

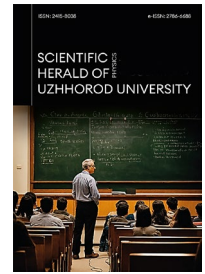
Scientific Herald of Uzhhorod University

Series "Physics"

Journal homepage: <https://physics.uz.ua/en>

Issue 55, 1352–1359

Received: 18.09.2023. Revised: 26.12.2023. Accepted: 22.02.2024



DOI: 10.54919/physics/55.2024.135bf9

Public policy in the field of professional orientation as a tool for the social state development

Ivan Shkurat*

National Technical University of Ukraine "Igor Sikorsky Kyiv Polytechnic Institute"
03056, 37 Peremohy Ave., Kyiv, Ukraine

Oleksii Valevskiy

National Institute for Strategic Studies
01030, 7A Pirohov Str., Kyiv, Ukraine

Natalya Sydorenko

National Academy of Statistics, Accounting and Audit
04107, 1 Pidhirna Str., Kyiv, Ukraine

Artem Serenok

V. N. Karazin Kharkiv National University
61022, 4 Svobody Sq., Kharkiv, Ukraine

Iryna Babaieva

V. N. Karazin Kharkiv National University
61022, 4 Svobody Sq., Kharkiv, Ukraine

Abstract

Relevance. The relevance of the study is explained by the presence of a large number of shortcomings related to the sphere of professional orientation, which indicates the underdevelopment of the social state in Ukraine.

Purpose. The purpose of this study is to examine the ways of developing public policy in the field of professional orientation as a tool for improving the social state in Ukraine.

Methodology. The basis of the methodological approach in this study is interdisciplinary, which allows comprehensively considering issues related to ensuring normal conditions for the existence and development of society, without which it is impossible to determine with the necessary accuracy the strategy and procedure for state involvement in the implementation of necessary measures aimed at developing and implementing effective policies.

Results. The results obtained in this study should be considered a confirmation of the productiveness of applying a public administration approach to examine the specific features of the development of public policy in Ukraine. The importance of using these tools for improving the social state was confirmed while examining the evidence.

Conclusions. The findings of the study, and the conclusions formulated on their basis, have substantial value for researchers and specialists engaged in practical activities both in the field of public administration and professional orientation, who require new theoretical foundations to optimise their work.

Suggested Citation:

Shkurat I, Valevskiy O, Sydorenko N, Serenok A, Babaieva I. Public policy in the field of professional orientation as a tool for the social state development. *Sci Herald Uzhhorod Univ Ser Phys.* 2024;(55):1352-1359. DOI: 10.54919/physics/55.2024.135bf9

*Corresponding author



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Keywords: public administration; public policy; labour market; labour force; social protection; social obligations of the state; social guarantees; social state development.

Introduction

The development of the theoretical foundations of the social state as a structure that will ensure the common good for all citizens is inextricably linked with the professional personnel that develop it and are developed by it. According to the researchers, the analysis of the features of a social state enables a more accurate determination of the subject area of such a state in the context of responsibility for the welfare of citizens, ensuring the availability of social support to all members of society, creating state social security and protection systems, introducing budget financing of relevant programmes and new social policy mechanisms in the form of state social insurance. In particular, this is displayed in works by Yu.A. Romanovska *et al.* [1]. This also allows approaching the problem of creating public policy in the field of professional orientation as a tool for the development of the social state, considering an uncertainty at this time of the concept of "social state", the reason for which is the transition from an industrial to a post-industrial, information society [2]. As a result of this transition, as noted by A. Migliore *et al.* [3], the share of so-called "simple" jobs is decreasing, and new (more complex) ones require high professional training and flexibility from staff, frequent changes of place of work, which is accompanied by great differences between groups of employees in terms of intensity and duration of work, its creative component, wages, including the frequency and types of social risks. This is explained by the destruction of previous (recently implemented) risk assessment and forecasting mechanisms and leads to an increase in the individualisation of social protection forms for such personnel.

