faces numerous economic, domestic and legal problems primarily related to the collection of a large package of documents for obtaining social status and privileges, as well as employment for sufficient and sustainable earnings usually during bureaucratic procedures requiring qualified assistance from lawyers and employment centers.

The satisfaction of needs of ATO participants and their family members for security, obtaining and asserting social status, recognition, self-fulfillment and self-actualization is substantially mediated by a number of post-traumatic stress disorders experienced by individuals of this population category under the influence of military action, social and individual misunderstandings in the matter of an armed conflict, the motives for participating in it, the realities of peaceful life in the context of social justice. According to the statistics of the Ukrainian State Medical and Social Center of War Veterans, 54% of the demobilized servicemen required medical care, up to 30% sought physical rehabilitation and more than 80% needed psychological rehabilitation (Шклярська, 2016). According to the experts of the Military Institute of the Taras Shevchenko Kyiv National University, the level of post-traumatic mental stress disorders among former military servicemen of the Armed Forces and voluntary formations, as well as employees of other law enforcement agencies that participated in the ATO now reaches 20–25% which amount to 60–70 thousand people (В Україні насчитали ..., 2017). Also, according to the Chairman of the Verkhovna Rada Committee on Health Care, psychological rehabilitation is required for more than 70% of ATO participants; according to specialists of the psychological support unit of the National Guard of Ukraine, almost 98% of military servicemen may require the same highly qualified assistance (В Україні

немає державної програми ..., 2016; Потіха, /no data/). For comparison, this indicator for Israeli military servicemen is now 5–8% due to the consistent improvement of the rehabilitation system, while in the United States post-traumatic stress disorder was diagnosed in 30% of veterans of the Vietnam War and 25% of combatants in Afghanistan and Iraq wars including 42% of wounded and disabled persons, which led to a significant spread of suicidal tendencies, alcoholism, drug addiction, social and criminogenic behavior among veterans (В Україні насчитали ..., 2017; Війна за ветерана ..., 2016; Потіха, /no data/).

An additional threat factor is frequent misunderstandings in the families of ex-ATO participants accompanied by violence (Миськевич, /no data/). Families are mostly weakly prepared for increased irritation and conflict of the demobilized due to their hypertrophied personal expectations or confusion in peaceful life against its low level, spreading social inequality and disorder, and total mistrust of corrupt authorities.

At the same time, according to a research project on psychological rehabilitation and social adaptation to the peaceful life of military servicemen after the ATO, initiated by a public organization funded by the United States Agency for International Development, only 14% of the respondents turned to the psychologist and 65% of them were compelled to do so; 41% of the target contingent do not want to receive psychological help at all, in particular, within specialized psychotherapeutic courses (Миськевич, /no data/).

Therefore, taking into account the level of public support and the quality of the social environment at the place of residence, personal priorities and motives for participation in the anti-terrorism operation, individual strategies for satisfying the needs for security, obtaining and asserting social status, recognition, self-fulfillment and self-actualization can have clear asocial expression.

A powerful psychological factor that mediates the entire spectrum of processes of social inclusion of ATO participants and their families substantially actualizes the role of social rehabilitation as a part of its psychological, legal and vocational components. In the practice of state bodies dealing with issues related to the social rehabilitation of servicemen, the psychological component is treated as the mastery of the system of values (norms, settings, patterns of behavior), culture that exist in a social environment in order to fulfill the requirements to personality; legal component is defined as the acquisition of legislative norms regulating the status, the legal position of a person (rights, duties, opportunities), as well as the knowledge of those structures that can help to

master these norms and realize personal opportunities; vocational component is treated as specialized refinement of available professional knowledge, skills or mastering new ones with further successful employment (Соціальна, професійна ..., 2017). Given the content of the components and according to the official definition, the state system of social adaptation of ATO participants and their families is aimed at: assistance in analyzing the life situation, identification of the main problems and ways of their solution; provision of information on guaranteed social protection; training, formation and development of social skills and abilities; assistance in strengthening / renewal of family and socially useful connections, organization of day-time employment and leisure (Порядок організації..., 2017; Уряд затвердив..., 2017).

