

EMPLOYMENT AND THE IMPEMENTATION OF LABOR POTENTIAL

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THE ROLE OF PLANNING IN THE SPATIAL DEVELOPMENT OF EMPLOYMENT AND REGULATION OF INTRASTATE LABOR MIGRATION



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This article is devoted to the study of the Soviet experience of using planned forms of attracting labor force to the branches of the national economy and economic regions of the RSFSR, the possibilities of its use in market economy conditions, which is certainly relevant at present. The paper examines the main forms and methods of organized recruitment and redistribution of labor in Russia's industries and regions in 1961–1963. The research reveals the features of organized recruitment and resettlement to the regions of Siberia and the Far East to meet the increased need for labor force of the giants of the industrial industry under construction. The results of the study also included the definition of socio-demographic, professional and qualification characteristics of those who applied to employment services for employment. We give an analysis of the reasons for the dismissal of employees at their own request. These indicators are considered in the context of economic regions. We study the practice of applying the system of benefits for workers and their families sent by organized recruitment and resettlement to the eastern regions of the country.

The novelty of our work lies in the use of archival data from sample surveys of migrant employment during the planned economy period. We substantiate the conclusions and proposals for a wider use of organized forms of migration in a modern market economy, taking into account the fact that the emerging labor shortage is of a long-term nature.

Internal migration, organized recruitment, resettlement, one-time registration, employment, unemployment, staff turnover, job placement.

Introduction

For the modern market economy of Russia, the experience of using planned forms of intra-state migration of the population is of undoubted interest. The relevance of the study of the Soviet experience of influencing the territorial movement of labor increases significantly in the context of the tension of the modern Russian labor market, the exhaustion of internal sources of labor resources and the need to find ways to overcome the general and structural shortage of labor. Elements of the planned nature of attracting labor in the new market conditions are beginning to manifest themselves in the development of targeted employment programs, for example, such as “Zemsky doctor”, “Zemsky teacher”.

Planned forms of migration emerged in the late 20s of the 21st century, when the development of the economy in the context of the industrialization of the country required a massive redistribution of labor resources from rural to urban and between districts. A whole system of employee redistribution has developed: organized recruitment of labor; relocation of families; public appeals from youth; distribution of youth educated in vocational schools; distribution of graduates of higher educational institutions; recruitment of employees directly by enterprises (Sonin, 1959; Kotlyar, 1967). The system of planned forms of migration was constantly being improved depending on the tasks facing the Soviet economy at different stages of its development.

In the early years of the Soviet state, the main form of attracting labor to the national

economy was the departure of peasants from the countryside to the city. The conclusion of individual contracts with the otkhodniks was an indicator of the degree of organization of the otkhodniks. In 1931, state recruitment was organized, which became the main form of planned provision of industries with labor. There are several stages in the development of organ selection in the USSR. The first stage was the pre-war period (1931–1940), when there was a massive recruitment of labor for rapidly developing industries. In total, 28.7 million people were sent to enterprises during this period, i.e. about 3 million annually. The second stage is the restoration of the national economy after the war. In the 1950s and 1960s, 3.8 million people, or about 400,000 annually, were sent to enterprises through organized recruitment. The third stage began after 1960, when the scale of recruitment continued to decline, increasingly focusing on attracting qualified labor. New forms of attracting labor have developed, for example, such as public calls for young people to work on construction sites across the country.

This article examines the features of the application of organized forms of migration in the years 1961–1963, typical for the entire subsequent period of planned economic management. The analysis is based on the materials of a one-time registration of citizens in need of employment. The period of the 60s was not chosen by chance. During this period, the labor force was targeted at the country's largest construction sites, and at the same time, the migration flow management system was

improved. In 1966, the State Committee of the Council of Ministers of the RSFSR on the Use of Labor Resources (Goskomtrudresursy RSFSR) was formed, which assumed the functions of the abolished Main Directorate for Resettlement and Organized recruitment of workers. This reorganization was aimed at ensuring a closer link between organized forms of migration and the need for additional labor in industries and regions of the country within the framework of state plans for the development of the national economy. The purpose of this article is to summarize the experience of planned regulation of intra-state labor migration for its actualization and adaptation to the modern Russian labor market.