All this places special demands on professional orientation as a tool for improving the social state. According to Yu.A. Romanovska *et al.* [1], the social function in the field of professional orientation is provided in the form of state support (material, financial, programme). However, Yu.A. Romanovska & A.O. Davidiuk [4] state that today there are certain difficulties in determining the general set of actions aimed at ensuring normal conditions for the existence and development of society, without which it is impossible to accurately determine the strategy and procedure for state involvement in the implementation of necessary measures aimed at creating and implementing an effective public administration the field of professional orientation as a tool for the development of the social state. According to A.G. Eldar [5], these problems are largely explained by the fact that the importance of a highly skilled labour force is growing rapidly in the world, and its creation is achieved, in particular, through social policy, the structural elements of the mechanisms for implementing which are contained in a study by S.V. Kudlayenko [6]. In the papers by A.G. Eldar [5], an analysis of social policy models in countries with developed market relations is presented. Both the strengths and weaknesses of these models were provided, which helps in choosing the most suitable elements for Ukraine. It is useful to highlight current trends and problems in preparing students for choosing a

profession in the educational process to analyse the features of the public administration approach to public policy in the field of professional orientation as a tool for the development of the social state, which is accomplished in the study by O. Pylyay [7]. Features and areas of development of the social policy of Ukraine are analysed by L.O. Chorna & S.V. Kudlayenko [8]. The financial component of the public administration in the field of professional orientation is touched upon in the study on the state social policy of Ukraine by Yu.A. Romanovska *et al.* [1].

Given that the economy cannot be effective without appropriate social policies, it is no coincidence that the latter's content is constantly being enriched, and its role as a means of ensuring the reproduction of the modern labour force is growing. Consequently, the role of public policy in the field of professional orientation is also increasing. This study attempts to overcome previous shortcomings in developing the declared subject, which consist of insufficient factual material, to investigate this trend and related problems.

As a result, the purpose of the study is to examine the ways of creating public policy in the field of professional orientation as a tool for the development of the social state in Ukraine through currently available evidence for the development and implementation of advanced methods and techniques aimed at solving this problem.

Materials and Methods

The leading approach is interdisciplinary, which allows comprehensively considering issues related to ensuring normal conditions for the existence and development of society, without which it is impossible to accurately determine the strategy and procedure for state involvement in the implementation of necessary measures aimed at developing and implementing an effective public administration in this area. An important component of the interdisciplinary approach is the public administration approach, which allows focusing on applying public policy tools in professional orientation.

The interdisciplinary approach is based on the creative application of public administration, legal regulations, and psychological, sociological, economic, medico-biological, managerial-organisational, system-structural, personality-oriented, socially oriented, and complex approaches. The postulate of an interdisciplinary approach can be considered the provision according to which, for a consistent and sufficient analysis of professional orientation, it is necessary to apply all available information about how the use of various ranges of pedagogical and psychological methods of presenting knowledge in the field of professional orientation affects the political and socio-economic situation in the country.

This study was conducted based on a pre-compiled theoretical framework, which is a proper foundation for conducting all further research. It consists of the results of studies conducted by several researchers investigating some problematic issues related to the development and implementation of an effective public policy in the field of

professional orientation as a tool for developing the social state.

This study was conducted in three main stages. At the first stage, its theoretical basis was prepared, which was then used as a basis for further research. A systematic analysis of the methods used in research on issues related to developing and implementing effective policies was also performed. The main issues that can be effectively and efficiently solved through the practical use of modern methods of preparing expert assessments in the developed industry were outlined.

At the second stage, an analytical investigation of the prospects for applying the public administration approach within the framework of an interdisciplinary one was performed to examine the specific features of implementing the necessary political measures.

Based on the results obtained during the study, the conclusions were formulated during the final stage, reflecting the results, and determining the main trends. In general, the results obtained in this study and its conclusions can be used in the future as a sufficient scientific basis for investigating ways to create and implement an effective public policy in the field of professional orientation as a tool for the development of the social state.

Results and Discussion

A social state introduces certain means to change the impact of the market on people and society in general in such a way as to provide certain guarantees for people – by reducing poverty and other existential and social hazards, such as diseases, etc., including the provision of certain services, such as caring for children, the elderly, etc., following certain social standards. Social states differ in the scope of social guarantees, which may include a wide or narrow range of risks and services and aim to alleviate poverty in society or ensure equality for all citizens [9; 10]. Since its inception, the state has generally occupied a leading position in the public and political life of society. This is the main institution of the public administration and political system, designed to manage society and protect its economic and social structure [11; 12]. As for social policy, it is inextricably linked with the type and level of social development, with the dominant mentality of the population, and even with the targets and tasks that society focuses on in its social development. Social policy should be understood as a set of ideological ideas of the state and society about the goals of social development and activities aimed at achieving social indicators that meet these goals [13; 14].

