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REPORT ON  
ECONOMIC CONDITIONS  
IN RUSSIA

WITH SPECIAL REFERENCE TO  
THE FAMINE OF 1921-1922  
AND THE STATE OF AGRICULTURE





# REPORT ON ECONOMIC CONDITIONS IN RUSSIA

## CORRIGENDA

- Contents.* Annex XII should read: "Table and Map showing density and percentage of Starving Population ; Map showing Administrative Divisions ; and Map showing the Net Harvest per head of Rural Population in 1921".
- Page*
5. 1st paragraph, 1st line. For "such" read "sunk".
  5. 3rd paragraph, 12th line. Delete "the" before "Russia".
  6. 2nd paragraph, 4th line. For "874" read "8.74".
  6. Footnote. For "1909-1914)" read "(1909-1913)".
  7. 2nd paragraph, 8th line. For "292 millions" read "696 millions".
  7. 1st footnote, 2nd line. For "farmer" read "former".
  9. 2nd footnote, 4th line. For "peasants', land" read "peasants' land".
  10. Heading near bottom of page. For "Effect of the War, 1914-1917" read "Effect of the European War, 1914-1917".
  11. 1st paragraph, 8th line. For "73 million hectares" read "73 million desyatins".
  11. 3rd paragraph, 5th line. For "of the peasants" read "and the peasants".
  14. 8th line. For "relieve situation" read "relieve the situation".
  17. 17th line. For "188,000,000 desyatins" read "188,000,000 desyatins of cultivated land".
  18. 1st paragraph, 24th line. For "agriuctural" read "agricultural".
  18. 1st paragraph, 30th line. For "had barley" read "barley had".
  22. Insert asterisk after "1914" in table, and before "these figures exclude" in following paragraph.
  23. 2nd paragraph 12th line. For "boundaries, and other causes" read "boundaries and other causes ;".
  35. 3rd paragraph, 8th line. For "hores" read "horses".
  36. 8th paragraph, 4th line. For "80,000 and 100,000" read "8,000 and 10,000".
  41. 2nd paragraph. For "25,00,000" read "2,500,000".
  42. and
  44. At bottom of page. For "Tableau" read "Table".
  43. Table. For "Chuvash... Mar. 19" read "Chuvash... Mar. 20". For "Bashkir... Oct. 11" read "Bashkir... Oct 21".
  47. 1st paragraph, 1st line. For "prevalence o" read "prevalence of".
  55. Heading of table. Insert "(000's omitted)".
  66. In table, 5th column. For "aield" read "yield".  
8th and 9th columns. For "surplus or deficit" read "deficit".
  76. 1st paragraph, 5th line. For "he redemption tax" read "the redemption tax".
  79. 5th paragraph, 12th line. For "newly Soviet Government" read "newly formed Soviet Government".
  80. 1st paragraph, 4th line. For "or poorly provided" read "either poorly provided".
  80. 5th paragraph, 5th line. For "possesseg" read "possessed".
  82. 4th paragraph, 3rd line. For "fo" read "of".
  83. 3rd paragraph, 4th line. For "Table 2. based on" read "Meanwhile".
  97. Last two lines of table for Novo Nikolaevsk "117,508" read "8,848" and for total "8,848" read "117,508".
  132. 4th paragraph, 9th line. For "Annex IX" read "Annex X".
  157. Line 2. For "7th November, 1919" read "7th November, 1917".



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REPORT ON  
ECONOMIC CONDITIONS  
IN RUSSIA

WITH SPECIAL REFERENCE TO  
THE FARMING OF 1919-22  
AND THE STATE OF AGRICULTURE

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ECONOMIC CONDITIONS  
IN RUSSIA



WITH SPECIAL REFERENCE TO  
THE FAMINE OF 1921-1922  
AND THE STATE OF AGRICULTURE



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## INTRODUCTION

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At its meeting of July 20th, 1922, the Council of the League of Nations considered a proposal made by the Norwegian Government that a Committee of Enquiry should be appointed to report upon the economic effects of the Russian famine and the possibility of re-establishing Russian agriculture; and passed the following resolution :

“The Secretariat is authorised to collect, arrange and tabulate all the information obtainable from the various Governments and different relief organisations and other agencies working in Russia, and to complete it, whenever possible, from other sources, with the object of presenting to the Council as complete and accurate a picture as possible of the actual situation in Russia, and of rendering the information thus obtained accessible to the public.

“When this work is finished, and provided that the information thus collected justifies it, a Commission of experts shall be appointed to make use of the material thus obtained, to examine what conclusions might be drawn therefrom, with the object of setting forth what, in its opinion, are the effects of the Russian famine on the Russian situation in general, and on the financial, economic and health situation of Europe as a whole—in a word, establishing a connection between the Russian situation and European reconstruction.”

The report which follows has been prepared by the Secretariat in accordance with the instructions contained in this resolution. It is not based upon independent enquiry in Russia, but upon existing and, in the main, published sources of information. Requests for information were addressed to Governments, relief agencies and other private organisations.

The work has been assisted by the replies received from the Governments of the United States, Japan, Switzerland, Sweden, Poland and Denmark, and from the International Red Cross Committee, the International Russian Relief Committee, the “Save the Children” Fund and the Friends’ Relief Organisation. The main basis of the report, however, has necessarily been the statistics and statements published by the Russian Government itself. The information obtained through the other channels has been useful in interpreting and, to some extent, in supplementing what is available from the official Russian sources; and it may, in some respects, slightly modify the impression which would be derived solely from these sources. The opportunities for external observation have, however, been very restricted, and all the information from outside sources, while considerable in volume, is somewhat fragmentary in character, and its use is subject to

many difficulties, to which reference is made below. It cannot be too strongly emphasised that such external information is not an alternative to the picture of the country's condition presented by the statistics and statements of its own Government. So far, therefore, as any general survey is concerned, the task imposed by the Council has necessarily consisted mainly in collecting and piecing together official Russian information extracted from Government documents, the Russian official Press, wireless messages or the speeches of the members of the Soviet Government. This information suffers inevitably from certain serious defects. Even before the War, information about Russian agriculture (1), though fairly comprehensive, contained a more than usually large element of estimation, owing to the enormous extent of its territory and the illiteracy of the great majority of the population (79 % of the population of European Russia in 1912 were illiterate) (2).