Theoretical review

The use of organized forms of recruitment and relocation of labor is the subject of research by Russian, Soviet and foreign scientists – V.I. Lenin (Lenin, 1990), S.G. Strumilin (Strumilin, 1957), M.Ya. Sonin (Sonin, 1959), L.E. Mints (Mints, 1967), V.I. Perevedentsev (Perevedentsev, 1965), R.A. Batkaev, V.I. Markov (Batkaev, Markov, 1964), A.E. Kotlyar (Kotlyar, 1967; Kotlyar, 1975), I.S. Maslova (Maslova, 1985), S. Otsu (Otsu, 1992), L.L. Rybakovskii (Rybakovskii, 1993), Yu.V. Roshchin (Roshchin, 2013) and others.

V.I. Lenin, in his work “The Development of Capitalism in Russia”, considered the issues of peasant migration from small-land areas of Central Russia to areas of Siberia and the Far East not only as a spontaneous process, but also as a form of organized labor migration: “Departure is a progressive phenomenon, increases the literacy of the population, instills cultural habits and needs in it” (Lenin, 1990). During the years of the Stolypin reforms, the state took measures to financially support the settlers, which ensured the survival of the new settlers in the places of settlement.

According to L.V. Zandanova: “The resettlement gave a powerful impetus to the

construction of housing and social and cultural facilities. Newcomers and old-timers had a mutual influence on each other's culture and way of life. The ethnic features of the population in Siberia contributed to the processes of assimilation, one of the driving forces of which was mixed (interethnic) marriages” (Zandanova, 1997).

S.G. Strumilin, while working at the USSR State Planning Committee, “formulated the problem of preparing annual drafts of the general long-term balance of the national economy for the planned use and distribution of labor within the republic for the coming year” (Strumilin, 1957).

M.Ya. Sonin paid great attention to the problems of reproduction of labor resources in the USSR and the balance of labor. The monograph devoted to these issues examined the practice of the 1920s on the conclusion of individual contracts with *otkhodniks*. The contract contained bilateral obligations on the part of the enterprise or organization and the peasant-*otkhodnik*. For the employee, this meant that he assumed the obligation to work in production for a certain period of time, and for the employer, the obligation to provide the employee with a dormitory, meals, allocate funds for travel to and from the workplace, etc. In 1926-1927, only 13.5% of the 2,060,000 *otkhodniks* signed the contract. However, in some industries, the share of those who signed the contract was several times higher: in the peat industry – 74.4%, in sugar (beet harvesting) – 55.6%, in fishing – 40.7%, in rafting and logging – 22%. (Sonin, 1959). M.Ya. Sonin notes that “in contrast to the spontaneity of the workforce, the recruitment process was carried out from the very beginning as a planned event” (Sonin, 1959).

L.E. Mints noted that the plan for the first five-year plan provided for the redistribution of 1,273,000 available labor resources from the overpopulated regions of the European part of the USSR to the regions of the Lower Volga region, the North Caucasus and beyond the Urals (Mints, 1967), as compared to 450,000 over the previous five years.

V.I. Perevedentsev wrote: “The entire migration of the Far East can be divided into socially organized migration and unorganized, individual migration. In the Far East, the share of socially organized relocations in the total migration volume is sharply increased compared to most other regions of the country” (Perevedentsev, 1965).

R.A. Batkaev and V.I. Markov drew attention to the fact that: “From the standpoint of planned regulation of the movement of labor resources and labor force, it seems to us necessary to approach the establishment of ratios in wage levels between urban and rural areas. The nature of the population movement between urban and rural areas, especially among young people, suggests that the principle of setting lower wages in rural areas than in urban areas for homogeneous groups of workers has already outlived its usefulness” (Batkaev, Markov, 1964).

