

УДК 351.83-057.86(477)
No. DOI 10.14746/pped.2014.2.6

Kateryna Glubochenko
Ph.D. in Public Administration,
Petro Mohyla State Black Sea University in Mykolayiv
Tatiana Donchenko
Ph.D. in Public Administration,
Petro Mohyla State Black Sea University in Mykolayiv

THE CONCEPTUAL APPROACH TO THE NOTIONS YOUTH EMPLOYMENT AND UNEMPLOYMENT IN UKRAINE

The article describes main definitions and terms that clarify problems of young specialist's employment in Ukraine with the need of reformation of existent system. Authors come to the conclusions that the state has to intrude the process of selling-buying and rational using of work resource, to control unemployment level, take care of employment, especially youth which are not able to compete. That is why the State employment control is a part of active social and economical policy of the state. The reforming of this system has to be like a creation of strategic direction in order to reorient social defence from just payment of material help to such measures as giving the real right and opportunity to choose job (creating them as much as it is necessary to have healthy competition between the youth) and realization of the potential abilities of young specialists.

Employment is a complex and global problem of the country. That very facts of unemployment lead to increasing of number of negative social factors as: criminalization of youth and committed crimes by them, youth loses its adaptive abilities, youth becomes social empathic and politically and psycho inert, their reproductive abilities are reducing too. Unemployment factor or losing a job very often leads to suicide.

The reforming of this system has to be like a creation of strategic direction in order to reorient social protection from just payment of material help to such measures as giving the real right and opportunity to choose job (creating them as much as it is necessary to have healthy competition between the youth) and realization of the potential abilities of young specialists. Moreover, extra attention should be paid to the rural youth and giving to it social and legal aid.

Keywords: unemployment, employment, State Employment Service, state control of employment, youth work center, young specialists, job market.

Глубоченко К.О., Донченко Т.О. Концептуальний підхід до визначення працевлаштування молоді та безробіття в Україні

У статті розглядаються основні поняття і терміни, які розкривають проблеми, пов'язані з працевлаштуванням молодих спеціалістів в Україні, та зроблено акцент на необхідності реформування існуючої мережі. Автори приходять до висновків, що держава має підходити більш раціонально до впливу на ринок робочої сили, контролюючи рівень безробіття, піклуючись про безробітних та, особливо, про молодь. Саме тому Державний контроль зайнятості населення має розглядатись у якості частини активної соціальної та економічної політики. Реформування цієї системи має відбуватись у напрямку створення стратегії, яка забезпечувала б соціальний захист від матеріальних виплат до таких заходів як надання реальних прав та можливостей вибору робочого місця та реалізація кадрового потенціалу молодих спеціалістів.

Ключові слова: безробіття, зайнятість, державна служба зайнятості, державне регулювання зайнятості, молодіжні центри праці, молоді спеціалісти, працевлаштування.

Глубоченко К.О., Донченко Т.О. Концептуальный подход к определению трудоустройства молодежи и безработицы в Украине

В статье рассматриваются основные понятия и термины, которые раскрывают проблемы, связанные с трудоустройством молодых специалистов в Украине, сделан акцент на необходимости реформирования существующей системы. Авторы приходят к выводу, что государство должно более рационально подходить к влиянию на рынок рабочей силы, контролируя уровень безработицы, заботясь о безработных и особенно молодежь. Именно

поэтому Государственный контроль занятости населения должен рассматриваться в качестве части активной социальной экономической политики. Реформирование этой системы должно развиваться в направлении создания стратегии, которая бы обеспечивала социальную защиту начиная от материальных выплат до таких методов как гарантия реальных прав и возможностей выбора рабочего места и реализации кадрового потенциала молодых специалистов.

Ключевые слова: безработица, занятость, государственная служба занятости, государственное регулирование занятости, молодежные центры труда, молодые специалисты, трудоустройство.

Introduction

The process of passing Ukraine to the market relations has complicated citizens' employment process including the young specialists. Nowadays crisis made this problem more burning and complicated. Such factors as production reduce and problems with product sales influenced negative on employment situation of the country. That is why now employment of the nation is taking special character and becomes very actual.