But these defects have been immensely magnified by the Revolution and the Civil Wars. Large numbers of the population have been in a state of migration; the territory within the control of the Central Government has constantly changed, while the personnel of administration has been largely replaced and their energies devoted to more immediate tasks than that of collecting statistics. Between 1917 and 1920 there is a gap in many of the most essential series of figures, and as regards 1920, 1921 and 1922, the famine conditions have themselves made accurate estimation almost impossible, for to the ordinary difficulties of building up statistics from a thinly populated country covering 8 1/4 million square miles, there has been added the bias of the peasant, and to some extent also of the village and even the local Government to conceal or misrepresent the facts.

To these difficulties there is added yet another, namely, the change not only in the area under the control of the Russian Government itself, but also the very considerable reshuffling of territory falling within the various republics and governments in Russia itself. This has made it very difficult to get a firm basis of comparison of the present situation with that before the War, while confusion is heightened by the fact that many of the statements made with regard to crops sometimes refer to cereals for human consumption, sometimes to all cereals, and sometimes include potatoes and other crops such as flax, hemp, etc. Confusion of area and lack of definition in many of the figures quoted are responsible for many contradictory statements made on the situation of Russian crops. The Secretariat has endeavoured to solve these riddles and piece together a consistent statement. It cannot be certain that the figures quoted are always comparable, but it has made such investigations as were possible in the time available and the reasons are given for thinking that the statistics quoted are as correct as the conditions permit.

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(1) Agricultural statistics are never based on actual enumeration but are a summary of a series of estimates. If such estimates are numerous enough and if there is no reason for general bias in a particular direction, an average of estimates is sufficiently accurate to make the final result of value not merely comparatively but as an absolute statement. When, however, the individual entries cover a very wide area, the result should be considered rather as a summary of impressions stated in approximate figures than as a precise estimate.

(2) *Russian Year Book 1912.*

But the paucity of precise statistical information makes it particularly desirable that the dry bones of statistics should be clothed with living flesh in the shape of direct personal observation and comment. From this point of view the years 1917-1919 are practically a closed book, but there have been many travellers in Russia during the last two and a-half years whose reports have been largely responsible for creating Western European opinion about Russia. Naturally some of these reports are unfavourable to the Bolshevik regime, and even if the various Governments and other organisations would be prepared to place such statements at the disposal of the League, they could not be used without possible prejudice to those Russians from whom the reporter had gathered his information. But the great majority of the statements made by travellers, and in particular by those persons who have been working in connection with one or other of the many relief organisations during the past twelve months, are of the descriptive type which have been freely reproduced in the Press and in the published statements of the relief organisations themselves. A very great deal of such information has come into the hands of the Secretariat, but no attempt has been made to summarise it all. Selection has rather been made with a view to giving as far as possible a consecutive story.

An important addition to these sources of information is contained in several descriptive memoranda and statistical summaries received from various Governments on the basis of information in their possession, and as documents of this kind continue to be received it will be possible to fill in many gaps, and it may even be found desirable to revise the account here given. But as there can be no finality in a task of this kind, it has been thought best to present a first report without waiting for further replies from the Governments.

The statement by the Health Section of the Secretariat in Chapter III as to the prevalence of epidemics is also based on Soviet data, some of which were furnished by the Russian delegates to the Warsaw Conference.

In the research work involved, the verification of facts and the final presentation of the report, the Secretariat has been greatly assisted by the skilled staff and very thorough documentation of the Russian section of the International Labour Office, which has also supplied the bulk of the information for three of the annexes (on Industry, Transport and Currency respectively) as well as a considerable number of the facts used in the report.

The International Russian Relief Commission, apart from placing at the disposal of the Secretariat the reports of its delegates in the famine area, also supplied a considerable amount of information specially collected by Dr. Nansen's representative in Moscow for the purposes of this inquiry.

A short list of books on economic and social questions relating to Russia and a list of official publications are printed in Annex XI, but it cannot be claimed that in the short time available a complete study has been made of so large a bibliography.

The defects in the existing data about Russia are inherent in the conditions, and it is extremely doubtful whether any individual or individuals who might be permitted to inquire into the situation would be able to tap any important new sources of information; on the other hand, there are many ambiguities and contradictions in the data

which reach Western Europe which could only be resolved by inquiry in Russia. Such inquiry would, moreover, be a safeguard against the very real danger of putting a false interpretation on inadequate data. Again, information on some vital points is very incomplete, *e. g.*, it is still very doubtful what has actually happened in regard to the division of the estates of the landed proprietors and the wealthier peasants, and the extent to which large-scale farming possibly under new control or under some other name still exists, if at all. On these and many such points, inquiry in Russia might enable the picture to be drawn with a surer pen. But to be effective such investigation would necessarily be very prolonged.

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## Chapter I.

### SUMMARY OF THE SITUATION

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The Russian Famine of 1921-1922 is the worst, both as regards the numbers affected and as regards mortality from starvation and disease, which has occurred in Europe in modern times. It is never easy to estimate numbers affected by famine, since any such figures vary according to the definition adopted; but the population suffering from famine in what is officially described as the famine area—a point on which the relief agencies and the Soviet Government are in practical agreement—is from 20 to 24 millions. The mortality is much more difficult to establish, the figures of various experts varying from an excess mortality above the normal of 1 1/4 millions from both famine and disease to a figure of 2 millions, which has been put forward by the International Russian Relief Commission, as the number of deaths from starvation, and 3 millions which Dr. Nansen personally regards as the probable total of deaths from starvation (1).

The famine of last year was due to a combination of economic causes and of an exceptionally severe drought, and any examination of recent events, if it is to be useful either as a guide to the probable need for further relief measures or as indicating the manner and extent to which external co-operation can assist in restoring more normal conditions in Russia, must distinguish between the effects of the economic developments of the last seven or eight years and those of the abnormal climatic conditions of 1921. It is not within the scope of this Report, even if there existed adequate data for the task, to give a final judgment as to the influence of these two series of causes, but a description of the facts, so far as the information permits, will enable the reader to form some opinion on this point.