In the monograph “Labor in the USSR”, A.E. Kotlyar, considering the importance of organized forms of labor force distribution and redistribution, made reference to the statement of K. Marx, who considered labor force distribution relations “a further definition of the same relationship as the distribution of means of production and the product of production”. Further, A.E. Kotlyar noted that the issues of labor distribution go beyond the problems of a purely economic order (Kotlyar, 1967, p. 137).

To assess the role of planned forms of attracting labor, A.E. Kotlyar analyzed the structure of the reception of workers in the industry of the RSFSR according to the forms of distribution: recruitment – 2% of the total, graduates of vocational training college – 5%, transferred from other enterprises – 5%, by the enterprises themselves – 88%. However, these figures, according to A.E. Kotlyar, require clarification. The independent recruitment of labor by enterprises, unlike other organizational

forms of distribution, combines both planned and unplanned beginnings. The planned procedure provides for the number, as well as the professional and qualification composition of the contingents to be accepted. They can also be considered as planned sources of labor supply (demobilized from the Soviet Army; working-age population employed in household and personal subsidiary farms; working-age pensioners; workers released from other enterprises, etc.) (Kotlyar, 1975, p. 118). With this in mind, the share of labor sent by recruitment will be higher.

The opposite point of view is reflected in the collection of articles “The movement of workers in industry”. Its authors note: “The fact that a significant part of the contingent is employed (as a source of recruitment) in an unorganized manner does not change the planned nature of the recruitment of labor directly by the enterprise” (The Movement of Workers in Industry, 1973).

I.S. Maslova paid much attention to the economic issues of the redistribution of labor under socialism. She identified the features and analyzed trends in the sectoral and territorial redistribution of labor, and substantiated the economic nature of the simultaneous coexistence of three different forms of organization of this process under socialism – planned, spontaneous, and mixed (Maslova, 1985).

Japanese researcher S. Otsu studied the Soviet experience of attracting and using labor in the national economy of the USSR. He identified three forms of labor force distribution: state-directed distribution, civil-market distribution, and an intermediate form – incentive-mobilization distribution. To the last form With. Otsu refers to organized recruitment of labor, public appeals of workers and employees during the village suffering. Based on data from the works of A.E. Kotlyar and I.S. Maslova gives estimates of the scale of the incentive-mobilization distribution of labor in 1967 – 6.1% of the total (Otsu, 1992; The Movement of Workers in Industry, 1973).

L.L. Rybakovskii and his colleagues A.G. Grishanova, N.I. Kozhevnikova, and N.V. Tarasova made a significant contribution to the study of organized forms of migration. They assessed the importance of organized forms of labor redistribution for the settlement of the Far East. The authors noted that the relative contribution of organized forms of migration during the settlement of low-income areas in different periods can only be estimated approximately. For example, among the labor resources of the Far East, this share was estimated by experts to be 35% in the 1920s, 49% in the 1940s, 46% in the 1950s, and 44% in the 1960s. For instance, in the post-war and 1950s–1960s, organized forms of resettlement reached their peak and required consideration of their legislative regulation (Rybakovskii et al., 1993).

Interest in studying the Soviet experience in regulating migration processes has increased significantly recently. Yu.V. Roshchin described the procedure for developing resettlement plans and organizing recruitment, which was carried out by the State Committee for Labor Resources of the RSFSR on a planned basis. Ministries and departments submit relevant applications to the State Planning Committee and the State Committee for Labor Resources of the RSFSR. Applications were considered based on their reasonable number and employment conditions. As a result, a plan was drawn up for the year for the organized recruitment of workers in ministries, departments and in the territorial context.

Yu.V. Roshchin also noted that one of the disadvantages of the recruitment system was their significant outflow before the end of the contract. Therefore, starting in 1961, to consolidate the recruitment of workers, the percentage of family workers with housing was set for their host enterprises (Roshchin, 2013).

