

# EKONOMIKA

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## REGIONALIZATION OF EMPLOYMENT POLICY IN BELARUS

The given article proves the necessity of regionalization of employment policy. Heterogeneity of an aggregate labour market in Belarus, explained by the existence of labour markets of large multipurpose cities, labour markets of a single-industry town and rural labour markets is shown. The methodical approach to classification of regional labour markets is developed and approved; their condition and intensity degree is evaluated by means of calculation of tension coefficient according to the total of indicators. Features of functioning of a labour market of a single-industry town and a rural labour market are shown. Five types of a regional policy of employment are determined (the standard policy, the aligning policy, a policy of dot growth, strengthening of inter-regional relations and development of institutional composition of the labour market), each of which contains the adequate measures considering the type of a regional labour market and its condition. Necessity of acceptance of the program of additional measures for removal of intensity from labour markets of a single-industry town and rural labour markets has been argued.

**Keywords:** a regional labour market, tension coefficient of a regional labour market, the regional policy of employment.

### Introduction

Inequality of economic growth and distribution of its benefits is a universal law. Some experts (БЛИНОВА, РУСАНОВСКИЙ 2002) determine two kinds of factors, which strengthen regional inequality – macroeconomic factors (caused by economic policy pursued in the country) and entirely regional ones (that derive from specificity of business and economic structure of region and the developed structure of employment). Therefore the determination of features of regional labour markets is required for a substantiation and selection of measures of a policy of the employment that, to the greatest extent, correspond to interests of regions and consider their specificity.

### Necessity of regionalization of employment policy in Belarus

Regional labour markets of Belarus have their own features, the most important of which are the following:

- 1) **Internal heterogeneity of regional labour markets** which is caused by distinctions between a labour market of a large and a small city, diversified or narrowly specialised labour market, contrasts between urban and rural labour markets. As a

result, labour markets of small cities and agricultural labour markets are strongly drawn towards mono- or oligopsonistic employment structure. They are weakly diversified; therefore they are characterized by higher risks of unemployment in comparison with diversified labour markets. In rural labour markets an occupation level and economic activity of the population is lower, and the institutional structure is much poorer,

- 2) *Branch priorities* in regional development which were generated during the pre-reform period, and were aggravated during the period of system transformations. Now they provide for a branch binding of employment of the population in a single-industry town to one or two large-scale enterprises or to the enterprises of a single industry in a small city;
- 3) *Shifting of problems of an aggregate labour market from macro- to micro-level* (that is to the level of the business entity), that means preservation of inefficient employment at the enterprises. A lot of enterprises are characterized by excess of actual number of workers over the economically reasonable number. Along with a labour redundancy there is a preserved deficiency of competent workers and experts which structure does not coincide. A lot of enterprises offer a low level of payment, suffer a high level of personnel turnover, low efficiency of programs of advanced training and development of staff. The situation is aggravated by a rather passive position of personnel departments of the enterprises which are concentrated basically on fulfillment of office work functions. Especially difficult problems are faced by those regional labour markets where the majority of labour sources are employed by one or two town-forming enterprises. In this case the condition of a regional labour market depends on a condition of the given enterprises;
- 4) Underdeveloped institutional *labour market composition at a regional level*, poverty of its infrastructure.

Hence, the accepted regional profile does not reflect all problems in the field of employment during the analysis of regional problems of employment in Belarus. Therefore, while working out regional programs of employment, features of its segments must be considered.

### Theoretical bases for regionalization of employment policy

In the economic literature regionalization of a labour market has been actively studied since 1950. In spite of the fact that the majority of researchers are grounded on the administrative-territorial division accepted in the country, there are also approaches which lay various features in the basis of regionalization: a branch feature – industrial labour markets with different degree of diversification and agricultural markets are singled out (Челурных ... 2006); degree of intensity of a labour market – according to the rate of unemployment, and labour market opportunities (Ванкевич ... 2008); dynamics of a labour market (Капелюшников 2001). The problem of mono-branch territories and single-industry town is separately investigated, employment in

which is adhered to one or two large town-forming enterprises (Рожков 2004). A number of researches are devoted to the search of relationship among the basic indicators of a regional labour market with macro-economic and regional factors of development where a share of those employed in industry, agriculture, an index of development of a local infrastructure (evaluated on the basis of the number of telephone lines per 100 inhabitants), a share of those employed in trade, and in private enterprises, the average size of enterprises in the terms of the number of workers and so forth are used as indicators for differentiation of regions (Блинова, Русановский 2002).

