

МРПТИ 06.77.64

JEL Classification: 21

**STATE EMPLOYMENT POLICY IN KAZAKHSTAN:
CURRENT ISSUES AND DIRECTIONS OF ITS IMPLEMENTATION**

**A. Jussibaliyeva ¹, G. Kunurkulzhaeva ², A. Orynassarova ³,
G. Akhmetova ⁴, N. Baikadamov ⁵**

¹S. Seifullin Kazakh Agrotechnical University, Nur Sultan, the Republic of Kazakhstan

^{2,4}K. Zhubanov Aktobe Regional State University, Aktobe, the Republic of Kazakhstan

³Kazakhstan innovation academy, Semey, the Republic of Kazakhstan

⁵Academician Z. Aldamzhar Kostanay Social and Technical University, Kostanay,
the Republic of Kazakhstan

ABSTRACT

Purpose of research. Study current issues and directions in the implementation of the state employment policy in Kazakhstan. The state employment policy is a qualitatively and quantitatively reasoned tool for regulating and predicting employment, employment and well-being not only in macro-regions, but also in the country as a whole, which determines its high relevance.

Methodology of research. Used methods of macroeconomic analysis of analytical data and statistical indicators, a systematic approach.

Originality/value. The research focus was concentrated on the study and analysis of implementation of state employment policy in the framework of ongoing state programs, actual problems of the labour market and the search their effective solution.

Findings. The formation of Kazakhstan's labor market model and the formation of its main parameters for the medium term until 2020 should take into account not only the current situation on the national labor market, but also the changed situation on the world labor market in the post-crisis period.

Keywords: state employment policy, labor market, employment, productive employment, unemployment, labor resources.

**ҚАЗАҚСТАНДАҒЫ ХАЛЫҚТЫ ЖҰМЫСПЕН ҚАМТУДЫҢ МЕМЛЕКЕТТІК
САЯСАТЫ: ӨЗЕКТІ МӘСЕЛЕЛЕР ЖӘНЕ ОНЫ
ІСКЕ АСЫРУ БАҒЫТТАРЫ**

**А.К. Джусибалиева ¹, Г.Т. Кунуркульжаева ², А.А. Орынбасарова ³,
Г.И. Ахметова ⁴, Н.Т. Байкадамов ⁵**

¹С. Сейфуллин атындағы Қазақ агротехникалық университеті, Нұр-Сұлтан, Қазақстан Республикасы

^{2,4}Қ. Жұбанов атындағы Ақтөбе өңірлік мемлекеттік университеті, Ақтөбе, Қазақстан Республикасы

³Қазақстан инновациялық академиясы, Семей, Қазақстан Республикасы

⁵Академик З. Алдамжар атындағы Қостанай әлеуметтік-техникалық университеті,
Қостанай, Қазақстан Республикасы

АНДАТПА

Зерттеудің мақсаты. Қазақстанда жұмыспен қамтудың мемлекеттік саясатын іске асырудағы өзекті мәселелер мен бағыттарды зерттеу. Жұмыспен қамтудың мемлекеттік саясаты тек макроөңірлердің

ғана емес, бүкіл мемлекеттің деңгейінде жұмыспен қамтуды, жұмысқа орналастыруды реттеу мен болжаудың сапалы және сандық дәлелденген құралы.

Зерттеудің әдіснамасы. Макроэкономикалық талдау әдістері (аналитикалық деректер мен статистикалық көрсеткіштерді), жүйелік тәсіл әдісі қолданылды. Әдістемелік негізді халықты жұмыспен қамту саласындағы заңнамалық құжаттар және Статистика комитетінің деректері құрады.

Зерттеудің бірегейлігі /құндылығы. Зерттеу фокусы мемлекеттік бағдарламалар шеңберінде жұмыспен қамтудың мемлекеттік саясатын зерделеу мен іске асыруды талдауға, еңбек нарығының өзекті мәселелеріне және оларды тиімді шешуді іздеуге, нәтижелі жұмыспен қамтуды және жаппай кәсіпкерлікті мемлекеттік қолдау шараларын зерттеуге және талдауға бағытталды.

Зерттеу нәтижелері. Еңбек нарығының қазақстандық моделін қалыптастыру және 2020 жылға дейінгі орта мерзімді перспективаға негізгі параметрлерін қалыптастыру ұлттық еңбек нарығындағы қалыптасқан жағдайды ғана емес, дағдарыстан кейінгі кезеңдегі әлемдік еңбек нарығындағы өзгерген конъюнктурасын ескеруге тиіс.

Түйін сөздер: жұмыспен қамтудың мемлекеттік саясаты, еңбек нарығы, жұмыспен қамту, нәтижелі жұмыспен қамту, жұмыссыздық, еңбек ресурстары.

