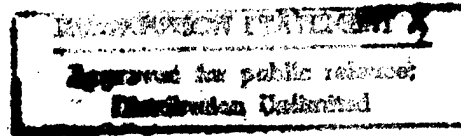


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# USSR Report

HUMAN RESOURCES

No. 57

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15 July 1982

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## LABOR

### BACHURIN ELABORATES ON CURRENT LABOR PROBLEMS

Moscow SOVETSKAYA ROSSIYA in Russian 9 Apr 82 p 1

[Article by USSR Gosplan Deputy Chairman A. Bachurin: "The Quality of Our Work"]

[Text] Thrifty, effective manpower utilization is the most important requirement today. It is based on two circumstances: Conversion of the economy to an intensive path of development and noticeable change in the demographic situation. For example some regions of the country, and primarily the RSFSR, are experiencing a manpower shortage in connection with a decrease in the number of young people reaching working age. This is making it difficult to supply personnel to new enterprises and to enterprises undergoing reconstruction.

There is one solution to this situation: sensibly utilizing all available manpower. In other words we must create conditions which would accelerate growth in labor productivity. For example, the mean annual rate of growth of this indicator in the 11th Five-Year Plan should be 4.2 percent in industry and 2.8 percent in construction. This is a higher level than that which was actually achieved in the 10th Five-Year Plan. But the planned targets--no matter how high they may seem--must be perceived as minimal, inasmuch as the manpower balance is highly stressed, particularly in the Russian Federation, and many enterprises will have to complete their plan with a smaller number of laborers. In these conditions whatever money is saved in the wage fund can be used as an additional stimulus by which to reward those who achieve the best labor indicators. This measure was foreseen by the CPSU Central Committee and USSR Council of Ministers decree on improving the economic mechanism. The standards and wage fund approved in the five-year plan (broken down into individual years of the five-year plan) make the wages of each laborer and of all labor collectives more dependent on growth in labor productivity and improvement of the end results of activity.

The main factor promoting growth in labor productivity is scientific-technical progress. The rate at which new equipment is introduced is to be increased by a time and a half in the current five-year plan, mainly through the reequipment of existing enterprises. Unfortunately this process is still proceeding too slowly in sectors such as machine building, ferrous metallurgy and light and food industry. And yet the equipment at many plants within these sectors is worn out and obsolete. Like it or not, we must spend more money on overhauls and current repairs, which also means greater outlays of manual labor. This could be avoided only in the event that the proportion of outlays on reequipment and reconstruction rises dramatically. In other words equipment and mechanized and automated resources should be provided

primarily to existing plants rather than to newly built enterprises. It is no accident that a decision was made prohibiting the erection of new enterprises in large cities and the expansion of existing ones. This decision was necessitated by the objective conditions of production development, and the ministries must make strictly sure that it is complied with.

It is especially important to intensify mechanization and automation of production processes involving the greatest volume of unskilled labor. Calculations show that outlays to convert one laborer from manual to mechanized labor (in auxiliary operations) is about 3,000 rubles, while in principal operations the cost is about 10,000. Unfortunately our achievements in this area cannot be recognized to be sufficient: The proportion of manual laborers is decreasing too slowly. At enterprises of the USSR Ministry of Food Industry, for example, more than 48 percent of the workers are engaged in manual labor. Other figures are 50 percent for the USSR Ministry of Meat and Dairy Industry and 46 percent in the Ministry of Coal Industry. This level could be reduced only by raising the equipment level of production even higher. This would require the appropriate lifting, transport and freight handling equipment. Production of this equipment had been assigned in an earlier era to the Ministry of Heavy and Transport Machine Building, the Ministry of Construction, Road and Municipal Machine Building, the Ministry of Electrical Equipment Industry and the Ministry of Automotive Industry. But despite the fact that the capital investments required for implementation of their programs were not all that great, these ministries were unable to reach their quotas.

Considering the evolved situation, the USSR Gosplan took steps jointly with interested departments to accelerate development of a program for mechanizing lifting, transport, freight handling and warehousing operations. It contained concrete measures for producing machines which would eliminate human involvement in heavy unmechanized operations. The 1981-1985 plan set quotas for the industrial ministries and enterprises on reducing the number of manual laborers. A list of occupations which require mechanization most of all was approved: It affects the jobs of about 5 million persons.

Another problem we are encountering with increasingly greater frequency is that of distributing manpower between the productive and unproductive spheres, and between individual sectors of the national economy. For example plants and combines of heavy industry--metallurgical, chemical and coal--are experiencing many difficulties in providing manpower for their production operations. This is true of both operating and new enterprises. The number of workers at some enterprises of textile and light industry is decreasing, which is having a negative effect on production of consumer goods. Concurrently the number of persons working in the nonproductive sphere has increased significantly. Steps to restrain this process have been foreseen in the five-year plan. The task today is to make more effective and sensible use of the labor of workers employed in these sectors.

The main thing here is to establish adequate grounds for personnel planning. This would require correct calculation of the demand on one hand and strict accounting of jobs on the other. The USSR State Committee for Labor and Social Problems is now developing standard plans foreseeing optimum conditions for organization of labor and its mechanization. The assignments for introducing such plans are approved by the ministries within their own plans. In 1981 the number of industrial jobs

organized on the basis of the standard plans was more than 10 million. Owing to this the labor of more than 300 thousand persons was saved. In the 11th Five-Year Plan about 170,000 persons are to be freed for other work with the help of such plans. More than 1.2 million workers are to be freed from heavy nonmechanized operations.

The role of scientific organization of labor is growing noticeably in today's conditions. Without scientific organization of labor--we are being persuaded of this more and more by the work experience of the best enterprises--accelerated growth of productivity would be impossible. Unfortunately, many sectors are simply not devoting any attention to improving scientific organization of labor. And yet introduction of measures associated with scientific organization of labor is responsible for about a fifth of the total increase in labor productivity in industry. In the 11th Five-Year Plan, according to calculations of the USSR State Committee for Labor and Social Problems, scientific organization of labor may reduce the national economy's demand for personnel by almost 4 million persons. This is, of course, on the condition that the ministries and departments attach greater significance to scientific organization of labor than they do today. Indicative in this sense is the experience accumulated by the collective of the Rybinsk Production Association of Motor Building. Last year for example, owing to scientific organization of labor the labor-intensiveness of articles produced by enterprises decreased by 7.5 percent, and 208 workers in auxiliary occupations were freed.

As we know, progressive output norms also significantly promote effective use of manpower. But things are not doing so well in this area. The output norms have not been reviewed for a long period of time in a large number of enterprises. In 1980 for example, they remained unchanged in the Ministry of Petroleum Industry, the Ministry of Petroleum Refining and Petrochemical Industry, the Ministry of Power and Electrification and the Ministry of Food Industry. This was true even though their review was necessitated by new conditions: New equipment was introduced, and measures to improve organization of labor and production were implemented.

"How do we reduce manual level to a minimum, and free 'extra' people who are not at all extra in our country and are needed so desperately in other areas? How do we achieve a most direct, visible relationship between labor and wages? The answers to these and similar questions must be given not only by scientific centers and scholars. Production collectives and worker meetings can and must make a great contribution to this effort." This is the task Comrade L. I. Brezhnev posed to delegates of the 17th Congress of Trade Unions. Has there been positive experience in this sphere? Enterprises in chemical industry and in some other sectors which make the wages of the workers directly dependent on improvements in the end results are doing the right thing.

At the same time some industrial sectors, machine building in particular, are extremely slow in implementing measures foreseen by the decree on improving the economic mechanism. I am referring to the broad use of the Shchekino and Volga Motor Vehicle Plant methods. Concrete recommendations were developed a long time ago by the USSR Gosplan and the USSR State Committee for Labor and Social Problems, but many ministries have done practically nothing to promote their introduction.

The significance of regional methods of planning and controlling manpower is growing with every year. The reason for this is that the personnel situation is evolving

differently in different regions of the country. Manpower is clearly lacking in Siberia and the Far East, and there can be no hope of a dramatic change in the demographic situation in these areas. At the same time the influx of manpower from the European USSR has decreased noticeably. Associated with this is an increase in the contributions being made to solving the manpower problem by Central Asian republics, the Azerbaijan SSR and some other regions of the country.

Personnel difficulties have also evolved in the RSFSR's nonchernozem zone. What must we do to keep the young generation on the farm, and to increase its numbers? First of all we need to hasten creation of a modern social infrastructure in the rural areas. Capital investments are being increased significantly for this purpose in the 11th Five-Year Plan. The USSR Gosplan is doing everything necessary to make sure that the allocated assets are used for their intended purpose; it is seeking additional material and financial resources with which to render assistance. But successful completion of this task will depend to a great extent on efforts of the local party and soviet organs as well: They must constantly monitor the effort to get social and personal service facilities operating on time. Concurrently construction of new plants and factories in large cities and expansion of existing ones is being halted for a certain period of time.

Naturally, the major centers will continue to develop as before. Production at the existing enterprises will increase mainly due to their reequipping. The fact that many associations and enterprises will begin creating new branches in small cities and rural areas with greater energy and interest will also play a positive role. Such a combination is important both to developing the industry itself and to solving the social and economic problems of the countryside. The small towns need small shops, so that the labor of seasonal farm hands could be utilized more fully. Good experience has been accumulated in this sense by enterprises of Moscow and Leningrad, which are continuing to increase the number of their branches in small cities and in rural rayons of their oblasts.

While we do recognize the complexity of the manpower problem, we must not dramatize it, as some authors tend to do. The fact that growth in the able-bodied population will decrease noticeably in the present five-year plan as compared to the previous one means only that we must now place our emphasis on abilities rather than on numbers. This is the goal posed to businessmen by decisions of the 26th CPSU Congress and by its program of measures to intensify social production.

11004

CSO: 1828/99

## LABOR

### ESTONIAN LABOR OFFICIAL DESCRIBES TRAINING PROGRAM

Tallinn SOVETSKAYA ESTONIYA in Russian 23 Mar 82 p 2

[Article by Ya. Tedder, administration chief, Estonian SSR State Committee for Labor: "The Personal Proficiency Factor"]

[Text] It is believed that the main prerequisites of growth in labor productivity are introduction of new equipment and production processes, mechanization of manual jobs, reduction of idleness within a work shift and improvement of the activities of the service for scientific organization of labor. All of this is true. But at the same time it is no accident that special attention was turned to growth in the qualifications of laborers in the "Basic Directions for the Country's Socioeconomic Development" adopted by the 26th CPSU Congress. There is a direct relationship here.

How is this problem being solved in our republic?

The laborer doubtlessly receives his best training in the vocational-technical system of education. But in this regard the republic is far behind the average nationwide indicators: We train only 20 percent of our new workers in educational institutions of the Estonian SSR State Committee for Vocational and Technical Education, while 30 percent are trained so in the country as a whole. It is clear, therefore, that the amount of on-the-job training will not decrease in the next few years. This would be a good place to note that most Estonian ministries and departments have completed their plan for on-the-job training. The only exceptions are "Goskomsel'khoztekhnika," "Estkolkhozstroy" and the republic's Ministry of Procurement. But now the topic of conversation is not only fulfillment of the major quotas but also qualitative improvement of all of this work.

A good house needs a good foundation. In our case what we need is a good on-the-job training base. At the end of the last five-year plan more than 30,000 workers were undergoing vocational training on the job, and 900 theoretical training classes were being conducted. Meanwhile only half of the ministries and departments of the republic and a third of the union enterprises possessed a base for practical training--shops, classrooms, laboratories and training grounds.

One relevant example would be the Estonian SSR Ministry of Motor Transport and Highways, which possesses 57 well equipped training places (given a norm of not less than 50 per 1,000 workers), to include a course training combine with its own training ground. In this system, 80 percent of the workers are trained through course work, and the periodicity with which qualifications are upgraded is high. The Estonian SSR

Ministry of Meat and Dairy Industry created a course training combine literally "out of nothing" in the last five-year plan, having prepared most of the training aids through its own resources.

The "Estonglavenergo" possesses a well developed base. Mention should also be made of the "Estonslanets" Association, the experience of which is now being disseminated on the basis of a recently adopted decree by the Estonian SSR State Committee for Labor; of the "Estrybprom," the activities of which were noted by a republic commission handling the all-union review of on-the-job training; of the Tartu "Vyyt" Agricultural Machinery Plant, which is successfully solving the problem of providing course training to machine tool operators. A creative approach is being taken to the solution of these problems in the Estonian SSR Ministry of Light Industry and the Estonian Republic Union of Consumers' Societies. Examples of the opposite sort can be found at the Tallinn Chemical and Pharmaceutical Plant, at the main enterprise of "Estonbumprom," and at a number of enterprises of the Estonian SSR Ministry of Forestry and the Estonian SSR Ministry of Trade.

The "Vol'ta" Plant and "Estremrybflot" Association of Tallinn's Kalininskiy Rayon have displayed a curious attitude, to say the least, to setting up an interschool training combine. Recognizing today's students at the combine to be their workers tomorrow, most of the rayon's enterprises consented to provide equipment to the combine for practical production training. But what they mostly provided was scrap metal. It is a wonder that people then ask: Why don't the young people know how to or want to work?

In order that we could utilize the existing training material base better, the Estonian SSR State Committee for Labor and the State Committee of Vocational and Technical Education sent information on the courses provided at the training combines and in the training institutions of the Estonian SSR State Committee of Vocational and Technical Education to all ministries, departments and union enterprises. Special attention must be turned to promptly training laborers for new production facilities, and the exact demand for skilled laborers must be determined beforehand. In the spring of last year it came to my attention, for example, that the ministries of public health, education and culture delegated resolution of these issues to the appropriate city executive committee sections or administrations, while they themselves would have nothing to do with it.

Special emphasis should be laid on the training of workers in alternate jobs which, it has been estimated, improves the use of working time by 10-30 percent. In our republic the number of workers trained for alternate jobs is growing extremely slowly at the moment--just 2 percent per year. However the Ministry of Agriculture, the Ministry of Fruits and Vegetables, the Estonian SSR State Committee for Publishing and a number of plants are planning to provide training in an alternate job to less than 1 percent of their workers this year. Because of the transition to collective forms of labor organization, the ministries, departments and enterprises must expand the zone of their services and draw up a list of laborer occupations recommended as alternates.

Two years ago the USSR State Committee for Labor and Social Problems, the State Committee of Vocational and Technical Education and the AUCCTU Secretariat approved a new standard statute on vocational training for workers on the job. It is the

principal standard for organizing this work in all of the national economy's sectors, and it foresees upgrading the qualifications of a laborer not less than once every 5 years. But the Estonian SSR State Committee for Publishing increased this periodicity to 13 years at the end of the last five-year plan. The Committee for Cinematography raised it to 49 (?!), while the Administration of Fish Economy raised it to 12 years and planned to make it 9.8 years at the end of the present five-year plan. The reasons given for doing so are quite diverse: It is said that either the workers are too young, that they had just begun working, or that most of them are too old, or that they are women. So they say, but we are not going to dismiss these people after we install new equipment. Meanwhile when such equipment does break down, we usually lay the blame on the manufacturing plant.