Planned forms of migration of the population and labor resources in the USSR and the possibility of using balance methods to calculate the need of regions for labor during the market economy are considered in the

research of A.V. Topilin (Topilin, 2020, 2021). It is noted that in the 1960s, the recruitment of young people has contributed to the improvement of the demographic situation in the regions of Siberia and the Far East through the formation of new families and an increase in the birth rate.

A review of scientific research on the problems of labor migration in the 1940s and 1960s is given in an article by N.V. Chernysheva, K.A. Chernyshev, and A.V. Brovtsyn. The list of references contains 69 titles of articles and monographs on this issue, including works on the use of planned forms of labor resource allocation (Chernysheva et al., 2015).

A.A. Davydov identified three periods in the development of labor migration: the resettlement policy of the Soviet state in the 1920s and 1930s, in the post-war years, and in the period of the late USSR until 1991. However, insufficient attention has been paid to the period of the 1960s, when the proportion of qualified personnel increased (Davydov, 2014).

A.M. Panfilova notes: “In 1931–1932, it was possible to carry out an organized recruitment of large-scale workers and meet the growing labor needs of industry and construction, and strengthen planning in the distribution of labor resources throughout the national economy. The organization played a major role in the successful implementation of the first five-year plan” (Panfilova, 1964).

K.V. Trifonova (Gazaryan) drew attention to the features of migration regulation in the 60s. During this period, the USSR gradually abandoned the forced system of attracting labor to construction sites and deportations. Open recruitment of workers was practiced, and youth were mobilized to implement large-scale projects (Trifonova, 2019). K.V. Trifonova also refers to the work of M. Kraveri: who draws the following conclusion: “Thus, the regulation of migration processes was carried out during the Soviet period both by administrative methods and through incentives through a system of

benefits and privileges, which made it possible to resettle the population in areas of industrial and agricultural development” (Trifonova, 2019).

Statistical base and research methods

The study uses archival materials from the General Directorate of Resettlement and the organized recruitment of workers under the Council of Ministers of the RSFSR (hereinafter referred to as the Main Directorate) based on the results of a one-time registration of citizens who applied for employment within 30 days in the period 1961–1963:

1. “On the implementation of the directives of the 20th Congress of the CPSU on resettlement, organized recruitment of workers, the direction of young specialists and further tasks”.

2. “On the main issues of development and the rational organization of the resettlement of the population in newly developed areas”.

3. “To the results of the fourth and fifth one-time registration of citizens who applied for employment within 30 days (1961–1963)”.

4. “Information on the registration of citizens who applied within 30 days to the local departments of resettlement and recruitment of workers with a request for employment in 1962”.

5. “On the question of the upcoming directions in the recruitment of workers in the 1966–1970s”.

Based on the above-mentioned materials of the Main Directorate, the peculiarities of the use of organized forms of employment of citizens in the context of socio-demographic groups, specialties, voluntarily dismissed, and economic regions have been identified. For the analysis, data from the State Statistics Committee of the RSFSR on the number of arrivals, departures and migration growth of the population over the period of the 1960s and 1970s by economic regions of Russia were also used.

The study uses unique archival materials that allowed analyzing the dynamics of organized labor recruitment processes and the employment structure of employed workers over

a short historical period. It was the beginning of the 1960s that was characterized by increased attention and increased government efforts to provide labor to hard-pressed areas. The data made it possible to assess the effectiveness of the measures taken and those areas of work that reduced the overall result of the efforts undertaken. Methods of analysis and synthesis, methods of statistical data analysis, one-time accounting of citizens who applied for employment are applied. The analysis of migration processes was carried out according to the indicators of migration turnover (the total number of arrivals and departures by region) and the coefficient of effectiveness (the number of departures per 1,000 arrivals). We used indicators for socio-demographic groups of the population who applied to local authorities for employment, as well as data on the number and proportion of citizens who left voluntarily for certain reasons in 1963. The method of selective research of citizens in need of employment, conducted in 1961–1963, was also used.

