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PROBLEMS AND PROSPECTS OF DEVELOPMENT OF NON-STANDARD FORMS OF EMPLOYMENT IN KAZAKHSTAN

The article identifies the specifics, trends and patterns of development of the labor market of Kazakhstan; identifies the problems that exist in the labor market; developed recommendations for the regulation of the self-employed population. In many countries, the labor market is undergoing structural changes, and new forms of organization of labor activity and employment coexist with traditional forms of employment. New forms of employment first appeared in high-income countries, but have now spread to developing countries. The scientific literature does not pay much attention to issues related to the transition to a new model of employment. The analysis of scientific publications devoted to the non-standard form of employment allowed us to conclude that the issue of labor market flexibility is still debatable. In this regard, we will try to determine the key trajectories for the formation of new forms of employment in the country. To do this, we analyzed the forms of employment on the example of countries Near and Far abroad, using data from reports of the International Labor Organization (ILO), Organization for Economic Cooperation and Development (OECD), Eurofund and the Bureau of National Statistics of the Republic of Kazakhstan. They also tried to demonstrate the growing need to define the role of freelancers in the domestic labor market, the use of new methods in the implementation of their activities through digital labor platforms. In this regard, we have identified a number of conceptual and measurement problems, one of which is the work of freelancers through digital labor platforms.

Keywords: employment, non-standard form of employment, forms of employment, freelancer, outsourcing, teleworking, digital platform, borrowed labor, part-time employment, labor market flexibility.

Кілт сөздер: жұмыспен қамту, жұмыспен қамтудың стандартты емес нысандары, жұмыспен қамтудың жаңа нысандары, фрилансер, аутсорсинг, тележұмыс, сандық платформа, қарыз еңбегі, ішінара жұмыспен қамтылу, еңбек нарығының икемділігі.

Ключевые слова: занятость населения, нестандартные формы занятости, новые формы занятости, фрилансер, аутсорсинг, телеработа, цифровая платформа, заемный труд, частичная занятость, гибкость рынка труда.

JEL classification: E24

Introduction. In many countries, the labor market is undergoing structural changes, and new forms of organization of labor activity and employment coexist with traditional forms of employment. There are important differences between the definitions of standard and non-standard employment, which require separate consideration.

The purpose of the study is to analyze the forms of employment of the population and study the problems in the global labor market, as well as the prospects for the development of new forms of employment in Kazakhstan, taking into account current trends.

New forms of employment first appeared in high-income countries, but have now spread to

developing countries. The scientific literature does not pay much attention to issues related to the transition to a new model of employment. The analysis of scientific publications devoted to the non-standard form of employment allowed us to conclude that the issue of labor market flexibility is still debatable.

The study uses such methods as analysis, synthesis, and a comparative approach using data from reports of the Organization for Economic Cooperation and Development (OECD), International Labor Organization (ILO), Eurofund and the Bureau of National Statistics of the Republic of Kazakhstan.

In January 2016, the government began implementing a number of labor law reforms that led to a reduction in regulatory requirements and increased productivity. A significant number of self-employed people do not contribute to productivity growth. In this regard, the Government has begun to amend legislation in an effort to reduce informal employment.

There is a demand in the labor market for employees who not only possess ICT skills, but are also capable of independent activity, making creative decisions, regular self-education and improving their professional qualities. [1]

The most obvious intersection concerns the concepts of new forms of employment and “non-standard employment”. Non-standard employment is defined as any employment that differs from “standard” employment relationships characterized by permanent full-time employment. In this regard, new forms of employment are defined as non-standard.

Following the results of the ILO expert meeting in February 2015 on the issue of non-standard forms of employment, four main types of non-standard employment were adopted:

- temporary employment;
- part-time employment;
- temporary agency (borrowed) labor and other forms of multilateral labor relations;
- disguised labor relations and dependent self-employment. [1]

For example, six flexible forms of employment have already been introduced in the United Kingdom: part-time employment is the most common flexible form of employment, which means that an employee works less than 30 hours a week at a reduced salary; flexible employment, which allows employees to change the start and end times of work. [2]

Literature review. The issues of non-standard employment have been touched upon in many works of both domestic and foreign research scientists. Some authors study the impact of new forms of employment on the flexibility of the labor market and the development of an innovative economy. Others are the rational use of working time and social protection of the self-employed population.

