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SOCIAL POLICY AND SOCIAL PROGRAMMING: KEY IMPLICATIONS CONCERNING DEVELOPMENT OF ACTIVE LABOR MARKET POLICIES AND EMPLOYMENT

Abstract:

Development of a functioning labor market is an issue of special consideration in recent years of extensive attempts to make proper assessments of the effectiveness of implemented and implementing social programs and taking decisions for future specifically targeted actions putting ambitious goals in the field of social and sustainable development. The global changes in views on labor force and labor market especially considering establishment of proper social policies are connected to the development of the concept of social programming as a social phenomenon and as a part of the broader understandings of the terms of program and programming reflecting on the alterations in the points of view on employment, unemployment and human resources. Examining theoretical background in that relation, current study provides new insights into the processes of development of a functioning labor market through active policies established and implemented on the basis of the notions of social programming and social technology as progressive tools distinguished by systematic approaches in organization and management, as well as by transparency and effectiveness.

Keywords:

labor market, social policy, program, programming.

JEL Classification: J58

Introduction

The fundamental change in the role of labor from passive to active gives the economies and cultures a new space, in which the leadership style encourages the employed to behave as „stakeholders”, to be well-trained in modern basic skills, to take responsibility for themselves and to be able to make adequate decisions. The countries owing high-quality training systems and effective government style that requires continuous improvement will succeed much more in raising the labor productivity. Increased productivity, in turn, will allow raising both the actual income of the employees and the overall standard of living. The countries and regions that fail in increasing the productivity of their labor force through continuous improvement will face declining competitiveness and lower overall standard of living.

The main challenge today is to create conditions for increasing the employment, reducing the poverty and successful overcoming of social exclusion in conditions of a still unfavorable economic environment. The challenge in still developing economies is to cope with the negative trends on the labor market, where:

- the labor supply exceeds significantly the demand;
- the nonconformity between the qualification of the employees and the needs of the ongoing restructuring of the economy of qualified specialists is essential.

The scope of the existing policies is aimed at securing minimum salaries, guaranteed minimum income, minimum pension, securing compensations and social benefits in unemployment. Actually, compensatory mechanisms of the existing incomes are sought. The new accents arise from a combination of different policies and instruments based on targeted studies. For example, after a thorough analysis of the structure of unemployment, the approach to programs and active measures in this area, as well as their orientation, have been changed. Efforts are redirected from the receipt of compensations and benefits to employment. Now the emphasis is on the preventive intervention, so that the people who gave lost their jobs not to fall into a state of long-term unemployment and hence the need for social assistance.

In the conditions of insufficient labor demand, the dominating actions are to promote and keep employment by subsidizing the employers and stimulate the entrepreneurship. The emphasis in this social policy is on implementing a more active approach to rather affect the causes than the consequences. This means that the preliminary assessment of the social impacts in connection to significant changes in the legislation has to become an integral part of the social policy (Terziev, 2015a).

New focus in the strategy of social policy is the implementation of effective mechanisms to support specific target groups that are not attractive enough, the provision of subsidized employment for such groups of unemployed persons, to whom this measure is effective. People of working age and in good health shall be given the chance to earn their income, to retain their working habits and not to be isolated from society, as well as to increase their suitability for employment through involvement in literacy courses and professional qualification training (Terziev, 2013).

The search for ways and methods for forming a market model of employment with a social focus is evidenced by the processes carried out in each of the structure blocks of the socio-labor relations which determine to a large extent the nature of the labor market and the field of employment. Namely: on the labor market, in the field of manufacturing employment, in the block of relations covering remuneration and

acquiring the results of labor, and in the relations, mediating consumption as the conditions for forming the standard of living and at the same time the conditions for the reproduction of labor. The effect of all these factors is expressed in the standard of living of the population.

