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TRANSLATIONS ON USSR POLITICAL
AND SOCIOLOGICAL AFFAIRS

No. 806

SELECTIONS FROM THE SOVIET PRESS
ON NATIONWIDE DISCUSSION OF THE
USSR DRAFT CONSTITUTION

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Leninist Peace Policy

COMMENTS ON PRIVATE ENTERPRISE

Private Farming in Georgia

Tbilisi ZARYA VOSTOKA in Russian 21 Jun 77 p 3

[Article by V. Burkadze, doctor of economic sciences: "Concern for Private Farming"]

[Text] The draft of the USSR Constitution states: "Citizens may use plots of land provided by the state and the kolkhozes under procedures stipulated by law for the conduct of private farming (including the maintenance of livestock and poultry), orchard and vegetable raising, and also for individual housing construction."

Constitutional stipulation of the right to private farming will no doubt play an important role. Above all, it will help to further increase the output of agricultural products.

The significance of private farming in strengthening the country's economy can be judged by the following data: in 1971-1975 it produced 28 percent of the country's gross farm output. In the Georgian SSR, this indicator is much higher. During the Ninth Five-Year plan the share of individual private farming in the republic's gross average annual meat production (live weight) was 64.2 percent; milk--54 percent; eggs--48.5 percent. A higher proportion is represented by such important sectors and citrus farming, viticulture, and orchard raising. According to 1975 data, within the republic gross grape production private farming accounted for 45 percent; in the case of fruit, 58 percent; citrus--48 percent.

It is important to note the high marketability of the goods produced in private subsidiary farming by Georgia's population. In 1975, for example, state purchases of farm goods produced by private farming in the republic totaled as follows: fruit--74 percent; citrus--66 percent; grapes--33 percent; vegetables--13 percent; meat--46 percent; wool--44 percent. All of this points to the important role played by private farming in the production of farm goods.

It must also be mentioned that in recent years in the republic there has been somewhat of a decline in the number of farm animals privately maintained by kolkhoz members, workers, and employees.

The party and the government are taking vigorous steps to make up for this gap. In his recent letter to all working people in the republic, the CC CP Georgian urgently called for putting reserves for increasing the production of livestock products into action on the private plots of kolkhoz members, sovkhos workers, and the rural intelligentsia.

Speaking at the October 1976 Plenum of the CC CPSU, Comrade L. I. Brezhnev emphasized that it is premature to curtail the production of farm products on the private plots of kolkhoz members, workers, and employees. More attention and more concern must be shown for private farm operations. These statements are fully reflected in the draft of the USSR Constitution, which in the near future will become the Fundamental Law of the Soviet state. The new constitution will promote the development of both social and private farming among the country's population.

Private farming will concentrate primarily on orchards, vegetable farming, and livestock raising. For purposes of further developing private farming operations and increasing state purchases of surplus farm goods produced by such operations, local authorities and managers of kolkhozes, sovkhos, and other state enterprises and organizations are to provide appropriate help to the population.

In order to make more effective use of the population's private farming operations and to create favorable conditions for the sale of surplus products to the state in Georgia, a new solution has been found to the question of state supervision over private farming. It is to be exercised by the kolkhozes, sovkhos, and interfarm associations, which are to provide comprehensive aid to the population in improving the breed composition of livestock and poultry, veterinary and agrotechnical services, the supply of materials to combat pests and crop diseases, the allocation of transport, and so on. Conditions are being created to eliminate the spoilage of surplus products produced by private farm operations, and the population will become more highly motivated in further developing private farming.

As has been mentioned, livestock raising requires special help in Georgia. Above all it is essential to improve the supply of feeds to livestock maintained in private farm operations. To do this, it is essential to organize and improve village pastures, to provide the population with the possibility of grazing livestock on specified sections, to allocate more feeds from socially owned farm inventories and state resources. In the republic's mountain regions it is necessary to authorize the public to maintain livestock in amounts which they can care for by their own labor. This will make it possible to halt migration from the mountain settlements and to make maximum use of abundant natural feed resources. Radical improvements are also needed in the provision of highly-productive pedigree livestock to the population.

Naturally, the state's concern for the development of private farming must result in increased procurements of farm products. For this reason, in our opinion, it makes sense to amend Article 12 of the draft constitution, stipulating that owners of private farm plots are obliged to sell their surplus farm goods to the state. It may be that it will be necessary to stipulate the main sectors whose produce is to be sold to the state.

Handicraft, Cottage Work

Moscow IZVESTIYA in Russian 6 Aug 77 p 2

[Article: "Handicraft-Cottage Trade Operations"]

[Excerpts] Article 17 of the draft of the USSR Constitution discusses individual labor activities in the sphere of handicraft-cottage trade operations, farming, and consumer services. Readers G. Sotnichenko from Kiev, M. Pilipenko from Mogilev, and others, have asked for an explanation of this article.

These readers' questions are answered by Candidate of Juridical Sciences L. Lomov.

In the USSR, the law permits small-scale operations by individual peasants and craftsmen, and private farming by kolkhoz members, workers, and employees, based on their individual labor and ruling out the use of hired labor. Our legislation regulates in detail issues relating to how these activities are carried out.

The making of items for sale to the public or the rendering of paid consumer services are terms handicraft-cottage trade operations. Such authorized operations include, for example, blacksmithing, engraving, barber shop and manicure work, photography and portrait making, and repairs to motor vehicles, motorcycles, motor scooters, wheelchairs, mopeds, bicycles, television sets, record players, clocks and watches, fountain pens, and so on. In accordance with provisions in effect throughout the USSR, all types of handicraft-cottage trade operations are authorized except when prohibited by law.

Citizens who have expressed a desire to engage in handicraft-cottage operations must obtain from the rayon (or city) finance division a special registration certificate to engage in the operation at his permanent place of residence or in another part of the city, in a special facility, or at an authorized stand. This certificate is the official document stipulating the right of engaging in the operation indicated on it.

Legislation exhaustively resolves all questions relative to procedures for issuing registration certificates and the time they remain in force. Such certificates are not required for the sale of items made from agricultural products in private farm operations and the sale of handicraft items on the basis of agreements with state and cooperative enterprises, institutions, and organizations. Also not subject to registration is citizens' employment

in household work (sawing and chopping wood, washing clothes at home without the installation of special laundry facilities, washing floors, windows, and so on).

Persons engaged in handicraft-cottage operations are to pay stipulated amounts of tax on income earned from these activities.

Article 17 of the draft of the Fundamental Law of the USSR also mentions the possibility of individual labor activities in the sphere of agriculture. It must be pointed out, in connection with this, that our state authorizes and encourages the production of farm goods in private farm operations by kolkhoz members, workers, and employees. "The basis of building up state commercial food resources," Comrade L. I. Brezhnev pointed out at the 16th Trade Union Congress, "is undoubtedly social production. At the same time, however, it is essential to make full use of the capabilities of private farm operations. Local authorities, kolkhozes, and sovkhozes must promote the success of these efforts."

For purposes of encouraging the development of individual private farming, the USSR Council of Ministers has directed the USSR Gosbank to provide kolkhoz members, workers, and employees living in rural areas, in cities, and in suburban zones with credit for the acquisition of cows or heifers. Credit is issued to kolkhoz members, workers, and employees via kolkhozes, sovkhozes, enterprises, and organizations. Budgeted organization workers are given credit directly by USSR Gosbank offices on the basis of applications by organizations.

In our country, substantial attention is being focused on the development of arts operations as being one of the broad sectors of popular creativity. For purposes of involvement in such activities, directors of popular arts enterprises are authorized to hire home workers regardless of their basic employment (workers, employees, students, kolkhoz members, and so on), with the work to be paid in accordance with established wage or piece work rates.

Status of the Kolkhoz Household

Moscow IZVESTIYA in Russian 5 Aug 77 p 2

[Article by Doctor of Juridical Sciences G. Polyanskaya, senior scientist of the All-Union Scientific-Research Institute of Soviet Legislation: "The Kolkhoz Household"]

[Text] The draft of the USSR Constitution stipulates that in addition to socialist property, which constitutes the basis of the USSR's economic system, the law also provides for citizens' personal property. One type of private property is ownership of the kolkhoz household.

In contrast to the constitution now in effect, the draft does not use the concept of the individual ownership of the kolkhoz household, and there is no mention at all of the kolkhoz household.

Some jurists justify the abandonment of the concept kolkhoz household by saying that we are wiping out existing differences between cities and villages. That the kolkhoz household no longer exists--only the kolkhoz member's family! And, relations in this are regulated by family legislation.

But this assumption is loaded with extremely substantial consequences. It is true that family legislation uniformly applies to all Soviet citizens--workers and employees as well as kolkhoz members.

But the fact is that the kolkhoz household comprises more than just the kolkhoz member's family; it is a family-labor association of persons jointly engaged in private farming. The institution of the peasant household (individual and then kolkhoz) runs through the entire history of Soviet legislation, and it is important in that it embodies the legal basis of the joint conduct of farming operations by the peasant family.

Private home farming carried out by workers and employees in rural areas is not the same as subsidiary farming by a kolkhoz household. Private home farming carried out by workers and employees is in principle of purely consumer significance; subsidiary farming by the kolkhoz household is not only consumer in nature but also commercial; it is carried out with the support of the kolkhoz on home plots which, as a rule, greatly exceed in size the home plots of workers and employees living in rural areas.

Here, quantity gives way to quality. Kolkhoz household subsidiary farming plays, and for a certain amount of time will continue to play--especially in the case of certain types of farm goods--an essential role in our state's economy. At the 16th USSR Trade Union Congress, Leonid Il'ich Brezhnev said that in addition to social farm production "it is essential to fully utilize the capabilities of individual private farms."

The state's purchase of farm goods from kolkhoz members, and trading on kolkhoz markets, constitute essential help to the state in supplying the population with produce.

What is the essential difference between property ties within the family and property ties in the kolkhoz household? Private home farming carried out by workers and employees, like all other objects of private ownership, constitute the husband's and wife's property; children only have the right to be supported, not to property. Characteristics of the kolkhoz household are quite different. Article 7 of the USSR Constitution now in force, and the norms which elaborate on it, stipulate that the home, farm structures, livestock, poultry, and small farming tools constitute the joint property of all members of the kolkhoz household--married couples, other members of the household who are of age, including nonfamily members taking part in the farm work, and also members unable to work and minors--the household's former and future workers.

The kolkhoz household is a kind of family, a labor community, a definite farm unit, supervised by the officially recognized and registered head of the kolkhoz household. In eastern regions of the country there are still kolkhoz households consisting of several generations--the so-called "extended families"--comprising 10 or more persons.

In the process of normal farming, the share of each member of the kolkhoz household is not defined--the fruits of their labor are held in common, but when the question arises as to dividing or apportioning, the share is determined on the basis of equality. Moreover, the law in every way protects the property of the kolkhoz against dispersion, and for this reason the share of able-bodied members may be reduced by the court if they do not spend much time in the household or contribute very little labor or resources to the operation.

The law further stipulates that an able-bodied member of a kolkhoz household loses all his rights to a share in the household's property if for three years in a row he does not contribute labor or resources to the common operation. (Some exclusions from this regulation are stipulated by the law itself). In addition, the fact of helping parents in farm work does not constitute membership in the kolkhoz household. Family members who come back home on their days off or even during their vacations to "help the old folks," or who send them money, are carrying out their family duties but they do not have the right to a share in the property of the kolkhoz household.

Very important is the distinction drawn by the law between dividing a kolkhoz household into two or more farms, on the one hand, and apportioning the share of a member leaving the kolkhoz household without the intention of setting up a new one. In a division, the property of the kolkhoz household is divided on the basis of the economic needs of each of the households.

Norms applicable to kolkhoz household property, as we see far from being identical to the norms governing family rights, in many cases run counter to them: for example, there can be no husband and wife ownership of kolkhoz household property; the rights of nonfamily members contributing labor to the work can be greater than those of the husband or wife or child leaving the household; minors and members unable to work not only have the right to be supported but also an equal share in the household's property. The significance of the labor principle in the kolkhoz household is foremost; in family legislation, family ties are decisive.

It is for this reason that family legislation cannot replace legislation governing the kolkhoz household.

Of extreme importance for determining the legal status of the kolkhoz household and the protection of its subsidiary operation is a regulation which does not allow inheritance in the event of the death of a member of the kolkhoz household. And only if the last member of a kolkhoz household

dies, in which case the kolkhoz household ceases to exist as an economic unit, are the norms governing inheritance applied. If this rule is abandoned, relatives living in the city who have long since severed ties with agriculture will call for their inheritance. Subsidiary farming will suffer from the constant apportionment of its components for the necessity of monetary compensations.

All of the above gives grounds for concluding that the concept of the kolkhoz household and its ownership is still significant, and it is imperative that the new USSR Constitution retain it.

Need to Combat Produce Speculators

Frunze SOVETSKAYA KIRGIZIYA in Russian 28 Jul 77 p 2

[Article by L. Barvinskaya, pensioner (Alamedinskiy Rayon): "My Suggestion: Place Under Control"]

[Text] Article 12 of the draft of the Fundamental Law has these lines: "...Citizens may use plots of land provided by the state and kolkhozes in the procedure established by law for the conduct of private farm operations (including the maintenance of livestock and poultry), orchard and vegetable raising, and also for individual housing construction.

"Property individually owned and used by citizens cannot serve for the extraction of unearned income or be used to the detriment of society."

I believe that this article should have the following point added to it: "Surplus goods produced by citizens from private farming are to be sold through the commission shops of the consumer cooperatives or directly at kolkhoz markets at prices established by bodies of authority." Here's why.

I live in Chon-Arlyk, one of the divisions of the seed farm imeni XXIII Parts'yezd, which is responsible for providing vegetables and milk to the population of Frunze. The village is right up next to the city, and has good bus service. Almost all families living in our village have huge, irrigated home plots, some of which produce two or three crops per season. They harvest considerably more vegetables, fruits, and berries than they can consume themselves. Some of them are producing substantial amounts of livestock products as well: meat, milk, and eggs. They sell their so-called "surpluses" in the Frunze market or haul them to other cities of the country (especially orchard products).

Is this lawful? Formerly, the answer would seem to be yes. But in fact? In fact, this kind of trade frequently translates into huge profits. Taking advantage of temporary delays in the supply of foodstuffs to the public, the shrewder owners inflate market prices way out of line, charging exorbitant prices for the goods they sell to the laboring customers. And at that, they consider themselves to be something like benefactors. But are they really so concerned about the public good? Let us see.

Such a man obtains the land free of charge, and he obtains seeds, or perhaps young poultry, tools, fertilizer, feed, and so on at firm state prices. And he does not overpay for the use of transport, including air transport. Yet he sells his goods at immoderately high prices.

And another thing. It is clear that the most enterprising and successful owners of their own orchards, kitchen gardens, and cattle sheds, as a rule, do not do honorable work on the kolkhoz and sovkhoz fields and farm sections. They remain in social production only in order not to be deprived of the formal right to engage in private operations.

In our village we are doing everything possible to combat tendencies of private property and money-grubbing among the people. We village activists and deputies are expending a great deal of labor and time to persuade people who incline toward accumulation to return to production, to an honorable way of life worthy of a Soviet citizen. But not everyone is getting the message, not everyone is being favorably impressed by the example of the best people of the village. Let the law take care of such people!

Law Must Curb Private Tradesmen

Moscow SEL'SKAYA ZHIZN' in Russian 24 Jul 77 p 2

[Article by I. Iskakov, sergeant-major, militia (Krasnoyarsk): "Not for the Sake of Getting Rich"]

[Text] In our country, the social sector in all spheres of production and service holds undivided sway and is getting stronger year by year. Nevertheless, the state considers it advisable to permit individual labor activities in the sphere of handicraft-cottage operations, farming, consumer services, and so on, as stipulated in the draft of the USSR Constitution.

At the same time, however, no one can be permitted to grow prosperous on the basis of rising human needs. And there are many cases in which the new homeowner is literally attacked by all kinds of "artisans" offering to install a lock in the door or hang drapes for a high price. And consider the vexation occasioned by instances in which some enterprising wheeler-dealers, expanding their private operations, drift away from socially useful labor! For this reason, I believe that Article 17 of the draft constitution should conclude as follows: "...And not pursuing aims of personal enrichment and money-grubbing."

Private Farm Plot Efficiency

Moscow IZVESTIYA in Russian 22 Jul 77 p 2

[Article by S. Semikolenov, machinery operator on Znamya Pobedy Kolkhoz (Saratovskaya Oblast)"]

[Text] I believe that Article 12 of the draft of the new USSR Constitution, which discusses private farm operations, must be supplemented by the following

extremely important provisions:

"Land allocated for private farming must be used for its direct purpose and produce a full yield. The state and the kolkhozes actively help citizens in efficiently conducted private farm operations on a genuinely scientific basis, helping them to obtain feeds, seeds, fertilizer, and herbicides, cultivating the soil, and so on."

Consumption Must Be Consistent with Earned Income

Yerevan KOMMUNIST in Russian 22 Jun 77 p 3

[Article by G. Akopyan, scientific secretary, board of directors of Znaniya Society, Armenian SSR: "By Labor"]

[Excerpt] It seems to me that the constitution ought to stipulate precisely that people who live on unearned income bear responsibility and should be punished for it. Article 13 of the constitution ought to be amended as follows: "In accordance with the principle 'From Each According to His Ability, To Each According to His Labor,' the state exercises control over the measure of labor and consumption. The level of consumption should be consistent with the level of citizens' earned income, for which they are accountable to society and the state."

Encourage Private Plot Production

Moscow SEL'SKAYA ZHIZN' in Russian 1 Jul 77 p 3

[Article by I. Kamenev (Yel'nya, Smolenskaya Oblast): "Substantial Support"]

[Text] In our rayon, many kolkhoz members and sovkhos workers keep livestock. They sell their surplus products to the state. Last year, for example, they shipped off more than 2,000 tons of milk. This demonstrates once more that private farming provides a substantial support to the economy. In my opinion, the constitution ought to stipulate the practice, which has developed in recent years, of purchasing surplus farm goods from the population. In connection with this, Article 17 ought to be amended as follows: "The production of farm goods on the individual farm plots of kolkhoz members, workers, employees, and pensioners is encouraged by the state as long as it does not hinder their socially useful labor."

Include Bee-Keeping

Moscow SEL'SKAYA ZHIZN' in Russian 24 Jul 77 p 2

[Article by N. Nadelyayev, bee farm technician (Kokuy, Chitinskaya Oblast): "Include Bee-Keeping"]

[Excerpt] It seems to me that it would be appropriate to amend Article 12 somewhat, where it discusses the private property of USSR citizens. After

the words "Citizens may use plots of land provided by the state and the kolkhozes in the procedure established by law for the conduct of private farming (including the maintenance of livestock and poultry), orchard and vegetable raising, ..." the following should be added: "and bee-keeping."

Amend Article on Private Labor

Moscow SEL'SKAYA ZHIZN' in Russian 14 Jul 77 p 3

[Article by V. Tetyuyev, shairman of the executive committee, Asovskiy Village Soviet, Permskaya Oblast: "Only Under Special Circumstances"]

[Text] I believe that Article 17 of the present edition of the draft to some extent contradicts Article 12, which says that "property which is privately owned and used by citizens cannot serve to extract unearned income or be used to the detriment of society." The fact is, in rural areas everyone knows where everyone else is. And if a healthy, able-bodied citizen is engaged in home work while the others are in the fields or the farm sections, this fact alone has an improper psychological effect on them.

I propose that Article 17 in this edition read as follows: "In the USSR, in accordance with the law, under special conditions individual labor activity is permitted" and so on according to the text.

Control Produce Speculators

Moscow PRAVDA in Russian 13 Jul 77 p 2

[Article by T. Kul'mukanov (Ural'sk, Kazakh SSR): "Both the Right and the Duty"]

[Text] It is good that Article 40 of the draft of the new constitution stipulates the Soviet citizen's right to work. But there are people in our society who would like to keep in mind not the right to work but the duty to work. Here in Ural'sk, and other cities of the Kazakh SSR, you frequently meet transients in the kolkhoz markets, and they are always the same ones. These people do not work anywhere. They rent apartments in our city, and their comrades and members of their families deliver flowers, vegetables, and fruit to them as if by conveyor belt for sale at prices that exceed state prices by several times. And yet in the places where they come from there are procurement centers for farm goods. Why aren't the surplus vegetables and fruits being delivered to the state; why are they getting into the hands of speculators who did not work anywhere but just hang around the markets? I believe that the constitution ought to have provisions directed against such people and such incidents.

I should also like to point out the following. In the eyes of the working people, speculators present a distorted picture about the state of affairs in some regions of our country. You frequently hear: "No one is working

there, all they do is trade..."

In my opinion, it is essential both economically and ideologically-politically to step up the campaign against "visiting" speculators.

Provision of Feeds for Private Farming

Kiev PRAVDA UKRAINY in Russian 14 Jul 77 p 2

[Article by P. Tatarenko, worker, Plant imeni Rudya (Aleksandrovsk, Voroshilovgradskaya Oblast): "I Suggest"]

[Text] I work as a punch operator. My comrades and I are carefully studying the draft of the new USSR Constitution. We are proud of the achievements of our country in the 60-year period; we are striving to strengthen our homeland's might with our labor.

Many have expressed desires and proposals. I share their opinion. I believe, for example, that Article 40 should be amended as follows: "No one has the right to lead a parasitical way of life."

Article 12 is well formulated, dealing with private farming. It is well known, however, that the situation is complex with regard to feed for maintaining livestock and poultry in private farming. Is it not possible to have this article stipulate the necessity of creating every necessary condition for the sale of combination feeds and so on to the public?

Taxes on Craftsmen Must Be Moderate

Kiev PRAVDA UKRAINY in Russian 29 Jul 77 p 2

[Article by I. Vylegzhanin, journalist: "Exchange of Ideas"]

[Text] I should like to take issue with M. Fomin, who in his remarks (22 July) came out against handicraft cottage operations.

While I fully approve of the draft constitution and am gratified by the guarantees it stipulates with regard to the development of the human personality in our country, I should like to propose an amendment to Article 17. Here is why. I am probably not the only one who remembers the colorful Sunday fairs, where you could find anything (especially for children): tin whistles, cap guns, painted wooden dolls, pecking hens, toy bears, and much else. All of these are the products of folk craftsmen.

Or consider such an everyday concern as getting a shoe repaired. Almost all of the cobblers' stands have disappeared, stands where you could get a sole or heel put on in just a few minutes. Now for such an operation you have to go to a factory and wait several days. It seems to me that the master craftsmen are becoming a dying breed. I have had occasion to

talk with these people. It turns out that under the existing system of taxes on artisans, their trade is becoming a "losing concern."

I consider it essential that Article 17 of the draft constitution stipulate moderate taxes. I believe that this article should read as follows: "Individual labor activity is permitted by law in the USSR in the sphere of handicraft-cottage operations, agriculture, public consumer services, and other types of labor activities based exclusively on the personal labor of citizens and members of their families, with moderate taxes imposed."

Encourage Work in the Home

Yerevan KOMMUNIST in Russian 10 Aug 77 p 2

[Article by G. Zakaryan, candidate of economic sciences, docent: "Make Fuller Use of Labor Resources"]

[Excerpts] At the present stage of development of social production, resolution of the problem of making rational use of labor resources depends to a considerable extent on employing people who for family reasons or the state of their health cannot work in production even on a part-time basis but who feel a need to work. One of the basic forms of using the labor of this category of the population is work in the home. In our opinion, therefore, Article 17 of the draft of the USSR Constitution ought to emphasize specially the socialist state's interest in increasing the labor activities of labor and war veterans engaged in work in the home.