The problem of trends in the development of non-standard forms of employment was raised by domestic researchers Taubaev A.A. et al. (2019), which was identified in the growth of temporary labor agreements. The solution to this problem, they see in the establishment of 10 hours a week. [3]

According to Russian authors Tsygankova I.V. et al. flexible employment is understood as the availability of flexible working time, which is distributed by an employee over a certain period. Flexibility of working time gives a number of advantages to the employer, the enterprise and qualitatively increases the level of working life of young people, women with young children, disabled people. [4]

We agree with the point of view of the authors Pritvorova T.P. et al. (2019) that a flexible labor market provides employees with opportunities to earn additional income, combine professions, optimize the structure of their life, etc.[5]

The situation with atypical hours of online workers in some countries is so striking that researchers Strebkov D., Shevchuk A. (2021) even introduced the term "autonomy paradox", in which online workers who are able to flexibly plan their time actually work disproportionately at night. This negatively affects their satisfaction with the work-life balance and often leads to emotional exhaustion. [6]

The crisis of the global economy caused by the COVID-19 pandemic, which led to a reduction in employment and a change in its structure, transferred workers to a remote work format (telework) around the world.

Over the past decade, the use of borrowed labor and the spread of teletrade – remote employment - have become new phenomena in the labor market.

The term "telework", of the USA Telework Improvement Act of 2010, defines the flexibility of work in which an employee, observing the terms of employment, works at a distance from the employer's location, and using computer technology.

The following types of modern "teleworkers" are distinguished in the studies of the International Labor Organization and the Eurofund in 2017:

- employees working at home using Information Communication Technologies (ICT);
- employees engaged in work activities outside the premises of the employer using ICT;
- employees performing mixed telework, with a low level of mobility using ICT.[7]

An employee who is employed in temporary or remote forms cannot distribute his working time, since the work can be performed during full working hours. Moreover the rapid development of non-standard employment is accompanied by a low level of accumulation of human capital.

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Main part. Discussion. In the Netherlands, almost half of the employees work part-time, which is why it is called "the first part-time economy in the world." [7] Out of the total number of part-time workers, women predominate, and the proportion of part-time workers in the younger age group is also high among men. Part-time workers may not be tied to their main place of work. The majority of employees are employed under permanent employment contracts. Therefore, in order to provide clarity regarding earnings, the number of hours worked part-time is fixed. At the same time, employees of large organizations, according to the law, can request

part-time work from the employer, at the same time, the employer is obliged to provide justification in case of refusal. The difference in average wages between full-time and part-time workers is negligible or non-existent. Part-time employees receive overtime if it is stipulated and stipulated in the individual employment contract. In turn, part-time workers make proportional contributions to social insurance in exchange for proportional benefits.

According to the Payoneer report for 2018, 23% of freelancers surveyed around the world maintain 40 hours of working time per week, only 10% of freelancers work over 60 hours.



Figure 1. Number of hours worked by field of activity

According to Fig. 1, freelancers work the most hours in finance, management, HR, and the least in law.[8]

Non-standard employment refers to employees who work part-time or in an unstable job. Self-employed workers and persons who are not part of the workforce were not included in the study.

According to the OECD Employment Outlook 2020: Worker Safety and the COVID-2019 Crisis,

non-standard employment defines workers who work part-time, usually less than 30 hours a week at their main job. Workers with non-standard trajectories of dependent employment make up a significant part of dependent employment. As can be seen from Figure 2, on average for the 26 European OECD countries for which data are available, standard dependent employment is 22% of workers, part-time employment is 16%, and unstable employment is 6%.[9]