At the same time, the labor market creates a space for manifestation of the objective economic law of interaction between demand and supply of labor, performing primarily the function to balance them. Thus, the mechanism of the labor market also appears to be a mechanism for distribution of individual labor in sectors and areas of socially useful services, a mechanism for converting the potential of labor resources in social work, realizing the human capacities and generating income. Therefore, the productive employment of the person can be considered as the ultimate objective in the regulation of the labor market and its socially acceptable performance (Terziev & Dimitrova, 2015). The second and very decisive function and factor of action of the economic law on the interaction between demand and supply of labor, is determining the initial cost of labor force as a major stimulus to employment and a source of guaranteed subsistence of the employee and their family.

At the dawn of the labor market development, as part of the stock market, its single regulator is the mechanism of free competition, based on the law of supply and demand. Under its pressure, the transfer of labor force to more advantageous industries is carried out. However, the processes of specialization and distribution of labor that are carried out under the influence of the scientific and technological revolution, make the labor force even more professionally oriented, which impedes its "transfer" from sector to sector. Objective grounds for the existence of unemployment arise. In addition, the capital begins to unite and focus, aiming at monopolization and change in their spheres of influence. All these are socio-economic preconditions for the emergence of state regulation of the labor market as a sphere for guidance of labor force. Besides, the labor force, as a main subject of regulation, is considered as operating labor resources. The labor force, as an ability of the individual to work (otherwise the labor is potential), and the labor as an appropriate human activity (functioning labor force) aimed at securing subsistence resources, are presented as different functional forms of labor resources. In this context, the ratio between these categories is uncontroversial and subject to certain logic of development (Terziev, 2015a).

The employment field and the labor market interact under the law of the „communicating vessels”- the greater the tension on the labor market (when the labor supply exceeds the labor demand), the lower tension in the field of employment and vice versa. Therefore, its condition is one of the key indicators for all government decisions in the socio-labor field and joint (tripartite) agreements in the field of social partnership. The question „Why does the problem of regulation of the labor market become so topical these days?” arises. The problem is that the market transformations cover very unevenly all branches of the economy, penetrate into its internal mechanisms and relationships. Their management, in order to form a unified national labor market, requires coordinated actions. (Terziev, 2015b).

The modern in terms of social significance measures for regulation of the employment of the economically active population, as forms for inclusion of individual work in the public one, in order to generate income and realize creative talents of the individual, are required to carry the main load in the system of measures on the regulation of the standard of living.

The concepts of program and programming

The term „program” is one of the most important characteristics of the human activity-outpacing of any actions by their mental image. The program is a special product of the individual and/or collective mental activity with practical and logical focus and it appears as a generic category of very special or private structures in which, as it will hereafter be demonstrated, to establish a specific model of a purposeful activity or concept of social development of the region, district or municipality, targeted programs for social protection of the population, a comprehensive employment program etc.

If the term „program” is used broadly, the term „programming” has received today the narrow meaning of strictly mathematical operations or preparation of information for processing through electronic computing machines. Going beyond these meanings also defines programming too narrowly. For example, in the famous system „planning-programming-budgeting”, it is defined as a detailing of the plan. Understanding the product is more extensive than the process of its creation. If the development of a program is carried out, it is obvious that this is also programming. In this way, we will understand programming as a process for developing a program (Terziev, 2015a).

Programming appears to be a general principle of management and when taken in consideration by the subject, it builds its actions with the help of certain means for achieving the goal. The following affect the specific content, structure and dynamics of the aim within the image of the action: the conditions in which the system is located; the extent of their knowledge and dependence on the subject; its value orientations and priorities; the available opportunities and selected forms and methods for achieving the desired result (Terziev & Dimitrova, 2015).

For its entire history, humankind has developed three fundamentally different instruments for governing, i.e. for exerting influence on people (Terziev, 2015a).

The first- this is the hierarchy, an organization in which the primary means of action (respect to power) is obedience, pressure on the person using coercion, control over the distribution of material resources, etc.

The second- this is the culture, which is the produced and recognized by society and organizations set of values, social norms, prescriptions and stereotypes of behavior, rituals, forcing a person to behave in a strictly defined manner, and not otherwise.

The third - this is the market, which is a network of equal in rights horizontal relations based on buying and selling of goods and services, property, balance in the interests of the seller and buyer. In the living, real economic and social systems, they usually exist. It is about what is given priority to and which is relied mostly on.