Results of the research

Organized forms of redistribution of labor resources by regions played an important role in the socio-economic development of the country. Whereas in the 1930s recruitment and resettlement contributed to a massive influx of rural populations into cities, in the 1960s migration to the regions of Siberia and the Far East was of great importance due to the shift of productive forces to the east of the country.

In the post-war years, the planned relocation of families to new lands reached significant proportions. From the early 1950s to the mid-1960s, 134.8 thousand families arrived in Siberia alone, comprising 600 thousand people, including 300 thousand able-bodied (Zaidanova, 1997). This means that, on average, each displaced family consisted of 4–5 people.

Given that the proportion of elderly people in such families is insignificant and they have

many children, in general, population growth is provided not only by migrants, but also by the entire population of the eastern regions.

The total number of families resettled between the regions in 1961–1965 was 64.2 thousand people, including 24.8 thousand in Siberia and 20.3 thousand in the Far East. The share of qualified personnel among migrants has increased. For instance, the number of machine operators who arrived to resettle in the regions of the Far East in the 1961–1970s amounted to 18.7 thousand. The survival rate of new settlers was quite high (Roshchin, 2013).

In the 1960s, the volume and directions of organized labor recruitment and resettlement changed. In the main industrial centers, teams of permanent workers were created at enterprises and construction sites. The recruitment was redirected to meet the workforce of enterprises and construction projects developing in the sparsely populated northern and eastern regions of the RSFSR by sending workers from more populated central, western and southern regions. Thus, in the 1960s and 1960s, almost 95% of all recruited workers were sent to the northern and eastern regions. It was in the 1960s, when the most important industrial facilities were put into operation: the West Siberian and Karaganda Metallurgical plants, the Krasnoyarsk hydroelectric power station, and the creation of the Tyumen oil and gas production complex began. The social structure of the workforce attracted by recruitment is changing. The share of the rural population has sharply decreased (to 22%) and the share of workers, residents of cities and towns has increased to (78%). Such structural changes were caused by the growing demand of the national economy for skilled labor and the expansion of opportunities to solve personnel problems by attracting the local population. The scale of organized recruitment of workers began to decrease from 450,000 in 1953–1954 to 100,000 in the early 1960s. The recruitment of migrants in some areas of Western and Eastern Siberia

has stopped. Among them are the Bashkir Autonomous Soviet Socialist Republic, Perm, Chelyabinsk, Novosibirsk and a number of other regions.

According to a one-time study conducted by local authorities on behalf of the General Directorate for Recruitment and Resettlement in 1963, 12.0 thousand people were sent to other regions, or 19.4% of the total number who applied to local authorities for employment. The total scale of the redistributed labor force by recruitment, taking into account all its sources, amounted to 14.6 thousand people, or almost a quarter of the number of applicants.

An analysis of the data from the one-time registration of citizens who applied for employment showed the following. In 1961–1963, the share of local residents was about 70% of the total number of applicants for employment; at the same time, the proportion of men ranged from 70 to 75%. These indicators vary significantly by economic region. In areas with a tight balance of labor resources, the proportion of this population group is significantly lower than the average for the RSFSR. Thus, 47.4% of local residents applied for employment in the North, 51.2% in East Siberia, 57.6% in the Far East, and 62.5% in West Siberia. In areas with labor reserves, a larger number of local residents applied for employment: in the Central Chernozem region – 85.4%, Volga-Vyatka – 85.2%, and North Caucasus – 75.4%.

The group of family workers in need of employment has increased. In 1963, this group was 37%, while in 1959 it was about 28%. However, according to the General Directorate, the employment opportunities of this population group are limited due to the lack of housing.