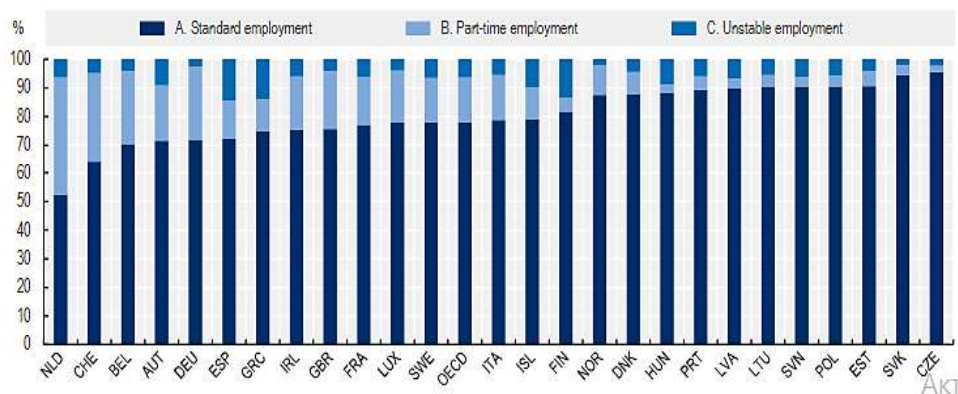


Figure 2. Share of workers in OECD countries according to data for 2016-18

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In OECD countries, a large proportion of workers in countries legally work in one firm, but in practice work in another. For example, cleaners, security guards and cafeteria employees often physically work on the territory of the same company, but their legitimate employer is a third-party company providing support services.

Such tripartite labor relations, which are often referred to as "internal outsourcing", are growing in many OECD countries. Internal outsourcing can help increase productivity and employment, but workers in some low-paid professions, when hired by third-party contracting firms, tend to earn less than those employed in similar, but domestic jobs.

This suggests that internal outsourcing can be an important factor of inequality.

According to OECD estimates, according to a report published in 2017, partial (part-time) employment and fixed-term labor contracts are insufficiently applied in Kazakhstan: only about 2.7% of employees are employed for 30 hours a week, and less than 5% of employees have fixed-term contracts. It should be noted that less than 9% of young people

aged 15 to 24 are employed on the basis of temporary (fixed-term) contracts, which is significantly lower than in OECD countries - about 25%.

A significant part of informally employed and self-employed persons in Kazakhstan earn their livelihood at the subsistence level, and many of them belong to the category of "unproductively self-employed", that is, unregistered individual entrepreneurs employed in a personal subsidiary farm, whose average monthly income is less than the subsistence minimum of the region in which they live. [10]

The current structure of global Gross domestic product (GDP) demonstrates significant structural shifts and the shift of benchmarks from industrial production to the service sector. In developed economies, the share of the employed population in the service sector out of the total number is more than 60%. [11] The number of employed people in the service sector is growing in Kazakhstan than in the fields of industry and agriculture. In Figure 3, according to the data of the Bureau of National Statistics for 2016-2021, this can be demonstrated as follows:

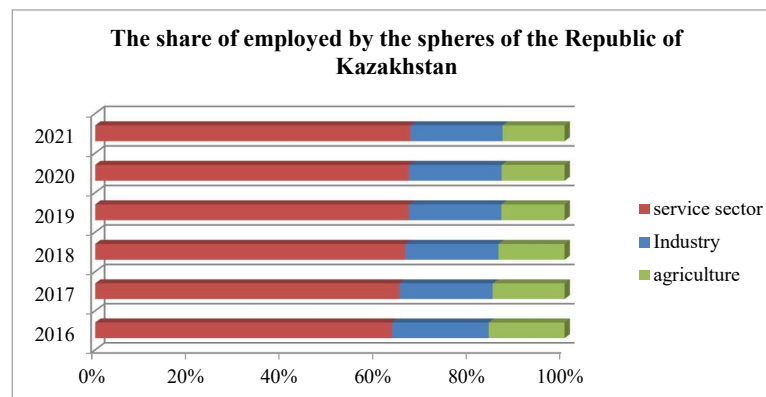


Figure 3. The share of employed by the spheres of the Republic of Kazakhstan*

* Compiled by the authors based on the source [12]

If in 2016 the number of people employed in the service sector was 5401589 people, then in 2021 - 5907393 people. Which is 63,2% of the total number of employed in 2016, and 67,1% in 2021, respectively. The presented data are a vivid example of the deindustrialization of the economy, characterized by a reduction in the number of people employed in the industrial sector and an increase in the service sector. In Figure 4, in 2016, the number of people employed in the industry of the Republic of Kazakhstan amounted to 20,6%,

and in the service sector – 63,2%. Where, as of the end of 2021, the number of people employed in industry amounted to 19,7% of the total number by type of activity and 67,1% in the service sector.

Currently, in Kazakhstan, borrowed labor, or leasing of personnel is not regulated by law and traditionally causes a negative reaction among civil society. However, this type of work allows employees to gain work experience and the opportunity to switch to stable, permanent employment. [13]

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Another form of employment is internal outsourcing, which has its advantages, but at the same time involves risks. For example, a leading firm can take advantage of higher productivity or cost savings by transferring services to other firms. This can lead to increased productivity and increased earnings of employees remaining in the leading firm. However, there is also a risk that outsourced workers will end up with lower wages and worse working conditions.