Experts point out wide experience of the EU countries in regionalization of economic development policies, stressing upon various types of the regional policy (Фатеев 2010). Concerning differentiation of a regional employment policy it means, that it is necessary to single out the types of regional labour markets, to group them according to some certain features in order to select a corresponding model of an employment policy in the region. However, there is no complex research devoted to a problem of the substantiation of a choice of the regional employment policy according to the type of a regional labour market. Experts of the International Labour Organization single out global regions in the world, either focusing attention of the employment policy to problems dominating in them (Global Employment Trends 2010), or stressing upon the groups of the people which require additional measures of employment assistance – youth, rural population, invalids, migrants (Skills for improved productivity 2008). Micro-regional aspects of the employment policy in Greece are reflected in the work “Identifying Spatial Labour Markets in Greece” (Prodromos-Ioannis 2010). In the work of Polish researchers R. Walkowiak and K. Krukowski (Wakowiak, Krukowski 2009) the necessity of using the mechanism of the assessment of elasticity of a labour market during the development of strategy of local development (where employment is a constituent element) is proved. The Russian researchers have developed the mechanism of the assessment of features of a local labour while working out programs of local development (Рожков 2004) and acceptances of additional measures for removal of intensity of a labour market (О дополнительных мероприятиях 2008), however the condition of a regional labour market is diagnosed on the level of official and actual unemployment. The working hypothesis of the given research consists in the following: as it has been proved, that “regions with polytypic structure of employment also have different situation on a labour market” (Блинова, Русановский 2002) and the region’s relation to a certain type of a labour market determines the condition of its basic indicators, so the development of the classification tool of regional labour markets and revealing of their intensity degree will allow justifying the set of measures of macroeconomic policies and an employment state policy that are the most suitable for a given region that will increase efficiency of decisions made in this area. It must be noticed that the analysis algorithm of a regional labour market depends on its type. The labour market of a large multipurpose city, a labour market of a small city and a rural labour market can be evaluated referring to the list of indicators such as the rate of unemployment, its structure and average duration, labour market condition, an average level of wages, etc. that is presented by the bodies of public employment service. It is necessary to supplement the analysis of labour market

of a single-industry town with research of home labour market of town-forming enterprises considering its financial and economic condition, and as well as the remoteness of a single-industry town from a large city. Unfortunately, not all the data are gathered by Belarusian statistics, therefore in this article only statistically accessible information is used for the analysis of regional differentiation of labour markets in Belarus. Statistical data on development of regions of Belarus (Регионы Беларуси 2009) and the live data presented by Ministry of Labour and Social Protection of Belarus are used as an empirical base of research.

### The methodical approach to regionalization of employment policy in Belarus

A regionalization policy of employment in Belarus assumes fulfillment of the following stages. At *the first stage* determination of the basic types of a regional labour market – a multipurpose industrial labour market, a labour market of a small and a middle-sized town, a labour market of a single-industry town and mainly agrarian labour market is carried out. Criteria of classification are the following:

- Town population. If the population of a town is less than 50 thousand people the town relates to a small or a middle-sized town;
- Relative density of agricultural population in the population of the region. If it exceeds 50% the given area is classified as one with mainly rural labour market;
- Branch structure of employment. If the volume of employment of a town (or rural area) at two enterprises of one (or adjacent) branch equals to not less than 25% of a volume of employment in economy of a town (or rural area) the given labour market relates to a weakly diversified labour market;
- Relative density of average number of workers at town-forming enterprises (or in a rural area) in a volume of employment in a town (or a rural area). If the number of workers of one enterprise equals to more than 1 thousand people, or not less than 20% of a volume of employment in town economy, and the enterprise's share in industrial output in a city is not less than 30%, a labour market relates to the labour market of a single-industry town.

*The second stage* of regionalization of employment policy assumes working out the list of the indicators, that, in total, allow evaluating and differentiating regional labour markets (i.e. to determine quiet labour markets, potentially tense and tense ones) for a substantiation of the corresponding kind of the regional policy of employment depending on condition of the market. In the given research the system of indicators of a regional labour market includes five indices – a rate of unemployment in region, the condition (number of the unemployed per 1 vacancy), relative density among unemployed persons at the age of 16–29 years, over 50 years and with duration of unemployment more than 1 year.