For a number of years much has also been said about schools of advanced work procedures and methods. Once again, while in the country as a whole 2.5 percent of the workers are attending such schools, the quantity doing so in the republic decreased from 2.4 percent in 1975 to 2.3 percent in 1980.

The situation is best of all in the Estonian SSR Ministry of Light Industry and in the Estonian Department of the Baltic Railroad, in which an average of 13-15 percent of their workers attend such schools. More of an effort is now being made by "Estmedtehnika," the Estonian SSR Ministry of Meat and Dairy Industry, the "Pykh'yala" Plant, the "RET" Association and the Tartu Instrument Making Plant. Unfavorable figures characterize the Main Administration for Gas Supply, the Administration of Fish Economy and the "Il'marine," "Estoplast" and "Eesti Kaabel" plants.

At the same time, according to data from the Estonian SSR Ministry of Light Industry, the labor productivity can be raised significantly--by up to 25 percent--through this form of laborer training.

Special significance is being attached in the current five-year plan to training and upgrading brigade leaders in a 72-hour program. The appropriate methodological directives have been drawn up by the USSR State Committee of Vocational and Technical Education. The ministries and departments should use this as a basis for developing concrete training plans, with a consideration for features specific to the jobs they offer, and they should supply these plans to enterprises subordinated to them.

Our data have shown that personnel turnover can be reduced by upgrading the qualifications of workers. This is especially true of young people, who represent a third of all of the workers in the republic's national economy. They are also responsible for 60-70 percent of the total personnel turnover. There are many reasons for this. Among them is the poor effort being made in occupational orientation by both public education organs and the enterprises, in which the role of the mentor is especially great. The latter is precisely the one who introduces the young person to the collective and forms him into a worker.

Much attention is being devoted to the mentor program at enterprises of the Ministry of Light Industry, the Ministry of Meat and Dairy Industry, the Ministry of Food Industry, the Ministry of Light Industry, the Ministry of Motor Transport and Highways, the Ministry of Domestic Services and the Estonian Republic Union of

Consumers' Societies. In addition, certain enterprises exhibit an unimaginative attitude toward choosing mentors, evaluating the results of their work and raising the level of their knowledge and qualifications (this is true of the "Estonbumprom" and "Talleks" associations and the "Vol'ta" and "Estoplast" plants).

Out of a total of 16,000 mentors in our republic, only a third of them have undergone certification. More than 4,000 do not have a secondary education, even though they are sponsoring young people who have for the most part graduated from secondary school.

The "luring" of workers from one enterprise to another with promises of greater pay, a higher rank on the pay schedule and so on is far from the last artificial cause of turnover. Research has shown that only 20 percent of the workers are rising in rank owing to participation in technical production courses. The rest receive their promotions as a "reward" when they change their place of work. How this affects production quality obviously does not require lengthy explanations. The Estonian SSR State Committee for Labor has now recommended creation, in the ministries and departments, of central qualification commissions to promote workers to higher ranks. Such commissions have been created in the "Estonglavenergo," the Ministry of Motor Transport and Highways and "Estonslanets." It would be suitable to follow this example.

Working jointly with the Estonian SSR State Committee of Vocational and Technical Education, we examined the issue of creating territorial qualification commissions to promote workers in the commonly encountered occupations. The purpose of these measures are to raise the "value" of the wage scale rank and to develop unified requirements that must be satisfied when awarding such ranks.

Difficult problems lie ahead. It is important for us to understand that in solving them, we will be fulfilling the directives of our party's 26th Congress.

11004

CSO: 1828/91

## LABOR

### DIRECTOR OUTLINES RESOURCES CONSERVATION PROGRAM

Moscow SOTSIALISTICHESKIY TRUD in Russian No 4, Apr 82 pp 8-14

[Article by B. Fomin, general director, Leningrad "Elektrosila" Production Association of Electric Machine Building : "The Five-Year Plan With Fewer Outlays of Labor and Materials"]

[Text] Development of the country's fuel and energy complex, the 26th CPSU Congress noted, is a prerequisite of successful completion of all national economic tasks of the 11th Five-Year Plan. "Electrosila" has a major role to play in this complex. Our association produces electric machines for various purposes, to include unique turbogenerators with unit output capacities of 500, 800, 1,000 and 1,200 Mw and hydraulic generators with an output capacity of up to 640,000 kw per article. Today, half of all of the output capacities at the country's thermal electric power plants, 60 percent of its hydraulic power plants and almost 100 percent of its atomic power plants are supported by equipment bearing the "Electrosila" brand.

The course the party charted toward intensification of the economy has the objective of making production volume grow faster than outlays on production, so that better end results could be achieved with fewer resources. This is also the objective of the CPSU Central Committee and USSR Council of Ministers decree "On Intensifying the Work to Economize and Make Sensible Use of Raw Materials, Fuel, Power and Other Material Resources." At the November (1981) Plenum of the CPSU Central Committee, Comrade L. I. Brezhnev once again emphasized the need for ensuring the strictest possible economy in the use of all forms of resources, and efficient and resolute elimination of mismanagement and waste.

Attaching great significance to economization of material resources, and being a major consumer of such resources (we use about 90,000 tons of just rolled ferrous and nonferrous metals annually alone), the association's collective took the pledge to achieve the entire increment in production volume in the 11th Five-Year Plan without increasing consumption of rolled metal, and to achieve a mean annual savings of rolled ferrous and nonferrous metals totaling 3,600-3,800 tons. The initiative of "Elektrosila's" workers was approved by the Leningrad Oblast party committee and it was also adopted by other enterprises.

We have accumulated many years of experience in efforts to make sensible use of material and labor resources. Our basic objective is to use fewer labor and material resources for every kilowatt of power produced by the electric equipment, while concurrently ensuring that the effectiveness with which our machines work remains high. The efforts of the entire collective are directed at this goal. In

the 10th Five-Year Plan we increased our production volume by 24.4 percent with the same number of workers and the same consumption of rolled metal.

We are conducting our material resource economization efforts in three basic directions: The first--improving the design of our products, which is responsible for more than half of the total savings of material outlays; the second--introduction of progressive production processes, which provides about a fourth of the savings; the third--a thrifty attitude toward material valuables on the part of every laborer. The effort must proceed in all three directions at the same time; work in one direction would be unimaginable without work in the others.

"Elektrosila" operates on the basis of a "science-production" system. The association possesses its own scientific research institutes. This is our brain center. It essentially coordinates all of the efforts to create new progressive and economical electric machines, to improve their design and the processes used to produce existing machines, to raise their operating reliability and to reduce their metal content. A system for certifying and redertifying the electrical engineering products, one which foresees evaluation of not only technical parameters but also unit material outlays, also pursues these goals. Such work is done in particular by an expert council under our scientific research institute. A special group has been created to conduct functional and cost analysis of the articles produced. Literally every unit and every important part is studied, and possibilities are sought out for reducing the outlays on manufacture of such parts.

One of the basic directions in the association's efforts to achieve economization of material, labor and energy resources is that of creating a single unified series of turbogenerators. In terms of power and electric parameters they are similar to ones being produced today; however, they do have the advantages of lower unit material outlays, smaller overall dimensions and better operating characteristics.

It was not long ago that a new unified-series turbogenerator was designed--the TVV-160-2EUZ. The generator embodies a number of progressive technical concepts, and the procedures of its manufacture have been improved. This has made it possible to reduce unit metal content to 0.875 kg (kv·A), the norm of rolled ferrous metal consumption by 23 percent and the norm of nonferrous rolled metal consumption by 20 percent.

Significant progress has been achieved in reducing the material content of hydraulic generators. This was done by introducing new forms of cooling. Thus owing to the use of water cooling of the stator windings and forced air cooling of the excitation windings, and owing to use of new forms of thermoreactive insulation in the design of hydraulic generators for the Sayano-Shushenskaya GES, unit material outlays were reduced by a factor of two in comparison with generators of this type produced previously.

A significant savings is being achieved in instrument making, particularly in non-ferrous metals. A search for materials exhibiting greater stability resulted in conversion from silver-plated solid copper contacts to contacts made from chrome bronze. Some pure silver contacts have been replaced with metal-powder contacts. In a number of cases by replacing soldering by contact welding we were able to replace scarce materials by ones more readily available. These

measures produced a savings in instrument making totaling 800 kg of silver, 2 tons of brass, 9 tons of copper and 700 kg of nonferrous alloys in the past five-year plan.

Or here is another example. Using the established practice, we used to make rotor poles for hydraulic generators out of large copper blanks. This meant that much of the valuable metal was lost as chips. Designers and process engineers of "Elektrosila" designing generators for the Sayano-Shushenskaya GES came up with an interesting idea that was supported by the necessary calculations: It was found to be more suitable to make these poles not from massive blanks but from economical rolled sections. They turned to specialists of the "Krasnyy Vyborzhets" Association and signed a contract for creative cooperation. Our neighbors and kind friends assimilated production of the new metal products and began supplying them to us rather quickly. As a result "Elektrosila" now saves about 6 tons of copper on each generator. Moreover the labor-intensiveness of pole manufacture has decreased by about a thousand norm-hours.

On the whole we achieved a savings of 11,539 tons of rolled ferrous metals and 650 tons of nonferrous metals in the 10th Five-Year Plan owing to introduction of new types of articles with lower metal content and due to improvements in the design of series-produced machines and instruments.

Much work was done to improve the work of metal preparation operations and to consequently achieve more economical pattern cutting. Introduction of 11 automatic stamping lines in the 10th Five-Year Plan made it possible to switch to the stamping of stator cores for all turbogenerators, hydraulic generators and some other large machines out of rolled sheets of transformer steel, as a result of which fuel consumption was reduced by 8-12 percent. Combined cutting of thick sheet steel using photocopying semiautomatic cutting machines was organized in the welding and forging shop. This made it possible to raise the sheet metal use coefficient and reduce consumption of rolled ferrous metals by 150-200 tons per year.

We saved 4,363 tons of rolled ferrous metals and more than 108 tons of nonferrous metals owing to improvements in the production procedures during the last five-year plan.

The association's enterprises regularly participate in competitions and reviews on economization of raw materials, materials and fuel and energy resources. As an example the council for scientific organization of labor organized a public inspection in 1980-1981 having the purpose of evaluating the technical level of the articles produced. During it, 6,000 proposals aimed at saving material and labor resources and upgrading product quality were submitted. The total economic impact was about 8 million rubles. Introduction of the inventions and efficiency proposals of the association's laborers made it possible to save about 2,500 tons of rolled ferrous metals and 718 tons of nonferrous metals in the 10th Five-Year Plan, and it was a significant contribution to the fight for sensible use of material resources at every work station.

As a result of consistent and purposeful efforts to reduce the material content of articles and to economize on materials, unit consumption of rolled ferrous metals

per ruble of commercial products decreased in the 10th Five-Year Plan from 0.525 kg to 0.455 kg. In sum total, we saved 17,500 tons of rolled ferrous metals and 779 tons of nonferrous metals during the five-year plan. The demand for such metals decreased by almost 18 percent.

We attach no less significance to sensible use of fuel and energy resources. Efforts to economize on these resources are being conducted in accordance with annual plans of organizational-technical measures. In particular, we replace obsolete and worn power production equipment with more modern and economical equipment, we are converting steam heating to water heating, and so on, thus making a significant contribution to economization of fuel and thermal energy. As a result the savings in electric power during the 10th Five-Year Plan was 5-6 million kw·hr per year.

A program titled "Energiya", which foresees major steps to economize on energy resources, was developed for the 11th Five-Year Plan.

Material stimulation is playing an important role in achieving sensible use of materials and of fuel and energy resources. Our statute on paying bonuses to shop engineers, technicians and white collar workers for the principal results of economic activity include, among the mandatory prerequisites of receiving a bonus, fulfillment and overfulfillment of the plan for product cost, to which the cost of materials contributes 60 percent. Fulfillment and overfulfillment of the profit plan was foreseen as one of the basic indicators considered in the payment of bonuses to the workers of plant administrative divisions. Many measures included in the plan for new equipment are aimed at reducing consumption of materials. Owing to their implementation, more than 1 million rubles were added to the association's economic stimulation fund in the 10th Five-Year Plan. It would be important to emphasize that measures are said to be completed only in the event that their introduction results in a decrease in consumption norms.

The following grounds have been established for payment of bonuses at the association's enterprises:

- a) economization of fuels and of electric and thermal energy;
- b) surrender and reuse of wooden and cardboard packaging for the enterprise's packaging needs;
- c) collection, sorting, storage and recycling of secondary raw materials (waste paper, refractory materials);
- d) collection and surrender of certain production wastes (abrasive tools, hard alloys and bearings) for recycling;
- e) collection and surrender of precious metals to the State Fund of Scrap Metal and Wastes;
- f) collection, storage, surrender and dispatch of ferrous and nonferrous metal scrap and wastes.

Material, fuel and power economization indicators have been included among those mandatorily considered when summarizing the results of socialist competition. Competition based on agreements for creative cooperation enjoyed extensive development. Laborers and engineers signing such agreements are searching for production reserves and for ways to reduce the material and energy demands of production and for raising its quality. About 2,000 workers of "Elektrosila" participated in this movement last year.

A competition among engineers and technicians to achieve the highest economic impact in personal creative plans is producing good results. Sixty percent of the association's specialists are participating in this competition. Implementation of these plans produced an economic impact totaling about 3 million rubles annually in the 10th Five-Year Plan; this includes the impact produced by economization of materials.

In accordance with the terms of the competition, engineers and technicians who achieve the highest economic impact earn an additional payment totaling up to 30 percent of their salary, to be paid for a period of 1 year. After this period lapses, a specialist continues to receive this additional payment if he achieves results of at least equal magnitude in the fight to raise production effectiveness.

In a word, much is being done in the association to achieve the most sensible use of material resources. But at the same time it should be noted that significant shortcomings do exist today in the planning of the demand of the enterprises for materials and in determining the dimensions of their economization. The existing order of calculating the demand for rolled metal in the planning year, based on the results of the past year, leads to sizeable errors, since the concrete nomenclature and assortment of articles is not accounted for in this practice. Improvements are also needed in the system of accounting for economization of rolled metal owing to introduction of new articles with lower metal content into production. There is a lack of coordination in the plan for surrendering metal wastes to ferrous and non-ferrous metal recycling centers; the obvious fact that an increase in metal economization causes a decrease in the amount of waste surrendered is not accounted for.