For the quality of work, it may also matter whether a person is hired directly by a leading firm or a third-party contractor: some employers pay more, provide better moral benefits and provide greater job security. Thus, the growth of internal outsourcing may have important implications for overall inequality and well-being.

The development of information and communication technologies influence the creation of new forms of work, for example, work through Internet-platforms or mobile applications. Given that non-standard forms of employment are influenced by many factors, it is not surprising that the dynamics of their use differs in different countries.

Currently, in Kazakhstan, the interactions of

two parties, an employee and an employer, are designated, which can be expressed as remote work or combined remote work (Labor Code).

But unfortunately, there are still no legal measures to regulate relations and identify freelancers. We believe that, first of all, the interest in this group of workers should be comprehensively studied both from the point of view of identifying and providing social guarantees in case of temporary disability. Secondly, for this group it is necessary to account for income for the purpose of tax deductions to the local budget. Since according to the report of JSC "Halyk Finance" for 2019, for the first time since 2005, the number of persons making social contributions exceeded 52% of the total employed population, whereas previously it did not exceed 47%. [14]

As can be seen from table 1, Ukraine, Russia, Belarus, Kazakhstan, Moldova are among the top five leaders-countries where freelancers live. In other countries, such as Armenia, Uzbekistan, Kyrgyzstan, Azerbaijan, Latvia, Georgia, the smallest number of freelancers live. This may mean either that remote work is not yet sufficiently developed in these countries, or that it is focused on other types of digital platforms or markets.

Table 1

Country of residence of online workers from the former Soviet Union*

Countries	One of largest Ukrainian platforms Freelancehunt.com		One of largest Russian platforms Fl.ru	
	Number of freelancers, 2019	Percentage of the total, 2019	Estimated number of freelancers, 2014	Percentage of the total, 2014
1	2	3	4	5
Ukraine	262994	63	390000	26
Russia	127810	31	990000	62
Belarus	10637	3	66000	4,4
Kazakhstan	6962	2	31500	2,1
Moldova	2432	0,6	22500	2
Armenia	2078	0,5	7500	0,5
Uzbekistan	1934	0,5	18000	1,2
Kyrgyzstan	1198	0,3		
Azerbaijan	754	0,2		
Latvia	504	0,1	22500	1,5
Georgia	456	0,1		

* Compiled by the authors based on the source [15]

Despite the increasing number of freelancers in Kazakhstan, it was only after the COVID-2019 pandemic that the issue of regulating labor relations between an employer and an employee using information and communication technologies began. In turn, neighboring states such as Russia, Belarus,

and Ukraine are considering using not only methods, but also methods of remote work, including on digital platforms.

Conclusion. Summarizing the above, it is necessary to note the radical changes that have occurred in the structure and form of employment

of the population of post-industrial society. We can talk about the emergence of flexible and changeable forms of interaction between labor market actors, which, compared with traditional ones, can be called non-standard.

Consequently, Kazakhstan needs to outline its trajectory of increasingly significant new forms of employment proposed by the Eurofund, which exist to one degree or another in most of the fund's member states, which contributes to reducing employers' costs and increasing the flexibility of the labor market. Special attention should be paid to legal and economic mechanisms for regulating labor relations of new forms of employment.

The analysis shows that Kazakhstan actively uses information and communication tools and methods of promotion in the labor market using online platforms both domestic and foreign. Considering the foreign experience of using digital online platforms, government agencies may face a number of problems related to "closed" digital

platforms on which online work can be offered to a limited number of users invited by the owners of the platform. Or the transfer of employees' activities through online outsourcing to customers through other social networks.

In this regard, it is necessary to identify a number of conceptual and measurement problems with their subsequent solution:

1. Improvement of legal norms on regulation of new forms of employment of the population;
2. Registration of employees engaged in remote work, including freelancers working on digital platforms.
3. Development of a system of social guarantees and a regulatory mechanism for persons engaged in entrepreneurial activity.

The solution of these directions will allow developing non-standard forms of employment of the population in the national labor market and standardizing regulatory and legal norms to support them.