Table 1  
Quantitative parametres of regional labour markets in Belarus, 2009

Area	Number of areas, unit	Number of towns with the population more than 50 thousand people (town population, thousand people), unit	Number of small and middle-sized towns (with the population less than 50 thousand people)	Number and the name of single-industry town	Quantity of areas, in which relative density living in a rural area in a population in which more than 50%, a unit	Agricultural population share in a population, %
1	2	3	4	5	6	7
Belarus, in total	118	23	183	40	79 regions	26,1
Brest region	16	4 towns: Brest (318), Baranovichi (168,9), Pinsk (131,2), Kobrin (51,3)	25	4 single-industry towns: Kosovo, Telekhans, Ruzhany, Mikashevichi	11	34,6
Vitebsk region	21	4 cities: Vitebsk (347,5), Novopolotsk (101,0), Orsha (122,2), Polotsk (83,7)	39	11 single-industry towns: Baran', Bolbasovo, Orekhovsk, Novopolotsk, Obol', Novolukomol, Podsvilie, Osintorph, Voropaevo, Lyntupy, Ruba	16	27,7
Gomel region	21	5 cities: Gomel (488,1), Zhlobin (72,5), Mozyr (112,2), Retchitsa (65,2), Svetlogorsk (69,3)	30	4 single-industry towns: Zhlobin, Svetlogorsk, Sosnovy Bor, Belitsk	13	27,8
Grodno region	17	3 cities: Grodno (338,2), Lead (95,8), Slonim (50,8)	29	6 single-industry towns: Pogranichny, Beryozovka, Ditva, Pervomaisky, Mosty, Krasnoselsky	12	31,1
Minsk	-	1829,1	-	-	-	-

Sequel to Table 1 see on p. 66

Sequel to Table 1

1	2	3	4	5	6	7
Minsk region	22	5 cities: Borisov (150,0), Zhodino (62,2), Molodechno (97,6), Soligorsk (101,4), Slutsk (60,9)	38	13 single-industry towns: Vileyka, Krasnaya Sloboda, Soligorsk, Rudensk, Svisloch, Pravdinsk, Fanipol, Zhodino, Radoshkovich, Gorodeya, Usyazh, Oktyabrsky, Stolbtsy	16	44,7
Mogilyov region	21	2 cities: Mogilyov (372,0), Bobruisk (219,0)	22	2 single-industry towns: Kostykovichi, Elizovo	10	24,4

Source: data of National statistical Committee and the Ministry of Labour and Social Protection of the Republic of Belarus.

Table 2

### Evaluation of tensity of a labour market within the profile of the regions Belarus, 2009

Areas	Rate of Unemployment %	Number of the unemployed per 1 vacancy, people	Relative density of persons at the age of 16–29 years in the number of the unemployed, %	Relative density of the unemployed with duration of unemployment over 1 year, %	Relative density of the unemployed at the age of over 50 years, %	Tension coefficient (2)
Belarus	0,9	1,2	41,1	6,2	16,4	1
Brest Region	1,0	1,65	41,3	10,5	15,1	2,46
Vitebsk Region	1,1	1,93	34,7	8,5	20,2	2,76
Gomel Region	1,1	1,79	43,3	6,9	16,3	2,17
Grodno Region	1,1	1,85	38,3	8,3	16,7	2,35
Minsk	0,4	0,35	48,4	1,05	15,9	0,023
Minsk Region	0,8	1,13	43,9	4,5	13,4	0,53
Mogilyov Region	1,0	1,67	39,2	0,48	16,4	0,1

Source: author's calculated by the data of the Ministry of Labour and Social Protection of Belarus.

The highest index of the tension coefficient of a regional labour market corresponds to the most tense labour market; the lowest one corresponds to the quietest labour market.

According to the Table 2, regions of Belarus have a various condition of the labour market: in Vitebsk, Brest and Grodno regions it appears to be more tense, in the city of Minsk, Minsk and Mogilyov regions it is quieter. Search of dependence of index of tension coefficient of a regional labour market on the indicators characterising its structure (existence of a single-industry town, rural labour markets, large multipurpose cities) has revealed, that: 1) a labour market of a large multipurpose city is more dynamical, that expands possibilities of employment and contributes to the decrease in intensity of a labour market; 2) there is statistically significant relation of average force between the index of tension coefficient of a regional labour market and the number of single-industry towns in the region. The relation is described by a polynominal number (with correlation coefficient equal to 0,532), i.e. single-industry towns increase intensity of a labour market; 3) there is statistically significant relation of average force between index of tension coefficient of a labour market and relative density of the number of rural population in the total population of the region, The relation is described by a logarithmic number (with correlation coefficient equal to 0,484). It means that agricultural labour markets also influence a condition of a regional labour market, but force of their influence is less than that of the labour markets of single-industry town (1).