ГОСУДАРСТВЕННАЯ ПОЛИТИКА ЗАНЯТОСТИ НАСЕЛЕНИЯ В КАЗАХСТАНЕ: АКТУАЛЬНЫЕ ВОПРОСЫ И НАПРАВЛЕНИЯ ЕЕ РЕАЛИЗАЦИИ

А.К.Джусибалиева ¹, Г.Т.Кунуркульжаева ², А.А.Орынбасарова ³,
Г.И.Ахметова ⁴, Н.Т.Байкадамов ⁵

¹Казахский агротехнический университет имени С.Сейфуллина, Нур-Султан, Республика Казахстан

^{2,4}Актюбинский региональный государственный университет имени К.Жубанова, Актобе,
Республика Казахстан

³Казахстанская инновационная академия, Семей, Республика Казахстан

⁵Костанайский социально-технический университет имени академика З.Алдамжар,
Костанай, Республика Казахстан

АННОТАЦИЯ

Цель исследования. Исследование актуальных вопросов и направлений в реализации государственной политики занятости в Казахстане. Государственная политика занятости – это качественно и количественно аргументированный инструмент регулирования и прогнозирования занятости, трудоустройства населения как макрорегионов, так и страны в целом.

Методология исследования. Использованы методы макроэкономического анализа (аналитических данных и статистических показателей), системный подход. Методологическую основу составили законодательные документы в области занятости населения и данные Комитета по статистике.

Оригинальность/ценность исследования. Исследовательский фокус был сосредоточен на изучении и анализе реализации государственной политики занятости в рамках реализуемых государственных программ, актуальных проблемах рынка труда и поисках их эффективного решения, мер государственной поддержки продуктивной занятости и массового предпринимательства.

Результаты исследования. Становление казахстанской модели рынка труда и формирование основных ее параметров на среднесрочную перспективу до 2020 года должны учитывать не только сложившуюся ситуацию на национальном рынке труда, но и изменившуюся конъюнктуру на мировом рынке труда в посткризисный период.

Ключевые слова: государственная политика занятости, рынок труда, занятость, продуктивная занятость, безработица, трудовые ресурсы.

INTRODUCTION

The relevance of the topic is determined by the fact that the sphere of employment and unemployment is a particularly important and multifaceted area of economic, social and socio-political life. The constant and large-scale regulation of employment and unemployment that exists in Kazakhstan determines many trends in this area, in particular, it affects the mobility of the labor force, employment opportunities, the scale and dynamics of unemployment and employment indicators. Unemployment is not just a lack of work, it is also a social disaster that has a strong and negative impact on people. Therefore, the study of the problem of employment and unemployment and the search for ways to solve them is not only important, but also a very relevant issue at the present stage.

A great contribution to the study of employment problems was made by the work of domestic scientists: Satybaldin A.A., Koshanov A.K., Mamyrov N.K., Kulekeev Zh.A., Kaliev S.A., Meldakhanova M.K., Sundetov Zh.S., Gaisina S.N., Chulanov Z.K., Mukhamediev B.M., Tulegenov M.S., Nurgalieva E.N. et al. In their works the analysis of the various elements and factors of the labor market, unemployment problems and ways of their solution, identify linkages and trends of labour market development, studied the issues of labour market regulation in general.

For example, in the collective monograph under the editorship of Academician of NAS RK A.A.Satybaldin the characteristic directions of the new economic policy of Kazakhstan, allowing to overcome the crisis and stabilize the economy of Kazakhstan and its sustainable development in the future. The Kazakhstan model of social and labor relations is considered from the point of view of research of problems and prospects of their solution in modern conditions.

For example, in a collective monograph edited by Academician of National Science Academy of the Republic of Kazakhstan A.A.Satybaldin, the characteristic directions of the new economic policy of Kazakhstan are given, allowing to overcome the crisis and stabilize the economy of Kazakhstan and ensure its sustainable development in the future. The Kazakhstan model of social and labor relations is considered from the point of view of research of problems and prospects of their solution in modern conditions of development of the labor market [1].

According to the doctor of Economics, Professor Meldakhanova M.K., it is necessary to create conditions for economic growth of the national economy on the basis of investment in a person and their qualifications, a balanced development of the labor market, determining the need for highly qualified personnel in the real sector of the economy, developing a state program to promote employment, forming long-term priorities for the creation and use of labor resources, taking into account world trends [2].

At the same time, it should be noted that the issues of state employment policy and the mechanism for implementing its tools require further study. For example, currently remain unexplored issues of regulation of employment in labour-abundant (south) and deficit (northern) regions of Kazakhstan, issues of voluntary resettlement of manpower, relevant questions are marginal unemployment, et al.

The article considers the main directions and measures of the state policy of employment in the Republic of Kazakhstan. The current state and current problems of the labor market are studied, the prospects for solving the problems of employment in the context of state programs of productive and rational employment implemented in the country are identified. The indicators of the labor market and population employment in Kazakhstan are analyzed, a macroeconomic analysis of the indicators of productive employment and unemployment in general is carried out. An urgent problem is unemployment among the rural population, including unemployment of rural youth. The main aspects of state regulation of labor resources are also considered, issues of regulation of labor surplus resources are addressed with the aim of solving the problems of labor market imbalance. Using the tools of macroeconomic regulation, the state is called upon to create favorable conditions for all citizens in the realization of their ability to work, to promote the professional mobility of the labor force, the formation of its high competitiveness, and also to minimize the socio-economic consequences of unemployment.