The organization of labor under home conditions leads to increased amounts of production and expanded assortment of goods; it raises the level of employment of the able-bodied population in social production, and so on. Society's present level of development and social-economic conditions also objectively call for employment in private subsidiary operations and housework. In particular, private subsidiary operations, as an economically justified form of economic activity, will exist alongside the social form for a long time to come. In this connection, it is entirely logical that Article 12 of the draft constitution have the following provision added: "The state and the kolkhozes are to provide the necessary aid to private operations, since this sphere of socially useful labor (also including housework) helps to improve the effectiveness of social production and the material well being of the working people."

Implementation of the provisions of the new constitution will raise the level of all our state and economic activities to a new level. Unquestionably, discussion of the draft constitution will help to enhance the labor commitment of collectives in the campaign to further improve economic work indicators and successfully fulfill state plans and obligations, to improve the effectiveness of social production.

Restrict Private Handicrafts

Tbilisi ZARYA VOSTOKA in Russian 23 Jul 77 p 3

[Article by V. Tabatadze, grape farmer, Martkopskiy Vegetable and Dairy Sovkhoz (Gardabanski Rayon): "It Is Worth Specifying"]

[Text] Without disputing in the slightest the significance of the right to individual labor activity, I should like to remark that Article 17, in my opinion, requires some refinement.

In rural areas, especially in the mountain zones, there are many large families consisting of six to eight people. If the entire family is engaged in making certain kinds of items, souvenirs, and other objects, it will then constitute a small private shop having its own tools of labor, raw materials base, and so on.

Does this not pose the danger that the psychology of the members of such a family, detached as they are from social production, will be strongly subject to individualism and the spirit of private property?

It seems to me that it makes sense to revise Article 17 somewhat concerning citizens' individual labor activities.

I refer to the necessity of introducing certain restrictions both in regard to the volume of individually-produced products and in regard to income.

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CSO: 1800

LAW AND THE COURTS

Court Proceedings

Moscow IZVESTIYA in Russian 3 Jul 77 p 2

[Article by doctor of Juridical Sciences V. Savitskiy, sector manager, USSR Academy of Sciences Institute of State and Law: "The Democratism of Our Justice"]

[Text] In the draft of the new USSR Constitution, one of the fundamental principles of the activity of the Soviet state and all its organs is socialist legality (Article 4). The maintenance of law and order and the protection of the interests of society and the rights of citizens are discussed literally in the very first lines of the draft; this characterizes the significance of conditions of legality in a developed socialist society.

One of the main components of such conditions, undoubtedly, is the system of justice. A separate chapter is devoted to it in the draft (in the present constitution, the courts are discussed along with the procuratorship). The handling of issues of justice in a separate chapter makes sense not only in terms of structure and logic (convenience of exposition) but also profound political and moral sense. The courts and procuratorship supervision represents specific types of state activity; they are carried out by different methods and in different legal forms. Yet some citizens still assume that the court acts in concert with the prosecution, that the function of the procuratorship boils down chiefly to backing up the prosecution in court.

For the first time on a constitutional level, an exceptionally vital provision is formulated: "The system of justice in the USSR is implemented only by the court" (Article 150). Now, the Fundamental Law of the Land solemnly states that the system of justice is a matter purely for the courts and no one else has the right to implement it. This is one of the democratic principles of our system.

Nevertheless, in our opinion, the content of Article 150 requires some refinement. It would be better to combine it with Article 159 of the draft. We propose that Article 150 should read as follows: "The system

of justice in the USSR is implemented only by the court. No one can be adjudged guilty of a crime other than by a court verdict. In no other way, similarly, than by court verdict can a person convicted of a crime be subjected to criminal punishment in strict accordance with criminal law."

As for the list of courts functioning in the USSR, by its significance this problem merits being reflected in a separate article of the constitution.

Every state organ has its own tasks, which define its place in the system of other state organs. The draft defines the tasks of the procuratorship (Article 163), the legal profession (Article 160), and the arbitration system (Article 162), but not one word is said about the tasks of the court system. This gap should be made up for as follows: "The task of the court system in the USSR is to protect against all encroachments the Soviet social and state structure, the rights and legal interests of citizens, and the rights and legal interests of state institutions, enterprises, and social organizations." Incidentally, the tasks of the court system are formulated in the constitutions of all European socialist countries.

The new constitution makes a significant step toward further protecting the rights of citizens. "The actions of officials," the draft states, "done in violation of the law, in exceeding authority, and encroaching on the rights of citizens, can be appealed against in court in procedures established by law" (Article 58).

In order that the right of a citizen to appeal to the court with a complaint entail the court's duty to review such a complaint, the constitution ought to define accurately the nature of cases which a court must review. Article 153 of the draft mentions collective review of civil and criminal cases, but in our opinion this is not enough. The draft says nothing about the court examining cases arising out of administrative-legal relations (it is hardly likely that all such cases can be classified as civil). For this reason, it is desirable to add the following article to the draft: "The system of justice in the USSR is implemented by court session review and resolution of civil and criminal cases, also cases having to do with complaints against the actions of administrative organs, and other cases, specified by law, arising out of administrative-legal relations."

As for Article 153 of the draft, designation of the character of cases should obviously be removed from it, writing instead: "The examination of cases is carried out collectively in all courts..." and so on.

The draft constitution rather fully formulates the democratic principles governing the function of the court system (equality of citizens before the law and the court, open court investigation, national language of court proceedings, and so on). But a number of comments are necessary.

One of them has to do with insuring the independence of judges and people's assessors, as stipulated in Article 154 of the draft, and subordination of them only to the law. This formulation could acquire great practical meaning

if it were augmented by approximately the following provision: . "No one has the right to interfere in the administration of justice or exert the slightest influence on judges and people's assessors in the performance of their duties in court. Any actions aimed at coercing judges or people's assessors to hand down a certain decision will be prosecuted by law."

Special mention must be made of the constitutional stipulation of the right of the accused to a defense. In the present USSR Constitution, this right is textually linked to the open investigation of cases (Article 111); this cannot be considered efficacious. First of all, the right of the accused to a defense is equally linked to many other principles of the administration of justice (the independence of judges, national language during court proceedings, and so on). Secondly--and this is most important--by its significance the principle of insuring the accused's right to a defense can be set forth separately, in a separate article of the constitution, as is done in Article 157 of the draft.

But this, in our opinion, is not enough. The new constitution must stipulate one extraordinarily important democratic principle, from which the accused's right to a defense directly derives--the presumption of innocence. In actuality, this principle has long been operative in Soviet criminal legal proceedings, but it has not been directly formulated in law. For this reason, it ought to be concluded from the comparison and interpretation of various legal norms (Articles 4, 6, 7, 14, 43, and others in the Principles of Criminal Legal Proceedings). It is also essential to consider that the presumption of innocence is formulated in Article 14 (Paragraph 2) of the International Pact on Civil and Political Rights, ratified by the USSR on 18 September 1973.

All of the above gives grounds for proposing the following wording for Article 157 of the draft constitution: "The accused is considered innocent until his guilt in the commission of a crime is proved under procedures stipulated by law and established by court verdict having the force of law.

"The accused has the right to a defense. The exercise of this right is guaranteed by law."

Court Jurisdiction in Administrative Cases

Moscow LITERATURNAYA GAZETA in Russian 20 Jul 77 p 2

[Article by Prof M. S. Strogovich, corresponding member USSR Academy of Sciences: "The Citizen's Right"]

[Excerpts] The new USSR Constitution's inclusion of a stipulation as to the right of citizens to complain against actions of officials (the 1936 USSR Constitution does not have such a provision) is of enormous fundamental importance, because in essence it alters the very legal status of the person lodging the complaint. The plaintiff cannot be viewed as a mere petitioner attempting to gain something for himself personally: the plaintiff (the

word itself will now be interpreted in a different way) is a citizen exercising his constitutional right of complaint, which finds correspondence in the constitutional duty imposed on those officials responsible for handling the complaint to carefully, objectively, and without prejudice check it out and hand down a just, legal decision. Of great importance in this regard is the draft constitution's inclusion of Article 160, which calls for legal aid to be provided to citizens and organizations by colleges of barristers, such aid to be provided free of charge in instances stipulated by law. The constitution's inclusion of this article (the 1936 USSR Constitution did not have it, although colleges of barristers have been functioning for a long time) will enhance the authority and stimulate the activity and effectiveness of the activities of Soviet lawyers.

The same Article 58 goes on to state: "Actions of officials committed in violation of the law, exceeding authority, or encroaching on the rights of citizens can be complained against in court in procedures established by law." This extremely vital provision is a new one; it does not exist in present legislation. Thus, the following must be kept in mind. In its development, Soviet legislation concerning legal proceedings took shape in such a fashion that the sphere of administration of justice, the competence of the courts, was assigned only the handling of criminal cases (that is, cases involving crimes) and civil cases (that is, cases involving civil-legal disputes). Administrative cases, however--cases involving complaints against actions by administrative organs and officials--were not assigned to the competence of the court. For this reason, citizen complaints against violations of their rights by officials of administrative organs and social organizations were subjected to review not by the courts but rather by the higher-level administrative organs and officials.

Nevertheless, the necessity of establishing some measure of court control over the legality of activities by administrative organs and officials manifested itself with increasing insistence: this was dictated by legality, the protection of the individual's rights in a socialist state. In fact, the examination of a complaint by the court, in open session, with the participation of the plaintiff himself, if necessary calling up witnesses, represents substantially broader and more effective guarantees of the proper resolution of a complaint than in the case of its examination by a higher level administrative organ.

Certain steps in this direction have been made in existing legislation. For example, a worker in an enterprise or institution may be dismissed only on grounds stipulated by law and only with the consent of the trade union organization, and even in the case of such consent he may appeal his dismissal to a court (Articles 18 and 89 of the Principles of Legislation on Labor of the USSR and the Union Republics). As is well known, a substantial number of dismissed persons regularly get their jobs back by court decision. The present Principles of Civil Legal Proceedings of the USSR and the Union Republics dated 8 December 1961 assign to the jurisdiction of the courts, in addition to civil cases, also "cases having to do with complaints against improprieties in voter lists, against the actions of

administrative organs in connection with the imposition of fines, and other cases arising from administrative-legal relations assigned by law to the competence of court bodies" (Article 4, part 3). But all of this constitutes only individual groups of cases having to do with complaints against actions of administrative organs and officials. As a general principle, a general rule, complaints against actions by administrative organs and officials are reviewed and resolved not by the courts but by higher-level organs.

With regard to this question, therefore, the draft constitution essentially and fundamentally changes the situation: if an official commits an illegal act with regard to a citizen, exceeds his authority, or encroaches on the right of the individual--a complaint may be introduced in court, which, on confirmation of the complaint, will decree the action of the official to lack legal force and will annul it.

Stipulation of this procedure is an important matter, a powerful and effective means of protecting citizens' rights. In a court's review of a citizen's complaint against the actions of an official, this official is summoned to court, and in open court session, in the presence of the plaintiff and the public, he must give explanations as to his grounds for applying such and such a measure against the citizen, why he refused some request or other, why he failed to block some illegal action, and so on. Consideration of the case may be participated in by lawyers providing legal aid to participants in the trial and representing their interests. In addition to providing substantial guarantees of citizens' rights, such a court examination is important in that it places the actions of administrative organs and officials under the control not only of the court but also public opinion; it has an educative effect on officials and citizens and constitutes an effective means of combating all manifestations of bureaucracy, formalism, red tape, and so on.

Along with the adoption of the constitution, a law must be worked out and passed to stipulate the conditions and procedures for lodging complaints and for resolving them in administrative organs and in the courts.

Warmly welcoming this genuinely democratic principle, I propose that it be amended in the new constitution to precisely stipulate that all state and social organizations are categorically forbidden to direct complaints, for the taking of measures, against persons whose actions are being appealed.

Criminal Law and Procedures

Tbilisi ZARYA VOSTOKA in Russian 15 Jul 77 p 2

[Article by T. Tsereteli, corresponding member Georgian SSR Academy of Sciences; and V. Makashvili, honored jurist Georgian SSR: "Strengthening Socialist Legality"]

[Text] A constant tendency toward strengthening socialist legality and law and order is the characteristic feature of the Soviet system. This tendency

derives from the interests of perfecting administration in all spheres of state and social life, also the necessity of guaranteeing the rights of Soviet citizens, so abundant in content and increasingly expanding in volume.

The draft of the USSR Constitution raises issues concerning the strengthening of socialist legality and law and order to a new level. The principle of socialist legality is stated in it as a politically organizing principle. The chapter "Political System" emphasizes its importance significance as one of the constitutional principles guaranteeing our country's internal political development.

The principle of socialist legality is reflected in many norms of Section 2 of the draft, which deals with the status of the Soviet citizen, his basic rights and duties. The strengthening of legality does more than protect the interests of citizens--it also imposes on them the duties of complying with the constitution, with Soviet laws, and respecting the laws of socialist communal living. The formulations of the articles in Section 2, which express the principle of socialist legality, are precise and clear. Some refinement is required, in our opinion, in Article 55, which reads: "Citizens of the USSR are guaranteed the inviolability of the home. No one has the right, without legal grounds, to enter a dwelling against the will of persons living there." It seems to us that in this article the words "against the will" should be replaced by the words "without the consent." Such a formulation more accurately reflects not only those cases in which someone invades someone else's dwelling against his will--that is, against the actively expressed will of the person living there--but also those instances when such entry takes place without his knowledge.

The draft of the USSR Constitution organically links the concepts of legality and administration of justice. All norms having to do with settling issues of administration of justice are infused with the idea of unwavering compliance with socialist legality. The draft constitution states that "judges and people's assessors are independent and subordinate only to the law." Consequently, no considerations of expediency can justify persons administering justice in the event that they deviate from the law. In the performance of their court duties, they must be guided by the law and only by the law. From this quoted provision of the draft it also follows that the constitution guarantees to judges and people's assessors independence and freedom from any outside influence: it is absolutely forbidden for officials to interfere in court matters, no matter how high the post they occupy.

The principle of socialist legality is of special social-legal significance in the administration of criminal justice. This is only logical. Combating socially dangerous acts involves the application of punitive measures which do away with the individual's most precious possessions: his freedom, property, and sometimes even his life. For this reason, any deviation from the law and justice, any attempt to replace the general, impartial, norm of law, equal to all, with the subjective consideration of persons responsible

for combating socially dangerous acts inevitably gives rise to arbitrary rule and inflicts irreparable damage to the administration of justice. In connection with this, special attention should be focused on Article 159 of the draft, which, for the first time in the history of Soviet legislation, elevates vital democratic requirements of the administration of criminal justice to the rank of constitutional principles: "No one may be judged guilty of committing a crime and subjected to criminal punishment other than by the verdict of the court and in accordance with criminal law." This article essentially formulates two principles. The content of the first consists of the fact that a judge may not, at his own discretion, determine an act to be criminal and subject to punishment unless this act is already stipulated as criminal by the law itself. This is the principle of criminal-legal responsibility. The second principle is expressed in the fact that a person can be convicted of a crime only by court procedure and by the court's verdict, and the verdict itself must reflect the punishment designated by the court. This is the criminal-procedural principle.

Despite the fact that these principles are set forth quite clearly in Article 159, in our opinion this article still needs some refinement and editing, because it combines in one formulation two different principles that are of independent significance in the administration of criminal justice. For this reason, we propose that Article 159 be broken down into two parts, and that each part reflect one of these principles. In this case, Article 159 should read approximately as follows: "No one can be judged guilty of committing a crime and subjected to punishment other than on the basis of criminal law and in strict accordance with it. Criminal responsibility can be established only by court verdict."

Soviet criminal legislation ("Principles of Criminal Legislation of the USSR and the Union Republics," 1958) forbids making a law retroactive which for the first time establishes the criminality of an act or increases the punishment for an act which was formerly subject to less severe punishment. In establishing such a norm, the legislative body proceeded on the necessity of defending the individual's interests. A criminal law first warns the citizen that an act is forbidden and threatens him with punishment if he commits such an act. Only in the event that the threat expressed in the law does not exert motivating influence does the court have the right to punish the person who has violated the criminal prohibition or command, and within the limits defined by the law at the time the crime was committed.

It seems to us that the norm which forbids making a stronger law retroactive should be included in the draft of the new constitution. This will enhance the authority of such a norm as it is applied in practice. In addition, stipulating such a norm in the constitution will exclude the possibility of making stricter laws retroactive by means of individual, extraordinary legislative acts. Incidentally, a norm forbidding making a stricter law retroactive is included in the GDR Constitution, also the International Pact on Civil and Political Rights, which was ratified by the Soviet Union in 1973.

We propose that a new article be included in the draft constitution, placed right after Article 159 and worded as follows: "A law establishing the criminality of an act or increasing punishment cannot be extended to an act committed before it was published."

Need to Protect Officials Against Slander

Moscow IZVESTIYA in Russian 2 Aug 77 p 2

[Article by I. Voznitskiy, district inspector Slavyanskiy GOVD (Donetskaya Oblast): "As Duty Dictates"]

[Text] I have worked for many years as a district inspector of militia. As the saying goes, I am no beginner in life. And I am particularly pleased by the profound changes that are taking place every year in our life and activities. It is wonderful that these changes are taken account of in the draft of the USSR Constitution, which precisely and fully reflects the aspirations of the Soviet people. As a veteran of law and order, I should like merely to express some desires with regard to the draft.

Article 54 of the draft constitution guarantees the inviolability of the individual; Article 57 guarantees the right to protection of honor and dignity; Article 58 gives citizens the right to lodge complaints against illegal actions by officials and the right to be compensated for damages.

These are very democratic, humanitarian articles; they stand guard over the interests of honest Soviet workers. But in my practical duties I have frequently had occasion to deal with the following: an official does not know how to defend himself against a slanderer who for years on end scribbles off knowingly false complaints and denunciations. These have to be verified by dozens of commissions; many people have to travel at the expense of the state. Nevertheless, the allegations are not confirmed, yet the slanderer bears no responsibility because the law stipulates only very scanty, scarcely felt punishment for him. Moreover, in practice sanctions against slanderers are in general applied very rarely.

Thus, the wording of the laws to be based on the provisions of Articles 54, 57, and 58 of the USSR Constitution should obligatorily add that knowingly false complaints, accusations, and slander are not only to be punished in criminal procedure, but state institutions or social organizations also have the right to compensation for damages and expenditures relating to verification of false accusations and fabrications, at the expense of the slanderer.

We who are servants of law and order find Article 65 to be especially logical and valuable in practice: "The citizen of the USSR is obliged to respect the laws and legal interests of other persons, to be intolerant toward anti-social acts, to help in any way to safeguard public order."

In recent years, the safeguarding of public order has become a truly nationwide matter in this country. A major role is played by volunteer people's patrols, Komsomol operations teams, and the public at large. It is for this reason that I would add to this article wording dealing with citizens' direct participation in safeguarding public order.

I consider it necessary to share my thoughts as my civic duty dictates and on behalf of my comrades.

Comrades Courts

Moscow PRAVDA in Russian 27 Jun 77 p 3

[Article by I. Naydenov, CPSU member since 1932, labor veteran, chairman of Smolevichi City Soviet Comrades Court (Smolevichi, Minskaya Oblast): "To Comrades Court"]

[Text] It is too bad that the draft of the USSR Constitution says nothing about comrades courts, which, as is well known, play a substantial role in educating the people, in combating anti-social phenomena. I propose that Article 91 in Chapter 12 be amended by adding the following provision: "Soviets of Peoples Deputies organize comrades courts, which are responsible for aiding them in educating the people. The procedure of organizing comrades courts and their functioning is determined by a special provision."

Military Tribunal Procurators

Moscow PRAVDA in Russian 17 Jun 77 p 4

[Article by F. Belyakov (Odessa): "It Is Necessary To Make More Precise"]

[Text] I propose that it is essential to introduce an amendment to Chapter 21 of the draft constitution. While Article 151 of the chapter "The Court and Arbitration" precisely defines the procedure of organizing and forming military tribunals in the armed forces, Chapter 21, in particular Article 165 says not one word about military procurators. It is essential to reflect this problem more clearly and precisely, indicating that procurator supervision in the armed forces is exercised by military procurators, who are appointed by the Chief Military Procurator, and he in turn is appointed by the USSR General Procurator.

Role of Legal Profession in Justice

Tbilisi ZARYA VOSTOKA in Russian 10 Aug 77 p 2

[Article by A. Gegenava, member of Georgian SSR Supreme Soviet Court:
"Guarantee of the Individual's Rights"]

[Text] In "Das Kapital," Karl Marx stated that the highest goal of a communist society is the development of the individual human being. Not one-sided development but rather harmonious development, in which physical perfection is combined with spiritual perfection, a high education and high level of culture is combined with a love of labor, and noble moral qualities are combined with a sense of civic duty.

A logical stage on the path toward communism is the society of developed, mature socialism. Its basic traits, its characteristic features are precisely formulated in the draft of the new USSR Constitution. Attention is drawn to the fact that the articles in the chapter "State and Individual," which define the concept of USSR citizenship, the basic rights, freedoms, and duties of the Soviet people, vary expansively and eloquently demonstrate the organic combination of the interests of our state and the free citizen of a socialist society.

The Fundamental Law also defines the guarantees of these rights and freedoms. "Respect for the individual, protection of the rights and freedoms of the Soviet citizen," reads Article 57 of the draft USSR Constitution, "is the responsibility of all state organs, social organizations, and officials." The article goes on to state that USSR citizens have the right to court protection against infringements on their life and health, property, and personal freedom, against their honor and dignity. Article 54 guarantees the inviolability of the individual citizen of the USSR, emphasizing that no one may be subject to arrest other than by court decree or procurator's sanction.

And how does the court safeguard the interests of citizens accused by society of committing a crime? The answer to this question is found in Chapter 20 "The Court and Arbitration." Article 157 states that the accused has the right to a defense, and Article 160 reads as follows: "Colleges of barristers function to render legal aid to citizens and organizations. In cases stipulated by law, legal aid is provided to citizens free of charge."

Thus, colleges of barristers are recognized as organizations which provide qualified defense for Soviet citizens, for their legal rights in court sessions; through their participation in court investigations they help the court in establishing the truth, in objectively reviewing cases and handing down substantiated and just verdicts.

Considering the vital role played by lawyers, I consider it advisable to add to the title of Chapter 20 of the draft constitution the words "Legal Profession," so that it reads as follows: "Chapter 20. The Court, Arbitration, and the Legal Profession."

In this way, the rights of citizens to a defense will be more precisely expressed in the new constitution, which the Soviet people justly consider to be the Fundamental Law not only of their socialist state but also their life.

Grounds for Indictment

Riga SOVETSKAYA LATVIYA in Russian 17 Jul 77 p 2

[Article by Candidate of Juridical Sciences I. Lisagor, member of the Board of Directors, Latvian SSR Ministry of Justice: "Our Proposals"]

[Text] The draft constitution expresses the party's and government's concern for further strengthening socialist legality. In this connection, it is extremely significant that the draft also designates as constitutional principles such fundamental provisions of court administration and legal proceedings as the administration of justice on principles of the equality of citizens before the law and the court (Article 155); the presumption of innocence, which stipulates that no one can be judged guilty of committing a crime and subjected to criminal punishment other than by court verdict and in accordance with criminal law (Article 159); and participation by representatives of social organizations and labor collectives in legal proceedings (Article 161).

In order to best guarantee the rights of the individual, it also appears essential to amend Chapter 20 of the draft "The Court and Arbitration," before Article 157, by adding a new article, worded as follows: "No one can be indicted other than on grounds and under procedures established by law."

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CSO: 1800

COMMENTS ON THE SOVIETS

Authority of the Soviets

Moscow PRAVDA in Russian 25 Jun 77 p 3

[Article by A. Sokolov, executive committee chairman, Irkutskaya Oblast Soviet of Workers Deputies: "The Soviets, the Plant, and the Ministry"]

[Excerpts] We are gratified that Article 146 of the draft constitution states: "Within the limits of their authority, local Soviets of Peoples Deputies exercise control over compliance with legislation by enterprises, institutions, and organizations of higher level subordination located within their territory, coordinate and control their activities in the sphere of land use, environmental protection, construction, the production of consumer goods, and social-cultural, communal, and other services to the public."

