

Progress in Social Security for Agricultural Workers in the USSR

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ECONOMIC AND SOCIAL PROGRESS in the USSR has brought about far-reaching changes not only in agricultural production but also in the living conditions of the rural population. Increasing use is being made of machinery and mechanical appliances, a greater proportion of the work is being done with power-driven equipment and industrial production methods are being more widely introduced. As a result of this general tendency, there is a growing similarity between the living and working conditions of the industrial and agricultural labour forces. This, in turn, has altered the numerical relationship between the urban and rural population and has led to changes in the age structure in the countryside (table 1). The pace of social development in rural areas, however, is also affected by factors working in the opposite direction. One of the features of agricultural production, the level of which is inevitably dependent on differences in soil fertility, variations in climate and the seasonal nature of farm work, is that there are appreciable fluctuations in the income derived by different farms. The fact that inhabited localities in rural areas are widely scattered across the countryside also raises problems of its own, and it would be a mistake to underestimate the importance of age-old traditions and national customs, which linger on among the rural population more easily than in the towns.

In the Soviet Union, where planning is concerned as much with the development of society as it is with the national economy, one of the basic tenets of programming and one of the foundations of the Government's economic and social policy is that the difference between living conditions in the towns and villages should gradually be reduced. There is no possibility of carrying through a comprehensive programme

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TABLE 1. URBAN AND RURAL POPULATION CHANGES IN THE USSR

Population	Millions of persons				Percentage			
	1913	1940	1959	1970	1913	1940	1959	1970
Total	159	194	209	242	100	100	100	100
Urban	28	63	100	136	18	33	48	56
Rural	131	131	109	106	82	67	52	44

Source: *Narodnoe khozaystvo SSSR v 1970 g.* (Statistika, 1971), p. 7.

from one day to the next and progress will have to continue over a comparatively long period of time. That is why specific measures for the gradual solution of the problem are being drawn up on the basis of carefully considered recommendations and are being included as an integral part of current and long-term plans, in which provision is made, for example, for a relatively faster improvement in agricultural workers' incomes, the organisation of rural welfare and cultural facilities which are up to the standard of those provided in the towns, greater possibilities for rural workers to avail themselves of educational and upgrading facilities, and the establishment of an infrastructure for rural medical services meeting modern technical requirements.

Another essential part of the programme is the progressive elimination of differences between urban and rural workers in the social security field. Farming has its special features, and any efforts to devise or improve social security arrangements for agricultural workers have to take account of various economic, social and demographic factors.

The main factor that has determined the way social security arrangements have developed is the economic organisation of agricultural production. In the early years of Soviet power, when, following the Revolution, the land was nationalised and handed over to the peasantry, the economics of farming were based on the individual holding, whose organisation was dictated by the traditions handed down from generation to generation, the underlying assumption being that the peasant not only worked the land but also owned his plot and the means of production connected with it. Consequently, the most acceptable form of social security for the peasantry and the one most closely corresponding to the economic conditions obtaining in rural districts at that time was the mutual aid society, and a peasants' mutual aid scheme was instituted by government decree in 1921. The mutual aid committees, which were given the right to levy contributions from their members as a means of raising the necessary resources in cash and kind and to organise collective relief schemes and various kinds of services for the benefit of those who needed them, initially concentrated their efforts on providing help for peasants engaged in reconstructing their farms. Subse-

quently, the societies became increasingly concerned with the provision of assistance to peasants in the event of sickness, protracted incapacity for work, death of the breadwinner and, in the case of women, maternity and childbirth.

The peasants' mutual aid scheme was not, however, the only way in which material security was provided for the peasant population. The early years of Soviet power also witnessed the organisation of state farms, which were large-scale agricultural undertakings operated by the State and set up on the basis of the nationalised estates previously belonging to the landowners. The workers employed on these farms enjoyed the same social security coverage as industrial workers in the towns and, more particularly, were fully eligible for membership of the state social insurance scheme.

Another major feature of the social security arrangements applying to agricultural workers was the provision of free medical care, which was instituted for the entire population in the very earliest days of the socialist State. The expense involved was covered exclusively out of funds earmarked for the purpose in the national budget. All types of medical care were available without any qualifying conditions for industrial workers in the towns and agricultural workers and their families in the countryside.

Soviet agriculture was collectivised in the early thirties, and small individual peasant holdings were consolidated into large agricultural artels. The kolkhozes (collective farms) and sovkhozes (state agricultural undertakings) became the main vehicles of agricultural production and the majority of the population became wage and salary earners (table 2).

