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STATE POLYSY OF THE REPUBLIC OF KAZAKHSTAN IN THE EMPLOYMENT SECTOR

The purpose of this work is to analyze the implementation of the state policy of the Republic of Kazakhstan in the field of employment of the population and develop recommendations for improving the employment policy, taking into account world experience. This article examines the problem of employment of the population, which is considered all over the world as one of the most priority problems, since it is associated primarily with the prospects for social stability of the state. The methodological basis of the problems discussed in the article is the research of domestic scientists on this problem.

The article analyzes the dynamics of the main indicators of the state of the labor market in the Republic of Kazakhstan. The results of the implementation of the Program for the Development of Productive Employment and Mass Entrepreneurship are considered, the purpose of which is to create an effective system for obtaining professional skills and qualifications in demand in the labor market, the development of mass entrepreneurship, and the creation of an effective model of labor intermediation.

To solve these problems, practical recommendations were proposed aimed at increasing the efficiency of government regulation and promoting employment. Such measures will help not only mitigate direct job and income losses for businesses and workers, but also prevent further shocks in terms of both supply (for example, due to a drop in worker productivity) and demand (decrease in consumption by workers and their families), capable of leading to a protracted economic recession. Public policy responses to protect employment in the short term must be strong, including a mix of monetary policy, subsidized access to finance, and targeted public employment policies.

Keywords: *unemployment, flexible employment, self-employed population, labor market, social sphere, employment center, electronic labor exchange, development of productive employment, labor mobility, labor force.*

Кілт сөздер: *жұмыссыздық, икемді жұмыспен қамту, өзін-өзі жұмыспен қамтыған халық, еңбек нарығы, әлеуметтік сала, жұмыспен қамту орталығы, электронды еңбек биржасы, нәтижелі жұмыспен қамтуды дамыту, жұмыс күшінің ұтқырлығы, жұмыс күші.*

Ключевые слова: *безработица, гибкая занятость, самозанятое население, рынок труда, социальная сфера, центр занятости, электронная биржа труда, развитие продуктивной занятости, мобильность трудовых ресурсов, рабочая сила.*

Introduction. Issues of prospects for the development of employment in the Republic of Kazakhstan in the context of global challenges and dynamic changes in the world labor market, issues of the ongoing transformation of the labor market and related challenges and opportunities, issues of digitalization of the labor market infrastructure, issues of formalization of employment are among the most urgent in Kazakhstan. Kazakhstan should form, in response to new challenges, its social and labor policy to manage the ongoing changes.

In order to improve the state policy in the field of employment of the population in the Republic of Kazakhstan, certain tasks have been set, aimed at taking measures that contribute to the creation

of conditions for a fuller and wider use of the potential of labor and business activity of able-bodied citizens, which counteract the impoverishment of the population and large-scale unemployment.

The article publishes the relevance, theoretical and methodological approaches to solving employment problems. The development of the labor market and productive employment is a key factor in the growth of incomes and the well-being of the population. In this regard, the provision of quality employment is a priority task of the state policy of Kazakhstan. Along with this, the ongoing changes, their complexity and dynamism require a detailed analysis and assessment of the state and trends of employment, the development and adop-

tion of appropriate measures to regulate and ensure employment of the population.

In connection with the above issues, the relevance of the study of the state policy of the Republic of Kazakhstan in the field of employment with the study of world experience and comparative analysis with the possibility of offering practical recommendations for the development of the state employment policy follows.

Literature Review. The labor market in Kazakhstan is regulated by the state through state employment programs. All subjects of the labor market-workers, employers, trade unions, the state and other participants must harmonize their interests in the market and determine their policies. State employment programs, solving this problem, constantly improve the process, achieving the set goals at every stage. In this regard, it is necessary to determine the problems of the labor market at each time stage [1].