The state control system consists of 3 levels: a) macro level (the state), b) meso level (region), micro level (economical branch, enterprise, home economy) [1, p.38]. There are many establishments and organizations which differ as for with their ownership status and management which provide employment service to the young specialists on the job market. They are employment centres of state employment service, youth agencies and nongovernmental employment centres, job searching agencies, students' employment departments at the educational establishments, different public organizations and youth work centres.

Statement of research objectives

The purpose of this paper is to analyze main definitions, terms, establishments and organizations which promote help and solve problems of young specialists' employment in modern Ukraine.

Results

Before starting the research of the problem of state policy in a sphere of youth employment in Ukraine it is necessary to give scientific explanation to the main categories and definitions. Such as employment, unemployment, State employment service, youth work centre, state control of employment etc.

The Law of Ukraine "On people employment" defines employment as citizens' activity for the satisfaction of their private and social needs and also provides them with material or other remuneration [2].

According to "Social encyclopaedia" by A. Danilov definition of employment is as follows:

it is reflection of work market functioning in conditions of specific economic infrastructure. Employees are those who work at state enterprises, establishments, organizations, cooperative stores of all kinds, on private enterprises with the collective ownership pattern, at farms and also who have their own business. The encyclopaedia gives information about employees who work on the full time day and part time.

It also gives a list of no employment people as persons who study during their working age and study part time leaving their job; persons who have home enterprises; registered and unregistered unemployed people; women on maternity leave being paid social support until baby achieves 3 years old [3, p.325].

O. Grishanova describes employment in a dictionary "Work economy and social-work relations" as citizens' activity for the satisfaction of their needs according to the law and providing them with earnings (remuneration) [4].

The next explanation of the employment is as activity for the satisfaction of private and social needs and providing material or other profit [5, p. 467].

The book "Social work" by V. Kurbatov defines employment as degree of involved working aged people to the social work, activity connected with satisfaction of private and social needs according to the Ukrainian laws which normally provides profit [6].

Therefore, one can say that employment is people's activity for the satisfaction of private and social needs and which provides for material or other profit. There are different types of employment. They are second, global, effective, not legal, incomplete, not productive, not official, without standards, not regulated, productive [7, p.229].

Let's look at the determination of unemployment. "Social encyclopaedia" by A. Danilova explains it like reflection of not equivalent supply and demand of existent potential employees, their quantitative and quality disparity [3, p.15].

In his dictionary "State regulation of employment" V. Vasilchenko writes that unemployment is a lack of work for some economically active people, because of influence of some objective processes as not proportional developing of productive potential, recurrences of economy development, contradictive character of STP (Scientific Technical Progress), high rates of production modernization, etc. [7, p.223].

Unemployment is a socially-economical situation in society where some part of active workable people cannot find job because supply of employees exceeds the demand on it. Unemployed person in MOP terminology is person 15-70's years old (whether registered with the state employment service or not) who has 3 demands at the same time. They are absence of a job (profit work), looking for a job and trying to organize own business, and able to go to work in two weeks. Also people who are studying from the employment service, have found job and ready to start work, but do not work at the moment [4, p.229].

Above means that an unemployed person is a person who does not have job and profit, he/she is registered with the State Employment Service, looking for a job and ready to start work. There are 3 types of unemployment; they are Structural, Frictional and Cyclic.

To the scientists' considerations developed countries receive 40 % of profit as a result of well developed educational system [8, p.52]. For the said system to work correctly and effectively three components has to work properly and to invest in human recourses, those components are the state, the employers and people. Human capital is such mix of components that lead to productiveness and can be a sort of profit to a person, his family, enterprise and society at all. And youth is that productive category of people that needs to be invested in, developed and employed.

The next determination is State Employment Service in Ukraine. It replaced employment bureau. It acts according to the Ukrainian Law "On citizens' employment" dated March 1st 1991. In addition to that very law it's activity is regulated by normative acts of the Cabinet of Ministers, Verkhovna Rada of Ukraine (the Parliament), the Ministry of Employment and Social Policy of Ukraine, decrees by President of Ukraine and local acts by State employment centre [5, p.5].