The meaning of social policy can be considered in both a broad and narrow sense. Regarding a broad meaning, everything humans create in their social activity that does not relate to the natural refers to the social. Considering it in a narrower sense, this refers to the separation of the production and non-production areas, where the role of the social sphere belongs to the latter. The content of social policy consists of the activities of the state and other public institutions to manage the development of the social sphere, determine its essence, and the main areas of its functioning. Notably, social policy is a mixture of other policy types since it is aimed at a specific object – social relations. Social relations are a cross-section, a synthesis of

the social aspects of all other types of relations, manifested in the position of a person in society, in the satisfaction of its various needs and interests. Social policy solves a wide range of problems, particularly state assistance in professional orientation [15]. The provision of such assistance is conditioned by the very concept of a social state. Therefore, state assistance in professional orientation is one of the political factors in developing the social state. It includes public administration methods of regulating the labour market. The methods of regulating the labour market, information about which is used in career guidance, include:

1. Improvement of legislative regulation in such a way that there is a reduction in the cost of creating jobs that are in high demand while considering the specific features of the labour market.

2. Ensuring the highest possible level of access to market information, including the use of state mechanisms in the field of professional orientation.

3. Improvement of the institutional potential of the state employment service bodies. This task is the most important because it is the employment service that is the state information channel through which the latter is received by labour market participants.

4. Ensuring that this information can be applied in the most optimal way to connect those with the appropriate professional skills or who want to have them with the economic areas where these skills can be applied accordingly to meet the economy's needs. As indicated by D.F. Engstrom *et al.* [16], for this purpose artificial intelligence (AI) can be used.

This should be extended to the public policy regarding professional orientation. Measures in these areas create basic conditions for other elements of labour market policy. For example, measures for professional retraining, reducing youth unemployment, supporting internal migration, etc. provide for the existence of strong and competent regional employment services, information transparency of the labour market, and the existence of clear, feasible, and mandatory rules for all, including those related to professional orientation. All these tasks are included in the tasks of the public policy in the field of professional orientation. Consequently, the state's policy in the field of professional orientation has gradually become an important component of its social policy. About a hundred years ago, in the context of the unprecedented development of the world economy and the intensive expansion of the range of professions, there was an urgent need to emerge and develop such an area in social policy as professional orientation. The genesis of career guidance was twofold – general and specific. The general part was expressed in the fact that the development of professional orientation took place based on certain general ideas, including the problem of measuring the effectiveness of the application of professional orientation [17; 18] and the specific one – in the fact that each society developed its own special system of professional orientation. For Ukraine, it is relevant to solve the following tasks related to professional orientation:

1. Improvement of approaches to obtaining statistical information that corresponds to the actual situation in the labour market. Without such information, it is impossible to create a system that would allow an appropriate

assessment of the state and prospects for developing the labour market and its professional segments.

2. It is also necessary to create an effective and accessible system for informing employers, employees, and educational institutions about the quantitative and qualitative characteristics of labour supply and demand.

The labour market is sometimes not transparent for employees and employers. Public authorities should have an appropriate list of rules governing the labour market, and statistical databases should be complete, not just partial. One of the state's most important areas of social policy application is in the field of professional orientation. Public administration aspects are determined by the importance for the state authorities to have support among the majority of citizens of the country. The authorities can obtain and maintain such support by creating the necessary conditions to meet the population's needs. Among them, the need for well-paid work is vital. Notably, the country expands those areas of work necessary for its development. Since this refers to a social state, the policy should be aimed at a professional orientation of the population that can meet both the needs of the population and the needs of the state itself. One of the destabilising factors in the country is the high unemployment rate. Therefore, reducing this level and keeping it at a certain safe level for the state is not only one of the most important economic and social tasks but also political since this indicates the public administration power and internal stability.