In 1963, the number of employed people decreased by 10.7 thousand, or by 14.8%, compared with 1962. This decrease is probably due not to a decrease in the demand for labor in the sectors of the national economy, but to a decrease in the number of young people born during the war and entering working

age. In addition, in 1963, the participation of local authorities in the employment of the population decreased compared to 1962, which also affected the decrease in the number of employed.

Considering the redistribution of labor as a result of migration processes within the RSFSR, we should consider that in the 1960s, Russia continued to be the main donor in replenishing the population and labor resources of other Union republics. The negative balance of migration of the Russian population in 1959–1968 amounted to 2.3 million people. There has been a slight decrease in migration from 1.3 million in 1959–1963 to 1.0 million in 1964–1968. *Table 1* presents the migration results for the economic regions of Russia.

In the Soviet planned economy, the maximum possible balance between the supply and demand of labor was ensured. There was no unemployment as a social phenomenon, which was recorded in the accounting balances of the labor force. However, in fact, there was a certain socio-demographic group of the working-age population that did not have a job, but was looking for one.

Table 1. Migration growth of the RSFSR population in 1959–1968, thousand people

Years	Total	Including urban population	Including rural population
1959	-480	1.262	-1.742
1960	-272	1.566	-1.838
1961	-230	1.140	-1.370
1962	-176	1.043	-1.219
1963	-141	1.223	-1.364
1964	-152	937	-1.089
1965	-239	946	-1.185
1966	-233	1.117	-1.350
1967	-240	867	-1.107
1968	-158	1.133	-1.291
1959–1968	-2.321	10.288	-13.609

Source: own compilation is based on data from the Central Statistical Office of the USSR.

Planned tasks provided for the movement of labor through organized forms of migration, which were established based on the calculation of the need for additional labor resources in the sectors of the national economy. Taking this into account, calculations of the migration increase (decrease) of the population in the territories, regions and autonomous republics were carried out. At the same time, the forecast of migration growth does not take into account the scale of population displacement, which reduced the validity of the planned tasks and the forecast of the prospective population in the territorial context. Planning practice has proved that in a number of districts the established targets for migration population growth have not been achieved. The same result of migration exchange between regions could be obtained at different scales of arrivals and departures. The effectiveness of migration exchange between the regions varied significantly. Despite the shortcomings in the migration forecasting methodology, it generally played an important role in the implementation of plans for the territorial movement of labor resources to the regions of Siberia and the Far East.

During the 1960s, the coefficient of urban migration efficiency, calculated as a quotient of the number of departures by the number of arrivals in per million (Rybakovskii, 2005) decreased in 10 economic regions. (*Tab. 2*). The most effective migration processes are observed in the Ural, West Siberian and East Siberian regions, where the number of departures per 1,000 migrants is the lowest. Thus, in the 1960s, there was a positive downward trend in this indicator, except for the Far Eastern region.

Taking into account the annual turnover of migration (annual averages: urban population – 8.9–11.0 million people and rural – 4.4–4.5 million people in the 1960s and 1970s), the number of those sent for recruitment and resettlement was insignificant. The majority

Table 2. Urban population migration across the economic regions of the RSFSR, thousand people

Economic areas the RSFSR	Number of arrivals		Number of retirees		Migration growth		Out of 1,000 arrivals (people)	
	1960	1970	1960	1970	1960	1970	1960	1970
RSFSR, including by economic regions	5493.4	5917.3	4324.1	4892.3	1169.3	1025.0	787	826
North	322.1	307.4	270.8	267.6	51.3	39.8	841	871
Northwestern	284.4	322.8	208.0	252.4	76.4	70.4	731	782
Central	858.3	992.8	625.8	751.2	232.5	241.6	729	757
Volga-Vyatka	271.0	296.4	183.3	248.4	87.7	48.0	676	838
Central Chernozem	200.2	227.6	135.8	173.5	64.4	54.1	678	762
Volga	544.1	654.3	398.2	485.6	145.9	168.7	731	742
North Caucasus	548.5	581.4	424.9	462.9	123.6	118.5	774	796
Ural	926.0	903.9	738.6	834.7	187.4	69.2	798	923
West Siberian	632.5	645.3	525.5	570.6	107.0	74.5	831	884
East Siberian	450.5	469.8	383.2	415.0	67.3	54.8	851	883
Far Eastern	406.2	472.0	386.4	393.7	19.8	78.3	951	834