### 2.3. Regulatory principles, guidelines, practice of social protection and security of ATO participants and their families

Since the beginning of anti-terrorist operation in 2014 in the eastern and southeastern regions of Ukraine, the government has been consistently forming rather extensive regulatory support for social security, protection and increase of social weight of ATO participants and their families. The basic principles of the state policy on social and legal protection of this population category with the provision of a set of appropriate guarantees, aimed to create favorable conditions for implementation of the constitutional duty to protect the Fatherland, are defined by the Law of Ukraine "Про соціальний і правовий захист військовослужбовців та членів їх сімей" (eng. "On social and legal protection of military servicemen and their family members"). According to available statistics, more than 280 thousand people were involved in the anti-terrorist operation and 266 thousand of them have received the status of war veteran (Миськевич, /no data/). ATO participants and their families have a quite wide range of social benefits for improving living conditions, municipal, transport, medical and sanitary services (in particular, a 50–75% discount on housing and municipal services, free travel with all types of city transport, free or privileged travel with public transport in rural areas, as well as round trip by rail, water, air and intercity transport every two years). At the same time the fixed amounts of one-time and periodic monetary aid are paid, including welfare payments to the wounded, disabled persons and the ones who accompany them for treatment and rehabilitation, as well as to the families of ATO participants who have died.

In mid-2014, the government made a decision on the free provision of land plots to servicemen of the

Armed Forces of Ukraine and other military formations, as well as employees of the Ministry of Internal Affairs and Security Service involved in the ATO. All regional state administrations have approved the Procedure for using the funds of respective budgets to provide one-time targeted monetary aid to the ATO participants and the families of the dead servicemen to compensate the costs associated with the development of documentation for land allocation for individual housing construction, private farming, gardening.

The Decree of the President of Ukraine dated 18.03.2015 "Про додаткові заходи щодо соціального захисту учасників антитерористичної операції" (eng. "On additional measures for the social protection of the anti-terrorist operation participants") obliged the regional state administrations as a part of general government measures and regional programs:

- to ensure enforcement of the rights of ATO participants in the priority sanatorium and resort treatment and the priority receipt of rehabilitation technical means;
- to establish unemployment payments to demobilized military servicemen as soon as possible, to provide them with employment services, vocational training, retraining and advanced training; to strengthen control over the social guarantees provided by employers to the persons mobilized for military service in a special period;
- to improve information support of mobilization and demobilization, including telephone counseling assistance to ATO participants and their family members, organization of proper service of social protection and internal affairs bodies on the basis of the 'one-stop-shop' service, as well as provision of on-site social and medical services to demobilized servicemen;
- to stimulate the involvement of volunteer organizations in measures for social rehabilitation and adaptation of this population category.

Support centers for the ATO participants were established in regions to fulfill the priorities highlighted in the Decree.

Among thematic regulatory documents, "План заходів щодо медичної, психологічної, професійної реабілітації та соціальної адаптації учасників антитерористичної операції" (eng. the "Action plan for medical, psychological, vocational rehabilitation and social adaptation of the anti-terrorist operation participants"), approved by the Cabinet of Ministers of Ukraine on 31.03.2015, should also be noted. The main sections of the Plan, regarding each of which are established Procedures for using the state

budget funds, include the implementation of a set of measures for:

- recovery of health of ATO participants; creation of system of their psychological rehabilitation with adopting foreign experience, carrying out appropriate courses for demobilized servicemen;
- provision of social support and adaptation of ATO participants, as well as members of the families of dead (deceased) persons from this contingent; vocational rehabilitation and employment of demobilized servicemen;
- organization of the system of management and informing of citizens on social protection, adaptation and psychological rehabilitation of ATO participants; involvement of international assistance in establishing this system in Ukraine.

At the beginning of 2015, a Coordinating Council for the rehabilitation of ATO participants was created consisting of members of the Verkhovna Rada of Ukraine Committee on Health Care, representatives of interested ministries and departments, and the public. Its work is aimed at systematic improvement of the relevant legislation.

The main activities of the Ministries of Social Policy and Defense of Ukraine in the implementation of the government plan in recent years are concentrated around (Соціальний захист ..., 2017; Житло для військових ..., 2017; Полтораки одобрив ..., 2017; Санаторно-курортне лікування учасників АТО, 2017; Рада у справах осіб з інвалідністю ..., 2017; Технічні засоби ..., 2017; Потіха, /no data/):