We are doing everything we can to improve the planning of the demand for materials and to maintain records on their consumption. The association possesses an information and computer center which is serving as the basis for development and introduction of one of the main subsystems of the ASU [automated control system]--administration of material-technical supply. This system supports the planning of the demand for the different types of materials required in support of all orders and of the work of all shops, in accordance with the existing consumption norms, which excludes the possibility of issuing more materials than necessary. Fifteen large warehouses were built at the association's enterprises and a centralized system of delivering material valuables from warehouses to the shops was introduced in order to assure the safekeeping of these materials. Pattern preparation and cutting sections have been organized at the warehouses, making material cutting more efficient.

The 11th Five-Year Plan calls for accelerating the creation and assimilation of a unified series of turbogenerators; a series of A4, Ak4 and DA304 alternating current machines and a series of P4 direct current machines characterized by 12-20 percent lower unit metal content; there are also plans for developing and manufacturing new hydraulic generators making improved use of active materials. Efforts in functional and cost analysis of series-produced machines are to be expanded.

Efforts to improve the processes employed in metal preparation operations will enjoy further development. Automatic stamping of cores and poles for large machines and generators producing more than 100 kw out of rolled sheet materials will be introduced. "Kristall" plasma cutting machines equipped with partial programmed control will be put to use in the welding and preparation operation, and computers will be used to automate preparation of programs for these machines. There are plans to increase the volume of semifinished products obtained by progressive molding methods. More extensive use will be made of parts obtained by the methods of powder metallurgy, and of articles manufactured from plastics.

The savings enjoyed over a five-year period from the program we developed for effective use of material resources should total 19,100 tons of rolled ferrous metals and 800 tons of rolled nonferrous metals. Unit consumption of rolled metals is to be reduced from 0.455 to 0.38 kg per ruble of commercial product.

There are also plans for expanding the contingent of workers receiving bonuses for economization of materials. However, the material incentive funds set for the association are not large, and they cannot satisfactorily compensate laborers for effective economization of material valuables. It would be suitable to allocate additional resources for this purpose from the wage fund and from the material incentive fund, or to pay bonuses for economization from a special fund formed in proportion to the cost of saved materials. This problem awaits its solution.

It was noted at the 26th CPSU Congress that a thrifty, economic attitude toward labor resources is acquiring special significance in the 1980s. This pertains fully to our association as well, which has been experiencing a manpower shortage over a period of many years. This is why we are trying to raise labor productivity through sensible use of existing personnel. One of the measures we have implemented in this area is that of introducing a system for controlling growth of labor productivity on the basis of brigade (personal) plans, which are an inherent part of the plan of the section, shop, enterprise and association as a whole. The workers understand this well, and therefore their responsibility for fulfillment of their plan is rising; moreover they are materially interested in this measure. Competition among the workers for fulfillment of personal plans, reinforced by a complex of organizational and technical measures, is making it possible for the association to reach its quotas for growth in labor productivity successfully.

The brigade form of labor organization and stimulation is important to further improvement of labor. Forty-four percent of all of our workers are now in brigades; this includes 58.2 percent of the piece-workers. Within-shift losses of working time have been decreasing continuously over a period of many years owing to combination of jobs in the brigades, change of shifts without stopping the equipment, accelerated assimilation of all operations of the production process by young workers and faster growth of their qualifications. A significant number of workers have been freed as a result of sensible use of manpower. We will continue to improve the brigade form of labor organization and stimulation and expand its use in the 11th Five-Year Plan.

For many years we made an effort to expand the practice of combining jobs with the purpose of achieving fuller use of available manpower. Today, a large contingent of the workers are able to perform two or more jobs. Much attention is being devoted to multiple machine tool servicing. One out of every 10 machine tool operators services two or more machine tools today.

Much work has been done to mechanize laborious production processes, and the work is still going on. A manual labor survey program revealed the number of workers engaged in manual labor and their occupational composition. Then a plan of concrete measures for reducing manual labor between 1981 and 1985 was written. The labor of 500 workers is to be mechanized in just the principal production operation during the 11th Five-Year Plan.

We are implementing a program for mechanizing freight handling and transport operations, requiring creation of mechanized and automated warehouses, introduction of mechanized transport lines and growth of the fleet of lifting, transport and freight handling resources.

Technical standardization is playing a significant role in improving the use of manpower and raising labor productivity. The main plant's division of labor organization and wages is developing many standards on specific jobs in electrical engineering industry. These norms are being approved as sector norms, and they are being utilized together with intersector and sector norms to calculate the time norms.

Bureaus of preliminary standardization, which develop norms and bring them to the awareness of the shops, have been created under the division of labor organization and wages in order to establish stiff, technically grounded output norms for new products (for about 30 percent of the total production volume). All of this is ensuring high quality in the norms, fulfillment of which does not exceed an average of 127 percent for the association as a whole, and it is promoting growth in labor productivity.

Introduction of scientific organization of labor is an important factor of achieving fuller use of labor resources. We have made it our task to sensibly organize labor not only at the individual work stations but also on the scale of entire shops and major sections. The equipment level in shop warehouses of the procurement, outfitting and tool issue sections was raised significantly in the last few years. Measures introducing scientific organization of labor and improving labor standardization and administrative organization are producing an annual impact equivalent to the freeing of 200-250 workers.

Given the manpower shortage, improving job orientation of the young generation is acquiring important significance. It was with this purpose that tours to "Elektrosila" and meetings with the best producers are organized at schools sponsored by the association. The shops contain school sections in which ninth and tenth grade students undergo on-the-job training.

Our psychologists are concluding their work on professiograms. They provide a detailed description of job content, the working conditions and schedule, material stimulation and so on. Psychological job descriptions are being developed as the basis for job counseling of young people entering vocational-technical schools and the work force. All of this has great significance. When a worker's psychophysiological characteristics correspond fully to the requirements of a job, it takes less time for him to assimilate it, he achieves higher results in shorter time, and he is able to earn more money. Work that is in keeping with the worker's capabilities elicits positive emotions within him, which in turn would promote formation of a positive attitude toward the selected occupation and toward labor in general.

If we are to achieve fuller and more sensible use of manpower, in my opinion we need to resolve the issue of job plurality within the enterprise, and use engineers, technicians and white collar workers as laborers at times when they are not required by their principal duties. It should be considered in this case that many specialists possess labor specialties. We would think that there are sufficient numbers among them who wish to make extra money and supplement their family budgets.

If we are to reduce personnel turnover and eliminate inconsistencies in wages, we would need to regulate the wages of workers in the same occupations having the same qualifications at enterprises belonging to different industrial sectors within the limits of the city and the rayon.

Working on its tasks aimed at improving production on the basis of the achievements of science and technology, our association's collective will do everything depended upon it in the 11th Five-Year Plan to reduce the material content and energy consumption of its products and to achieve sensible use of manpower.

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## LABOR

### LABOR UTILIZATION IN UZBEK SSR REVIEWED

Tashkent SEL'SKOYE KHOZYAYSTVO UZBEKISTANA in Russian No 3, Mar 82 pp 52-54

[Article by T. Tashmurotov, candidate of economic sciences and senior lecturer of the Tashkent Institute of the National Economy]

[Text] In improvement of the economic mechanism in agricultural production it is especially important to increase the efficiency of use of labor resources, since seasonal production is characteristic of this sector of the economy, and there are certain adverse factors related to this: personnel turnover and sizable expenditures of manual labor.

The level of organization of production is determined in large part by the way in which agricultural specialists are carried over the transition into jobs as supervisors of branches, crews, livestock-raising operations and other subdivisions at the middle level of production.

It is notable that the number of agronomists, zootechnicians, and veterinarians with higher education increased in the republic over the period 1975-1980 by 4,900, but the number of kolkhoz chairmen, sovkhos directors, agronomists, zootechnicians, veterinarians, and crew leaders on kolkhozes and sovkhos with higher education increased over that period by only 2,700 persons, while the other 2,300 persons, or 45.9 percent, have gone into the ranks of specialists which by and large are not used in their specialized field. This has an adverse influence on the final results of production.

The problem of increasing the efficiency of utilization of expenditures of live and embodied labor (labor and capital resources) in the production and primary processing of cotton is the principal source of economic growth in cottongrowing.

Because new sources of economic growth related to rapid rates of scientific-technical progress have come into being, qualitative changes are taking place in the content of work. This is making it possible to expand output more and more without increasing the expenditures of labor (size of the work force), but by raising their economic efficiency (quality of work). The quantitative characteristics of labor resources show the degree of extensive use of labor resources, and qualitative characteristics the degree of intensive use. A very rapid growth of the rural population is inherent in the quantitative

characteristics of use of labor resources in UzSSR. Yet application to production of the most recent advances of science and technology requires a qualitative improvement of the work force. That is why solving the problem of economic evaluation of labor resources so as to take into account qualitative changes is taking on particular importance in the context of the very rapid development of the present-day scientific-technical revolution.

As the size of the work force in the republic's agriculture increases, there are more machine operators and other skilled workers. In 1980 the number of machine operators in the republic exceeded 98,000 on kolkhozes and 68,000 on sovkhozes.

It must be noted that the training of machine operators is increasing far faster than the total size of the work force. It is indicative that the training of machine operators for agriculture, whose number increased from 33,500 in 1970 to 88,200 in 1980, is having a definite impact toward reducing the number of workers enlisted from outside during the harvest. According to our estimates, in the period 1970-1980 the number of additional workers enlisted during the harvest has dropped 36-40 percent. But this is still not fully solving the problem of a sharp reduction in additional manpower hired during the harvest.

As the size of the work force in sectors increases, there must also be a rise in their educational and skill potential. It is indispensable to identify the set of factors characterizing the rise in the level of vocational training of the work force, factors which measure the quality of expenditures of live labor and are subject to quantitative assessment:

1. Because of the rapid pace of scientific-technical progress and development of the productive forces in agriculture and the cotton-ginning industry, there is a need for a high level of education and a constant refreshing of knowledge in courses, vocational and technical schools, tekhnikums and VUZ's, since the character of work is becoming much more complicated. This process is increasing the total number of educated workers and is gradually bringing about a rise in the educational potential of the work force in agricultural production and other sectors related to the processing and storage of agricultural products and their distribution to consumers.

This can be examined in terms of the amount of education (in man-years) accumulated by the entire work force in the complex or as the size of expenditures required to train a worker (measured in rubles). The educational level of the work force's man-years of training can be expressed in terms of the expenditures per training per man-year on a per-worker basis. As the educational level of the work force rises, the quality of work improves.

2. In the industry which processes cotton the skill of workers increases over lengthy continuous work in one specialty or a related specialty: there is an increase in the production know-how acquired, skill improved, and there is an improvement both in the technique of performing production operations and also in the process of combining occupations. This process was studied on the basis of changes in the average weighted wage category, which is determined

according to the census figures and the occupational composition of the work force (censuses of the occupational composition of the work force were taken by the UzSSR Central Statistical Administration as of 1 August 1962, 1965, 1969, 1972, 1975 and 1979). The dynamic behavior of the average weighted wage category is a quantitative evaluation of the rise of worker skills in the cotton processing industry.

No reporting is done according to censuses of the occupational composition of the work force in agriculture.

3. In agriculture the level of utilization of labor resources is low because of the seasonal character of production and the substantially lower share of mechanized labor than prevails in industry.

But in the period 1959-1980 there was an increase in the relative share of machine harvesting of cotton from 16-18 percent to 50-90 percent. Over that period the length of the cotton harvest dropped from 80 to 20 days. Thus as the skills of farmworkers increase and the number of machine operators and specialists operating agricultural equipment rises, there is a drop in the relative share of hand picking and a shortening of the season, which increases the level of utilization of the work force. It also signifies a reduction of the shortage of labor resources during the harvest.

According to our calculations the educational potential of the work force in the physical sphere of the UzSSR economy increased 2.7-fold in the period from 1960 to 1974, whereas over a 20-year period (1950-1970) this indicator rose 1.7-1.8-fold in the country as a whole. The average level of education in the work force of the UzSSR economy increased from 5.2 years in 1960 to 9.2 years in 1980. Over that same period this level increased from 4.8 to 8.2 years, respectively, in agriculture.

Consequently, the average level of education in the republic's agriculture has been rising faster than in the cotton processing industry. Over the period under consideration this indicator increased 1.64-fold in agriculture and 1.5-fold in industry.

Over the 1960-1980 period the average weighted worker wage category increased from 3.66 to 4.58 in the republic's industry specialized in the processing of cotton. Consequently, the quality of work has a tendency to increase thanks to the rise in the level of vocational training.

In order to evaluate the qualitative indicators of utilization of expenditures of live labor in agriculture we use the workers' labor productivity (without taking into account the influence of new technology in agriculture). Over that same period of time the level of occupational skill rose an average of 1.5 percent per year. Consequently, there is a real possibility of determining this indicator for each regional complex and also for each sector.

All the qualitative characteristics of expenditures of live labor have increased at a rapid pace (especially the educational level). The high average annual growth rates of the educational level in agriculture are explained by

the fact that in the early sixties the level of the educational potential in agriculture was far lower than in the cotton processing industry (4.8 years as against 5.6 years).

We used a Cobb-Douglas model to evaluate the efficiency of expenditures of live labor in cotton production and primary cotton processing. It is necessary here to determine the dynamic behavior of net output, of fixed productive capital and of the size of the work force, as well as the dynamic behavior of the qualitative indicators (over the period 1959-1980).

The qualitative characteristics of expenditures of live labor can be evaluated in an evaluation of production factors jointly with the labor factor (the labor factor was measured quantitatively in terms of the average size of the work force). In evaluating the factors of economic growth the dynamic behavior of net output was viewed as the result of the interrelationship between the value of fixed productive capital and the average annual number of workers employed, adjusted for their educational level. An analysis of the statistical and economic significance of the factors demonstrated the reliability of the results of basing the computation on them. The values of the parameters were determined on a BESM-6 computer.

The components of the average annual growth rate of net output over the period 1959-1980 were computed with respect to quantitative and qualitative indicators of expenditures of live labor for the cotton complex as a whole and for its individual subbranches (see the table).

| No | Branches                                                                                       | Net<br>Output,<br>% | Components, %                        |                                |                                    |
|----|------------------------------------------------------------------------------------------------|---------------------|--------------------------------------|--------------------------------|------------------------------------|
|    |                                                                                                |                     | Factors Not<br>Taken Into<br>Account | Fixed<br>Productive<br>Capital | Expendi-<br>tures of<br>Live Labor |
| 1  | In measuring expenditures of live labor in terms of the average annual size of the work force: |                     |                                      |                                |                                    |
|    | For the cotton complex as a whole                                                              | 100                 | 2.4                                  | 78.9                           | 18.7                               |
|    | For agriculture alone                                                                          | 100                 | 2.2                                  | 74.2                           | 23.6                               |
|    | For the cotton processing industry alone                                                       | 100                 | 1.8                                  | 82.9                           | 15.3                               |
| 2  | In measuring expenditures of live labor adjusted for qualitative improvements:                 |                     |                                      |                                |                                    |
|    | For the cotton complex as a whole                                                              | 100                 | 1.5                                  | 62.5                           | 36.0                               |
|    | For agriculture alone                                                                          | 100                 | 1.3                                  | 63.2                           | 35.5                               |
|    | For the cotton processing industry alone                                                       | 100                 | 1.6                                  | 59.0                           | 39.4                               |

So, the components of the average annual growth rate of output when expenditures of live labor were measured in different ways show: first, fixed

productive capital is the predominant source of increased output, since this factor accounts for between 62.5 and 82.9 percent of the growth of net output; second, expenditures of live labor account for between 18.7 and 23.6 percent of the growth of net output, or between 35.5 and 39.4 percent when adjusted for qualitative factors; third, the influence on the growth of output of factors not taken into account is negligible.