Source: own compilation is based on data from the Central Statistical Office of the USSR.

of migrants moved and solved employment issues on their own. However, the importance of organized forms of recruitment and redistribution of labor was increasing. The share of qualified workers, including machine operators, tractor drivers, and drivers, who are being deployed as planned, has increased.

To identify and analyze the workforce temporarily unemployed in public production, statistical authorities periodically conducted a sample survey of the population (one-time registration of citizens) who applied for employment within 30 days. Let us consider the materials of such an accounting of the working-age population conducted by the General Directorate of Resettlement and Organized recruitment of Workers under the Council of Ministers of the RSFSR. *Table 3* presents data on the number of people who applied to local authorities for employment.

According to the data on citizens in need of employment, in 1963, 69.4% were locals, and 30.6% were newcomers. There were 3 times more men than women among those who applied for a job. 36.1% of the registered citizens had families. Skilled workers accounted

for 44.0%, common laborers – 47.0%, engineers and technicians – 9%.

Table 3. Data from a one-time registration of the population who applied to local employment departments within 30 days with a request for employment, %

	Total requests	Of these, the following is directed					Not employed
		By org set	In the specialty of engineers and technicians	Skilled workers	In the employment order	Total sent	
	2 (7+8)	3	4	5	6	7 (3+4+5+6)	
Total number of citizens applied Including local residents	100	19	0	4	17	40	60
		23	0	3	16	42	58
Newly arrived	100	12	1	3	20	36	64
Male	100	21	1	4	17	42	58
Female	100	15	1	2	19	37	63
Having families	100	9	0	2	13	24	76
Engineers and technicians	100	0	7	1	7	15	85
Common laborer	100	25	-	0	21	46	54

It is 40.2% of the total number who applied to the resettlement and recruitment authorities received a job referral. Of these, one in two was employed through the recruitment of labor. Another 42% were employed. The organized recruitment of engineers and technicians and skilled labor accounted for 8%. There are certain differences in the degree of coverage of planned forms of employment of certain socio-demographic groups of the population. There were more locals than migrants, and more men than women. Lower recruitment rates are noted among family citizens who find it difficult to work in isolation from their family, and they also need to be provided with more comfortable housing. During this period, an agreement was signed to recruit 17% of qualified workers and 25% of handymen.

Thus, the recruitment of labor in the first half of the 1960s, based on planned tasks for the organized recruitment, resettlement, and referral of young people to new buildings, played an important role in providing the national economy with personnel and redistributing labor resources to the eastern regions of the country.

At the same time, there were certain difficulties in organizing the attraction of the population through organized recruitment, resettlement and other planned forms, since employers did not fully fulfill their obligations towards the attracted workers. This is evidenced by the data on the reasons for the dismissal of citizens at their own request (*Tab. 4*).

The main reason for the voluntary resignation is the lack of housing. It was indicated by 35.2% of citizens. The housing problem was most acute in West Siberia (47.5%), in the North Caucasus (42.7%), and in the Volga-Vyatka region (39.6%). There was also a high proportion of those who quit voluntarily due to shortcomings in the organization of work and low earnings - 33.9%. The maximum values of this indicator

Table 4. Share of citizens who resigned voluntarily for certain reasons in the RSFSR and economic regions in 1963 according to the Main Directorate, %