- a) implementation of social guarantees in order to ensure an adequate standard of living for ATO participants and their families on the principles of:
  - provision of cash compensation for housing for the families of deceased military servicemen and persons with disabilities (in 2017, the total cost for 600 households should be 328.9 million UAH or about 12.7 million USD at the current rate);
  - tender purchase of apartments for military servicemen who are in the queue for improvement of living conditions;
  - extension of the list of categories of persons with the right to receive free housing, stimulation of territorial authorities to finance the relevant obligations in full;
  - construction of a network of shared households for contract servicemen at the expense of state budget (at the beginning of the fourth quarter of 2017, the Ministry of Defense approved a plan to finance the construction of 100 such objects with a total cost of 1 billion UAH or about 38.5 million USD);

- provision of privileged retirement benefits;
  - provision of different types of material and physical assistance by social protection bodies;
- b) organization of sanatorium and resort treatment (in 2017, in particular, according to the relevant budget program, it is planned to spend 50.5 million UAH or more than 1.9 million USD; vouchers should be provided to 12.5 thousand ATO participants with disabilities, another 28.4 thousand persons will be compensated for self-organized sanatorium treatment). Currently, the practice of personal choice of a sanatorium institution is being implemented and ensured by the conclusion of a trilateral agreement between a social security body, a privileged person and an administration of the sanatorium within the limit of 5250 UAH per voucher (about 200 USD);
  - c) financing of treatment, medical and social rehabilitation of injured ATO participants with disability. The state guarantees free and extraordinary support by technical and other means of rehabilitation including prosthetic and orthopedic products, means of transportation, special and auxiliary means for self-service, care, personal hygiene and mobility, furniture and equipment of the premises of disabled persons (in 2017, technical rehabilitation means will be provided to 556.6 thousand disabled people; 6.6 thousand of this category will receive assistance in primary and complex prosthetics hospitals; 23 ATO participants will be provided with prosthetics of increased functionality and high technologies which are unavailable in Ukraine);
  - d) provision of social and psychological support and rehabilitation services in the relevant specialized centers (during 2017, 58.9 thousand ATO participants will be assisted in 5 centers, about 8.2–8.5 thousand people will complete a psychological rehabilitation course; total expenditures according to budget program of the latter should amount to almost 50.0 million UAH or 1.9 million USD);
  - e) carrying out social and vocational adaptation of ATO participants (in 2017, this measure should cover 4.8 thousand people).

It should be noted that the tendency to decrease the level of coverage of ATO participants and their family members by a range of social protection measures – from medical rehabilitation services and prosthetics available in Ukraine, as well as psychological assistance to payment of cash compensation for housing and the most high-tech prosthetics – is twofold due both to the prevalence and severity of the problems highlighted, and the lack of public resources to

finance the most costly types of benefits in the field of improvement of material and living conditions.

In accordance with clarification of the State Service of Ukraine for War Veterans and Anti-terrorist Operation Participants, and the employment specialists, the measures of social and vocational adaptation shall be performed upon the separate programs of budget financing for reservists, bound to military service, employees of the Armed Forces and other law enforcement agencies, which directly participated in ATO and its providing in the area of conducting, as well as for the servicemen transferred to the reserve or retired (Роз'яснення Служби ..., 2015; Дорожня карта ..., 2017; Уряд затвердив ..., 2017). The social adaptation of these population categories in the aspect of improvement and implementation of their productive potential stipulates employment of persons who require no retraining in new specialties or their retraining in civil specialties and employment in cooperation with the involved public organizations and funds. In its turn, proper vocational adaptation shall assume specialized improvement of available professional knowledge, skills, abilities or mastering of new ones with further successful employment by virtue of rendering of information, advisory and vocational guidance services in the issues of enhancement of person competitiveness on the labour market. Both directions of adaptation measures shall be implemented in the forms of:

- target-oriented courses presuming improvement of qualification for the purpose of study of new equipment, items, goods, materials, services, modern technological processes, means of mechanization and automatization applied at the production, rules and requirements for their safe operation, technical documentation, efficient methods of labour organization, issues of economy and finance, legislative and other regulatory legal acts, etc.;
- professional education, which represents primary vocational training, retraining, services in providing the other speciality based on previously obtained educational level, improvement of qualification and specialization, aiming at extension or improvement of professional knowledge, skills and abilities.

The ground for receiving free-of-charge services of social and vocational adaptation is the identification card of a combat operations participant, a disabled person or a war participant and the document, which confirms direct involvement in the execution of ATO tasks in the areas of its conducting; financing of such services from the budgetary funds is carried out within the framework of state procurements.