Consequently, in agriculture there are larger expenditures of labor per unit output than in the cotton processing industry. In agriculture quantitative indicators of the expenditures of labor are lower than in the cotton industry. That is why the transition has to be made from quantitative planning of expenditures of live labor to qualitative improvement of the composition of those expenditures. This increases the efficiency of expenditures of live labor from 11.9 (35.5-23.6) to 24.1 percent (36.4-15.3) of the size of net output.

In order to raise the qualitative level of the work force in the UzSSR cotton complex it would be advisable to take the following measures:

1. In all sectors of the economy distribute labor resources optimally with respect to the production seasons so as to mitigate the seasonal nature of labor and thereby achieve additional output.
2. Broader use needs to be made of combination of occupations in agriculture both from one period to another and also from one branch of agriculture to another.
3. The present network for training agricultural specialists needs to be expanded (refresher and advanced courses).

The quantitative characteristics of the utilization of labor resources has to be planned so as to take into account their qualitative characteristics in increasing the growth of output, which is an intensive source of raising the efficiency of social production.

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## LABOR

### CENTRAL ASIAN EXPERTS DISCUSS LABOR UTILIZATION

Tashkent EKONOMIKA I ZHIZN' in Russian No 2, Feb 82 pp 23-25

[Article by G. Kopanev, director, Section for Regional Economics of Central Asia and the Kazakh SSR, Council for the Study of Productive Resources, USSR Gosplan; P. Volodin, deputy director, Central Asia Sector; A. Yermakov, senior scientist; and V. Bobrovnikov, senior scientist, candidate of economic sciences: "Today and In the Future"]

[Text] The 11th and 12th five-year plans have raised the critical issue of achieving a balance in our country between jobs, both existing and newly created, and manpower. The problem is that most of the economic regions of the European USSR, West and East Siberia, northern Kazakhstan and other areas are already experiencing a manpower shortage, and a significant increase in labor resources is not expected in these areas in the future. In stark contrast to them, Central Asia is a region of exceptionally high manpower availability. Moreover more than 60 percent of the increase in the country's able-bodied population will occur in the next 15-20 years in Central Asian republics and Kazakhstan. In other words while 6-7 of every 100 jobs presently being created in the USSR are opening up in Central Asia, in the future this figure will climb to about 60 out of every 100 jobs. For practical purposes, expansion of production in almost all of the country's national economic sectors requires the recruitment of manpower from this region.

On the other hand a manpower surplus is already being felt as well. During the last two five-year plans the number of persons employed in private subsidiary farming and housekeeping increased from 17 percent in 1970 to 21 percent in 1980. In this case the indicator is typical not only of rural areas but also a number of cities. It is only in multifunctional cities such as Tashkent, Dushanbe, Frunze, Samarkand, Bukhara, Navoy and Fergana that the available manpower is being fully utilized. At the same time as a result of relatively slow and disproportionate development of the economy, and mainly of industry in small cities and especially in towns, about a third of the able-bodied population is not participating in social production. Unemployment is still extremely high in Uzbek cities such as Khiva, Kagan, Gzhduvan, Akhangaran and Beruni, as well as in Namangan, Uchkurgan, Chust, Krasnogvardeysk and Urgut.

At the same time calculations show that the capital investments allocated in 1971-1980 would have been fully sufficient to create a sufficient number of jobs in the Central Asian national economy to compensate almost completely for the entire increase in the able-bodied population.

But because jobs are irrationally distributed over the territory and because there is a shortage of skilled workers, labor resources are tending to concentrate in private subsidiary farming and housekeeping. Thus only 30 percent of total capital investments were allocated to development of small cities and towns during the 10th Five-Year Plan, while major, large and medium-sized cities used 70 percent of total capital investments for their development. Moreover the increase in the able-bodied population during this period was 63 percent for the first group and only 37 percent for the second. This disproportion between the quantity of jobs created and the increase in labor resources naturally leads to a manpower shortage in major cities and a surplus in small cities and towns.

Moreover a certain proportion of labor resources will be freed from agriculture and from a number of extracting sectors of industry.

There are two ways in which the quickly growing labor resources of Central Asia can be utilized effectively: immediately within this region, or by moving some of the manpower to other regions of the country. But the latter would require a number of serious measures aimed primarily at raising the population's mobility.

In turn, the first direction can also be examined from two positions. First, not only can we create new jobs in rural areas, but also we could make sensible use of the existing productive potential. For example the shift coefficient for Central Asian industry is now significantly lower than in other regions of the country. Calculations show that by increasing it by just one percentage point, we can provide employment to 15,000 persons without additional outlays, and were we to raise it to the national average, there would be jobs for 60,000 more persons.

Improvements in the use of rural manpower must be based mainly on development of subsidiary enterprises and on achieving a sensible combination of agricultural and industrial production.

A significant part of the increase in Central Asian manpower can be absorbed by the agroindustrial complex. The idea here is not only to develop more new territories in deserts, foothill and mountain regions, but also to intensively develop production of cotton, vegetables, melons, fruits, grapes and other agriculture products, and most importantly to ensure complete processing of these products. Special attention must be turned in this case to developing storage and refrigeration facilities, packaging operations, transportation, and many other units of the productive and the nonproductive spheres ensuring the fullest and most effective utilization of highly productive land resources and prompt and quality delivery of finished products to consumers. This will also significantly improve satisfaction of the demand for consumer goods not only locally but in the country as a whole. Great hopes are being laid on development of early vegetable raising, on fruit and grape growing and on enterprises processing these products. Such development provides a possibility for significantly reducing the constantly increasing importation of these foodstuffs.

Creation of large all-union consumer goods production bases in Central Asia cannot be considered apart from organization of large cotton processing capacities. For the moment the region is producing twice less cotton fabric per capita than in the country as a whole, and five times less than, for example, in the Estonian SSR. Just 3-4 percent of the cotton fiber is being processed into finished products locally,

which is not in keeping with the party's line of bringing the processing enterprises closer to the raw material base.

And as we know, fabrics, tricot goods and sewn articles are produced by sectors having a relatively high capital-output ratio and employing extremely large numbers of personnel. In some cases they employ a significant quantity of the manpower, to include women. For example it takes 1.5 times more industrial production personnel to produce 1 million rubles worth of products in the Uzbek SSR's cotton sector than it does for the entire industry on the average, while in the tricot and sewing sectors it takes over twice more production personnel. On the other hand the costs of creating (building) one work station in light industry is about two to three times lower than in the industry as a whole, and it is four to five times lower in the tricot and sewing sectors.

Creation of small textile combines with their own finishing factories is especially effective in the region's medium-sized cities. But in small cities and rayon centers, development of a broad network of specialized weaving and spinning factories would be justified. Such factories can make up the basis of a branched complex which could supplement the sewing and tricot enterprises and the factories producing non-fabric materials.

One of the important prerequisites of achieving the fullest possible employment is accelerated development of a number of machine building sectors characterized by a relatively low capital-output ratio--that is, the possibility for creating a larger number of jobs per unit outlays. There are good grounds for successively intensifying specialization of a number of machine building subsectors for export. This is particularly relevant to expansion of the production of machinery for irrigation and agriculture. Small enterprises in electrical engineering, instrument making, radiotechnical and other sectors may also be effective in small and medium-sized cities.

Further development of local industry, primarily through integrated utilization of all available raw materials and production wastes, should play a major role in raising employment.

In recent years an increasingly larger proportion of capital investments has been allocated to development of sectors requiring highly skilled personnel. But the level of the local population's professional training is inconsistent with the national economy's needs. As a result some of the new jobs are being filled by industrial production personnel from other regions of the country, and the local population remains outside the sphere of social production. In recent years about a third of the young people attaining working age in the Central Asian republics have been receiving production training (engineers, technicians, skilled laborers). This is not enough, and as a consequence the proportion of local nationalities represented among industrial production personnel is still low. This is why we must think about making fundamental improvements in personnel training right now. It would be suitable in this case to increase the proportion of students from Central Asia in the training institutions of other regions of the country in which an increase in the number of young people is not expected. We need to broaden the network of schools, inasmuch as training of highly skilled laborers will depend in many ways on a well organized system of vocational and technical education.

Of course, we cannot fully solve the problems of employment, of stabilizing the work force and especially of recruiting women for social production without considering the social factors. We must build schools, public health facilities and enterprises providing housing, communal and personal services at an accelerated rate.

In view of objective causes it would be difficult to expect a sharp increase in the mobility of the region's indigenous population, especially its rural population in the next 20 years. But a certain acceleration of this process has been noticed in the past decade. Thus in the period between the two last censuses the number of Uzbeks residing outside Central Asian Kazakhstan increased by 35 percent, the number of Kirghiz increased by 10 percent, Tajiks increased by 15 percent, and the number of Turkmens increased by 14 percent, while the indigenous population of Central Asia increased by a total of 23 percent.

If we are to reinforce and develop this trend, we must improve the propaganda on the significance of the country's largest construction projects and of developing new regions in Central Asia, and we must intensify our efforts in professional orientation of young people. It is for these purposes that it would be suitable to expand formation of Komsomol youth detachments for new construction projects in Central Asia, Siberia and the Far East, and to train representatives of local nationalities outside Central Asia, who should mandatorily serve their apprenticeship at leading enterprises for a period of 2-3 years. In our opinion, implementation of all of these measures would stimulate the mobility of the population of this region, which in the final analysis would reduce the disproportion existing in other regions between jobs and manpower growth.

Of course, if we are to implement all of these measures we would need to develop an integrated program for utilization of the manpower of the Central Asian republics, and subsequently include this program within the state plan for the country's economic and social development. We would also need to coordinate scientific research being conducted in this area and ensure participation of interested union ministries and departments. It would be suitable to finish drafting such a program prior to 1985, so that it could be included in the 12th Five-Year Plan for the USSR's Economic and Social Development.

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## LABOR

### LABOR SEMINAR HELD IN BRYANSK

Moscow EKONOMICHESKAYA GAZETA in Russian No 20, May 82 p 6

[Article by Correspondent N. Kozlov: "Labor Resources and the Quality of the Norms"]

[Text] A conference-seminar was convened in Bryansk on 24 April on the topic "Improving Labor Organization and Standardization in Light of Decisions of the 26th CPSU Congress and the 17th Congress of USSR Trade Unions." This seminar was organized by the Bryanskaya Oblast CPSU Committee, the oblast executive committee, the oblast council of trade unions and the editorial board of EKONOMICHESKAYA GAZETA. More than 800 persons took part in its proceedings--executives of enterprises, construction projects and transportation, party and trade union workers, executives of economic services and laboratories, economists, engineers and standard setters.

The seminar was opened by Hero of Socialist Labor A. F. Shaboltayev, chairman of the Bryanskaya Oblast Council of Trade Unions. The principal reports were given by: Ye. I. Sizenko, first secretary of the Bryanskaya Oblast CPSU Committee; A. F. Rumyantsev, editor in chief, EKONOMICHESKAYA GAZETA; V. I. Yemel'yanov, deputy chief, Labor Administration of the RSFSR State Committee for Labor; S. A. Pankov, director, Labor Division of the Bryanskaya Oblast Executive Committee.

Eighteen reports on the experience and problems of labor organization and standardization were given in three sections--industry, construction and transportation. Extensive recommendations were adopted.

"It has become uniquely fashionable for us to explain all problems in production organization by a shortage of laborers. But in my opinion the whole essence of the problem lies in something else--we have not yet learned how to be truly thrifty with labor, to reduce the labor-intensiveness of production. There is total discord in the norms set for similar jobs." Such was the beginning of the statement

given at the conference-seminar in Bryansk by N. Dmitriyenko, deputy chief of the "Dormash" plant's division of labor and wages. "I visited six of the city's enterprises and asked what sort of standards and wages they applied to the labor of compressor station mechanics. I found that the approach to setting the wage rates for jobs and to other aspects of standardization and wages differs completely in relation to shops, sections and occupations of the same kind."

It also turns out that the approach to organizing and standardizing labor is also variable in different ministries and departments. This is what often generates excessive personnel turnover and leads to squandering of labor outlays. Also important is the fact that such discord in standardization is making it difficult to regulate the wages of laborers on the basis of norms of identical intensity, and that it does nothing to reduce the labor-intensiveness of production.

#### The Bottom Line--Reducing Labor-Intensiveness

Reducing labor-intensiveness of production was one of the main problems discussed by the seminar's participants.

"It is precisely in this direction," said O. Moroz, the chief engineer of the Bryansk Industrial Rubber Articles Factory, "that our collective is searching for the reserves for raising labor productivity. We have developed a specific-purpose integrated program for reducing manual and heavy labor in the current five-year plan. This program is being successfully fulfilled. We plan to introduce 125 units of new equipment, 28 machines with which to mechanize manual labor and 100 units of small mechanized resources during the five-year plan. We will reconstruct the fabric and packaging sections and the finished articles warehouse. We have foreseen mechanization of intershop transportation. Implementation of this program will make it possible to significantly raise labor productivity, reduce the labor-intensiveness of articles, and decrease the number of work stations by 65."

N. Il'yushin, chief of the Division of Labor and Wages of the Bryansk Worsted Association, discussed the great amount of work the collective has done to reduce the labor-intensiveness of production.

"By introducing multiple machine tool servicing, our association's weaving operation has managed to reduce the number of its job slots by 45 percent. It is now producing 30 percent more per year with a smaller number of laborers."

The association's engineers and innovators have developed and implemented a program for integrated modernization of the looms. As a result not only has their productivity risen significantly, but also many auxiliary operations in which considerable labor had been expended were made a thing of the past. The creative approach taken by the best laborers, process engineers and standardization engineers made it possible to introduce new loom servicing norms which are significantly greater than the sector standard. All of the association's weavers are now basing their work on these norms. The minimal service zone is eight looms, as compared to a typical norm of 6.4 looms for the sector. After the second phase of the equipment's modernization is completed (this work has already begun in the association), expansion of the service zone to a minimum of 9-10 and a maximum of 16-18 looms will become a reality. What is important is that the weavers are themselves interested in implementing these innovations. Extra pay is foreseen for work in accordance with

the higher servicing norms. The amount of this pay grows in proportion to the degree to which labor-intensiveness is reduced.

