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ARCHITECTONICS OF THE CONCEPT OF THE NATIONAL LABOUR MARKET REGULATION

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Introduction: In the current circumstances, an efficient labour market is the main condition for increasing the country's competitiveness and ensuring the sustainable regional development of its territories. At the same time, owing to some unfavourable external environment and negative tendencies, the development of the domestic labour market remains unsatisfactory, and in some areas is even disastrous. In such conditions, it is necessary to formulate a concept of regulation aiming to overcome the crisis phenomena which hinder the development of the national labour market.

Hypothesis of scientific research. Effective formation of the concept of the national labour market regulation in Ukraine has to implement the targeted and competency-based approaches.

The aim of this study is to define the architectonics of the concept of the national labour market regulation.

Research methods: theoretical analysis – to determine the state of disclosure of the research problem in the economical scientific literature, the study of normative and legal documents in the field of state regulation; comparison, classification, generalization – to

define joint characteristics of objects on the basis of processing and interpretation of theoretical sources on the problem of regulation of the labor market.

Results: This article presents the definition of "concept" and the purpose of its formation. It reveals the essence of the targeted and competency-based approaches to the formation of the concept of the national labour market state regulation.

Conclusions: The harmonious combination of targeted and competency-based approaches is the key to effective developing of the concept of the national labour market state regulation. Within the framework of the targeted approach, it is expedient to use the principle of goal-setting, the implementation of which is the primary stage of the formulation of the main objective of the labour market regulation. Furthermore, effective implementation of the competence of a civil servant and the competencies of the state institutions provides a basis for the competency-based approach.

Keywords: concept; national labour market; regulation; targeted approach; competency-based approach.

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**АРХІТЕКТОНІКА
ДЕРЖАВНОГО
НАЦІОНАЛЬНОГО РИНКУ ПРАЦІ**

**КОНЦЕПЦІЇ
РЕГУЛЮВАННЯ**

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Вступ: В умовах сьогодення, головною умовою підвищення конкурентоспроможності держави та забезпечення стійкого регіонального розвитку її територій є ефективний ринок праці. У той же час, під тиском несприятливого зовнішнього оточення та негативних тенденцій розвиток національного ринку праці знаходиться на незадовільному, а по окремих районах катастрофічному рівні. У зв'язку з цим, необхідним є формування концепції державного регулювання, спрямованої на подолання кризових явищ, які гальмують розвиток національного ринку праці.

Гіпотеза наукового дослідження: Ефективне формування концепції державного регулювання національного ринку праці України полягає у реалізації таких підходів як: цільовий та компетентністний.

Метою дослідження є визначення архітектоніки концепції державного регулювання національним ринком праці.

Методи дослідження: теоретичний аналіз – для визначення стану розкриття проблеми в економічній науковій літературі, вивчити нормативно-правові документи в області державного регулювання;

порівняння, класифікація, узагальнення – для визначення загальних характеристик об'єктів на основі обробки та інтерпретації теоретичних джерел по державному регулюванню ринку праці.

Результати: У статті сформульовано визначення поняття "концепція" та мету її формування. Розкрито сутність цільового та компетентністного підходів до формування концепції державного регулювання національного ринку праці.

Висновки. Гармонічне поєднання цільового і компетентністного підходів є запорукою ефективного формування концепції державного регулювання національного ринку праці. В межах цільового підходу доцільним є використання принципу цілепокладання, реалізація якого є первинною стадією формування генеральної цілі державного регулювання ринку праці. Основною компетентністного підходу є ефективна реалізація компетентності державного службовця та компетенцій державних інституцій.

Ключові слова: концепція; національний ринок праці; державне регулювання; цільовий підхід; компетентністний підхід.

Definition of the research problem. The pressure of the unfavourable external environment, inflationary fluctuations, declining volume of industrial production, complex migration processes, general trends of population ageing and other disadvantages thwart the development of the national labour market. At the same time, the theoretical and practical achievements of scientists suggest that the main condition for increasing the country's competitiveness and ensuring the sustainable regional development of its territories is an efficient labour market. Therefore, it is important to devise a concept aiming to overcome the crisis phenomena that hinder the development of the labour market. The complex reform process in the socio-economic, political and social spheres in Ukraine requires the development of fundamentally new measures of targeted impact on the labour market, which are based on rethinking scientific and methodological approaches to the formation of the concept of the labour market regulation. To provide the single direction for state influence on the labour market we consider it expedient to investigate the question of redefining the concept of state regulation which is insufficiently developed at this time and should take into account current circumstances.