After farming was collectivised, the collective farmers' mutual aid funds instituted by government regulations in 1931 became increasingly important and widespread as a form of social security for rural workers. The regulations provided for the funds to grant benefits to men and women collective farmers who became incapacitated for work for one reason or another and were no longer able to take part in the work of their collective farm. The funds also set up old people's homes, awarded benefits in cash and kind and played a great part in the rehabilitation of the disabled. The conditions and rates of benefit available to persons who were unfit for work were determined by each agricultural artel on the basis of decisions taken by the general meeting.¹

Under the model by-laws for agricultural artels adopted in 1935, each collective farm was required to set up a fund to be used for the grant of benefit to disabled persons, the aged, temporarily incapacitated farmers and families in distress, and also for the maintenance of crèches and the care of orphans. This fund was financed out of the artel's in-

¹ See 50 *let sovetskogo sotsialnogo obespechenia* (Moscow, 1968), pp. 40-43.

TABLE 2. PERCENTAGE DISTRIBUTION OF THE SOVIET POPULATION

Population	1928	1939	1959	1970
Total population	100.0	100.0	100.0	100.0
Wage and salary earners	17.6	50.2	68.3	78.4
Collective farmers and co-operative craftsmen	2.9	47.2	31.4	21.6
Individual peasants and craftsmen	79.5	2.6	0.3	—

Source: *Narodnoe khozyaistvo SSSR v 1970 g.*, op. cit., p. 22.

come from its harvest, other produce and stockbreeding, by setting aside up to 2 per cent of the value of its gross output. The procedure for the grant of pensions and other benefit and the benefit rates were fixed by each collective farm in the light of its financial possibilities and the number of potential beneficiaries.

The National Pensions Act, which was adopted and brought into force in 1956, appreciably improved the pensions payable to wage and salary earners and also led to changes in the practical arrangements made for the social security of collective farmers. After 1956 each fund increased its assets, which were no longer restricted to 2 per cent of gross income. Although the Government did not directly intervene by laying down the forms of material security to be provided for incapacitated members of a collective farm out of the general fund, it did bring its influence to bear by making certain recommendations to collective farms in connection with their social security arrangements. The farms themselves found it necessary for their social security measures to be co-ordinated, and many regions, and even republics, accordingly prepared uniform conditions and standards to be observed in the social security field. This happened, for example, in the Uzbek SSR, where pension security regulations for collective farmers were adopted on the recommendation of the Council of Ministers of the Republic.

Measures of this kind, however, did not suffice to provide a stable and guaranteed pension security scheme for collective farmers. The qualifying conditions for entitlement to a pension and the rate thereof varied widely, depending on the financial position of individual farms, but as the financial basis of agricultural undertakings was progressively strengthened, it became possible to draw up uniform social security legislation for members of collective farms, covering the entire territory of the Soviet Union. The drafting of a nation-wide text was completed in 1964, when an Act respecting pensions and allowances for members of collective farms was adopted by the Supreme Soviet of the USSR.

This Act was the culmination of many years' work on an improved system of social security for collective farmers. At the same time, it marked the beginning of an entirely new phase in the social security

coverage of rural workers, since it was the first text to be prepared on a nation-wide legislative and financial basis. It institutionalised the system of social security for members of collective farms, providing for old-age, invalidity and survivors' pensions as well as maternity benefit.

The social significance of the Act would be difficult to overestimate. Suffice it to say that about 8 million pensions were granted simultaneously to rural workers in virtue of the Act. On the other hand, while offering a possibility of bringing the social security arrangements for agricultural workers closer to those enjoyed by workers employed in industry—this being, in fact, the purpose for which it was designed—the Act was not intended to establish immediate equality.

Some differences in the level of social security of the two groups and in the conditions for the grant of pensions to collective farmers were initially inevitable. Particular difficulties were encountered in finding an immediate answer to the problem of fixing a uniform pensionable age, because of the relatively low proportion of able-bodied members of the farming population. Whereas persons of pensionable age represented about 10 per cent of the total working population in the towns, the corresponding figure for collective farms was over 40 per cent. This being so, it was initially necessary to fix a higher pensionable age for members of collective farms. At the same time, however, provision was made for their pension rates and conditions of entitlement to be subsequently improved. The preamble to the Act states quite clearly that "the pension rates provided for in this Act will be progressively increased in future, in keeping with increases in the national income, and, more particularly, the income of collective farms, until they reach the level of the state pensions awarded to wage and salary earners".

