

Introduction of flexible and active measures to expand opportunities for legal employment

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The article substantiates that the State Employment Service provides a number of active programs to promote legal employment, which include, in particular, public and other temporary work, a system of training vouchers, business development through one-time unemployment benefits and active employer support programs, including reimbursement to the employer of the single contribution. According to employment centers, approximately 20% of the unemployed are employed in the organizations on the basis of which they carried out public works. It is analyzed that in 2016–2019 the number of employed unemployed through the business development program ranged from 1.8 to 3.8 thousand people. It is determined that the active program of support of employers, which provides compensation payments to employers to promote employment, significantly affects the willingness of employers to hire new employees.

Key words: employment service, population, active programs, employment, employer, employment.

Впровадження гнучких та активних заходів для розширення можливостей легальної зайнятості

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У статті обґрунтовано, що Державна служба зайнятості передбачає низку активних програм сприяння легальної зайнятості населення, до яких, зокрема, належать громадські та інші роботи тимчасового характеру, система навчальних ваучерів, розвиток підприємництва шляхом одноразової виплати допомоги з безробіття та активні програми підтримки роботодавця, що включають компенсацію витрат роботодавцю єдиного внеску. За даними центрів зайнятості орієнтовно 20% безробітних працевлаштовуються в організаціях, на базі яких вони їх здійснювали громадські роботи. Проаналізовано, що у 2016–2019 роки кількість працевлаштованих безробітних за допомогою програми розвитку підприємництва коливалася від 1,8 до 3,8 тис. осіб. Визначено, що активна програма підтримки роботодавців, яка передбачає компенсаційні виплати

роботодавцям для сприяння працевлаштуванню населення, значно впливає на бажання роботодавців працевлаштовувати нових співробітників.

Ключові слова: служба зайнятості, населення, активні програми, зайнятість, роботодавець, працевлаштування.

Articulation of issue. Currently, there is no clear regulation on the terms for describing forms of employment that do not meet the requirements of the law. Two concepts are used in Ukraine. The concept of the shadow economy, based on the recommendations of the SNA-2008 system of national accounts, is used by the Ministry of Economic Development, Trade and Agriculture of Ukraine. The concept of the informal economy, based on the recommendations of the 15th International Conference of Labor Statistics (until 2013) on informal employment and the recommendations of the 17th International Conference of Labor Statistics (since 2014) on informal employment, is used for regular and representative surveys State Statistics Service of Ukraine [1]. In the European Commission in 1998, it was defined as follows: undeclared work (activities) are activities that are legal in nature, but undeclared in public authorities, taking into account the diversity of regulatory systems of EU member states. In Ukraine, the concept of undeclared work is not systematically used, there are no regulations that would contain its definition. However, many of the phenomena described in the EU by the term "undeclared work" also exist in Ukraine. They are systematically described by such statistically defined terms as "shadow economy", "economy not directly observed" and "informal employment".

Analysis of recent research and publications. Methodological problems of the state employment policy were studied by such national scientists as S. Bandur, I. Petrova, Y. Marshavin and others. The works of such scientists as M. Dyachenko, O. Vasylenko, O. Uniga, O. Melnychenko and others are devoted to the study of the effectiveness of the state employment policy of Ukraine during the economic crisis and the issue of state regulation of employment. studied social dialogue in the context of improving employment policy and the activities of the public employment service.

The purpose of the article is a study of flexible and active measures to expand legal employment opportunities.

Presenting the research findings. More relevant forms of undeclared work in Ukraine are: 1) informal employment in the formal sector; 2) employment in the informal sector; 3) concealment of actually worked working hours and payment of wages "in an envelope"; 4) replacement of actual employment contracts by civil and economic ones, as well as artificial use of remote and outsourcing mechanisms to conceal hired labor; 5) secondary employment of persons who have an employment relationship at the main place of work is not properly executed [2].

The State Statistics Service of Ukraine provides reliable information on the first two forms in terms of gender, age, region, type of economic activity, employment status, level of education and professional qualification groups. The third form is not subject to accurate assessment today. Possible options for its approximate assessment may be special data of individual sociological surveys conducted in Ukraine, indirect comparisons and calculations of data from the State Statistics Service of Ukraine collected for other purposes, as well as general estimates of shadow wages in the structure of shadow GDP without detailing it at industry level, regions, etc. It is impossible to estimate the fourth and fifth forms even today.