The most important priority of the state employment policy in the framework of the implementation of the Strategic Development Plan of the Republic of Kazakhstan until 2025 is the promotion of productive employment. In this direction, assistance will continue to be made to accelerate the productivity growth of existing labor resources by ensuring labor mobility of the workforce, maintaining a focus on supporting people

employed in low-productivity sectors, the informal sector of the economy and the unemployed, as well as improving labor market infrastructure.

THE MAIN PART OF THE STUDY

The issues of ensuring productive and rational employment, employment and solving the problems of marginal unemployment, rural unemployment, and informal employment are very relevant at the present time. Ensuring productive employment, employment and solving problems of youth, rural unemployment and other types of unemployment, solving issues of employment in the informal sector of the economy and underemployment are one of the important priorities of the state employment policy in Kazakhstan.

The essence of the research in this work is to determine the main directions in the implementation of the state employment policy in Kazakhstan based on state and government programs implemented in this area, as well as to identify current issues and problems in the field of employment and unemployment.

In accordance with the Strategic Plan for the Development of the Republic of Kazakhstan until 2025, approved by Decree of the President of the Republic of Kazakhstan dated February 15, 2018 No. 636, one of the most important reforms is New Human Capital. The essence of the reform - the development of human capital, which has high-quality and demanded skills of the 21st century, is a priority task on which the further growth of the economy of Kazakhstan will depend. It implies the competencies of the new time, which include a willingness to continuous learning and development of necessary skills. The potential of existing labor resources should be used more efficiently. The modernization of the economy and the concomitant movement of labor between enterprises, industries and settlements will require the creation of conditions for a smooth and flexible flow to more productive jobs, which will be realized through the development of labor mobility and labor market infrastructure [3].

In the ranking of the Global Competitiveness Index of the World Economic Forum in 2018, in terms of the component characterizing the state of labor relations, Kazakhstan rose to 30th place among 140 countries. The Kazakhstan model of regulation of labor relations is developing on the basis of ensuring a balance of interests of workers and employers, social dialogue.

In accordance with the legislation of the Republic of Kazakhstan, the state provides measures to promote employment, based on:

- 1) freedom of choice of occupation and work;
- 2) protection from any form of discrimination and equality of opportunity in obtaining a profession and work, choosing the conditions of employment and work;
- 3) social protection against unemployment.

The Ministry of Labor and Social Protection of the Population of the Republic of Kazakhstan (hereinafter referred to as the Ministry) is the state body of the Republic of Kazakhstan, which manages the social and labor sphere, as well as in the field of population migration within the competence. The mission of the Ministry is to help improve the level and quality of life of the population through the provision of constitutional guarantees and citizens' rights in the fields of labor, employment, migration and social security. The Ministry implements a unified state policy and state programs in the field of labor and population employment [4].

In accordance with the Law of the Republic of Kazakhstan dated April 6, 2016 No. 482-V "On the employment of the population" (with amendments and additions as of April 3, 2019), the state policy in the field of employment is aimed at ensuring full, productive and freely chosen employment and is implemented by: developing the workforce, increasing its mobility; ensuring equal opportunities regardless of nationality, gender, age, social status, political beliefs, attitude to religion and any other circumstances in the implementation of the right to freedom of labor and free choice of occupation and profession; supporting labor and entrepreneurial initiatives of citizens, promoting the development of their abilities for productive, creative work; implementation of measures conducive to the employment of persons experiencing difficulties in finding work and a number of other measures.

The authorized body for employment and local executive bodies, based on forecasts of the economic and social development of the country and regions, are developing measures of social protection against unemployment and ensuring employment, providing for:

- 1) conducting social vocational guidance;
- 2) labor mediation;
- 3) active measures to promote employment;
- 4) the provision of social assistance to the unemployed;
- 5) establishment of quotas for employment of certain categories of citizens;
- 6) facilitating voluntary resettlement to increase labor mobility;
- 7) the organization of special jobs for the employment of persons with disabilities;
- 8) community service [5].

The Government Program for the Development of Productive Employment and Mass Entrepreneurship for 2017-2021 is currently being actively implemented. "Enbek" (hereinafter referred to as the Program) is of great macroeconomic, strategic and socio-economic importance in the regulation of labor resources. The purpose of the program is to promote productive employment and the involvement of citizens in entrepreneurship. Within the framework of the "Enbek" Program, for the first half of 2019, 281 thousand people were covered by employment measures, of which 198 thousand were employed. Since the beginning of the Program, 314 billion tenge has been allocated (2017-2018 – 190 billion, 2019 – 124 billion), over two years more than 1.2 million people have become its participants, and 695 were employed for permanent jobs thousand people. In particular, it is planned to cover 53 thousand young people with free training in the framework of technical and vocational education; we will cover over 46 thousand citizens with short-term courses. More than 14 thousand participants will receive microloans and 35 thousand people will be sent for training on the "Bastau Business" project [6].