Overview of recent publications. The problem of regulation of the labour market and employment was researched by the prominent scientists such as A. Balanda, O. Bilenko, O. Brazhko, I. Burkovskii, Z. Varnalia, O. Gaidash, S. Grigorovich, A. Kabachenko, I. Klymenko, A. Kolot, I. Lukashuk, D. Lukianenko, Y. Marshavin, V. Minenko, V. Movchan, S. Osyka, M. Pausch, I. Petrova, S. Sushko, I. Teron, S. Tyulenev, O. Fedirko, O. Khachatryan, I. Chayka, V. Shapovalov and others. They suggest various directions for overcoming unemployment, stimulating the development of infrastructure elements, reducing poverty in their research writings.

Nevertheless, the analysis of current scientific achievements in this field shows that the regulation of the labour market has been partially investigated without adequate adjusting scientific and methodological approaches. Considering the above-mentioned shortcomings, we believe further scientific research is required in this particular area.

The aim of this study is to define the architectonics of the concept of the national labour market state regulation.

Presentation of the main results. According to the results of scientific researches in the field of public administration theory, dominants of the labour market regulation must be determined by the formulating of a general vision (concept) of the system of the labour market regulations through the scientific and methodological identifying of its crucial components. Such a conceptual understanding of the determining of the regulation dominants will allow us to shape the government's vision for the strategy, mechanisms and long-term measures of the formation of the labour market policy.

We believe that the process of determining of the dominants of the labour market regulation begins with the definition of the architectonics of the process of forming a concept (from the Latin *conceptio* “comprehension, understanding”). In our case, the concept is the author's vision, representation or understanding of the phenomenon, which is reproduced by the paradigmatic profile of theoretical knowledge, synthesized with practical experience, based on the analytical consideration of the functioning of the modern institutional system of the labour market. The concept of the regulation system should focus on three important areas: the growth, protection and development of the modern labour market.

The purpose of formulating the concept is:

firstly, inclusion and synthesis of existing scientific and methodological approaches based on project-targeted and strategic theories of hypothetical or imaginary process management;

secondly, improving the quality of the development and implementation of measures of the state influence on the labour market, which consists in the further development of the complex of particular actions.

It is necessary to mention that the development of the complex of actions cannot be accomplished without the process of formulating the concept. In particular, this mechanism is aimed at performing only process functions, so it has no own control system and is static. Thus, the formulating of the mechanism of state influence on the labour market is the final step in the implementation of management measures within the conceptual scientific and methodological approach and is waiting for the formulating of a concept, ideology or idea. A successful combination of the concept with the mechanism embodies the multiplier effect of planned activities in the labour market and allows us to talk about the effectiveness of the project. Taking into account the theoretical achievements of well-known scientists and the current situation at the labour market of Ukraine, we have managed to formulate the concept of the national labour market regulation in Ukraine, which consists in the implementation of targeted and competency-based approaches.

Further, we will describe in detail these approaches to substantiate our choice of them.

According to fair statements of L.I. Koshkin and M.M. Soloviev, at the heart of a goal-oriented approach to the formulation of the concept reflects the theory of coherent detailing of the selection of goals, sub-goals and objectives of their socio-economic, information technology and other areas of development. It is possible to determine the tools and directions for achieving goals, to balance the allocation of necessary resources, and to get comprehensive control over the implementation of the plan with this approach [1, p. 30]. That is why the targeted approach is mainly applied when there is a need to solve large-scale

problems at the strategic level through comprehensive coordination and purposeful involvement of a large number of performers of different industries and regions, significant volumes of investments, labour, property and other types of resources.

The basis of the targeted approach is grounded on the scientific and methodological statements of well-known scientists, according to which the activity of the state is aimed at achieving the above-mentioned goals, and the effectiveness of such activities is characterized by the degree of achievement of the goals. The theory of the targeted approach (results-based management), the development and implementation of integrated target programs are increasingly spread at all levels (mega-, macro-, micro-, meso-) of management. Therefore, its implementation in the process of formulating the concept of the labour market regulation is entirely relevant. Using the targeted approach, it is expedient to use the principle of goal-setting, which in our case is considered as the initial stage of the formulation of the concept. A holistic philosophy, that is aimed at the joint development of management decisions through the definition of a group of goals, must be used as well. Using goal-setting is the starting point for managing any process and, as a result, it is the most widespread, most accurate and most popular tool in strategic and project management.

