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Active Employment Policy in Terms of Overcoming the Labor Market Crisis

Активна політика зайнятості в контексті подолання кризи ринку праці

The article analyzes the content of government employment policy in modern conditions, its relationship with the investment, monetary and foreign trade policy, the role of active programs to promote employment for solving the acute problems of the labor market.

It was defined that in the situation of a turbulent economy, employment crisis, and the deficit of the Ukrainian Mandatory State Unemployment Insurance Fund, of particular relevance are measures aimed at creating an attractive investment climate and ensuring the reliability of the banking system, creating real incentives and barriers against leakage of money abroad. It is found that an effective way for employment growth and improvement of its structure is to increase the foreign trade activity of Ukrainian enterprises.

It was proved that in the course of shaping a new paradigm of social and economic development of Ukraine it is necessary to focus on activities aimed at productivity growth, which determines competitiveness of domestic products in domestic and foreign markets, wages, final household consumption, the level and structure of employment.

Keywords: government employment policy, active programs to promote employment, investment, exports, employment, effective demand.

У статті проаналізовано зміст державної політики зайнятості в сучасних умовах, її взаємозв'язок з інвестиціями, грошово-кредитною і зовнішньоекономічною політикою, роль активних програм сприяння зайнятості населення у розв'язанні гострих проблем ринку праці.

Визначено, що в умовах турбулентності економіки, кризи сфери зайнятості, дефіциту Фонду загальнообов'язкового державного соціального страхування України на випадок безробіття набувають особливої актуальності заходи, спрямовані на формування привабливого інвестиційного клімату, забезпечення надійності банківської системи, створення реальних перепон витіканню грошей за кордон, запровадження відповідних механізмів і стимулів. Установлено, що ефективним шляхом до зростання зайнятості населення та вдосконалення її структури є підвищення зовнішньоекономічної активності українських підприємств.

Доведено, що в процесі формування нової парадигми соціально-економічного розвитку України необхідно зробити акцент на заходах, спрямованих на зростання продуктивності праці, від якої залежить конкурентоспроможність вітчизняної продукції на внутрішніх і зовнішніх ринках, оплата праці, кінцеве споживання домашніх господарств, рівень і структура зайнятості населення.

Ключові слова: державна політика зайнятості, активні програми сприяння зайнятості населення, інвестиції, експорт, сфера зайнятості, ефективний попит.

Background. There has been aggravation of the labor market crisis and the increase in the destructive processes in employment as a result of the financial crisis, the need to spend resources on the anti-terrorist operation in the East of Ukraine and multi-year errors in determining the govern-

ment employment policy. The employment rate of the population aged 15–70 decreased to the lowest value in the recent five years (2012 – 59,6 percent, 2013 – 60,2 percent, 2014 – 56,6 percent, 2015 – 56,7 percent, the first half of 2016 – 56,2 percent [1]). The average number of full-time employees of enterprises, organizations and institutions have acquired further negative dynamism and decreased from 9,4 million people in the first half of 2014 and 8 million for the same period in 2015 down to 7,8 million in June 2016 [1; 2, p. 167]. The shadow employment and unemployment among young people under 25 years old has increased significantly.

As a result of drastic cuts of the amount of the single social contribution (SSC) in 2015–2016, there was no replenishment of new businesses what the authorities had expected but rather its transition into the shadow economy.

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In fact, the number of businesses in the Unified State Register of Enterprises and Organizations of Ukraine as of the beginning of the year was as follows (in thousands): 2012 – 1 323, 2013 – 1 342, 2014 – 1 372, 2015 – 1 331, 2016 – 1 160, i.e. during five years they decreased by 12,3 percent [2, p. 245; 3, p. 65]. The decrease in contributions to the Ukrainian Mandatory State Unemployment Insurance Fund (hereinafter – the Fund) resulted in the minimization of active programs to promote employment, brought the essence of the government employment policy closer to that of social maintenance, and made the State Employment Service a cash department. Thus, the share of monetary resources channeled to unemployment benefits by the Fund increased for 10 years from 49,3 percent to 76,1 percent, whereas the financing of active labor market programs in total expenses of the Fund for this period decreased from 17,3 to 7,9 percent.