The outstanding fact on the economic side is that before the famine of 1921 nearly half the arable land of Russia had gone out of cultivation, and the area still cultivated was for many reasons yielding considerably smaller crops than before the War, the total harvest in 1920 being only 43% of the average pre-War harvest. In pre-War days, one-sixth of Russia's cereal crops was exported to foreign countries, and though the population had diminished through War, emigration and recurrent epidemics by a figure which may be put at about 8%, reduction of such dimensions in agricultural output in a country in which agriculture is far the most important economic activity obviously involves a

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(1) In the great Indian famine of 1770, the numbers affected are said to have been 30 millions, of whom one-third perished. Such a figure is, however, clearly largely guesswork. There is more reliable information about recent Indian famines, e. g. the official enquiry in the great famine of 1900 showed that the excess mortality above the normal in that year amounted to 1 1/4 millions, of which one-fifth was due to cholera. Some Indian and English experts consider this an underestimate.

catastrophic change in the national economy. It is true that this reduction in the total cultivated area has not involved quite a corresponding reduction in the food available for human consumption. It was stated many years ago by M. Levasseur, with the pardonable exaggeration of epigram, that the Russian agriculturist exported his wheat, used his barley for making vodka, fed his cattle with his oats, and lived upon his rye (1). Even before the famine the cattle population of Russia had fallen more than 40%, and as vodka for many years past has not been produced in anything like pre-War quantities, it has been possible to reduce the production of barley and oats to a greater extent than the grain available for human consumption (2).

The production of the chief food cereals — wheat and rye — appears to have fallen from 1.675 million poods before the War, after allowing for export and for seed, to 840 millions in 1920, after allowing for seed, i. e., about 50%. Such a reduction obviously involves a fall in the already low standard of living of the great mass of the Russian nation. The reduction in the area sown, indeed, brought the situation so near to the absolute minimum that a local shortage produced serious difficulty in 1919 in the Moscow Province while drought in the Volga provinces produced a partial famine in those provinces in 1920.

The fall in agricultural production is due to a complex of causes which interact so closely that it is easier to enumerate them than to place them either in chronological order or in order of importance. The main influences were :

(1) Lack of machinery, implements and draught animals. Certain classes of implements were formerly imported in large quantities, but the trade was interrupted by the war, by the ensuing blockade and by the economic revolution which made trade between Russia and Europe impossible. The loss in cattle which also started with army needs during the World-War, was part cause and part consequence of Russia's rapid agricultural impoverishment.

(2) The revolution in land tenure. The confiscation of the proprietor's estates, the restoration of the "commune" in villages where the enclosure movement had begun to establish freehold farmsteads, and in many cases the division of land of wealthier peasants among the landless peasants or emigrants from the towns, meant retrogression to the less advanced methods of agriculture, and, together with the ravages of insect and vermin and the deterioration of seed corn, are responsible for the falling yield from the area actually sown.

(3) The breach between town and country. The policy of nationalisation and confiscation pursued by the Soviet Government after their rise to power in October, 1917, destroyed the market which had already been disorganised by the breakdown of industry and the depreciation of the rouble in the early days of the Revolution. Thus there were neither manufactured goods nor a reliable currency to offer the peasant in exchange for his sur-

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(1) Only a small proportion of the vodka produced was made from barley.

(2) A reduction of barley and oats ultimately reacts upon food supply, for the number of cattle supported on the land not only affects the meat supply; but in Russia also determines the number of draught animals available for cultivating the fields.

plus, which he, therefore, withheld from market; and as these conditions persisted he began to reduce his production.

(4) The Requisitions and the Food Taxes. The Government, more especially in order to secure food for the Army and to keep the industrial workers from famine, resorted to compulsory measures to secure grain from the peasant, and as these requisitions, unlike those of the previous Government, were based on the principle that all production in excess of minimum food requirements belonged to the State, which would make itself responsible for meeting any other needs of the peasant, the plan finally removed any inducement he may have had to produce a surplus over his own requirements.

A most drastic reduction of agricultural output would have had comparatively little effect if it had occurred for one year only in Russia fifty years ago, for it was the custom for the peasantry to insure against the variations of nature by hoarding at least a year's supply of grain. But this practice had been less observed in recent decades as transport made it possible for a local shortage to be met from other sources. Moreover in 1921 stocks had been depleted by requisitions, seizures in the Civil War and by continued shrinkage of production year by year; while the situation was rendered far more dangerous by the fact that the population had increased 2 1/2 fold in 60 years, while the cultivated area in the hands of the peasants had hardly increased at all.

Such were some of the features of the situation when the drought of 1921 struck some of the chief grain-producing provinces of the Middle and Lower Volga in Eastern Russia, and the Southern Provinces of the Ukraine. Only a part, though a large part, of Russia was affected. As far as the provinces most seriously affected are concerned, the famine area may be taken as comprising twenty out of seventy-nine provinces of European and Asiatic Russia, an area of 1,271,801 square miles out of 8,059,400 square miles, and a population of 30,000,000 out of 131,546,000. Outside this area, the harvest was sensibly better than in the preceding year. Indeed, if the official figures set out on page 19 are accepted, bearing in mind, however, the reservation contained in the note on that page, the striking fact emerges that the average yield per desyatin, taking Soviet Russia as a whole (including both the area affected by the famine and the rest of the country), was actually greater than in the preceding year (32.6 poods as compared with 30.6). These figures will at once indicate the great importance in the problem of the last year's distress of the other elements mentioned above: the reduction of the cultivated area, the absence of any reserve stocks, and the breakdown in locomotion.

The sown area, which had fallen from 82.5 million desyatins in 1916 to 56.8 in 1920, fell again in 1921 to 49, so that, though the yield per desyatin was higher, the total crop, which had fallen from 3,955 million poods in 1916 to 1,738 in 1920, fell again to 1,602 in 1921.

In the famine area itself, the average yield fell from 44 poods per desyatin before the War, and 25 in 1920, to 11 only in 1921 (1). The meaning of this figure is clear when it is realised that taking all kinds of cereals, roughly 8 poods per desyatin are needed for

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(1) See note (2) Chapter II, p. 20 and note (2) on page 28 in Chapter III

seed. Over large areas the total yield was insufficient to supply the seed needed for the next year, and in many cases it was not possible to gather any harvest at all. In the spring of 1922 it was stated in an appeal to the American nation that if help were not forthcoming, 15 million persons would be condemned to death by starvation; and though the organised feeding on famine rations by the Soviet agencies and by the American and European relief missions of over 7 million people in April, rising to 12 millions in July, has prevented a catastrophe on so great a scale, the inhabitants of these provinces who have survived have been impoverished by the sale of goods for food and by the loss of their cattle and have been weakened by underfeeding and disease. As is always the case in very severe famines there was considerable emigration from the famine area, while the mortality has left a large number of orphans who will become a charge upon the State or upon private charity. Although several estimates, differing considerably from one another, have been made for this year's crop, it seems certain that the yield from the harvest of 1922, has fortunately been much better than that of 1921. But the lack of draught cattle and in spite of all relief efforts, the insufficiency of seed corn had with other influences produced a further shrinkage of the cultivated area; and even the Soviet Government estimates do not show a total crop much in excess of those of 1920 and 1921. It is, moreover, particularly serious that the shrinkage continues in the outlying parts of Russia which might in other circumstances have contributed to the needs of the famine areas.