Programming is one way or another, accompanied by the use of all these „tools”. Above all, it provides an organization, which we find not only to be hierarchical in respect of authority and obedience, etc., but also to be a „systematic, conscious union of the actions of people pursuing the achievement of certain goals” (Terziev, 2015a).

This compensation can be presented by a set of the following basics:

- creation, fixation and explication of a sufficiently accurate image of the desired result or aim;

- linking the aim with the possible means for reaching, choosing a variant and its recognizing as necessary;
- development, reproduction and correction of a faster algorithm or prototype for actions leading to the achievement of the goal;
- structuring of these actions in a certain way, giving them relevance and consistency, without which the actions themselves would be separate, fragmented acts unrelated in a single process;
- communication on the program with agents and monitoring on their actions;

Programming is an important element in the systems with clear aims, as organizational systems are a specific variety of them. An organizational system can be characterized as a system, the appointment of which is the coordination of the actions of purposeful parts (social groups and individuals) and direction (tools and means of action) with the overall aim to obtain a significant end product. Programming in a certain way connects the purposeful part of the organizational system with the means and subjects of the activity. Within the organizational system, there is a hierarchy, distribution of power and order and executive functions between agents (subjects) of the program (Dimitrova, 2014).

The strong correlation between forms of organizational and system programming should be noted. The „hard” organizational system (conditionally called „administrative-command” system), as a rule determines the corresponding forms of programming and the types of programs from the type of the directive plan. The "soft" system (liberal-democratic system) only specifies the general reference points and recommendations for their achievement. In practice, however, we can meet different symbiosis between „hard” and „soft” systems in diverse combinations of programming. On the other hand, the form of programming and its products has an adverse impact on the organizational system. The program that is created and fixed in a certain type can determine the particular form of the system. Program changes (corrections) as a rule lead to corresponding changes in the system.

Programming is directly related to another historical way for governmental impact - culture. The overall level and characteristics of culture in a society have a significant impact on the forms and content of social programming. The approach to culture as a codified system (and generally reflected through various means), models and norms of behavior, activities, communication and interaction between people bearing the regulatory and control function in society, deepens the understanding of its relationship with social programming.

The development of an image and a way of action- programs in all elements, starting from the detection of the aim and ending with verification of the achieved result, is executed based on the value orientation of the subjects, awareness and choice of the most important needs and different ways of fulfillment. This in turn, is related to the legal side of culture, which through programming receives regulatory-management solution.

The connection between programming and marketing is seen unanimously. At first glance, they contradict one another: programming with its immanent ability to introduce systematic, structured processes, formalization of the impact on them - and the market with its classical ability of spontaneous interplay and conflict between different social forces (Terziev & Arabska, 2015).

In the 20th century, the systemic interference of the state in economic and other spheres of public life has increased. In this overall trend, a central place is held by the question of the relationship between state regulation and market self-regulation. Experience has identified three directions (models) to resolve this issue. In the USSR and the group of countries of Central and Eastern Europe, Central and Southeast Asia, known as socialist countries, according to the generally accepted terminology "the communist block" up to the beginning of 90^s under the influence of the Marxist doctrine and its modifications there is a model of centralized directive planning of economic and social development, which is denying the market. In this process of nationalization of the economy, there is more and more growth in the areas of public life, directly or strongly regulated by the specific system (Terziev, 2015a).

This model has not passed the test of practice and was rejected by most countries trying to implement it. Within this model, there are a number of methods, in particular the balance and regulation method, applicable in virtually any form of programming. This model also gives impetus to the development of methodology and experience for social planning, social engineering and other forms of social programming.

Within the programming, technologies have been developed as indicative planning, „planning-programming-budgeting” etc. Programming is a mechanism, but a mechanism related to the class of very complex systems, in which the constituent elements have greater freedom of behavior. The connection between the elements and the system with the environment is characterized by flexibility and instability. The order alternates with the element. The composition and structure of the system is not exactly defined, as its borders are not exactly set. Many things in the system are implicit, indirect, „distorted”. Programming is an ordered and spontaneous process.