Further substantial measures to improve the social security arrangements for collective farmers were taken in the six years following the adoption of the Act. In 1968 the pensionable age was lowered by 5 years to 60 for men and 55 for women, which made it the same as for workers in the towns. In the same year there was an increase in the minimum invalidity pension rates and provision was made for the award of pensions to persons who had suffered partial invalidity as a result of an employment injury and were classified in group III. In 1970 a social insurance scheme was instituted for collective farmers. Under a set of regulations governing the procedure for the award and payment of social security benefit, collective farmers became entitled to temporary incapacity benefit and birth and burial grants payable by the Central All-Union Social Insurance Fund for Collective Farmers. The rates and qualifying conditions were made to correspond as closely as possible to those enjoyed by urban workers. In 1971 the standard rates for old-age, invalidity and survivors' pensions were increased by an average of 60 per cent, and the procedure applied in calculating wage and salary earners' pensions became applicable also to the pensions of collective farmers.

The present social security arrangements are of universal application, covering all classes of agricultural workers, irrespective of whether they are employed in state or co-operative undertakings, for all risks. For administrative purposes, however, agricultural workers are divided into two groups. The first consists of persons working on state farms, specialists and machine operators working on collective farms and the members of their families. This group is fully covered by the state social insurance scheme applicable to industrial workers and also by the National Pensions Act.

The second group consists of collective farmers and the members of their families, who have their own system of social insurance and enjoy pension security and the right to maternity benefit under the 1964 Act. The differences between the two groups, however, are mainly reflected in the way in which the social security funds are constituted and administered and in the procedures for the award and payment of pensions and allowances. Virtually all differences in standards and basic conditions of entitlement have disappeared, and the following description gives an over-all picture of the present social security system applying to all agricultural workers in the Soviet Union.

Free medical care, children's allowances provided by the State and a wide network of facilities for children financed in large measure by the State are available by law to all Soviet citizens, including those employed in agriculture.

Free medical care

Free medical care includes treatment for all types of illness, obstetrical care, care in the event of an accident, in-patient treatment in a hospital or clinic, and dental care. A person suffering from an illness requiring special treatment is entitled to receive it free of charge, together with any necessary supplies or equipment, from a simple gauze bandage to the use of radioactive appliances. Similarly, no charge is made for medical attendance—visits to a surgery, visits by a doctor to the patient's home, the doctor's travelling expenses and the conveyance of the patient by any means of transport. The same applies to all necessary analyses and X-ray examinations. There is an extensive network of hospitals, polyclinics, health centres and other institutions for the treatment and prevention of disease, the maintenance of health and the elimination of epidemics.

Temporary incapacity benefit

Temporary incapacity benefit is payable to workers employed in agriculture under the state social insurance scheme and the social insurance scheme for collective farmers. Such benefit is granted in the

event of illness involving incapacity for work, treatment in a sanatorium or health resort, the illness of a dependant needing personal attention, isolation as a result of a communicable disease, and the fitting of an appliance necessitating the patient's admission to an institution specialising in prosthetic and orthopaedic appliances.

Benefit is awarded irrespective of the length of time for which the person concerned has been working prior to the onset of incapacity for work; it is payable from the first day of incapacity and is maintained until the person concerned recovers or becomes entitled to an invalidity pension. Where an agricultural worker falls ill while taking his normal or supplementary holidays with pay, he is entitled to benefit for every day that he is ill. The rate of benefit is fixed as a percentage of his earnings. Benefit awarded as a result of an employment injury is invariably payable at the rate of 100 per cent. Otherwise the rate depends on the period of continuous employment, as follows: up to three years—50 per cent¹; between three and five years—60 per cent; between five and eight years—70 per cent²; eight years and over—90 per cent.²

Temporary incapacity benefit may not be paid at less than the minimum rates, but there is no provision for a maximum.

Maternity benefit

Women employed in agriculture are entitled to 56 days' prenatal and 56 days' postnatal leave, the latter period being extended to 70 days in the event of an abnormal confinement or the birth of two or more children. Cash benefit at the full rate of the woman's actual earnings is payable throughout the period of maternity leave if she has been employed for at least three years. If not, she is paid benefit equal to at least two-thirds of her actual earnings. While nursing her child, she is entitled to a nursing break in the course of the working day, the time being counted as working time and paid for as such by the management. During her pregnancy and while nursing her child, she may be transferred on her doctor's recommendation to lighter work without loss of pay.