Failures in the government employment policy contributed to nullifying all efforts to create new jobs, renewal of fixed capital, the wear rate, which in 2014 reached catastrophic dimensions of 83,5 percent [2, p. 252].

Objective. To develop theoretical and practical principles of improving active employment policy designed to overcome the labor market crisis in Ukraine; to develop conceptual approaches to evaluating the economic efficiency of active employment programs for the registered unemployed in the context of new developments and trends in employment in Ukraine.

Analysis of recent studies and publications.

Important methodological problems of the government active employment policy, the role of the employment service in its implementation have been studied in the works by Ukrainian scientists S.I. Bandur, E.M. Libanova, L.S. Lisogor, I.L. Petrova, V.M. Petiukh and others. In particular, the authors of the monograph [4] headed by V.M. Petiukh have developed a method of evaluating its innovative components based on a detailed analysis of approaches and methods for evaluating the effectiveness of the State Employment Service. Studying the system and mechanisms of the government regulation of the labor market, S.I. Bandur analyzed the general principles for its implementation and means to enhance employment policy [5]. I.L. Petrova substantiated the need to shift the government employment policy of curbing unemployment to guaranteeing employment [6].

A significant contribution to the study of active programs to promote employment was made by foreign scientists. In particular, Hilmar Schneider of the Institute for the Study of Labor (currently referred to as the Institute of Labor Economics) in Germany describes the main task of such programs as a means to improve competitiveness of the unemployed in the labor market and increase his chances of finding a job [7, p. 106]. Many researchers are committed to the idea of the leading role of public employment services in implementing active labor market programs. However they insist on the need to refocus the activities of these services, as sometimes they just “skim the cream” – involve the most competitive unemployed in these programs, trying in this way to increase the service performance [8, p. 188].

Theoretical basis of the application of active labor market policies and participation of public employment services in their implementation, as described in the works by these and other researchers, provide the basis for the

study of the government labor market policy and programs to promote employment. Meanwhile, the issues of active employment policy in the situation of crisis and a turbulent economy remain insufficiently studied in Ukrainian and foreign scientific literature, the methodological considerations for the determination of the cost-effectiveness of active programs to promote employment (hereinafter referred to as APPE) are not revealed.

Results and Discussion. The analysis of Ukrainian and foreign scientific literature show that generally, the term *active employment policy* describes a set of legal, institutional and economic activities implemented by the government to expand the scope of application of labor both in macroeconomic dimensions (using the instruments of credit, monetary, fiscal and budgetary, foreign trade, investment policies and others) and at micro level, and also institutional instruments to facilitate placing the unemployed in jobs that are implemented by employment services [9, p. 18].

It is the active nature of government policy in the labor market that is declared in Ukraine, indicating that the government implements an active social and economic policy; ensures the implementation of employment policy through fiscal, monetary, investment, fiscal, social, foreign trade, innovation policies [10, p. 15–16].

But in fact for almost the entire period of market transformation, the government implements an openly simplified labor market policy, which is largely a matter of the activities of the State Employment Service and the Ministry of Social Policy of Ukraine. A vivid illustration of this idea is the Resolution of the Cabinet of Ministers of “On approval of the main directions of the state employment policy for the period up to 2009”, in which the Ministry of Labour and Social Policy and the State Employment Service were identified as the implementing agencies of the absolute majority of activities [11].