#### To Economize on Labor Resources

Bryanskaya Oblast has developed an extensive program for introducing the best experience in organization, standardization and wages in the current five-year plan. Ye. I. Sizenko, first secretary of the Bryanskaya Oblast CPSU Committee, noted in his report that this program foresees economizing the labor of more than 32,000 persons before the end of the five-year plan.

The measures include developing the brigade form of labor organization, introducing the Shchekino method, competing with piece-workers in personal plans for growth in labor productivity (using the experience of the "Dinamo" plant), and many others. The enterprises were given concrete targets in relation to each division of the program. An interdepartmental commission was formed to deal with the problems of labor planning, and it has begun operating vigorously. The labor plans of more than 100 enterprises have already been reviewed. As a response to a proposal from the commission, the laborer ceilings were reduced by 1,600 persons for 1982 and by 4,800 persons for the five-year plan.

During the five-year plan these enterprises will achieve 93 percent of the growth of their production volume through growth in labor productivity, though initially they had planned to achieve a production increment of just 87.4 percent. Many of the seminar's participants talked about the program's effectiveness.

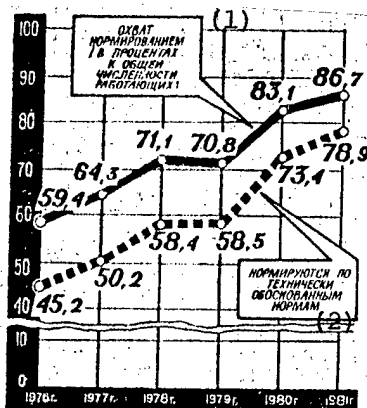
"Just by reaching the targets associated with combining occupations and introducing multiple machine tool servicing," reported S. Pankov, director of the Bryanskaya Oblast Executive Committee's labor division, "we will be able to save the labor of 2,900 persons in the oblast as a whole before the end of the five-year plan. We will be able to save almost as much manpower through the work of brigade collectives containing a smaller number of personnel, and we could save five times more if we fulfill all of the planned measures for mechanizing manual and heavy physical labor."

Unified scientifically grounded programs of economizing on labor outlays in each oblast are a necessary thing. Such programs, the experience of Bryanskaya and many other oblasts shows, open up great possibilities for economization, ones which do not require major capital outlays and which primarily involve generalization and introduction of the available experience of labor organization and standardization, intensified control over the use of labor resources and work time, over the quality of the norms set and over expenditures from the wage fund, and complete exclusion of jobs based on deflated and obsolete norms. As an example, elimination of the losses of work time due to absenteeism, work interruptions and administration-approved leaves would be equivalent to saving the annual work time of 1,450 persons in Bryanskaya Oblast's industry and construction.

Analyzing the experience of introducing scientific organization of labor in Bryanskaya Oblast, RSFSR State Committee for Labor deputy chief of labor administration V. Yemel'yanov noted understatement of organization of labor by many enterprises as a typical shortcoming. For example enterprises of the food industry administration are not planning any growth in labor productivity during the current five-year plan.

owing to scientific organization of labor. The "Bryanskstroymaterialy" Association and the administration of local industry have drawn up scientific organization of labor plans which call for just the lowest minimum growth of labor productivity in the five-year plan--less than 5 percent.

#### Standardization of Labor at the Bryansk "Dormash" Plant



Key:

1. Quantity of workers subjected to standardization as percentage of total workers.
2. Subjected to standardization based on technically grounded norms

#### What Kind of Norms?

The experience of efforts to improve labor standardization was deeply analyzed and generalized at the seminar. As an example the collective of the Bryansk Machine Building Plant Association has made economization of labor a permanent target. Its efforts in this direction are supported not only by stiff planned quotas for reducing labor-intensiveness in relation to each unit of production but also by an entire system of other measures. All shops and sections have been made aware of the sector and intersector standards used in technical standardization of labor. The economics services are efficiently monitoring the quality of the norms using "change in labor-intensiveness cards," which were introduced on the basis of a special standard of the enterprise calling for review of norms whenever labor-intensiveness changes.

The experience of a number of other enterprises in Bryanskaya Oblast also indicates presence of a great deal of initiative and flexibility in organizing labor standardization and in raising the quality of the norms. G. Grigorenko, chief engineer of the Bryansk Footwear Association, spoke about how the laborers were being stimulated to assimilate norms calling for an effort that exceeds the sectors standards. Chief engineer I. Alekhin reported that the "Bryansk'el'mash" Plant is developing technology and labor norms as an integral complex. Economists and standardization engineers have been trained as specialists in regard to specific production processes.

But as the discussion of this problem at the seminar showed, there are serious shortcomings in efforts to improve the quality of the norms. Evidence of this can be found in the large number of experimental-statistical norms, which are low as a rule, and in the fact that standardization is not being vigorously applied to the labor of time-workers. As an example only 11.9 percent of such workers in the construction subdivisions of Glavbryanskpromstroy are working on standardized quotas. And yet the proportion of time-workers is rather large: 19 percent in construction and 40 percent in construction materials industry. This means that almost a third of all of Glavbryanskpromstroy's personnel have not been included in the program to economize on labor. Thus it is no surprise that the nonproductive outlays of labor and losses of work time in the shifts were 8 percent of total time worked in 1981. This is equivalent to a loss of construction and installation work worth almost 3 million rubles!

Absence of planning in the efforts to review obsolete and deflated output norms at a number of enterprises is a significant shortcoming. The calendar plans for reviewing the norms are often drawn up in formal terms only, without the appropriate organizational, economic and engineering support.

The conference participants expressed concern over the tendency of a number of enterprises to reduce the proportion of norms that are reviewed with the purpose of raising their intensity. Of the norms reviewed by the oblast's enterprises in 1981, 113,000 were reduced. In other words out of all norms reviewed, one fourth were weakened. And in machine building and metalworking enterprises almost 75 percent of the reviewed norms are being made more lenient. This opens a loophole for excesses in expenditure of wage funds. Although the average percentage of output norm fulfillment increases, labor productivity actually declines.

V. Troshchiy, chief of the division of labor and wages of the "Bryanskmebel'" Production Association referred to this practice as "setting wages at the expense of the norms." This is the way interruptions in work caused by the administration and other problems responsible for a decrease in the productivity and wages of the workers are compensated. But it would be much more logical to ensure optimum working conditions and calculate earned wages in relation to labor outlays.

The organizers of the seminar selected the important and concrete problem of raising the effectiveness and quality of work as their topic of thorough and deep analysis. Its discussion showed that many of the revealed shortcomings in organization of standardization can and must be corrected immediately by utilizing the accumulated experience of the best enterprises in the oblast. But in regard to a number of issues raised at the conference-seminar, intervention of the sector ministries and the USSR State Committee for Labor and Social Problems would be required.

The active participation of trade union organizations in improving labor organization and standardization at enterprises and construction sites and in enterprises is especially gratifying. This is their energetic response to decisions of the 17th Congress of USSR Trade Unions and the speech given by L. I. Brezhnev, who pointed out that it is very important for every trade union and every trade union organization to make the party's directives a reality and act with maximum concreteness and efficiency.

#### Excerpts From Speeches

V. Yemel'yanov, deputy chief, Labor Administration of the RSFSR State Committee for Labor: "A significant economization of labor resources is being achieved in the Russian Federation's industry through broad introduction of scientific organization of labor. The effectiveness of introducing scientific organization of labor plans in the republic was measured at 2.5 billion rubles in 1976-1980. Integrated improvement of labor organization was responsible for a decrease in the manpower demand totaling 1.2 million persons and for about 20-25 percent of the total increment in labor productivity."

N. Dmitriyenko, deputy chief, "Dormash" Division of Labor and Wages: "The CPSU Central Committee and USSR Council of Ministers decree 'On Intensifying the Work to Economize and Sensibly Utilize Raw Materials, Fuel, Power and Other Material Resources' points to the need for creating new services to standardize material resources and monitor their sensible use at the enterprises, and to staff them with highly qualified personnel."

"There is obviously no need to create new services for labor standardization. But they must be reinforced. But what we actually observe today is the reverse process. We are being given quotas calling for a reduction of the administrative staff. Thus we are compelled to reduce the number of workers employed in operational production planning and labor standardization. I think that we need to reexamine the practice of treating these workers as being in the administrative category."

I. Alekhin, chief engineer, "Bryansksel'mash" Plant: "Many enterprises in our sector are not being made adequately aware of the typical standards for improving standardization of the labor of auxiliary workers (fitters-toolmakers, repairmen and machine tool operators in tool, repair and experimental production operations, and fitters-assemblers in the principal production operations). The sector ministries and the USSR State Committee for Labor and Social Problems are making an extremely unsatisfactory effort to solve this problem. We await their concrete assistance."

B. Leonov, chief, Standards Research Station, Glavbryanskpromstroy: "One of the promising directions for improving standardization is to utilize modern computers to draw up the standards and calculate the norms, and to create computerized systems for automatic standardization. However, we have not been using such methods because of the absence of programs and the appropriate equipment. In the interests of supporting this effort, it would be expedient to utilize timesharing information and computer centers, though the main reliance should be placed on the technical base and specialists of the sector's scientific research institute."

V. Lukina, chief economist, Bryansk Housing Construction Combine: "The poor quality of tools, equipment and small mechanized resources is a serious obstacle to reducing the labor-intensiveness of construction. This problem must be dealt with by more than just the Ministry of Construction, Road and Municipal Machine Building, which is responsible for the production of construction equipment. The construction ministries must display more initiative here as well. Given the technical base which they possess, it would not be all that difficult for them to plan and begin production of small mechanized resources."

## LABOR

### STATISTICS PROVIDED ON CURRENT USSR MANPOWER RESOURCES

Novosibirsk EKONOMIKA I ORGANIZATSIYA PROMYSHLENNOGO PROIZVODSTVA (EKO) in Russian  
No 3, Mar 82 pp 137-146

[Text] The problem of utilizing manpower in the present and subsequent five-year plans is acquiring special urgency. While in 1960 78 percent of the available manpower was employed in social production and going to school, in 1980 the employment level was close to the maximum possible. Only persons with young children, mothers with large families and persons at preretirement age remain in the segment of the able-bodied population employed in housekeeping and private subsidiary farming. The possibilities for employing them in social production are highly limited.

The absolute mean annual increment in the able-bodied population was 3.4 million persons in the 1950s, 3 million in the 1960s and only 2.3 million in the 1970s. A sharp decline in this increment is expected in the 1980s. The reason for it lies in the fact that the work force is now experiencing an influx of young people born in the 1960s, when a drop in the birth rate was observed: Women born during the war, who were few in number of course, were becoming mothers in that era. Concurrently 1.4 times more men and women will be retiring than in the 1970s. These are basically persons born in the 1920s--years of high birth rate, and persons who had not participated in the war.

The absolute increment in the able-bodied population is expected to be only about 3.3 million persons in the 11th Five-Year Plan and 2.5 million persons in the 12th, as compared to 11.2 million in the past five-year plan. The situation will not improve until the 13th Five-Year Plan (5 million persons), when persons born in the 1970s will join the work force. The birth rate began increasing at this time.

We should add to this that the main increment in the country's able-bodied population will be contributed by Transcaucasian and Central Asian republics and by Kazakhstan and Moldavia. The proportion of the population of these republics is rising systematically: 17 percent in 1959, 20 percent in 1970 and 22 percent in 1979.

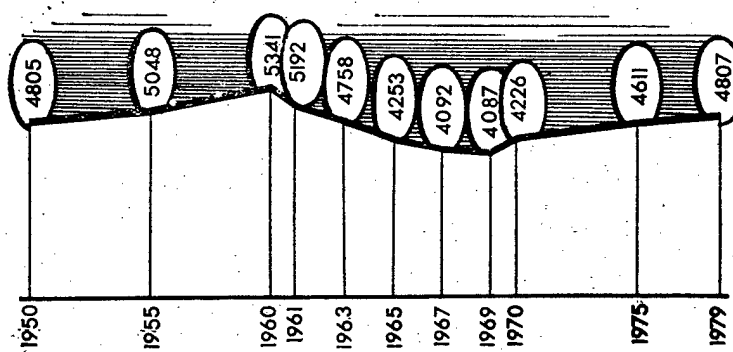
It should be kept in mind, however, that in view of historically evolved traditions the indigenous inhabitants of these republics are characterized by lower social mobility (a lower preparedness to upgrade qualifications, to change occupations, to move to the city from sparsely populated regions and so on) than the population of other regions in the country. This is why the emphasis must be laid in the current five-year plan on finding ways of developing these territories, socially and economically, which would promote the highest increase in the social mobility

of indigenous inhabitants, such that they could supplement the work force in other regions of the country experiencing the greatest labor shortage.

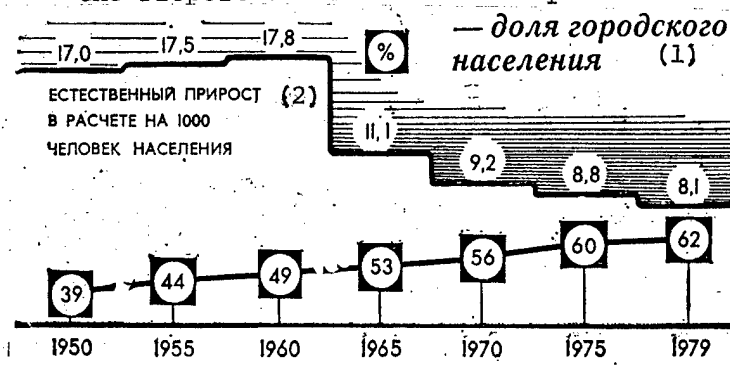
Considering the demographic situation as it stands now, we will have to rest our hopes not on recruiting additional manpower but basically on raising labor productivity.

The 26th CPSU Congress posed the task of raising the productivity of social labor by 17-20 percent in the 11th Five-Year Plan and achieving not less than 85-90 percent of the increment in national income as a result of this increase. There are plans to raise the technological level of labor, to introduce full mechanization and automation into production processes and to continually reduce the number of manual laborers in all sectors, especially those employed in auxiliary and subsidiary operations. Steps are being taken to reach a balance between the available manpower and the number of job slots, both those presently in existence and new ones being created for the first time. Labor organization, standardization and stimulation are being improved. The congress requires that we persistently introduce scientific organization into labor and raise its effectiveness, and create conditions which would ensure a supply of personnel to new enterprises.