Calculation of tension coefficients of regional labour markets of Grodno region has shown that the range of indices of coefficients is much wider than one at a regional profile (Table 3). Indices of tension coefficients of regional labour markets in Grodno region in 2009 were distributed in a range from 0,149 (minimum) to 17,49 (maximum). Average index of a range is 8,67. Labour markets of 7 areas of the region (Volkovyssky, Mostovsky, Ostrovetsky, Slonimsky, Smorgonsky and Shchuchinsky areas, where index of tension coefficient of a regional labour market is over the average index of a range) can be characterised as tense. Regional labour markets of Grodno and Oshmjansky areas, as well as Grodno region as a whole can be characterised as potentially tense. Eight areas of the region (Berestovitsky, Voronovsky, Djatlovsky, Zelvensky, Ivevsky, Karelitchsky, Novogrudsky, Svislochsky) and the city of Grodno can be related to the regions having a quiet labour market in 2009; i.e. 9 regions from 18 (50%). 3 rural labour markets from 12, 4 labour markets of a single-industry town from 6, and 1 labour market of a large multipurpose city are characterized as tense ones. Relationship between the index of tension coefficient of a regional labour market and the number of single-industry towns in it is determined as straight linear and weak (correlation coefficient is 0,308), but relationship between index of tension coefficient and the share of rural population is determined as also straight linear and more weakly (correlation coefficient is 0,119).

Table 3

## Differentiation of regional labour markets of Grodno region, 2009

Areas and regional towns	Rate of unemployment, %	Quantity of the unemployed per one vacancy, people	Relative density of persons at the age of 16-29 years in the number of unemployed, %	Relative density of the unemployed with duration of unemployment over 1 year, %	Relative density among unemployed persons at the age over 50 years, %	Tension coefficient of a regional labour market	Type of a regional labour market
Grodno region	1,1	1,85	38,3	8,3	16,7	2,34	Region
Berestovitsky	0,6	0,5	22	4	18	0,257	Rural, 1 single-industry town (Pogranichny)
Volkovyssky	1,1	4,0	38	11	17	5,58	3 single-industry town
Voronovsky	0,7	0,6	31	15	18	0,62	rural
Grodno area	0,7	1,5	32	6	19	1,32	rural
Djatlovsky	0,6	1,2	59	10	9	0,82	rural
Zelvensky	0,7	0,4	33	3	16	0,2	rural
Iveysky	0,5	0,6	35	5	21	0,198	rural
Karelichsky	0,6	0,6	32	12	20	0,593	rural
Lidsky	1,1	7,3	40	16	19	17,49	1 large city (Lida), 2 single-industry towns (Beryozovka, Pervomaysky)
Mostovsky	1,0	1,3	34	25	22	4,304	Rural, 1 single-industry town (Mosty)
Novogrudsky	0,8	1,0	38	2	14	0,149	urban
Ostrovetsky	1,0	1,6	27	29	27	5,958	rural
Oshmjansky	0,7	2,1	36	9	15	1,265	rural
Svislochsky	1,0	0,8	14	7	19	0,262	rural
Slonimsky	1,1	2,8	39	10	17	3,632	Urban, 1 large city – Slonim (single industry)
Smorgonsky	1,1	2,9	32	21	19	7,213	urban
Shchuchinsky	1,2	3,4	37	9	23	5,635	rural
City of Grodno	1,3	2,0	41	2	14	0,583	Large multi-purpose city

Source: author's calculated by the data of the Ministry of Labour and Social Protection of Belarus.