Results of the analysis show that the government employment policy does not take into account the main thing: sources and resources that need and should be brought in solving the key problems of the labor market, and the implementation of active employment policy. In the representation powers, and hence in the official documents, state employment is not associated with components of macroeconomic policy, investment, credit, monetary, foreign trade, tax and budget policies. Thus, the current program to promote employment for the period up to 2017, containing 62 positions, wherein there are not identified any specific measures and digital indicators to be implemented in the macroeconomic sphere. Even the paragraph “*To attract investments to ensure the development of priority economic activities and infrastructure*” does not contain any figures [12].

The crisis in employment largely results from small-scale of investment in fixed assets and their imperfect structure. The dependence of employment rate on the level of investment in fixed assets in Ukraine is graphically illustrated in *Figure 1*. To ensure the accuracy of comparison and eliminating the influence of extraneous factors, including the war-related and inflation ones, the analysis covers the pre-war period and investment costs are calculated in prices for 2000.

As can be seen, the nature and dynamics of investments in fixed assets and the level of employment are within striking distance. A certain time lag in changes of employ-

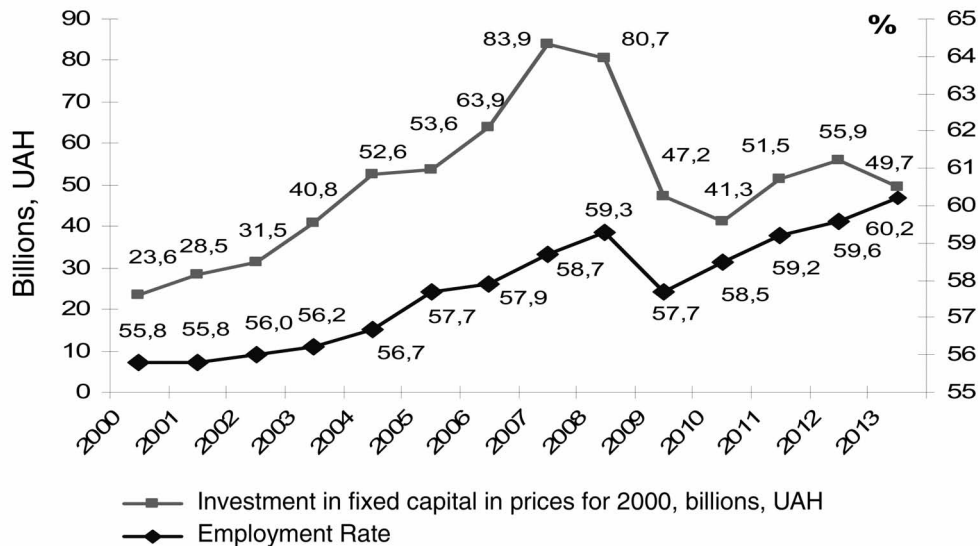


Fig. 1. Interdependence between the level of investment in fixed assets and the employment rate

References: prepared according to the Statistical Year Books of Ukraine for the relevant years.

ment rate from changes in level of investment that took place in 2005–2006 and in 2008–2010 is a natural phenomenon. To transform investment resources into jobs businesses need time for installation and adjustment of equipment, personnel selection, training, searching for suppliers and markets and others. Non-convergent changes in indicators of 2010 and 2012 being analyzed are largely due to demographic reasons (decrease in the number of population aged 15–70 years) and statistical manipulations implying an artificial increase in the number of the employed by classifying part of members of private family farms who were previously considered unemployed persons as the employed population.

Thus, there is every reason to come to conclusion that fully correlates with the Keynesian theory of employment regarding the direct relationship between employment rate and investment costs.

It should be noted that in recent years, despite the need to spend considerable resources on warfare in Eastern areas of Ukraine, investment activity increased. In January – June, 2016 enterprises and organizations managed of finances from all sources worth UAH 119,8 billion of capital investment which 9,6 percent exceeded the amount of the corresponding period in 2015 [1]. But taking into account the cost of creating one job which, according to the National Institute for Strategic Studies, on the average is worth €15,400 [13], those funds did not make any significant effect on employment (they are just able to create 250,000–260,000 jobs for 2 million unemployed persons aged 15–70 years, including 1,7 million unemployed).