An excellent article! Acquiring the force of law, it will help to overcome a number of difficulties in resolving many questions. In Usol'ye-Sibirskoye, for example, there are many shortcomings in the development of community services, utility lines, and facilities. Khimprom [Chemical Industry Association] is the largest in the city. It should initiate efforts to eliminate defects. But Khimprom's managers are deaf to the requests of the city soviet. Their attitude is largely determined by improper positions taken by responsible officials of the Ministry of Chemical Industry. When they come to the Angara region, they do not always find time to visit the executive committees of the local soviets.

It is essential that the ministries do away with the narrowly departmental approach to the resolution of social problems in subdepartmental enterprises. Such problems must be resolved in an integrated way, taking account of the interests and tasks facing the oblast, economic region, or union republic. It would be well for this to be stipulated in the draft of the Fundamental Law.

Adoption of the new USSR Constitution will be a historic event. It will help local soviets to perform better in their role as the political basis of the USSR.

Initiatives of the Soviets

Moscow IZVESTIYA in Russian 5 Jul 77 p 2

[Article by F. Morshchakov, first deputy chairman of the executive committee, Sverdlovskaya Oblast Soviet of Workers Deputies: "Experience and Initiative"]

[Excerpt] Implementation of the law governing rural and settlement soviets requires constant control. We still encounter instances when certain ministries and departments fail to take account of the interests of the rural and settlement soviets. This is especially noticeable in the handling of land questions, the planning of agricultural enterprises, the completion of new housing developments, construction, and improvement.

It seems to us, therefore, that it is desirable for Article 146 of the draft constitution to stipulate that it is forbidden to ignore the rights and authority of local bodies in the slightest way.

At the same time, the rural soviets themselves frequently fail to utilize completely the rights that are conferred on them. This is observed, for example, in the planning of rural construction projects and hydraulic engineering facilities. In Sverdlovskaya Oblast, planning documentation for the village is worked out by five specialized organizations, the chief among them being Uralgiprosel'khosstroy [Ural State Institute for the Planning of Agricultural Construction]. The drawing up of projects is delayed. This holds back construction and plans for putting thousands of hectares of land to work.

A large and very important sphere of work in the villages and settlements is the correct organization of trade. At one session, the Zarechenskoye village soviet (Kamyshlovskiy Rayon) decided to help Kamyshlovskiy sovkhos fulfill the five-year plan ahead of schedule, to increase production and the purchase of farm products from the people. The initiative was supported in many places. These issues were on the agenda of more than 300 sessions of local soviets and 1,200 village meetings. The patriotic initiative of the Kamyshlovskiy people was warmly championed. This helping farms to develop their economy, and the trade network has been given an additional reserve of meat and dairy products.

Expanding the rights and increasing the responsibility of local soviets in economic and cultural development have a positive effect on all the life of the village. At one time, our oblast came up with the initiative of integrated planning of economic, cultural, and social development of villages, settlements, cities, and rayon centers. Now there is a unified, integrated plan of development for the economy and culture of the entire Middle Ural region. Active support is given to the movement to organize cultural complexes in the village, the center of which is the House of Culture. Initiators in organizing the complexes were the rural soviets of Talitskiy and Pyshminskiy rayons. Now, there are about 50 unified cultural centers in the Middle Ural Region. They provide comprehensive educational work among labor collectives and strive to more fully meet the spiritual needs of the population.

Rights of ASSR's

Moscow PRAVDA in Russian 24 Jun 77 p 3

[Article by G. Usmanov, chairman of the Tatar ASSR Council of Ministers (Kazan': "In a Single Family")]

[Excerpt] The draft calls for ASSR's to take part in resolving issues under the jurisdiction of the USSR and the union republic. Article 83 stipulates that the territory of an ASSR cannot be changed without its consent. The present Fundamental Law contains no such article. The Supreme Soviet of the autonomous republic has the right to adopt an ASSR Constitution without subsequent confirmation by the Supreme Soviet of the union republic, as stipulated by the present constitution. All of this indicates that, in addition to strengthening nationwide principles, the rights of local bodies of authorities are expanded. This constitutes one of the clear expressions of the party's course of action aimed at further developing socialist democracy, expanding the rights of all national formations.

Considering that Article 146 of the draft stipulates the authority of local soviets with regard to coordinating and supervising the activities of enterprises, institutions, and organizations not subordinate to them, it is obviously necessary to include in Chapter 18 a provision to the effect that the Supreme Soviet of the ASSR, in combining the sector and territorial principles of managing economic, social-political, and cultural development in the republic, also controls and coordinates the activities of organizations of USSR and union republic subordination.

The working people of Tataria unanimously approved the draft Fundamental Law of the Land of the Soviets. With shock-work labor they are demonstrating their boundless dedication to the cause of communism, their readiness to greet the 60th anniversary of Great October with new successes in implementing the historic decisions of the 25th CPSU Congress.

Limits of Authority in Autonomous Oblasts

Moscow PRAVDA in Russian 2 Jul 77 p 3

[Article by V. Murakhovskiy, first secretary of the Karachayevo-Cherkasskaya Oblast Committee of the CPSU (Stavropol'skiy Kray): "Continuing the Cause of the Fathers"]

[Excerpts] In various spheres of economic and cultural development, many questions arise within the competence of both kray and oblast soviets. In investigating them, many times, unnecessary duplication occurs. It is essential to define more accurately the bounds of authority of the Soviets of Peoples Deputies of the autonomous oblast. The status of the rural, rayon, and city soviets has been established to regulate their rights and duties. The same thing should be done with regard to bodies of authority of the autonomous oblasts.

Let me explain using specific examples. We have an automotive trust. It is subordinate to the kray motor vehicle administration. But the volume of freight shipments it carries out is such that this enterprise could be transferred to the immediate subordination of its republic department. Or consider the oblast production association of building materials. It is subordinate to the analogous kray association. And in this case, the "chain" of links of administration is made longer. These excessive levels are reflected in the time it takes to make decisions. In approving the law governing autonomous oblasts it is essential to think about how to rationally combine the characteristics of national autonomy with the justified course of action aimed at reducing the number of administrative links.

Power of City Soviets

Tbilisi ZARYA VOSTOKA in Russian 5 Aug 77 p 2

[Article by V. Mchedlidze, senior blast furnace attendant, Rustavo Metallurgy Plant: "The Guarantee of Our Well-Being"]

[Excerpt] Yes, the role of local soviets has now grown immeasurably. They are empowered to resolve a broad range of issues and economic tasks within their territory. Our city soviet, for example, effectively administers housing construction, striving for precise rhythm in fulfilling plans for putting facilities into operation. And it seems to me that the draft of the new USSR Constitution ought to stipulate the right of the soviet to implement the integrated planning of city development. This will undoubtedly strengthen their authority and responsibility for the future shape of their own city.

Authority Over Local Organizations

Moscow IZVESTIYA in Russian 7 Aug 77 p 2

[Article by R. Salikhoz, executive committee chairman, Madzhalisskiy Village Soviet (Dagestanskaya ASSR): "Lines From Letters"]

[Text] I propose that the second provision of Article 147 be worded as follows: "Decisions of local soviets are binding with respect to execution by all enterprises, institutions, and organizations located on the soviet's territory, regardless of their departmental subordination, also responsible officials and citizens."

Population Limits of Election Districts

Moscow IZVESTIYA in Russian 30 Jul 77 p 2

[Article by V. Pashchuk, graduate student]

[Text] I fully support and approve the provision of Article 108 concerning the equal number of deputies in the Union Soviet and the Soviet of

Nationalities. It is a very proper decision. But I should like to propose a revision in another provision of that article: "The Union Soviet is elected by election districts having an equal population." After all, absolute equality in the number of inhabitants in election districts is practically impossible. For this reason, I propose to set the upper and lower limits of population within the territory of election districts for elections to the Union Soviet.

Subordination of Kolkhoz Councils

Kishinev SOVETSKAYA MOLDAVIYA in Russian 5 Aug 77 p 2

[Article by V. Belishuk, executive committee chairman, Berlinetskiy Village Soviet (Brichanskiy Rayon): "Under the Control of the Soviets"]

[Text] At present, kolkhoz councils are operative everywhere in the republic. They have a positive effect on bolstering and strengthening farm economies and educating farm workers. With the development of inter-farm cooperation, their role will increase, because the state is helping the development of kolkhoz-cooperative ownership and making it more like state ownership. This is stipulated in Article 2 of the draft constitution. And this process, as experience has shown, is accomplished through the inter-farm cooperative system.

In order to insure that the Soviets of Peoples Deputies be able to successfully supervise this process, it is essential that the kolkhoz councils be under their control and accountable to them. I believe that in this connection the ending of Article 2 should read as follows: "All other state organs and bodies administering inter-farm kolkhoz-cooperative organizations are under the control of the soviets and accountable to them."

Enhance Authority of Okrug Soviets

Moscow PRAVDA in Russian 13 Jul 77 p 3

[Article by N. Rukosuyev, first secretary of the Evenkiyskiy Okrug CPSU Committee (Krasnoyarskiy Kray): "Inspired by Friendship"]

[Excerpts] For some reason, the okrugs have their own representative in the USSR Supreme Soviet, while in the RSFSR Supreme Soviet they do not. Obviously, logic demands that this oversight be corrected.

In our opinion, in Article 87 of the draft USSR Constitution the words "Provision Concerning Autonomous Okrugs" should be replaced by the words "Law Concerning Autonomous Okrugs," considering the fact that the legal status of rural, settlement, rayon, and city soviets is regulated by laws.

Within the law concerning the okrug Soviet of Peoples Deputies it is advisable to expand its rights with respect to a number of vital spheres of activity. For example, in the sphere of planning it makes practical sense

to confer on it the right to review and submit to the kray executive committee proposals having to do with the national economy plans of enterprises located within the okrug's territory, regardless of their departmental affiliation. This will enhance the responsibility of local soviet bodies for the rational utilization of fixed and operating capital and labor resources, for the quality of the goods produced, and for improving production effectiveness.

At present, a rapid pace characterizes the construction of housing, social-cultural facilities, communal services, and trade and consumer services. However, this process could be accelerated and the work could proceed on a larger scale. It is essential to involve in this matter all enterprises and organizations located within the okrug's territory. This means that the okrug Soviets of Peoples Deputies, as higher organs of authority within their territory, must be invested with the kinds of rights which, when exercised, will serve to effectively combine the efforts of these enterprises and organizations, to actively combat narrow departmentalism in the resolution of important issues.

A few words concerning funds allocated from the state budget. It seems to me that the executive committee of the okrug soviet should be given the right, if necessary, to redistribute them. Let us say, for example, that the urgent necessity arises of using some of the money allocated for the construction of a school to build a polyclinic, which at a given moment is much more essential. How does the situation look now? Much time passes while the request is being reviewed in the financial division of the kray executive committee. The matter suffers as a result.

If now we speak of the essential part of the provision or law governing autonomous okrugs, in our opinion it should be the following: the rights of autonomous okrugs should be made similar to the rights of autonomous oblasts. This will substantially expand the rights of the okrug soviets and at the same time increase their responsibility for the fulfillment of party and governmental decisions; it will actively promote the further growth of the economy and culture of the okrugs.

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ECONOMIC PLANNING AND THE ECONOMY

Latvian Integrated Planning Programs

Moscow PRAVDA in Russian 2 Aug 77 p 3

[Article by M. Raman, chairman, Latvian SSR Gosplan (Riga): "Integrated, Territorial"]

[Text] An interesting experiment has been underway for several years now in the planning system of the Latvian SSR. The CC CP Latvia and the republic's Council of Ministers considered it advisable to have a number of integrated programs with respect to the most vital aspects of economic development in addition to the traditional methods of planning and organization of the executive of national economy targets within the makeup of republic five-year plans. From a long list of problems to be resolved, 11 especially important and urgent ones were singled out. They included: development and adoption of a republic integrated system of industrial product quality control, increase in the effectiveness and quality of capital construction, environmental protection and rational utilization of the republic's natural resources, development of inter-sector facilities, and integrated utilization and reproduction of timber resources, and so on. Programs along these lines were formulated through the efforts of many ministries, departments, and organizations, and incorporated as an amendment to the decree of the Latvian SSR Council of Ministers "The State Five-Year Plan of Development of the National Economy of the Latvian SSR for 1976-1980."

All of them were drawn up in accordance with a uniform procedure. We also introduced what is known as anticipatory accountability, the task of which is to give timely warning about any undesirable deviations from planned timetables of target implementation. The structure of the programs is also uniform. Each one consists of one or two block-sections: a basic one and an activity support one, also several subprograms in each block. Every program and subprogram has its own "boss"--the organization charged with the function of head coordinator.

Thus, every program represents a complex of measures designated by resources, executors, and completion timetables--social-economic, production, scientific-research, organizational-economic, and others, the implementation of which

insures the achievement of the formulated goal. Such programs are formulated to resolve complex problems requiring the goal-oriented implementation of a number of interconnected measures.

Let us examine, for example, the content and principles of operation of the integrated program "Mechanization of Manual and Heavy Physical Labor in Industry, Transport, and Other Sectors of the Latvian SSR National Economy." It was drawn up under the supervision of the republic's Council of Ministers State Committee on Labor, which at the same time serves as head coordinator. Implementation of it is participated in by 14 republic ministries and departments and 65 enterprises of union affiliation located within Latvia. Their work also interacts with the republic's Ministry of Automotive Transport and Highways and the Baltic Railroad, Latvian Sel'khoztekhnika, and the republic Glavsnab [Main Supply Administration].

What results do these coordinated efforts promise? It involves reducing the number of workers employed in heavy physical labor, especially women, in the republic's industry. Thanks to a rise in labor productivity, there will also be a decline in overall number of production workers. The increase in the volume of production planned for the Tenth Five-Year Plan should be achieved with existing enterprises at the previous level, or smaller, of number of personnel. Compared with the Ninth Five-Year Plan, the level of labor mechanization should rise by 1.5 to 2 times.

Important tasks are the object of another program: "Environmental Protection and Rational Utilization of the Natural Resources of the Latvian SSR." In accordance with it, work is already underway on the planning and construction of treatment facilities in the cities of Riga, Daugavpils, and Liyepaya, the enterprises of the Slokskiy Pulp and Paper Combine, and the Olayne industrial region. A number of plants are building gas and dust scrubbers. Plans call for reforestation and the restructuring of low-productivity plantations. For the reproduction of fish stocks, plans call for releasing 73 million fry and larvae into the republic's waters.

Above, I mentioned the Slokskiy Combine of the Ministry of Pulp-Paper Industry. On the example of this enterprise we can see how territorial integrated programs "intersect" with sector ones, about which an article was written in the 12 January issue of PRAVDA by USSR Minister of Pulp and Paper Industry K. Galanshin. This example confirms the important significance of the method of integrated programs as a means making it possible to optimally combine sector and territorial planning. It is essential to emphasize that all basic measures embodied in them are taken account of in the plans of enterprises, associations, and ministries.

As these examples show, when working out and implementing integrated programs it is essential that the Latvia Council of Ministers coordinate the activities of all organizations located within the republic, regardless of their affiliation.

I consider it advisable to conclude Article 141 of the USSR Constitution as follows: "With regard to issues of the utilization of labor and natural resources, environmental protection, production development, and the resolution of social problems, the Council of Ministers of the union republic coordinates the activities of all ministries, departments, organizations, and enterprises, regardless of their affiliation."

In the fact that the economy of Soviet Latvia has got off to a good start in the Tenth Five-Year Plan, undoubtedly, a definite role was played by the successful implementation of integrated programs. The volume of industrial production in the republic last year rose by 4.5 percent as against 4.1 percent stipulated by plan. Goods worth 104 million rubles above the target were produced. Latvia's working people are successfully fulfilling the socialist obligations of the jubilee year as well.

The integrated programs of the Tenth Five-Year Plan are not the first experience of utilizing the program-goal method of planning on the republic level. They were formulated for the first time early in the last five-year plan and even then yielded significant results. For example, complexes of measures were successfully implemented to improve the quality of labor resources, to reduce norms of electricity consumption, to make the transition to universal secondary education, the development of direct, long-term economic ties, and a number of others.

In addition to direct national economy benefits, their implementation, if we may put it this way, also yields a side effect. The substantiation of each of them constitutes a substantial economic investigation in which cause-and-effect relations are determined between the formulated goal and the resources necessary to accomplish it. If such documents are not drawn up, then vital, fundamental relations among components of the national economy plan may remain unrevealed, and this, unquestionably, will reduce the quality of administration and the economic effect. It follows directly from this that the ministries and departments must focus more attention on this method of planning and take steps to see that it is adopted in management practice. Obviously, procedural literature must be published, and the experience already accumulated in this sphere must be generalized.

In the formulation and implementation of integrated programs in our republic, "miscalculations" and errors were also committed. At first, there were too many such programs--about 40. All of them came together at one level--the republic level--and in a certain sense overlapped one another, especially with regard to the provision of resources. With the broad array of programs, executors and coexecutors found it difficult to organize effective, operational control over their implementation. It was problems of administration that turned out to be most difficult. In most cases, it boiled down to a periodic compilation and analysis of reports and regular meetings of interested parties to analyze "problematic situations."

On the basis of the experience, each of the programs of the Tenth Five-Year Plan obligatorily incorporates a system of administering its implementation. For this purpose, within each program a centralized coordinating committee is set up under the supervision of the deputy chairman of the republic's Council of Ministers, a minister, or other responsible person; the "head coordinator" is designated, and the timetable for examining progress in implementation is set up.

The territorial programs of the Latvian SSR have become a vital component in perfecting planning and administration. This experience, it seems to me, deserves to be widely disseminated.

Orient Indicators Toward End Results

Moscow TRUD in Russian 26 Jul 77 p 2

[Article by Academician A. Aganbegyan, director of the USSR Academy of Sciences Siberian Department Institute of Economics and Organization of Industrial Production: "Evaluate by Final Results"]

[Text] The report of the CC CPSU to the 25th party congress stated: "Administrative, especially planning, activity must be aimed at the end national economy results." Let us attempt to get an idea of the content of this idea, which at first glance appears simple.

What does the end national economy result mean? It involves meeting social needs. This is stated with renewed force in the draft of the USSR Constitution, where in Article 14 an extremely precise formulation is given of the goal of social production under socialism. But between production proper and the sphere of consumption, where social needs are met, there are many intermediate links--so to speak, a whole chain of them. Orientation toward the end national economy result requires strict continuity of all links in this chain, unified administration of them; it requires subordinating immediate results to the end result.

Consider, for example, one such chain--the production and use of trucks. The initial link is the output of individual trucks, outlays on production... The end result is the national economy effect gained from the use of trucks in shipping.

It would seem to be an indisputable truth: production must be subordinated to the demands of the consumers. What does an automotive transport establishment require from a truck? Reliability, uninterrupted supply of spare parts, a match between carrying capacity and requirements, economy of operation, an adequate number of semi-trailers and trailers, and a match with the climatic conditions under which the truck will operate. In actuality, however, the requirements of the consumer are pushed into the background, and to the forefront, as a rule, come the interests of the manufacturer, in this case the automotive industry. For example, the industry finds it

advantageous in every respect to turn out three- to five-ton trucks: it is set to manufacture them, they take no special effort, and they place the plants in a good economic position.

And another thing. Tens of thousands of trucks are sent every year into the northern regions of Siberia and the Far East, where they are operated for most of the year on winter roads. Under primitive conditions there, workers immediately begin to tinker with a brand new machine to adapt it to local conditions. They install a heater, paint it red, insulate the cab, weld on an additional gasoline tank; labor outlays on this tinkering often exceed the labor outlays in a modern automotive plant for the manufacture of a new truck.

Here is another example of ignoring the interests of the consumer: the beds of our trucks, as a rule, can be loaded by not more than 70 percent. Why? Well, because no one thinks about what kind of work the trucks will be used for. You can see for yourself that it is one thing to haul grain and quite another to haul bricks. Yet in both cases, the same kind of bed is used.

Now let us take a look into an ordinary automotive transport facility. Every day, up to 30 percent of the trucks never go out: there are breakdowns, a lack of spare parts, and an inadequate repair base. But even of the 70 percent of the trucks engaged in shipping almost one half are running empty. Because their routing is structured on the pendulum method: freight to the destination, empty return. The more progressive ring method of routing is used only rarely, because it is possible only in large automotive transport facilities servicing hundreds of organizations; with us, however, most of the truck fleet is deployed in small, departmental bases.

And so, if we summarize all our observations, we find the following end result: the efficiency of the trucks as a rule amounts to 0.2 to 0.25. This indicator is extremely low. If we could boost it by just one-tenth, the national economy would receive an additional billion rubles!

As you can see, there are plenty of problems, even within one chain that runs link by link from production to consumption. The practical question arises. Are we to attempt to resolve each one separately, each to itself? It is hardly likely that this will yield an appreciable result. Frequently the departments (in our example we encountered at least three ministries, and there are plenty of national economy problems in which dozens of ministries and departments are involved one way or another!) will primarily watch out for their own interests; they will define their own activity by the indicators that are advantageous to them.

By confining yourself to the limits of a sector, you cannot see the end result, you cannot strive toward it--practice both demonstrates and confirms this. Thus, it is essential to see to it that the idea of the end result runs like a red thread throughout all the activities of those who take part in the production process. Aircraft designer O. K. Antonov coined an

excellent expression: "Tebestoimost' [value to you]." The idea of it is to transfer the main interest from one's own benefit, sebestoimost' [prime cost], to the achievement of the effect for the consumer.

But how to make the transition from "sebestoimoist " to "tebestoimost "? How to place the end result at the forefront of our common, aggregate activity?

Above all, it is essential to substantially refine planning methods. It is at the planning stage that the whole chain of actions should be analyzed--from the production of raw materials, then semi-finished products and finished products through to the consumption of them, taking account of the end national economy effect. Only a program-goal approach can insure good quality to such analysis and depth to planning formulations under present conditions. In other words, in resolving any particular national economy task it is essential to have a program which aims at a particular goal; it is essential to have integrated crews of specialists who can seek out reserves that are latent in intermediate links of chains that connect production and consumption.

It seems to me, for example, that when the task involves boosting the effectiveness of automotive transport, a careful analysis must embrace a multitude of factors: automotive manufacture, the state of the repair base, spare parts requirements, organization of the work in the transport facilities, the professional training of the drivers...In short, literally everything must be taken into account in order to map out the series of interconnected measures aimed at achieving the end results.

Let me emphasize: interconnected! Because, for example, if we boost the size of automotive engines but fail to improve the roads, then in the long run we will not achieve the desired effect. And again, if we manufacture a certain number of modern vehicles but they are not provided with enough spare parts, then the national economy result will be far from that which society would like to count on.

I believe that the warm approval of all economists and economic workers has been evoked by formulations in the draft of the new constitution, which map out the fundamental principles of our national economy's management, such as the planning basis, the combination of sector and territorial approaches in planning, the use of cost accounting, and so on. Very likely, it is advisable to include among such principles the necessity of the program-goal approach, the orientation of all activities toward achieving the end national economy results.

The orientation of administrative and planning activity toward the end national economy results poses yet one more vital problem: perfecting planned indicators by which enterprise performance is evaluated. These indicators can either direct overall activities toward achieving end results or deflect them.

In fact, the hot striving to fulfill, regardless of difficulties, planned indicators has converted some of them into a fetish, and they have seemingly taken on a life of their own, themselves coming to define our activities. Yet many of them are only intermediate in nature.