In the circumstances described, and with demoralised transport due largely to the collapse of her fuel industry, each part of Russia is almost entirely left to its own resources, and is deprived of those means of combating local shortages which, in the developed communities of the modern world, are afforded by transport, credit, or the control of economic resources by the Government. In such conditions there is a danger that a country which covers half Asia and an area in Europe as large as all the rest of the countries of Europe put together, may have to face for some years the prospect of local famine in some part of its immense territory without adequate means of averting its serious consequences.

But the effects of reduced agricultural production, whether due to economic causes or to famine, are not confined to the agricultural population. The entire disappearance of the agricultural surplus originally due to a large extent to the suspension of industrial production after the revolution is now one of the main obstacles to industrial revival. The peasant reduced his cultivation when he found that he could not obtain industrial products in exchange for his surplus; and now even when these industrial products, of which he is in the most urgent need, can be available, he has no surplus to give in return for them. The possibility of any reasonable exchange between the products of industry and of agriculture has thus, for the time being, disappeared. Hence Russia presents the paradoxical result that, in spite of her overwhelming need for goods of all kinds, the recent re-introduction of freedom of internal exchange of commodities reveals conditions in which the small remaining production of manufactured goods cannot find a market; and her industries are faced with the phenomena associated with periods of over-production, viz., a drastic fall in the exchange value of manufactured goods relating to the cost of production.

Her industries, which have such to a very low ebb, have been faced with the danger of further curtailment, and many of the newly organised „trusts” have not been able to continue production. With better harvest prospects there has been some reduction in the excessively high cost of food and industry seemed about to meet rather more hopeful conditions only to be faced once more with a transport crisis. The new economic policy (Nep) has undoubtedly had a remarkable effect in restoring some signs of life in commerce, more freedom of travel etc. By universal testimony, the psychological effect has been very great, the reawakening of town life in particular having produced a marked change in Moscow and the large towns where conditions of living have become more tolerable. But the disordered conditions of the currency and of prices persist, and it is not yet clear what success will attend the new conditions of industrial enterprise. For the moment there is little evidence of increasing output in the staple industries, and still less in agriculture, while foreign commerce is not yet free.

But even if the present State monopoly and control of import and export were relaxed, the reopening of foreign trade would not of itself restore the pre-War economic condition of Russia. History affords many examples of impoverished countries with a substantial foreign commerce and the relapse of Russia's agriculture into the primitive condition from which it has only partially emerged in the last few decades is not incompatible with a measure of international trade; for the fact that the peasant was free to buy the implements he so badly needs would not of itself lead to his increasing his production. Unless, on the one hand, he is free to benefit personally from the disposal of part at all events of any surplus he may produce above his own immediate needs, and, on the other, is enabled to farm his land on conditions which give him security of tenure and the benefit of any improvements he may make, he will have no incentive to rise out of the present state of stagnation. A rapid recovery of this kind is not to be expected and, until it occurs, Russia cannot resume her position as one of the chief contributors to the world's international grain market. In the main this development is a matter of internal economy.

It is, however, equally true that Russian agriculture cannot enjoy the development which it so urgently needs without foreign trade, since Russia's own industries, even if normally working, are insufficient to supply all the implements required by the peasants. The finding of a practicable basis on which commerce with foreign countries may be carried on is thus one, though not perhaps the most essential, of the conditions of agricultural revival. It is not the business of this report to enter into the complex issues which this problem raises; but it may be observed that a first step to this end is the restoration of certain and reasonably rapid communication between the outside world and Russia. Even the task of the relief organisations has been greatly handicapped by passport restrictions and by postal and telegraphic delays and uncertainty and until these drawbacks are removed, it will be impossible for the western world either to know definitely what is really occurring in the obscurity of the Russia or to begin to enter into commercial relations with her people.

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## Chapter II.

### RUSSIAN AGRICULTURE PRIOR TO THE FAMINE

*Conditions prior to 1914.* — Next to the United States, Russia before the War was the world's greatest producer of cereals, and if maize be left out of account Russia was easily first. Taking the four chief cereals of the eastern hemisphere — wheat, rye, barley and oats — and adopting the figures and nomenclature of the International Institute of Agriculture, the record of Russia compared with the rest of the world was as follows :

*Production and export of the four chief cereals (1) 1909-1913.*

|                     | AREA<br>(million<br>hectares) | PRODUCTION<br>(million<br>quintals) | YIELD<br>(quintals<br>per hectare) | EXPORT<br>(million<br>quintals) | EXPORT<br>(as per cent.<br>of production) |
|---------------------|-------------------------------|-------------------------------------|------------------------------------|---------------------------------|---|
| Russia . . . . .    | 93                            | 724                                 | 7.0                                | 87                              | 12 %                                      |
| U. S. A. . . . .    | 38                            | 400                                 | 10.5                               | 18                              | 4.5 %                                     |
| Canada . . . . .    | 9                             | 118                                 | 12.3                               | 28                              | 24 %                                      |
| Argentine . . . . . | 8                             | 49                                  | 6.1                                | 31                              | 63 %                                      |
| WORLD TOTAL .       | 241                           | 2,418                               | 10.0                               | 321                             | 13 %                                      |

The features of the Russian situation illustrated by this table are : the enormous area in Russia under cereal crops; its low yield per unit of area and the comparatively small proportion which is exported. Argentine, it is true, has as low a yield as Russia, but the average holding in Argentine in 1912 was about 475 hectares compared with 874 in Russia, and these figures reflect the difference between a system of agriculture in the former country in which relatively few workers are engaged in cultivating extensively with the aid of machinery and a system in which cultivation is carried on with comparatively primitive implements and few means of economising labour.