Recently among officials and the public, a view that investment activity is largely determined by foreign investment became widespread. But the results of the analysis show that this source of investment is still not a big deal. In 2001–2009 their share did not exceed 5,6 percent of total investments, and in subsequent years it even declined: in 2010 to 2,3 percent in 2012 to 1,7 percent, in 2013 to 1,8 percent [2, p. 252, 410]. Although in the first half of 2016 this figure increased to 3,7 percent [1], there is no reason to expect a significant influx of investment from other countries in the near future. And the reason is not only in hosti-

lities that Ukraine has to conduct in response to external aggression.

It is well known that foreign investments follow national ones, and unfortunately they do not set as a positive example. Moreover, there is a reverse phenomenon: domestic investors channel their funds beyond Ukraine, there creating jobs. Thus, according to official data annual direct investments from Ukraine to economies of other countries from 2000 to 2013 increased 39,5 times (in 2000 – \$170 million, in 2013 – \$6,715 million [14, p. 251]), in 2015 – \$6,210 million of which the EU accounts for over 90 percent [2, p. 413]. In fact, the capital outflows from Ukraine are far larger. Thus, according to Global Financial Integrity (GFI), the organization located in Washington, the annual capital outflow for the period of 2004 to 2013 averaged \$11,6B [15]. These data correlate with the information of Tax Justice Network, the international NGO, regarding the withdrawal of \$167 billion from the Ukrainian economy to the offshore for the period of 1990–2012 [16].

Too high interest rates of commercial banks on loans that often exceed 20–25 percent in domestic currency interfere with the increase of investments. Hence, to further increase capital investment it is necessary to improve the government monetary policy aimed at reducing credit interest rates that are largely determined by supply and demand in the money market. To increase the supply of money, commercial banks poorly use such a powerful internal resource as money owned by people. According to the National Bank of Ukraine, in 2013 people kept on accounts of commercial banks almost UAH 300 billion in the hryvnia equivalent, and outside the banking system – UAH 290 billion and \$89 billion more [17], which in total exceeded (at the exchange rate of the time) UAH 1 trillion. The involvement of these funds in the banking system would help lower interest rates and growth investing.

But the savings in commercial banks are not attractive to people because of a high risk. The banking crisis of the mid 1990-s and 2008–2009, the so-called policy of rehabilitation of the banking system in 2014–2016 that resulted in liquidated 84 commercial banks vitiated confidence of people in it. Given the loss of their savings by many thou-

Table 1. Ukraine's foreign trade in goods [in millions of USD]

Year	Exports	Imports	Net Exports
2000	14 572,5	13 956	616,5
2002	17 957,1	16 976,8	980,3
2004	32 666,1	28 996,8	3 669,3
2006	38 368	35 038,6	3 329,4
2008	66 954,4	85 535,3	– 18 580,9
2010	51 405,2	60 742,2	– 9 337
2012	68 810	84 658	– 15 848
2014	53 901	54 429	– 528
2015	38 127	37 516	611
First six month of 2016	16 623	17 306	– 683

References: prepared according to the Statistical Year Books of Ukraine for the relevant years.

sands of citizens, the banking system is unlikely soon to revive attractiveness of Ukraine's population.

Creating jobs – the basis of employment is restrained by low purchasing capacity of the population, or to put it in terms of the Keynesian theory of employment, lack of “effective demand”. Employment, according to Keynes, is the effective demand function – “the aggregate demand function which becomes effective” [18, p. 57]. Despite the fact that nominal wages in recent years are growing, they do not lead to increased physical amount of consumption because of high rate of inflation. For many years, wages in Ukraine in euro terms have been one of the lowest in Europe. In recent years, the share of wages in the GDP also decreased as follows: in 2012 – 50,5 percent, 2013 – 50,1 percent, 2014 – 46,3 percent [2, p. 213; 3, p. 35].

