
FOREIGN EXPERIENCE OF STATE REGULATION OF EMPLOYMENT IN THE CONTEXT OF THE GLOBAL COVID-19 PANDEMIC

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Abstract

Keywords:

unemployment
benefits, self-
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freelancing,
social support of
the population,
social
insurance.

The article analyzes the measures taken in the world in the field of mitigation of the consequences of the economic crisis caused by the COVID-19 pandemic, social protection and social assistance to the unemployed population. Measures taken by countries in relation to social support for the unemployed population were studied in conjunction with models. In addition, the economic mechanisms of the development of non-traditional and innovative forms of employment during the coronavirus pandemic were studied, as well as important scientific proposals and practical recommendations for using the experience of foreign countries in Uzbekistan were developed.

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Introduction.

In our country, the necessary measures are being taken to prevent a sharp negative impact on the economy of the consequences of the crisis caused by the pandemic. The head of our state SH.M.Mirziyoyev has adopted decrees and resolutions, numerous benefits and preferences have been provided to business structures. In particular, in accordance with the Decree of the President of the Republic of Uzbekistan dated March 19, 2020 No. PQ-5969 "on priority measures to mitigate the negative impact of the coronavirus pandemic and global crisis phenomena on economic sectors" in 2020 in the amount of \$10 trillion. An anti-crisis fund in the amount of Sum has been created. In addition, the World Bank has allocated 700 million US dollars to support Uzbekistan's anti-crisis program. In addition to a \$14 billion credit line USA.

During the coronavirus pandemic, it is important to study the experience of measures taken in the countries of the world to provide additional support to the population, especially business entities in the field of public catering, trade and services, to ensure their income, accelerated recovery of these entities, depending on the improvement of the sanitary and epidemiological situation, as well as the preservation of jobs. The use of foreign experience in regulating the development of small businesses and self-employment significantly strengthens the role of entrepreneurship in solving employment problems.

Literature review.

In the scientific literature there are scientific studies devoted to various aspects of employment. The theoretical foundations of employment regulation are covered in the works of foreign classics of economic knowledge, such as L.Valras, J.Keynes, K.Marks, A.Marshall, V.Oyken, A.Pigu. Among the Russian scientists who have studied the mechanism of employment regulation are A.O.Verenikina, M.I.Voyeykov, V.E.Gimpelson, I.E.Zaslavskaya, A.E.Kotlyar, T.M.Maleyeva, I.S.Maslov, Yu.G.Odegov, F.T.Prokopov, A.A.Tkachenko, T.Ya.Chetver.

We have accumulated a lot of experience in providing employment in the post-Soviet countries, so it is advisable to study the experience of other countries in solving problems arising in this area. The State active employment policy in these countries provides for the development of programs to promote employment; Employment programs are systematically developed, funded and implemented taking into account the specifics of a particular socio-economic situation.

Research methodology.

The methodological basis of the study was the Basic Rules and principles of dialectics. The quantitative study of the population in need of performance in the study of employment regulation processes, that is, the method of collection, processing and analysis of data on the population in need of performance was relied upon. Logical analysis, synthesis, generalization, induction and deduction, systematic methods of co-operation on economic events and processes were used to draw conclusions from the data.

Analysis and results.

The crisis caused by the coronavirus pandemic is of global importance, and many countries have taken measures aimed at isolating people, limiting their social and economic activity at the global level. Economic cycles, problems in financial markets or “bubbles” in real estate markets differ in many ways from previous crises associated with the economic downturn in 2020, and are the result of political decisions that largely embody the efforts of the state to contain the spread of coronavirus and reduce the number of potential victims.

It is for this reason that even at the first stage of the crisis – at a time when the number of cases of coronavirus has increased - many countries have focused all their efforts, on the one hand, on the healthcare system, the medical industry, the development of tests and vaccines. On the other hand, support for the aggregate supply during the period when restrictive measures were introduced and are in effect: preventing the closure of many enterprises and enterprises, maintaining employment and supporting the income of the population.