(1) In view of the special importance of wheat outside Russia, the figures for this cereal included above are of interest :

*Wheat Only (1909-1914).*

|  | AREA<br>(million<br>hectares) | PRODUCTION<br>(million<br>quintals) | YIELD<br>(quintals<br>per hectare) | EXPORT<br>(million<br>quintals) | EXPORT<br>(as per cent.<br>of production) |
|--|-------------------------------|-------------------------------------|------------------------------------|---------------------------------|---|
| Russia . . . . .   | 32                            | 215                                 | 6.7                                | 37                              | 17 %                                      |
| U. S. A. . . . .   | 20                            | 198                                 | 9.9                                | 21.3                            | 10 %                                      |
| India . . . . .  | 12                            | 97                                  | 8.1                                | 12.7                            | 13 %                                      |
| Canada . . . . .   | 4.25                          | 53                                  | 12.5                               | 21.3                            | 40 %                                      |
| Argentina . . . . .  | 6.5                           | 42.5                                | 6.5                                | 21.2                            | 50 %                                      |
| TOTAL for all Countries, regarding which the International Institute of Agriculture has received statistics. | 108 1/2                       | 1,021                               | 9.4                                | 207                             | 20 %                                      |

Further analysis shows that Russia's export was practically confined to wheat and barley, whereas her rye and oats were almost entirely retained at home, the former for human and the latter for cattle food. The following shows the figures for 1909-1913 so as to exclude the effect of the war in 1914. The figures in this and following tables of this report are given in Russian terms :

1909-1913 (million poods). (1)

|                 | PRODUCTION<br>GROSS | EXPORT     | % EXPORTED  |
|-----------------|---------------------|------------|-------------|
| Wheat. . . . .  | 1,354               | 264        | 19 %        |
| Rye. . . . .    | 1,430               | 47         | 3 %         |
| Oats. . . . .   | 965                 | 66         | 7 %         |
| Barley. . . . . | 671                 | 227        | 33 %        |
|                 | <u>4,420</u>        | <u>604</u> | <u>13 %</u> |

N. B. — 1 pood = 36 lbs = 16.4 kilos = 0.16 quintals.  
 1 desyatin = 2.7 acres = 1.1 hectares.

But not only was the proportion of export low. The fundamental fact of Russian economy is that far the larger portion of her output was consumed in the locality where it was produced, for though she has an enormous population, the overwhelming majority is engaged in agriculture and the proportion which she maintained out of her agricultural surplus was very small (2). This conclusion is indicated by statistics of internal transport. Thus if we take the two most important of these crops we find that in the same period (1909-1913) the annual average quantity of wheat and wheat flour transported amounted to 528 million poods carried by rail, and 168 million poods carried by water, or 292 million poods carried by the two methods of transport. These figures undoubtedly include a certain amount of double reckoning, for a certain quantity of wheat will no doubt have been carried by railway or water to the mill and will appear again as wheat flour. Also a certain quantity will no doubt have travelled both by rail and by water. If a deduction of, say, 16 % is made from the gross harvest of wheat for seed, the amount available for consumption is 1,137,000,000 poods. Allowing for material appearing twice in the returns, the amount of wheat and wheat flour moved by rail or water cannot have been more than one-half of this amount, of which, again, about one-half was sent abroad. The figures for rye are still more striking. The annual average carriage of rye and rye-flour both by rail and water was less than 250,000,000 poods, compared with, say, 1,200,000,000 poods available for consumption.

The average quantity of all grain carried by rail and water for the pre-war quinquen-

(1) These figures relate to Russia in Europe (51 provinces) Poland, Asiatic Russia and the Caucasus and are taken from *Recueil de données statistiques sur l'Industrie agricole en Russie*, 1915, published by the former minister of Agriculture.

(2) 14 % of the population of Russia in 1912 was described as urban, compared with 40 % in the United States and nearly 80 % in England.

nium was 1,323 million poods, of which 604 millions were exported. Allowing for double reckoning, it is thus certain that the internal movement to areas whose productivity was insufficient for the needs of their population and to the industrial regions of Petrograd, Moscow, the Urals and elsewhere, amounted to something less than the quantity exported.

Thus, though Russia had become one of the great sources of supply for the international grain market, her export was a small proportion of her output, and far the greater part was consumed by her own scattered agricultural population. Hence she neither required nor possessed means of transporting so colossal a production.

This conclusion is borne out by statistics of Russia's transport system. Between 1885 and 1904, Russia's railways increased from 25,000 versts (1), and in the decade before the War, by a further 10,000 versts to 56,000 versts. The ratio of length of line to area was, however, still very small. For Russia-in-Europe, this ratio, which is far lower than in any other European country, works out at about the same as in India. The ratio of railway to area in Russia in Asia is about the same as in China.

|                            | Versts of (2)<br>Railways per<br>1,000 sq. versts<br>of territory | Population<br>per 1,000 square<br>versts | Versts of Railway<br>per 100,000 of<br>population |
|----------------------------|---|--|---|
| Russia-in-Europe . . . . . | 18.00   | 31,800                                   | 56.5  |
| Russia-in-Asia . . . . .   | 1.66  | 1,950                                    | 85.0  |
| Germany . . . . .          | 188.00  | 147,400                                  | 128.0   |
| U. S. A. . . . .           | 70.00   | 13,250                                   | 528.0   |
| India . . . . .            | 19.25   | 77,600                                   | 25.0  |
| China . . . . .            | 1.50  | 36,450                                   | 4.0   |

By comparison with other grain-producing countries the freight-trains were slow and their operation hampered by insufficient rolling-stock. But although the length of line was small for the size of the country, the quantity of goods transported per verst of railway was nearly as large as in the United States; and as the length of haul was somewhat longer in Russia than in America, the amount of freight transport to be done per verst of railway was nearly as great in Russia as in America. Russia possessed more freight-cars per 100 versts than America, but as the cars had on the average less than half the capacity of the American cars, her total freight-lifting capacity per verst was less than that of America. In these circumstances it was a considerable achievement of organisation to move the freight that came upon Russian railways, especially since Russia was quite inadequately supplied with large modern granaries, which help to even out the movements of grain over a somewhat prolonged period in America and countries with similar equipment. On the waterways the storage problem was not infrequently solved by leaving the grain in barges frozen in the ice during the winter.

The fundamental problem of Russian agriculture before the War, however, was not

(1) *Statistical Annual of the Russian Ministry of Ways and Communications*, published before the Revolution.

(2) 1 verst = 1.0668 kilometres.