According to the already mentioned order of the Ministry of Economy dated 18.02.2009 № 123 "On approval of Guidelines for calculating the level of the shadow economy" [2], the shadow economy is "unregistered in the prescribed manner economic activity of the entity, characterized by minimizing production costs, performance of works and provision of services, evasion of taxes, fees (mandatory payments), statistical questionnaires and submission of statistical reports, resulting in violation of statutory norms (minimum wage, working hours, working conditions and safety, etc.)". This definition corresponds to the international definition of the informal economy in terms of business units (losses from uncollected taxes on informally employed labor), but is not consistent with it in terms of accounting for production units of the informal

sector (losses from uncollected taxes on the turnover of informally produced goods). The Ministry of Economic Development, Trade and Agriculture of Ukraine reviews and calculates the shadow economy in Ukraine annually. After a significant increase in the level of shadow employment in 2013-2014, caused by the political and economic situation in the country, in subsequent years, this figure gradually decreased [3].

The only reliable and regular source of information on Ukrainian informal employment is the data collected by the State Statistics Service of Ukraine as part of the survey of economic activity of the population, as they correspond to the international classification Labor Force Survey. When using these data, it should be borne in mind that informal employment is assessed by a sample survey of the population, not enterprises. According to the Regulations of the 17th International Conference of Labor Statisticians on the Estimation of Informal Employment Based on Jobs, as of 2014, informal employment statistics include data on informal employment and informal employment in the formal sector. Informal employment is considered to be all types of non-standard work for all employed persons who are not legally or de facto subject to national labor legislation, income taxation and social protection systems (temporary work, part-time employment, teleworking, subcontracting and other flexible forms). employment). According to the already mentioned order of the Ministry of Economy from 18.02.2009 № 123 "On approval of the Methodological provisions for determining informal employment" [3], informally employed in Ukraine include: persons working at their own expense (self-employed) and employers working in their own enterprises in the informal sector; Employees who perform informal work in formal sector enterprises and who have indicated that they work orally or are not entitled to employment benefits (eg early notice of dismissal, severance pay, paid annual leave or sick leave) , and for which taxes and social contributions are not paid; hired domestic workers in households; members of informal production cooperatives; family members who work for free, regardless of whether they work in enterprises of the formal or informal sectors.

The State Employment Service provides a number of active employment promotion programs, including public and other temporary jobs, a system of training vouchers, business development through one-time unemployment benefits and active employer support programs that include reimbursement to the employer of a single contribution. Funding for active employment promotion programs in Ukraine is a rather small share of the budget - approximately 5%. However, the experience of the European Union shows that such programs are usually the best way to stimulate employment in the country.

According to the Law of Ukraine "On Employment" [4], public works are a type of socially useful paid work that is organized to further stimulate motivation to work and material support for the unemployed. Public works provide an opportunity for temporary employment of the unemployed for jobs that do not require additional special, educational and qualification training. They can be performed on a part-time basis and must meet the following criteria: they are temporary; permanent jobs and vacancies are not used for their organization; have economic, social and environmental benefits for the region. An unemployed person may be involved in public works for a maximum of 180 calendar days and during the performance of such works retains the right to receive unemployment benefits. Public works are financed by employment centers, from local budgets and at the expense of employers on a parity basis. Public works include cleaning of territories, landscaping, social types of works, such as assistance to ATO / OSS participants, their families, support of people with disabilities, etc. The employment centers note that after public works, approximately 20% of the unemployed are employed in the organizations on the basis of which they carried them out, which is a positive characteristic of these works. Other types of temporary work are fully funded by the employer. They usually involve ancillary activities, unskilled work, but may be tasks in specific professions (accountant, lawyer, auditor, etc.). After temporary work, the unemployed are also employed in the organizations where they performed them, but there is no statistical information on the number of such cases.

An active program to promote employment through enterprise development provides a one-time payment for enterprise development and a number of other active measures to support the unemployed who have decided to develop their own business. Unemployed adults who are registered with the State Employment Service, have not found a job that suits them with the help of the employment service, have not concluded a new employment contract within one month after registration with the employment service and together with the car can participate in the program to start their own business. as an advisor drew up an action plan for the development of their own business [5]. Unemployed people who have previously received such assistance and have stopped doing business within two years after opening it are not entitled to receive such assistance again. After the unemployed want to start their own business, the employment center offers a number of training events to help the unemployed create a business plan, provide information on business registration and administration, and conduct business in accordance with the law. To receive a lump sum payment, the unemployed person submits an application and a business plan, which are evaluated by a special commission. The latter consists of representatives of the employment center, employers, city officials. The amount of one-time assistance to the unemployed to start their own business is calculated individually depending on the length of service and the amount of salary at the previous place of work. In addition, the amount of one-time benefit is equivalent to ten months of unemployment benefits. The maximum amount of one-time assistance is equal to the equivalent of four subsistence minimums for an able-bodied person for 10 months.

