

Social security for special categories of disabled people in the Ukrainian SSR in the 1920s.

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Abstract.

The article is aimed at studying and analyzing the practical experience of the activities of state authorities in implementing the policy of social security for the disabled in the 1920s. The methodological basis of the study is the fundamental principles of historical research: historicism, consistency, objectivity in the course of working with documents. Among the special methods used in the study should be called problem-chronological, historical-systemic, historical-typological. The scientific novelty of the article is to highlight the features of state policy on the organization of social security of special categories of disabled. Conclusions. Having seized power on the territory of Ukraine, the Bolshevik government publicly announced its intentions to create an effective system of social security for the disabled strata of society. Material support for a special category of disabled people was assigned exclusively to the state. However, under the conditions of the new economic policy with its market principles, a small number of people could count on security. At the same time, despite the low size of social payments, the very fact of her appointment, the Soviet authorities tried to testify their value to the proletarian state. Social protection of special categories of the disabled, which included the Red Army, the disabled of the World War I and the Civil War, family members of the dead military, persons who had special merits before the Soviet state, was carried out by the People's Commissariat of Social Security through its departments on the ground at the expense of the state budget. Due to its limited volume, the amount of social payments was significantly inferior to payments made at the expense of insurance premiums.

Keywords: social policy, social security, pensions, new economic policy, disability.

Соціальне забезпечення особливих категорій непрацездатних в УСРР у 1920-х рр.

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Анотація.

Метою статті є вивчення та аналіз практичного досвіду діяльності державних органів влади щодо реалізації політики соціального забезпечення особливих категорій непрацездатних в УСРР у 1920-х рр. Методологічну основу дослідження становлять основоположні принципи історичного дослідження: історизму, системності, об'єктивності у

ході роботи із документами. Серед спеціальних методів, використаних у дослідженні, слід назвати проблемно-хронологічний, історико-системний, історико-типологічний. **Наукова новизна** статті полягає у висвітленні особливостей державної політики щодо організації соціального забезпечення особливих категорій непрацездатних. **Висновки.** Захопивши владу на території України більшовицький уряд публічно заявив про наміри створити ефективну систему соціального забезпечення непрацездатних верств суспільства. Матеріальне забезпечення особливої категорії непрацездатних покладалося виключно на державу. Однак, в умовах нової економічної політики з її ринковими принципами, на забезпечення могла розраховувати незначна кількість осіб. Водночас, незважаючи на низькі розміри соціальних виплат, вже самим фактом її призначення радянська влада намагалася засвідчити їх цінність для пролетарської держави. Соціальний захист особливих категорій непрацездатних, до яких відносили червоноармійців, інвалідів Першої світової та громадянської воєн, членів родин загиблих військових, осіб, що мали особливі заслуги перед радянською державою, здійснював Наркомат соціального забезпечення через свої відділи на місцях за рахунок коштів державного бюджету. Зважаючи на його обмежений обсяг, розмір соціальних виплат значно поступався виплатам, здійсненим за рахунок страхових внесків.

Ключові слова: соціальна політика, соціальне забезпечення, пенсії, нова економічна політика, непрацездатність.

The Problem Statement. One of the tasks of Soviet social policy in the 1920s was to provide for certain social categories of the population that, under certain circumstances, needed support with side state. By results research V. Sharpatyi included persons who, according to the conclusions of medical examinations and social bodies, received the appropriate status. These were Red Army soldiers, invalids of the imperialist and civil wars, family members of fallen soldiers, families of cadets of Soviet Party schools, disabled workers, and persons who had special merits before the Soviet state. The main form of their provision was pension payments, treatment in health institutions, and the provision of certain benefits (Sharpatyi, 2007 p.p. 241)].

The aim of the article. The article is aimed at studying and analyzing the practical experience of the activities of state authorities in implementing the policy of social security for the disabled in the 1920s.