1 verst = 0.6629 miles.

inadequate transport, but low yield per desyatin due to primitive methods of agriculture and a land system which rendered technical improvement exceedingly slow. It is true that in the fifty years succeeding the emancipation of the serfs in 1861 the yield per desyatin showed some improvement. But during the same period, the total area under cultivation hardly showed any expansion whereas the population of Russia increased 2 1/2 fold. A short account of the evolution of Russia's land system of this period is given in Annex I, from which the following brief summary may be made :

(a) The settlement of 1861, which gave the emancipated peasantry approximately half the cultivated land of Russia, contained provisions which brought into existence many holdings too small to support a family. This tendency was accentuated in the ensuing half century by the rapid increase of population and the further division of holdings. In many cases these holdings were cultivated as part means of subsistence, the holder going into some industrial occupation or working as an agricultural wage-earner. In other cases, the holdings were disposed of and gave rise to a landless class in the country.

(b) In the greater part of Russia, excluding the Ukraine, the "commune" under which the peasants' land was held in a number of scattered strips and subject to periodical redistribution survived. This land was mainly farmed on primitive lines; the rotation of crops was on the three-field system (e. g., a rotation of wheat, rye, oats, fallow); neither natural nor artificial manuring was in common use, it being customary in many villages of South Russia to collect the animal manure outside the village and burn it or to use it as fuel; and deep ploughing was uncommon. It was not until the Stolypin reforms of 1906 that peasants were enabled to leave the commune, and to have their strips consolidated and held on a continuous and secure tenure. In the eight years 1906-1914, nearly 26 million desyatins (1) were so consolidated and surveyed and operations confirmed in respect of 13 millions, part of which was assigned to groups of peasants and part to individuals peasants.

(c) The area owned and cultivated by land-owners steadily diminished after 1861, land being leased or bought by the more enterprising peasants or by land dealers. The ownership of the cultivated area of European Russia was divided as follows :

|               | PROPRIETORS (2)       | PEASANTS                |
|---------------|-----------------------|-------------------------|
| 1861. . . . . | 120 million desyatins | 113.7 million desyatins |
| 1905. . . . . | 82 — —                | 171.7 — —               |

Further, a considerable fraction of the cultivated land owned by the landed proprietors was exploited by peasants or tenants who leased the land from the owners. Thus

(1) See Material prepared for the Genoa Conference by the Members of the Union of Zemstvos, Paris, 1922.

(2) At the emancipation practically all the landed proprietors were nobles and the distinction between them and peasants was both a social and an economic one. When the nobles disposed of their land, if it was bought by persons other than peasants it was still considered to be landed property (propriété foncière). If it was bought by peasants it was classified as territory owned by peasants. As the latter usually bought small quantities only, peasants' land still, in the main, implies small cultivation. But the distinction is still to some extent a social one, though roughly coinciding with an economic distinction.

before the War, there were four classes in rural Russia : the landed proprietors; the wealthier peasants, cultivating land leased or bought from the proprietors or detached from the commune under the Stolypin reforms of 1906; the poorer peasants, mainly cultivating under the communal system; and an entirely landless class.

In the period immediately before the War, two-thirds of the crops of Russia were grown on peasant-owned land and one-third on that of landed proprietors, a considerable proportion even of the latter being raised by persons leasing land from the owner. It is not possible to say how much of the crops raised by peasants was raised on land within the commune.

(d) Large-scale farming in Russia was itself in a not very advanced condition; but taking the cultivated land of the proprietors as mainly large scale and the peasant-owned land as mainly small scale, the following figures reflect the advantage in yield of the former system :—

|                     | YIELD OF CEREAL CROPS PER DESYATIN |                   |
|---------------------|------------------------------------|-------------------|
|                     | on                                 |                   |
|                     | PROPRIETORS'<br>LAND               | PEASANTS'<br>LAND |
| 1861-1870 . . . . . | 33 poods                           | 29 poods          |
| 1901-1910 . . . . . | 54 —                               | 43 —              |

The greater efficiency of exploitation on proprietors' land accounts in itself for a large part of the surplus available for export. Indeed, an examination of the agricultural enquiry of 1916 shows that the whole of the grain marketed either for export or for consumption within Russia came from land held by one of the first two classes mentioned in (c), the proprietors supplying 31 %, and peasants cultivating more than 5 desyatins of land, 69 %, of the total grain marketed.

On the other hand, the primitive conditions under which most of Russia's crop was raised, taken in conjunction with the increased population—only a small portion of which had moved into the towns—explain the impoverishment of the peasantry, which was becoming an increasingly serious problem before the War. The Government's policy, in addition to agricultural technical education, organisation of credit, etc., was, on the one hand, to assist the peasant to enlarge his holding and to obtain security of tenure and free play for individual enterprise by separation from the commune; and, on the other, to deal with the problem of the landless class by emigration to the vast unpopulated territory in Siberia.

### Effect of the War, 1914-1920.

The effect of the War on the aspects of Russian economic life which come within the present report was to cause some reduction of the area under cultivation and to strike a deadly blow at the railway system of the country.

As regards agricultural production, the withdrawal of men from the army naturally caused a most serious shrinkage in the supply of labour in the fields and a reduction

in the area sown. On the whole, the peasants' land suffered less in consequence than that of the proprietors. It is true that when in 1915 and 1916 the peasantry in distant parts of Russia found themselves unable to market the crops which had accumulated, they began to reduce the area under cultivation. But the shrinkage was much more serious on farms dependent upon hired labour. In these cases the alternative of labour-saving machinery was, of course, ruled out by the isolation of Russia from the outside world. The area under cereal crops decreased between 1913 and 1916 from 89.8 million desyatsins to 73 million hectares, but a great deal of this difference was accounted for by the occupation of Poland and other parts of Russia by the enemy (1). If those occupied areas are excluded, the sown area of European Russia fell from 79 1/2 million desyatsins to 73 million desyatsins, or slightly more than 8 per cent, the reduction naturally occurring chiefly in the two export crops, namely wheat and barley. This reduction in area was accompanied by a still greater change in the sources of production, the area cultivated by peasant proprietors actually increasing during these years by 10 million desyatsins, while the area of proprietors' land under cultivation fell by 16 1/2 million desyatsins. The shortage of labour, apart from other considerations, adversely affected the area under cultivation especially on the proprietors estates. By the end of 1916, Russia was already suffering from a shortage of artificial fertilisers and a still greater lack of agricultural machinery, imports of the latter having fallen as follows :

|                        |                    |
|------------------------|--------------------|
| 1914. . . . .          | 95,200 metric tons |
| 1915. . . . .          | 4,100 — —          |
| 1916 (11 months) . . . | 9,500 — —          |

The Ministry of Agriculture, indeed, declared to the Inter-Allied Conference in February, 1917, that many of the farmers had not sown because they saw no prospect of being able to reap.