Birth Rate in the USSR, Thousands of Persons



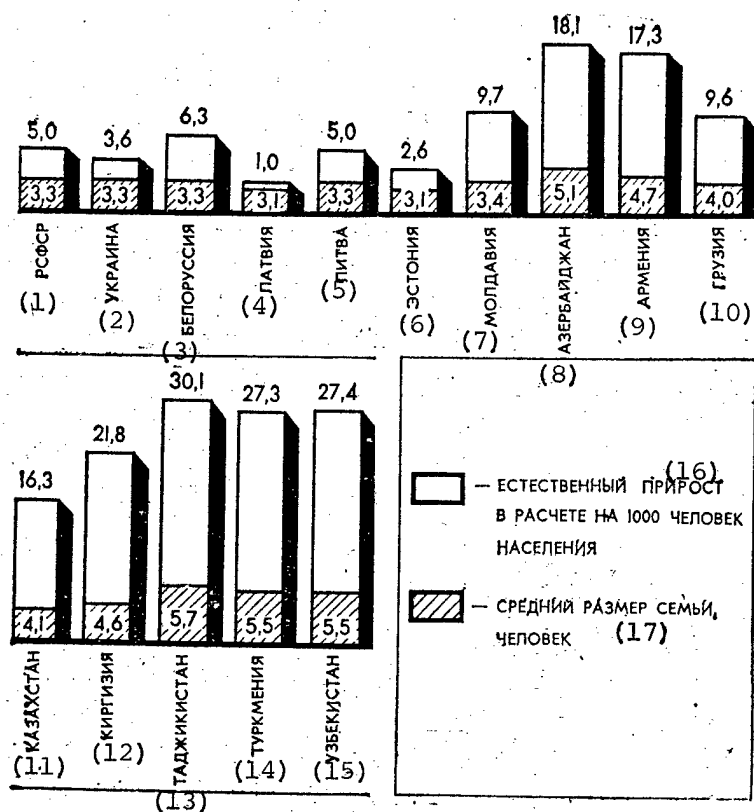
Natural Increment of the USSR Population (Persons) and the Proportion of the Urban Population



Key:

1. Proportion of urban population
2. Natural increment, per 1,000 persons

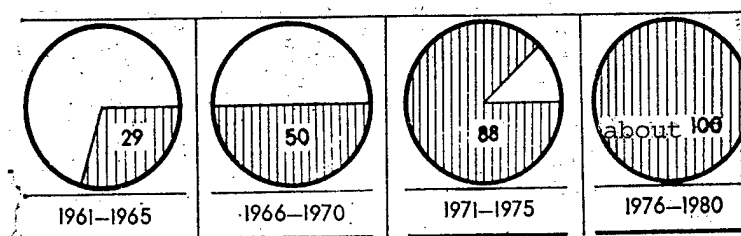
# Natural Population Increment and Average Family Size in the Union Republics in 1979



## Key:

- |               |                                         |
|---------------|-----------------------------------------|
| 1. RSFSR      | 10. Georgia                             |
| 2. Ukraine    | 11. Kazakhstan                          |
| 3. Belorussia | 12. Kirgizia                            |
| 4. Latvia     | 13. Tajikistan                          |
| 5. Lithuania  | 14. Turkmenia                           |
| 6. Estonia    | 15. Uzbekistan                          |
| 7. Moldavia   | 16. Natural increment per 1,000 persons |
| 8. Azerbaijan | 17. Average family size, persons        |
| 9. Armenia    |                                         |

Proportion of Increment in Number of Persons Employed  
in the National Economy Resulting From Natural Growth; Total Increment--100%

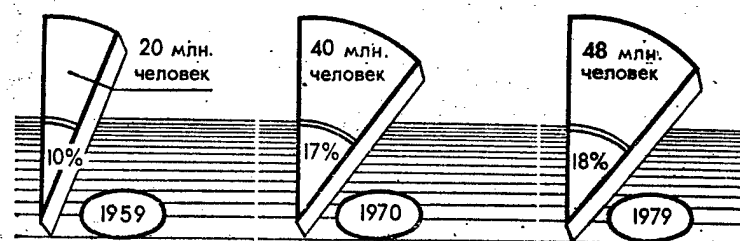


In the Seventh Five-Year Plan more than 10 million persons, mainly nonworking women, were recruited for social production from the work force employed in housekeeping and private subsidiary farming. There were practically no possibilities for doing so in the 10th Five-Year Plan.

Population Distribution With Respect to Sources of Support

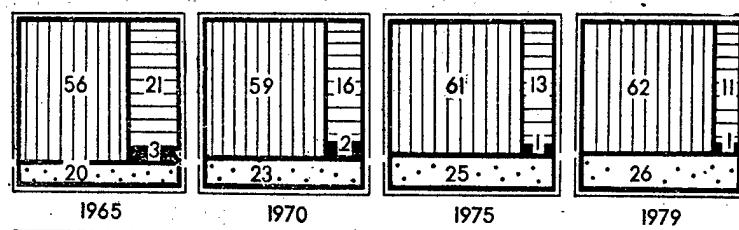
| Population Group                                                                                                                                                                                              | Million Persons |      |      | % of Total |      |      |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|------|------|------------|------|------|
|                                                                                                                                                                                                               | 1959            | 1970 | 1979 | 1959       | 1970 | 1979 |
| Total population                                                                                                                                                                                              | 208             | 214  | 262  | 100        | 100  | 100  |
| Working in the national economy                                                                                                                                                                               | 99              | 115  | 135  | 47         | 48   | 52   |
| Receiving scholarships                                                                                                                                                                                        | 2               | 3    | 7    | 1          | 1    | 2    |
| Unemployed pensioners and other persons on state support                                                                                                                                                      | 12              | 33   | 40   | 6          | 14   | 15   |
| Dependents (children; elderly and other persons employed only in housekeeping and child raising; family members of kolkhoz farmers, laborers and white collar workers employed in private subsidiary farming) | 95              | 90   | 80   | 46         | 37   | 31   |

## Number of Pensioners and Their Proportion in the Total Population



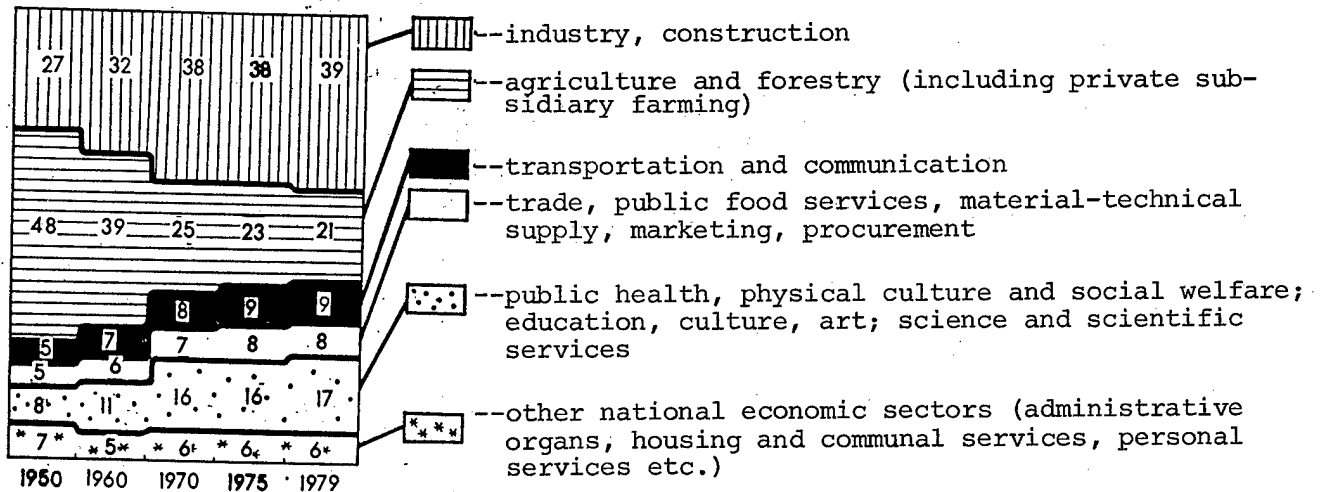
%--Proportion of pensioners in total population; about 7-8 million pensioners were permanently employed in the national economy in 1959, 1970 and 1979

## Distribution of Workers Among Different Spheres of the National Economy; % of Total Number Employed in the National Economy

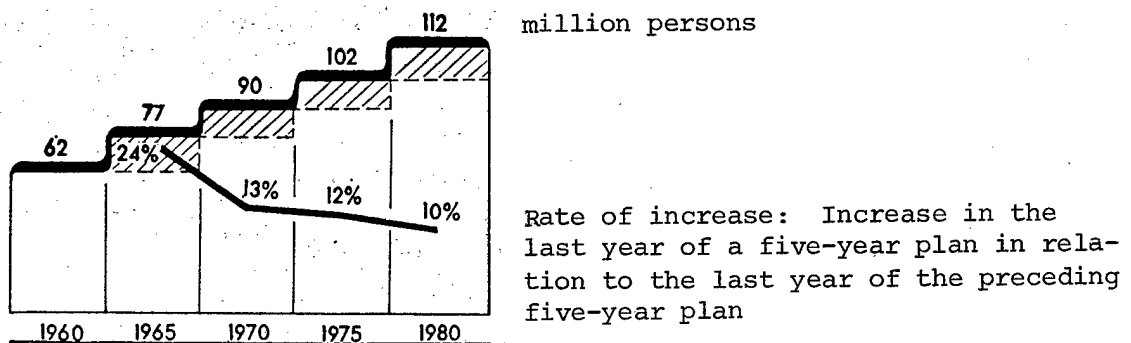


-  --employed in material production, to include:
-  --laborers and white collar workers;
-  --kolkhoz farmers employed in kolkhozes and in private subsidiary farming;
-  --family members of laborers and white collar workers employed in private subsidiary farming;
-  --employed in the nonproductive sphere

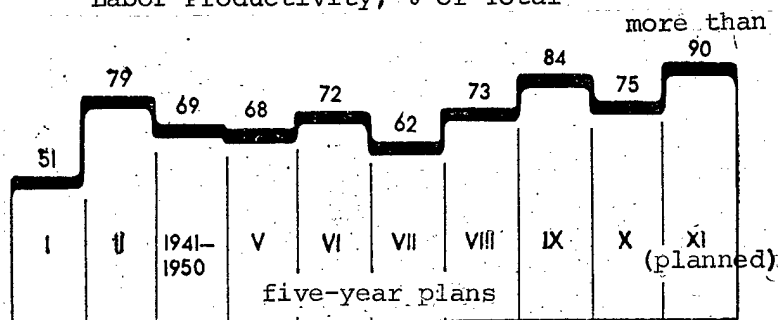
Distribution of Population Employed in the National Economy,  
Less Students; National Economy as a Whole--100%



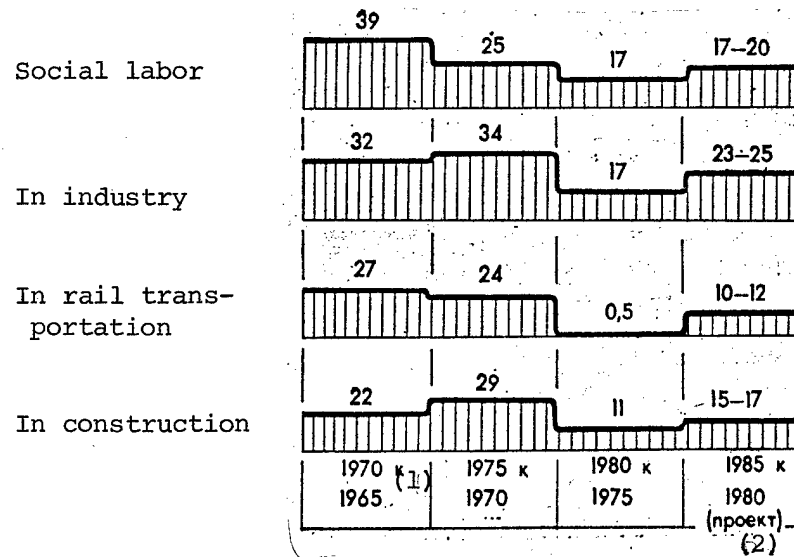
Mean Annual Number of Laborers and White Collar Workers  
in the National Economy, and the Rate of Its Increase



Increment in Industrial Production Resulting From Growth in  
Labor Productivity, % of Total



Rate of Increment in Labor Productivity, %



Key:

1. As compared to
2. (Planned)

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## LABOR

### LEGAL STATUS OF TEMPORARY WORKERS REVIEWED

Moscow KHOZYAYSTVO I PRAVO in Russian No 1, Jan 82 pp 80-82

[Article by Ye. Khlystova, chief consultant, State Committee of the USSR for Labor and Social Problems: "Temporary Workers"]

[Text] Workers and employees who are hired to work for less than 2 months or to replace temporarily absent workers who will retain their jobs (or positions) for a period of up to 4 months are regarded as temporary personnel.

The specific features of their labor are regulated by a 24 September 1974 ukase of the USSR Supreme Soviet Presidium "On the Labor Conditions of Temporary Workers and Employees."\*

If the ukase contains no specific provisions with regard to a particular matter, temporary personnel will be covered by the general labor laws of the USSR and union republics.

For example, Article 9 of the ukase stipulates that temporary personnel who agree to work for no more than 6 days can be asked to work on weekends or holidays during this period without the authorization of the factory or plant local committee. They will not be given compensatory days off and will be paid at the regular rate.

If the labor contract is concluded for a period of more than 6 days, temporary personnel can be asked to work on weekends or holidays in accordance with articles 30, 31 and 41 of the Fundamentals of Labor Legislation of the USSR and Union Republics, as there are no specific provisions in regard to this matter in the ukase.

The essential characteristic of the term "temporary worker or employee" is the strictly limited period during which the person performs his professional duties at an enterprise or in an establishment or organization. If he has worked continuously for more than 2 months in a vacant position at an enterprise or in an establishment or organization, he cannot be considered a temporary laborer.

### Conclusion of the Labor Contract

Temporary personnel, just as all other laborers, sign a labor contract, and they must be informed in advance that they are being hired on a temporary basis. The

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\* VEDOMOSTI VERKHOVNOGO SOVETA SSSR, 1974, No 40, art 662.

hiring order (or instruction) will stipulate that the worker or employee has been hired for temporary work or will specify the term of employment. In the absence of this kind of advance notification, the laborer will be considered to have been hired on a permanent basis. A trial period of employment will not be specified for a temporary laborer.

The temporary worker or employee must present his labor book to his new place of employment. If he has never worked prior to this time, a labor book must be acquired for him, on the condition that he has worked more than 5 days and is eligible for state social insurance.

Temporary workers and employees are ineligible for vacations and for monetary compensation in lieu of vacations. For this reason, they are also ineligible for supplementary academic leaves with pay.

Temporary personnel can hold two jobs in certain cases specified by law.