However, the concept has left the political and ideological reflections of „To be or not to be” and has entered into the use of public management with deep theoretical and methodological processing and methodical and technological enrichment.

Social programming as a social phenomenon

The study of social programming as a social phenomenon and its essence shall logically start with the definition of basic concepts and development of apparatus for further examination of this phenomenon. The conceptual-categorical apparatus is required to help answer the questions about the content and the forms of programming, its place and role in the theory and practice of public management. The word „programming” has Greek origin („pro” - previously and „gramma”- write, mark). It has been linked to the designated in writing of a certain range of actions, understood with the meaning predict, prognosticate, warn, declare, proclaim, prescribe, command. All these meanings have something in common, namely that they indicate a certain feature of the human activity related to preliminary planning of future actions and activities, including their limitations.

This feature has a public character, a decisive (related to the decision) but also prescriptive direction, suggesting expression of such activity in the product - a program (in ancient Greek - a prescription, public notice).

In the modern interpretation of the term „program”, several meanings are generally included (Terziev, 2015a):

- action plan at work;

- statement of basic principles and objectives of the activity of political parties, organizations or individuals;
- a summary of the content of a school subject;
- an ordered sequence for action embodying an algorithm for solving certain tasks.

The term is used with the meaning of a list (directory) of theater, concert performances, performed roles and their performers, radio and television broadcasts, from the authors of reports and scientific conferences, etc. The further development in the field of using this concept should be noted.

The use of the term „social program” does not simplify the task, since the very interpretation could potentially be extremely wide, identical to the public or closely correlated only with special social activity. Moreover, the given area in the various definitions has different boundaries and components (Terziev & Arabska, 2015).

In the first place, the social program is a promising concept for welfare growth and development of social relations. It gives a general description of the strategy for social development in a particular historical period, the main areas of well-being growth and global qualitative and quantitative indicators to be reached during this period. Such concepts are contained in the programming documents of the ruling parties and serve as a basis for development of relevant sections of the plans for economic and social development.

In the second place, the social programs appear as special sections of the plans for economic and social development (annual or in the long run) of the relevant regions, districts and municipalities for planning. Reflecting the perspective social directions more thoroughly, they form tasks for a certain stage and ways for their achievement, reflect a deeper deployment of social criteria in planning, economic development as a whole and its individual sections and are most often not only the final result from planning the development of the economy, but also as a complex of knowledge for it.

In the third place, the special social programs stand out, involving the solving of certain crucial social tasks and the corresponding concentration of resources. In this sense, the term „social program” is mostly used, although it refers to a narrower concept. Such programs often affect different sections of the socio-economic plans and require special coordination in the development of various sectors of the national economy. They contain specification of goals and objectives, that reflect their hierarchy, serve for the formation of new forms to meet the social needs of the population and the formation of corresponding new organizational relations. As a social program, the combination of identified and feasible measures in a certain social field can reasonably be considered in case that no unified program document, plan, etc. is received, but are based on a common concept interlinked and aimed at reaching a comprehensive goal (Terziev, 2015b).

Although considering the time, within our society in the late 70^s the social programs are considered within the directive planning of the existing system of party guidance and total government. The indicated qualities of the social programs such as conceptualization, targeted direction to meet the social needs (including new forms), defining the social landmarks in social development, the social criteria in the development of the economy, expressing them in qualitative and quantitative indicators, the various species and social flexibility allow seeing in them a universal

method of political and management activity, the use of which may vary depending on the general and specific socio-economic, political and other conditions.

From the 70^s of the last century, in the political and managerial vocabulary the term "target complex program" has been established, usually with the meaning of "directive and address document representing a combination of resources, contractors and deadlines for the implementation of a complex of interrelated tasks and activities, united by a common goal" (Terziev & Dimitrova, 2015). Admitting the importance of such programs within the management practice, we have to note that their common name is not quite appropriate. The adjectives „target” and „complex” characterize the attributive, immanent properties of each program and not only from the specific class. Non-target and non-complex programs simply do not exist. Each program, in an explicit or implicit form, contains a target and a certain set or a complex of tools for implementation. This case once again confirms the importance of a terminology analysis and finding an adequate definition.