The vocational training can be made upon full-time, evening, intra-extramural, online, and external forms of study, off-the-job and on-the-job training and upon the individual curricula for the term not longer than one year in separate groups for the ATO participants, as well as in the groups of trainees formed by educational establishments chosen by the person independently. In its turn, the advanced training on the target-oriented courses shall last for from 20 to 500 hours.

Based on the experience of territorial bodies of social protection, training for working professions is in the greatest demand among the ATO participants (in particular, for drivers of vehicles of various categories in the vocational education institutions) (Інформація ..., 2017). In some regions, there are offers of free retraining courses on the basis of higher educational establishments (in particular, in the speciality of 'Organization and Management of Entrepreneurship') (Проводиться набір слухачів..., 2017).

The experience of efficient implementation of ATO participants' labour potential is processed in the interests of state formation. Therefore, in Kyiv the state employee school for the combat operations veterans was organized, participants of which study principles of such professional activity during 4 months, and then they are trained in the departments of Kyiv City State Administration. In case of successful completion of the curriculum, they may occupy vacant positions (Миськевич, /no data/). After passing the selection procedure, in some regions the ATO participants are actively involved in the job for the local government bodies, law enforcement and other state security agencies (Гоц, 2017). The employment centers and military commissariats of the particular regions cooperate in selection and sending of such citizens to military service under contract, including to the State Border Guard Service (Довідка про підтримку..., 2017).

By organizing the financing and implementation of the above measures, the Government and the state agencies declare observance of the principles of: individual approach to each ATO participant; encouragement him to self-support, economic and social independence; social protection of ATO participant during rehabilitation and readaptation (Соціальний захист ..., 2017).

Beginning from autumn of 2014, the system of medical assistance and rehabilitation of ATO participants is actively developed, namely (Санаторно-курортне лікування учасників АТО, 2017; Санаторно-курортне лікування для учасників АТО, 2017; Барміна, 2015; Шклярська, 2016; Потіха, /no data/):

- the process of formation of the network of profile treatment, rehabilitation and sanatorium-resort

facilities is continued. Nowadays the clinical basis of medical rehabilitation system, in particular, consists of 11 hospitals of recovery treatment, which contain approximately 1.9 thousand beds, 30 hospitals for war veterans (according to various estimates, for 6.6–8.5 thousand beds), 7 physiotherapeutic hospitals, over 12 thousand beds of the Private Joint Stock Company of Medical and Health Institutions of the Professional Unions of Ukraine, the founder of which is the Federation of Professional Unions and Social Insurance Fund for Temporary Disability, and a range of departmental sanatorium-resort institutions. Upon the volunteers initiative, the centers for posttraumatic rehabilitation of ATO warriors, which render comprehensive services in improving the physical and mental health, are created in the capital and certain regions;

- State Service of Ukraine for War Veterans and Anti-terrorist Operation Participants carries out bids in procurement of the services of sanatorium-resort treatment and distributes trips to the selected institutions. The territorial bodies of population social protection, in accordance with medical recommendations, should annually provide the combat operations participants (in the order of priority) and disabled veterans (out of turn), who are registered by such bodies upon their place of residence, with free-of-charge trips for 18–21 days (in case of traumas and spine diseases – for 35 days);
- the methodical support, programs and protocols upon separate directions of tactical medicine (assistance directly at battle positions), as well as upon clinical and social medicine involved in treatment and rehabilitation of ATO participants, are worked out and implemented. Numerous scientific research institutions and profile departments of higher and postgraduate educational establishments are involved in this task;
- generally, the following practice is extended in the regions: advising of the servicemen sent to ATO zone in regional and newly created district Centers for Psychological Service and Crisis States; psychological work with hospitalized ATO participants, including with involvement of the mobile teams of psychologists and psychotherapists.

The substantial assistance to Ukraine in implementation of the outlined legislative guarantees, improvement of quality of the processes of social rehabilitation and inclusion of ATO participants and their families members are provided by the international, foreign and native public organizations and charitable funds, which recruit the specialists for the said programs, take part in formation of their

content, finance their development and execution, and control its progress. Today the participation of volunteers in provision of medicines and rehabilitation of wounded and disabled, including abroad, purchasing of prostheses for the last mentioned ATO category is the most important (Потіха, /no data/).

#### **2.4. Urgent problems of improvement of the level of life and social inclusion of ATO participants and their families in Ukraine**

Urgency and acuteness of issues of the optimization of conditions and quality of social inclusion of ATO participants shall be evaluated at the: level and trends in satisfaction of their socially necessary needs upon the place of residence; dynamics of factor generators and consequences of social inequality; comparison of national and territorial processes of regulation of starting possibilities and improvement of welfare of the said population category. Let us outline the most noticeable among the negative phenomena.