For the implementation of their own business, about 14 thousand participants, including from low-income and large families, will use free state grants. As part of the program, since 2017, 1.1 million people have been employed, of which 70% are employed in permanent jobs. The measures of the Program will be focused on final employment, the conditions and coverage of microcredit of the population will be expanded, the criteria for the participation of target categories for each measure of the Program will be specified. It should be noted that the expansion of labor rights and opportunities for persons with disabilities for Kazakhstan remains one of the priority tasks [7].

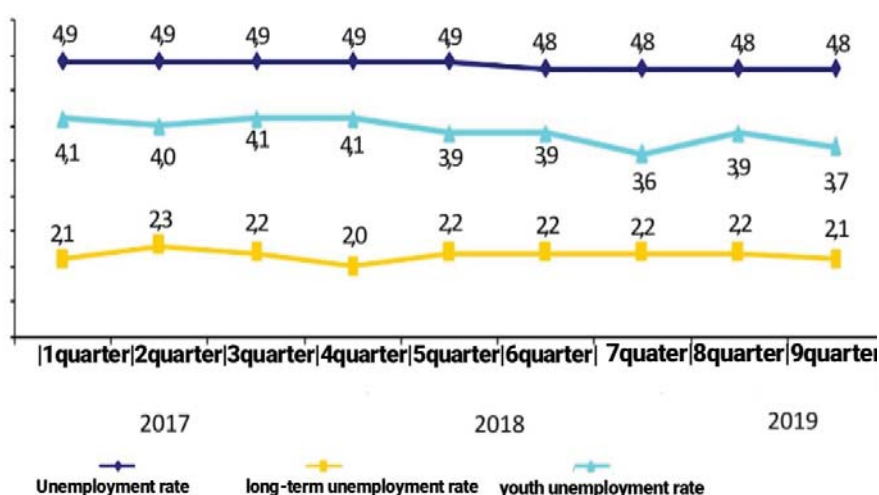


Figure 1 – Unemployment rate, in percent

Note – Compiled by the authors based on the source [8].

Analysis of the situation on the labor market of Kazakhstan in the II quarter of 2019. According to the Committee on Statistics of the Ministry of National Economy of the Republic of Kazakhstan, the number of workers aged 15 years and older in the II quarter of 2019, according to the results of a sample survey of employment, amounted to 9.2 million people. 8.8 million people or 66.7% of the population aged 15 years and

over were employed in the economy of the republic. The employment rate for the population of 15 years of age and older was 66.7% and compared with the second quarter of 2018 decreased by 0.1%. The number of unemployed amounted to 441.8 thousand people (people aged 15 years and older who did not have a profitable occupation, were actively looking for him and were ready to start it), the unemployment rate was 4.8% (in the 2nd quarter of 2018 – 4.9%) (Figure1).

The share of men in the number of unemployed in the 2nd quarter of 2019 was 47.8% (211.0 thousand people), women – 52.2% (230.8 thousand people). In the total number of unemployed, the proportion of young people aged 15-28 years old was 18.4% or 81.1 thousand people. The level of youth unemployment at the age of 15-28 years old amounted to – 3.7%. The main indicators of the labor market are presented in table 1.

Table 1 – The main indicators of the labor market in the 2nd quarter of 2019

Key indicators	Total	including	
		Man	Women
Labor force, thousand people	9 204,7	4 752,7	4 452,0
The share of the workforce in the population aged 15 years and older, in percent	70,1	76,6	64,3
Employed population, thousand people	8 762,9	4 541,7	4 221,2
Employment rate, in percent:			
Population aged 15 and older	66,7	73,2	60,9
Labor force	95,2	95,6	94,8
Unemployed population, thousand people	441,8	211,0	230,8
Unemployment rate, in percent	4,8	4,4	5,2
Unemployed people aged 15-28, thousand people	81,1	35,9	45,2
The youth unemployment rate, in percent (aged 15-28 years) ¹⁾	3,7	3,1	4,5
Long-term unemployment rate, in percent	2,1	1,7	2,4
Persons not included in the workforce	3 929,5	1 455,3	2 474,2
Percentage of persons not included in the workforce in the population aged 15 and older, in percent	29,9	23,4	35,7
¹⁾ Age of reference to youth according To the law of the Republic of Kazakhstan "On state youth policy".			
Note – Source [8].			

In the II quarter of 2019, of the total employed population, 6.7 million people or 76.1% were employees; 1.5 million people are individual entrepreneurs; 2.9 thousand people – engaged in private practice; 7.2 thousand people – were founders (participants) of business partnerships and founders, shareholders (participants) of joint-stock companies, as well as members of production cooperatives; 541 thousand people are independent workers.