The theoretical basis of the studied problems in this article is the research of foreign and domestic scientists on this issue. The informational basis of the study was the data of the Committee on Statistics of the Ministry of Economy of the Republic of Kazakhstan and the results of the authors' research. The methodological basis of the study is a systematic approach, abstract-logical, economic-statistical methods of studying economic processes.

In Kazakhstan economic science, various socio-economic problems of labor, employment, unemployment, labor market regulation were studied by scientists S.Kh. Bereshev [2], A.M. Kurasova [3], Zh.A. Kulekeyev [4], B.L. Tatibekov and others [5].

The monograph by Zh.A. Kulekeyeva is devoted to the study of the evolution of the formation and development of the labor market over the years of independence under the influence of political, economic factors, analyzed and identified the main disproportions of the labor market, assessed the prospects for the development of the labor market and employment in Kazakhstan. Thus, an analysis of the literature on the problems of state employment policy shows that there is a need to study state employment policy.

Main part. In 2020, the world is faced with an unprecedented crisis that has affected every economy, every business and every person's life. The COVID-19 pandemic began suddenly and remains unpredictable, until now, economic activity primarily depends on the epidemiological situation in the country. The labor market was not ready for such a "blow" either, which was forced to quickly adapt to the ongoing changes. Many enterprises have a need to reduce their staff or send employees on indefinite vacations, reduce working hours or transfer employees to a remote work format. Employment is one of the main sources of income for the population, therefore COVID-19 has led to a high risk of loss of welfare of citizens [6].

Large-scale changes took place in all areas, including the labor market. Many enterprises were forced to suspend production due to a lockdown, which negatively affected the activities of enterprises, many people lost their jobs and found themselves in a situation of unemployment (Figure 1).

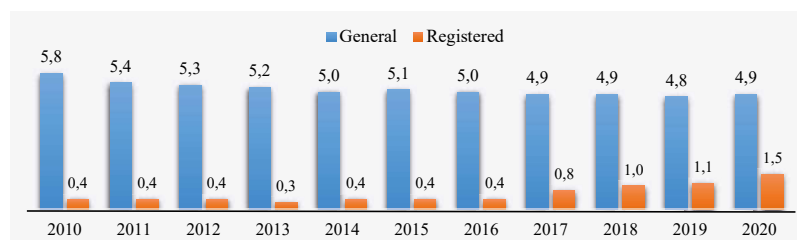


Figure 1. Dynamics of total and registered unemployment, % [6]

On average, the gap between general and registered unemployment in Kazakhstan is more than 50%. Despite the fact that this trend has continued since independence, the last five years have seen a narrowing of this gap. There are several reasons for the large gap between total and registered unemployment:

1) Lack of material incentives.

2) Hope to find a job on your own.

3) Difficulties in registration and further procedures.

4) Poor quality of services provided.

5) Lack of information. In 2020, the number of registered unemployed amounted to 334.5 thousand people, which is more by 85.9 thousand people

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(+ 35%) in comparison with 2019. During the height of the pandemic, citizens who lost their jobs were actively registered as unemployed in order, first of all, to receive social benefits for the loss of their jobs. Thus, the increase in the number of registered unemployed during the quarantine period was 126%. The number of the employed

population increased by 178.6 thousand people to 8732.0 thousand. In 2020, the number of the labor force aged 15 years and older reached 9.2 million people. In the total labor force, the urban population amounted to 5.3 million people (57.7%), women - 4.5 million people (48.8%) (Table 1).

Table 1

Main characteristics of the labor force in the Republic of Kazakhstan, 2016-2020*

№	Indicators	2016	201	2018	2019	2020
1	Population (aged 15 and above), thousand people	12853,8	12954,7	13045,9	13425,3	14357,7
2	Labor force (aged 15 and over), thousand people	8998,8	9027,4	9138,6	9221,5	9180,8
3	Employed population, thousand people	8553,4	8585,2	8695,0	8780,8	8732,0
4	Employees, thousand people	6342,8	6485,9	6612,5	6681,6	6686,7
5	Self-employed workers, thousand people	2210,5	2099,2	2082,5	2099,2	2045,4
6	Unemployed population, thousand people	445,5	442,3	443,6	440,7	448,8
7	Unemployment rate, percent	5,0	4,9	4,9	4,8	4,9

* Official Internet resource www.stat.gov.kz of the Committee on Statistics of the Ministry of National Economy of the Republic of Kazakhstan [7]

The country's economy employed 8.8 million people. The employment rate for the labor force reached 95.1%, for the population aged 15 and over – 61%.