Upon the estimates of the specialists dealing with the ATO participants, approximately 80% of them lose their jobs after returning to the civil life. Among the main reasons of this trend – misunderstanding with the employers or reluctance of the person himself to continue the preceding professional activity as a result of own priorities and guidelines reevaluation (Війна за ветерана ..., 2016). The substantial part of the demobilized lacks the motivation in the job search as the unemployment benefits from the employment centers exceed the minimal salary, which offer up to 90% of vacancies. Among other things, the acuity of situation in professional orientation of ATO participants is confirmed by the content of the program “Сприяння соціалізації, реабілітації та працевлаштуванню учасників антитерористичної операції у м. Вінниці на 2017–2020 роки” (eng. “Promoting the socialization, rehabilitation and employment of the anti-terrorist operation participants in Vinnytsia city for 2017–2020”), according to which the war veterans with the combat experience are offered the job as a security personnel of state institutions and schools with the quantity of working days not more than 10 per month, but with the salary higher than the minimal in Ukraine and provision of full social protection (Гоц, 2017).

The comprehensive implementation of the right of ATO participants and families of deceased servicemen for free of charge transfer of land plots into their ownership is prevented by both objective and numerous subjective factors. The first of them are as follows:

- the lack of free lands in big cities and their suburbs, as well as western regions of Ukraine, where natural conditions and settlement history formed



the substantial deficit of the areas suitable for private farming activities;

- numerous drawbacks in registration of lands due to that the true information about the available resources is often absent;
- rather high price of execution of ownership documents.

The array of subjective factors, in its turn, includes:

- corrupt and opaque work of regional administrations of the State Service of Ukraine for Geodesy, Cartography and Cadastre as a result of which the process of allocation of land plots and execution of accompanying documents is substantially delayed without the significant bribes;
- necessity of manifestation foremost the individual initiative while searching the available land plot upon the place of residence and execution of ownership documents; demonstrative role of personal relations with the representatives of local government as a success factor in such situation;
- practice of shadow sales of lands allocated for ATO participants implemented by the regional officials of the said State Service and local governments.

Therefore, in some regions of Ukraine (Kirovohrad, Volyn, Lviv and Zakarpattia ones), numerous protest actions due to the delay of implementation of guarantees of free land obtaining and beneficial housing construction have already taken place (Миськевич, /no data/).

The substantial part of system of wounded ATO participants medical rehabilitation lies in the prosthetic procedures – preparation to the prosthesis, manufacturing of prostheses and restoring, as much as possible, of organism's physiological abilities. The main problems in prosthesis of ATO participants, as well as other disabled people in Ukraine, consist in unsatisfactory quality of the range of domestic prostheses, high price of foreign ones (in average EUR 20 thousand) and become deepened by the long waiting in the queue on prosthesis (at least for 2 years), which can be joined only after collection of the whole package of documents confirming the status of ATO participant and the disability itself (Потіха, /no data/).

There are still few experienced military psychologists. At the same time, according to the opinion of experts of the Department of Special Purpose of the National Police of Ukraine, civil psychologists without any experience in combat operations are not trusted by the servicemen, who were in the armed conflict zone or captivity (Миськевич, /no data/). Most of all, the real psychological assistance of various quality to ATO participants and their families' members is nowadays provided on the basis of the

local veteran unions, native and international public organizations; meanwhile the psychological rehabilitation is not usually provided directly in the military units.

Shortage of budgetary resources for implementation of the measures standardized by the state in social provision, rehabilitation and adaptation of ATO participants and their families substantially restricts the opportunities and desire of government agencies in implementing the initiatives of cooperation with public organizations, financing the joint projects and promoting the charitable activity in this field.

The existing forms of cooperation of state authorities and a range of international, foreign and native public organizations in activities of social protection, rehabilitation, adaptation and implementation of other directions of ATO participants social inclusion have mostly the unsatisfactory efficiency reflected in delay and self-withdrawal of the officials from required documents' preparation, their reluctance to bear responsibility for its content and coordination of work. On the opinion of public organizations' representatives, one of the main reasons for it lies in: imperfectness of the Ukrainian legislation on charitable and volunteer activity; complexity of bureaucratic mechanisms of development of the appropriate measures, programs and accompanying documents, their approval and promotion in institutions; low efficiency of the state electronic document circulation system and governance in social provision and capitalization of the productive potential of ATO participants.