By types of economic activity, the largest number of jobs created falls on the wholesale and retail trade industry – 24.5 thousand, in construction – 18.2 thousand, in agriculture, forestry and fisheries – 17.0 thousand jobs. The largest number of jobs was created in Almaty (22,6 thousand), Almaty (17,1 thousand) and Mangistau (15,8 thousand) regions. The smallest number of jobs was created in Kyzylorda (5.6 thousand), Karaganda (6 thousand) and West Kazakhstan (6.5 thousand) regions [9].

The structure of the country's employed population by industry and field of activity is presented in table 2. As can be seen from the data in table 2, most of the employed population of Kazakhstan carried out their activities in such types of economic activities as trade (16.1%), agriculture (13.9%), industry (12.6%), education (12.6%).

At the same time, the main increase in the number of employed people in the 2nd quarter of 2019 compared to the 2nd quarter of 2018, occurred in the provision of accommodation and food services – 11.8%, other individual services – 10.5%, water supply and waste disposal – 9.2%, arts and entertainment – 7.2%. At the same time, there is a decrease in the number of people employed in such areas as: real estate transactions – 4.7%, information and communication – 2.4%, agriculture – 1.2%.

Table 2 – The structure of the employed population in the 2nd quarter of 2019

Key indicators	Total	Including	
		Man	Women
Employed population, total	8 762,9	4 541,7	4 221,2
Employees	6 672,5	3 451,1	3 221,4
Including employed:			
In the organisation	5 967,6	3 075,3	2 892,3
Individuals	517,6	249,7	267,9
In the peasant (farm) economy	157,1	110,3	46,8
Under a civil law contract for the provision of services mainly with one customer	30,2	15,8	14,4
Individual entrepreneur	1 539,4	817,8	721,6
Private practitioners	2,9	0,3	2,6
Individuals carrying out activities under a civil law contract for the provision of services mainly with customers	-	-	-
Individuals, who are founders (participants) of business partnerships and founders, shareholders of joint stock companies, as well as member of production cooperatives	7,2	4,9	2,3
Independent workers	541,0	267,7	273,3
Note – Compiled by the authors based on the source [8].			

The rural labor market is experiencing particular difficulties, which has features that complicate the achievement of balance and require consideration in the development of government measures for the employment and social protection of rural unemployed. In the course of the implementation of the Roadmap for formalizing and involving informally employed people in the country's economy, the Ministry of Agriculture of the Republic of Kazakhstan, as the Operator of the second direction of the "Enbek" Program, continues to engage the self-employed population and the unemployed in the status of personal subsidiary plots in productive activities and to the formal sector, by providing loans / microcredits to Program participants implementing or planning to implement business projects in rural areas are small cities. Promising employment models should be resistant to market conditions, provide rural incomes, professional growth, and most importantly – jobs. The effective use of labor potential as the main driving force of modern agrarian transformations and an objective factor in the sustainable development of agricultural production, along with the development of the rural social and labor sphere and working potential, are of particular importance in the field of rural population employment [10].

Currently continue to implement programs aimed at improving employment of population and prevention of unemployment, the promotion of productive employment, improving the quality of the workforce and protection of the national labour market. Among them, it is important to note the employment and retraining Strategy of the "Employment-2020" Program, aimed at ensuring employment, preventing a significant increase in unemployment, preserving and creating new jobs. The purpose of this Program is to increase the level of income of the population by promoting sustainable and productive employment.

This program should become the main tool for regulating the shortage of labor resources in the Northern regions of the country. To compare the socio-economic indicators of the labor market in the dynamics, we present the data of the indicator in the context of 2017 and 2018 (table 3).

In recent years, in the light of the state policy to provide the country's economy with personnel with technical education and to provide young people with the opportunity to receive free vocational education, the number of citizens with secondary vocational education has increased. Thus, according to the data for the second quarter of this year, in the context of the level of education, 41.1% (3,600.2 thousand people) and 37.6% (3,294.6 thousand) are employed with secondary vocational education.

In turn, 64% or 5,608 thousand people work in their specialty, and about 20.5% (1,796 thousand) do not work in their specialty. This fact testifies to the gradual interaction of the relevant ministries in the planning of the state order for the training of specialists. In the future, this indicator should grow with the introduction

of the National qualification system, which will contribute to the training of educational organizations of specialists with the level of knowledge corresponding to the requirements of employers [11].

Table 3 – Main socio-economic indicators of the labour market in the Kazakhstan

№	Key indicators of the labor market	2017	2018
1.	Labor force (age 15 and older)		
	thousand people	9027,4	9138,6
	as a percentage of the previous year	100,3	101,2
2.	Employed population		
	thousand people	8585,2	8695,0
	as a percentage of the previous year	100,4	101,3
3.	Hired employees		
	thousand people	6485,9	6612,5
	as a percentage of the previous year	102,3	102,0
4.	Self-employed employees		
	thousand people	2099,2	2082,5
	as a percentage of the previous year	95,0	99,3
5.	Unemployed population		
	thousand people	442,3	443,6
	as a percentage of the previous year	99,3	100,3
6.	Share of registered unemployed in the labour force, percentage ¹⁾	0,8	1,0
7.	Number of persons registered in employment agencies as unemployed, thousand people ¹⁾	70,3	91,6
8.	The unemployment rate, in percent	4,9	4,9
9.	Youth unemployment rate (15-24 years), percentage ²⁾	3,8	3,7
10.	The level of youth unemployment (15-28 years), in percent ³⁾	3,9	3,8
11.	Long-term unemployment rate, percentage	2,2	2,2
12.	Average monthly nominal salary of one employee, tenge ⁴⁾	150827	162673
13.	Index of nominal wages, as a percentage of the previous year ⁴⁾	105,5	107,9
14.	Real wage index, as a percentage of the previous year ⁴⁾	98,3	101,7