Экономический район РСФСР	Voluntary resignation	Reasons for resignation			
		Lack of housing	Disadvantages in the organization of work and low earnings	Lack of child care facilities	Other disadvantages of cultural and consumer services
Total Including by economic regions	100.0	35.2	33.9	6.8	24.1
Northern	100.0	28.2	31.1	11.9	28.8
Northwestern	100.0	33.3	42.2	3.1	21.4
Central	100.0	38.7	32.2	11.6	17.5
Volga-Vyatka	100.0	39.6	32.9	2.8	24.7
Central Chernozem	100.0	37.4	40.3	6.6	15.7
Volga	100.0	37.3	39.6	4.2	18.9
North Caucasus	100.0	42.7	32.2	3.5	21.6
Ural	100.0	23.2	25.9	4.5	46.4
West Siberian	100.0	47.5	37.2	5.9	9.4
East Siberian	100.0	28.5	42.0	12.2	17.3
Far Eastern	100.0	31.3	35.1	7.4	26.2

were observed in the Northwestern region – 42.2%, in East Siberia – 42.0%, and in the Central Chernozem region – 40.3%. One in four of those dismissed voluntarily referred to shortcomings in cultural and consumer services. According to this indicator, the Urals is in the lead – 46.4%. We should say that in 1963, the number of those who quit voluntarily decreased by 12% compared to 1962. At the same time, the number of those who quit voluntarily increased due to the lack of childcare facilities (by 7%), as well as due to other shortcomings in cultural and consumer services (by 19%). These figures also vary significantly depending on the area.

The system of benefits and compensations, which was widely used in the 1960s, was of great importance for the implementation of plans for the organized recruitment of

workers and agricultural resettlement. Benefits should help provide labor resources to an intensively developing national economy in underdeveloped areas and create conditions for the normal reproduction of the population (Rybakovskii, 1994).

The benefits provide for the benefits that migrants receive, being exempt from many expenses. Among them are exemption from compulsory supplies and agricultural taxes, the establishment of excise and duty-free trade in the areas of settlement, exemption or reduction of military service, free or reduced-price travel and transportation of property, etc. On the other hand, benefits are expressed in the form of additional income and benefits that migrants receive: the establishment of coefficients and wage allowances, the introduction of additional vacations, the provision of one-time allowances, lifting and increased amounts of loan assistance (Rybakovskii, 2005).

Thus, the system of benefits in the post-war period played a role in the redistribution of the population to low-income areas of Siberia and the Far East. However, in our opinion, the benefits were mainly aimed at attracting labor due to higher wages with district coefficients. As our calculations show, the migration efficiency coefficient, i.e. the survival rate of migrants, increased in the 60s only in the regions of the Far East, with a significant decrease in the regions of West and East Siberia.

Conclusion

In our research we made an attempt to propose the use of organized recruitment tools to balance the supply and demand of labor in the domestic labor market when filling a certain gap in the study of the history of the migration policy of the Russian state. Works of Russian and foreign scientists have

shown that planned forms of attracting the population to work and organizing intra-union labor migration have played an important role in providing industries and economic regions with labor. The share of organizational forms of migration varies for individual industries and regions of the country and was determined by the challenges facing the economy. An increased proportion of planned forms was noted for the economically booming but difficult-to-sustain regions of Siberia, the Far East, and the Far North.

We used optimally a combination of three forms of labor distribution: state-directed distribution, incentive-mobilization, and even market distribution, which involves the use of material incentives such as wages, housing, longer vacations, and shorter working hours.

Is it currently possible and necessary to use all three forms of labor force distribution across industries and regions of the country?

We believe that it is precisely at the present time, when the processes of resettlement lead to the concentration of the population as a result of migration processes in several local points of the country, the desolation and depopulation of vast territories, in conditions of a general shortage of labor resources and unfavorable forecasts of the demographic situation, it is extremely important to turn to the past successful experience of labor force redistribution. It is necessary to use a methodology for calculating the balance of labor resources both in the whole country and in individual economic regions in practical project work when preparing national projects, as well as working time balances in a market economy, including the introduction of new employment forms, including platform employment, the use of digital technologies, remote employment, etc.

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