In previous decades, the production of gas pipes was measured in tons. Formerly, before we had a developed gas industry, many pipes were not required. Now, when this vital sector is developing at an accelerated rate, when all kinds of new gas pipelines are being built, it is clear that planning in terms of tons hinders the achievement of the end result. And so an additional indicator was introduced--meters. But this did not help matters either. Because what is primarily required is a high gas pipeline throughput capacity, and that depends on their quality, the variety of diameters, and especially the pressure that they can sustain.

But now place yourself in the shoes of a plant director. He is turning out pipes designed for a pressure of 53 to 55 atmospheres, and he is fulfilling the plan. In order to set up for the manufacture of pipes to sustain higher pressures it will be necessary to remodel the enterprise. The plan in terms of tons and in meters will be threatened with disruption; the new pipes will have a higher prime cost, and as a result the plant will sustain a direct loss. And until recently, our industry has been producing pipes of low pressure, a factor which has increased by one-third the volume of work involved in gas pipeline construction and operating expenditures.

Just such an inefficient, obsolete indicator is the infamous "gross," which, as is well known, incorporates not only the work results of a given collective but also the cost of purchased materials, semifinished products, and sets of components. And yet this indicator is used to figure another, more important one--labor productivity. It is clear, in my opinion, that under this calculation method it is disadvantageous to utilize cheaper materials and to produce goods of lower material-intensiveness.

An especially alarming situation has developed in construction, where the main indicator is the volume of completed construction-installation work, which includes the cost of materials. This is why construction organizations find it disadvantageous to use inexpensive materials or to be involved in finishing operations. Conversely, it is extremely advantageous to erect walls, or, for example, weld pipes: the cost of materials--including the pipes--is included in the volume of completed work. Using the organization's own materials, for example crushed rock, under these circumstances is "disadvantageous": they are cheaper than materials that are hauled in; for this reason, the volume of completed work would be figured lower, and labor productivity would decline.

Approximately the same picture is seen in industry. It is for this reason that many economists are suggesting that in evaluating enterprise performance it is necessary to abandon the gross output indicator and turn to the so-called net output indicator. This refers to output that is entirely produced

at the given enterprise and does not incorporate the cost of materials and sets of components obtained from outside.

The conclusion is clear: the existing system of planned indicators must be radically improved. Everywhere, moreover, that by way of experimentation the work is evaluated in terms of indicators aimed at meeting social requirements--whether in the Belorussian Ministry of Industrial Construction, in Glavmosavtotrans [Moscow City Executive Committee Main Administration of Automotive Transport], where they have abandoned indicators of shipping volume in ton-km, or in several machine building enterprises, where labor productivity is figured in terms of net output--in all such cases definite positive results have been achieved. This means that it is essential to generalize the accumulated experience and to draw the appropriate conclusions from it and advance more boldly forward. Naturally, this will require a great deal of effort, but it seems to me it cannot be postponed. It would seem appropriate for the country's central planning organ--Gosplan--to be the initiator of the revision and rethinking of planned indicators.

A few words about administration and organization. Here, also, the orientation toward end results requires a new approach. The creation of large associations in industry and agriculture will make it possible frequently to organizationally combine the administration of the whole chain of intermediate links, right up to the end result. Consider, for example, the experience of the VAZ [Volga Automotive Plant]. There, in contrast to other automotive plants, whose concerns are finished as soon as their vehicles are shipped off to the consumers, they have set up a system to service and repair their vehicles. The resulting effect is as follows: once the enterprise's workers are involved in servicing and repair, they can see which parts and assemblies go out of commission most frequently. They can see clearly that it makes no sense to manufacture spare parts and then repair them; it is best to think about strengthening the assembly.

But there are still many examples of the opposite as well. In most cases, vehicle manufacturers have dodged the task of repairing and servicing their goods and thereby, so to speak, have walled themselves off from the consumer; there is no feedback, and they cannot properly influence the effect of the utilization of their products. The consumer himself is obliged to set up repair operations. So it hardly comes as a surprise that the sphere of repairs in the national economy is one of the lowest in terms of effectiveness. And it diverts enormous resources: almost one million units of metal-working equipment and about 10 million persons are involved in this--and chiefly in manual labor.

Obviously, it is worthwhile to think about an integrated method of economic management. There are many problems in the national economy which are beyond the powers of sector ministries to resolve. Someone ought to unite their efforts, coordinate their activities; someone ought to set up as a main goal that of keeping their eyes on the end result. It is for this reason, it seems to me, that it makes sense, when implementing some particular large-scale program, to set up inter-sector committees. I am

convinced that the implementation, for example, of the fuel and energy program will go much more successfully if we organize an inter-sector fuel and energy committee.

The decisions of the 25th party congress and the October 1976 Plenum of the CC CPSU call for substantial improvements in the economic mechanism and its orientation toward end results, quality, and effectiveness. The present separate economic levers and stimuli provide incentives primarily to the producer, frequently to the detriment of the consumer.

Here is an example. Suppose a vehicle comes in and you fail to load it on time; you will pay a fine. But if someone else fails to send you the vehicle, you will get no compensation for your losses. The same thing takes place in railroad transport. If you do not load a car on schedule, you will pay 50 rubles for every 24 hours of idleness. But if the rolling stock does not come in and you stand there alone with your goods, fail to fulfill the plan, and cannot pay bonuses to your people, the railroad is not going to make up for these losses.

The economic mechanism must be adapted in order to stimulate the end result. Of key importance here is the contract system. Many economists, I among them, believe that the contract is the kind of lever which can be used to act upon the producer. This document spells out what you require, the timetables involved, the quality, and so on. Also essential, however, is the material liability of the producers, definite economic sanctions. It is essential to evaluate producer performance not by such indicators as the gross but in terms of how well the client's requirements are met, how well the contract is complied with. Because the USSR's economy, as is stated in the draft of the USSR Constitution, constitutes a unified national economy complex. The problem of evaluating performance in terms of the end result is today one of the most vital ones, and it must be made a key one in all our activities.

Union Republic Authority in Economic Management

Kishinev SOVETSKAYA MOLDAVIYA in Russian 22 Jul 77 p 2

[Article by Yu. Blokhin, scientific staff member, Moldavian SSR Academy of Sciences Institute of Economics: "Reserves of Planning"]

[Text] Improving economic management, as Comrade L. I. Brezhnev emphasized at the 25th CPSU Congress, is a decisive link in the implementation of the economic strategy worked out by the party. In this, special importance attaches to more efficiently combining sector and territorial planning, the integrated approach to the resolution of territorial problems, strengthening the territorial aspect of the national economy plan.

This postulate is legislatively embodied as well in the draft of the USSR Constitution, in which Article 15 states: "...Economic management is implemented on the basis of state plans for the development of the

national economy and social-cultural development, taking account of the sector and territorial principle, reconciling centralized management with the economic independence and initiative of enterprises, associations, and other organizations. In this, active use is made of cost accounting, profit, and prime cost."

Now, when the scale of production and capital construction has risen immeasurably, problems of proportional development in all links of the country's economy as a whole, of each union republic, economic region, and city, are of extremely vital importance. More than ever before, the resolution of them requires integrated, goal-directed planning both on the second and the territorial levels.

At the present time, sector planning is complete and perfected--it is based on a powerful scientific-research, planning, and information base; it possesses planning bodies at all levels--from the enterprise to the ministry and sector divisions within USSR Gosplan. Sector plans are directive in character; they are provided with material-technical and financial resources. In contrast to this, territorial planning is still far from completely perfected. It is here that we are to find the main reserves for improving national economy planning.

The efforts of our republic's party and soviet bodies are directed toward seeking out reserves of territorial planning. For the first time in Moldavia, an integrated plan of development of the national economy was worked out for the Ninth Five-Year Plan, in which the targets were allocated not only by years and in terms of ministries and departments but also in terms of attachment to the site of specific location of projects planned for construction.

Thanks to its formulation, local party and soviet bodies gained the possibility of doing more goal-oriented work aimed at insuring plan fulfillment, of expanding socialist competition, of enhancing the integrated nature of measures aimed at expanding the material-technical base and the network of cultural-service enterprises in the cities and rayons of the republic. Problems of territorial development of productive forces were more broadly developed within the integrated plan of development of the national economy of the Moldavian SSR for 1976-1980.

In recent years, the republic has accumulated positive experience in the formulation of integrated plans of economic and social development of the cities and administrative regions. Now, for example, the experience of developing the economy and social-economic construction in Novoanenskiy Rayon has been disseminated in Rybnitskiy, Chadyr-Lungskiy, Ungenskiy, and Leovskiy rayons. Integrated plans of economic and social development for the Tenth Five-Year Plan have been worked out for Kishinev, Tiraspol', Bender, and Rybnitsy. Experience confirms that taking proper account of sector and local characteristics makes it possible to find the best alternative solutions to problems of integrated development of enterprises and organizations within a city or rayon, regardless of departmental affiliation.

Within the republic, widespread use is being made of patterns of group placement and construction of enterprises belonging to various ministries and departments but having common auxiliary facilities and service operations. Realization of them is yielding considerable savings in capital investments and current outlays both in main operations and in the production and social infrastructure.

However, reserves for the rational reconciliation of sector and territorial interests are still far from exhausted. This is graphically evidenced by the fact that in the planning of the republic's integrated economic development, a summary-analytic situation still prevails. As a rule, plans drawn up by cities and rayons of the republic represent, to a substantial extent, a summary of the targets and indicators of sector plans, which are frequently drawn up without the participation of planning and management bodies even for industrial sectors which operate primarily on the basis of local raw materials and are of prime importance for meeting the needs of the population and the integrated development of the republic's economy.

Every year, revisions and correctives are made in the integrated five year and current plans of development of the republic's national economy, of which little remains, essentially, toward the end of the planning period. Also not fully implemented are plans of integrated economic and social development of the cities and rayons. Vital national economy problems remain unresolved. During the Ninth Five-Year Plan, for example, the Tsentrolit Plant never did get built in the republic. The involved ministries and departments functioning within the republic are to blame for this.

Because certain ministries are failing to prepare project documentation on time, plans for general systems of group enterprise construction are being implemented too slowly.

Thus, considerable reserves are to be found in improving territorial planning. In order to seek them out it is essential to further strengthen the role and responsibility of the republic in resolving problems of production and social-cultural construction within the republic. This can be achieved by strengthening the legal basis of the planning bodies and deeper scientific substantiation of territorial applications.

With this in mind, it is essential, in particular, to lengthen the list of indicators of the plan for the integrated development of the republic's economy, especially with respect to the utilization of labor resources, improving the people's standard of living, capital construction and development of the infrastructure and sectors of specialization and inter-sector operations. A radically greater role must be played by the products list of balance calculations and substantiations on all levels of territorial planning of the republic's economy.

In our opinion, sectors of the production and social infrastructure must become a separate object of territorial planning in the republic. It is they, among all types of economic activity, which have special significance for integrated economic development, because their planning is closely linked to the insuring of general conditions for economic development and normal living conditions for the population. It is advisable, moreover, that funds for the development of the infrastructure, distributed through sector channels, go into the republic budget, from whence they should be paid out in centralized fashion for purposes of infrastructure development.

The conversion to the planning and administration of infrastructure sectors on the territorial level will make it possible to raise the level of specialization, concentration, and cooperative production; it will have a more fruitful effect on resolving problems of social-cultural development and create for territorial planning bodies new, more effective bases for coordinating plans of development of national economy sectors within the republic.

The task of raising the level of territorial planning in the republic will also be facilitated by establishing cost-accounting relations between administrative and planning bodies locally and sector enterprises, primarily of union and union republic affiliation, for the use of the services of the sector infrastructure. It appears that establishing cost-accounting relations between sector and territorial bodies is completely consistent with the sector principle of management of the national economy, and it strengthens the role of local bodies in resolving issues involved in the development of the economy within the subdepartmental territory.

Strengthening the legal bases of the planning bodies and providing deeper scientific substantiation for territorial applications will insure harmonious development of all economic links, the technical-economic substantiation and fulfillment of plans of production and social-cultural development within the republic. This will comply with the spirit and the letter of Articles 76, 145, and 146 of the draft USSR Constitution. In order to more fully reflect the key role played by each union republic in resolving integrated problems of economic development within its territory, it is advisable, in my opinion, to have Paragraph 2 of Article 76 read as follows: "The union republic exercises [instead of "facilitates the exercise"] the authority of the USSR within its territory and implements the decisions of the bodies of USSR state authority and administration.

Profitability of an Effectiveness Indicator

Baku BAKINSKIY RABOCHIY in Russian 27 Jul 77 p 3

[Article by Candidate of Economic Sciences R. Dzhabiyev, manager of the division of economic research, planning-design technological bureau of Glavazmontazhspetsstroy, Azerbaydzhan SSR Council of Ministers: "Indicator of Effectiveness"]

[Text] Article 15 of the chapter "Economic System" of the draft USSR Constitution states: "Economic management is implemented on the basis of state plans of development of the national economy and social-cultural development, taking account of sector and territorial principles, combining centralized management with the economic independence and initiative of enterprises, associations, and other organizations. Moreover, active use is made of cost accounting, profits, and prime cost."

While approving the draft of the country's Fundamental Law with all my heart, I should like at the same time to introduce a few revisions and amendments in this article. This chiefly has to do with the profit indicator. Because, as a propagandist of the system of universal economic training, I am discussing it with my listeners.

It is well known, that the profit category has been successfully used in the practice of socialist development since the very beginning of the Soviet state. During the early years of Soviet rule, V. I. Lenin pointed out the necessity of "achieving a situation of no losses, of profitability for each state enterprise." And in our time, characterizing the key issues of economic management, Comrade L. I. Brezhnev at the 25th CPSU Congress remarked: "Another aim of our work is to make more efficient use of economic stimuli and levers: cost-accounting, profit, price, and bonuses."

Under socialism, profit constitutes the major source for the financing of expanded reproduction, a vital indicator in enterprise performance, a basic source for the formation of economic incentive funds.

At the same time, profit does not always reflect genuine production effectiveness. Profit totals and growth rates do not directly reflect what factors went into that growth or to what extent this occurred through the improved use of fixed productive capital and circulating capital, what capital investments were involved in such results.

For this reason, in evaluating enterprise performance the profitability indicator is now used--the relative size of the profit. When a higher profitability level is achieved, there are grounds for claiming that the collective is working effectively and better than others. It is no accident that after the decisions of the September 1965 Plenum of the CC CPSU, it was primarily the enterprises which achieved a profitability level of at least 15 percent that went over to the conditions of planning and economic incentive. This level made it possible for the collectives to settle accounts with suppliers and customers for raw materials and supplies and shipped goods, to handle mutual accounts with financial and credit organizations, and to form economic incentive funds.

Profitability, as relative profit, characterizes the degree of effectiveness in the utilization of productive capital, and it motivates enterprises not only to reduce the prime cost and boost labor productivity and improve product quality but also to increase the output of goods per thousand rubles

invested in production capital. In addition, since the price level at which goods are sold is set on the basis of socially essential outlays, profitability can be used to judge the extent to which individual production costs are consistent with these outlays.

For this reason, it is advisable to amend Article 15 to read as follows:

"Economic management is implemented on the basis of state plans for the development of the national economy and social-cultural development, taking account of sector and territorial principles, combining centralized management with economic independence and initiative on the part of enterprises, associations, and other organizations. Moreover, active use is made of cost-accounting, profitability, and prime cost."

Economic Management

Tbilisi ZARYA VOSTOKA in Russian 7 Jul 77 p 2

[Article by Georgian SSR Academy of Sciences Academician I. Mikeladze, deputy chairman Georgian SSR Gosplan: "Economic Management: Basic Aims and Principles"]

[Excerpt] "Economic management is implemented on the basis of state plans for the development of the national economy and social-cultural development, taking account of sector and territorial principles, combining centralized management with economic independence and initiative on the part of enterprises, associations, and other organizations. Moreover, active use is made of cost accounting, profit, and prime cost."

All three of the listed conditions of national economy planning reflected in the draft constitution are theoretically based in the report given by CC CPSU General Secretary Comrade L. I. Brezhnev at the 25th party congress.

In that report he stated that one of the most important factors in further improving the planning and administration of the national economy is that of more fully combining the sector and territorial principles of planning.

It should be emphasized that implementing this combined planning of the national economy is aimed at intensifying and raising the effectiveness of social production through the economically substantiated deployment of productive forces, the development of effective territorial-production complexes, and making fuller and more rational use of labor, raw material, and other resources. It involves, moreover, proportional development of the whole economy within the union republics, economic regions, autonomous republics, oblasts, krays, administrative regions, and cities.

In reading closely the text of the draft of the new USSR Constitution and the wording of the articles, one tends to think that in this every paragraph, every word is meaningful, significant, and for this reason they must be

maximally precise and clear, and they must reflect with the necessary brevity the principles of our life, our system, our political and economic systems. In my opinion, the Introduction of the draft of the new constitution should have the following provision added: "The state implements the current and long range planning of the economic and social life of the people; it systematically places the basic national economy proportions on a single state level, also the trends and rates of development of all sectors of the national economy." This amendment appears to me to be essential; it is dictated by the necessity of having the constitution express the most important characteristics of a planned socialist state.

In Chapter 2--"Economic System," Article 15 reads: "The economy of the USSR constitutes an integrated national economy complex embracing all levels of social production, distribution, and exchange within the country..." I consider it essential to make the following addition: "In this, account is taken of the necessity of further equalizing the levels of economic development of all the union republics." The necessity of such equalization was emphasized at the 25th CPSU Congress in Comrade A. N. Kosygin's report, and constitutes an essential tendency in the development of the socialist economy.

The following remark has to do purely with the wording. In Paragraph 2 of that same Article 15 we find: "Economic management is implemented on the basis of state plans for the development of the national economy and social-cultural development..."

I believe that this wording does not accurately reflect the essence of the matter, because economic management does not simultaneously subsume management of social-cultural development. And another thing--it is wrong to separate state plans for the development of the national economy from the plans for the development of social-cultural development, because the concept "plan for the development of the national economy" also incorporates plans for social-cultural development, as is expressed in the "Basic Directions of Development of the National Economy of the USSR for 1976-1980," approved by the 25th CPSU Congress.

Based on the above, I propose the following wording: "Management of the national economy is implemented on the basis of approved state current and long range plans of development of the national economy..." and so on by the text.

Of great importance to the development of the socialist economy is compliance with the principles of party orientation and combining centralized management with economic independence and initiative on the part of enterprises, associations, and other organizations. In the discussion of national economy plans at all stages of their compilation and approval, widespread participation is taken by collectives of working people, social organizations, which take part in administering enterprises and associations, in resolving problems of the organization of labor and services, the use of resources earmarked for production development, and also social-cultural needs and material incentive. This provision, which is recorded in Article 16

of the new draft constitution, reflects the profound democratic character of the system of economic and social-cultural management in the Soviet state.

It is appropriate here to refer to that section of the draft which deals with local bodies of state authority, which are accordingly provided with broad powers in the field of planning and state administration.

An obligatory condition for insuring the rational management of the economy, stipulated in Article 15 of the draft constitution, is the necessity of making active use of cost-accounting, profit, and prime cost. As is well known, this condition is one of the most vital factors in implementing the decisions of the 25th CPSU Congress with regard to further development of our country's national economy.

Ways to Improve Territorial Administration

Moscow IZVESTIYA in Russian 19 Jun 77 p 4

[Article by Doctor of Juridical Sciences Yu. Tikhomirov, deputy director of the USSR Academy of Sciences Institute of State and Law; and Doctor of Juridical Sciences B. Topornin, sector manager of the USSR Academy of Sciences Institute of State and Law: "The Search for New Resources. Territorial Administration: Experience and Problems"]

[Text] Administration of the economy, consumer services, and culture is a complex process, where it is essential to rationally combine sector and territorial principles.

The draft of the USSR Constitution calls for expanding the competence of local bodies of authority and administration, especially in the field of supervising "compliance with legislation on the part of enterprises, institutions, and organizations of higher-level affiliation located within their territory..."

Territory is not just the "spatial sphere" of application of economic and other forces. It involves political-territorial organization of the state, reflecting various aspects of administration. Here a major role is played by the soviets, in particular the oblast soviet. As is well known, at the 25th CPSU Congress the necessity was pointed out of passing a law concerning kray and oblast soviets.

Taking this consideration into account, the USSR Academy of Sciences Institute of State and Law undertook an investigation of the problems of integrated management and administration of the "territory." The first step was the mapping out of a program "Organization of Integrated Oblast Administration and Development of Social-Political Involvement of Working People in the Sphere of Administration." Studies were made in Tomskaya Oblast, with the active support of the CPSU oblast committee and the oblast executive committee. As a result, proposals were prepared, oriented toward resolving

three basic problems: development of the functions of the oblast link, increasing "measures of efficiency" and effectiveness in the work of the soviets and their components, development of social involvement on the part of working people.

The oblast link is a kind of "zone of coordination" of sector and territorial interests. Coming into contact here are the interests of the local soviets, ministries, and departments. Naturally, difficulties do arise. Overcoming them involves enhancing the role of the oblast soviets.

Consider planning. Up to now, sector plans have been compiled without adequate influence on the part of oblast authorities. The oblast plan clearly lacks adequate information for analyzing summary plans, for comprehensively evaluating the location of new production and other facilities. It is obviously essential to convert to integrated plans of social-economic development. This will make it possible, first of all, to more thoroughly link the resolution of economic, scientific-technical, and other tasks to that of meeting the material and cultural requirements of the population. Secondly, the oblast will be able to play an enhanced role in integrated planning. This will require expanding the range of "regulated" indicators, introducing a strict procedure in coordinating draft plans within the oblast executive committee, and the review of possible differences of opinion.

A special role is assigned to the choice of the forms of participation by oblast authorities in drawing up and implementing integrated programs of oblast, regional, and nationwide significance. Siberia's experience, in which huge territorial-production complexes are being formed, for example, sets forth such problems as the system of administration and the subordination of the complex, the forms of supervision of oblast bodies, contract ties, and the distribution of labor resources. Another question that arises concerns different forms of inter-territorial ties, including inter-oblast ties.

The draft of the law concerning kray and oblast soviets should stipulate such of its functions as promoting the proper organization of labor, socialist competition, the output of consumer goods, the search for reserves of production, and improved effectiveness. Naturally, the oblast plan ought to have broader information concerning the activities of enterprises and associations not subordinate to the soviet; this will help in the development of production cooperatives. Statutes governing associations so far have not settled their relations with soviet bodies.

A vital aspect of territorial administration is the organization of capital construction. Specialization of administration in this sphere has led to many separate organizations. In Tomskaya Oblast, for example, there are 16 major clients. There is no uniformity in the system of contracting organizations. The Tomskaya Territorial Construction administration constitutes only one of many contractors. As a result, oblast bodies are expending much effort and time in coordinating the efforts of various

departments; irrational use is being made of capabilities, and work time-tables are lengthened. Much has been written about defects in the procedure of combining departmental resources for construction and development. Many decisions are being made, but you couldn't boast about the success of them. The fault lies in the inadequacy of the coordinating functions of the oblast link. For this reason, an increasingly urgent need is felt for strengthening its role as the main client and main contractor.

Local soviet bodies are responsible for serving as the main "guardians" of resources within their territories--natural, raw materials, labor, and so on. At the same time, the functions of the executive committees with respect to the utilization, for example, of labor resources so far constitute primarily those of information and reference. It is essential to have integrated plans of labor resources, indicating sector cadre requirements, organized recruitment indicators, and also means of redistribution, control, information, and upgrading qualifications. Within the trade and public catering organization as well, oblast bodies can be given an enhanced role in planning, coordination, and supervision. On the whole, the problem should be resolved on the basis of expanding the rights of the oblast link.

Special attention should be focused on coordinating interrelationships between divisions and administrations of the oblast executive committee, on the one hand, and the corresponding ministries and departments, on the other; also ties between oblast executive committees and the central institutions, including a procedure for reviewing proposals, protesting the acts of ministries, and so on.