Within the concept of the labour market state regulation, the goal-setting envisages the ranking of goals by levels, namely the first level – the general (operational) goal; the second level – tactical goals; the third level is strategic goals. Simultaneously, most scientists distinguish among other methods or approaches of the formulation of goals – the technology SMART (mnemonic abbreviation: "Specific" – specificity, "Measurable" – dimensionality, sensitivity, "Achievable" – feasibility, "Realistic" – realism, "Timely" – timeliness, relevance). It provides an opportunity to determine the specificity of the situation at the labour market by [2–6]:

election of a perspective direction of state influence (tactical steps) taking into consideration the labour market needs;

justification of the criteria of the dimensionality of the results, namely the ratio of costs to a resulting effect;

implementation of the principle of achievability of short-, medium- and long-term goals;

adaptation of current problems solving to the variability of the external environment.

The methodological foundation of implementation of goal-setting using SMART technology is considered as a complex multi-level system process, which involves development and selection of substantial objectives, investigation of their quantitative and qualitative characteristics. At the same time, the chosen goals determine the guidelines for the development of a

strategy or mechanism of the labour market management for the state, serve as indicators for the implementation of management decisions and control their implementation at a specified time.

The main target of goal-setting within the framework of the labour market state regulation should be the achievement of the chief aim in the form of an optimal correlation between demand and supply in the labour market by implementing sub-targets:

effective use of the existing territorial resource potential (economic, natural, labour, social and infrastructural, information, property, financial, etc.);

implementation of foreign experience of the labour market regulation, based on effective employment policy, agreed partnership interaction, effective legislative support, etc.;

determination of the necessary amount of state intervention in the processes of the labour market.

Goal-setting emphasizes the purposeful nature of management activity and provides an opportunity for the governing body to achieve a significant concentration of resources in the framework of a programmatic solution to a particular problem. The principle "goal – resources – result" contributes to increasing of the effectiveness of solving this problem.

Therefore, having investigated recent scientific and methodological approaches to the formulation of the concept of the labour market regulation, we have determined that the targeted approach is the initial step of implementation of the labour market policy.

Scientists draw attention to the fact that it is impossible to get the mastery of the art of the successful use of goal-setting in the concept of the labour market regulation without the presence and involvement of a competency-based approach into public service relations. Coherent and effective combination of competence of a public servant with the competencies of the position guarantees the quality of implementation of all management tasks and to a certain extent, personalizes the result of the civil servant. Competency and competence are a certain reflection of the administrative capital of the state apparatus and a civil servant. To be more precise, we can determine that competence can be applied to the personality of a civil servant (which includes: qualification, professional and personal criteria), and competency – to the position he occupies (professional rights, duties and responsibilities that are assigned to a specialist in accordance with official duties, which are regulated by numerous legal documents) [7, p. 21; 8–10]. From the practical point of view, competency and competence within the framework of the labour market regulation can be represented as follows (Fig. 1).