The Analysis of Sources and Recent Research. Social policy in Ukraine in the 1920s became the subject of study of many scientists. Publications of Soviet historians devoted to political, socio-economic processes in the USSR of the 1920s were mainly ideological in nature. However some of the monographic of research left your trace in science thanks to significant factual material systematized in them. The main aspects of the social problems of the population in the 1920s found their coverage in the scientific investigations of modern researchers: V. Sharpatyi, (Sharpatyi, 2007), O. Melnychuk, (Melnychuk, 2009), O. Murashova (Murashova, 2019)

Presenting ideas of research. Human losses Ukraine in postwar period were close 1.3 million people. According to statistical data, the number people in need of material support was 428,000, but social authorities, taking into account the inability of certain categories to survive, reduced their number to 246,000 people (in particular, in cities - 54,000, in villages - 192,000 people). In the conditions of post-war devastation, the state proved unable to fully meet the needs of the disadvantaged. In the 1920s, a fundamentally important phenomenon was the ideological basis and features of the assignment and calculation of pension payments (TsDAVO F 348, Spr.1913.ark. 26).

The formation of pension provision in Ukraine began in the spring of 1919. It was at this time that several political regimes existed in parallel in the country. Soviet leaders realized that in order to achieve their political goals, it was necessary to enlist the support of broad segments of the population exclusively in a peaceful way.

According to V. Sharpatyi, the legislative registration of pension affairs in Ukraine was initiated by the decrees of the Council of People's Commissars of the Ukrainian SSR "On the transfer of pension departments to the subordination of the People's Commissariat of Social Security" dated February 28, 1919 and "On the settlement of pension affairs" dated April 16, 1919. According to the "Regulations on Pensions", which was an integral part of the document, the government defined three types of social benefits: for orphans, disabled people, widows. Disabled people were recognized as persons who had lost their ability to work due to illness, injury, or age. Cash payments were established within the subsistence minimum of a specific area. If a pensioner changed place residence, then by new conditions him accrued a pension only after six months. According to the law, family members were recognized as incapable of work in the event of the death of a pensioner father (widows with children under 10 years of age, minors).

The legislation stipulated that the right to receive pension benefits Church ministers, former gendarmerie police officers, and prison guards lost their payments (Sharpatyi, 2007 p.156-157).

As of September 1921, 184 thousand pensioners were officially registered in the Ukrainian SSR, and by 1927 their number had decreased to 40 thousand. The main categories that were entitled to social benefits were Red Army soldiers, invalids of the civil and imperialist wars, academic pensioners, victims of counter-revolution and disabled workers. At the same time, the contingent of the sobez bodies itself included personal pensioners and invalids of the wars. Other categories had only the right to receive social assistance (Stashkiv, 2005 p. 49).

Throughout first half of the 1920s years the size of pension payments was an average of 12 rubles. At the same time, the number of pensioners, as noted above, decreased several times due to a significant lack of funds. In the period from 1925 to 1926, 72,503 disabled people from the First World War and the Civil War were officially registered. Pensions were assigned to 12,874 people. (TsDAVO F 348, Spr.1466.ark. 54).

After transition to new economy policy state gradually translated their social functions on public organizations, cooperation disabled people and stationary institutions. It is worth to note, What throughout 1920s years social protection of the disabled categories population was carried out under leadership People's Commissariat of Social Affairs software and labor. In 1925 river by decision NKSZ was introduced pension books. Their received all categories disabled people and families, What lost breadwinner, personal pensioners, cadets Soviet Party School. Interesting there are that, What the books were different by in color: pink – issued disabled people civil war, families, What lost breadwinners, persons attributed to categories of military personnel during the civil war; green ones were given to disabled workers and disabled people imperialist war, families of the deceased on front. The post-war period was marked not only by significant human losses, the destruction of the socio-economic base of the state, but also led to the emergence of categories that because of these terrible events forever lost yours health and working capacity. These were war invalids. According to V. Sharpatyi calculations, in the Ukrainian SSR their number was close 45–50 thousand disabled people imperialist and 20 thousand disabled people of the civil war. At the same time, pensions were assigned to only a part of them. Besides monetary payments their sent to sanatoriums, boarding schools, separate with them entered to cooperative societies. Such way, existed such forms help: public, state and cooperative(Sharpatyi, 2007 .p. 268).

In the face of the difficult financial situation in the state, the Soviet leadership tried to transfer the functions of social care to local authorities. In this regard, on October 13, 1922, the All-Union Central Executive Committee and the Council of People's Commissars of the Ukrainian SSR adopted a decree "On methods and forms of providing for disabled people of war and labor", which marked the beginning of the creation of disabled cooperation. In accordance with archival given the status on 1923 river There were 280 cooperative societies operating in the Ukrainian SSR, and by 1924 their number had increased to 867, where about 12 thousand people officially worked. people (80% of war invalids) and 20% disabled people labor). Throughout 1924–1925 they received 1054 prostheses for legs and 438 – for hand (TsDAVO F 348, Spr.1119.ark. 49).