Organizational-legal streamlining of the activities of oblast soviets and their agencies constitutes a most important condition for improving effectiveness of the role of the oblast link. In Tomskaya Oblast, considerable work is being done along these lines. But it does not extend to all the links, all the components of their activities. Sometimes, for example, appropriate directives are drawn up, although provisions concerning divisions are lacking. A procedure is instituted for preparing and adopting legal documents, but the information is not put into order. Every body is doing this work on its own, frequently without any liaison with others. Naturally, the effect of such efforts is not great, because they lack an integrated basis. For this reason, what is necessary is a complex of interconnected recommendations and provisions which will make it possible to regulate all aspects of the functions of the oblast soviet.

The temporary Statute concerning permanent commissions of the oblast soviet and the Statute concerning deputy groups and posts are facilitating the organization of more goal-directed efforts on the part of deputies during the period between sessions. This is being largely facilitated by the use of the procedure of integrated planning of the work of the soviets. Thanks to it, a proper choice is insured among questions to be reviewed at the sessions and meetings of the executive committee and the permanent

commissions. I should like to emphasize that the main thing here is not the planning of the meetings and their "agendas," but rather the problems that need to be resolved, means of resolving them, and so on.

The integrated method is also used in regulating the work of the executive committee apparatus of the oblast soviet. It is based on the classifier of the functions of the oblast executive committee. The scheme of the standard Statute on the oblast division and administration was tested in Tomskaya Oblast in the public education division.

This approach, in turn, made it possible to precisely define the job descriptions of workers in the local apparatus. Standard instructions were worked out for the division manager, the chief of administration, the job instructions of the specialist, and so on.

Regulations governing the preparation, adoption, and supervision over the implementation of decisions in the soviet's apparatus are based on scientific principles of administration. The typology of decisions and bases for making them have been determined, also methods for analyzing situations and problems, preparing and coordinating projects, and reviewing and adopting them. Methods of organization have been worked out for implementing decisions and evaluating their effectiveness.

It is not just organizational-legal streamlining which affects improvements in the effectiveness of the work of the apparatus of the local soviets. Much also depends on perfecting the whole system of administrative bodies. Investigation has shown that apparatus specialization has led to extreme dispersion of it. To a considerable degree this reflects general processes taking place in the apparatus of the union and republic links. The situation is such that within the framework of major sectors there are both oblast bodies and organizations of higher-level subordination within the oblasts that are sometimes hardly linked at all to one another. The task of determining the scientific criteria for setting them up is a crucial one.

It is no less important to strengthen those links of the local apparatus which are engaged in resolving integrated tasks--in the field of planning, resources, transport, and so on. For example, the present Statute governing oblast plans is such that they do not have enough manpower to engage in forecasting, integrated planning, or information analysis; organizational directive divisions cannot vigorously implement principles and methods of scientific administration and scientific organization of labor.

An essential component of the territorial system of administration is the task of perfecting its information base, utilizing computers and ASU's [automated control systems]. In Tomsk, interesting work is being done on an oblast economy ASU. In the future, the ASU-TO will make it possible to set up a unified information service to work for all organizations located in the oblast.

At the same time, certain difficulties have also arisen. One of them involves searches for forms of "interface" between sector and territorial ASU's, the correct choice of tasks requiring the use of computers. The other involves a certain lack of preparation on the part of the apparatus for working with the ASU. It is perfectly obvious that without organizational-legal preparation it is impossible to fully implement "man-machine" systems of territorial administration.

In short, it has become urgent to work out master plans of territorial unit administration.

The organization of territorial administration reflects the integrated structure of state authority. Elected by the people, the soviets insure citizen participation in administration on all levels. Along with this, their involvement in administration is assured by the whole system of democratic forms of activities in social organizations, labor collectives, and institutes of public opinion. This refers to a kind of territorial "profile" of the political system embodied in the draft of the USSR Constitution, one which so to speak "encompasses" all aspects of administration. Much has been done in this regard, but many unresolved problems remain, chief among which require closer ties between processes of democratization and administration.

A study of the work practice of social organizations in Tomskaya Oblast has shown that they embrace an enormous number of citizens and play a vital role in economic and social-cultural development. For example, the electric lamp plant has six social-political organizations, 36 production-technical organizations, and 26 social-cultural organizations. They take part in mass political measures, influence the shaping of administrative bodies and the selection of cadres, and promote increased production effectiveness.

At the 16th Trade Union Congress, L. I. Brezhnev remarked that the party's orientation toward improving effectiveness and quality is directly related to the style of our social work. Indeed, when evaluating the labor of workers in social organizations by this high measure, one is convinced of the substantial reserves for improving its effectiveness. First of all, it is essential to streamline the system of amateur organizations and eliminate duplication. Secondly, it is essential to improve the interaction between soviet bodies and social organizations, in particular, in such a fashion that the latter will take more active part in working out and implementing the decisions of the soviets. In the third place, it is essential to relieve social organizations of surplus meetings and paperwork.

A vital channel of citizen participation in administration is the labor collective. But by no means has everything possible been done in this regard. For example, a study of questionnaires distributed within Sibkabel' [Siberian Cable Association], shows that the following answers were given to the question as to the causes of insufficient participation in administration: "no free time," 18.4 percent; "no information or information

concerning the work of the collective," 16.5 percent; "not convinced that my opinion is important," 16.64 percent; "no desire to," 5.35 percent; "afraid to spoil relations with the bosses," 2.9 percent. As we can see, there is something for both the administration and the managers of social organizations to think about here.

The rapid development of the economy, science, and technology, the harnessing of new resources, city development, and so on, all require a search for optimal forms of territorial administration. It is advisable for Article 145 and 146 of the USSR Constitution to more fully reflect the key role played by local soviets in resolving integrated tasks within their territory. The soviets can approve summary plans and programs and supervise the utilization of all resources. This can promote effectiveness and democratization in administration.

Sector Administration

Moscow PRAVDA in Russian 17 Jun 77 p 4

[Article by Doctor of Economic Sciences G. Dzhavadov, professor in Moscow University: "Improving Administration"]

[Excerpts] Important tasks arise in the field of improving territorial administration, especially the development of territorial-industrial complexes. Local soviets and economic bodies will have to strive to improve interaction with sector and intersector organs of administration. USSR Gosplan will have to map out the ways of making broader use of economic-mathematical methods of planning, making more rational use of electronic computers and organizational equipment and means of communication, keeping in mind the future development of a Integrated Nationwide Network of Computer Centers for the Processing of Economic Information and Planning.

The constantly rising scale of our economy requires that we improve the mechanism of interaction among administrative bodies in working out and implementing major national economy, scientific-technical, and social integrated programs. The urgent task of the day is that of further democratizing administration, enhancing the role of elective and social bodies in preparing and making decisions, broadly involving the working people in production administration. In precise accordance with the provisions of the draft of the new constitution, these problems must also be reflected in the long range program of improving administration, the subject at hand.

The above listed array of problems is not accidental--all of them are logically interconnected. In the language of administrative science, they represent, in their aggregate, a "tree of goals."

Implementation of an integrated program of improving administration over the longer run has already essentially begun, if we consider the presently underway formulation and adoption of master plans of the administration of

industrial sectors. But we are dealing with a situation in which the construction of a house is already underway, but a complete blueprint, a full picture of what we are to achieve at the end of the work and how to do the job, is still lacking.

An integrated program for improving administration is especially vital in order to rationalize all efforts relating to accelerating scientific-technical progress. In a number of sectors, for example the electrical equipment industry, considerable experience has been accumulated in regard to effective administration of scientific-technical progress. It is imperative that this be taken into account in drawing up an integrated program.

The formulation and implementation of an integrated program for improving administration of the country's national economy must be carried out under the overall supervision and constant control of the USSR Council of Ministers. In connection with this, Article 130 of the draft constitution, which regulates the powers of the USSR Council of Ministers, it seems to me, should incorporate editing changes which emphasize that within the limits of its powers the USSR Council of Ministers "...organizes and systematically improves the administration of national economy sectors, industrial, construction, and agricultural enterprises and associations, transport and communications enterprises, banks, and other organizations and institutions of union affiliation."

And finally: on the basis of an all-union program we can and must formulate similar republic programs as well as sector plans for the rationalization of production administration.

It is a matter, therefore, of urgent problems which must be resolved in order to step up the pace of our advance along the path mapped out by the 25th CPSU Congress.

No Separate Property for Social Organizations

Moscow IZVESTIYA in Russian 17 Jul 77 p 2

[Article by Doctor of Economic Sciences I. Syroyezhin, professor in Leningrad Financial-Economic Institute imeni N. A. Voznesenskiy: "The Property of Social Organizations"]

[Excerpts] Thanks to nationwide discussion of the draft constitution, substantial experience has been accumulated from millions of people; issues are being raised which require adjustment and revision. One such issue, in my opinion, is the constitution's provisions concerning the property of trade union and other social organizations (Article 9).

In economic science, the concept "property" reflects a complex system of economic relations and the interests which arise on the basis of these relations. Possession is a key subsystem in relations of property, one which defines the delineation of the interests of the property owner.

It is the socialization of possession, insured by Great October, which guarantees genuine strength to the main economic interests of our system--the interest of the co-owners of social wealth. It insures the unity of our society and constitutes an economic lever for success in the building of communism.

It is no accident that the draft constitution calls for making kolkhoz-cooperative ownership more like national ownership. And so separating and constitutionally stipulating ownership by trade union and other social organizations in the economic system of a socialist society hardly seems advisable.

In essence, the question is this: can we consider that the funds and property of social organizations (even if they are formed from members' dues) immediately merge with the national form of ownership? I think that it is not only possible but necessary. Citizens' volunteer activity, provided for through the creation of social organizations, constitutes a form of voluntary and active participation by Soviet people in resolving tasks representing the social interests. It is not for their personal benefit but for the sake of the social good that they pay their dues and work in their organizations.

In the relationship between the funds and property of social organizations and national property we can see the same economic connection. Consequently, it is proper to acknowledge the lack of this third form of socialist ownership, to recognize that citizens who have joined social organizations voluntarily give up separate ownership of their funds and property but take upon themselves the disposition of these funds and property in order to realize the charter goals of their organization. Moreover, of course, such funds and property remain a constituent part of the integrated system of resources of social economy.

In order to reflect this fact of the country's social-economic life, it seems logical that the Fundamental Law ought to omit from the text of the constitution all provisions relating to the property of trade union and other social organizations, and to insert in the text, in Chapter 2 "Economic System," a special article worded as follows: "The funds and property of social organizations constitute an inseparable part of the social property. They are voluntarily incorporated by these organizations with the national property. The disposal of these funds and property is the responsibility of the organizations themselves and is protected by law."

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LABOR AND INDUSTRY

Persecution for Criticism Forbidden

Moscow TRUD in Russian 28 Jul 77 p 3

[Article by G. Aristov, legal aid lawyer, social correspondent (Krasnodar):
"Suppressors of Criticism--To Trial"]

[Text] The following line occurs in Article 49 of the draft constitution: "Persecution for criticism is forbidden." This is only proper, because in this country anyone may criticize officials if he believes that they are committing errors.

As a rule, managers properly understand the role of criticism in the life of our society. Unfortunately, however, there are also people who have an intolerant attitude toward remarks by their workers, react improperly to critical statements addressed against them at meetings, and then, through various veiled means (no one ever acknowledges directly that he is arranging persecution for criticism), take revenge against those who have "insulted" them.

As a jurist and social correspondent for this newspaper, from time to time I encounter such cases. Let me recount one of them.

Recently, a letter came into our correspondents' office in Krasnodar; it was signed by 13 workers of the Novorossiysk Cement Combine. With some agitation, these people were writing about the officials of the Temryuk Fish Inspectorate, who had launched moral reprisals against fish inspector P. Alenin. They would go to his section frequently, because the Novorossiysk Cement Combine's amateur fishermen station is located in that region.

I became acquainted with the history of Alenin's conflict. Here is how it all started.

Alenin was elected to be a member of the local trade union committee. He conscientiously performed his duties. Then one time he told the chief of the fish inspectorate, A. Ostapenko, that the results of competition were not being properly totaled, that many workers were indulging in pure eyewash.

Instead of taking the proper steps, Chief Ostapenko came down hard on Alenin. Then Alenin wrote about this to the newspaper.

After that, his life became miserable: he was subjected to constant harassment. Illegally, and without his consent, he was transferred to a section farther away, and a few days later he was fired.

After seven months of ordeal, the court gave Alenin his job back and made the inspectorate pay for his enforced absence. Let me repeat, the inspectorate, whereas the money should have come from the manager's pocket. But Ostapenko instituted a suit in another court, alleging that Alenin had slandered him personally and the collective. The court exonerated Alenin and handed down a decision with regard to the officials of the Krasnodar Kuban'rybvod [Kuban' Fisheries Administration] for attempting to mislead the court.

But the matter did not end there. After Alenin got his job back, Ostapenko once again dismissed him--in just four days--for reasons of the "inspector's health." Again the court gave Alenin his job back. But even after the court's decision, for one entire month Alenin was not allowed to go to work for various reasons. He was obliged to appeal to the oblast courts in Krasnodar. Justice triumphed.

The most disturbing thing is that for all this human harassment and flouting of our laws, Chief Inspector Ostapenko and officials of Kuban'rybvod remained practically unpunished. For this reason I suggest that Article 49, Chapter 7 stipulate that persecution for criticism be not only forbidden but punishable by law.

Heed the Voice of the Working People

Yerevan KOMMUNIST in Russian 25 Jun 77 p 2

[Article by N. Mesropyan: "For the Sake of Man"]

[Excerpts] A business-like and unanimous atmosphere prevailed during the plenum of the Kirovakan city party committee, discussing the draft of the USSR Constitution and the tasks of party members, deriving from the report of Comrade L. I. Brezhnev at the May Plenum of the CC CPSU.

"It is symbolic," remarked the speaker, city party committee First Secretary G. Oganyan, "that the draft of the new USSR Constitution has been submitted for nationwide discussion during the year of the 60th anniversary of Great October. With its new constitution, the land of victorious socialism once again confirms the profound, progressive changes that have taken place in Soviet society."

"The draft constitution provides for the further expansion and strengthening of socialist democracy, the rights and freedoms of Soviet people," said the

city's procurator Zh. Kharatyan in his speech. "It is essential everywhere to insure attentive and respectful attitudes toward the voice of the working people, to take careful account of all ideas, remarks, and proposals. I suggest establishing specific timetables for the review of applications and complaints from the working people; such an item should be introduced in the constitution. This will make it possible to involve even more working people in resolving state and production tasks; it will enhance their involvement in the struggle against anti-social phenomena."

Participants in the plenum unanimously adopted a decree which approved the draft of the USSR Constitution, and they expressed their firm confidence that the party members of Kirovakan will exert every effort to implement the historic decisions of the 25th CPSU Congress, to increase the involvement of the working people in all-union socialist competition.

Safeguarding State Property

Moscow PRAVDA in Russian 5 Aug 77 p 3

[Article by A. Anashin, militia school instructor (Alma-Ata): "In Contact With the Militia"]

[Text] Article 61 defines the duties of Soviet citizens with respect to safeguarding socialist property. According to the Ukase of the Presidium of the USSR Supreme Soviet dated 8 June 1973, the safeguarding of socialist property is defined as a most important duty of the Soviet militia. In fact, organs of the MVD [Ministry of Internal Affairs], having a technical base and special units, rather successfully perform this duty. But there is a negative side to this. More and more we detect a decline in the role and the responsibility of officials of enterprises, organizations, and institutions with regard to organizing the safeguarding of socialist property.

It seems to me that the USSR Constitution must emphasize that officials of enterprises, organizations, and institutions which are entrusted with socialist property under operational administration are obliged to show special concern for organizing its safeguarding against criminal encroachment.

Bookkeeping Control in Production

Moscow KOMSOMOL'SKAYA PRAVDA in Russian 25 Jun 77 p 2

[Article by A. Dodonov]

[Text] Professor A. Dodonov, doctor of economic sciences and director of the chair of accounting of the Moscow Technological Institute, has this to say:

"All of the country's enterprises are now using a simplified bookkeeping system. That is, without control over the movement of goods within a shop and between shops.

Unfortunately, there is no unified system of operational accounting.

This results in a break in the chain of accounting control over the movement and safeguarding of material assets. Materials are transferred from the raw materials warehouse to the shop, this is checked. But from then on, the bookkeeper would seem to have nothing to do: Wait awhile; when the finished product comes out, then you can check it again. In the meantime, however--from the raw materials warehouse to the finished goods warehouse--the so-called nonfinished goods method of keeping track of outlays on production is in effect. Every shop accounts only for its own outlays and takes no account whatsoever of the cost of semi-finished products coming from other shops.

But now let's look at some figures: throughout industry as a whole, the cost of incomplete production and semi-finished products of the plant's own manufacture comes to more than 17 billion rubles. An enormous quantity of material goods! And all of them outside the sphere of bookkeeping control.

For this reason, it is essential to radically restructure the existing organization of accounting.

In the Soviet state, as we know, the right of control belongs to the people themselves, the sole masters of the country. Nationwide accounting and control over production and distribution constitute a most important economic law under socialism. In connection with this, I should like to introduce the following amendment to Article 16 of the draft of the USSR Constitution: "Worker collectives and social organizations take part in enterprise and association administration and in the control of goods production and distribution..." and so on according to the text.

Length of Work Week

Moscow PRAVDA in Russian 24 Jun 77 p 3

[Letters from readers: "Letters Meet"]

[Text] Letters from readers testify to extensive interest with regard to the provisions of Article 41 of the draft of the USSR Constitution. We publish below two letters from Leningrad.

I consider it advisable to remove from Article 41 of the draft constitution mention of the 41-hour work week, replacing it with these words: "...is provided by the length of the work week as established by law..." During the length of time the new USSR Constitution remains in effect, the length of the work week may change. V. Sokolov, manager of Lecture Agency imeni Yu. M. Shokal'skiy.

Article 41 of the draft constitution states that the right to rest is "provided by the 41-hour work week for workers and employees and by a reduced work day for a number of trades and operations..." and so on. However, consider that the constitution is being adopted for a rather long period of time. Further development of our social production will make it possible to convert to a shorter work week.

For this reason, I propose that the beginning of Article 41 read as follows: "Soviet citizens have the right to rest. This right is insured by a work week of not more than 41 hours in length for most workers and employees, and by a reduced working day for a number of trade and operations..." and so on according to the text. A. Kur, engineer and State Prize Winner.

Labor Discipline, Working Mothers

Kishinev SOVETSKAYA MOLDAVIYA in Russian 16 Jun 77 p 1

[Article by P. Gavenko, roasting kiln operator and R. Panfilova, grader, Kishinev Finishing Materials Plant: "We Approve, We Support! Not Just the Right..."]

[Text] For the working man there is no greater joy than to be confident that today, tomorrow, and a year from now his favorite work is waiting for him, where the best traits of the human personality are revealed. This precious right--the right to work--was given to us, the Soviet people, by Great October. It is embodied in the Fundamental Law of our life--the constitution.

We respond to the state's concern with selfless labor. A brilliant example of this is our labor reports to the upcoming 60th anniversary of October, competition for ahead-of-schedule fulfillment of the targets of the Tenth Five-Year Plan. But there are also some people among the workers who only understand their rights, forgetting the duty to work conscientiously. For this reason, we propose that the article dealing with strict compliance with labor and production discipline be amended with a provision concerning responsibility to society for various kinds of discipline violation and unconscientious attitude toward work.

Our state manifests considerable concern for mothers and children. We propose that Article 35 of the constitution, concerning the status of women, be amended as follows: "The USSR establishes a shortened work week for working mothers so that they may devote more time to the family and the education of their children."

Scheduled Medical Examinations

Moscow PRAVDA in Russian 17 Jul 77 p 3

[Article by B. Romanov, party organization secretary, rayon hospital (Olonets, Karelian ASSR): "Safeguarding Health"]

[Text] We workers in the medical profession are especially gratified by Article 42 of the draft of the new constitution concerning the right of Soviet citizens to health care.

Our task is not merely to treat but to prevent diseases. This requires definitely scheduled preventive examinations of workers. But officials in some enterprises fail to meet the schedules under various pretexts.

It may be that Article 42 should also mention the responsibility of enterprise, farm, and institution managers for carrying out measures involving the health care of Soviet citizens.

Republic Development, Labor Safety

Yerevan KOMMUNIST in Russian 10 Jun 77 p 2

[Article by S. Davtyan, engineer, Kafan Lighting Equipment Plant of Armelektrosvet: "The Common Property of the People"]

[Excerpts] While supporting the draft of the new constitution, at the same time I propose that in Article 14 after the words "...dynamicity and proportionality of national economy development" the following words be added: "in the country as a whole and each individual union republic." This will once more emphasize the great attention paid by our party and state to the economic development of all the union republics within the USSR.

Article 21, in my opinion, should include the idea of strengthening the rights of the trade unions in the matter of improving labor safety. It seems to me this idea could be worded as follows: "Factory-plant trade union committees, with the consent of (or jointly with) agencies of Gostekhnadzor [State Technical Inspectorate], have the right to halt the operation of installations, technology lines, sections, and shops in cases where regulations governing safety engineering and labor protection are being grossly violated."

I am convinced that this will enhance the authority of the decisions of trade union committees and their commissions and in the long run will promote the safe organization of labor and improve production quality.

Invention and Innovation

Leningrad LENINGRADSKAYA PRAVDA in Russian 29 Jun 77 p 2

[Article by T. Lebedov, professor, Leningrad Polytechnical Institute imeni M. I. Kalinin: "The Source of Vital Ideas"]

[Text] When studying the draft of the new constitution, each of us inevitably focuses attention on the lines which deal most closely with our own spheres of activity. In our collective, special interest was evoked by Articles 26 and 47. They stipulate that the state insures the development

of science and the adoption of the results of scientific research in the national economy, that it guarantees the freedom of scientific and technical creativity, promotes the expansion of invention and rationalization activities, setting up the necessary material conditions for this.

It is essentially on these principles that scientific-technical progress is structured and developed in our country. Our country is carefully nurturing scientific cadres. The number of scientists working to resolve urgent scientific problems, and the number of specialists developing new technology, now amount to three times more than in all of Western Europe. The Soviet Union spends more than four percent of the total national income on scientific development, whereas Great Britain appropriates about 2.5 percent for these purposes, France about 2 percent, and Sweden only 1.5 percent.

Without any further comment, these comparative figures testify to the enormous concern shown by our party and government for science and for scientists.

In proclaiming the freedom of scientific creativity, Article 47 of the draft constitution emphasizes that it is insured through a broad expansion of scientific research and invention and rationalization activities.

It is this latter which I should like to discuss specially.

Today, invention and rationalization have become a truly mass movement in our country. We have a vast army of workers--inventors and rationalization specialists--whose creative thinking actively serves the cause of technical progress. During the Ninth Five-Year Plan, for example, more than 2,000 invention and discovery applications were submitted in the Leningrad Polytechnical Institute imeni M. I. Kalinin. As a result, 620 certificates of invention and 34 foreign patents were issued, and 770 applications were affirmed. Our inventors and rationalization experts are working no less fruitfully during the Tenth Five-Year Plan.

While reading the draft constitution carefully and noting with satisfaction all the advantages of our state system, at the same time, I think, we must with all frankness also state that sometimes the fullest possible exercise of the rights stipulated in the constitution is hindered. And in this connection it is essential to recall that in a genuinely democratic society, real rights and freedoms of people must be combined with civic responsibility--that is, with everyone's constant and reasonable performance of his duties.

Consider that same Article 47 of the draft of the new constitution, which guarantees all the essential rights for the development of fruitful creative activity by Soviet citizens. Indeed, these rights are unusually broad, but nevertheless the enormous creative potential of our people is sometimes not fully utilized because of the negligence of persons who fail to carry out their direct job duties adequately. This involves the following.