Benefit for unmarried mothers and mothers with large families

Mothers with large families (i.e. three children or more) are entitled to a lump sum on the birth of each child after the second, the rate being 20 roubles for the third, 65 roubles for the fourth, 85 roubles for the fifth, 100 roubles for the sixth, 125 roubles for the seventh and eighth, 175 roubles for the ninth and tenth and 250 roubles for the eleventh

¹ 60 per cent for persons under 18 years of age.

² Workers on state farms and specialists and machine operators on collective farms are entitled to benefit at the rate of 80 per cent if they have been employed for between five and eight years and at the rate of 100 per cent if they have been employed for eight years or more.

and each subsequent child. If they have four or more children, they are also entitled to between 4 and 15 roubles per month per child.

Unmarried mothers receive a maintenance allowance for children from the State at the rate of between 5 and 10 roubles a month.

Apart from the above-mentioned allowances, unmarried mothers and mothers with large families are entitled to certain privileges as regards placing their children in crèches, schools and other institutions.

Pension coverage

Pension coverage is provided for wage and salary earners on state farms, and for specialists and machine operators on collective farms, under the National Pensions Act of 1956; members of collective farms are covered by the 1964 Act. The types of pensions granted, the basic qualifications as regards age and length of service, the range of persons entitled to survivors' pensions, and the procedure for calculating pensions on the basis of the insured person's wages are the same in both Acts. Thus members of collective farms, workers on state farms and workers in industry all now receive old-age pensions, for example, at the same age, after the same qualifying period of employment and, if their earnings have been the same, at the same rates.

OLD-AGE PENSIONS

Thus in agriculture as elsewhere entitlement to an old-age pension is acquired by men on reaching the age of 60 and completing not less than 25 years' service, and by women on reaching the age of 55 and completing not less than 20 years' service. Women who have brought up five or more children of their own can claim a pension earlier, at the age of 50. The rate of an old-age pension is fixed on the basis of the beneficiary's earnings prior to his retirement¹, as follows:

Monthly earnings (in roubles)	Pension rate (% of earnings)	Minimum pension (in roubles)
Up to 35	100	20 ¹
35-50	85	35 ¹
50-60	75	42.5 ¹
60-80	65	45
80-100	55	52
100 or more	50	55

¹ The minimum pension for persons employed on state farms and for specialists and machine operators on collective farms is 45 roubles a month.

The maximum old-age pension is 120 roubles a month.

¹ For this purpose account is taken of the beneficiary's earnings for any consecutive period of five years during the ten years prior to retirement or, in the case of persons employed on state farms, or of specialists and machine operators on collective farms, of their earnings during the previous 12 months.

INVALIDITY PENSIONS

Invalidity pensions are awarded to persons who become incapacitated for work, either permanently or for a long period of time, as a result of an employment or ordinary injury. The persons concerned are classified in three groups, depending on the extent of their invalidity. The first group consists of persons whose invalidity is total and who require the constant attendance or supervision of another person. The second consists of persons whose invalidity is total but who do not require the constant attendance of another person. The third consists of persons whose invalidity is substantial.

Agricultural workers are awarded invalidity pensions irrespective of when the contingency occurred—whether before, during or after their employment. For the purposes of the award and calculation of an invalidity pension, account is taken of the reason for the person's invalidity and also of his invalidity group. Pensions in respect of an employment injury are awarded without regard to a qualifying period of employment, whereas those in respect of an ordinary injury are awarded to persons who have completed a specified period of employment at a specified age. As an illustration, a man aged between 23 and 26 must have been employed for not less than three years to qualify for an invalidity pension in respect of an ordinary injury, whereas a man aged between 46 and 51 needs to have been employed for 14 years. Up to the age of 20, workers are awarded invalidity pensions in respect of an ordinary injury without regard to a qualifying period of employment.

The rates of invalidity pensions are calculated with the help of a double scale as percentages of earnings. The rates for pensioners who have suffered an employment injury are as follows:

- (a) group I—100 per cent of earnings up to 50 roubles a month and 10 per cent of the remainder;
- (b) group II—90 per cent of earnings up to 45 roubles a month and 10 per cent of the remainder;
- (c) group III—65 per cent of earnings up to 40 roubles a month and 10 per cent of the remainder.