Among the employed population, the number of hired workers amounted to 6.7 million people or 76%, self-employed people – 2.0 million people or 24%. In the total number of the employed population, the number of men amounted to 4.5 million people, or more than half, women – 4.2 million people (48.5%).

The number of the self-employed population decreased by 53.8 thousand people compared to last year, due to the pandemic. The number of hired employees grew annually, in 2020 compared to 2016, the increase amounted to 391.8 thousand people. In 2020, the unemployment rate was 4.9%. Nevertheless, overcoming unemployment is one of the important socio-economic problems at the present stage of development.

State support measures for young people have been updated and two new instruments have been developed: the projects "First Workplace" and "Contract of Generations". The introduction of the first project will allow citizens under the age of 29, who have no work experience, to find a job in their first job.

The second project provides for employment with the subsequent replacement of an existing employee who has reached retirement age. Young people, able-bodied members of large and low-income families, able-bodied people with disabilities will have an advantage in employment under these projects.

In 2020, a set of operational measures was taken in a timely manner to ensure employment of the population. 649 thousand people became participants of the Enbek State Program. Including unemployed young people make up more than a third of the participants (32%) or 211 thousand people, 277 thousand women or 43%. In total, 437 thousand people were employed, including 319 thousand people or 73% for permanent jobs. The subsidized jobs employed 210 thousand people. The training (short-term courses, TVE, "Bastau Business") covered more than 70 thousand people, including the basics of entrepreneurship under the project "Bastau Business" – more than 33 thousand people. 12,700 preferential microcredits and 44,900 non-repayable government grants were issued for the implementation of new business ideas. Including 1.4 thousand microcredits were issued

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to large and low-income families. The recipients of microcredits created 13.7 thousand additional jobs. 5.8 thousand people moved to the northern regions, including 2.5 thousand of working age covered by active employment measures.

In 2020, a new anti-crisis program, the Employment Roadmap, was adopted and implemented. "The roadmap provided employment for another 239 thousand people while implementing 6.7 thousand infrastructure projects. Within the framework of state programs and the implementation of private initiatives, 559 thousand jobs have been created, of which 386 thousand are permanent. In general, by the end of the year, more than 1.4 million people were covered by employment measures, including 783 thousand employed for permanent work. The unemployment rate in the 4th quarter of 2020 was 4.9%.

The government plans to cover more than 700 thousand people with active employment measures for 2021, including:

- within the framework of the Bastau Business project, 30 thousand people will be trained, of which 6 thousand are young people;
- through the Electronic Labor Exchange, 5 thousand unemployed people will be trained in the skills that are in demand, at the request of employers.

In terms of youth employment, it is also planned:

- to cover the project "First workplace" 1.5 thousand people;
- to provide 10 thousand state grants. At least 85% of orphans will be employed by employment centers. The share of employed persons with disabilities of working age will be increased to 24%.

The implementation of the Employment Roadmap is also ongoing. In 2021, 331 projects are planned, with the creation of more than 27 thousand jobs, including more than 10 thousand permanent ones after the completion of the projects.

The developed National Project for the Development of Productive Employment and Mass Entrepreneurship "YEBEK" will be aimed at:

- support for the employment of target groups of the population through accented instruments;
- development of skills of the workforce in accordance with the requirements of the economy through on-the-job training and online training;
- support for the creation of jobs in the private sector through microcredit for the development of anchor cooperation and production chains in regional economies.