At low consumption there is no sense for entrepreneurs to expand production and create new capacity as their products will not find their consumers.

Reduced Ukrainian exports have a significant negative impact on employment. Under the provisions of textbooks on economic theories, the link between foreign economic trade and employment is based on the understanding that the growth of exports generates a need for additional labor to produce goods and services for foreign consumers. Figuratively speaking, exports entail creating new jobs (employment growth) and imports of goods that can be produced domestically, reduce the number of employees.

The analysis, made by the author, show that exports and imports of goods have a much greater impact on employment, than exports and imports of services [19, p. 148–149]. In this context, the study of the state of Ukraine's foreign trade in goods that is presented in *Table 1* shows that net exports of Ukrainian goods, the difference between exports and imports, has steadily had negative balance since 2008, excluding 2015.

A large amount of the negative balance of exports and imports of goods undoubtedly had a negative impact on employment. However, it is not only the amount of the export of goods that matters for employment, but also the export structure. Unfortunately, primary and intermediate products dominate in Ukrainian exports. Specifically, in 2015 the share of plant products, mineral products and base metals accounted for 39,3 percent of the total, in the first six months of 2016 – 38,8 percent. At the same time, exports of

processed food products, machinery, electrical equipment was only 16,9 percent, and 16,8 percent in the first six months of 2016 [1]. Such export policies to some extent affect the growth of imbalance in the sectoral structure, and have the negative impact on the employment; particularly they reduce the share of employment in industry and other high-tech industries.

World practice shows that within the framework of active employment policy public employment services usually implement active programs (measures) to promote employment (APPE) aimed to accelerate the placement of the unemployed. In Ukraine, they include the involvement of the unemployed in training programs and career guidance; paid public works; support their business initiatives, as well as the employment of certain categories of unemployed with full or partial compensation for employers of the Single Contribution; mastering job search skills including self-presentation and preparing their own resumes; job fairs and other events where job seekers can meet employers. It should be noted that the usual increase in funding of such programs causes the growth of placement of the unemployed and on the contrary, which is supported by the data in *Table 2*.

Although the rate of placement of the unemployed is determined by many factors, including availability of jobs, occupational consistency of the needs of the economy in the labor force with its supply, the motivation of the unemployed to employment, etc., but in the author's view, it is also the result of the participation of employment service clients in active programs to promote employment. To prove this hypothesis, the author calculated the pair correlation – the Pearson product-moment correlation which in general terms shows the level of linear relationship between two sets of any data [20, p. 51]. The result was a correlation coefficient for paired data set, equal to 74 percent that indicates a high degree of dependence of indicators studied.

As a result of a significant reduction in the amount of the Mandatory State Unemployment Social Insurance Fund of Ukraine, financing possibilities of active programs are reduced. This may affect the further reduction in employment. It should be noted that the idea of maximum involvement of the unemployed in active programs to promote employment dominated in Ukraine for a long time and appropriate quantitative indicators turned into a fetish – the main criteria of the Service and its affiliates.

Commitment to the old methods and tools for assessing efficiency of activities and programs to actively promote employment affected the content of state and administrative (departmental) statistics that prevent, and sometimes – make it impossible to quantify their effectiveness. In particular, current statistics does not include data on the following: placement of the participants of paid public works to permanent jobs; the period of time that job-seekers remain registered with the employment centers after participating in each type of programs; the actual average length of employment of hired persons referred by the Service with compensation of the single contribution to employers, coefficient of business “survival” of recipients of unemployment benefits for business, and others.

The efficacy (usefulness) of active programs should be measured not only by the number of persons involved in them that inevitably leads to the races for the “right” figure, and above all how their use has accelerated placement of the unemployed in suitable jobs. Limited financial resources that the Ukrainian Employment Service currently has in its disposal, dictates the need to ensure such a ratio of the use of various forms and methods of active promotion of employment, which will produce the best result.