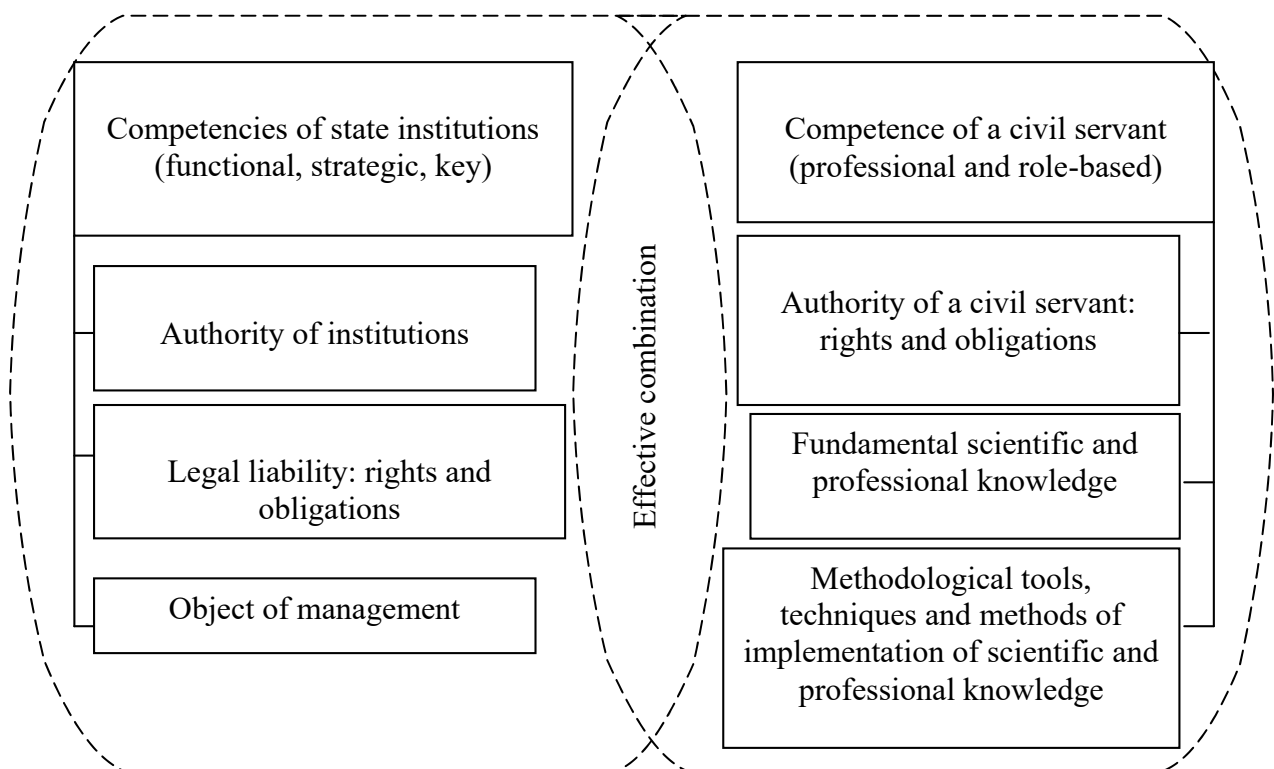


Fig. 1. Components of competency of state institutions and competence of civil servants

Requirements to the competence of a civil servant are reflected in numerous normative-legal acts: the Constitution of Ukraine of 28.06.1996, No. 254к / 96-BP; The Law of Ukraine "On Civil Service" of 10.12.2015 No. 889-VIII; "Directory of typical professional qualification characteristics of civil service positions" dated 09/13/2013 No. 11; Decree of the President "On the Concept of Adaptation of the Civil Service Institution in Ukraine to the Standards of the European Union" of 05.03.2004 No. 278; Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Program for the Preparation and Involvement of Youth in the Civil Service in Local Self-Government Bodies, Creation of Conditions for Its Professional Development" of 10.09.2003 No. 1444; Order of the Main Department of Civil Service "On Approval of General Rules of Behavior of a Civil Servant" of 04.08.2010 No. 214 and a number of other legislative documents.

Competencies of state institutions in relation to the labour market are reflected in the Labor Code of Ukraine of 10.12.1971 No. 322-VIII; Laws of Ukraine: "On Employment of the Population" of 05.07.2012 No. 5067-VI, "On Compulsory State Social Insurance in the event of Unemployment" of 02.03.2000 No. 1533-III, "On Occupational Safety" of 10.1992, No. 2694-XII, "On Collective Agreements and Agreements" of 01.07.1993 No. 3356-XII;

Order of the Ministry of Insurance Policy of Ukraine "On Approval of the Regulation on the State Employment Service" of 15.12.2016 No. 1543, etc.

Simultaneously, specialists in public administration identify inefficiencies in combining the competencies of state institutions and the competence of a public servant. The discrepancy between the domestic legislation and the current reality and European standards, bureaucracy of the state apparatus, low salaries of civil servants leads to the insufficient motivation of civil servants to perform their official duties. There are a number of cases of uneven distribution of professional tasks, causing conflicts between professional competencies and official duties.

There are several peculiarities of the domestic state apparatus such as the extensive growth, which is due to the increase of state functions, the expansion of state influence and the creation of new bureaucratic procedures in the labor market, as well as the increase in the number of civil servants and the cost of maintaining state apparatus.

The most unsatisfactory and important factor that minimizes the effective combination of state competencies and competence, in our opinion, is the existence of a shadow economy and corruption in the state apparatus. Shadow economy, corruption and shadow employment are interdependent categories in the shadow labour market. On the one hand, corruption in the state apparatus is a favorable environment for the shadow economy and shadow employment. On the other hand, shadow employment is a source of labour supply for the shadow labour market and the shadow economy.