According to information from the Ministry of Economic Development, Trade and Agriculture of Ukraine, in 2020 the amount of the maximum one-time assistance to the unemployed to start their own business is 90 thousand UAH. After paying a one-time benefit, most centers try to accompany the entrepreneur to avoid situations where the unemployed use the funds for other purposes. However, there is no mechanism in the legislation that would provide for penalties for non-performance or termination of

entrepreneurial activity, except for the indication that in this case a person will not be entitled to another one-time unemployment benefit for the organization of entrepreneurial activity.

In 2016–2019, the number of employed unemployed through the business development program ranged from 1.8 to 3.8 thousand people. However, from 2018 the State Employment Service is developing this type of service more actively, so from 2018 to 2019 the number of people employed in this way increased from 1.8 to 2.4 thousand people. In addition, during 2020, the employment service plans to significantly increase this figure and reach the mark of 8.5 thousand people. In general, the former unemployed most often open their businesses in trade, professional and scientific activities, repair of household appliances, as well as in the processing industry and agriculture.

The State Employment Service provides compensation payments to employers to promote the employment of the population: compensation for the costs of paying SRS to the employer for the creation of new jobs and employment of the unemployed; compensation for the costs of paying SRS to the employer for the employment of citizens who are not competitive enough in the labor market, sent by the employment center; reimbursement of expenses for payment of SSC to small businesses that employ the unemployed, sent by the employment center, for new jobs in priority economic activities³⁶, approved by the Cabinet of Ministers of Ukraine; compensation of labor costs for employment of internally displaced persons; partial unemployment benefits to enterprises to pay employees in the event of loss of wages due to forced reduction of statutory working hours.

Employees of employment centers are very positive about the existence of such employer support programs, but note that some of them are no longer relevant, as they are in less and less demand from employers. For example, employers have repeatedly argued that the list of priority activities needs to be updated, and the norm for creating new jobs needs to be relaxed. Because many employers have been forced to cut jobs

over the past two years for various reasons, this automatically makes it impossible for them to work with the employment center under some programs. The above list of active programs needs to be expanded to motivate interested employers to employ the unemployed, especially from vulnerable groups.

A more common practice in employment centers is to initiate cooperation with employers immediately after the registration of a new legal entity or individual entrepreneur. Such cooperation begins with a phone call from a representative of the employment center, which informs the new entrepreneur about the services he can get from the State Employment Service. In addition, the employment center on a regular basis (on average once every six months) contacts with all companies with which cooperation has not yet been established, invites to a meeting and offers to hold an initial consultation for further development of cooperation. Most often, such contact is through a phone call, sometimes a visit to the employer at the company is possible. It is also common to send e-mails to the employer, but this method is less effective.

An active employer support program, which provides for compensatory payments to employers to promote employment, has a significant impact on employers' willingness to hire new employees. Therefore, during 2016-2019, thanks to this service, from 11 to 15 thousand people were employed annually. Some employment centers are quite creative in providing services to employers. Thus, in the Bakhmut City Employment Center, employees of the Department of Interaction with Employers are actively working with the EIAS system to provide targeted services to employers. For example, they calculate whether people have been fired at city enterprises in the last one or two years. In the absence of redundancies during this period, such employers are offered a single contribution compensation service for the creation of new jobs. Employees of the employment center have also created a separate manual for the employer with all the necessary information on possible PES services [6].

Conclusions. In order to effectively employ the population, the State Employment Service actively cooperates with employers of all categories and, in

particular, receives information on current vacancies that can be offered by the State Employment Service. to expand the base of employers with whom there is active cooperation. In addition, from the beginning of 2020, the institute of employer consultant was introduced in the State Employment Service. Recruitment departments have also been set up in many employment centers to help build new contacts with employers by providing quality services with an individual approach. The model of services for the employer provides both interaction with the employer, who independently expressed a desire to cooperate with the employment center, and the establishment of a relationship with the employer, who previously did not show a desire to cooperate. In case of self-expression of desire to cooperate with the employment center, the employer turns to the administrator, who refers him to the employer's consultant. The employer's consultant provides the employer with all necessary services and is assigned to him in the future in case of repeated applications.

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