The costs of these measures taken during the initial period of the crisis vary significantly by country. In general, the lower the level of economic development of a country, the less resources it has that can be spent on supporting the population and the economy in a crisis. Among the countries with not very high incomes, Brazil can be singled out, which directs 8% of GDP to anti-crisis measures. Of the high-income countries, Japan leads, followed by the United Kingdom and Sweden. Russia is characterized by an average level of spending on anti-crisis measures to support businesses and the population, as in a number of countries with income levels calculated in terms of GDP per capita at PPP or exchange rate.

Despite the fact that most of the funds under the anti-crisis package of measures are directed to support businesses, various countries provide support to the population through employment or compensation for lost wages with unemployment benefits, as well as direct

payments under social insurance programs and non-tax social protection instruments. The general problem is the risk of mass poverty due to the suspension of economic activity, which manifests itself in differences in the level of economic development, the structure of the economy, the spread of self-employment and informal wage employment (including in the most affected sectors of the economy), models of social policy that arose before the crisis, as well as the risk of poverty in poorer strata population.

The coronavirus pandemic and related restrictions in all countries have led to a halt in economic activity, the closure of schools, offices, and retail outlets. In the absence of state regulation, such a situation can lead to mass layoffs of employees who cannot be transferred to remote employment. In response to this risk, two types of models of measures applied in countries can be distinguished (Table 1).

Table-1

Labor market support measures and unemployment rates in selected countries in March-April 2020ⁱ

Labor market support measures	Conditions and types of support	Unemployment rates
Payments of unemployment benefits to those who have lost their jobs USA, Canada, Norway	Conditions for registration of unemployment benefits: 1) job loss and usually, 2) prior participation in unemployment insurance or employment on a contractual basis. In some countries, unemployment benefits have extended to groups that have not previously participated in unemployment insurance (self-employed, temporary workers).	
	Unemployment benefits in the US amount to an additional \$ 600 per week for each recipient until July 31. It increases and applies to categories of workers who were not included until recently: self-employed, contractors and those with limited seniority. This is a temporary program funded from the federal budget that allows those who are not eligible for traditional unemployment benefits to receive benefits during a pandemic.	The US unemployment rate rose from 3.5% in February 2020 to 4.4% in March and a record 14.7% in April 2020. The unemployment rate in some cities exceeded 20%.
	In Canada, the emergency allowance is \$500 per week for a 16-week period to maintain income in case of job loss. temporary support is provided in volume I.	The unemployment rate in Canada increased by 5.2 percentage points in April 2020 compared to 7.8% in March 2020 and by 7.4 percentage points in February 2020 compared to 13%.
	In Norway, as in Finland,	The unemployment rate in