Separate blocks of problems in inclusion of the target population category to productive activity in socium are formed by:

- social provision and protection, enhancement of competitiveness of families' members of ATO participants, who died or became severely disabled (for example, lost their limbs, ability to move, sight);
- quality of living environment in rural and urban-type settlements, as well as small towns, where the substantial part of ATO ex-participants and their families has a residence.

Both in the case of search and allocation of the land plot in a particular settlement, personal attitude of the representatives of local government of rural settlements and small towns significantly influence the social protection quality and level of inclusion to public life of the families of those ATO participants, who was killed in action, early died or became severely disabled. The heavy psychological trauma and economic consequences from the loss of breadwinners complicate the perspectives of their children to

obtain successful comprehensive and competitive professional education.

Regarding the quality of living environment upon the place of residence of target population category, the indicators of utility equipment of Ukrainian urban and rural housing stock remain unsatisfactory. There is a clear tendency of critical wear (destruction) causing the collapse of water supply and sewage networks in urban settlements; recently, decrease in the level of maintenance of environmentally safe sewage systems in rural settlements has been traced. The pace of decommissioning of the systems of central heating and gas supply in the rural area as a result of need to enhance the Ukrainian energy independence is still not compensated by the distribution of energy-efficient and eco-friendly individual heating systems (as compare with the stove heating). In a wide range of regions, the slowdown of growth rates of equipping the housing stock with utility services is observed. There is a discernible trend to increase the share of dilapidated and emergency housing in the total area of rural housing stock.

The practice of satisfying the socially necessary needs of local settlement systems population in the basic education under socio-economic instability proves imbalance and ineffectiveness of mechanisms of measures' implementation to ensure the territorial availability of the infrastructure of pre-school education, complete general secondary and extracurricular education due to:

- the lack of local budget funds to implement initiatives of usage of the municipal premises reserve to increase a level of satisfaction of the territorial communities' needs in preschool institutions (including in view of the potential of re-profiling and privatization of such premises as a source of replenishment of local self-government revenues). The low pace of expansion of pre-school educational institutions' network in most regions does not ensure the necessary increase in their admission capacity, and thus does not allow to meet the existing needs in public preschool education causing overcrowding of kindergartens (at least in one third of the regions – with a tendency to decrease the specified indicator);
- initiation of the process of closing down the general secondary education infrastructure in the framework of measures of the Ministry of Education and Science on reforming and increasing the economic efficiency of this system' functioning towards the establishment of a network of flagship schools of I-III accreditation level without taking into account the territorial communities' and families' readiness to bear costs of arrival

and stay of middle and senior schoolchildren in the settlements where those objects are located. Recently, in an increasingly growing circle of regions, there is a tendency towards more number of secondary schools that conduct classes in two shifts;

- imperfection of the currently implemented mechanism for formation of educational districts in the context of unsatisfactory consideration of spatial characteristics of settlement systems, financial capacity of local budgets and economic entities (primarily as a factor guaranteeing the targeted use of educational subventions, creation of budgetary and extra-budgetary funds for cultural and educational development of territorial communities – from local to regional);
- sharp reduction of the local budget expenditures for financing extracurricular educational institutions under uncertainty of legal guarantees of their network' formation and maintenance.

The significant reasons for deterioration of material and technical conditions of institutions giving basic education are:

- ineffectiveness of control mechanisms over the targeted use of state budget educational subvention;
- unstable legislative guarantees for the provision of a certain amount of educational subvention, including in relation to the volumes of budgets of different levels and gross domestic product; insufficiency of this transfer' aggregate volume, other profile expenditures of state and local budgets, at least, for reproduction of the material and technical provision of the complete secondary education in a number of regions.