Modern features of societal transformation processes include the fact that the global human environment is in an extremely unstable state when almost all established social ties are destroyed. In this regard, the disintegration of the old social and professional structure and the birth of a new one are also present. In this situation, many people, and in particular young people, have problems when they need to navigate current trends in the labour market and choose the right profession. They need to be able to do this without the help of specialists. The training of such personnel should not be a spontaneous process because the consequence of their activities is the general situation of public status in the state. Therefore, there is a need for the state to assume the responsibility of implementing various measures related to professional orientation. In addition, each country should consider its specific features in general and in its particular regions. There should be a harmonious combination of conventional professional orientation methods with modern approaches to job seekers' form and degree of awareness.

The state may be offered the following recommendations on the career guidance organisation at each stage of professional determination. Professional orientation courses should focus on the individual to increase the likelihood of realising a person at work and in personal life. First, education should provide help to students in the preparation and management of their careers. There is a substantial correlation between professional orientation skills and job satisfaction. Still, many people cannot approach the right specialists to help them in their careers and tell others what they want to achieve in work. Young professionals strive to find something that satisfies their passions, develops skills, and provides a healthy work-life balance [19]. They have the opportunity to improve their education and develop skills.

It may also be recommended that the following subjects are included in the relevant curriculum:

1. To develop a clear sense of identity to determine hobbies and better understand which jobs would be most meaningful.

2. To identify what jobs are available and which companies provide the workplace culture best suited to the applicant's needs.

3. To develop professional orientation and communication skills.

4. To plan development at work.

5. To consider the balance between professional and personal life that young professionals hope to achieve.

The socio-political literature study displays that no special studies are devoted to the public administration aspects of the development of public policy in the field of professional orientation as a tool for developing the social state in Ukraine. Researchers' approaches can explain this - solving the issue was based on the distinction of various branches in the general social sphere, such as health, education, social protection, and culture. However, this theoretical paradigm does not consider that the range of aspects of human existence cannot be limited by the rigid categorical framework of this theoretical scheme. Given this, any attempts to anticipate and control the development of society and, in particular, trends in the development of the situation in the labour market and the field of professional orientation, not based on a deep understanding of all the components of this development, including macroeconomic, demographic, and political factors, are hopeless. Since professional orientation is an important component of the socio-economic and political situation in the country, the content of professional orientation depends on this situation. This determines the relevance of applying a public administration approach to examining the features of the problem under study.

Within the framework of the public administration approach, political factors influencing the choice of profession, political needs for personnel, and the labour market are analysed. The social and economic aspects of investigating career guidance are quite close to the public administration approach. The application of it and social and economic analysis as components of this approach aim to solve various public administration, political, social, and economic problems. Since these problems cannot be solved without involving appropriately qualified workers in various production areas, special attention should be paid to this issue. This is an important goal, necessitating the state not to overlook employment centres, which should be considered the main institution of professional orientation. The management and organisational approach, one of the aspects of the public administration approach, is designed to solve the problem of organising administrative management of professional orientation. The application of this approach includes a full range of measures related to organised activities aimed at collecting, processing, and storing information related to professional orientation [6; 20]. This activity should be based on a pre-developed programme of actions accompanied by centralised monitoring. It also includes recommendations for optimising these activities to achieve the best results. The use of the latest means of organisational and career guidance aimed at solving legal issues in the regulation of

socio-economic relations, which determine modern areas in professional orientation, is also characteristic of this approach.

As the analysis of approaches applied in Ukraine to public administration research of the state of professional orientation in the country shows, these approaches are not methodologically related and do not form a single system of research activities. It is necessary to include a political technique in an interdisciplinary approach to correct this shortcoming. However, the emphasis should be placed on applying a public administration approach, which focuses on the examination of the role of the state in organising professional orientation in the context of the current political situation and prospects for its development. When applying a public administration approach to the research of the state of professional orientation in the country, the inclinations and interests of those who are looking for and those who offer work should take place not only in the context of considering their abilities, skills, medical indicators (for those who are looking for work) or in the context of their business interests (for those who offer work) [21], but must also the specific features of the political situation in the country, which also substantially affect the relevance of the choice of certain professions and the development of the needs of society and the state in personnel.