The analysis indicates that both abroad and in Ukraine, the effectiveness of active programs to promote employment is determined by two components: the content of the program and its potential to activate the unemployed in specific circumstances and compliance of the program with the individual recipient. Conceptually, the author’s approach is that financing programs to promote active employment makes sense only to the extent that they accelerate the placement of the unemployed and increase their competitiveness in the labor market. Only in this case, their implementation will not increase the expenses of the Fund but will save its money by reducing the number of unemployment benefit recipients and a proportional increase in the number of employees-single social contribution payers.

Application of a new paradigm of implementing active programs to promote employment is associated with the possibility of comparing active employment programs that differ in content and value, selecting those who are under current conditions able to demonstrate the best results per unit of input. To do this, it is necessary to define

the period of accelerated employment of the registered unemployed (reduced period of unemployment) due to participation in active employment programs, as well as how these activities affect the total number of employed persons from among the unemployed registered with the Service. The latter indicator is needed to make sure that the calculations exclude methodological incorrectness. It is known that along with the unemployed citizens involved in APPE to accelerate employment, those who have the opportunity to find a job without this participation often also join in. Employment centers in Ukraine that involve the active unemployed in the mentioned programs for better outputs, as a matter of fact, reassign resources from the clients who primarily require the related services (as without them a search for suitable work can go on for too long time) to those ones who are able to find jobs on their own, without the participation in APPE. That is, to ensure an objective assessment of the cost-effectiveness of the programs, not only job performance programs for their participants should be used, but also the total number of the placed unemployed – the clients of the Service.

The economic gains from the implementation of APPE result from the fact that program participants get to work earlier (hence, they create more national product, pay more taxes and the single social contribution) and cease to receive unemployment benefits.

To exclude participation in these programs of the unemployed who already have job skills and other qualities needed for successful employment, employment centers should improve procedures for the selection of the unemployed for participating in APPE, technology of providing services to clients. First of all, this is about a differentiated approach to clients (so-called “profiling”) – the conditional division of the unemployed into social and psychological groups, according to which they are referred to specific programs. Naturally, the economic efficacy of a program should be considered. It is necessary to involve in these programs the unemployed who are not active enough as early as possible provided there are current or prospective vacancies and shaped readiness for employment.

Efforts to ensure maximum economic efficiency should not be an obstacle to obtaining social benefits from active programs to promote employment, likewise their

Table 2. The effectiveness of funding active programs to promote employment

Year	Cost of APPE, UAH thou.	Proportion of cost of APPE in total expenditures of the Fund, %%	Employment rate of registered unemployed with support from the Service, %%
2006	512 411	17,3	53,6
2007	595 485	16,6	63,6
2008	903 936	19	60,8
2009	744 251	12,5	41,6
2010	1 600 590	23,3	53,8
2011	2 102 301	25,6	54,4
2012	1 308 110	18,9	56,5
2013	1 645 467	15	35,2
2014	690 930	10	33,7
2015	617 858	7,9	31

References: prepared according to the Statistical Year Books of Ukraine for the relevant years.

social and economic efficiency should not be opposed. Despite the fact that currently it is not possible to calculate the quantitative value of social effectiveness of participating in APPE due to lack of relevant statistics, it is necessary, following the philosophy of humanocentrism, to consider the APPE potential of improving competitiveness in the labor market of the program participants through acquisition of new occupational competences and increased motivation for employment.

Conclusions. The interweaving of old and new problems, internal contradictions are typical for the current labor market in Ukraine. The government investment policy becomes of overriding importance for the resolution of the problems of employment, that should be based on effective use of internal resources, especially attracting funds from the general population. In this context activities aimed at creating an attractive investment climate, ensuring the reliability of the banking system, creating real incentives and barriers against leakage of money abroad are crucial.