Table 4  
Differentiation of regional labour markets of Vitebsk region, 2009

	Areas and regional towns							Type of a regional labour market
	1	2	3	4	5	6	7	
		Rate of unemployment, %	Quantity of the unemployed per one vacancy, people	Relative density of persons at the age of 16–29 years in the number of unemployed, %	Relative density of the unemployed with duration of unemployment over 1 year, %	Relative density among unemployed persons at the age over 50 years, %	Tension coefficient of a regional labour market	8
Vitebsk region	1,1	1,93	34,7	8,5	20,2	2,76	Region	
Beshenkovichsky	1,2	0,9	28,4	6,3	25,2	1,06	rural	
Braslavsky	0,7	3,54	17,6	1,1	20	0,199	rural	
Verhnedvinsky	0,6	0,88	35,3	4,4	22,0	0,384	rural	
Vitebsk area	1,1	2,03	36,0	8,7	25,3	3,86	Rural, 1 single-industry town	
Gluboksky	0,4	1,63	28,2	5,9	24,7	0,57	Urban, 1 single-industry town (Podsvile)	
Gorodoksky	1,0	2,84	27,0	18,9	32,4	10,197	urban	
Dokshitsky	0,7	0,64	25,3	4,8	20,4	0,237	rural	
Dubrovensky	1,0	7,36	16,0	28,3	25,9	18,94	Rural and 1 single-industry town (Osintorph)	
Lepelsky	1,6	1,99	33,3	24,2	20,9	11,81	rural	
Lioznensky	0,9	1,89	24,2	4,2	30	1,129	rural	
Miorsky	0,7	2,15	38,0	4,2	9,8	1,546	rural	
Orshansky	1,3	0,78	38,1	8,3	13,7	0,95	Rural and 3 single-industry towns	
Polotsky	1,4	1,83	33,3	13,4	22,1	5,541	rural	(Bolbasovo, Orekhovsk, and Kopyys)
Postavsky	1,8	8,34	31,8	13,5	21,1	29,72	Urban, 3 single-industry towns	(Postavy, Voropaevo, Lyntupy)
Rossonsky	1,1	9	20,3	9,2	33,3	13,47	rural	
Sennensky	0,9	0,78	31,4	3,8	17,1	0,313	rural	
Tolochinsky	0,6	2,95	49,2	9,8	21,1	3,89	rural	

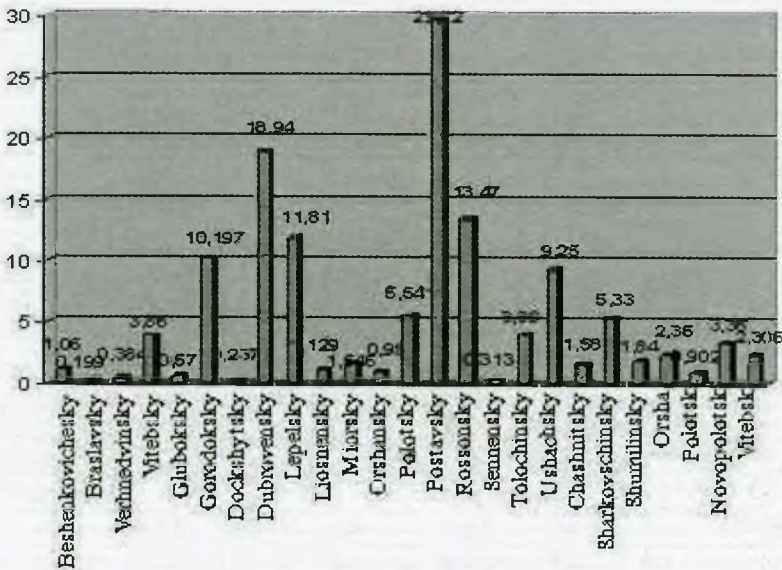
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Sequel to Table 4

1	2	3	4	5	6	7	8
Ushachsky	1,3	1,8	25,5	27,7	25,5	9,25	rural
Chashniksky	0,8	1,89	28,3	9,4	18,1	1,58	Urban, 1 single-industry town (Novolukomol)
Sharkovshchinsky	1,1	1,66	32,2	15,5	22,2	5,33	rural
Shumilinsky	1,2	1,24	23,2	9,8	25,0	1,84	Rural, 1 single-industry town (Obol)
Town of Orsha	1,2	1,5	30,2	9,9	20,1	2,36	Large multi-purpose town
Town of Polotsk	1,0	1,61	42,5	4,0	15,2	0,902	Large multi-purpose town
Town of Novopolotsk	1,0	2,78	38,6	8,5	16,9	3,36	Single-industry town
City of Vitebsk	1,3	2,48	38,2	4,9	19,2	2,306	Large multi-purpose city

Source: author's calculated by the data of the Ministry of Labour and Social Protection of Belarus.