¹⁾ According to the Ministry of labor and social protection of the population of the Republic of Kazakhstan.
²⁾ Age of reference to youth according to the standards of the International labour organization.
³⁾ Age of reference to youth according To the law of the Republic of Kazakhstan "On state youth policy".
⁴⁾ Excluding small businesses engaged in entrepreneurial activities.
Note – Source [11].

According to the Data of the departments of coordination of employment and social programs of the regions of the Republic of Kazakhstan, Almaty and Nur-Sultan cities, 394 thousand citizens applied for employment in January-August 2019. As of September 1, 2019, 175.7 thousand people were registered with the employment authorities. With the assistance of the employment authorities, 299 thousand people or 75.9% of the total number of those who applied to the authorized bodies, of which:

- aimed at social jobs – 18.8 thousand unemployed citizens;
- aimed at the passage of youth practice – 26.5 thousand graduates of educational institutions;
- employed persons with disabilities – 9.6 thousand people;
- covered by public work – 68.9 thousand people;
- aimed at vocational training and advanced training – 32.5 thousand people [12].

As part of the implementation of the third direction "development of the labor market through the promotion of employment and mobility of labor resources" of the "Enbek" Program, social workplaces (CPM) are created to stimulate employers, where the state subsidizes 35% of employers' expenses, 65% is financed by the employer itself. For youth employment in the framework of the youth practice is implemented. Graduates of colleges and Universities for initial experience in employment centers are sent to youth practice. As of August 1, 2019, 87 thousand people were employed in subsidized jobs, including 17 thousand people in social jobs and youth practice – 15 young people, on public works – 55 thousand people. Also, to stimulate the mobility

of labor resources, measures of state support are provided for persons voluntarily resettled in the regions determined by the Government [9].

Kazakhstan is implementing the main recommendations of the OECD in the field of improving the National qualifications system, which ensures that the qualification of labor resources meets the needs of the labor market. Today, the necessary regulatory framework has been created, on the basis of the European qualification framework, the national qualifications framework has been adopted, which defines 8 levels of qualifications.

In Kazakhstan, the development of 480 new professional standards in 16 popular areas of the economy has begun. The created professional standards will cover the social sphere and the financial sector, medicine and tourism, trade and food industry, oil and gas and manufacturing industries, engineering and logistics, energy and agriculture, construction, housing and communal services, small business and other priority sectors. Work on developing and maintaining professional standards within the framework of the project "Development of labor skills and promote jobs" implemented by the Ministry of labour and social protection of population of Kazakhstan with the financial and technical support from the World Bank.

In General, the project plans to develop and approve 550 professional standards, with 70 of them already developed and partially approved. It should be noted that professional standards are an important component of the National qualifications system (NSC). Professional standards contribute to the formation of a balance in the labor market by establishing uniform requirements for both employees and employers, thereby ensuring transparent "rules of the game". By 2020, the Ministry will approve about 550 professional standards in all key sectors of the economy of Kazakhstan. New professional standards developed by modern methods within the framework of the project "development of labor skills and stimulation of jobs" will become a reliable guide for all participants of the labor market [12].

Currently, the Ministry of labor and social protection of Kazakhstan has implemented two specific projects on large-scale modernization of the labor market infrastructure. The first project is an Electronic labor exchange, which was introduced on January 1, 2018. The exchange is the first digital platform in the country, and the largest Bank of vacancies and resumes in Kazakhstan. All 203 state employment centers, 51 private agencies, 4 mass media and 7 online platforms are connected to it. Since the beginning of work, 985 thousand vacancies and 732 thousand resumes have been placed on the Electronic Exchange. More than 630 thousand citizens were employed with the help of this labor Exchange.

Further development of the exchange provides for the conclusion of electronic labor contracts on its basis. Also, the exchange will become a platform for professional training, where employers will be able to declare popular personnel, and educational organizations – about training courses.

The second project is the modernization of employment services. Under the new employment Law, all employment centers have switched to a new format of work. Now citizens are provided with a targeted approach based on mandatory skills diagnostics and individual employment plans. With employers, employment centers work as professional HR-services for recruitment. Self-service zones for employers and job seekers have been created [7].

Currently, there is a problem of unproductive employment in the labor market. In accordance with the Strategic map of key indicators of the labor market Of the Committee on statistics of the Republic of Kazakhstan, the share of unproductive employment in the context of regions of Kazakhstan is as follows (table 4).