The program can be defined as a dynamic, structured image and method of operation (fixed in certain essential systems), created for the coordinated interaction of the subjects of an activity with targeted impact on an object (subject) of this activity using tied with the performers resources and deadlines for implementation of complex tasks and events. With regard to the social programs, the definition can be as follows: The social program, as a structured dynamic image and a way of action (fixed within the program) for coordinated interaction between the bodies of power, allows the solution of important social problems through the implemented resources, contractors and deadlines for the implementation of a set of tasks and events. Key element in the given description is the way of action and the associated with it certain method. This complex thought process is based on the need and ability to meet a certain need that has an important role for the subject, in order to solve problems emerging as the ideal presumable result of the actions taken.

Within the current actions, the program answers the question „What should we do?”, but the answer to this question is inevitably linked with „How to do it?”. By determining the way for the upcoming activity „modus operandi”, the selection and order for use by a combination of means for obtaining the desired result. This means may actually already exist or are to be created. In any case, they are pre-selected and arranged in a specific sequence and structure (logical and temporal). At this point the structure and sequence of operations in the use of these means should be determined, respectively the efforts of the authors and executors of the program.

The multi-element and complex structure of the program, its temporality and the participation in it of a number of executors, determine the need for a documentary fixation and a tracking system of its implementation. In the process of implementation of the individual components and the entire structure of the program, an activity may be reviewed, corrected, modified or terminated under the specified quality. Moreover, from this program for behavior and interaction between separate subjects, integrated programs could be drawn, implementing purposes, which have not been included in the intentions of the primary participants.

Building social policies in connection to contemporary problems and challenges and social programming

The discussion for the purpose of regulating the social and labor sphere, where the labor market is also included, has started even before the reforms during the last

century. Then the interpretation of the purpose and its regulation as reaching full and total employment, is dominating. In the economic literature, published since 1992, attempts to redefine the content of full employment, typical for the period of full employment and compulsory labor, are seen. At that time, many authors associate the concept of "full employment" with the employment in socially useful field of the entire labor force. Such ideas make the statements of some economists about the possibility of the interpretation of inefficient employment, as a form of hidden unemployment accompanying „full employment” in the administrative-command system, formally unfounded (Terziev, 2013).

Apart from various non-essential modifications, the positions of researchers on this problem are mainly represented by two sufficiently well-formed viewpoints. The first of them, as a fundamental sign of full employment, considers the complete satisfaction of the needs of labor of the population. The second, based on the full employment, puts the sign of conformity between the needs of labor of the population (labor supply) and solvent demand of labor (the number of job positions).

From the two considered perspectives, the first meets better the socio-economic objective for labor regulation, as it features the full employment by the needs of the person and puts them in the first place. The second designated position is suffering from replacement of the concept of „full employment” with another definition, rather characteristic for the balancing between the material and personal factors of production. As important as it is, „the balance” characterizes employment by meeting the needs of the production of efficient use of labor force and production capacity. This level of relationships is very important, constituting the interest of the employer, but it does not reveal the full extent of the interest of society in full employment of the population, in conditions of market economy, but represents one of its quantitative indicators. Here the interpretation of „full employment” as a combination of primary and secondary employment also finds place, i.e. when the employee does not earn enough money from their first employment, as a source of material supply. This makes the secondary employment for the employee a source of additional payment and financial security for themselves and their family. This is a rather quantitative approach. The person has the right to determine on their own which of the areas of employment is primary for them and which is additional, as well as what the dimensions of each of them could be.

In practice, the function of balance between the material and the personal factors of production appears as a rational employment, as a quite mobile and optimal for any given period combination between the labor force and the means of production - a purpose of the local employment policy.

The public balance of powers, which would stimulate the economic growth not by suppressing one's interests, but by reaching their consensus and social peace, is also important as a whole for society. This is also part of the task of state regulation of the labor market. Moreover, the state is represented as:

- a guarantor of the constitutional rights of the citizens;
- an employer, organizing and responsible for the labor market within the state and municipal property;
- a party to the tripartite agreements in the field of social partnership.