The rates for pensioners who have suffered an ordinary injury are as follows:

- (a) group I—85 per cent of earnings up to 50 roubles a month and 10 per cent of the remainder;
- (b) group II—65 per cent of earnings up to 45 roubles a month and 10 per cent of the remainder;

- (c) group III—45 per cent of earnings up to 40 roubles a month and 10 per cent of the remainder.¹

SURVIVORS' PENSIONS

In the event of a breadwinner's death, any members of his family who are incapable of work are entitled to a survivor's pension, on condition that they were dependent on him. The expression "members of the family" covers —

- (a) children, brothers, sisters and grandchildren under 16 years of age (or 18 years of age if they are continuing their studies);
- (b) mothers, fathers, wives and husbands, if they have reached the age of 60 in the case of a man, or 55 in the case of a woman, or are incapable of work;
- (c) one of the parents or the wife or husband, irrespective of age and capacity for work, if the person concerned is looking after children under 8 years old;
- (d) grandfathers and grandmothers.

When a pension is awarded, account is taken of the cause of death (employment injury or ordinary injury), the beneficiary's age and, where death is due to an ordinary injury, the qualifying period of employment. The pension rate is fixed in the light of the number of members of the deceased person's family who are incapable of work and also of his earnings. Where the family has one member who is incapable of work, the pension is awarded at the same rate as a group III invalidity pension; where there are two such members, the rate is the same as a group II invalidity pension; and where there are three or more, the rate is the same as a group I invalidity pension. Pensioners permanently living in country districts and belonging to households with a personal plot exceeding 0.15 hectares (or some larger area fixed on the basis of the legislation of the Union Republics for the households of wage and salary earners of the appropriate category) are granted pensions (including maximum and minimum pensions) amounting to 85 per cent of the prescribed rates.

Financing and administration

Social security for agricultural workers is financed from four sources: (1) the national budget; (2) the budget of the state social insurance scheme; (3) the Central All-Union Social Security Fund for Collective Farmers; and (4) the Central All-Union Social Insurance Fund for Collective Farmers.

¹ Group III invalidity pensions in respect of an ordinary injury are granted to persons employed on state farms and to specialists and machine operators on collective farms.

In the national budget, money is earmarked to cover expenditure on the provision of free medical care, the grant of benefit to unmarried mothers and mothers with large families, the payment of benefit to persons suffering from congenital invalidity, the maintenance of old people's and invalids' homes, the payment of subsidies for pre-school facilities for children, and the administrative overheads of the social security services.

The budget of the state social insurance scheme is used to finance social security for workers on state farms, specialists and machine operators on collective farms, and persons working on collective farms as hired labour. The funds of the scheme are derived from insurance contributions payable by state agricultural undertakings at the rate of 4 per cent of the wage fund and also from state subsidies. Apart from covering the cost of pensions and other types of benefit, the budget of the scheme is used to pay for the treatment of workers in sanatoria and health resorts, dietetic food and preventive medicine schemes in agricultural undertakings.

The Central All-Union Social Security Fund for Collective Farmers is financed from contributions payable by collective farms at the rate of 5 per cent of the gross income of each farm and also from state subsidies. The share of income derived from these two sources is gradually altering in the direction of a greater proportion from the State, as may be seen from table 3.

This change is primarily attributable to the fact that the various measures to improve the pension coverage of members of collective farms have been paid for mainly out of allocations from the national budget. The moneys of the Central All-Union Social Security Fund for Collective Farmers are used to pay pensions to members of collective farms and their dependants and also for the grant of maternity benefit.

The Central All-Union Social Insurance Fund for Collective Farmers is financed from contributions at the rate of 2.4 per cent of the fund set up by each farm to remunerate its members, but there is no contribution from the State. The moneys of the Central Fund are used to pay temporary incapacity benefit and to provide birth and burial grants. A certain amount is also set aside to pay for the travel warrants used by persons travelling to sanatoria and rest homes and also to finance services for children.¹

Social security for agricultural workers is administered by the government authorities, the collective farms and the trade unions. The forms that are financed entirely by the State (such as medical services, congenital invalidity benefit and children's allowances) are run by the government authorities. Those provided for workers on state farms under the state social insurance scheme are run by the trade unions. Those pro-

¹ See *Sotsialnoe strakhovanie chlenov kolkhozov* (Moscow, Profizdat, 1970).

TABLE 3. STRUCTURE OF THE CENTRAL ALL-UNION SOCIAL SECURITY FUND FOR COLLECTIVE FARMERS

Type of income	Millions of roubles		Percentage	
	1965	1970	1965	1970
Total income	1 157	2 290	100	100
Contributions from collective farms	720	910	62	40
State subsidies	437	1 380	38	60

Source: *Narodnoe khozyaistvo SSSR v 1970 g.*, op. cit., p. 283.

vided for members of collective farms under the 1964 Act are run by the government authorities and the social security councils of the collective farms themselves; the social insurance arrangements for members of collective farms are administered jointly by the trade unions and the social security councils of the farms.