Table 4 – The share of unproductive employment in regions of Kazakhstan(% of the total number of self-employed)

Insection	2017 year	2018 year
Republic of Kazakhstan	10,4	9,3
Akmola region	12,0	12,0
Aktobe region	10,8	10,5
Almaty region	14,5	13,9
Atyrau region	4,0	3,7
West Kazakhstan region	10,3	9,6
Zhambyl region	9,5	5,2

Karaganda region	21,4	18,3
Kostanai region	16,1	14,4
Kyzylorda region	12,4	11,0
Mangistau region	19,1	22,8
Pavlodar region	10,6	10,1
North Kazakhstan region	3,0	2,6
Turkestan region	-	6,4
East Kazakhstan region	16,6	11,3
Nur-Sultan	0,0	0,7
Almaty	8,3	6,3
Shymkent	-	2,3
Note – Source [13].		

In the implementation of the state employment policy in Kazakhstan, an important role is also played by the activities of JSC "Center for development of labor resources", whose mission is to help create conditions for the development of an effective labor market and improve the quality of labor resources in Kazakhstan. The main directions in the activities of the center for human resources development are as follows:

1. Formation as the primary source of information on the labor market, which involves the following types of work:

- Analysis of the state and development of the labor market;
- Formation and maintenance of the national database on employment and processing of information on the poverty database;
- Monitoring of measures of state regulation of the labor market;
- Development of the web portal "Work" and ensuring the functioning of web resources of the social and labor sphere;
- Determination of staffing needs;
- Introduction of a new classifier of occupations;
- Evaluation of educational institutions and centres providing professional training;
- Development and updating of a guide to professions.

2. Improving the efficiency of employment services includes:

- Determination of the effectiveness of employment centers;
- Introduction of common approaches to the activities of employment centers;
- Development of potential and competencies of employees of employment agencies.

3. Introduction and development of information systems of social and labor sphere, the directions of which are:

- Implementation and development of the unified information system of social and labor sphere (EIS STS);
- Integration of EIS STS with departmental information systems;
- Integration of EIS STS with information systems of state bodies;
- Development of the Information system "E-Halyk", et al.[13].

RESULTS OBTAINED (CONCLUSIONS)

The analysis of indicators and indicators of the labor market showed that due to the large number of living population, the maximum number of labor force falls on the Almaty region – 1,043 thousand people, the city of Almaty – 985 thousand people and the Turkestan region – 819 thousand people. In turn, due to the financial attractiveness in megacities and oil-producing regions, the number of labor force is growing. The largest annual growth was recorded in the Western regions (Mangistau region – 14.1%, Atyrau region – 6.2%), in the cities of Nur-Sultan – 6.6%, Shymkent – 4.2% and Almaty – 2.7%. At the same time, in some regions of the country there is a decrease in this indicator. For example, the decrease in the labor force in North Kazakhstan – 1.6%, Kyzylorda and Pavlodar regions – 0.9%. The main share of the labor force falls on the employed population, its number is 8,763 thousand people or 95.2%. In comparison with the 2nd quarter of 2018, there is an increase in the number of this category by 1.5%.

The largest number of employed population falls on Almaty region (995 thousand people), Almaty city (935 thousand) and Turkestan region (777 thousand), because in these regions the high number of the entire labor force. 7.0 million people had higher and secondary vocational (special) education, which is 79.9% of the employed population. The share of employed women with higher and secondary vocational education is higher compared to men by 6.6%. The main share of the employed population – 30.0% (2.6 million people) was persons aged 25-34 years. In order to ensure the systematization and accounting of created jobs, the Ministry of labor and social protection of the population of the Republic of Kazakhstan (hereinafter – the Ministry) on April 19, 2019 adopted the Rules for monitoring the creation of jobs by Central and local Executive bodies responsible for the implementation of state programs, providing information on the creation of jobs.

Examples of the relationship between the development of entrepreneurship and productive employment are the implementation of the program for the development of productive employment and mass entrepreneurship for 2017-2021 "Enbek" and the successful program "Business Road map-2020", which is being completed this year. The program also encourages territorial mobility of labor resources by facilitating voluntary relocation. Here are some statistics on the results of the program (table 5):

Table 5 – Indicators of implementation of the Program for the Development of Employment and Mass Entrepreneurship for 2017-2021

Indicator	Unit of measurement	2017	2018	2019
		January - December	January - December	January - June
1. The growth rate of the number of operating small and medium-sized enterprises (SMEs)	%	103,6	108,3	110,3
Indicator	Unit of measurement	2017	2018	2019
		IV quarter	IV quarter	I quarter
2. Unemployment rate, %	%	4,9	4,8	4,8
3. The share of labor resources with basic, secondary, general and primary education in the workforce, %	%	18,1	14,2	14,6
4. The proportion of unproductively employed in the self-employed population, %	%	12,4	9,1	9,3
Note – Compiled by the authors based on the source [8].				