There are certain difficulties which inventors and rationalization experts frequently encounter. I even suggest that the laws which will be put into effect in accordance with the new constitution should incorporate stricter requirements for the rapid and high-level evaluation of the creative activity of Soviet citizens. It is essential to remove excessive formalism and still-entrenched departmental obstacles from the path of rationalization experts and inventors.

Unfortunately, a large number of applications for invention are accepted after lengthy and exhausting correspondence on the part of the innovator. As a result, we sometimes lose priority for original developments and are compelled to buy licenses for our own (unformalized) inventions.

What attitude should we take, for example, to this response, received by an author from one of the academic journals: "By decision of the editorial board, your article is rejected. Reasons for rejecting articles are not given to authors."

Such a "decision" requires no commentary. One thing is clear: the author has no way of even guessing why his work was rejected without appeal. But this kind of muddle-headed work by scientific editors is capable of directly dampening the creative powers of the scientist, the inventor, of becoming a hindrance to the development of his gifts and capabilities.

The draft of the new constitution is a remarkable document. The numerous rights and freedoms proclaimed in it, outstanding in their essence, require all of us to have a resourceful and respectful attitude toward our own labor and the labor of our fellow citizens, to firm and conscientious discipline.

Accelerate the Adoption of Inventions

Moscow TRUD in Russian 24 Jul 77 p 2

[Article by S. Klimova, senior engineer, Podrezkovskiy Specialized Planning-Design Technological Bureau of Nauchplitprom Scientific-Production Association (Obninsk): "The Fate of Inventions"]

[Text] Thousands of inventors and rationalization experts are working in various sectors of the national economy, creating new equipment and perfecting existing equipment. Their creativity was graphically demonstrated by the "Invention and Rationalization-77" exhibition held recently at the VDNKh [Exhibition of Achievements of the National Economy of the USSR] in Moscow. It was actively participated in by our Branch No 1 of the Podrezkovskiy Specialized Planning-Design Technological Bureau of Nauchplitprom [expansion unknown]. Fourteen of our inventors exhibited their work. Nine of them were awarded silver and bronze medals of the VDNKh.

Everything shown at the exhibition, when adopted in production, will yield the state enormous economic effect, figured in millions of rubles. For example, a block gluing line developed by our rationalization experts in

1976 was adopted that same year by the Novovyatsk Ski Combine and the Kaliningrad Housebuilding Combine No 160. Each of these enterprises achieved an annual economic effect of about 100,000 rubles. Unfortunately, series output of the line has not yet been arranged, although it can be utilized in practically all operations where woodworking and construction products are made.

The attention of visitors to the exhibit was drawn to a device for cutting and feeding components to the machines making cardboard boxes. For this invention, the chief designer R. Somin was awarded a silver medal, and designer Yu. Grigor'yev and the manager of the patent division P. Shakh-ray were awarded bronze medals. But what has been the working fate of this invention? By adopting the device for manufacturing cardboard boxes in production, the sector would achieve an annual economic effect of about one million rubles. The series output of this equipment was set up four years ago, but by no means have all match factories received this equipment even yet. Technical innovations make their way very slowly, too slowly.

A pneumatic gun for hammering nails in wooden structures, which was shown at the exhibition, was made in 1971. The decision to put it into series production was made five years later--that is, last year. To this day, however, it has not been put into mass production. Why? Obviously, the ministry and other higher-level organizations are not attaching enough importance to accelerating the adoption of new products.

We believe, therefore, that Article 47 of the draft of the new USSR Constitution should read as follows: "Citizens of the USSR, in accordance with the goals of the building of communism, are guaranteed the freedom of scientific, technical, and artistic creativity. This freedom is insured through the broad expansion of scientific research, invention and rationalization activities, and development of the arts. The state is to create the material conditions necessary for this, support voluntary societies and creative unions, and promote the timely adoption of inventions and rationalization proposals in production."

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CSO: 1800

TRADE AND SERVICES

Consumer Goods, Books

Moscow PRAVDA in Russian 29 Jun 77 p 3

[Article by K. Leonidov: "Like Tens of Millions. A Historic Document. Through the Eyes of One Family"]

[Excerpts] In its makeup, the Tkhor family is an ordinary one. It consists of three members. According to the latest USSR census, there are more than 15 million such families in the country.

The activities the members of the families engage in are also ordinary. Viktor Nesterovich is a worker, an adjuster in the Moscow Carburetor Plant, who formerly worked 17 years in the ZIL [Moscow Motor Vehicle Plant imeni I. A. Likhachev]. Mariya Afanas'yevna is an employee, a senior statistician. Their son, Sasha, goes to secondary school; he is in the sixth grade.

Viktor Nesterovich gets a vacation every year. But he has never once gone on a travel warrant. Why? "The whole family has to vacation together," he answers. Well, that makes sense. For this reason, his comment with regard to Article 53 concerning the family probably merits attention: "The state renders aid to the family through the creation and development of a broad network of child care facilities, the organization and improvement of consumer services and public catering..." The Tkhors believe that this list should have the following words added: "...vacation homes and boarding houses for family members..."

I ask:

"And what have you acquired in recent years, for example, since you moved into your new apartment?"

The mistress of the house lists them: good furniture, carpets, a radio, a refrigerator...Recently they bought Sasha a tape recorder and an accordion--he is going to a music school. The television set was small, but now they are watching a Temp.

"The only thing is," adds Maria Afanas'yevna, "that you can't get everything you need immediately and still get good quality. You waste so much time running from store to store to get some scarce item or other!"

"The new constitution," she continues, "should stipulate that the state has the task of meeting the population's needs for high quality goods. For another thing, consider books. Our library is small; it only has the basic works of the Russian classics, and not all of them. It has become difficult to get books. And yet every family needs them so badly! It would be well for the constitution to mention the state's promotion of book publishing."

...An ordinary family. It is concerned with vital issues affecting the whole country. That is why the family is so responsive to every article of the draft of the new Fundamental Law. Like millions of other Soviet families, incidentally. This constitutes the strength of our system, our way of life.

Housing

Baku BAKINSKIY RABOCHIY in Russian 2 Aug 77 p 2

[Article by T. Mamedova, accountant (Baku): "My Suggestion"]

[Text] For the first time, the draft of the country's Fundamental Law stipulates the rights of Soviet citizens to housing. This testifies to the concern of our state for the further improvement of the well being of the Soviet people. I propose that the following words be added to Article 44: "Soviet citizens needing housing and improved living conditions are to be accepted for apartment registration regardless of their length of residence or length of work service."

Clothing Trade

Moscow SOVETSKAYA TORGOVLYA in Russian 2 Aug 77 p 3

[Article by L. Susidko (Tiraspol', Moldavian SSR): "The Responsibility of Colleagues"]

[Text] During the Ninth Five-Year Plan, the first excellent-quality integral process crews came into being in the award-winning collective of the Tiraspol' Sewn Goods Mill imeni 40-letiya VLKSM. Competition for high quality goods involved cotton farmers, textile workers, and clothing enterprise workers. This made it possible for the sewn goods workers to increase the output of man's and school children's shirts bearing the state Emblem of Quality to between 45 and 50 percent of the total output.

Since the beginning of the Tenth Five-Year Plan, trade workers have been included in the integral process crews. Their task is to sell excellent goods in an excellent manner. In many trade enterprises of the city, the sale of goods of local manufacture has increased by more than 15 percent.

This is the effect resulting from cooperation with the suppliers. It is no secret, however, that there are still industrial enterprises that are careless in their handling of delivery contracts; they fail to comply with assortment specifications and delivery schedules; they turn out low quality goods. And it is we, the customers, who suffer.

For this reason, I propose that in addition to expanding the rights of labor collectives, the new constitution precisely define their duties to their colleague collectives for strict and unconditional fulfillment of contractual or other obligations aimed at resolving shared production and social tasks.

Responsibility for Social Property

Moscow SOVETSKAYA TORGOVLYA in Russian 7 Jul 77 p. 3

[Article by V. Markova, senior sales clerk, Odezhda Store No 71 (Krasnoyarsk): "My Suggestion"]

[Text] The draft of the new USSR Constitution is meeting with unanimous approval everywhere.

Our collective, Odezhda Store No 71, has also expressed its opinion of this remarkable document. All of us are gratified by the draft constitution's stipulation of the further development of Soviet democracy and the expansion of Soviet citizens' rights.

In addition to rights, the draft constitution also imposes responsible duties on Soviet citizens. In this regard, I should like to make one amendment to Article 9, which deals with socialist ownership as the basis of the USSR's economic system.

It is no secret that there are still dishonest people who are not above getting rich off the people's property. There are still some workers who are careless in their treatment and safeguarding of material goods and monetary funds belonging to the state and to cooperative and social organizations.

For this reason, I propose that in Article 9 of the draft constitution, after the words "No one has the right to utilize socialist property for purposes of personal enrichment" the following words be added: "Embezzlement and spoilage of socialist property is punishable by law. Officials allowing a negligent attitude toward the safeguarding of the socialist property bear responsibility for this."

Cost Account in Trade Outlets

Moscow SOVETSKAYA TORGOVLYA in Russian 17 Jul 77 p. 3

[Article by G. Gol'tsov, director of the chair of economics, Far Eastern Institute of Soviet Trade (Vladivostok): "In a Thrifty Manner"]

[Text] The principles of socialist management stipulate that in the process of economic administration, cost accounting is actively utilized on par with profit and prime cost. This provision is emphasized in Article 15 of the draft of the new USSR Constitution.

Cost accounting enhances the motivation of every member of a collective to improve the overall indicators of the work, and it places the enterprise's expenditures in direct dependency on the fulfillment of planned objectives. In the retail trade, of course, where small enterprises predominate, it is not possible, and it is economically unfeasible, to confer full economic independence on each of them. Thus, for example, converting every store to direct ties with industry would lead to excessive transport expenditures and narrower assortments, not to mention the fact that shipping goods in small batches would complicate the work of the suppliers.

Given these circumstances, it is impossible to overestimate the role of internal cost accounting. It makes it possible to make better use of the resources of each store, to specify the work indicators, and--the main thing--it establishes a connection between individual wages and the end results of the enterprise's activities. Experience shows that where the "mechanism" of internal cost accounting has been set up properly, profitability rises and distribution costs go down. It has also been shown that the customer gets faster and more attentive service. Thus, trade quality is organically tied in with efforts to economize on funds and exercise thrifty management.

Internal cost accounting is based, in particular, on a differentiated accounting of the use of funds and the planning of indicators of economic activities by subunits. And the work of each subunit is evaluated by its contribution to the shared results of activities of the enterprise or organization.

The experience of the Vladivostok GUM [department store] and the Yuzhno-Sakhalinsk and Magadan food trade organization shows that it is necessary to keep track of the indicators of cost-accounting subunits by bookkeeping data. A special statement is kept for each store, where actual expenditures are entered monthly, and with respect to receipt documents in which the trade discount is represented and the gross income of each store is figured. Account statements of distribution costs and gross expenditures make it possible to determine the store's profit.

It should be mentioned that the adoption of centralized, mechanized accounting of income and expenditures on the Askota Klass 170" has substantially speeded up and facilitated these operations. The results of the month's activities are determined by the machine for a shortened range of indicators: commodities turnover, gross income, distribution costs, profit, and stocks. With the addition of information on the economic and financial activities of the stores, the quarterly report serves as the basis for the material motivation of collectives and individual workers. In addition, all these indicators are essential in totaling up the results of socialist competition.

The effectiveness of cost accounting largely depends on how well the material incentive system is set up. It must be consistent with the role played by each cost-accounting link in fulfilling the enterprise's plan and, of course, it must take account of the characteristics of the labor contribution made by each worker. Funds earmarked for material incentive are formed in each cost-accounting subunit in accordance with the wage fund and the profits earned.

It is essential that workers in each subunit be fully aware as to under what circumstances they may count on being rewarded and what they are responsible for. Thus, it is essential not only to reduce bonuses when the plan is not fulfilled but also to see to it that specific persons bear material responsibility for damage done to the enterprise's economic activity. If, for example, a trading organization depot has sent a store low quality goods or else the goods were not delivered on time, then those who are to blame for this--the goods handlers, warehouse manager, or other workers--must be fully or partially deprived of bonuses.

It also seems logical that it is essential to strengthen sanctions against the underdelivery of goods. An undisciplined supplier must not be let off with a fine. He must be made to make up for losses incurred by the enterprise because of failure to deliver on schedule.

And another thing. Why not reduce deductions for the trading organization's depot if, through the fault of its workers, there are not enough goods or else the store managers have to spend alot of time there "extracting" the necessary items?

In the application of cost accounting, much depends on the initiative of the collectives, and the principle of participation by worker collectives in administering enterprises and associations is raised to the constitutional level. For this reason, I suggest that Article 16 of the draft of the new constitution should stipulate that labor collectives taking part in the administration of enterprises and associations be obliged to be the initiators of thrifty management.

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CSO: 1800

LAND USE AND ENVIRONMENT

Environmental Protection

Tbilisi ZARYA VOSTOKA in Russian 10 Aug 77 p 2

[Article by K. Yegorova, deputy chief sanitary inspector, Georgian SSR, honored physician of the republic; and V. Gorgoshidze, chief of the Sanitary-Epidemiology Administration, Ministry of Health, Georgian SSR: "The Environment and Hygiene"]

[Text] The draft of the new USSR Constitution assigns a prominent place to environmental protection. The scale of present-day production makes this an urgent problem, one whose resolution involves an increasing number of scientists of various profiles, including hygienists.

In recent years, the Georgian SSR Ministry of Health Scientific-Research Institute of Sanitation and Hygiene has worked out more than 20 scientific themes oriented toward determining the maximum allowable concentrations of toxic substances in water, hygienic investigation of fresh-water lakes and their prospective use as sources of drinking water, the study of the allergic effects of certain substances emitted by industrial enterprises into the atmosphere, and so on. The results of one such investigation--norms for hygienically evaluating polymer coatings on concrete to be used in sea water desalinization installations--were awarded the silver medal at the VDNKh [Exhibition of Achievements of the National Economy USSR].

Man spends a great amount of time on the job. It is vital that scientists working on improving working conditions focus their attention on the worker's industrial environment. Work is now being done along these lines by staff members of the Georgian SSR Ministry of Health Scientific-Research Institute of Labor Hygiene and Occupational Diseases imeni Makhviladze.

The scientific-research institutes and sanitary-epidemiology stations of Georgia have made a practical study of air pollution in all major cities and industrial centers of the republic. A number of measures have been implemented to reduce and prevent environmental pollution. In Tbilisi, for example, six enterprises, shops, and automotive transport operations have been removed from the residential zone of the city. In order to

reduce pollution of the air by harmful substances, boiler facilities are being converted to gas, heating systems are being installed in housing and administrative buildings, and heating equipment is being converted to gas in hospitals and public catering facilities.

Since the early 1960's, quarterly laboratory observations have been made on the sanitary condition of the main bodies of water in the republic and the Black Sea. Hygienic recommendations are stipulated by planning bodies, ministries, departments, and project organizations in the planning of cities and rural population centers. Work is now underway on studying environmental conditions and the hygiene of planning and development for the resort cities of Gagra, Avadkhara, and Pitsunda; a study has been made of the seashore zone for a formulated regional plan for protecting the Black Sea up to the year 2000.

Hygiene scientists and practitioners have taken active part in drawing up hygienic forecasts for the "Master Plan of Integrated Utilization and Protection of the Country's Water Resources to the Year 2000," also "Hygienic Recommendations for Improving and Transforming the Environment of the City of Tbilisi to the Year 2000 and the Long Range Future."

Implementation of the protective norms formulated on a scientific basis is strictly controlled by agencies of the state sanitary inspectorate. No industrial enterprises, residential buildings, water pipelines, schools, hospitals, or food service facilities can be built without their authorization, also population center development, the introduction of new food products, synthetic goods, and so on.

The success of the matter, however, requires an integrated approach to the problem and high motivation not only on the part of scientists but also production workers. And yet, some industrial enterprises in the republic--such as the Zestafoni Ferroalloy Plant, the Kaspi and Rustavi cement plants, the Kutaisi Motor Vehicle Plant, the Inguri Pulp and Paper Combine, the Tkvarcheli GRES and Concentration Mill, the Tskhaltubo Gruzgumbrin [Georgian Gumbrin] Plant, and a number of others--are not sufficiently concerned about preventing harmful atmospheric pollutants.

There has been a substantial rise in atmospheric pollution around major cities by automotive exhaust gases. The amount of harmful substances emitted into the atmosphere depends to a considerable extent on the technical condition of engines and, especially, fuel supply and combustion systems. Managers of automotive transport enterprises are not paying enough attention to the technical condition of their vehicles.

It is possible to prevent environmental pollution only through joint efforts through the rational use of scientific and technological achievements in this sphere, holding accountable all persons guilty of violating established norms and regulations.

In connection with this, it is advisable to have the first part of Article 67 of the draft of the new USSR Constitution read as follows: "Citizens of the USSR are obliged to safeguard the environment, to protect and multiply natural resources. For failure to perform these duties, citizens of the USSR must be held liable."

Assignment of Kolkhoz Lands

Moscow PRAVDA in Russian 13 Jul 77 p 3

[Article by V. Tselebrovskiy, docent, Tomsk Polytechnical Institute (Tomsk): "Kolkhoz Land"]

[Text] The concept "unlimited assignment of land" to kolkhozes, one would think, excludes the possibility of confiscating it. At the same time, it sometimes becomes necessary to take a portion of land away from farms to serve the needs of the state. Why not stipulate this reality directly in the constitution, making the appropriate amendment to Article 11? After the words of Paragraph 1 "...their charter tasks" I propose the following wording: "The land, while remaining state property, is assigned to kolkhozes for unlimited use. The Soviets of Peoples Deputies retain the right to confiscate a portion of the lands assigned to the kolkhozes for purposes of constructing new, and expanding existing, enterprises, transport facilities, and communications and defense installations, also in cases of nonutilization or inefficient utilization of the land on a specific kolkhoz and the possibility of making more efficient use of it for the public interest." And so on according to the text.

Protect the Land, Reduce Chemical Use

Kiev PRAVDA UKRAINY in Russian 30 Jul 77 p 2

[Article by Cherfas, chairman of the Emblem of Honor Kolkhoz imeni Krupskaya, Hero of Socialist Labor (Nizhnegorskiy Rayon, Krymskaya Oblast): "My Suggestion"]

[Text] The grain season just ended on our kolkhoz. The fields thanked us generously for our work--each hectare yielded almost 50 quintals of select grain. We have reason to love our land, to safeguard and cherish it, for it pays back a hundredfold those who care for it. But it is insulting and painful to see the land twisted and pitted, wooded belts neglected and overgrown. Article 67 of the new draft constitution stipulates the duty of Soviet citizens to protect the environment and natural resources. I believe that it is essential to amend this article with these words: "and multiply the fertility of the land."

I should also like to propose the following addition to Article 18 "introduce in agricultural operations everywhere biological methods of combating pests, reducing the use of poison chemicals to a minimum."

Punishment for Industrial Pollution

Riga SOVETSKAYA LATVIYA in Russian 13 Jul 77 p 2

[Article by B. Zolotov, chief sanitary inspector, Valkskiy Rayon: "For Use and Our Descendants"]

[Text] Our state is allocating considerable resources for environmental protection. In this regard, our country is setting a good example to the world. Now, not one enterprise or livestock complex can be delivered for operation if the document of the acceptance commission lacks the signature of the sanitary inspector.

But it also happens that some executives treat the environment carelessly. They allow waste water to be discharged into the lakes and rivers; they fail to install scrubbing facilities. Naturally, they are punished for this. But sometimes this is not enough, and then criminal proceedings are instituted.

I consider it essential to amend Article 18 of the draft of the USSR Constitution with the words: "Those guilty of polluting the environment are liable before the state."

Responsibility for Environmental Protection

Moscow KOMSOMOL'SKAYA PRAVDA in Russian 24 Jun 77 p 2

[Article by N. Filonenko, chairman of the executive of the Samarskiy Rayon Soviet of Workers Deputies (Dnepropetrovsk)]

[Text] Samarskiy Rayon is the newest rayon in Dnepropetrovsk. It was formed several months ago. Only recently, this was a barren bank of the Dnepr. Now, Europe's largest thermal power plant has risen up. It drives tens of thousands of machine tools in industrial enterprises; it has given life to the remarkable town of Pridneprovsk. Residential buildings, children's facilities, sports arenas, and educational institutions have grown up there.

But the inhabitants of our rayon are disturbed by the condition of the environment. Every day the smoke stacks of the Pridneprovsk GRES discharge too many solid particles into the air--sulfur and coal dust. How can air pollution be avoided in this case? Scientists have found an answer to this question. It is necessary to remodel the gas scrubber, replacing seven smoke stacks with one 300-meter-high one. This will make it possible to install electric filters and other scrubbing devices in the equipment. But the USSR Ministry of Power and Electrification is in no hurry with the remodeling. Ministry officials have decided, evidently, that scrubbing facilities are not first priority, and they have planned the remodeling work for the far future. We think otherwise. It is essential to remodel the scrubbing facilities in the near future.

We are also concerned about the water in the Dnepr. Industrial waste water is discharged into it. And yet right next door a fish combine has been built. Recently we were visited by A. A. Ishkov, USSR Minister of Fishing Industry. He had high praise for an experiment being conducted by the fish combine. In the very near future the combine will be able to deliver large quantities of fresh fish to the tables of the working people of Dnepropetrovsk. But, in the opinion of specialists, the discharge of industrial waste water may nullify the efforts of the people. Exercising our right, we appeal to the USSR Minister of Power and Electrification Comrade P. S. Neporozhniy to make a careful study of the issues relating to environmental protection in the zone of the Pridneprovsk GRES.

I believe that it is necessary to introduce an appropriate amendment to Article 18 of the draft of the USSR Constitution, which reads: "In the interests of present and future generations, the USSR takes necessary measures for the protection and scientifically substantiated and rational utilization of land and its resources and the plant and animal world, maintenance of the purity of the air and water, insured reproduction of natural resources, and an improved human environment."

I propose that the amendment read as follows: "Responsibility for safeguarding the human environment is imposed on local soviets, also ministries and departments whose enterprises are located within the territory of a given administrative region."

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CSO: 1800

COMMENTS ON EDUCATION

Children's Education, Upbringing

Yerevan KOMMUNIST in Russian 20 Jul 77 p 2

[Article by E. Mosinyay, secretary of the party organization bureau, Yerevan Secondary School No 162: "With Thought for the Future"]

[Text] Our Southwest district in the republic's capital city has been called the first-born of the past and present five-year plan. About 10,000 people already live there. The district is built up with modern houses, fully developed and landscaped; it has a secondary school, four kindergartens, stores, and consumer facilities.

These astounding changes, graphically manifesting the party's course of actions aimed at further improving the well being and culture of the working people, were discussed by participants in an open party meeting of our school. All of the speakers emphasized the historic significance of the decisions of the May 1977 Plenum of the CC CPSU, the programmatic nature of the proposals and conclusions contained in Comrade L. I. Brezhnev's report at the plenum.

"Important tasks are assigned to pedagogical collectives," said deputy school director R. Ayrapetyan, "by the draft Fundamental Law's stipulation of the right of citizens to an obligatory secondary education. This imposes on us a high responsibility for the quality of the instruction and education; it requires that we search for the most effective means of training and education work with children. The right path is suggested by those provisions of the draft of the new USSR Constitution which discuss the duty of citizens to be concerned for the education of children, to raise them to be worthy members of a socialist society. We must strengthen ties between the school and the family, help the parents to understand their duties."

R. Ayrapetyan proposed that Article 66 have added to it a provision that the education of children is viewed in the USSR as a matter of state importance. This proposal was supported by all those present.

Teachers A. Zagrabyan, K. Tadevosyan, F. Arutyunyan, G. Tairyan, and others, shared the first experience of differentiated study, by subjects and age groups, of the draft of the new constitution, experience accumulated during the course of preparing peoples for examinations.