It is obvious that war invalids were objectively not competitive in the labor market. In this case, the legislation provided for giving them preferential rights to occupy positions that did not require special qualifications: watchmen, janitors, carriage drivers, doormen, cleaners.

In Ukrainian SSR in 1926, there were about 80 thousand blind people (20% of them were disabled as a result of the wars). For such categories created relevant sections at the VUIKO, which dealt with the problem of their social adaptation in society.

The National Committee for Social Welfare, together with the People's Commissariat of Labor, concluded an agreement on the maintenance of social welfare institutions, homes for the disabled, and dormitories.

An important direction of social protection of this category was assistance in obtaining their education. By agreement with the People's Commissariat of Education, up to 5% of places in technical schools and up to 2% in universities and labor faculties were allocated for the disabled. In this way, during 1924–1925, 600 people received education.

In order to improve the health of disabled people, they were sent to sanatoriums, where a certain number of places were reserved. The course of treatment was mainly for tuberculosis patients. During 1924–1928, 265 invalids of the imperialist war and 749 invalids of the civil war received medical procedures in the sanatorium "Chervona Zirka", which was opened in Yalta. However, the limited number of places in the institutions did not allow to fully provide assistance to the majority of those in need. A catastrophic situation was observed with prosthetics. Factories could produce a maximum of 1 thousand prostheses per year, and there were about 57 thousand applicants for them. Therefore, for movement and a more or less comfortable life, people were forced to make them themselves (TsDAVO F 348, Spr.1980.ark. 8).

The main form social assistance for disabled people wars were pensions. During the years of war communism, they were given food rations, and after the transition to the NEP, cash payments were introduced. In 1921, the Council of People's Commissars established special pensions for

persons who "had special merits before the Soviet government": disabled people of the first group - in the amount of three subsistence minimums, the second group - two.

In general, taking into account the prices of goods at that time, the size of pensions was meager. In 1923, a war invalid received 5 krb. 7 kop, families of Red Army soldiers and dead military personnel – 3 krb. 40 cop., and The families of the deceased communists were paid 17 rubles. 42 kopecks. According to the decree of the All-Union Central Executive Committee of August 21, 1924, the pensions of war invalids and families of Red Army soldiers of the first group were 22 krb., for the second - 15 rubles. Financing was carried out entirely at the expense of the local budget. Therefore, in order to reduce the size of payments, local authorities took into account the property status of the person. It is worth noting that pensions in cities and villages differed significantly. If in cities they paid 16 rub., then in the countryside – 4 krb. 33 kop.

To obtain a pension, it was necessary to go through a lot of bureaucratic procedures and spend a lot of time. Complaints about unlawful refusal to provide it were often received. In 1927, 232 such cases were recorded. applications. By the end of the 1920s, the number of disabled people had increased to 83 thousand people.

Special attention was paid to the provision of Red Army soldiers and their families, since in the conditions of the civil war the Bolsheviks needed to enlist their support. In March 1919, the RNK of the Ukrainian SSR issued a decree (TsDAVO F 348, Spr.2261.ark. 18).

"On the provision of soldiers of the Workers' and Peasants' Army and other military personnel and their families", according to which pensions were assigned to Red Army soldiers who lost their ability to work as a result of injuries, wounds, and illnesses they received during military service. The size of the pensions depended on the degree of a person's loss of ability to work and was divided into 4 categories. The first meant complete loss of ability to work, so the cash benefit was calculated in the amount of the subsistence minimum of the relevant area. For the second (70–100% loss working capacity) size pensions was 75% subsistence minimum; for the third (from 40 to 70%) – 50% of the subsistence minimum; for the fourth (from 15 to 40%) – 20%. Relatives of soldiers killed or missing in the war received first-class pensions. In particular, widows who had three or more children were assigned the full rate; if there were two children – 2/3; complete orphans under the age of 16 were assigned 0.5 of the rate (Sharpatyi, 2007, p. 288).