In accordance with the analysis of stages, processes of implementation and current activities in the framework of the state program "Enbek", we identified the following strengths of the state employment policy that have scientific and practical significance:

- high priority in the activities of the Government and local Executive bodies of the Republic of Kazakhstan in promoting productive and rational employment;
- in the implementation of the state policy to promote employment, the availability of updated legal support;
- allocation of significant financial and material resources for the implementation of measures for the resettlement of the population from labor-surplus(southern) to labor-deficit (northern) regions of the country in order to promote employment;
- availability and improvement of institutional base, development of infrastructure of social and labor sphere;
- significant experience in the implementation of active measures to promote employment by the state;
- cooperation with international organizations and experts in the implementation of employment policy, as well as with representatives of social partners.

In accordance with the previously developed long-term demographic forecast, it is expected that by 2023 the population of working age in Kazakhstan as a whole will amount to 11 million 417 thousand people, and the labor force – 9 million 184 thousand people, which is 45.5 thousand people, or 0.5% more than in 2018. The number of employed people, in accordance with current trends in demand for labor, will reach the level of 8 million 767 thousand people by 2023, which is 71.6 thousand people, or 0.8% more than actually recorded in 2018. The unemployment rate is thus estimated in 2023 at 4.55%, which in absolute terms is 417.6 thousand

people. Thus, it is predicted that by 2023 the number of unemployed will decrease by 26 thousand people, or by 5.9% compared to 2018 [14].

The current situation in the country's labor market is characterized by relatively stable employment indicators and a fairly acceptable level of unemployment as a result of active state support. At the same time, there are some negative trends in the formation of demand and supply of labor.

Employment of the population is the most important direction of social and economic development of society, which combines the social and economic results of the functioning of the entire economic system. In addition, employment is a kind of indicator that allows you to judge the well-being of the country, the effectiveness of the chosen course of reforms, and their attractiveness to the population.

Increasing labor mobility and other active measures to promote employment is an important task of the state employment policy. In this direction, it is planned to implement a set of measures aimed at changing the structure of existing labor resources in favor of productive employment and the redistribution of labor resources in favor of more productive jobs. State measures will include ensuring professional and territorial labor mobility, supporting entrepreneurship, formalizing shadow employment, and other tools to create new opportunities in the labor market.

It should be noted that the competence of the workforce has significantly increased due to the implementation of state programs, large-scale modernization of the labor market infrastructure, vocational training and business development through the provision of micro-loans to the population.

Along with these areas, the development of labor market infrastructure and the implementation of active measures to stimulate employment should give impetus to the effective flow of labor and labor migration from labor-surplus to labor-deficit regions of Kazakhstan, as well as between sectors of the national economy. Ensuring decent working conditions while maintaining the flexibility of labor legislation is a priority for the state.

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SUMMARY

The main purpose of the article was to study the directions and priorities in the implementation of the employment policy in Kazakhstan, macroeconomic analysis of indicators and indicators of the labor market, identification of current employment problems and opportunities, and ways to solve them within the framework of state programs of productive employment.

ТҮЙІНДЕМЕ

Мақаланың негізгі мақсаты Қазақстанда халықты жұмыспен қамту саясатын іске асырудағы бағыттар мен басымдықтарды зерттеу, еңбек нарығының индикаторлар және көрсеткіштерін макроэкономикалық талдау, жұмыспен қамтудың өзекті мәселелері мен мүмкіндіктерін, нәтижелі жұмыспен қамтудың мемлекеттік бағдарламасы шеңберінде оларды шешу жолдарын анықтау болды.

РЕЗЮМЕ

Основной целью статьи было исследование направлений и приоритетов в реализации политики занятости населения в Казахстане, макроэкономический анализ индикаторов и показателей рынка труда, выявление актуальных проблем занятости и возможностей, путей их решения в рамках государственных программ продуктивной занятости.

СВЕДЕНИЯ ОБ АВТОРАХ

Джусибалиева Аружан Казихановна – кандидат экономических наук, ассоциированный профессор, Казахский агротехнический университет имени С.Сейфуллина, Нур Султан, Республика Казахстан, e-mail: d_aruzhan2011@mail.ru

Кунуркульжаева Гульнар Темиргалиевна – кандидат экономических наук, старший преподаватель, Актюбинский региональный государственный университет имени К.Жубанова, Актөбе, Республика Казахстан, e-mail: gtk63@mail.ru

Орынбасарова Айжан Абеухановна – доктор PhD, доцент, Казахстанская инновационная академия, Семей, Республика Казахстан, e-mail: oryn_a@mail.ru

Ахметова Гулистан Ивановна – кандидат экономических наук, старший преподаватель, Актюбинский региональный государственный университет имени К.Жубанова, Актөбе, Республика Казахстан, e-mail: asgudi@mail.ru.

Байкадамов Нуркен Турарович – кандидат экономических наук профессор, Костанайский социально-технический университет имени академика З.Алдамжар, Костанай, Республика Казахстан, e-mail: Nurken66kst@mail.ru