The last mentioned negative factor of current organizational and economic mechanism of social basic education first of all results in:

- the limitation of capital expenditures for the repair of institutions (in recent years there have been flashy cases of destruction of premises of secondary schools due to the lack of funds for planned repairs before an academic year) as well as the development of their communal infrastructure (the high level of wear of centralized and autonomous systems of heating and water supply is a weighty factor in the morbidity of students in respiratory and infectious diseases, deterioration of the sanitary and epidemiological situation in territorial community in general). In particular slightly over half of urban and rural day schools have a hot water system at present;
- delayed completion of transportation fleet involved in the 'School Bus' program, a part of which has been transferred to the needs of Armed For-

es in 2014, as well as in other activities for transportation of schoolchildren to the places of study and back home. As a result, the dissatisfied need for this socially necessary service continues to be recorded, and the situation tends to deteriorate in a number of regions;

- unresolved problems of ensuring local budgets expenditures (in particular, on a subsidized basis) for organization of: nutrition of elementary schoolchildren, as well as low-income pupils of middle classes in general secondary schools; privileged travel (including railways) for schoolchildren of all secondary and vocational educational institutions;
- the lack of expenditures for inclusive education development (organization of barrier-free access to the educational institutions' premises, their completeness with special textbooks, manuals, teaching and laboratory equipment);
- the gap of native basic educational institutions with the standards of developed countries in the level of computerization and dissemination of information and communication technologies, electronic means for learning and knowledge quality control. Connection of native secondary schools to the Internet has not yet been completed; a significant part of urban and rural schools' computer equipment is outdated, this indicator is steadily increasing.

Nowadays the strategy of increasing efficiency of functioning and availability of the Ukrainian health care services as per the models of the primary health care improvement on the basis of family medicine (general medical practice), as well as hospital districts' formation in practice leads to rapid collapse of the infrastructure (in particular, district and regional hospitals, a number of outpatient facilities, paramedical and obstetric stations), as it is performed ignoring:

- a low solvency level of the population (especially in rural areas, small towns of regions of monospecialization, agro-processing and agro-industrial specialization), as well as its physical capacity to spend time for travel to outpatient clinics, central district and regional hospitals;
- notable shortage of funds for financing programs to equip outpatient clinics with diagnostic facilities and consumables;
- threatening state of the material and technical (first of all, transport) and personnel support of the emergency (first and urgent) medical aid.

Under conditions of reduction of the network of stations and departments of emergency (first and urgent) medical care the tragic cases as a result of exceeding even current standards of arrival of brigades

to a place of event has become much more frequent, especially in rural areas. In settlements outside cities this standard, in particular, is 20 minutes from the moment of appeal to dispatcher of an emergency medical aid and disaster medicine center with 10 minutes of possible overtime delay (Про норматив ..., 2012).

Consequently, despite rather wide legal and regulatory guarantees of social protection of ATO participants and their families, poor quality and efficiency of the local settlement systems' social infrastructure substantially limit possibilities and results of their implementation, even if sufficient budget funding is provided. In addition, the specific of community life in a small settlement provokes exacerbation of social tension in case of demonstrative attention of government structures to the needs of any particular population category regardless of its merits to the society.

### 3. Summary

Along with medical and psychological rehabilitation and improvement of living standards and conditions within the framework of social protection programs, the key to success in increasing the level of social inclusion of ATO participants and their families is to stimulate their labour market competitiveness and to promote productive employment.

At the same time, the financing gap and the acute problems of Ukrainian practice of implementing legal and regulatory guarantees of social provision of ATO participants and their families show a declarative nature of a wide range of relevant obligations, often result in poor quality of benefits and services provided for budget and program funds. This situation contributes to marginalization and criminalization of the population category under study, and increases the social tension in society and local communities.

The directions of the state activity which will have priority in the nearest future and are aimed at raising the level of social inclusion of ATO participants and their families should comprise:

- a) adequate consideration of needs and implementation of guarantees of this social group, in particular on the principles of:
  - representative assessment of real situation and problems regarding certain categories of this population within the whole country by profile government structures;
  - improvement of the documentation system to obtain a social status and appropriate privileges;