In a unanimously adopted resolution, participants in the party meeting approved the draft of the new USSR Constitution and stated that they would bend every effort and utilize all their skills in order to raise the younger generation to be worthy inheritors of the great cause of October.

Choice of Professional Training

Moscow SOVETSKAYA ROSSIYA in Russian 23 Jun 77 p 3

[Article by Prof V. Shubnyakov, doctor of philosophical sciences, Yaroslavl' State University: "Find Your Calling"]

[Text] The draft of the USSR Constitution reflects a new stage in the development of our society. It takes account and generalizes the most vital achievements of the Soviet people, including in the field of winning world-historic rights and freedoms.

Article 45 of the draft of the USSR Constitution states that citizens of the USSR have the right to an education. As faculty member in a college, I am especially close and touched by the idea of this article, which confirms the necessity of close ties between education and life, production. But education is not an end in itself. What we need is not merely people with diplomas but good workers in fields of activities they have chosen themselves.

But it is impossible to train a full-fledged specialist in isolation from the sphere of labor in which he will be employed in the future. A constitutional provision requires that college directors more efficiently and diligently seek out various forms of relating education to life and adopt them in the educational process.

In my opinion, a vital role in this matter can be played by extensively involving first-year students in active production, research, and social-political activities. It is perfectly clear that on-job training, which at present is provided only sporadically and, as a rule, in the upper classes, cannot resolve the problem of specialist training. And it is during the early years that it is very important for a man to prove himself, to be convinced that he has chosen a specialty which is consistent with his psycho-physical traits and will actually yield him full satisfaction. It is no accident, after all, that after graduation many find themselves dissatisfied with their chosen profession, and thus become apathetic.

It seems to me that it is essential to expand and perfect the practice of setting up departments and scientific subdivisions of VUZ's directly in production, to regularly exchange information on the activities of

enterprises, institutions, and VUZ's, to more widely involve students in scientific work both on a voluntary and an economic contractual basis.

In analyzing the content of Article 45, it seems to me advisable for it to link education and calling, the knowledge and capabilities of the person. It seems to me that the first sentence of Article 45 should be amended with the following statement: "Citizens of the USSR have the right to an education chosen by each one in accordance with his own capabilities, interests, and calling." Such a provision would make it necessary to improve vocational training in the schools and in the family, and it would require a more responsible attitude toward the choice of profession on the part of each citizen.

Preschool Child Care

Moscow PRAVDA in Russian 29 Jun 77 p 3

[Letter from B. Khudayev, electrical engineer (Miass, Chelyabinskaya Oblast): "Kids Like It There"]

[Text] Millions of Soviet children are being educated in nurseries and kindergartens. It is true that in a number of cities there are still waiting lists for the placement of the youngster in such institutions. But the state is constantly developing the network of kindergartens and nurseries, allocating substantial sums from the budget. And the day is not far off when every woman who is a mother will have the possibility of going to work, secure in the knowledge that her child is getting excellent care.

Considering the fact that the constitution is to be adopted for many years, I propose that an article reading approximately as follows be incorporated in Chapter 7: "The Soviet state sets as its goal that of providing all citizens the possibility of educating children in state preschool facilities."

Statewide Preschool System

Moscow PRAVDA in Russian 29 Jun 77 p 3

[Letter from S. Meleshko, medical student (Krasnodar): "It Will Be Better That Way"]

[Text] It seems to me that the system in which nurseries and kindergartens belong to various departments has already outlived its usefulness. After all, schools located in one region have a single master--the rayon division of public education. Yet in a kindergarten, the manager may declare: "This child isn't ours. We only take children whose parents work in the plant..."

The time has come to have children go to nursery and kindergarten, as they now go to school, in the district where they live; enterprises should provide sponsorship aid to preschool facilities through the public education agencies. It would be useful for the constitution to stipulate a provision concerning the creation of a statewide system of preschool child care education and training.

Vocational-Technical School Construction

Moscow KOMSOMOL'SKAYA PRAVDA in Russian 25 Jun 77 p 2

[Article by V. Lubenskiy, deputy chairman of Kaliningradskaya Oblast Administration of Trade-Technical Education]

[Text] In the system of education that has developed in our country, a prominent place is held by vocational-technical and technical schools.

That is why today, as we discuss the draft of the new constitution, it seems appropriate to say a few words about legal principles of our system which now need to be revised.

I refer primarily to the construction of new schools. These questions are now resolved by base enterprises. What this leads to can be seen from examples in our oblast. We have 21 schools. But not one of them can boast of having a full complement of essential facilities. Three years ago, construction began on the Gur'yevskiy SPTU [presumed expansion: Specialized Vocational-Technical School] to train reclamation experts. According to the plan it was supposed to start enrolling students this year. But even at best, only the instruction building, the dormitory, and a faculty and staff residence will be delivered on time. And where the shops are to stand, a pit is only now being dug. There is no place to put the general education offices--they are still in the planning stage.

Who is to blame for this situation? I believe the reason for many problems in the vocational-technical education system is that our schools depend entirely on the base enterprises. For this reason, I propose that Article 25 of the draft constitution be amended by adding the following words: "The Soviet state insures the development of all links of an integrated education system." Such a stipulation would help to resolve two urgent tasks. In the first place, it would transfer the matter of building new vocational-technical schools into the hands of the state, the same as in the case of public school construction. In the second place, the law would become the legal basis for further improving legal relations between base enterprises and the schools.

Lifetime Learning

Moscow PRAVDA in Russian 9 Aug 77 p 3

[Article by I. Saltykov: "The Road of Understanding"]

[Text] Whatever job a man has in our country, from childhood to old age he continues to learn. We go to school ourselves, then we send our children to school, and then our grandchildren. And for most of us, the school bell never ceases to ring throughout our lives. It is probably for this reason that people of all ages and professions are now showing such great interest

in those articles of the draft constitution dealing with education. Evidence for this is seen in the mail coming to PRAVDA..

Production training chief I. Polonskiy of Omsktselinstroy [Omsk Virgin Lands Construction] writes: "We are striving to improve our work quality. And it is essential to improve the quality of instruction so that all young people, after graduating from school, possess genuine knowledge from their ten years of schooling, rather than simply a document with marks on it. Moreover, one third of the workers do not yet have a complete secondary education. For this reason, it is necessary to train people regardless of their age." He believes that Article 25 ought to emphasize that an integrated system of education in the USSR serves not only to educate young people but also to upgrade the level of knowledge of all working people. And he proposes that Article 45 be amended to indicate that the entire able bodied population of the country should have a secondary education. The same viewpoint is actively supported by journalist N. Maslennikov from the settlement of Mizurskiy (Alagirskiy Rayon, Severo-Osetinskaya ASSR). He proposes that an article be included in Chapter 7, to read as follows: "Every citizen of the USSR is obliged to receive a general or specialized secondary education."

"A state system for the imparting of knowledge is one of the great gains of the Soviet people," writes A. Kleyankin, a doctor of historical sciences and head of the department of USSR history of the Mordvin State University imeni N. P. Ogarev. "Since the liquidation of illiteracy we have come to a stage in which secondary education in our country has become compulsory for all young people. But we must not forget that the right to be educated requires a responsible attitude. Article 25, in my opinion, should be amended with the following provision: 'Every student is obliged to study well, to diligently master the sum of knowledge in his chosen specialty.'"

As it happens, however, success in learning depends on more than the efforts of the school or the student. Many young men and women work during the day and complete their education at night. Sometimes, managers of enterprises and institutions look at such things as an annoying "waste of time." Teacher A. Lyutinskiy from the city of Cherkessk (Karachayevo-Cherkesskaya Autonomous Oblast) remarks that production is also vitally interested in universal secondary education. He proposes that the constitution stipulate a provision to the effect that enterprises or institutions must be concerned with thoroughly complying with all benefits established for students.

Readers are focusing attention on the fact that the Soviet school system not only provides young people with a definite body of knowledge but also takes care for the all-round development of the individual. This requirement derives directly from the content of Articles 20 and 25 of the draft constitution. In his letter, A. Safonov (Vinnitsa) remarks that, unfortunately, some young people--even those having substantial professional knowledge and abilities--are still rather low in culture; in particular, the level of ethical standards with regard to their behavior on the job, in public places, and in everyday life is inadequate. He believes that the new constitution

should focus attention on the esthetic and ethical training of the younger generation. Teacher V. Kvasnikov (Moscow) proposes that Article 25 emphasize the importance of military-patriotic training, pointing out that the integrated education system in the USSR serves in the training of young people not only for labor and social activities but also for defending the socialist homeland.

"One is never too old to learn," is one more theme which is discussed by readers. In discussing it, senior scientific staff member I. Tonkonogiy (Leningrad) writes that economic, social, and scientific-technical development in the USSR is proceeding at a pace which requires that each worker continuously grow professionally and culturally. In connection with this, he proposes that Article 60 be amended to indicate that it is the duty of every able-bodied citizen of the USSR to systematically work to upgrade his production qualification, and that Article 45, listing the guarantees of the right to an education, should stipulate the broad development of the system of qualification upgrading.

Constant self-education has become a vital necessity for many. In discussing this, retired physician V. Svetlichnyy from the settlement of Kuzhenkino (Kalininskaya Oblast) comments on the difficulties one encounters in rural areas. "Even libraries numbering many thousands of volumes sometime lack an adequate array of essential materials for self-education--manuals, textbooks, and reference works, and sometimes they do not provide proper study conditions--there are no reading rooms. The practice of transferring books on inter-library loan from one region or oblast to another is a good thing, but it is time consuming. Moreover, village clubs, houses of culture, and even palaces of culture are not in a position to do this kind of work." Which state department should take up the task of developing and issuing methodology aids and developing a broad network of correspondence and residence consultations in rural areas?

The difficult work of self education must be objectively evaluated and recognized. "The draft constitution embodies genuine concern for each of us citizens of the USSR," writes V. Sekacheva from the village of Troitskoye (Sverdlovskaya Oblast). "Especially close to my heart is Article 45. I should like very much to make one proposal: allow working people studying on their own to take examinations for college on an external student basis."

Just 60 years ago, for tens of millions of people in our country the primer was still a closed, inaccessible book. Today, their children and grandchildren, discussing the draft of the new constitution, are determining how best to utilize the extensive system for imparting knowledge created by Soviet rule. Their truly statewide concern for the cause of public education is most reliable guarantee of its further successful development.

Russian Language Study

Tallin SOVETSKAYA ESTONIYA in Russian 27 Jul 77 p 2

[Article by N. Losyakova, teacher, Tallin Secondary School No 45: "The Language of the Friendship of Peoples"]

[Text] The vigorousness of the nationwide discussion of the country's Fundamental Law testifies to the profound interest of the Soviet people in the future flourishing of their homeland, in strengthening its power, in enhancing the well being of the people.

The most privileged class in our country are the children. This is clearly reflected in a number of articles in the draft USSR Constitution. There is no need to list them. But I should like to express some ideas inspired by many years of teaching experience.

Article 45 reflects the important social-cultural successes of the society of mature socialism. I refer to the free education, universal secondary education of young people, the free issuance of school books, and school instruction in one's native language.

Ours is a multi-national country, and there is also considerable migration of the population. Especially many young people are going to other republics to work on shock work Komsomol projects, to study and so on. In such a situation, we cannot get along without a knowledge of the Russian language as the language of internationality relations, the language of the friendship of the peoples of the USSR. In a number of union republics, however, school children's knowledge of Russian is not taken account of during certification. It seems to me that this situation is improper; it is not consistent with the all around development of the citizen.

For this reason, I propose that Article 45 be amended to read as follows: "The study of the Russian language as the language of internationality intercourse in the USSR is obligatory in all types of school."

One more remark. That same Article 45 states that all types of education are free of charge. For this reason, in Article 25 the phrase "Education in the USSR is free of charge" is not necessary.

Role of the Russian Language

Tashkent PRAVDA VOSTOKA in Russian 28 Jul 77 p 3

[Article by V. Kozlov, instructor, Tashkent College of USSR Ministry of Internal Affairs]

[Excerpts] It seems to me that the preamble of the draft constitution ought to reflect the role of the Russian language in internationality communication.

In the place where it speaks of strengthening friendship among Soviet peoples, I propose the following: "The union of the working class, the kolkhoz peasantry, and the nation's intelligentsia and the friendship among the nations and nationalities of the USSR have become strengthened; this has been facilitated by the language of internationality communication--the great, powerful Russian language."

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CSO: 1800

COMMENTS ON RELIGION

Forbid Sale of Religious Objects

Yerevan KOMMUNIST in Russian 13 Aug 77 p 2

[Article by A. Gukasyan, student: "Lines From Letters"]

[Text] In our country we have a humanitarian and tolerant attitude toward religious believers. This is a norm of socialist morality, stipulated in the present constitution and reflected in the draft of the new one. Frequently, however, young people abuse this attitude. One still sometimes encounters a young man wearing a cross around his neck or a young woman wearing a madonna.

I propose that in Article 52 of the draft of the USSR Constitution after the words "The church in the USSR is separate from the state, and the school from the church" the following sentence be added: "The sale of religious literature and ritual items is forbidden."

Freedom of Religion

Moscow SEL'SKAYA ZHIZN' in Russian 6 Jul 77 p 3

[Article by A. Buryy, labor veteran (Cherkassy, Ukrainian SSR): "Freedom of Conscience"]

[Excerpts] By way of discussion I should like to make several remarks in supplement to Articles 52 and 53 of the draft of the new USSR Constitution.

In Article 52, after the words stipulating the right to "perform religious rituals" I propose the introduction of the amendment: "...but only those which do not do physical harm to the human organism." This amendment is important because, as is well known from the history of religions, some religious sects have impaired human health during the performance of religious rituals.

I believe that it is advisable to stipulate by law new ceremonies that have developed in our socialist state--for example, ceremonies for weddings, child birth, issuance of the passport, funerals, and so on.

Article 52 goes on to state: "The fostering of hostility and hatred in connection with religious beliefs is forbidden." In my opinion, in that context this sentence could be interpreted in various ways and utilized by some people to campaign against atheistic propaganda. In implementing it, it seems to me, we cannot ignore the fact that some religious believers, when performing religious ceremonies, exert pressure on children's minds and frighten the neighbors with "God's punishment." But the unmasking of the harm done by religious relics could be interpreted by some religious believers as fostering hostility and hatred against them. In short, this provision, in my opinion, unilaterally protects the views of religious believers and at the same time permits them to foster hostility against atheistic convictions. For this reason, I propose that after the words "in connection with religious beliefs" we insert the words "or atheistic convictions" and that the whole provision be worded as follows: "The fostering of hostility and hatred in connection with religious beliefs or atheistic convictions is forbidden."

Forbid Fanatical Sects, Coercion of Minors

Moscow PRAVDA in Russian 30 Jun 77 p 3

[Letters from readers: "Should Be Added"]

[Text] I consider it essential to revise Article 52, which stipulates the freedom of conscience of Soviet citizens and the right to "perform religious rituals." As is well known, there are many kinds of religious rituals. And this wording should not be allowed to apply to fanatical sects.

I believe that the right to perform religious rituals cannot be extended to sects which impair the health of human beings, and I propose that such a restriction be introduced into Article 52.

In addition, this article ought to include a ban on a Soviet citizen's joining any religion whatsoever until he is of age. I. Ogly, Director, Leningrad Department of Izdatel'stvo Meditsina

I heartily approve of the draft of the new USSR Constitution. As an atheist, I should like to propose that Article 52 be supplemented to read as follows:

"Citizens of the USSR are given freedom of conscience--that is, the right to profess any religion and perform religious rituals, or not to profess any religion and to conduct atheistic propaganda.

'Forcing minors or other persons to perform religious ceremonies, and fostering hostility and hatred in connection with religious beliefs, are forbidden.

"In the USSR the church is separate from the state, and the school is separate from the church." S. Karpenko, physician, chairman of the scientific atheism council, L'vovskaya Oblast Clinical Hospital.

Protecting Children Against Religion

Moscow SEL'SKAYA ZHIZN' in Russian 29 Jul 77 p 3

[Article by P. Beridze, children's home director (Aspindza, Georgia):
"Guarding Childhood"]

[Text] Article 52 of the draft constitution states that "In the USSR the church is separate from the state, and the school is separate from the church." This, of course, is proper. But A. Buryy is also correct (in the 5 July issue of this newspaper) when he expresses concern about the fact that some parents are exerting pressure on children's minds, making them join a religion. In fact, sometimes adults force their minor children and grandchildren to perform religious ceremonies; they threaten them with "God's punishment," and take them to church. As a result, the little children get a perverted view of the world; they come under the influence of various superstitions. For this reason, in my opinion, it would be good to amend Article 52 as follows: "Parents and other persons are prohibited from forcing children to visit churches and monasteries to perform religious rituals. Persons charged with doing so are liable to criminal prosecution."

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CSO: 1800

POLITICS AND SOCIETY

Rights of Union Republics

Moscow IZVESTIYA in Russian 9 Aug 77 p 2

[Article by Prof G. Yepiskoposov, Moscow State University: "Lines From Letters"]

[Text] The draft constitution focuses substantial attention on problems of the national-state structure of the USSR, on expanding the rights of the union republics to insure the all-round flourishing and continuous rapprochement of all nations and nationalities of the USSR, in conjunction with strengthening the nationwide principles of our state. Such an approach is fully consistent with the characteristics of a socialist federation.

But is just for this reason that, in our opinion, Article 72, which defines matters relating to the competence of the higher bodies of authority, should stipulate not only their right to approve changes in boundaries between union republics but also to regulate administrative-territorial layout, jointly with the union republics, of course. The higher bodies of state authority must not be isolated from initiative in resolving these vital issues in the building of communism. Moreover, such a revision would be most consistent with the sense and the spirit of Articles 69 and 74 of the draft constitution, which emphasize that the USSR is an integrated, united multi-national state and that the sovereignty of the USSR encompasses its entire territory.

Definition of the USSR

Moscow IZVESTIYA in Russian 17 Jul 77 p 2

[Article by D. Davtyan (Yerevan)]

[Text] Article 1 ought to be revised somewhat. It states: "The Union of Soviet Socialist Republics is a socialist state of the whole people..." The following should be added: "formed on the basis of the voluntary union of equal union republics" and so on according to the text.

Forbid Racial or National Discrimination

Moscow PRAVDA in Russian 18 Jul 77 p 3

[Article by G. Zimanas, doctor of philosophical sciences (Vil'nyus): "Man's Dignity"]

[Text] Soviet law forbids any restriction on rights, the establishment of direct or indirect advantages of citizens on the basis of racial and national characteristics, as well as any kind of professing of class or national exclusivity, enmity, or disparagement with regard to other nationalities.

It is difficult to find among us any person who directly preaches racial enmity or demands any privileges for his own nationality. This has resulted from many years of friendship among the peoples of the USSR, the party's systematic Leninist nationalities policy and ideological-educational work. One still encounters people, however, who insult the national dignity of other citizens, who manifest disrespect toward individuals of other nationalities in everyday life and everyday contacts.

In this connection, I should like to propose an amendment to the draft constitution. Wording ought to be added to Article 36 stipulating that it is forbidden to insult national dignity. Thus, the end of the article should read as follows: "...Any kind of direct or indirect restriction on rights whatsoever; the establishment of direct or indirect advantages of citizens on the basis of racial or national characteristics, as well as any profession of racial or national exclusivity, enmity, or disparagement, or insult to national dignity, are punishable by law."

Inventor's Rights

Tbilisi ZARYA VOSTOKA in Russian 12 Jun 77 p 2

[Article by D. Greyn, director, law department, Georgian Social Patents Institute: "The Right to Creative Search"]

[Text] The draft of the new USSR Constitution guarantees the citizens of our country the freedom of scientific, technical, and artistic creativity. Article 47 reflects the vast possibilities developed in this country for creative activity.

Invention and rationalization activity in the USSR is encouraged in every way. Thus, inventors and the authors of rationalization proposals have the right to remuneration and compensation for expenditures on the development of technical documentation for model development. Citizens who have been awarded the title of honored inventor or rationalization expert of the republic enjoy the same benefits in the distribution of housing space as do scientific workers, and so on.

The rights include the right of authorship--recognition of the creator of the development as its author. The inventor may give his brainchild his own name or some other designation. Every adopted invention or rationalization proposal, and the remuneration paid for it, is noted in the author's labor booklet.

These are just a few of the rights and benefits conferred on Soviet inventors and rationalization experts. They demonstrate the party's and government's concern for innovators in production. And it yields substantial benefits. Thus, during the Tenth Five-Year Plan alone our republic should achieve more than 233 million rubles in savings through the use of inventions and rationalization proposals.

The conclusion of Article 47 of the draft of the new USSR Constitution reads as follows: "The rights of authors, inventors, and rationalization experts are protected by law." In our opinion, this requires some revision. The fact is that inventors and rationalization experts are also authors on par with representatives of other types of intellectual creativity. It seems to me that the final paragraph of Article 47 should be worded as follows: "The rights of authors relative to intellectual activity in production, scientific, literary, and artistic fields are protected by law." In this way, the interpretation of the word "authors" in Article 47 will be more precise and specific.

Russian the National Language

Moscow KRASNAYA ZVEZDA in Russian 7 Aug 77 p 2

[Article by Major A. Karpov (Kiev)]

[Text] The Soviet Union is a multi-national state, uniting more than 100 nations and nationalities. Each one has its own culture, literature, and language. At the same time, however, the nationwide means of mutual understanding and communication among the Soviet people is the Russian language.

Russian was the language spoke by Great Lenin, who worked out the strategy and the tactics of the revolution. Russian was the language used to proclaim the news of the victory of the proletariat in October 1917. Soviet rule announced its first decree in Russian. It is in Russian that the party speaks to us and Moscow speaks to the world. Russian was the first language spoken in space. The whole world is studying Russian.

The influence and prestige of our state are so great that the Russian language is penetrating into all corners of the globe. In our own country, we are at home everywhere in Russian. And there is no doubt that Russian will play an increasing role both within our state and outside of it.

For this reason, I propose that the new constitution include a special article concerning the Russian language, worded approximately as follows: "The nationwide language of the Union of Soviet Socialist Republics is Russian."

Social Development, Rights and Duties

Moscow IZVESTIYA in Russian 27 Jul 77 p 2

[Article by Prof S. Malinin, doctor of juridical sciences, first vice-rector of Leningrad State University imeni A. A. Zhdanov; Prof A. Pashkov, doctor of juridical sciences, director of the Leningrad State University Scientific-Research Institute of Integrated Social Research; and Prof A. Korolev, head of the chair of theory and history of the state and law, Leningrad State University (Leningrad): "The Unity of Rights and Duties"]

[Text] In recent decades, the practice of planning social development has become widespread in our country. Coming about at the initiative of leading industrial enterprises (the Leningrad Svetlana Association and LOMO [expansion unknown] imeni V. I. Lenin, the L'vov Television Plant, the Moscow Motor Vehicle Plant imeni Likhachev, and so on), it then came to encompass agricultural enterprises, construction organizations, transport and communications enterprises, and scientific and educational institutions. A new stage in integrated social-economic planning was the conversion to drawing up long range plans of development for cities, rayons, and territorial complexes. In other words, the national economy plans of the country for the Ninth and Tenth five-year plans contain special sections outlining programs of social development and raising the standard of living of the Soviet people.

All of this convinces us that the principles of planned management under developed socialism characterize not only the economic activities of the state, as the draft constitution stipulates, but also the sphere of the social life of the society. This fact ought to be reflected in the new constitution.

In addition to the broad spectrum of rights and freedoms stipulated in the draft constitution, it is advisable to incorporate one more right that is provided in a socialist society. This refers to the right of Soviet citizens to social-cultural services. It has long been an established fact that the Soviet Union provides, free of charge to the working people, libraries, clubs, palaces of culture, gardens and parks, stadiums and other sports facilities, and so on. An extensive network of preschool child care facilities makes it possible for practically all working people who have children under the school age to send their children to these institutions. It has become the generally acknowledged duty of economic and trade union agencies to provide social-cultural, material-amenity, and medical services to the working people, and public catering at the place of employment.