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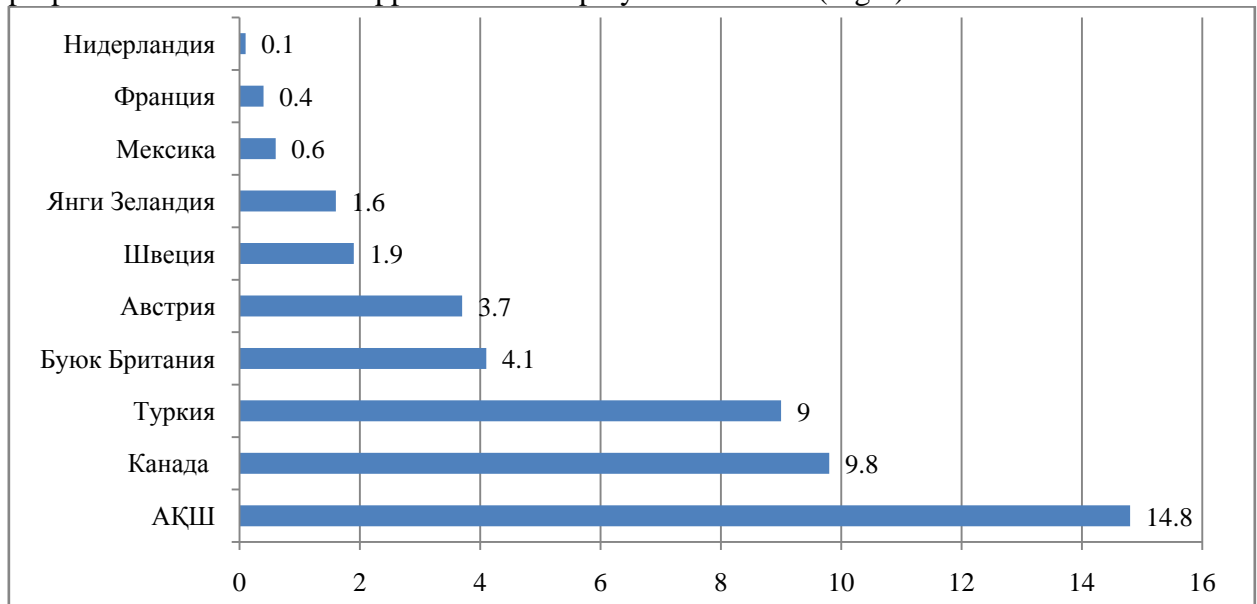
	<p>employers have reduced their expenses when dismissing employees (the difference is covered by the state), and for unemployment benefits, amendments were made providing for 100% coverage of previous income for a period of 3 to 20 days. The first 2 days are paid by employers (previously it was 15 days).</p>	<p>Norway rose from 2.3% on average in 2019 to 10.4% in March 2020. Unemployment in tourism and transport increased from 3.4% in the pre-crisis period to 23.2%. Alternatively, administrative data for April showed that the unemployment rate in Norway decreased by 0.6 percentage points compared to March.</p>
<p style="text-align: center;">Job retention – underemployment Germany, Denmark, France</p>	<p>In order to maintain employment, the State offers a program of subsidizing wages and part-time employment.</p>	
	<p>Germany has eased the conditions for entry into the Kurzarbeit program for employers who retain jobs in conditions of improved working hours, and also expanded the coverage of this program by introducing new categories of jobs.</p>	<p>In April 2020, Germany allocated about 10 million euros to subsidize jobs. workers participated. The unemployment rate in April 2020 exceeded 3.5% in March, 3.4% in February 2020 and an average of 3.2% in 2019 and amounted to 5.8% (according to other estimates, 4.3%).</p>
	<p>Denmark has a wage guarantee program for employees whose working hours have been reduced or work has been terminated due to quarantine; employers who suffer from quarantine and those who maintain jobs cover the wage costs. The state subsidizes up to 75% of employees' salary expenses. With the introduction of the order issuance system, more than 10,000 companies have applied for salary compensation. The government also compensates the employed for up to 90% of the income lost as a result of covid-19.</p>	<p>The unemployment rate in Denmark in February 2020 was 4.0%, and in March 2020-4.2%. (According to OECD estimates, in February and March 2020 it was 4.8%).</p>
	<p>Поддержка занятости во Франции происходит за счет расширения охвата программой поддержки неполной занятости, действующей ранее. В ситуациях, когда рабочее время сокращается, работодатель получает субсидии от государства в размере до 70% от заработной платы работников.</p>	<p>In France, 10 million in April 2020, more than 10 employees will receive subsidized part-time employment, which is about one in two employees or 6 out of 10 French companies. According to OECD estimates, the unemployment rate in the country was 7.9% in February 2020 and 8.4% in March.</p>

The first (including those used in Bulgaria, Kazakhstan, Norway, Romania, Slovenia, the USA, Finland, South Africa) is aimed at supporting people who have lost their jobs by facilitating access to unemployment benefits, increasing its size and payment terms.

The second (which is used in Austria, Belgium, Great Britain, Germany, Denmark, Spain, Italy, the Republic of Korea, the Netherlands, New Zealand, Turkey, France, Estonia, Japan and other countries) is aimed at maintaining employment at the highest possible level (subsidizing wages) so that workers can return to their jobs with the release from quarantine and the revival of the economy and by maintaining part-time employment). Some countries (for example, Armenia, Canada, China, the Philippines, Sweden) combine the use of tools to maintain employment and increase unemployment benefits.