The implementation of the planned measures to promote employment will prevent the growth of unemployment, while maintaining at the level of no more than 4.9% [8].

Despite the achieved results, some areas of the Program still require further improvement.

Conclusions. Timely, large-scale and concerted policy efforts are needed to support employment and incomes, stimulate the economy and stimulate labor demand. Such measures will help not only mitigate direct job and income losses for businesses and workers, but also prevent further shocks in terms of both supply (for example, due to a drop in worker productivity) and demand (decrease in consumption by workers and their families). capable of leading to a protracted economic recession. Public policy responses to protect employment in the short term must be strong, including a mix of monetary policy, subsidized access to finance, and targeted public employment policies.

Key areas of action:

1) Support for jobs and employment. First, workers, employers and their families must be protected from the threat to their health from COVID-19. Both in the workplace and in the places where people live, protection measures must be introduced and, if necessary, strengthened, which will require wide public support and large investments. It is necessary to support jobs and maintain employment in areas at risk of the impact of COVID-19. In Kazakhstan, according to preliminary data, at least one third of the entire workforce is feeling the impact of the crisis, and this primarily concerns 3.3 million working in small enterprises.

Least feel the impact of the crisis: highly qualified workers who can painlessly switch to remote forms of employment (IT sector, education, science, consulting). The impact of the crisis is less felt: those sectors that are at the forefront of the fight against the pandemic: doctors, law enforcement officials, housing and communal services workers. The impact of the crisis is felt the most: 37% of the workforce or more than three million people: the informal sector, the self-employed, the hotel sector, the restaurant sector, and public catering. Support for jobs can be realized through the provision of compensation for shorter working hours or temporary funding for workers who are forced to stay at home.

2) Social protection of the most vulnerable segments of the population.

It is necessary to develop special targeted measures for the most vulnerable groups of workers, including self-employed, working in conditions of reduced working hours or temporary workers, since in their mass they are not eligible for unemployment or temporary disability benefits and are more difficult than others to be covered by social security. Introduction, along with the existing social benefits in case of loss of work, unemployment benefits for those segments of the population that were not covered by social insurance. It is important to note that applications for social benefits can help provide additional information about employment, the labor market in general and the real income of the population in order to develop and implement more effective government labor market policy in the future.

3) Support for enterprises (in the service sector). Small and medium-sized businesses need direct assistance: compensation for job retention, subsidized loans, tax deferral. It is necessary to stimulate the promotion of business in the online format, adaptation to digital technologies. First of all, it is necessary to subsidize the wages of workers in small enterprises, while maintaining old jobs or creating new ones.

4) Deep institutional and political reforms are another prerequisite for accelerating economic recovery due to increased demand and ensuring the necessary resilience through an effective system of universal social protection, which in themselves can act as stabilizing factors in the economic and social spheres. It will also help rebuild trust in government institutions and authorities. It is necessary to ensure the complete digitalization of public services and the provision of high-quality and relevant data on the labor market to the population. It is necessary to modernize the labor market infrastructure. As already noted, a significant part of the population conducts an independent job search, rarely turning to employment centers and, as a result, not everyone is able to find work in accordance with their profession, and employers, in turn, do not find the necessary specialists. Thus, it is necessary to continue work on further modernization, and possibly transformation of employment services, electronic labor exchange.

In general, all these measures should set as their goal an increased return to the economy of each tenge invested by the state by supporting production and saving the population's income.