Including this unified system of criteria for the quality of professional orientation and the requirements imposed by the profession is advisable. Therewith, it is wrong to ignore the political requirements for choosing a profession and rely solely on a person-oriented approach. When practising a politically oriented approach and relying on the "demand" and "need" components, a professional orientation specialist should take care not to resort to excessive "pressure" on the person who is looking for a job. Thus, public policy should include ensuring the application of a public administration approach, which will allow considering the interests of all parties and investigating situations related to professional orientation, considering the tasks of developing a social state. The latter is conducted by applying a social policy by the country, the function of which is to combine the interests of the state with the interests of various social strata without serious contradictions. In a post-industrial information society, the importance of access to information and social mobility, necessary for human development, has been universally recognised. However, the issue of finding an appropriate social policy in these conditions remains debatable. As noted by the researchers J.E. Winsor *et al.* [22], each country goes its own way.

The development of the labour market indicates the development of opportunities to use available and known resources to meet the needs of the country's population. These opportunities are actualised by organising the population to create as few obstacles to their implementation as possible [23; 24]. In modern states, this is largely achieved through appropriate funding. Therefore, everything related to financing is given great attention in the social state. The labour market is largely structured according to the methods of financing. Those segments of the market that suffer from a lack of one experience certain problems that can affect society in general. These reasons could be addressed through

institutional reforms that would increase the level of support for socially vulnerable groups in society. In other words, the rigidity that sometimes stands in the way of increasing employment seems to be the rigidity of a political system incapable of effective reforms and not the labour market. The degree of development of the labour market is determined by the level of correspondence between the number of vacancies and the number of people willing to occupy them [25]. The number of jobs is an indicator of public needs in general. In contrast, the number of people willing to take these vacancies reflects, on the one hand, the level of unemployment in society and, on the other – the level of its readiness to solve existing problems. In Ukraine, this information is reflected in the Employment Centre's statistics and the enterprises' reporting. Since the second indicator covers large and medium-sized enterprises (only they collect data on vacancies), and the first may not give an accurate idea of vacancies at the moment as they may continue to be listed in the data bank of the state Employment Centre even after they are filled, then, in this regard, it is advisable to consider both indicators.

In addition to considering quantitative indicators of the functioning of the labour market, its price measurement, namely, the dynamics of remuneration is no less important for the proper conduct of career guidance. When investigating this issue, indicators such as "real consumer wages" and "real production wages" are usually used. The first indicator shows the level of meeting the needs of society, and the second – the level of costs that meet these needs. The level of spending should be lower than the level of meeting needs, otherwise, the level of dissatisfied people will not decrease but, on the contrary, increase. Therefore, to get an objective picture, it is necessary to use both indicators, which, unfortunately, is mostly not done in Ukraine, negatively affecting the quality of data on the existing labour market so that it, accordingly, cannot be used appropriately during career guidance to improve the efficiency of the functioning of the Ukrainian labour market, which is necessary for the development of the social state. Although salary statistics may be complete, information about wages is often lacking. The fact is that governments collect and disseminate data on labour markets mainly through their central statistical offices [26-29]. Accordingly, there can be several different types of information: labour force survey; statistics based on administrative registers; censuses [3].

The data covers various parts and aspects of the labour market, and the information is sometimes dated to the time of publication and, therefore, may be outdated. There are cases when market research is conducted at short intervals and published quickly, but it is based on small population samples, which limits their use in individual labour markets. The quality of the information in registries is also not always satisfactory. Different sources of information differ in data on the proportion of unemployed job seekers and employed people looking for a new job. Social partners, employers' associations and unions collect and process information for their members and only to a certain extent for the general public. Mass industrial types of professional activity, which were analysed using the average probabilistic characteristics of social risks considered for establishing payments, are being replaced

by highly specialised labour, which requires more accurate consideration of the specific features of professional activity risks that also affect salary [3]. As a measure of social policy adjustment, many countries have launched a search for new correlations of basic principles of social policy in amounts and forms of social guarantees that would develop incentives for work and not restrain economic growth and efficiency [22; 30; 31].