The labor contract of the temporary worker or employee will be considered extended for an indefinite period if: a) he works longer than the initially contracted period of 2 or 4 months and neither side has requested the severance of the labor relationship; b) the discharged temporary laborer is rehired by the same enterprise after an interval of less than a week and his term of employment before and after the interval exceeds the initially stipulated period of 2 or 4 months. These personnel will then be considered to have been permanent personnel since the day the labor contract was originally concluded. Their term of service making them eligible for vacations will include the period during which they were considered to be temporary personnel and labor contracts with them can be broken on general grounds.

#### Cancellation of the Labor Contract

If a laborer wants to cancel his temporary labor contract, he does not have to give his reasons. He must simply notify the administration in writing 3 days prior to his departure from the place of employment.

The temporary laborer can be discharged by the administration on the general grounds envisaged in the labor legislation of the USSR and union republics, with the approval of the local committee, in the following cases:

Work stoppages lasting more than a week at enterprises for production-related reasons or in the event of the curtailment of enterprise operations;

Absence from work for more than 2 weeks in a row due to temporary disability. If the disability is a result of a crippling industrial accident or an occupational disease, or if the legislation of the USSR states that the job (or position) must be held open for a longer period for a specific illness, the job (or position) will be held open for the temporary laborer until he has regained his ability to work or has been officially declared disabled, but for no longer than the term of employment specified in the temporary labor contract;

The failure, without good cause, of the worker or employee to perform the duties assigned to him in accordance with his labor contract or enterprise regulations.

The consent of the factory or plant local committee is not needed when the person is discharged from his temporary job because his contract has expired.

Temporary workers and employees will receive severance pay if the labor contract is cancelled for the following reasons:

Conscription or enlistment for military service;

The refusal of the laborer to move to another location along with the enterprise, establishment or organization;

The liquidation of the enterprise, establishment or organization and staff reductions;

The discovery that the laborer is unsuitable for the position or job due to insufficient skills or a state of health which prevents him from continuing this work;

The reinstatement of the worker or employee who previously held this job;

The violation of labor legislation, the collective agreement or the labor contract by the administration;

Work stoppages lasting more than a week at enterprises due to production-related reasons or the curtailment of enterprise operations.

Severance pay will be equivalent to 3 days' average wages or, if the laborer has been drafted or has enlisted for military service, 2 weeks' wages. Advance notification of the discharge cannot be substituted for severance pay.

If the temporary laborer is discharged without legal grounds or in violation of the established procedure, he must be reinstated in his previous job unless the labor contract has expired. By the decision or resolution of a labor dispute investigative agency, he will be paid his average wage for the period of his compulsory absence, from the date of discharge to the date of reinstatement or the expiration date of the contract, but for no more than 3 months.

If the contract has expired by the time the dispute is investigated, the request for reinstatement must be denied.

A temporary worker or employee who is illegally transferred to another job will be paid his average wage within the same limits for his period of compulsory absence or the difference in wages for the time he spent performing lower-paying work.

#### State Social Insurance Benefits

Existing legislation envisages the compulsory coverage of all workers and employees by state social insurance (Article 100 of the Fundamentals). This also applies to temporary personnel.

In accordance with Paragraph 112 of the Statute on the Procedure for the Calculation and Payment of State Social Insurance Benefits, temporary personnel will be

eligible for compensation for temporary disability resulting from a crippling industrial accident or occupational disease on general grounds. If the disability is the result of other causes, temporary personnel will be eligible for compensation for workdays within a period of no more than 75 calendar days.

Temporary personnel will be eligible for compensation without any required total term of service.

The temporary laborer who is handicapped will receive compensation for general illness for no more than 2 successive months and no more than 3 months in a calendar year. If a handicapped laborer is temporarily disabled by an industrial accident or an occupational disease, he will be eligible for compensation until he has regained his health or until his handicap is reclassified in connection with his new illness (Paragraph 9 of the statute).

#### Payment of Pensions to Temporary Personnel

Pensioners who work as temporary workers or employees for less than 2 months in a calendar year are paid their full pension without having their wages deducted from it (Paragraph 173 "d" of the Statute on the Procedure for the Calculation and Payment of State Pensions).\*

This important privilege gives pensioners an opportunity to receive wages and a pension simultaneously for 2 months in the calendar year.

Legislation does not stipulate that the pensioner can take a temporary job only after a certain period of time has elapsed since the date of his discharge from his permanent job and only at another enterprise or establishment.

The 2-month term of temporary employment is calculated according to calendar time from the day the person begins the job to the day he leaves, regardless of whether the pensioner worked the full 2 months or with an interval between jobs, whether he worked at one or several enterprises or establishments, whether he worked a full- or part-time week or a full- or part-time day. The time is not calculated according to work days or work hours, but only the 2 months (60 days) within which the pensioner held a job.

Pensioners who are hired for temporary jobs, as staff or non-staff personnel, to replace a temporarily absent worker or to fill a vacant position, are eligible for pensions without any deductions for wages.

Individuals who are hired as temporary workers or employees for less than 2 months a year will receive their pension without any additions for non-working family members during their term of employment.

The total sum of the pension and wages is not restricted to 300 rubles during the term of employment as a temporary worker or employee for less than 2 months in a calendar year.

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\* SP SSSR, 1972, No 17, art 86.

## LABOR

### WORKING WOMEN'S LEGAL STATUS, BENEFITS REVIEWED

#### Benefits to Working Women

Moscow KHOZYAYSTVO I PRAVO in Russian No 3, Mar 82 pp 3-6

[Article by Candidate of Economic Sciences N. Kungurova: "The Soviet State--In Behalf of Working Women"]

[Text] Owing to consistent implementation of socialist democracy in our country, women are guaranteed real equal rights with men in all areas of life, including labor. The principle of the equality of men and women, interpreted as the equality of their real social status in regard to labor relations, was declared in the very first days of the Soviet state's existence.

Confirming this equality anew, the USSR Constitution of 1977 expands it with a consideration for the present level of social production.

Article 35 guarantees women possibilities equal to those of men in obtaining an education and occupational training, in labor, in compensation for it and in promotions. The same equal possibilities are also ensured in sociopolitical and cultural activities.

However, equal rights does not mean actual equality. After all, women are usually physically weaker than men, and they devote more time to the rearing of children and to maintenance of the household. V. I. Lenin wrote that such equality cannot be interpreted as equalization of workers--of men and women "in labor productivity, in the amount of work they do, in its duration, in the working conditions and so on."\*

Lenin's premise enjoyed further development in the "Basic Directions of the USSR's Economic and Social Development in 1981-1985 and in the Period to 1990," adopted by the 26th CPSU Congress.

In order to promote achievement of not only equal rights but also actual equality of men and women, the Fundamental Law (Article 35) foresees creation of working and living conditions specific to working women.

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\*Lenin, V. I., "Poln. sobr. soch." [Complete Collected Works], Vol 39, p 201.

The uniqueness of female labor requires isolation of two groups of relationships: 1) those associated with general regulation of the labor of the female population and 2) those associated with improving the working and living conditions of working mothers--persons handling the most complex social load.

Relationships in the first group are regulated mainly by the Fundamental Principles of USSR and Union Republic Legislation on Labor and by the labor codes of the union republics. In distinction from former labor legislation, these laws foresee a list of jobs in which the use of female labor is prohibited, and the establishment of norms for the lifting and handling of loads by women. Privileges to pregnant women and nursing mothers have been expanded. Moreover these normative acts contain a special article concerning part time work.

It would be important to note that the List of Production Operations, Occupations and Jobs Involving Heavy and Harmful Working Conditions From Which Female Labor is Prohibited, approved in 1978 by a decree of the USSR State Committee for Labor and Social Problems and the Presidium of the AUCCTU, must remain in full correspondence with scientific-technical progress and with assimilation of its achievements in production. This means that we need to review it at the beginning or end of each five-year plan. This would improve not only the planning practices but also the effectiveness with which female labor is utilized in general.

Today, now that we are shifting production to a predominantly intensive path of development, solution of problems associated with effective distribution of women among different sectors, types and sections of production and in relation to occupations is becoming the most important aspect of regulating female employment. In other words the importance of creating a scientifically justified and practically complete system of occupational orientation by sex is growing. The goal of such a system would be to achieve correspondence between the qualities of a worker of a given sex (the worker's physical, physiological, psychological and age-related features, and the need for performing the functions of motherhood and fatherhood) and the form and nature of work. A woman whose work station corresponds to the greatest extent with the physical and psychophysiological parameters of her work-related strength has greater possibilities for raising the economic impact of her labor (her productivity, her occupational and qualificational growth, the quality of the product she manufactures and so on). The social impact rises as well: Tiring, occupational and general morbidity, job-related injuries, personnel turnover and other factors decline among women. In socialism, the economic impact is subordinated to the social impact, and this is accounted for when theoretical and practical achievements in occupational orientation of workers of both sexes are enacted into law. However, existing legislation does not fully reflect the forms and methods of occupational orientation. As a result only certain elements of this process are controllable, while a significant part of it proceeds spontaneously, by way of the mechanism of personnel turnover. Practical efforts to achieve control over occupational orientation by sex require significant theoretical research, primarily in labor physiology, psychology and economics, and subsequently enactment of the achieved results as law.

Some economists suggest accounting for the unique features of applying female labor by differentiating labor norms in relation to sex. This approach does not seem suitably justified. First of all it does not reflect the family status of the

female worker or the number of children she has; nor does it ensure the most important thing--differentiation of labor depending on the particular strength required to do the work. Second, this approach does not promote improvement in the structure of female employment, since it is based on the existing status of this structure, and it simply adapts it to modern conditions. This makes it difficult to achieve a scientifically grounded, and consequently the most effective distribution of the work force in production. Third, enterprises which employ women predominantly are placed in economically unequal conditions in relation to enterprises in which the jobs are dominated by men.

Sex differentiation of labor norms would be suitable only in those occupations which are not, by the nature of the working conditions, in keeping with work strength peculiar to women, but which temporarily require the use of female labor owing to a shortage of working men in such occupations. An example of this is the 10 percent reduction of the output norms for woman mechanics working with complex agricultural machinery.

As was noted earlier, the second group of relationships involves the work activities of women raising young children. The USSR Constitution guarantees certain rights and privileges making it possible to combine work with motherhood.

It is for these purposes that special measures are implemented to protect the labor and health of women and to provide legal protection and material and moral support to motherhood and childhood. Thus the allowances paid to working women during pregnancy and labor as well as during the care of a sick child were improved (in 1973); steps were taken to develop the network of children's preschool institutions in kolkhozes (in 1973); material assistance to poor families with children was increased (in 1974). A system in which mothers with young children can undergo retraining and upgrading with leave from work and still keep their wages during the time of their training was approved (in 1979); amendments and supplements were made in the standard kolkhoz charter in regard to improving protection of the labor of pregnant and nursing women (in 1980); a special statute was introduced on the conditions under which mothers may be hired for part-time work (in 1980) and so on.

The CPSU Central Committee and USSR Council of Ministers decree "On Measures to Strengthen State Assistance to Families With Children," adopted in 1981, is a manifestation of the state's special concern for working mothers. Supplementary measures for improving the working conditions of working mothers have been foreseen by decisions of the 26th CPSU Congress. Partially paid leave to care for a child until an age of 1 year and additional unpaid leave to care for a child up to an age of a year and a half were introduced as of 1981. The amount of state aid provided to single mothers was raised significantly. Women who had given birth to five or more children and who had raised a child that had been crippled since childhood and who had not worked the full required time to receive a pension, now enjoy certain advantages in their retirement pensions. Moreover working mothers raising two or more children up to 12 years old are granted an additional 3-day paid leave, and the right to an additional 2-week unpaid leave. Other steps for improving the life of working mothers have been foreseen as well.

At the same time the requirements imposed on the working mother's fulfillment of her functions at work and in the home are constantly rising. We need an integrated

approach to regulating the employment of mothers, one which would consider all spheres of their activities--work, home life and leisure time, and which would ensure further differentiation of such regulations depending on the characteristics of the women's family (number and ages of the children, and the sequence of their birth).

Every legal act adopted in this area must reflect the social significance and usefulness of the performance of both functions by the working mother. A positive example of this can be found in the CPSU Central Committee and USSR Council of Ministers decree of 21 June 1979, "On Measures for Further Improvement of Training and Upgrading Workers in Production," which foresees that female workers with children up to 8 years old may undergo retraining and upgrading with leave from work, and continue receiving their average monthly wage during the time of their training.

Discussing deeper differentiation of legal regulation, we should consider, first of all, the problem of lengthening the amount of additional leave granted for the care of a newborn infant (until the child reaches an age of a year and a half and, in the future, 2 years) and providing for part payment of wages until the child reaches the age of 1 year. The overall positive significance of this important measurement in legal regulation of female employment is extremely great. First of all the total workload experienced by the working mother is decreased (according to my calculations the work load experienced by mothers raising a child up to 1 year old is the same as that experienced by women raising four adolescent children).<sup>\*</sup> Second, owing to the increased amount of care the mother gives the child, morbidity of children at young age decreases, and as we know, this plays a special role in healthy development (surveys have shown that the morbidity of children raised at home is 2-2.5 times lower than that of children going to nursery and day schools).<sup>\*\*</sup> All of this improves the position of working mothers and creates favorable conditions for combining their work with the performance of their maternal functions.

But lengthening the time of additional leave also has a negative side. The problem is that given the present rate of scientific-technical progress in production, a year and a half to 2 years would be a rather large interruption in the accumulation of occupational knowledge and in the acquisition of practical skills. This is why a woman taking such leave would doubtlessly fall behind her colleagues in professional growth. The gap would widen more if more leaves are taken.

This is why it is difficult to agree with the opinion of some economists that the duration of leaves granted for the care of a newborn infant should be extended to more than 2 years. Apparently it would be more suitable to improve the work schedule of women raising young children--in particular, their possibilities for doing part-

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<sup>\*</sup>Calculated on the basis of Slesarev, G. A., "Problems in Organizing the Labor and Life of Women and Expanding Reproduction of the Population," in "Sotsial'nyye issledovaniya" [Social Research], Moscow, 1965, p 159; "Vliyaniye sotsial'no-ekonomicheskikh faktorov na demograficheskiye protsessy" [Influence of Socioeconomic Factors on Demographic Processes], Kiev, 1972, p 159.