Employment centres were established in Soviet Union at 20-es in Ukraine. They were employment centres responsible for employment

and subsidies payment for the unemployed people. From that time employment centres were reorganized a lot with giving them more or less duties.

Modern State Employment Service System (SESS) is created for realization of state employment policy, professional orientation, professional training and retraining and social support of temporally unemployed people [9, p.126].

Therefore, State Employment Service System participates in economical regulation of job market; it also takes responsibility for such a special range as employment of youth and students.

State Employment Service System has some main tasks. They are: help in getting job for people who are looking for a job (for youth also); help to employer in getting appropriate qualified workers; collecting information about demand on workers and its satisfaction; registration of free existent vacations and people who are looking for a job; professional training, retraining and improving of qualification of unemployed people; organize the system of payment for social work; promotion of creation of new jobs for people who are not able to compete equally on the employment market; providing material support to unemployed people and their families.

The next category is youth work centre. The youth work centre is an organization which acts in order to solve problems of young specialists' employment intermediately and their integration to the employment market according to the Cabinet of Ministry decision "On approval of model charter of youth employment centre" dated 24th January, 2001. The aim of centre's activity is to solve youth employment problems, to organize youth activity during the time free from studies, to promote youth initiatives in employment sphere, retraining and improving of qualification for young specialists. The centre cooperates with government, public administration, educational establishments, the medical service system, the social protection system, culture, bodies of internal affairs (police), the state employment service system, the enterprises, organizations and public unities.

The basic centre's tasks are insurance of interests and rights of young citizens on the work market; promotion of youth's employment, professional training, retraining and improving of qualification; organization of youth activity during the time free from studies; involving youth into

the private enterprises with appropriate conditions for their realization as businessmen; giving the services in professional education and adaptation for new occupation; learning the questions on new international and local development and experience in employment and professional study of youth.

According to the Law "On promotion for the social implementation and realization of youth" dated 05.02.1993 the youth work centre is a special state establishment which is created with a purpose of solving youth employment problems, organizing its activity during the time free from studies, to promote youth initiatives in work sphere, retraining and improving of qualification for young specialists.

Article 7 of that law describes that government guaranties equal right for employment of working aged youth. The specialties of juveniles work are regulated by law.

The state provides first job for the workable youth with the terms not less than 2 years after graduation from elementary schools, technical and vocational and higher educational establishments, after finishing the technical and vocational guidance and training and also after leaving from military (obligatory or alternative) duty. 2-year work period is being counted from the start of work even if it was before the start of military duty. If young citizens come to Social Employment Service to find a job they can get free information and professional advice on vacancies, activity, professions and can pass the technical and vocational guidance and training program if it is necessary.

The state promotes to creation of youth work centres and youth public organizations (bureaus, agencies etc.) in order to employ and train youth [10].

The state guaranties the safeguard for the right to employment. A State control of citizens' employment is a purposeful influence of public authorities on the jobs supply and demand correlation all over the country and at some separate territory as well with the help of economical, legal, administrative methods in order to prevent or reduce unemployment and to provide maximum productive employment of working aged citizens [7, p.226].

The State employment control is a part of active social and economical policy of the state.

The state intrudes to the process of selling-buying and rational using of work resource. It

happens because market economy system cannot provide production by the work potential with appropriate high quality, reduce unemployment and provide most of unemployed for decent living [11, p.227].

The state provides for extra guaranties of employment to those who need social protection and cannot compete on the job market, such categories as: workable youth after graduation from elementary schools, technical and vocational and higher educational establishments, after finishing the technical and vocational guidance and training programs; after leaving from military (obligatory or alternative) duty; youth who needs first job; orphans; 15-year old children who works with parent approve [2].

The youth unemployment is becoming now one of the most burning social and economical problems of Ukrainian society. If unemployment increases for 1 % it causes 4 % more in suicides, 5.75 % in murders and 4 % in mental illness according to the research of American scientists [12, p.86].