The measures for state influence on the labor market are aimed at optimizing its main elements - the labor supply, which refers to the structuring in accordance with the demand for a particular structure and quality of employment in accordance with sex and age, qualification characteristics, terms of payment, etc. These are complex and multilateral economic processes that correlate with the macroeconomic components of the market economy as: the ratio between the level of employment and the labor cost, the dynamics of the forms of property (in the terms of structural change), the investment and tax climate, the social tension in society, etc. Such global issues are mainly solved by the government of the country, in its capacity as a main carrier of state interests, on the basis of the national concept of socio-economic development. Nevertheless, the opportunities for active influence of the other entities for the development of the labor market should not be denied.

The aims and tasks of the social policy in regulating the labor market and the labor productivity consist of the following:

- creating all necessary conditions for economic growth, structural change of production, in order to create new and retain streamlined job positions for employment of the economically active population;
- providing the labor force with flexibility, mobility in order to transfer freely between the sectors, areas of employment and occupation, as well as between the regions in a move to raise the labor productivity and standard of living;
- combining of all parameters of demand and supply of labor, securing a natural level of unemployment;
- assistance for employment and social protection of the unemployed persons and socially vulnerable groups of the economically active population on the labor market;
- formation of a new motivation for highly productive labor of the individual;
- a decent level of salary and income, adequate to the qualifications, experience and the level of entrepreneurship;
- material incentives and civil responsibility of the individual to maintain the standard of living of their family;
- elimination of the causes and factors of both external and internal character, determining the maintenance of underemployment and hidden unemployment.

Moreover, in order to regulate the labor market, they change depending on:

- The level of the subject of government: nationwide (macro level); regional (level of administrative area); local (micro, reflecting individual or group interests).
- Time for their implementation: short-term (current, operational); medium-term (tactical); long-term (in perspective).
- According to sources of funding: fund from the state budget, extra-budgetary funds, funds from public organizations or commercial structures, resources from funds of operational programs financed by the European Union.
- According to the nature and forms of their impact: direct (laws, regulations, decrees, orders of the administration, etc.); indirect (taxes, rates, foreign exchange rates, interest rates on loans, etc.); mixed (national programs for socio-economic

development, targeted address national programs, targeted address regional programs, programs for insurance of risks in the labor market: unemployment, delayed payment of unemployment benefits).

- According to content and expected consequences: incentive; prohibitive; restrictive; protective.

Choosing one regulatory measure or another, the governing entity always has to take into consideration the specific situation on the labor market, the trends revealed in the analysis, their assessment and determining the preference for this or that measure on the labor market, their consistency or inconsistency in respect of existing legislation, the possible socio-economic consequences, etc. The particular use of one measure or another to regulate the labor market is in itself a combination of the above directions and forms of implementation of social policy. It always refers, however, to the type of passive or active policy on the labor market.

A base of the passive policy on the labor market is the responsibility of the state for the situation of the employee and the employer on the labor market. Such policy is typical of transitional economy and implies certain guarantees for the employees by the state for the period of stabilization of the country. In its essence, it is a continuation of the state paternalism in the conditions of building a market economy and is aimed at coping with social conflicts. The measures for passive policy on the labor market include: registration of citizens, who contacted the employment service, determining the unemployment benefits, organization for timely receipt of the benefits, early retirement. Being an integral part of the social policy of the state in the period of building a market economy, the passive policy on the labor market pursues its main purpose - to stabilize the level of consumption by the able-bodied persons, who are unemployed, thus avoiding the conflict between labor and capital. Critics of such a direction consider the passive labor market policy as socially dangerous and threatening with laziness, as well as parasitic moods and motivations by the unemployed that suppress the rights of working members of society. Opponents of the prevalence of passive programs for regulating the labor market, including also programs of unemployment insurance, claim that the main task for the state budget, as well as the budgets at other levels should become the support of the productive employment, not the "conservation" of the unemployment. This is already a measure of active policy on the labor market.

Development of a functioning labor market through active policies

A base of the active policy on the labor market should become the support of the unemployed in their active search of methods for inclusion in employment, which would allow them to secure themselves and their families with income and other means of subsistence. In other words, the active policy on the labor market transfers the responsibility for the situation of the person and their family to themselves. They will live in accordance with their income from their own employment and then the situation of the people who they secure depends only on them.