<sup>\*\*</sup>Shcherbakov, V. N., "Sociohygienic Significance and Economic Effectiveness of Nursery School Services to Children of Mothers Working at Industrial Enterprises," Candidate Dissertation Abstract, Moscow, 1972, p 9; Steshchenko, V. S., and Piskunov, V. P. (Editors), "Demograficheskaya politika" [Demographic Policy], Moscow, 1974, 133 pp, etc.

time work, for working according to a sliding (flexible) schedule and for working at home should be broadened.\*

In my opinion we need to also examine the issue of reducing the working time of mothers returning to production after a supplementary leave without a corresponding reduction of wages (payment for time not worked may be partial, or it may be scaled depending on the time lapsed since the woman's return from leave). In this case the time that such work privileges remain in effect should be equated to the total time of leave taken after the birth of the child, to include both its paid and unpaid parts. Compliance with this condition would create a choice for mothers: Either they could remain on leave longer, or they could return to work on a privileged basis. When our demographic policy aimed at raising the birth rate begins to have its results, and consequently when the number of women accepting such sanctioned leave on several occasions increases, these measures would make it possible to reduce the losses elicited by the certain loss in qualifications experienced by a woman during child care leave.

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#### Benefits to Women Working in Agriculture

Alma-Ata SEL'SKOYE KHOZYAYSTVO KAZAKHSTANA in Russian No 3, Mar 82 p 39

[Article by B. Zhukenov, director, Office of Legal Counseling, Kazakh SSR Council of Trade Unions]

[Text] Some of our woman readers--Sh. Omarova and G. Bekpenbetova from Gur'yevskaya Oblast and V. Pavlova and G. Boyko from Pavlodarskaya Oblast--asked: "What benefits are granted to women working in agriculture?" This question is answered here by B. Zhukenov, director of the Office of Legal Counseling of the Kazakh SSR Council of Trade Unions.

Women in agricultural production represent almost half of all laborers. They enjoy significant benefits and advantages that encourage their active participation in agricultural production, and conditions are being created allowing them to receive occupational training, to acquire qualifications and to combine work with motherhood.

The decree "On Broader Encouragement of Women to Participate in Qualified Labor in Agriculture" adopted by the USSR Council of Ministers on 14 January 1969 has played an important role in solving the problems of getting women to participate in qualified labor. This decree deemed it suitable to encourage women to work as tractor mechanics, as machine operators at animal husbandry farms, as drivers operating passenger cars and vehicles with a loading capacity of up to 2.5 tons, or vehicles equipped with power steering and power controls, as repairmen, as builders and in other specialities for which the use of female labor is permitted.

\*"Materialy XXVI s"yezda KPSS" [Proceedings of the 26th CPSU Congress], Moscow, 1981, pp 55,178.

The USSR State Committee for Labor and Social Problems, the USSR Ministry of Agriculture, the USSR Ministry of Public Health and the AUCCTU approved, on 29 December 1969, a list of jobs and mechanisms for which female labor is recommended predominantly. Mechanized jobs not named in this list are said to be heavy jobs, and they should not be assigned to women.

Woman machine operators must be furnished, on priority, with agricultural machinery equipped with the most improved seats, cabins and starting, controlling and servicing devices, and machines satisfying the unified requirements on tractor and agricultural machinery design in relation to safety and work hygiene.

The output norms for woman machine operators using tractors, combines and complex agricultural machinery are reduced by 10 percent, and their wages are paid in accordance with the existing wage rates of the farm.

Woman tractor and machine operators involved in agricultural production receive up to 12 working days of supplementary leave--6 working days more than the amount of leave granted to male machine operators.

The USSR Constitution guarantees creation of conditions permitting women to combine labor with motherhood. When so indicated in a doctor's certificate, pregnant women are switched to other lighter work for the term of their pregnancy while maintaining the average wage of their previous job. Nursing mothers and women with children up to 1 year old who are unable to continue in their previous job are transferred to other work while maintaining the average wage of the previous job for the entire time of nursing, or until the child reaches an age of 1 year.

Pregnant women, nursing mothers and women with children up to 1 year old are prohibited from work on days off and from business trips. Women with children from 1 to 8 years old cannot be required to work overtime or participate in business trips without their consent.

Although these working conditions for women are not documented by kolkhoz legislation, every kolkhoz has the right to establish, on the basis of its economic possibilities, similar norms in the internal administrative roles of the farm.

All female workers in agricultural production (including kolkhoz farmers) receive leave for 56 calendar days prior to labor and 56 calendar days following labor. In the event of abnormal labor or the birth of two or more children, leave following labor is set at 70 calendar days. During the time of their leave, women are given a state social security allowance.

A women requesting an annual leave, to be taken just before pregnancy and childbirth leave or after it is entitled to do so irrespective of the time she has worked at the given enterprise, institution or organization.

In addition to pregnancy and childbirth leave, a woman working at a state enterprise may, at her request, take a supplementary leave without pay until the child reaches an age of 1 year. Her work station (position) is kept open for her for the duration of such leave. This leave may be used fully or in part, at any time, until the child reaches an age of 1 year. The time of supplementary leave

without pay is included in the total and continuous time of work and in the time of work in the specialty. The time of supplementary leave without pay is not included in time of work qualifying the worker for subsequent annual leaves (Article 161, Kazakh SSR Labor Code).

Although kolkhoz legislation does not contain a similar norm, one resembling it does exist in the standard kolkhoz internal administrative regulations. They state that women with nursing children may, at their request, be granted supplementary leave without pay by the kolkhoz board of directors; the duration of the leave taken is included in the total time worked in satisfaction of the mandatory labor minimum. Certain kolkhozes have elaborated upon this recommended norm in their local normative acts, orienting themselves on legislation effective at state farms.

Female kolkhoz farmers and workers at state enterprises having children up to 1 year old receive, in addition to the normal eating and rest break, supplementary breaks for the nursing of a child. These breaks are provided not less than once every 3 hours, and they must be not less than 30 minutes long. Child nursing breaks are included in total working time, and they are paid for at the average wage rate.

Following instructions from the USSR Council of Ministers, on 29 April 1980 the USSR State Committee for Labor and Social Problems and the AUCCTU Secretariat adopted statute No 111/8-51 on the order and conditions of using the labor of women possessing children and working part time, coordinated with the USSR Gosplan. This statute foresees that part time work (a part time work day or a part time work week) may be established on agreement between the administration and a woman with children, at the time she is hired for work or sometime while she is already working. In these cases the wages are set in proportion to time worked or depending on output. Part time work does not impose any sort of limitations on the duration of the annual leave, on calculation of total time worked or on any other labor right. The recommendation has been made to enterprise directors to hire housewives for part time work on a more extensive basis.

According to decree No 235, adopted on 22 January 1981 by the CPSU Central Committee and the USSR Council of Ministers, "On Measures for Strengthening State Assistance to Families With Children," beginning in 1981 working women with two or more children up to 12 years old are to be given supplementary 3-day paid leave (on the condition that the total duration of a leave does not exceed 28 calendar days). They have also been given the right to use their annual leave in summer or at another time convenient to them, and a supplementary unpaid child care leave up to 2 weeks long, on agreement with the administration and in a time period allowed by the production conditions.

Moreover working mothers who have accrued a total working time of not less than 1 year and women undergoing training with leave from production are granted partially paid child care leave until the child reaches an age of 1 year, a payment of 35 rubles for leave taken within the rayons of the Kazakh SSR, and supplementary unpaid leave for the care of a child until an age of a year and a half, beginning on 1 November 1982.

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## DEMOGRAPHY

### ARMENIAN ECONOMISTS EXAMINE REPUBLIC'S POPULATION TRENDS

Yerevan KOMMUNIST in Russian 4 Mar 82 p 2

[Article by candidates of economic sciences S. Karapetyan and M. Gevorkyan: "From the Town to the City and Back"]

[Text] In the last 20 years the population distribution of the Armenian SSR underwent fundamental transformations of a generally rather favorable nature. In addition to dynamic growth and development of urban settlements, the republic witnessed territorial redistribution of its population from higher to lower zones, from remote to central regions and from less developed areas to ones offering greater potential for the future. Concurrently the structure of rural settlements changed significantly as well: Better conditions were created for improving the labor and life of rural residents.

At the same time, however, certain negative aspects can also be seen in this process, ones in conflict with the favorable changes indicated above. The population has accumulated accessively in the cities, which is especially true of Yerevan, in which over a third of the republic's population is now concentrated. Difficulties arise in the use of labor resources, and the possibilities for improving housing and the sociocultural and economic conditions of the urban population's life become more complex.

An increasingly greater proportion of the rural population is concentrating in an increasingly smaller number of large towns. Today more than 75 percent of the entire rural population resides in 360 large towns with a population greater than 1,000. This can lead to a decrease in the productive potential of agriculture, to reduction of the existing possibilities for growth in agricultural production, and in many cases to direct economic abandonment of certain material valuables that have already been accumulated in the vicinities of abandoned settlements--plowed land, private plots, houses, structures and so on. In some places this has already occurred. Such cases may be observed in Gorisskiy, Kafanskiy, Gukasyanskiy and other remote rayons of the republic, in which we can already find abandoned towns.

Two obvious, vitally important solutions can be envisioned for sensible organization of the republic's demographic system:

Limitation of the growth of large cities coupled with simultaneous development of small and medium-sized cities in peripheral rayons;

reduction of rural migration to the cities coupled with prevention of further abandonment of rural settlements.

According to conservative estimates, by the end of this century the population of Yerevan will total 1,350,000 inhabitants. Another probable figure that has been suggested is 1,650,000. In order that the actual value would be closer to the first estimate, we would have to implement a number of measures (right now) aimed at reducing or even completely halting new industrial construction within the limits of the capital.

Proposals have also been made for partial decentralization of some facilities associated with the social infrastructure--institutions of higher education, scientific-production services and so on. This in turn would serve as a new stimulus for preferential socioeconomic development of peripheral cities in accordance with the adopted course of achieving uniform distribution of productive forces among the different rayons and cities of the republic.

Solving the second problem would be harder, but it would be more necessary. The fact is that migration from the town to the city is in itself a natural process elicited by objective factors such as reduced employment opportunities in agricultural production. However, given the form in which migration of the rural population to the cities is proceeding today, it does have a number of obvious negative consequences. Let us list them briefly. In most rayons the size of the rural population is decreasing, and the demographic structure is undergoing deformation. The proportion of persons just above and just beneath working age is rising. On the other hand the proportion of persons at an active able-bodied age is continual decreasing. In some rural areas this process has gone so far that more than 65 percent of all employed persons are over 50 years old, while in the republic's national economy as a whole they contribute to 11-12 percent of the work force.

The most serious consequence of this migration is that it often culminates with depopulation and subsequent abandonment of the population center. There are now 47 towns in the republic with a small and decreasing population.

It stands to reason that it would be very important today to achieve some order in rural migration in general. There are some hopeful signs that this problem may be solved. For example migration is not occurring from towns located on the fertile Ararat Plain. A different situation exists in the mountainous and foothill regions that occupy over three-fourths of the republic's territory and in which the bulk of both the already-abandoned towns and those presently undergoing extinction are located. This problem should be tackled simultaneously from several sides. It would be sensible to capitalize on the recreational resources of these regions--the historical monuments to the past, the forests, the mineral springs and the picturesque ravines. For example Yekhegnadzorskiy, Kafanskiy, Gorisskiy and Megrinskiy rayons may be turned into health improvement zones servicing the broadest contingent of vacationers. This quickly developing and highly profitable sector of the national economy may produce a large demand for manpower in the mountainous rayons, and it will promote expansion of the transport and social infrastructure.

If migration of the population is to be controlled on a planned basis, we would have to raise the demographic and socioeconomic potential of small cities and towns serving as administrative centers in mountainous and foothill rayons. We would need to relocate new production facilities in such rayon centers, capitalizing on the back-and-forth migration of the population of surrounding towns. This would make it possible to significantly reduce migration from the towns to the cities, which is now almost wholly oriented on Yerevan and other major cities of the republic. This would also be important from the point of view that while rural migrants who move to a rayon center continue to keep some sort of ties with agriculture, those who move to the capital break such ties finally and forever.

Finally, we must significantly improve living conditions in the towns if we are to keep the rural population of mountainous and foothill rayons stable. The main factor this pertains to is the material stimuli of labor. Scientific research has shown that the amount paid for a man-day of work in the public sector of agriculture in mountainous rayons is twice lower than at farms on the Ararat Plain.

These differences may be reduced somewhat, in particular, by resorting to the practices of wage surcharges for work in mountainous regions. This practice is now applied to persons employed by industrial operations located at elevations higher than 1,500 meters above sea level. Perhaps this was somehow justified in the past, but now it is difficult to find any sort of economic grounds for not extending this practice to agricultural workers.

Another reserve for material stimulation of the rural population in mountainous rayons is to increase the size of private farm plots. According to the standard charter used by agricultural cooperatives this limit may be as high as 0.2 ha on irrigated land and 0.5 ha elsewhere. In fact, however, we find in mountainous rayons that the size of these plots averages 0.16 ha--that is, only 35 percent of their possible size. The word possible is used here because these rayons still have unutilized and vacant land. It would not be irrelevant to note that these measures are in full correspondence with recent decisions of the November Plenum of the CPSU Central Committee.

In addition to these measures, certain steps must also be taken to develop and provide the amenities to the network of rural towns, and to increase the number of facilities contained in their social infrastructure. An eagerness to move is typical of young people. The migrating population is dominated by persons 16-30 years old, and the principal reason given for leaving mountainous rayons is the desire to continue education (given by half of those leaving) and to improve sociocultural living conditions (given by a fourth of those leaving). Consequently if we are to stabilize the population in these regions, we would first have to make the young people interested in remaining there: They must be provided local possibilities for acquiring specialties which they could put to use there. Serious attention should be devoted to raising the cultural and athletic opportunities in the countryside.

Finally, another means for stabilizing the rural population, one which is being practiced more and more widely in our republic, is to organize branches and sections of urban industrial enterprises in large towns located away from rayon centers and possessing unemployed manpower. By locating branches and sections of industrial

enterprises in towns, we generally solve the problem of raising the employment level of the rural population and preventing departure. But at the same time this practice also creates many problems for agricultural production, since it serves as a conduit through which labor resources are "pumped" from the agrarian into the industrial sphere.

Industry and agriculture are more likely competitive than supplementary production operations in rural areas, and it would not be difficult to guess which side always wins. It is no surprise that the relationship between the chief of a local branch of an enterprise and the director of a sovkhoz or the chairman of a kolkhoz is more often one of rivalry than of cooperation. Consequently while we offer full support to full and sensible use of rural labor resources and to equalization of the living and working conditions of urban and rural residents, we must not ignore the fact that the main task of the rural population is to develop agricultural production.

But at the same time it would be meaningful and wholly justifiable to locate industrial facilities in the countryside only if such production is integrated with agriculture within the framework of an agroindustrial complex. That is, only if the production operation involves the storage and processing of agricultural products obtained locally--grapes, fruits, vegetables and animal products. The problem may be stated briefly as follows: Let computer production remain an urban pursuit, and let the rural areas worry about the "daily bread."

Examining all of the above in light of the tasks posed to the republic's economy and agriculture by the 27th Congress of the Armenian Communist Party, one senses with special acuity the importance of the problems associated with distributing the population between the city and town.

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