During these years the food requirements of the Army were met by requisitions carried out in the first instance on the basis of allocations made by the Intendance Department of the Government. As the War developed, however, the services of the Zemstvos and the Co-operative Societies were utilised as intermediaries between the Central Government of the peasants in securing the fulfilment of these requisitions. The requisitions were made in exchange for non-interest bearing bonds repayable at some future date. The system also involved the fixing of prices. The figures decided upon were a matter of complaint in the towns on the ground that they were too favourable to the agricultural classes.

The effect of the War upon transport was, however, even more serious. Defeats in the field and the occupation of considerable tracts of Russian territory by the enemy caused appreciable losses in locomotives and rolling-stock. But apart from actual war losses a number of influences undermined the vigour of this vital service.

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(1) Data supplied by the Russian Minister for Agriculture to the Petrograd Conference, 1917

(a) The mobilisation of 17 million men during the three years of the War, together with 2 million horses, meant that the railways of Russia had to carry food to the western frontier for men who had formerly been fed locally, without making any call upon the railway system of the country.

(b) A considerable proportion of the limited rolling-stock of the country was assigned to the battle-front for the movement of troops, while railway wagons were commonly used all over the country for storage of war material and for shelter of man and beast.

(c) The industrial area of Petrograd, and to a less extent that of Moscow, which had formerly been dependent for raw material upon sea transport in the Baltic or rail transport from the comparatively near frontiers on the west, had to draw their supplies of fuel, steel, etc., by land from the Donets Basin and other interior coal and steel-producing districts of Russia. Industrial requirements, therefore, also made a new demand upon rolling-stock.

(d) Such imports as continued to find their way to Russia had to come by rail either from Archangel or Vladivostok. The call upon the available rolling-stock which this involved can be appreciated from the fact that it required 120 locomotives to maintain a service of one train per day from Vladivostok to Moscow. This difficulty was so great that at the beginning of 1917 there was already accumulated at Vladivostok a sufficient tonnage of war material to occupy the trans-Siberian line for the whole of the ensuing twelve months.

(e) In the expectation, which was shared with all the European Powers, that the War would be a short one, the Russian Government diverted several important locomotive and wagon building shops of Russia from their normal work to making munitions and the repair of locomotives and wagons fell seriously into arrears.

The only compensation to set against these abnormal demands was the fact that the grain export trade came to an end.

An attempt was made to meet the rolling-stock problem and in particular the problem of conveyance from Vladivostok by shipping locomotives from Canada and the United States to Vladivostok and by erecting freight cars there and sending them on into the interior. In this way some 700 locomotives and a considerable number of cars were supplied. But in spite of this the number of sound locomotives on Russian railways fell from 20,000 to 16,800 at the end of 1916.

Thanks partly to the fact that War transport involves movement of similar goods on an enormous scale over definite routes, the Russian railway administration succeeded in producing very substantial results. The average loading of goods trucks increased, daily engine mileage was raised by nearly 20 %, and the total goods train mileage, which was estimated at 147 million miles in 1913, rose in 1916 to 197 million miles. But all these efforts failed to enable the railways to cope with a situation beyond their strength. The rolling stock, never very adequate to the needs of the country, was in a critical condition, and towards the end of 1916 it became evident that the railways could not cope with the distribution of food both to the armies and to the civil population. Not only at the front but also in various parts of the interior there were serious local food shortages

in the winter of 1916-1917. Considerable quantities of grain from the harvests of 1915 and 1916 and still more forage urgently needed at the front had accumulated in the interior, and the Army was often seriously short of food supplies. In January and February 1917, although there was sufficient food in the country, food crises in Petrograd and Moscow became acute, and long bread queues were to be seen daily in both cities. The bread riots in Petrograd were the prelude to the first Revolution of March 1917.

### **Effects of the Revolution.**

The disorganisation resulting from the European War was greatly increased after the Revolutions of February and October 1917. Under the provisional Government, the soviets of work-men, soldiers and peasant deputies formed throughout the country, in the towns, in the factories, in the villages and in the Army, began to supersede the control of those formerly directing economic life. In particular the Petrograd Soviet, which acted independently and often in opposition to the Government, strenuously endeavoured in industrial centres to place control of the factories in the hands of the workers; in the villages to encourage the peasants to seize the estates of the landowners; and in the Army to advocate the conclusion of Peace (1). These efforts were completely successful. Production in the towns began to dwindle, while the Army became disorganised and began to melt away. Hundreds of thousands of soldiers left the front and poured into the cities. The railways at the front suffered great dislocation, which soon extended to other parts of Russia. The provisional Government early in the summer of 1917 endeavoured to deal with the food situation by establishing a monopoly of the grain trade, an act which tended to alienate the sympathies of the peasant. On the other hand it was found necessary to raise very considerably the previously existing level of fixed prices. By October 1917, the cost of living was already five times as high as it was a year before, and the general economic situation of the country was rapidly deteriorating. This was briefly the position when the Soviet Government was first formed after the *coup d'État* of October 1917.

The new Government proceeded to give effect to a policy of confiscation and nationalisation which so paralysed production that the towns became unable to supply the demands of the peasants. As paper-money, which was rapidly losing its value, was all that could be obtained in exchange for agricultural produce, the peasant endeavoured to hold back his grain for his own use and lost any incentive to grow more than was necessary for his own requirements. They, therefore, ceased to bring their supplies to market and ceased to cultivate more land than was necessary to satisfy local needs. The Bolsheviks began to carry out requisitions of produce in the villages on a large scale. In this way town and country became divorced, the effect of which was that towards the end of 1918 and the beginning of 1919, starvation began in the great cities. Large numbers

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(1) *Report of the Parliamentary Commission to Collect Information on Russia*, London 1921 (CMD. 1240).

of Russian workmen who had maintained their ties with the country deserted the towns for the villages. Thus, the population in the large towns all over Russia became greatly reduced, and in the case of Petrograd, fell from 2,300,000 in 1917 to 700,000 in 1919. Large numbers of people also actually left Moscow, but many new-comers settled down in the city, especially from Petrograd, with the transfer of the seat of Government from that city to the old capital. The failure of the harvest in the Moscow province in 1919 resulted in a famine in Moscow itself, and the state of transport and the demands of the army during the Civil War, which had then begun, made it impossible to relieve situation effectively. There was however, up to this time no real famine in the principal food-producing areas of Russia, partly because, with the exception of the Moscow Province there was a remarkably good harvest in other parts of Russia, and to the fact that the peasants were still able to draw on stocks accumulated in former years.