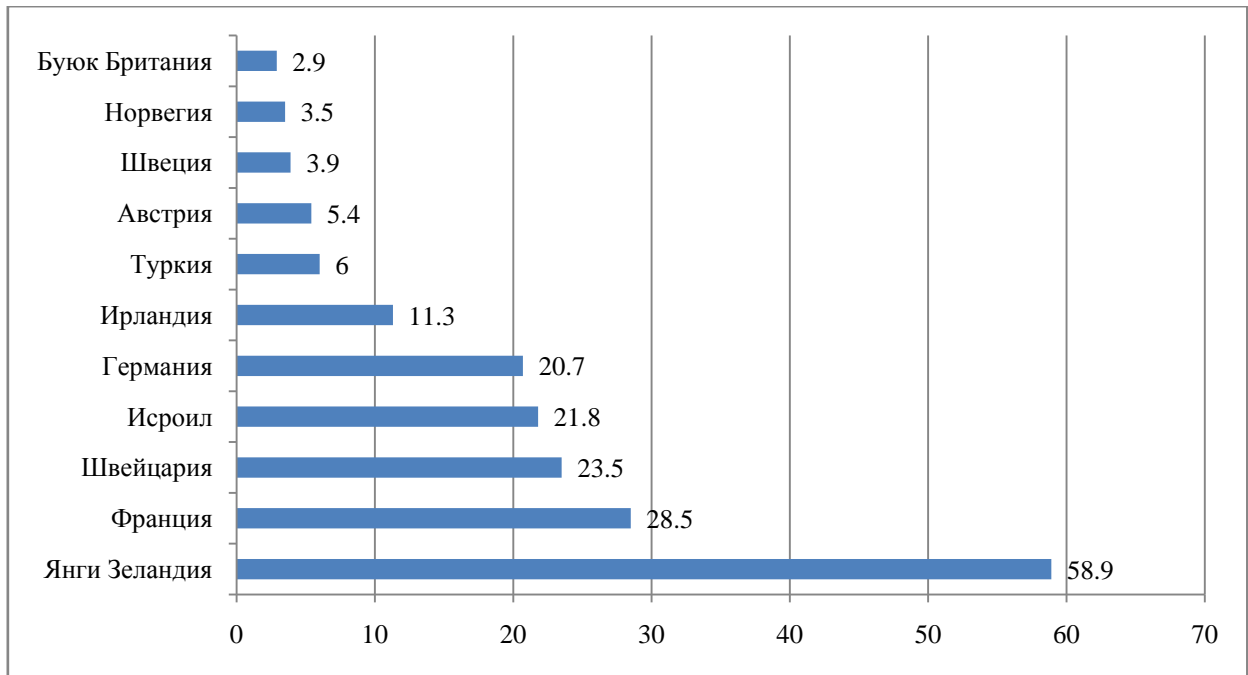
Finally, some less developed countries have not taken measures to facilitate the receipt of unemployment benefits and maintain employment (for example, Algeria, Brazil, Ecuador, India, Peru, Tajikistan, Tanzania, Tunisia, etc.).

According to a Gallup survey, from a group of 20 countries, 6.8% of respondents applied for unemployment benefits using traditional methods or by expanding the unemployment support system, while 5.1% of workers received benefits under the employment support program. In the USA, among the countries studied, there is a large proportion of workers who applied for unemployment benefits (Fig.1).



Picture 1. The proportion of those who apply for unemployment benefits in individual countries, to the number of workers, in%.

On the contrary, in Germany, the share of respondents applying for unemployment benefits decreased, while in March 2020, more than 20% of workers used subsidies to support part-time employment (Fig.2).



Picture2. For those who apply for unemployment benefits in individual countries, to the number of the labor force, in%.

According to the authors of the study, preliminary assessments of the impact of the pandemic on employment support programs show that support for part-time employment while maintaining income from the point of view of employers and employees is considered as a more suitable form for maintaining employment than direct dismissal.

Social support of the population. Persons who have lost their jobs, despite the measures taken to protect their employment or support their income, are exposed to both a high risk of infection and restrictive measures (closure of kindergartens and schools, transfer of education to online form, weakening of the activities of entire sectors of the economy, etc.) in the conditions of the pandemic. The consequences also negatively affect the level of and the quality of life of the general population.