A list of vacant jobs that was given by the employers to the State Employment System in 2007 included salaries lower then decent living rate in every second vacancy. The work was with hard conditions and at the enterprises where salaries were not paid in time [13].

S. Dziuba offers to provide the State Employment System with a status of independent credit-financial non-commercial organization. He proposes to return to the system of full independence in forming and using of state budget's fund, using that money only for the direct needs, to put control on the use of the money by the public organizations [14].

The issue of employment of school and technical graduates is very urgent. The amounts of such people are always increasing. Demands on workers without professional skills and experience are less from day to day. And reducing of jobs, increasing of part-time jobs and debts on salaries do not the post graduates from technical schools to stay on some productions even if they have already their first jobs. The reasons of low index of youth employment to the quota places are bad economical situation on the enterprises, people refuse to work on that enterprises which do not pay salaries in time, send them to the vacations without payment, lack of work for long periods. All that indexes are more visible now in a time of world economy crisis.

One more negative factor of crisis is emigration of workable citizens, especially young specialists.

One more issue needs also to be reformed. It is an issue when a person graduated from educational establishment does not have any state guaranties for obligatory employment. The reason is that other experienced workers and professionals are more competitive than young specialists. Unresolved policy of state ordering the specialists in some field leads to the surplus of specialists of some occupations. State employment centres has to organize oriented on profession work in time, training and retraining programs in order to prevent these problems. Any changes has to be set up according to the appropriate scientific search, expertise, monitoring of social-working processes, wide informing of citizens and essential professional base.

The youth employment in rural places needs extra attention, because its unemployment numbers are too huge. Young people want to leave for the big cities with purpose to get some well paid job there. State has to develop such programs which can give youth an opportunity to get loans on farming and gardening, etc. That will strengthen villages and will give work to unemployed people.

Unemployment is an indicator of danger. The number of unemployed increases always. Underestimation of unemployment leads not only to the serious economical troubles, but also to the social ones. So it is possible to say that unemployment is dangerous to the whole society.

Conclusions

Unemployed is a person who does not have job and profit; he/she is registered at the State Employment Service, looking for a job and ready to start work. And the employment is people's activity connected with satisfaction of private and social needs and which provides for material or other profit.

Thus, employment is a complex and global problem of the country. That very facts of unemployment lead to increasing of number of negative social factors as: criminalization of youth and committed crimes by them, youth loses its adaptive abilities, youth becomes social empathic and politically and psycho inert, their reproductive abilities are reducing too. Unemployment factor or losing a job very often leads to suicide. Therefore, the state has to intrude into the process of selling-buying and rational

using of work resource, to control unemployment level, take care about employment, especially youth which are not able to compete. That is why the State employment control is a part of active social and economical policy of the state. A lot of organizations are created. They are employment centres of state employment service, youth agencies and nongovernmental employment centres, job searching agencies, students' employment departments at the educational establishments, different public organizations and youth work centres. Such system takes care about all categories of citizens who need employment, but it is necessary to pay more attention to youth as most unsecured category. That is why it is possible to say that the system needs to be reformed in the spheres of work with students, postgraduates and young specialists. It is recommended to pay attention to such aspects as:

- Researching of job market and prognoses in the second-job tendencies;

- Providing payable services to the employers with taking job for the students, postgraduates and young specialists;

- Providing services for youth in searching a job and secure their rights and interests;

- Development of special programs which can give students the opportunity to realization their right to work during time free from studied according to the social interests and employment legislation;

- Providing advice and services in optimum combination of study process with secondary work to the educational establishments;

- Providing the services to the agriculture in season workers;

- Creating advertisement and information systems about job around the youth (continual and by seasons).

The reforming of this system has to be like a creation of strategic direction in order to reorient social protection from just payment of material help to such measures as giving the real right and opportunity to choose job (creating them as much as it is necessary to have healthy competition between the youth) and realization of the potential abilities of young specialists. Moreover, extra attention should be paid to the rural youth and giving to it social and legal aid.