Figure 1  
Tension coefficient of regional labour markets of Vitebsk region of Belarus, 2009



Source: author's calculated by the data of the Ministry of Labour and Social Protection of Belarus.

In Vitebsk region the indices of tension coefficients of regional labour markets are in a range from 0,247 (minimum) to 29,72 (maximum). It is possible to relate 6 rural labour markets from 16 and 4 labour markets of a single-industry town from 11 to tensile ones. Relationship between the index of tension coefficient and relative density of rural population is determined as linear, but weakly significant in terms of statistics (correlation coefficient 0,116), and between index of tension coefficient and the number of single-industry towns in the region is a linear one with correlation coefficient 0,240 (i.e. however it exists and is expressed more strongly than one with the share of rural population, but it is still weakly significant).

The differentiation of regional labour markets indicates their relative isolation as geographically close regions still retain significant distinctions. Qualitative distinctions between a labour market of a single-industry town and a rural labour market are determined. The labour market of a single-industry town depends on a condition of a town-forming enterprise. The analysis of productivity of labour sources at separate town-forming enterprises of Slonim (Grodno region) (3) has shown that their typical personnel problems are the following: retention of a redundant volume of employment at town-forming enterprises and at the same time existence of recruitment problems (need for workers of the basic production, and experts); wide use of forced subemployment that reduces quantity of the working hours and workers' wages bills; problem of ageing of personnel, decrease in attractiveness of jobs in manufacturing among the youth (caused by low wages, a modest social package, unattractive working conditions); formal character of programs of advanced training and retraining; weak interaction of personnel services of the enterprises with bodies of employment public service.

Research has revealed also features of functioning of rural labour markets. The major of them are the following:

- higher relative density of older-than-working-age population in population structure, hence, there is higher demographic load on able-bodied population at the expense of older ages; more intensive migration from countryside to a town, and they are persons with higher level of education and of younger age who migrate that worsens quality of the supply on a rural labour market; the significant sizes of pendular labour migration; lower level of economic activity and population employment, higher level of economically inactive population in a rural area. The labour force supply on an open part of a rural labour market is being reduced, while in urban places it is growing;
- insignificant difference in a rate of unemployment in urban and rural places is accompanied by a difference in its dynamics and structure. The condition of a rural labour market, as a rule, quieter, at greater extent it indicates deficiency of workers in rural regions, especially deficiency of experts;
- the labour force demand in rural regions depends on several agricultural enterprises. Their difficult financial and economic condition and weak cooperation ties, as well as an insufficient level of development of small and middle-sized business in village lead to the reduction of demand for labour. In a rural area main features of employment are the following: prevalence of seasonal work; significant relative density employed in the personal farms focused on self-provision;

- payment level on a rural labour market much lower, than on urban one. However there are specific features in the mechanism of payroll calculations on a rural labour market – in particular, average wages level in agriculture is higher than in manufacturing industry, and the wages are supplemented essentially with incomes from a personal self-provision farm;
- institutional structure of a rural labour market is poor enough, it is presented only by services of the regional centre for employment of the population.

Thus, the analysis of features of regional labour markets in the profile of areas has confirmed that there is a considerably big differentiation in a condition of regional labour markets in comparison with the profile of regions. It should be taken into account while working out measures of a regional policy of employment. That is, employment program should be tailored to the type of regional labor market – the labor market of large multipurpose city, single-industry town or rural labor market, etc.

At the *third stage* of regionalization of employment policy the selection of adequate measures of each kind of a regional policy of employment is carried out. It can be:

- *The standard set* of measures of a policy of employment. It includes the whole basic package of the actions provided by the Law of the Republic of Belarus “On employment of the population of Belarus” and the Program of Employment of the Population for a year. This set of measures approaches for all types of the regional labour market which condition is evaluated as quiet;
- *The aligning policy* of employment assumes an additional complex of the measures directed on revival of economic activity in region; diversification of industrial production; broadening of a processing chain, broadening of specialisation; development of small and middle-sized business; establishing of branches of major concerns in the given region; overcoming of the crisis or negative phenomena on a regional labour market; development and increase of competitiveness of a labour on a labour market. It can be offered for a labour market of a small city, a single-industry town, the rural labour market which condition is evaluated as intense;
- *The policy of “dot” growth* assumes a complex of supporting measures for stimulation of the demand for labour (e.g. support of town-forming enterprises, development of a small-scale business, etc.), actions for support of workers of town-forming enterprises who are under the risk of dismissal, personnel strengthening of branch priorities in regional development, removal of the centres of intensity on the given regional labour market. It approaches for the labour market of a single-industry town, a weakly diversified labour market of a small city and a rural labour market, which have intense condition that is caused by a condition of town-forming enterprises or dominating of structurally “sick” branch in economy of the region;
- *The policy of strengthening of inter-regional relations* assumes a complex of measures for improvement of the labour supply (training of necessary experts, increase of their geographical, professional, functional mobility), attraction of experts from other regions, assistance of geographical and professional mobility