Therefore, along with measures aimed at supporting the labor market, the Governments of many countries (159 countries as of May 1) have applied various measures of social support to the population in the conditions of the pandemic. According to the World Bank estimates, as of May 1, 2020, many of the adopted programs against COVID-19 were not insured (455 measures, or 60% of all measures), and only 27% (200 measures) were insured. In an environment where rapid adaptation to the development of a pandemic is needed, it is not surprising that Governments rely more on existing approaches to organizing social protection, especially in developing countries, where uninsured social assistance programs extend much further than social insurance programs. It is no coincidence that many anti - crisis measures within the framework of social insurance have been taken by European countries.

Countries with a universal system of social support during the crisis, with low levels of poverty and unemployment before the crisis, offer few new containment measures due to the lack of available tools. Conversely, countries with an insufficiently developed social support system, where the problem of unemployment and poverty was acute before the crisis, are forced to resort to mass measures to support the population during crisis periods. On the one hand, we can compare Spain and Italy, and on the other - Germany and Sweden.

Social insurance. Social insurance measures taken in the context of the COVID-19 pandemic are characterized by flexibility, convenience by reducing the requirements for their receipt, the high cost of benefits paid and the focus on supporting the affected segments of the population. According to the World Bank report, the largest number of anti-crisis measures among social insurance programs includes unemployment insurance (26% of all measures), sickness payments (23%), extension or reduction of insurance premiums (23%) and pension insurance (23%).

Important features of the changes in the rules for receiving social insurance benefits are a simplified and shortened procedure for reviewing the rights to a particular payment in a crisis, the rapid transfer of money transfers to recipients of insurance benefits, as well as the expansion of the circle of recipients of such payments at the expense of temporary workers, self-employed or persons without sufficient insurance experience in a number of countries.

The funds of the Unemployment Insurance Fund are used not only to finance unemployment benefits, but also to cover the costs of subsidizing wages or part-time employment (for example, Great Britain, Germany, France), to cover the difference in insurance payments (Germany).

In Germany, temporary workers have been granted the right to receive unemployment benefits and participate in employment subsidy programs. In France, the requirements for the minimum length of insurance experience for receiving payments under social unemployment insurance have been abolished. In Finland, all established companies could not simultaneously use unemployment benefits without a minimum period of payment of insurance premiums, which was not previously valid. Such conditions have also been accepted in Spain and Italy. In France, at the expense of unemployment insurance funds, the conditions for training workers and obtaining additional qualifications were expanded. At the same time, they start working after a break: support can be up to 70% of the total education costs.

At the end of April 2020, changes in the rules for the appointment and payment of sick leave of international experience in supporting the economy and the population in the fight against the coronavirus pandemic were adopted in 11 countries out of 15 included in the full review prepared by the Institute of Social Policy of the Higher School of Economics: Great Britain, Germany, Denmark, Spain, Italy, USA, Finland., France, Sweden, South Korea and Japan. They mainly concern the conditions for filling out the sick leave by employers where the state is the employer (Great Britain, Denmark, Finland, France, Sweden, etc.) has taken over financing a significant part of the costs by reducing or canceling the number of “qualified” sick days that will be covered. In addition, in a number of countries (Great Britain, Denmark, Finland, France, Sweden, etc.), for example, in the conditions of self-isolation requirements, there has been an expansion of the grounds for paying sick leave to employees who cannot work remotely and parents whose children are at home and switch to online training (Italy, France, USA). In some countries, the greatest increase in the duration of support of the population is observed, of which 53.6% are for various payments, 22% are for in-kind assistance and vouchers, and 24.4% are for benefits for various payments.

Direct paid bills for people suffering from coronavirus infection usually occur when there are grounds: in Denmark, this may be an expected decrease in income from self-employment or partial loss of employment by students, the neediness of households in Japan and China, the annual amount of income in the United States.

The crisis caused by COVID-19 once again puts on the agenda the issue of providing universal payments to the population and using a guaranteed minimum income for these purposes (a similar measure, in fact, was introduced in the United States, and in Spain is

being discussed as a temporary measure). Almost all countries have increased the previously existing amounts of unemployment benefits, softened or abolished the conditions for receiving them during the crisis; expanded the right to receive paid sick leave. A number of countries made direct payments to the population, ranging from one-time assistance in the form of checks (vouchers) and ending with self-employed citizens. Thus, the coverage of various means of social protection has really expanded at present, but this has not happened within the framework of one program and one tool, but through a combination of several different programs and approaches.