The social security councils of the collective farms were set up under the 1964 Act at the level of each farm, area, region and republic. At farm level, they process the various documents connected with the award of pensions and other types of benefit and make recommendations to the appropriate committees. The area councils supervise the committees' work and give a final ruling on appeals from farmers who do not agree with their decisions. The regional councils supervise the work of the area councils, deal with the payment of contributions to the Central All-Union Social Security Fund for Collective Farmers and various other problems. The councils set up at the level of each republic have a number of supervisory functions, and they also have the right to initiate legislation; they examine and circulate proposals for improving social security for collective farmers throughout the republic and submit the necessary suggestions to the legislative authorities. Regulations governing the procedure to be followed in the award and payment of temporary incapacity pensions are approved by the All-Union Central Council of Trade Unions and the Union Council of Collective Farms.

As can be seen from the foregoing description, the general pattern of administration is as follows: legislative work is entirely in the hands of the government authorities and the Union Council of Collective Farms; executive and direct administrative responsibilities are discharged by the ministries of social security of the various republics and the trade unions for the sectors concerned; supervision is exercised both by representatives of the collective farms, through the social security councils, and by the trade unions. This system enables agricultural workers to be widely represented in the administration of their own social insurance arrangements and also guarantees that the national legislation will be uniformly applied.

Future prospects

For agricultural workers, progress in the social security field is bound up with the general social and economic policy of the Soviet State, the aim of which is to promote the welfare of all sections of the population. This implies not only raising the general level of pensions and other types of benefit so that the standard of living of persons depending on social security payments (i.e. persons who are incapable of working) does not lag behind that of the working population, but also eliminating as soon as possible such differences as subsist in the conditions and standards applying to agricultural workers and to industrial workers by increasing the number of workers on state farms and of specialists and machine operators on collective farms who are fully covered by the state social insurance scheme, and by setting social security standards for members of collective farms that correspond to the standards already in force in industry (see table 4).

Equality as between agricultural and industrial workers has already been achieved in respect of several forms of social security, such as medical care, treatment in sanatoria and health resorts, temporary incapacity benefit, maternity benefit, children's allowances and burial grants and also, for pension purposes, in respect of the qualifying conditions as to age and length of service, the types of pension security, the periods and procedures for calculating pensions, and so on. The aim in future is to eliminate any continuing discrepancies, such as exist in regard to the rates of minimum pensions, the conditions for entitlement of members of collective farms to group III invalidity pensions in respect of an ordinary injury and to pension supplements, and the rate of temporary incapacity benefit for collective farmers with more than five years' service. As regards raising the general level of pensions and other types of benefit, under the present five-year Plan (1971-75) there has already been an improvement in all collective farmers' pensions, the average increase amounting to between 50 and 60 per cent. The Plan also provides for an average improvement of 33 per cent in invalidity pensions and of 20 per cent in survivors' pensions in 1974.¹

One of the main measures for improving the social security coverage of agricultural workers is through the provision of children's allowances for families whose total monthly income is under 50 roubles. These allowances are scheduled to be introduced in 1974. As the number of children in rural families is normally higher than in urban families, the main beneficiaries of this project will be agricultural workers' families.

The achievement of complete equality in the social security field as between agricultural and industrial workers, taken together with other welfare measures for the rural population, such as the making available

¹ See *Materialy XXIV syezda KPSS* (Moscow, 1971), p. 177.

TABLE 4. DISTRIBUTION OF AGRICULTURAL WORKERS IN THE SOVIET UNION

Category of worker	1950	1960	1970
All agricultural workers ('000,000)	30.9	29.4	26.8
Workers on state farms ('000,000)	2.6	6.7	9.8
Specialists and machine operators on collective farms ('000,000)	1.6	2.2	2.8
Workers on state farms and specialists and machine operators on collective farms, as a percentage of all agricultural workers	13	30	47

Source: *Narodnoe khozyaistvo SSSR v 1970 g.*, op. cit., pp. 404 and 412.

to it of a greater volume of consumer goods, the expansion of cultural and other services, the provision of greater educational and upgrading facilities for young persons, the introduction of improved public services and amenities, etc., is expected to bring the living standards of the urban and rural population increasingly in line with one another.