On June 27, 1919, the RNK of the Ukrainian SSR adopted a new decree "On providing pensions to Red Army soldiers," which effectively canceled the previous one. According to with new standard disabled had right on pension payments in in full, which corresponded to the monthly salary of an unskilled worker. The legal effect of its provisions concerned all categories of military personnel, including medical personnel.

After the end of the Civil War, the Bolsheviks' priority task was to provide material support for the Red Army. In 1921, the All-Ukrainian Committee for Aid to Sick and Wounded Red Army Soldiers was created. Besides solution problems of improvement household conditions of the specified categories, his competence included their employment, the issuance of food rations, and the registration of families receiving appropriate material support.

Cash payments were generally meager. The catastrophic situation was observed in the southern provinces, which were particularly affected by the consequences of the famine. Local authorities were forced to stop providing Red Army soldiers, focusing on helping the population .

During 1921–1923, as a result of the famine, social tension in the state increased. It was even proposed to eliminate the social security system, which, in the opinion of the provincial executive committees, was not fully capable of fulfilling its tasks. There were proposals to transfer social functions to trade unions. However, even in such difficult conditions, the NKSZ continued to work actively.

In the circumstances, a significant portion of the military did not apply for pensions. This was explained by the fact that at that time there were no monetary payments for military merits and awards, and the meager amounts of assistance and exhausting bureaucratic procedures simply oppressed human dignity.

During the second half of the 1920s, the Soviet authorities issued a number of decrees, which determined the main priorities for social assistance to the specified categories. The expansion of the legislative base also increased the contingent of services. As of 1927, 10,717 families of Red Army soldiers were registered, 24,277 families of deceased servicemen. As of 1928, 28,852 families of military personnel were registered (TsDAVO F 348, Spr.1121.ark. 54).

A separate group of pensioners registered with the bodies of the Soviet Union were the so-called personal pensioners. This concept was not officially fixed in the Soviet state. However, according to the conclusions of V. Sharpatyi, an informal principle of "personal assignment" of pensions functioned. This mechanism extended to those categories of persons who, by definition People's Commissariat, "had special merits in the field of socialist construction, the fight against capitalism and counter-revolution." This concerned socio-professional groups: engineers, scientists,

musicians, actors. It was envisaged to assign preferential benefits, which exceeded the subsistence minimum several times. Thus, on August 19, 1920, by decision of the board of the NKSZ, pensions were assigned to the families of deceased revolutionaries, engineers and professors.

In the case of complete loss of working capacity or disability, they were awarded triple pensions, and for disabled people of the second group - double. The Council of People's Commissars was responsible for assigning pensions exceeding the minimum amount, and checking the grounds for receiving – board of the National Council of the State Committee for the Protection of the Rights of the Child (TsDAVO F 348, Spr.1580.ark. 68)

The procedure for granting a pension, especially for representatives of the intelligentsia, began with the submission of an individual application, to which were attached supporting documents and certificates: an autobiography, information on work experience before and after 1917, extracts from work books about awards, medical certificates, documents about the financial situation and family composition. It often happened that these papers were considered with a delay. University professors sometimes had to wait two to three years for a positive decision. In general, the decision on the issue of granting pensions to scientists depended on a number of factors: a correctly completed and timely application, the availability of a complete set of documents, as well as the financial capabilities of the state.

In accordance to resolutions "About reinforced pensions" from 9 August 1922 and "On Pensions for Persons with Special Merits to the Republic" of May 2, 1923, the right to receive an increased pension was enjoyed by participants in revolutionary events, party employees, persons, What carried out weighty contribution in the development of science and culture, party nomenclature and representatives of the intelligentsia. According to the conclusions of V. Sharpatyi, two types of social security functioned in the Ukrainian SSR - temporary and permanent. On August 21, 1924, the All-Union Central Executive Committee approved the size of lifelong pensions, which ranged from 25 to 99 rubles. per month. The category of such pensioners included generals, scientists, teachers, labor veterans, revolutionaries, and leaders of partisan detachments. In parallel, one-time and nominal pensions existed as one of the forms of social assistance (Sharpatyi, 2007 p., p.275).

The amount of financial assistance was determined by the degree of disability and the number of dependents. The mandatory document confirming the right to receive a pension was the conclusion of the All-Ukrainian Commission for the Improvement of the Life of Scientists.