References

1. Beztilesna L.I. Derzhavne reguluvannia zaynatosti (State employment regulation) – Rivne, 2006. – 210 p.
2. Pro zayniatist naseleattia (About employment). Zakon Ukrayiny vid 1 bereznia 1991 r. (The law of Ukraine from 01.03.1991). In Verkhovna Rada Ukrayny : <http://zakon0.rada.gov.ua/laws/show/5067-17>
3. Sotsiologicheskaya entsiklopediya (Sociological encyclopaedia) – Minsk, 2003. – 384 p.
4. Grishanova O.A. Ekonomika pratsi ta sotsialno-trudovi vidnosyny (The work economy and social-work relations). – K.: Znannia, 2006. – 559 p.
5. Yuridichna entsyklopediya (The Judicial Encyclopaedia). – K., 2002.
6. Sotsialnaya rabota (The social work). – Rostov n/D: Feniks, 2000. – 576 p.
7. Vasylchenko. V.S. Derzhavne reguluvannia zaynatosti (State employment regulation). – K.: KNEU, 2003. – 252 p.
8. Genkin B. M. Ekonomika i sotsiologiya truda (Economy and sociology of work). – M., 1998. – 366 p.
9. Sotsialnaya rabota v Ukrayini : pershi kroky (The social work in Ukraine : first steps). – K., 2000. – 236 p.
10. Pro spryannia sotsialnomu stanovlenniu ta rozvytku molodi v Ukrayini (About promoting and social establishment of the youth in Ukraine). Zakon Ukrayiny vid vid 05.02.1993. (The law of Ukraine from 05.02.1993). In Verkhovna Rada Ukrayny : <http://zakon0.rada.gov.ua/laws/show/2998-12>.
11. Ekonomichna entsiklopediya (The encyclopaedia of economy). – K., 2001. – 863 p.
12. Sotsialnaya rabota z ditmi ta moloddu : problemy, poshuky, perspektivy, kroky (The social work with children : problems, ways and prospects). – K.: UDSSM, 2000. – Vyp. 1. – 276 p.
13. Kontsepsiya zagalnoderzhavnoyi programy zayniatosti naseleattia na 2009-2011 rr vid 19.08.2008. (The conception of state employment program on 2009-2011 years from 19.08.2008).
14. Dzuba S.G. Ekonomika pratsi (Economy of Labour) : avtoref. dys. ... d-ra econ. nauk (abstract of thesis of Doctor of Economic Sciences): 08.02.03 ; NAN Ukrayny (NAN Ukraine). Institute for economic of production. - Donetsk, 1998. - 43 p.
15. Pro zatverdzhennia Typovogo polojennia pro molodizhnyi tsentr pratsi (About the improvement of Typical instruction about youth work center). Postanova Kabinetu Ministriv Ukrayiny vid 24.01.2001. № 40. (Resolution of Cabinet of Ministers of Ukraine from 24.01.2001. № 40).
16. Bogyna D.P., Grishnova O.A. Osnovy ekonomiky pratsi (Bases of work economy). – K., 2002. – 313 p.
17. Gritsanov A.A. Sotsiologiya : entsiklopediya (Sociology: the encyclopaedia). – Minsk : Knizhniy dom, 2003. – 1310 p.
18. Kadomtseva S.V. Ekonomicheskie osnovy sistemy sotsialnoy zaschity (Economical basis of Social Defence System) – M., 1997. – 248 p.
19. Skurativskiy V.A., Paliy O.M. Osnovy sotsialnoyi polityky (Basis of social policy). – K.: MAUP, 2002. – 200 p.
20. Sbornik metodicheskikh materialov, dlya teh, kto zanimaetsa sotsialnym vospitaniem, organizatsiyei raboty s molodezhyu «Molodezh Ukrainy, sotsialnie sluzhby dla molodezhi» (The Ukrainian youth, social services for youth). – Vyp. 2. - Kiev – Harkov, 1992. – 173 p.

Section 2.
PUBLIC ADMINISTRATION
AND POLITICAL SYSTEMS