An effective way to raise employment and improve its structure is to increase foreign trade activities of Ukrainian enterprises. In forming a new paradigm of economic and social development of Ukraine it is necessary to focus on

activities aimed at increasing productivity, that are consistent with its rate of increase in wages, which determines the competitiveness of domestic products in domestic and foreign markets, final household consumption, the rate and structure of employment.

In modern conditions it is important to shift the focus of government employment policy from payment of unemployment benefits to implementation of activities and active programs to promote employment, provided that these activities do not turn into an end in itself, but will be applied in case they will affect the final result – the acceleration of placement of the unemployed. Improved involvement of the unemployed in these programs can be achieved in case of abandoning indiscriminate approach and applying a program-target method of selection – that implies involvement of only those unemployed for whom this participation would really boost employment. The involvement of the unemployed in APPE makes sense only if without this program a person will not be able to find a job in a particular labor market in the near future. In this context it is important to evaluate the economic efficiency programs, which makes it possible to use the programs that provide the best results per unit input in the employment of the registered unemployed.

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Детінізація заробітної плати найманих працівників

De-shadowing of Employees' Wages

Аналізується складне соціально-економічне явище, що дістало назву «детінізація заробітної плати». Досліджено пов'язані з ним вигоди і втрати для діяльності державної влади, роботодавця й найманого працівника. Запропоновано механізми детінізації зарплат, об'єднані в три блоки: економічний, правовий та організаційний.

Ключові слова: детінізація заробітної плати, податкова система, єдиний соціальний внесок, заробітна плата, продуктивність, роботодавець, найманий працівник.

This article presents the analyses of the complex socio-economic phenomenon that was called «de-shadowing of wages». It studied the related gains and losses for the government, employers and employees. The suggested mechanisms for de-shadowing of wages are combined into the following three blocks: economic, legal and organizational.

Keywords: de-shadowing of wages, tax system, single social contribution, wages, productivity, employer, employee.

Постановка проблеми. «Тіньова» заробітна плата є багатограним соціально-економічним явищем, у структурі якого спостерігаються різнобічні сегменти й механізми отримання тіньових доходів. Нині це явище стало однією з найбільш гострих проблем сучасної економіки України, у т.ч. й ринку праці. Наявність реальних «тіньових» зарплат – потужний дестабілізаційний чинник, що відчутно впливає на вітчизняну економіку й соціальну політику.

Оскільки тінізація заробітної плати стосується економічної, соціальної, нормативно-правової та морально-етичної сфер життєдіяльності соціуму й певним чином впливає на них, то механізми перекриття

каналів тінізації заробітної плати й способи її легалізації мають обиратися виважено з урахуванням усіх позитивних і негативних чинників. З огляду на це, причини тінізації заробітної плати можна усунути лише за допомогою комплексу заходів економічного, юридичного й організаційного характеру.

Аналіз останніх досліджень і публікацій.

Дослідженню окремих аспектів «тіньової» заробітної плати та її легалізації присвячені праці В.І. Антипова, В.Д. Базилевич, В.В. Іванюк, Е.М. Лібанової, І.І. Мазур, О.В. Мороза, В.М. Сенцова, Ю.О. Терлецької. Проте остаточно не з'ясовано роль «тіньової» заробітної плати в національній економіці та її гранично допустимі масштаби.

Метою статті є визначення шляхів детінізації заробітної плати.

Виклад основного матеріалу. За даними експертів, в Україні 40–45 % заробітної плати виплачується «у конвертах», через що держбюджет щорічно втрачає десятки мільярдів гривень податків. У тіні, в основному, «ховаються» високі зарплати топ-менеджерів і зарплати в малому бізнесі. Водночас тінізація не торкнулась установ і організацій, що фінансуються за рахунок бюджетних коштів.

Для порівняння: у 27 країнах Євросоюзу частка зарплат «у конвертах» коливається від 1 % до 23 %,

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