of workers, their moving to a new job, including part-time (seasonal) works, leasing of staff. It is offered for a labour market of a small city, a single-industry town and a rural labour market, which have intense condition that is caused by poor quality of labour, shortage or redundancy of labour, underdeveloped industrial complex and infrastructure of a labour market;

- *The policy of development of institutional composition* of a regional labour market means a complex of measures for business development, increase of flexibility of a labour market (payment, working hours), formation of structures (committees, commissions, organisations and so forth (both public and non-state) that assist in employment of separate categories of citizens, organisation of cooperation with educational establishments, enterprises, etc. The policy is especially actual for a labour market of a single-industry town.

### **The program of additional measures for intensity removal on a regional labour market**

For those regional labour markets which conditions are evaluated as intense, it is recommended to develop the program of additional measures for intensity removal. Experience of the development of such programs is accumulated in the Russian Federation (О дополнительных мероприятиях 2008). Thus it is necessary to give special attention to labour markets of a single-industry town and rural labour markets. So, for intense labour markets of a single-industry town the development of the complex of actions is recommended that will contribute to development of personnel potential and to increase of efficiency of employment at town-forming enterprises of the area; employment assistance to the workers who are under the risk of dismissal; improvement of personnel management quality. The given complex of actions includes:

- introduction of better personnel diagnostics that will allow operatively scanning a situation in the field of staff employment in order to make timely and reasonable administrative decisions;
- Optimisation of the size, composition and structure of the number of staff at the enterprises on the basis of staff segmentation, formation and development of competent personnel “nucleus” as an original personnel resource of innovative development of the enterprise;
- accomplishment of restructuring of the enterprises by the socially-responsible method assuming the prevention of growth of social costs of the restructuring and decrease of personnel’s resistance to changes and innovations, training of managers to the technology of socially responsible restructuring and overcoming of personnel’s resistance to changes and innovations, wide informing of workers on necessity of restructuring and constant advanced training as a necessary condition of the development of the enterprise, monitoring of social costs of restructuring;
- improvement of system of personnel’s motivation on the basis of a combination of material and non-material motivation, individualization of conditions of the labour agreement (contract) and compensation of a worker, forming of its social

package depending on the personal labour contribution and initiative, transparency and differentiation of a social package for workers of various personnel segments;

- activization of personnel service of the enterprises, expansion of its cooperation with educational establishments, bodies of public service of employment, state bodies, non-state structures and trade unions for consolidation of efforts of all stakeholders in a labour market and for the increase of efficiency of employment;
- information of activity of personnel service of the enterprise, development of modern information technologies of work;
- organisation of training of specialists in personnel management in higher educational establishments of the Republic, organisation of courses for improvement of qualification for workers of personnel services of enterprises.

Considering characteristics of the condition and functioning of rural labour markets, it is reasonable to provide realisation of such additional measures as:

- introduction of the conclusion of quadrilateral agreements on training of personnel for rural areas (among a trainee, the enterprise, an educational establishment and bodies of public service of employment with possible payment of training at the expense the state fund of assistance to employment and the subsequent obligatory working off at the enterprise);
- active utilization of programs of paid public works together with public service of employment and a town-forming enterprise in the area for attraction of workers who are under the risk of dismissal, to fulfillment of time (seasonal) works in rural areas;
- organisation of remote (guest) classes on vocational guidance, advanced training, retraining of the youth living in a rural area on demanded trades and specialities on a labour market at the expense of the state fund of assistance to the employment of population;
- accomplishment of a complex of measures on support of personal part-time farms, acceptance of a complex of measures on assistance of self-employment of citizens in a rural area with allowance for branch priorities;
- realization of a complex of additional measures on development of social business in a rural area.