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ҚАЗАҚСТАНДА ХАЛЫҚТЫ ҚАМТУДЫҢ СТАНДАРТТЫ ЕМЕС НЫСАНДАРЫН ДАМУДЫҢ МӘСЕЛЕЛЕРІ МЕН ПЕРСПЕКТИВАЛАРЫ

Андапта

Зерттеудің мақсаты Қазақстанда халықты жұмыспен қамтудың жаңа нысандарын сәйкестендіру үшін стандартты емес жұмыспен қамту нысандарын анықтау бойынша әлемдік тәжірибені зерттеу болып табылады. Мақалада Қазақстанның еңбек нарығының даму ерекшеліктері, тенденциялары мен заңдылықтары анықталды; еңбек нарығында бар мәселелер анықталды; өзін-өзі жұмыспен қамтыған халықты реттеу бойынша ұсынымдар әзірленді. Көптеген шет елдердің еңбек нарығында жұмыспен қамтудың дәстүрлі нысандарымен қатар қызмет ететін жұмыспен қамтуды ұйымдастырудың құрылымы мен түрлеріндегі өзгерістер айқындалады.

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Ғылыми әдебиеттерде халықты жұмыспен қамтудың жаңа моделіне көшумен байланысты мәселелерге ерекше көңіл бөлінбейді. Жұмыспен қамтудың жаңа нысандары экономиканың жоғары дамуының көрінісі болып табылады және сәйкесінше осы елдерде тұрып жатқан адамдардың кірістерімен.

Алайда, дамушы елдерде жұмыспен қамтудың жаңа нысандарының таралуын анықтауға болады. Осыған байланысты, біз елімізде жұмыспен қамтудың жаңа нысандарын қалыптастыру бойынша негізгі траекторияларын анықтауға тырысамыз. Ол үшін біз халықаралық еңбек ұйымы (ХЕҰ), экономикалық ынтымақтастық және даму ұйымы (ЭЫДҰ), Еурофонд және ҚР Ұлттық статистика бюросы есептерінің деректерін пайдалана отырып, шет елдер үлгісінде жұмыспен қамту нысандарына талдау жүргіздік. Сонымен қатар, фрилансерлердің отандық еңбек нарығындағы рөлін анықтауда өсіп келе жатқан қажеттілікті, цифрлық еңбек платформалары арқылы өз қызметін жүзеге асыруда жаңа әдістерді қолдануды көрсетуге тырыстық. Осыған байланысты бірқатар тұжырымдамалық және өлшемдік мәселелер белгіленді, олардың бірі - цифрлық еңбек платформалары арқылы фрилансерлердің жұмыс істеуі.

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ПРОБЛЕМЫ И ПЕРСПЕКТИВЫ РАЗВИТИЯ НЕСТАНДАРТНЫХ ФОРМ ЗАНЯТОСТИ НАСЕЛЕНИЯ В КАЗАХСТАНЕ

Аннотация

Целью исследования является изучение мирового опыта по определению нестандартных форм занятости для идентификации новых форм занятости населения в Казахстане. В статье выявлена специфика, тенденции и закономерности развития рынка труда Казахстана; определены проблемы, которые существуют на рынке труда; выработаны рекомендации по регулированию самозанятого населения. На рынке труда многих зарубежных стран определяются изменения в структуре и в формах организации занятости, функционирующие наравне с традиционными формами занятости. Новые формы занятости являются отражением высокого развития экономики, и соответственно высоких доходов граждан, проживающих в этих странах. Однако, можно идентифицировать распространение новых форм занятости в развивающихся странах.

Анализ научных публикаций, посвященных вопросам нестандартной форме занятости, позволил сделать вывод о том, что вопрос о гибкости рынка труда до сих пор остается дискуссионным. В этой связи, мы постараемся определить ключевые траектории по формированию новых форм занятости в стране. Для этого мы провели анализ форм занятости на примере зарубежных стран, используя данные отчетов Международной организации труда (МОТ), Организации экономического сотрудничества и развития (ОЭСР), Еурофонда и Бюро национальной статистики РК. А также попытались продемонстрировать растущую потребность в определении роли фрилансеров на отечественном рынке труда, применение новых методов в осуществлении их деятельности через цифровые трудовые платформы. В этой связи, обозначили ряд концептуальных и измерительных проблем, одна из которых - работа фрилансеров посредством цифровых трудовых платформ.