The size of the enhanced pension was set within the average and maximum earnings of a certain region. In cases where a person was able to use state housing, utilities and received food support for free, this part was accordingly deducted from the pension. In the event of the death of the recipient, it was received by family members. At the same time, 50% of the total amount was calculated for one member, and 2/3 for two. If there were three or more people, they received the pension in full.

Analyzing the correspondence of the pension commission with the National Council of Scientific and Technical Research, one can find a biased attitude of the Soviet authorities towards representatives of the teaching staff. If in 1923 the list of elderly scientists and their widows amounted to 72 people, then only half of them were granted a pension.

The main reason refusals in pension provision was "ideologically harmful" activities. Thus, a professor at Kharkiv University I.I. Filevskiy , who worked at the Department of Church History, published the "Church Newspaper" during 1922–1923, was dismissed from his job at the age of 64. Despite his advanced age and the presence of an incapacitated wife, he was not assigned pensions and any social help. Financing This category was carried out at the expense of insurance funds.

General number relevant contingent in Ukrainian SSR was insignificant. If in 1923 785 people were officially registered, then by the end of 1927 their number had increased to 1720. Most dependents was recorded in Kharkiv, Odessa and Kherson districts.

For the purpose of savings funds in industrial conditions construction, The Soviet government, starting in 1929, carefully checked the cases of pensioners who had additional income. On August 13, 1930, the All-Union Central Executive Committee and the Council of People's Commissars of the Ukrainian SSR approved the resolution "On increasing the size of pensions for persons with special services to the republic." According to its provisions, the size of the pension in cities and urban-type settlements was 37 rubles, and in villages – 20 rubles per month. Considering the prices at that time, on average the daily subsistence minimum was approximately 70–80 kopecks (Murashova, 2019, p.152).

In 1920s separately were appointed pensions by seniority years. The relevant resolution was adopted on January 1, 1925. The right to receive it was enjoyed by employees education and cultural and educational institutions. A prerequisite was availability 25-year-old experience work. Simultaneously to attention political activity in Bolshevik parties in pre-revolutionary period, which was equated to educational. Worth it to note, What persons, who received appropriate pension, had right continue work. In the event of the death of a pensioner, his wife or husband,

who were dependents, were guaranteed monetary payments in size not Less 50% from general amounts, and children, in accordance, 25%. Financing was carried out in general for the money insurance contributions, which paid institutions education and culture . Gradually, the contingent of persons who claimed to receive the corresponding pensions was replenished with educators of orphanages, teachers of transport and vocational schools. At the end of 1925, they were joined by employees of scientific institutions, teachers of higher educational institutions. Accordingly to legislation, by absence 25-year-old experience work, the alternative was reaching the age of 65 with 10 years of work experience in the specified positions . For scientists who continued to work upon reaching retirement age, the pension was paid at the rate of 50%.

In December 1927, the All-Ukrainian Central Executive Committee approved a resolution granting the right to pensions to educators and teachers of institutions for mentally retarded children. When calculating pensions for years of service, the financial situation of the person was not taken into account .

In the late 1920s, pension provision underwent significant changes. The Soviet modernization of industry required the involvement of significant financial resources. In such conditions of austerity, the government significantly reduced the contingent of persons receiving pensions for long service. This right was reserved only for school teachers. At the same time, employees were paid 50% of the pension . This situation led to a reduction in the total number of these categories of pensioners.

New changes in pension legislation took place at the end of 1929. In accordance with the approved regulations, the right to pensions for years of service was granted to medical workers, educators of orphanages and preschool institutions, teachers of technical schools and vocational schools, and workers in the agricultural sector. During this period, a small number of people applied for pensions. In 1927, the Central Election Commission and the National Council of People's Commissars adopted a regulation on the pension provision of Heroes of Labor. The grounds for its registration were special merits in the sphere of state, scientific and industrial activity, with a total work experience of at least 35 years. Its size was $\frac{3}{4}$ of earnings, and if the person continued to work - 50% (Stashkiv, 2005 p. 342).

Conclusion. Thus, the financial support of a special category of disabled people was entrusted to the state. However, under the conditions of the new economic policy with its market principles, only a small number of people could count on this support. persons. Together from that, despite on low dimensions social payments, already by ourselves fact its appointment Soviet power tried testify their value for the proletarian state.

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