The main categories of recipients of targeted support are families with children, the self-employed and the low-income population. In a number of countries, families with children have received the right to a lump sum payment regardless of the amount of income (Armenia, USA). In addition to parental leave in Italy, allowances were introduced to pay for babysitting services for children under 12 years of age. In Finland, compensation is provided for the absence of a nanny in preschool institutions.

The self-employed working in the sectors of the economy affected by the crisis occupy the second place after families with children in the target group of social support (Table 2). In Germany, a simplified procedure for obtaining the right to receive child benefits (but based on income verification) has been applied to small business owners and the self-employed. In the Netherlands, in turn, additional measures are being taken to support jobs, including 3% loans in the amount of about 10,000 euros for up to 2 months or up to three years to support income that is not covered. In addition, in a number of less developed countries (for example, in Latin America), where the scale of informal employment is traditionally high, special measures of unhealthy social support have been applied to informal workers.

Governments (Great Britain, Spain) have taken measures to provide free meals to school-age children of individuals forced to stop participating in educational institutions, disadvantaged segments of the population experiencing a reduction or loss of income (Spain), and the entire population of the affected regions (South Korea). This measure is implemented in the form of food vouchers, paid benefits and direct food aid.

Measures aimed at deferring various mandatory payments can be universal (Kazakhstan, USA, Finland) or aimed at disadvantaged segments of the population (Spain, South Korea). In Japan, there is a wide range of measures aimed at the entire population of the country: a temporary reduction in VAT, speeding up the timing of loans for those who have difficulty paying for housing, the distribution of coupons for essential goods, flexible water supply times.

Table-2

EU measures to support self-employed and freelancers in some countries during the COVID-19 pandemic

Countries	Activities to support self-employed and freelancers
Belgium ⁱⁱ	The self-employed are entitled to compensation in the amount of about 1,500 euros per month in a situation where their work was suspended or terminated for at least 7 days in March and April 2020.
Great Britain ⁱⁱⁱ	Self-employed persons whose activities have been discontinued as a result of the epidemic can claim payments in the amount of 80% of their average income, starting in March, for three months over the past three years. The maximum amount of payments is 2,500 pounds per month, even in the case of employment. But these payments will be available only from June. Self-employed, whose income under the program is more than 5,000 pounds

ⁱⁱ<https://www.businessinsider.com/countries-offering-direct-payments-or-basic-income-in-corona-crisis-2020-4#south-korea-will-cover-70-or-more-of-wages-15>

ⁱⁱⁱ<https://www.gov.uk/coronaviru>

	<p>per year; those who have recently been self-employed and have not filled out a tax return for the 2018-19 fiscal year, as well as registered as an enterprise and receives their share of basic income in the form of dividends and wages, can apply for an employment support program. In general, about 95% of the self-employed will be covered by this support program.</p> <p>The minimum income level that allows you to apply for universal credit has been abolished. The rules of the program stipulate that the self-employed, whose business has been operating for more than a year, must earn an equivalent amount by working at least 35 hours a week at a minimum job. This rule was introduced to curb fraud and put an end to subsidizing the self-employed who suffer losses. Under this change, universal credit can play a temporary role as an unemployment benefit through a needs check for the self-employed.</p>
Germany ^{iv}	<p>The self-employed, that is, employees and freelancers, receive financial assistance due to the loss of income due to the official salary associated with the coronavirus: grants from 5 to 15 thousand euros for three months. The competent authority accepts the profit established in the tax assessment for the previous calendar year. Again, they also have easier access to the unemployed support program.</p>
Denmark ^v	<p>Temporary compensation has been introduced for self-employed and freelancers who are experiencing a serious decline in their turnover due to Covid-19. The state can receive a maximum of DKK 23,000 per month to cover 75% of the expected loss of its income. To do this, in the period from March 9 to June 9, 2020, the expected loss of income of at least 19% due to COVID-30 will be officially confirmed.</p>
Spain ^{vi}	<p>Benefits have been introduced for the self-employed and freelancers as part of social assistance programs. Monthly allowances of about 430 euros have been introduced for temporary workers.</p>
Netherlands ^{vii}	<p>The self-employed can apply for a temporary allowance of up to 1,500 euros per month, which will cover the increase in income after March 1.</p>
France ^{viii}	<p>Support for small businesses and the self-employed in the form of a one-time payment of 1,500 euros. About 2 billion. The annual turnover of euros by the State financial Administration is estimated at 1 billion euros. 2020 as of March 2019. Those who lost 70% of their business compared to March were redirected. Such enterprises include, first of all, catering establishments that the government is forced to close. In total, according to the estimates of the Ministry of Finance, assistance was provided to 600 thousand enterprises.</p>