The active policy on the labor market is aimed at preventing mass unemployment. Therefore, it provides:

- preventive measures of the employment services, jointly with the employers for reorientation and retraining of the staff of the enterprises and organizations, engaged in structural reconstruction of the production;

- active job seeking and employment in accordance with profession, personal experience and aptitude of the employee;
- measures on support of self-employment;
- professional consultation of those who want to set up their own company;
- subsidies amounting to one-year unemployment benefit;
- non-monetary forms of support of small and family business.

Thus, the active policy aimed at improving the competitiveness of the labor force, supporting all forms of individual employment, including family businesses and farming. The difficulties of the transitional period dictate not too high level for implementation of this responsibility in the field of standard of living: the level of minimum social standards (Terziev, 2013). Nevertheless, the other trends in the state support of employment: social protection of employed and unemployed, social assistance and support in employment- currently require the respective instruments to assess their own capacity. Giving up its past paternalist positions in the organization of labor and employment, the state should not remain an indifferent observer of the difficulties, which the population faces in relation to the change in the economic model. It should act as an active subject for prediction and regulation of employment and its typical specific functions in the field of employment- remuneration and its social support, social protection and social partnership.

In the world of modern labor legislation, for each individual person, as well as for society as a whole, employment cannot be excessive, of course in the broad social (rather than psychological) interpretation of this concept. The upper, acceptable in itself, limit of the volume and content of employment is individually determined by the person. Hence the non-occupation- which is not unemployment yet. The unemployed person is considered an unoccupied person, willing to work, capable of productive work and actively seeking job. The principle of equal opportunities in realization of the constitutional right to work is not excluded, but assumes a differentiated approach to the choice of forms of assistance and support of the various groups of the economically active population on the labor market. All kinds of assistance should be equally accessible to those who are in need. This requires a thorough job of the structures and employment services in the creation, classification of data for each contingent and specifics of assistance. Moreover, an arrangement of the objectives and specification of the tasks on regulating the relations on the labor market between all levels of government, as well as its active entities, are necessary.

The competences of the central bodies of authority also include determining and control of implementation of social guarantees in the field of employment, securing the volume of centralized investments to implement nation-wide social programs, including programs for full employment, creating and preservation of jobs, vocational guidance and other cooperation with corporate capital at its involvement in the process of investing in employment. The regional structures, responsible for the state of employment, should also take their place in the active policy on the labor market. Local authorities determine the status of the unemployed and the level of low security of the population of the region, find such citizens and provide them with specific assistance in terms of job placement with cash or benefits in kind. In this connection, the group of measures of active policy on the labor market aiming at support the employment, also include the so-called „transitional forms” from unemployment to productive employment and therefore- the tactical aims for regulation of the labor

market. Moreover, it becomes necessary, as we believe, to clarify the terms „temporary employment”, „basic” (primary) employment, „additional” (secondary) employment, etc.

Recently, great attention is paid to temporary employment as a limited in time demand for labor force. Sometimes the temporary employment is determined by the content of labor, limited by a temporary (seasonal) period. Temporary employment, as a measure of the active policy on the labor market, is very ambiguous in its consequences (Terziev, 2015b). On the one hand, it allows:

- the employee- not to be temporarily unemployed and the associated with this lack of means for existence, but does not cardinaly solve their problem;
- the employer- to more effectively select their staff and to manage it in terms of quantity and quality. This type of work helps to significantly reduce the costs of the employer for support of the workforce by minimizing the costs for social guarantees and thus weakens the social protection of the employees at the social environment;
- the labor agencies- to lower the overall level of unemployment, making it possible to avoid chronic unemployment. Currently, temporary employment is widespread in the informal sector of the economy.

Along with that, temporary employment often impedes the professional development of the person's career and reduces their potential chances for a better labor readjustment. Therefore, a necessary prerequisite for its use as a tactical objective for regulating unemployment is to recognize the voluntary choice of the people for such a form of employment.