Within the framework of the implementation of the competency-based approach, corruption is unacceptable in terms of the effective implementation of the general concept of the labour market regulation. Moreover, the reduction of corruption is one of the main provisions of the documents on European integration of Ukraine. However, recent international researches indicate a chronic corruption in Ukraine over the last several years. According to the analysis conducted in 2017 by the non-governmental international anti-corruption organization Transparency International, the Corruption Perceptions Index (CPI) was calculated. According to this index, Ukraine scored 30 points out of 100 possible and ranked 130th among 180 countries in the world, which is 1 point higher and 1 position higher than last year (29 points, 131 out of 176 countries) [10]. In accordance with this indicator, Ukraine has gained lower positions than Ethiopia, Algeria, Niger, Nepal, Pakistan and other countries with lower rates of socio-economic development. Ukraine got the same number of points as the most problematic countries in the world: Sierra Leone, Iran, Gambia, and others like that.

In 2016, the European Chamber of Accounts recognized Ukraine as the most corrupt country in Europe. In this context, the efficiency and effectiveness

of combining of competences of civil servants and the competencies of labour market institutions are doubtful enough. Corruption in conjunction with bureaucracy and bribery of state officials is a "cancer of the labour market", which results in distortion of the conditions for its functioning, expansion of shadow economic relations, cultivation of shadow schemes and low culture of labour relations.

K.V. Dubich rightly notes that corruption in the labour market is possible due to the abuse of political power for the purpose of obtaining benefits for private purposes. The state power subordinates to private and corporate interests, including the interests of corrupt clans and criminal groups, in corruption cases. This situation leads to shifting the vector of state policy from the solution of issues of national importance – overcoming the problems of shadow labour market and shadow employment, to the realization of private, clan, corporate interests. Functioning of the shadow labour market and shadow employment decrease the efficiency of competencies and competence at the state policy. In fact, there are no real mechanisms of responsibility of officials for failing to fulfill their pre-election programs that leads to formalism, bureaucracy and imitation of the implementation of relevant state programs on the labour market in Ukraine [11].

The recommendations of "Transparency International" developed for Ukraine are capable to improve the state of the economy and the national labour market which is constantly "drifting into the shadows" [10]. In particular, they should include the following steps:

- launch the Anti-Corruption Court and continue of the judicial reform;
- reinforce the capacities of the investigating authorities and stop the inter-departmental struggles;
- approve the legislation on strengthening the authorities of the Specialized Anti-Corruption Prosecutor's Office (SAP) and the National Anti-Corruption Bureau (NABU), grant the right of independent interception to detectives of the NABU. Stop the destructive public confrontation of law enforcement officials and stop the pressure on journalists and activists working in this area;
- restart the National Agency for the Prevention of Corruption;
- introduce new electronic state information systems;
- deprive law enforcement bodies of the right to interfere in economic activity.

Thus, the fight against corruption is the most important condition for the effective implementation of the competency-based approach within the limits of state influence on the labour market. Along with the recommendations of Transparency International to reduce corruption in the labour market, to increase public trust in civil servants and to improve the implementation of competences

and competencies in the labour market, the following measures will be appropriate:

consolidating and coordinating the efforts of civil servants - representatives of the legislative, executive and judicial branches of powers, in the implementation of a state policy aimed at reducing the shadow labour market and shadow employment;

cultivating of law-abiding behaviour by encouraging a negative attitude to shadow employment, wages “in envelopes”, and avoiding taxes. Active propagation of tax morality and social justice among the residents;

formatting of a transparent procedure for public expenditure, and active involvement of all actors of the labour market into discussing possible channels of distribution of financial and investment resources in the labour market, etc.

In addition, taking into account the accelerated trends of Europeanization of Ukraine, it is necessary to create a stable national legislation and adjust it to the EU norms. According to I.M. Cooksa, it is also a possible direction for increasing of foreign investment activity in Ukraine, that is quite necessary for the sustainable development of the national economy and the domestic labour market [12, p. 78]. The main activities in this context should be directed at the development of competence of civil servants – knowledge, skills, abilities, other personal characteristics.

Conclusions. Thus, according to the research, there is the reason to assert that the formation of the concept of the labour market state regulation should be based on targeted and competency-based approaches.

Within the framework of the targeted approach, it is expedient to use the principle of goal-setting, the implementation of which is the primary stage of the formulation of the main objective of the labour market regulation. Furthermore, effective implementation of the competence of a civil servant and the competencies of the state institutions provides a basis for the competency-based approach. The harmonious combination of these approaches is the key to effective developing of the concept of the national labour market state regulation.

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