Therewith, the analysis of the scientific literature concludes that researching the public administration approach in the field of professional orientation as a tool for developing the social state and improving the relations of the basic principles of social policy, which are indicated above, is not given due attention. Professional orientation specialists, mainly when it comes to determining the quality criteria of the process of such orientation, consider only the compliance of the candidate's professional quality assessment with the existing vacancies, not always looking back at the political and social importance of specific vacancies and certain professional qualities in the existing political situation. In addition, the theoretical analysis and experience of career guidance centres indicate the importance of applying a public administration approach in the professional orientation field to develop the social state. It is the state that can create the necessary conditions for applying the latest approaches to professional orientation. This, in turn, should help address the state of some disorganisation in this case, which is determined by the fact that young people use many ways to find a job [32; 33]. Despite all the technological advances of recent years, most people still turn primarily to family, friends, and other personal contacts. In this situation, the state, using the capabilities of modern information technologies, in particular AI [34], should direct its efforts in professional orientation to all possible recipients, including the family. It will be more likely that the necessary information will reach the person who needs it.

Conclusions

The investigation of sources disclosed that public policy is still insufficiently used in research on professional orientation as a tool for developing the social state. In the

course of the study, the efficiency of applying a public administration approach to examining the specific features of the development of public policy in Ukraine was confirmed. The need for improving the social state in Ukraine relates to the fact that the main features of the social state are not yet sufficiently represented in the country. The examination of the evidence of using various means of relevant policy in the field of professional orientation uncovered the great importance of these means for the country's development. It was shown that since the development of the social state provides for the maximum possible reduction of unemployment in the country, which also has a positive impact on the political situation, the application of public policy in the field of professional orientation is necessary for the development of a social state.

Analysis of public policy shows that most of the features of the modern social state are not yet inherent in Ukraine. This determines the need for its improvement, for which it is necessary to implement an effective public administration policy in the field of professional orientation. It was proved that it is vital to introduce a set of measures in the field of professional orientation, which should consider the specific features of Ukraine and its regions. Moreover, typical social practices in the field of professional orientation and professional education should also be applied and the degree of development of self-determination of those who are looking for work should be considered. The findings of this study and its conclusions are of substantial importance for researchers and specialists engaged in practical activities both in the field of public policy and professional orientation who require new theoretical foundations to optimise their work.

Acknowledgements

None.

Conflict of Interest

None.

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Державна політика у сфері професійної орієнтації як інструмент розбудови соціальної держави

Іван Вікторович Шкурат

Національний технічний університет України «Київський політехнічний інститут імені Ігоря Сікорського»
03056, просп. Перемоги, 37, м. Київ, Україна

Олексій Валецький

Національний інститут стратегічних досліджень
01030, вул. Пирогова, 7А, м. Київ, Україна

Наталія Олегівна Сидоренко

Національна академія статистики, обліку та аудиту
04107, вул. Підгірна, 1, м. Київ, Україна

Артем Олексійович Серенко

Харківський національний університет імені В. Н. Каразіна
61022, майдан Свободи, 4, м. Харків, Україна

Ірина Бабаєва

Харківський національний університет імені В. Н. Каразіна
61022, майдан Свободи, 4, м. Харків, Україна

Анотація

Актуальність. Актуальність дослідження пояснюється наявністю великої кількості недоліків, пов'язаних зі сферою професійної орієнтації, що свідчить про нерозвиненість соціальної держави в Україні.

Мета. Метою цього дослідження є вивчення шляхів розвитку державної політики у сфері професійної орієнтації як інструменту вдосконалення соціальної держави в Україні.

Методологія. Основою методологічного підходу в цьому дослідженні є міждисциплінарний підхід, який дозволяє комплексно розглянути питання, пов'язані із забезпеченням нормальних умов існування та розвитку суспільства, без чого неможливо з необхідною точністю визначити стратегію та порядок залучення держави до реалізації необхідних заходів, спрямованих на розробку та впровадження ефективної політики.

Результати. Результати, отримані в цьому дослідженні, слід вважати підтвердженням продуктивності застосування державно-управлінського підходу до вивчення особливостей розвитку державної політики в Україні. Важливість використання цього інструментарію для вдосконалення соціальної держави була підтверджена під час вивчення фактологічного матеріалу.

Висновки. Результати дослідження та сформульовані на їх основі висновки мають суттєву цінність для науковців і фахівців, які займаються практичною діяльністю як у сфері державного управління, так і професійної орієнтації, які потребують нових теоретичних засад для оптимізації своєї роботи.

Ключові слова: державне управління; державна політика; ринок праці; робоча сила; соціальний захист; соціальні зобов'язання держави; соціальні гарантії; розвиток соціальної держави.