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С.Ж. Нурғалиева, С.Е. Кайдарова

**ҚАЗАҚСТАН РЕСПУБЛИКАСЫНЫҢ ХАЛЫҚТЫ ЖҰМЫСПЕН ҚАМТУ
САЛАСЫНДАҒЫ МЕМЛЕКЕТТІК САЯСАТЫ**

Аңдатпа

Бұл жұмыстың мақсаты Қазақстан Республикасының халықты жұмыспен қамту саласындағы мемлекеттік саясатының іске асырылуын талдау және әлемдік тәжірибені ескере отырып, жұмыспен қамту саясатын жетілдіру бойынша ұсыныстар әзірлеу болып табылады. Бұл мақалада халықты жұмыспен қамту мәселесі зерттеледі, ол бүкіл әлемде ең бірінші кезекте мемлекеттің әлеуметтік тұрақтылығының келешегімен байланысты болғандықтан, ең бірінші кезектегі мәселелердің бірі ретінде қарастырылады. Мақалада қарастырылған мәселелердің әдіснамалық негізін отандық ғалымдардың осы мәселе бойынша зерттеулері құрайды.

Мақалада Қазақстан Республикасындағы еңбек нарығы жай-күйінің негізгі көрсеткіштерінің серпіні талданады. Мақсаты еңбек нарығында сұранысқа ие кәсіптік дағдылар мен біліктіліктерді алудың тиімді жүйесін құру, жаппай кәсіпкерлікті дамыту және «Нәтижелі жұмыспен қамтуды және жаппай кәсіпкерлікті дамыту» бағдарламасын іске асыру нәтижелері қаралды. еңбек делдалының тиімді моделін құру.

Осы мәселелерді шешу үшін мемлекеттік реттеудің тиімділігін арттыруға және халықты жұмыспен қамтуға жәрдемдесуге бағытталған практикалық ұсыныстар ұсынылды. Мұндай шаралар кәсіпорындар мен жұмысшылардың тікелей жұмысы мен табысын жоғалтуды жеңілдетуге ғана емес, сонымен қатар ұсыныс (мысалы, жұмысшы өнімділігінің төмендеуіне байланысты) және сұраныс (жұмысшылар мен олардың отбасыларының тұтынуының төмендеуі) тұрғысынан одан әрі күйзелістердің алдын алуға көмектеседі. Ұзаққа созылған экономикалық құлдырауға әкелуі мүмкін. Қысқа мерзімді перспективада жұмыспен қамтуды қорғауға бағытталған мемлекеттік саясаттың жауаптары күшті болуы керек, оның ішінде ақша-несие саясаты, қаржыға субсидияланған қолжетімділік және жұмыспен қамтудың мақсатты мемлекеттік саясаты араласады.

С.Ж. Нурғалиева, С.Е. Кайдарова

**ГОСУДАРСТВЕННАЯ ПОЛИТИКА РЕСПУБЛИКИ КАЗАХСТАН
В СФЕРЕ ЗАНЯТОСТИ НАСЕЛЕНИЯ**

Аннотация

Целью данной работы является анализ реализации государственной политики Республики Казахстан в сфере занятости населения и разработка рекомендаций по совершенствованию политики занятости с учетом мирового опыта. В данной статье изучена проблема занятости населения, которая рассматри-

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вається во всем мире как одна из наиболее приоритетных проблем, так как она связана в первую очередь с перспективами социальной стабильности государства. Методологической основой обсуждаемых в статье проблем являются исследования отечественных ученых по данной проблеме.

В статье проанализирована динамика основных показателей состояния рынка труда в Республике Казахстан. Рассмотрены итоги реализации Программы развития продуктивной занятости и массового предпринимательства, целью которой является создание эффективной системы получения востребованных на рынке труда профессиональных навыков и квалификаций, развитие массового предпринимательства, создание эффективной модели трудового посредничества.

Для решения данных проблем были предложены практические рекомендации, направленные на повышение эффективности государственного регулирования и содействия увеличению занятости. Такие меры помогут не только смягчить для предприятий и работников прямые потери рабочих мест и доходов, но и предотвратить дальнейшие потрясения в плане как предложения (например, из-за падения производительности труда работников), так и спроса (снижение потребления работниками и их семьями), способные привести к затяжному экономическому спаду. Ответные меры государственной политики по защите занятости в краткосрочной перспективе должны быть решительными, включающие сочетание денежно-кредитной политики, субсидированный доступ к финансам и целевые меры государственной политики в области занятости.