- launching and implementing sectoral mechanisms for producing innovations in areas of medical care and rehabilitation, retraining, stimulation of business activity;
- b) implementation of effective organizational and economic mechanism for improving the living environment, increasing quality and accessibility of social infrastructure (primarily communal, educational, medical ones) in the territorial settlement systems.
- Detailing these priorities for certain spheres of formation of conditions and realization of productive potential of targeted population category in socium, it is advisable to emphasize the urgency of:
- a) in the field of improving organizational principles for the formation and implementation of social provision and protection programs of ATO participants and their families:
- completion of development (particularly, inter-departmental coordination) and implementation of the State Program on Physical, Medical, Psychological Rehabilitation and Social and Professional Readaptation of Anti-terrorist Operation Participants for the period up to 2022;
  - dissemination and generalization of the experience gained by a number of public organizations regarding creation of unified information base of the initiatives offered in Ukraine to provide legal, psychological, social and medical assistance to ATO combatants at national level;
  - further regulation of distribution of powers in budget financing of the areas of medical and social rehabilitation of ATO participants by transferring appropriate funds from the state budget to the local level which will contribute to improving content and quality of rehabilitation programs for specific individuals;
  - setting up and working out effective interaction in systemic activities on social provision and raising the level of social inclusion of ATO participants and their families among specialized government structures and public organizations (in particular, according to the criterion of reasonable estimation of the expected results of joint measures and forms of assistance);
- b) in the field of providing decent material and living conditions for ATO participants and their families:
- improvement of quality and availability of professional legal assistance, in particular, specialized government agencies, in solving problems related to free transfer of land plots or apartments to ATO participants and deceased servicemen's families as well as to the implementation of a range of benefits in the process of personal housing construction;
- tation of a range of benefits in the process of personal housing construction;
- implementation of effective mechanisms for housing initiatives of ATO participants through crediting housing construction or purchasing of affordable housing under state guarantees which are financially advantageous for this population category;
  - full financing of free housing programs for dead servicemen's families and certain categories of disabled people (for example, for those who have lost their limbs, eyesight, etc.), registered in the apartment queue;
  - dissemination of effective mechanisms of share participation of the state and local authorities, non-governmental organizations, employers in housing construction for ATO veterans, first of all for the families of those who have perished or died after demobilization;
  - development of legitimate local initiatives for transfer of apartments in the newly build houses or cash compensation in the amount of a market value of affordable housing in a specific locality to ATO participants instead of land plots;
  - financing hostels construction in regions for contract servicemen as well as ATO participants and their families who will not be able to receive or build their own housing (private house, apartment) in the near future from the state and regional budgets;
  - payment of monetary compensation for unused privileges, for example, from sanatorium-resort treatment or free travel in intercity transport in case of their inexpediency for person;
  - implementation of mechanism for choosing a provider of guaranteed benefits and services by ATO participant or a family of deceased serviceman, volunteer, hired employee, including on the basis of monetization of such privileges, with allocation of the respective target compensation fund which, at the same time, will contribute to the development of the market environment in the implementation of social protection programs, competition for such a right among producers as well as improvement of quality of benefits and services provided within the budget segment of specified programs;
- c) in the field of improving quality of medical care and rehabilitation of ATO participants:
- conduction of representative research on post-traumatic mental stress disorders among ATO ex-members, including on the basis of generalization of various involved agencies information;

- further development and standardization of tactical medicine in order to reduce combat losses and level of disability, to optimize procedures for providing medical assistance to victims in areas of active conflict and their evacuation to safe territories;
  - development of native innovative technologies of prosthetics, mastering of such foreign samples under consultants guidance;
  - liquidation of prosthetics queue; systematization and intensification of measures for rehabilitation of disabled people;
  - institutionalization of the mechanism of co-financing from the state, regional, local budgets of expenditures for rehabilitation centers creation (for example, on the basis of sanatoriums with appropriate medical equipment or psychoneurological hospitals);
  - improvement and implementation of the methods for overcoming psychological problems of armed conflict participants (according to: objective and subjective characteristics of health, emotional irritability, level of conformism to community; spectrum of aspects of returning a person to a peaceful life – legal, socio-economic and socio-cultural, moral and ethical) in the practice of psychological support units of Ukrainian Armed Forces and related civil services;
  - intensification and increase of the complex of psychological and rehabilitation measures provided to the militaries directly at the place of service, in particular, as part of measures to overcome alcoholism at combat positions;
  - implementation of mental examination procedure on the base of military medical psychiatric commissions for persons, who have been mobilized to the Armed Forces and sent to ATO zone, as well as for ex-members of this operation, who have expressed a desire to join the law-enforcement and state bodies;
  - regional dissemination of practice of training seminars conducted by psychologists and psychotherapists on provision psychological assistance to ATO participants and their families;
- d) in the field of vocational adaptation and increase of productive potential of ATO participants:
- involvement to service in the Armed Forces and the State Border Guard Service under the contract;
  - implementation of career development programs for socially active ATO participants and their families members with the expansion of opportunities to hold positions in civil service institutions and law enforcement agencies;
  - assistance (in particular, financial) for state and public structures in organization of educational courses, trainings, consultations on improvement of professional skills in the already acquired professions, as well as retraining, launching of own business in innovative and high-tech economic activities.

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