The state and the social organizations are spending vast sums to meet the social and cultural needs of the working people and their families. Socialist enterprises and institutions, the places where the work is done, in addition perform the role of centers of social-cultural and ideological-educational work among the working people, a source of meeting the spiritual needs of the people. For this reason, there is every reason for the constitution to stipulate these accomplished benefits in the form of a universal right to social-cultural services.

It is also worthwhile to discuss the issue as to the constitution's inclusion of a separate article stipulating the right of Soviet citizens to pension security. According to the draft constitution, this right is incorporated in the law governing material security. This was justified as long as pension security was not universal. Now, elaborated pension security has been introduced on the kolkhozes. As a result, we have developed an integrated system of pension security which guarantees a secure old age to all workers.

In speaking about the rights of Soviet citizens, it is always essential to keep in mind that an indispensable condition on the exercise of these rights is all citizens' obligation to impeccably and conscientiously perform their duties to society, the labor collective, and the family. In our opinion, it would be advisable for the Fundamental Law to emphasize the idea of the unity and equality by and between rights and duties, as a characteristic feature of the socialist way of life. In this connection, I should like to recall the words of F. Engels, who in critical remarks on the draft of the social-democrat program in 1891 wrote: "In place of 'for the equal right of all' I propose: 'for the equal rights and equal duties of all' and so on. For us, equal duties constitute an especially vital supplement to bourgeois-democratic equal rights, one which removes the specifically bourgeois sense of the latter" ("Works," Vol 22, p 235).

There is no doubt that the adoption of the new constitution will have vast political and national economy importance; it will make it possible for millions of Soviet people to become even more actively involved in administering all the country's affairs.

Women's Equal Rights

Baku BAKINSKIY RABOCHIY in Russian 9 Aug 77 p 2

[Article by Z. Aslanova, crew leader of Kolkhoz imeni 26 Bakinskiye Komissary (Sabirabadskiy Rayon), deputy to Azerbaydzhan SSR Supreme Soviet, USSR State Prize Winner: "Equal Rights"]

[Text] No one anymore is surprise by the selfless, socially useful labor done by women in our country. Many of them also work in kolkhoz production. Consider, for example, the crew which I head. Most of its members are my women friends. And, I might add, they work conscientiously.

I am firmly convinced that success in the building of socialism in our country is inseparably linked to the selfless labor of Soviet women. And it is no accident that within the complex of social-economic rights embodied in the draft of the new constitution a special place is assigned to such an important gain of socialism as the insuring of equal opportunities for men and women. It is with a sense of gratitude that women read the proud words: "Women in the USSR have equal rights with men."

The draft of the USSR's Fundamental Law stipulates that the state is concerned with improving working conditions and reducing, and later fully eliminating, heavy manual labor. We can see this in the example of our own farm. Powerful tractors, cotton harvesting machinery, and other modern equipment are working in the fields; advanced agricultural techniques are used. In connection with this, the work of women has also become easier and more productive. I should also like to point out that the involvement of women in social production has become possible thanks to radical changes in family life.

Unfortunately, however, even now it is not easy for us women. Most of the housework, alas, still falls to the "weaker" sex. And, it seems to me, women cotton workers are in an especially difficult situation. It comes down to the fact that the housework load compels some women with families to leave their job. Should this be tolerated? Obviously, in order to reduce the amount of time spent in housework it is essential to make further radical improvements in the activities of the consumer service spheres. For this reason, I consider it essential to introduce a slight amendment into Article 35 of the draft USSR Constitution, namely: among the measures insuring equality between men and women it is essential to specifically stipulate further improvements in consumer, communal, and trade services.

Birthrates Family Aid

Moscow SOVETSKAYA KUL'TURA in Russian 15 Jul 77 p 3

[Article by T. Ryabushkin, corresponding member, USSR Academy of Sciences: "The Family and the State"]

[Text] Relations between the family and the state in a socialist society are expressed with maximum precision and specificity in Article 53 of the draft of the USSR Constitution.

"The family is under the protection of the state.

"Marriage is concluded on the basis of the voluntary consent of a man and a woman: the married couple have equal rights in family relations.

"The state provides aid to the family through the creation and development of a broad network of child care facilities, the organization and improvement of consumer services and public catering, the provision of aid and benefits to large families, and the payment of benefits on the occasion of the birth of a child."

The state protects the family, the state helps the family--such is the key, fundamental wording given in the Fundamental Law of the Land of the Soviets.

Obviously, during different historical periods the family's need of state aid will vary. In discussing the draft constitution, it is very important to examine in detail, on the basis of the specific characteristics of the

current demographic situation, how this support should be specifically and primarily reflected. What are the outlines of the immediate tasks of demographic policies? What practical measures must guarantee the implementation of this constitutional principle?

Of all demographic problems, the birthrate has had the widest social repercussions. Even people who are remote from our science know that the birthrate is declining, and that this may have unfavorable consequences for society in the future.

An objective analysis shows that between 1965 and 1975 a certain stabilization was achieved. Overall, birthrate indicators may not be cause for alarm. But behind these average figures, polar tendencies are at work.

Differences among the union republics are great. For example, in Uzbekistan the birthrate held steady on a level above the average throughout the decade. Whereas in Azerbaydzhan, where the birthrate was quite high in the early 1960's, a sharp decline is observed. The birthrate decline in Georgia is substantial. Birthrate statistics are cause for serious concern in a number of regions of the RSFSR and the Ukraine. The natural population growth rate is low in the large cities, but it is also obviously declining in the villages. These and other demographic factors illustrate L. I. Brezhnev's thesis in his accountability report of the CC CPSU to the 25th party congress concerning the worsening of population problems.

Scientists in various specialties are diligently taking part in working out the basic directions of demographic policies for the next few years and the long range future.

Our ear has already become accustomed to the words "demographic policies," but they are remarkable in their own way. They reflect the unusually strengthened ties between science and politics, between the analytical activities of the scientists and the transforming efforts of the Communist Party. A distinguishing feature of demographic policies is their orientation far forward, into the future. Measures implemented by the state today will yield results much later; perhaps a generation or several generations later. And the very fact that the party and the state are setting up such goals testifies to the degree of maturity of our society, how acutely it senses its responsibility for the fate of mankind.

The main thing that must be kept in mind is that state measures aimed at resolving demographic problems are inseparably linked to a whole complex of social-economic measures. They constitute a vital component part of the program of social development aimed at raising the people's standard of living.

Among specialists there have been lively debates, which have even been reflected in the mass press, concerning the causes and social consequences of the declining birthrate. Many investigators consider the low birth rate

to be a natural phenomenon. Others see in it some kind of disruption in very vital processes of social development. From this derive various points of view with regard to what aim demographic policies should pursue. Should we strive toward expanding population growth or, as the American demographers believe, for example, should we strive toward zero population growth? At present, the debates may be considered closed. Specialists have drawn this conclusion: the aim of demographic policies should be to achieve expanded reproduction of the population while insuring a higher standard of living, improved training of the younger generation for independent living, higher levels of education, and so on. This applies to all republics and economic regions.

Scientists have not found it necessary to discuss the question as to the limits to which the state should concern itself with population growth. In the next 15 to 20 years, the period on which we are now concentrating our efforts, we will not have to worry about the burden of "overpopulation." But if such a threat arises at the turn of the century, our descendents will very likely be able to handle their own interests better than we can from here.

One of the basic directions in demographic policies is aid to women. It is essential to achieve full harmony between women's work and motherhood functions.

Much has already been planned for the Tenth Five-Year Plan: payment of benefits for a newborn child up to the age of one year, the right to part time work and work in the home, and a ban against using women in dangerous occupations and in night work. But much remains to be done. Working and living conditions for working women still need to be improved substantially. After all, the mother's health is the health of the coming generation.

Sometime we hear recommendations to the effect that the state should direct women's lives as follows: give them the opportunity to devote all their time to their families until the children grow up and then help them return to the job. Advocates of this viewpoint claim that this would lead to a rise in the birthrate and improve the quality of children's upbringing. But sober objections have been raised to this, and it is essential that these be heard. First of all, after a long interruption women find it difficult to return to the job, and even more difficult with the passage of time, since progress in all spheres and fields of work is accelerating rapidly. It seems to me that the psychology of our women is such that they themselves would begin to feel oppressed by such long term family burdens. Secondly, we cannot ignore the intensive balance of labor resources that awaits us in the next few decades. But to pose the matter as one of lengthening the period of paid leave after child birth to two years (later on to three years) is both possible and realistic. After all, by the age of two or three years the child can already be turned over to child care facilities without harming his physical or mental development.

A few words about improving the work of the child care facilities. One sometimes hears statements to the effect that it would be advisable to shut down the network of child care facilities and to give the money saved to the family--as a kind of payment for socially useful labor. I believe that the course of action aimed at expanding the network and improving the quality of the work of the nurseries and kindergartens is more consistent with the character and goals of our society, which, as we can see, are reflected in the text of the draft constitution.

One urgent economic problem is that of equalizing living standards in families with different numbers of children. In fact, with each addition to the family a kind of "space shrinkage" takes place, affecting both living space, and material opportunities, and leisure time resources. This largely determines how people decide the question as to the number of children in their family. The state is already doing a great deal to do away with different living standards in families, and will do even more in the future. With the birth of the first child, the family begins to sense "losses" compared with a childless family. Sociological investigation shows that this impels some couples to restrict themselves to one child, although all claim to recognize that this is unwise in all respects. In the future it may be possible to establish aid for families regardless of the number of children; only the forms and amounts of aid would have to vary. It seems to me to be advisable in this connection to introduce a revision in the text of the draft constitution, omitting the words "with many children" from the concluding lines of Article 53.

Measures of this kind would have not only a narrowly economic significance but also substantial moral significance. They would help to confirm in our society the cult of the large family, for which an ever increasing need is felt. The abolition of taxes for parents having children two to three children, support for children from state funds, free medical treatment for children, free textbooks, free lunch in school--it may be that these would not even raise the material standard of living of the large family, but they would enhance the importance of "having children" within the hierarchy of family needs.

When discussing family problems, we frequently confine ourselves to parents and children, forgetting about grandmothers and grandfathers. Yet the family's economic situation, the moral atmosphere that prevails in the home, and the quality of children's upbringing largely depend on the relations that exist between these three generations. State measures aimed at protecting the health of retired persons and insuring an active old age also constitute a realistic and essential form of family aid. These constitute the way to strengthen intrafamily ties, so vitally important to the children; these constitute a reliable method of easing family living conditions. Additional economic measures are necessary to encourage economic labor activity among older persons and enhance the role played by working pensioners. Both medicine and sociology unanimously assert that activity is a better medicine than drugs.

It is essential to touch upon one more complex problem that inevitably arises when discussing state aid to families. What should be the nature of such aid--national or regional? Can differences between regions be permitted? It seems to us that it is necessary to work out a rational, principled approach to this genuinely difficult problem.

State and individual interests, personal and social life...the draft of the USSR Constitution, based on the genuine achievements of our system, confirms their complete unity--the aspirations of the individual and the nation of millions. This determines the meaning and purpose of comprehensive aid which the state provides to the Soviet family.

Mothers With Many Children

Kiev PRAVDA UKRAINY in Russian 28 Jul 77 p 3

[Article by S. Sobchik, housewife (L'vov): "A High Calling--Motherhood"]

[Excerpts] The laws of our Soviet state have given women equal rights with men. These rights are not merely expressed in words but also in great, convincing deeds. How many remarkable women are this country's pride--physicians, artists, and ministers. And the labor of mothers with many children in this country is recognized in special orders and awards. Yet it seems to me personally that many women are more desirous of managing plants and institutes than of building up a large family. Why is this? Because that job is difficult and unrecognized, yet it requires full giving of oneself. The everyday deeds of the mother do not take place in public, but behind closed doors, within the home, where everything is thoroughly blended--the large, the funny, the bitter, and the salty tear.

In society, of course, in the Soviet way of life, there is much respect for us. I am judging by myself. Our family was given a splendid apartment in the center of town, consisting of four rooms with a total area of 115 square meters. Yet at that time the only working member of our family was my husband--in the galvanizing shop of Mikropribor Production-Technical Association. When we first moved into the apartment we oohed and ahed: stucco ceilings, a patterned floor, and a tiled stove! Simply a mansion, and the family needed 11 beds. Thanks to the board of directors, the party committee, and the trade union organization of Mikropribor; thanks to Nina Tikhonovna Sychevskaya, the secretary of the shop party bureau; they helped with furniture, gave us a refrigerator, and they are still very considerate.

And here is another item. When we started having children, naturally I left my job. But when I had to have medical treatment, I was sent free of charge to a resort on a travel warrant. And I am assured about my children's well being: the oldest, Bogdan, served in the army after he graduated from the radio and electronics tekhnikum; since graduating from the 10-year school, Andrey, like his father, has been working at Mikropribor, but in the assembly shop. After the eighth grade, Vasya enrolled in vocational-technical school No 12, and he studying to be a painter; the others are

in public school, except for little Petrus' and Natalochka. Three of my children spend their summers in pioneer camp, and I still received state aid for the youngest.

All of this is the ordinary life of an ordinary Soviet family. And these norms are stipulated in our constitution. But I should like to see Section 2 of the new USSR Constitution be supplemented with a separate chapter entitled "The State and Motherhood." Our Fundamental Law ought to raise the labor of mothers with many children to the level of national significance; it ought to define their status, rights, and overall duties separately. It is no secret, after all, that even some of our respected husbands say that their wives are "sitting at home." But what kind of sitting is that: even at night you have to get up--to straighten one child's blankets, puff up another child's pillow, caress another's forehead. It is essential that we raise our children to be healthy, noble, and labor-loving for the sake of the country.

I have a total of five sons; all of them will see military service. This is the sacred duty not only of sons but also of mothers--to prepare them to defend the homeland. A mother raising one son will wait two years for him to come home; for me, it is ten years. For this reason, our rights ought to be different:

Pay for Mothers With Sick Children

Kishinev SOVETSKAYA MOLDAVIYA in Russian 16 Jun 77 p 1

[Article by N. Rotaru, manager of electrical production crew No 1, Moldavgidromash: "The Main Thing Is Labor"]

[Text] Our crew's collective is studying the draft of the new USSR Constitution carefully. We believe that it should also reflect certain factors. It is necessary to legislatively stipulate the right of cadre workers with lengthy, uninterrupted production service to additional measures of moral incentive or additional leave. At the same time, violators of labor discipline and those guilty of absenteeism should be deprived of the opportunity to make full use of leave time. Absentee time should be excluded from the days allocated for leave.

We also believe that the draft constitution properly defines the status of women in our society. The Fundamental Law of our life ought to specifically emphasize that in the event of a child's illness, mothers with many children must be fully paid for the time spent in restoring the health of their children during illness.

Age No Grounds for Retirement

Yerevan KOMMUNIST in Russian 13 Aug 77 p 2

[Article by A. Onanyan, docent]

[Text] It seems to me that the constitution ought to stipulate that age in and of itself is no grounds for automatically retiring a worker.

I believe that the text of the future constitution should stipulate that every person receiving an old age pension has the right, depending on his physical capabilities, to continue to work, with wages paid in accordance with the socialist principle: "From each according to his abilities, to each according to the quality and quantity of the work."

Equalize Pension Rates

Baku BAKINSKIY RABOCHIY in Russian 2 Aug 77 p 2

[Article by P. Mkrttychev, personnel pensioner (Shamkhor)]

[Text] I have some amendments for Article 43 of the draft constitution, which discusses the right of citizens to material security in old age, in the event of illness, and so on. It seems to me that this article should incorporate the following: "Amounts of pensions are to be reviewed every five years." This is dictated by the constant rise in wages in our country. Those who retired, for example, during the difficult post war years were paid pensions on the basis of one rate, while those who retired from the same job and went on pension at a later time were paid in accordance with a different rate, one that was considerably higher. So a difference developed in the amount of pensions. Is this justice? Of course not. For this reason, I think, my proposal is a sound one.

Pensions, Communal Living

Tashkent PRAVDA VOSTOKA in Russian 10 Jul 77 p 2

[Article by I. Alimov: "Conversation in a Tea Shop"]

[Text] We arrived at the cozy tea shop, in Sabir-Rakhimovskiy Rayon, several minutes before the meeting. Situated comfortably on soft, deep carpets, the people were engaged in quiet, unhurried conversation over their tea.

"This tea shop is a favorite leisure place for the inhabitants of our makhallya," says the chairman of the makhallya committee, a senior instructor at the University, Mansur Makhmudov. "Everything here was made by the people sitting here. See this summertime awning, and this winter facility, and kitchen. The doors of the agitation center, which is constantly in operation, are always wide open; the center is managed by Candidate of Historical Sciences Usmankhan Tukhtakhanov. Our makhallya is a friendly, united collective of labor-loving people. Today our meeting plan calls for discussing the draft of the USSR Constitution."

The agenda was announced beforehand, and for this reason those attending had had time to think about what to say, and the meeting proceeded without pauses, in a serious and businesslike manner.

"The draft of the new USSR Constitution is brilliant evidence of the great strides our country is making toward communism," said the first one to speak, Abduvali Abdukayumov. "My old friends and I, makhallya veterans Aman Yunusov, Kamil Tashpulatov, Mavlan Abdullyev, and others, have lived in two worlds: we can remember very well what things took place before the revolution, contrasted with how people live now."

Both old and young listen with intense interest to Abduvaliat's live story. In 1931 he joined the Communist Party. He has been a worker all his life, 45 years on the Tashkent Railroad. He was in the war, clear to the Oder. Twelve years ago he could have retired, but he still has not done so, because he cannot imagine himself without a job.

"Taking part today in discussion of the draft USSR Constitution, I should like to make a proposal," the old veteran concludes his speech. "I think that the new constitution ought to precisely stipulate the age of pension: 60 for men, 55 for women. And the appropriate article should be amended with the following words: any person who attains the age of pension, if his health permits, has the right to continue working."

"My friend Abduvali has spoken well and wisely," says the next one to speak, a CPSU member from 1918, Nurmat Khalmukhamedov. "But I should like to speak to the young people. Through many long years of work in party and soviet agencies I have always been in contact with Komsomol members, many of whom themselves are now teaching the rising generation. Our present generation consists of vigorous, resourceful guys and girls, who are attempting to consolidate the achievements of preceding generations. But it seems to me that the new constitution necessarily ought to supplement Article 59: "To be a patriot of one's homeland; to dedicate oneself to protecting and multiplying the glorious revolutionary and militant traditions of the Soviet people." That which has been achieved through such efforts in the course of the last 60 years must be understood, remembered, and elaborated. And this must be stipulated by law."

One after the other, many took the floor to speak. And every speech reflected a personal commitment to keep order in the streets, to multiply the nation's wealth, to do everything necessary to make our life more beautiful.

The chairwoman of the women's council of Makhallya committee, Doni Khalmukhamedova, shared an interesting thought. She has been working 36 years as a teacher, now employed in school No 22.

"We all know very well that most of the inhabitants of our makhallya respect one another, they comply with the regulations governing socialist communal living. But there are others who are not willing to comply with public order. They keep showing up drunk on the street or disturb the peace at night with their motorcycles or the sounds of transistor radios at full blast. Article 59 of the draft constitution stipulates compliance with and respect for the regulations of socialist communal living. I think, however, that it

is essential to add a provision to the effect that it is essential not only to respect the regulations governing socialist communal living but also to comply with them, and to be held liable in the event of failure to comply with these regulations."

The interesting way in which the meeting was conducted shows that the inhabitants of the makhallya have taken the draft of the new constitution close to their hearts. This means that the constitution is correct when it states: "It is a society whose law of life is the concern of all for the well-being of each and the concern of each for the well-being of all."

How true!

Forms of Address

Kiev PRAVDA UKRAINY in Russian 9 Jul 77 p 2

[Article by L. Okhmat, Colonel, Retired (Cherkassy): "My Suggestion"]

[Text] Two years ago, this newspaper published a letter entitled "Our Word Is Proud--'Comrade'"; there were responses. Readers wrote: The motto of our society is "Man for Man--Friend, Comrade, and Brother." The word "comrade" has become part of our life, a great social gain.

The form of address of Soviet people among themselves--"comrade"--must be stipulated in our new constitution.

I propose that Article 33 after Paragraph 1 read as follows: "Citizens of the USSR in addressing one another use the words "comrade," "citizen," "citizeness."

The Writer's Duty

Tashkent PRAVDA VOSTOKA in Russian 21 Jul 77 p 3

[Article by Mikh. Sholokhov, State and Lenin Prize Winner, Nobel Prize Laureate, Hero of Socialist Labor, CC CPSU member, deputy to the USSR Supreme Soviet: "The Fourth Stage"]

[Excerpts] The primary new aspect of the draft constitution is the expansion and strengthening of socialist democracy, which we defended in fierce battle with fascism.

The fate of members of my generation was bitterly disrupted by the war. Events of the front, events of total war left an indelible trace. I lost my 70-year-old mother, who was killed in the bombing of our country, of no strategic significance at all. My home and library were demolished by mortar shells. I lost many friends. And these were not just personal griefs, personal woe--individual burdens and losses went together to make up the nation's shared disaster that war brings to people.

Here I should like once more to assert that the draft constitution directly affects me as well. In particular, the constitutional affirmation of the principles of Leninist policies of peace, aimed toward eliminating war from international relations, toward strengthening the security of nations and broadly developing cooperation among states of differing social structures. This directly affects me both as a man and as a writer. Yes, even though writers in different countries may have differing views, one thing must unite us: the striving to be useful to mankind, to peace.

Consider: in the draft constitution, social development and culture are accorded a prominent place among the state's concerns. For this reason, the significance and responsibility of the writer's labor are even greater.

Today is a happy time for the Land of the Soviets. But when we say "a happy life," this does not mean "an easy life." Much remains to be done. Many difficulties must be overcome. It was for just such an active, creative life that the heroes of my books have struggled, suffered, and died. Theirs was a harsh fate. But I think that any writer who glosses over reality to the detriment of the truth is a bad one.

Leninist Peace Policy

Moscow KRASNAYA ZVEZDA in Russian 14 Jun 77 p 2 LD

[Letter from Reserve Major F. Dyachenko, hero of the Soviet Union: "Unchanging Leninist Course"]

[Excerpts] For 32 years now we have been living without war, under a peaceful blue sky, engaged in creative labor, and all this is thanks to the wise foreign policy which the CPSU and its central committee, headed by Leonid Il'ich Brezhnev, general secretary of the CPSU Central Committee, are persistently implementing. In my view it is quite natural for the text of the draft constitution to include a special chapter on USSR foreign policy.

The noble aims of USSR foreign policy are recorded in this chapter of the basic law of the Soviet state.

However, I think it is necessary to make one addition to the formulation of Article 28. I mean after the words "The Soviet state consistently pursues a Leninist policy of peace, and advocates..." the addition of the words: "The easing, and in the long term also the elimination of the danger of a new world war" and thereafter like the text.

I believe that this addition would once more demonstrate to the whole world the Soviet state's peace-loving aspirations, and its concern about what is dear not only to our people, but also to all peoples of the globe--the opportunity to live and work in peace.

Of course we are not forgetting the adventures of which international imperialism is capable. Despite the continuing process of relaxation of tension, the danger of war has not yet been eliminated from the life of society. The militarist circles of Western powers are continuing to steepen the spiral of the arms race.

Under these conditions, the workers, engineering and technical workers, and employees of our Kirovskiy Zavod Production Association, like all Soviet people, consider it their duty to make what contribution they are able to strengthening our beloved homeland's might, and to promote the augmentation of its economic capability and the growth of its influence on the world arena.

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