The crisis in the economy, the processes related to changing the forms of ownership and the structural transformations have created the phenomenon of underemployment. It manifests as hidden unemployment, administrative leave and similar phenomena. This, as a rule, does not depend on the wishes of the persons themselves, but is conditioned by the lack of work in the region, the financial difficulties of the production or other reasons, when there are no conditions for workload, sufficient for receiving payments that are sufficient for subsistence. The concept of incomplete or partial employment should be distinguished from the already implemented by us terms of primary and secondary employment. We can discuss them when there is no other option (jobs or suitable work) for development of additional (to the main) employment. According to the criterion of labor productivity, we can separate the relatively excessive employment, where employment is less effective as a result, in other words, the same result could be obtained with significantly less cost and number of employees. In this respect (in terms of obtained results), the costs for living labor and mechanized labor can be redundant. If the activity is characterized by excessive employment, this phenomenon already reveals the scale of the hidden unemployment. This is a consequence of the policy of detention of mass dismissals of employees and threats for sharp increase of the unemployment rate in the region. In any case, the inefficient employment signals the presence of hidden unemployment. Its transition into an open form of unemployment is no longer a purely economic issue for increasing the efficiency of employment, but a socio-economic one.

Depending on the causes for its origin, the economists define frictional, structural and cyclical type of unemployment. Frictional unemployment is related to the dissatisfaction with the old job and the search for a new job or the change of the existing job in the near future. This is a situation where people voluntarily change their

jobs. Structural unemployment is associated with changes in the structure of the consumer demand or in the production structure. Overcoming the structural unemployment often requires retraining and adaptation of the employees to another type of work and it takes a longer period. As a rule, the structure of the labor force in significant scale does not match the structure of the jobs. In this and other types of unemployment, the total number of jobs is approximately equal to the number of the economically active labor force. Cyclical unemployment is associated with a uniform repetitive cycle, or with a seasonal decline in production in one or another industry with decrease of the demand for labor force and reduction of the number of jobs.

Some economists consider the frictional and structural unemployment to be absolutely inevitable and somewhat useful in the sense of a stimulus of the subjects of labor for the adoption of preventive measures to regulate employment (Terziev, 2013). To the preventive measures for regulation of the employment structure, we shall refer the whole system of professional guidance of young people, starting from an early age in order to reduce losses from frequent job change and to create prerequisites for a successful career.

Supporters of the active policy on the labor market consider that equivalent funds spent for payment of unemployment benefits should be targeted for preventive measures for the prevention of "peaks" and economic downturns, in other words for smoothing cyclic recurrence of the production as such that instigates unemployment. The unemployment rate at full employment is equal for example to the amount of the frictional and structural unemployment in the complete absence (prevention) of such cyclic recurrence. This level is called a natural rate of unemployment.

The task of increasing the efficiency of the policy of the labor market is actual not only for the present unemployed (overt and hidden) or the underemployed, but for the employees (underemployed or ineffective) as well. After all, namely they „raise“ constantly the number of the „discharged“ persons from the labor market. If the measures of an active policy on the labor market manage to achieve if not cutting, at least limiting this practice, even if they do not cut, but narrow it down - this will increase the balance of flows on the labor market.

Conclusion

The relationships between employers and employees should not be simply placed on a legal basis, which is the very important function of state regulation of social and labor relations in general and unemployment in particular, but they must be attributed to the effort of the state impulse for a dynamic, continuous development and improvement. The state is called upon to organize a civilized dialogue on this subject between all entities on the labor market.

Social technologies are necessary for the transition of the society from one reform stage to another, from individual solutions to a system of measures for the regulation of the cycle of transition of the labor force from one type to another type and rehabilitation of the employment model. There is a need for demand both for individual decisions on urgent problems of hidden unemployment or inefficient employment and the creation of special complex target programs and efficient social mechanisms bound by time, place and provided with resources. Thus, the social programming (i.e. social programs) is a perspective structural form and method of action used in the coordinated interactions directed to socially significant problems in an approach considering time and resources, i.e. project approach in social problems' solutions implying effective methodologies of management for achieving social effectiveness.

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