## Conclusion

The research reveals the significant differentiation of regional labour markets in the Republic of Belarus. Presence of town-forming enterprises, relative isolation of regional labour markets, weak development of an infrastructure refer to the factors that create tensivity on these markets. Therefore the employment state policy should be polyvalent, i.e. the necessity to introduce actions which consider specificity of a region and targets of its development in addition to a standard set of measures for assistance of the employment, provided by the Law "On population employment" and the Government Employment Program. Strengthening of the regionalization factor will allow increasing productivity of a state policy of employment of Belarus in assistance to effective employment and increase of a standard of living of the population.

## Notes

(1) Research is fulfilled by the author within the frame of the joint project of the Development Program of the United Nations and the Ministry of Labour and Social Protection of Belarus "Development of Model of Complex Regional Social Policy for Poverty Prevention in the Republic of Belarus".

(2) The tension coefficient of a regional labour market is calculated under the formula:

$$K_{lm} = k_1 * k_2 * k_3 * k_4 * k_5,$$

where

$$k_1 = \frac{\text{unemployment level in a region}}{\text{unemployment level in Belarus}}$$

$$k_2 = \frac{\text{number of unemployed per 1 vacancy in a region}}{\text{number of unemployed per 1 vacancy in Belarus}}$$

$$k_3 = \frac{\text{relative density of persons at the age of 16-29 years in the number of the unemployed in a region}}{\text{relative density of persons at the age of 16-29 years in the number of the unemployed in Belarus}}$$

$$k_4 = \frac{\text{relative density of the unemployed with duration of unemployment over 1 year in a region}}{\text{relative density of the unemployed with duration of unemployment over 1 year in Belarus}}$$

$$k_5 = \frac{\text{relative density of the unemployed at the age of over 50 years in a region}}{\text{relative density of the unemployed at the age of over 50 years in Belarus}}$$

(3) Research is conducted by the author within the limits of realisation of the joint project of the Program of Development of the United Nations and the Ministry of Labour and Social Protection of Byelorussia "Working out of model of complex regional social policy for poverty prevention in Byelorussia".

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## Резюме

Елена Ванкевич

### Регионализация политики занятости в Беларуси

В статье обоснована необходимость регионализации политики занятости. Показана неоднородность совокупного рынка труда в Беларуси, состоящая в существовании рынков труда крупных многофункциональных городов, рынков труда моногородов и сельских рынков труда. Разработан и апробирован методический подход по классификации региональных рынков труда, оценено их состояние и степень напряженности (с помощью расчета коэффициента напряженности по совокупности показателей). Показаны особенности функционирования рынка труда моногорода и сельского рынка труда. Выделено пять видов региональной политики занятости (стандартная политика, выравнивающая, политика точечного роста, укрепления межрегиональных связей и развития институционального строения рынка труда), каждое из которых содержит соответствующие меры, учитывающие тип регионального рынка труда и его состояние. Обоснована необходимость принятия программы дополнительных мер для снятия напряженности на рынках труда моногородов и сельских рынках труда.

## Kopsavilkums

Jelena Vankeviča

### Nodarbinātības politikas reģionalizācija Baltkrievijā

Rakstā tiek pamatota nodarbinātības politikas reģionalizācijas nepieciešamība. Tiek parādīts kopējā darba tirgus neviendabīgums Baltkrievijā, ko veido tādu dažādu darba tirgu pastāvēšana, kā daudzfunkcionālo lielpilsētu darba tirgus, monopilsētu un lauku rajonu darba tirgus. Tiek izstrādāta un aprēķināta metodiskā pieeja reģionālo darba tirgu klasifikācijai, kā arī tiek novērtēts to stāvoklis un saspringtības pakāpe (ar saspringtības koeficienta aprēķināšanu pēc dažiem rādītājiem). Tiek parādītas monopilsētu un lauku rajonu darba tirgus funkcionēšanas īpatnības. Tiek izdalīti pieci nodarbinātības politikas veidi (standarta politika, izlīdzinošā politika, punktvēda izaugsmes politika, starpreģionālo saišu nostiprināšanas politika un darba tirgus institucionālās struktūras attīstības politika). Katrs no piedāvātajiem nodarbinātības politikas veidiem ietver sevī attiecīgus instrumentus, kuri ņem vērā reģionālā darba tirgus tipu un to stāvokli. Tiek pamatota papildus instrumentu programmas pieņemšanas nepieciešamība, lai samazinātu saspringtību monopilsētu un lauku rajonu darba tirgos.