In Japan and the USA, as an additional source of funds, the population was offered to use the refund of tax deductions, the conditions for obtaining which have changed. In

^{iv}<https://www.spiegel.de/wirtschaft/soziales/coronavirus-bundesregierung-beschliesst-umfangreiches-rettungspaket-a-2e96dfed-b307-4a47-a62b-ca81cf7be4a9;>

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<https://www.bmw.de/Redaktion/DE/Dossier/coronavirus.html>

^v<https://www.macleans.ca/economy/economicanalysis/how-denmark-got-ahead-of-the-covid-19-economic-crisis/>

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^{vii}<https://meijburg.com/news/additional-corona-crisis-measures-government-emergency-package-covering-jobs-and-economy>

^{viii}<https://www.economie.gouv.fr/measures-exceptionnelles-urssaf-et-services-impots-entreprises;>

<https://www.lefigaro.fr/societes/8-7-millions-de-salaries-sont-desormais-au-chomage-partiel-20200415>

Kazakhstan, the VAT rate on socially significant goods has been reduced, their cost, volume and cash are being monitored; tariffs for housing and communal services for the entire population have been reduced during the quarantine period.

Deferral in electricity payments in South Korea is used by low-income groups of the population, recipients of social or family benefits, some of which are directed to subscription fees (Armenia); private enterprises and during the quarantine period, tariffs for housing and communal services were reduced (Kazakhstan). Those who are experiencing a reduction in their income, those who have lost their jobs, real estate tenants and, in turn, some of the jobs, have been granted the right to a delay in the payment of mortgage contributions (Spain).

Some Governments have responded to the complications of coronavirus infection by introducing new, unique social support measures. In Spain, the homeless were provided with hygiene products, food, drinking water and information about preventive measures, while all residents of Japan were provided with disposable masks. Helsinki city, church and non-governmental organizations have begun to provide daily assistance to the elderly, and distance learning facilities have been created. In the UK and Finland, charitable organizations providing significant services to the population during the epidemic received funds to carry out their activities: assistance to families in need, provision of social services, financial advice, psychological support. France has suspended pension and other ongoing reforms.

It should be noted that workers and migrants, who make up the absolute majority of the analyzed countries, that is, the most vulnerable segments of the population, remain within the framework of the measures taken to support the population in this crisis. Social assistance to migrants is provided in Wuhan (China), Sweden, the terms of the labor market integration programs have been extended for them, administrative procedures for receiving assistance to refugees and internally displaced persons have been simplified in Spain.

Conclusions and suggestions

Stimulating economic measures implemented in various countries of the world provide for a wide range of solutions and can be directed both to all economic entities and to companies in individual industries. It should be noted that the set of support mechanisms in all countries is almost the same, while the differences are mainly in specific mechanisms, priorities and relative amounts of assistance provided.

At the same time, the scope of employment support measures is determined by the relative assessment of the appropriateness of certain decisions in specific situations and the institutional levers used, the budget at their disposal. Experience shows that the effectiveness of support measures is ensured not only by their diversity for potential users, but also by the flexible arrangement of these mechanisms, taking into account the availability, attractiveness and speed of distribution of assistance and feedback from all business entities. In many countries, support measures have been improved and changed as the situation develops. In Uzbekistan, it is also important to work on defining the requirements and criteria for support, maintaining flexibility in identifying economic entities in need of assistance and simplifying the mechanisms for its provision.

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