In 1918 the Civil War began. From 1918 to 1920 Soviet Russia was involved in war against anti-Bolshevik Russian forces under various commanders, and against the Poles, Lithuanians, Letts, Esthonians and Finns. The effect of this struggle carried on over so wide an area and for so long a time, following the disintegration of industry, may be easily imagined. The work of transporting to and from the various fronts the newly-formed units of the Red Army laid a very great strain on the already weakened transport services, while in the actual course of hostilities considerable destruction of locomotives, rolling stock, bridges and permanent way took place.

The Donets Basin, the principal coal-mining area of Russia and the Urals and the centre of the metal industry, changed hands more than once in the course of the fighting and suffered damage which there could be little hope of repairing in a country where disorganisation had gone so far.

But apart from the Civil War, the economic revolution had already produced a demoralising effect upon the town population. The most serious results of this were first manifested in the railway workshops, on the railways themselves and in the heavy metal industry, upon which the railways were dependent for rolling stock repairs. The assumption by Soviets of the workpeople of control over industrial enterprises continued after the *coup d'État*, with continually diminishing output, and before long the Communist leaders were compelled to face what Krassin describes in the case of the railways as a condition of complete ruin. The solution which the Soviet Government endeavoured to apply to this state of affairs was a policy of the militarisation of labour. We are not here concerned to trace the changes either of theory or of practice which took place in the organisation of industry, but the decrease in output may be shown by statistics of coal and iron production and of locomotives in running order (1) :

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(1) For coal production, see *Statistical Annual of the Russian Industrial Union*, St-Petersburg, 1913, and *Financial Bulletin*, official organ of the former Russian Ministry of Finance.

For the period 1918-1922, see *Statistical Annual 1918-1920*, Moscow 1922.

For 1922, see *Ekonomicheskaya Zhizn*.

For Pig Iron, see *Statements of the Economic Situation of the Soviet Republic in 1920, and 1921*. Edition of *Ekonomicheskaya Zhizn*, Moscow, 1921 and 1922.

For Locomotives in Running Order, up to 1920, see *Bulletin of the People's Commissariat for Ways and Communications*,

| Year             | Whole of Russia<br>(Million Poods) | Donets Basin<br>(Million Poods) | Pig Iron Output<br>(Million Poods) | Locomotives in<br>running order |
|------------------|------------------------------------|---------------------------------|------------------------------------|---------------------------------|
| 1913 . . . . .   | 1,778                              | 1,536                           | 256                                | 16,866                          |
| 1916 . . . . .   | 2,100                              | 1,751                           | 231                                | 16,033                          |
| 1917 . . . . .   | 1,875                              | 1,510                           | 185                                | 17,012                          |
| 1918 . . . . .   | 740                                | 552                             | 31                                 | 14,519                          |
| 1919 . . . . .   | 473                                | 310                             | 7                                  | 4,577                           |
| 1920 . . . . .   | 458                                | 271                             | 7                                  | 3,969                           |
| 1921 . . . . .   | 515                                | 329                             | 7                                  | 7,683                           |
| 1922 (6 months). | 313                                | 251                             | 5.4                                | 6,581                           |

The question whether there is to-day any sign of improvement in industry is touched upon later in this report, but to the end of the famine period at all events there is practically no break in the steady deterioration.

As regards transport, the fluctuations of fortune in the Civil War are shown in the change in the lengths of railway which remained in the hands of the Soviet Government at various dates :

|                |                |
|----------------|----------------|
| 1917 . . . . . | 59,280 versts. |
| 1918 . . . . . | 25,108 —       |
| 1919 . . . . . | 29,516 —       |
| 1920 . . . . . | 53,261 —       |
| 1921 . . . . . | 61,210 —       |

In spite of the reduced amount of work done by the railways, the numbers employed during recent years were greater than before the war although they showed a tendency to decline during 1921. According to a well informed source they have shown the following changes :

| YEAR                   | NUMBER    |
|------------------------|-----------|
| 1913 . . . . .         | 815,502   |
| 1915 . . . . .         | 905,289   |
| Jan. 1, 1921 . . . . . | 1,229,051 |
| June 1, 1921 . . . . . | 1,057,890 |
| Jan. 1, 1922 . . . . . | 933,472   |

In industrial employment generally, however, it was quite impossible to continue to support as many workers as before, and the continued decay of industrial activity was one of the factors which produced a decline in population in the cities of Russia. It has already been noted that as Russia became industrialised, men from the countryside became wage-earners but retained their association with their village. When the events

1918, No 10, and *Ekonomicheskaya*, Zhizn 8th April, 1919, 10th September, 1919, and 17th March, 1920, cited by M. ZAGORSKY in *La République des Soviets*, Paris, 1921, p. 159.

For 1920-1922, see *Bulletin of the People's Commissariat for Ways and Communications*, 1922, Nos 1 and 4.

of 1917, 1918 and 1919 brought industry to a standstill, these wage-earners drifted back to their villages (1).

The effects of the economic Revolution on agricultural production were not less serious. In estimating them it is necessary to take into account the Soviet Government's policy relating to the tenure and working of the land, and the disposal of what was produced upon it, the peasants' attitude on the land question and their action regarding it, and the effect of both these factors in relation to one another. Ever since 1861 the peasantry had regarded themselves as unfairly deprived of the land assigned to the proprietors and had always been ready to listen to anyone who offered to restore to them what they considered to be their territory. But in this matter they held a very different view to that of the Bolsheviks. The peasants' desire was to resume possession of these lands and hold them, in some cases under the rules of the commune, but in any case as private property. The Government, on the other hand, desired to socialise the land, that is to say, to abolish property in land and to arrange that it should be cultivated on behalf of the community, either by cooperative effort or on some plan of State administration. Both sides agreed on the initial stage, namely the dispossession of the existing holders, which the peasants had themselves begun before the Bolsheviks came into power. But from this point onwards the divergence of view became marked and a long struggle ensued between the passive resistance of the peasant against the abolition of his right to property and the attempts of the Soviet Government to introduce an entirely new land system. The results of this struggle can best be judged from the speech made by Lenin to the representatives of organisations for political education, in October 1921. "The defeat we have suffered on the economic front at the beginning of 1921, in our attempt to make a transition to communism, has been much more serious than any we have suffered at the hands of Kolchak, Denikin or Pilsudski. This defeat means to us that the economic policy of our leaders has got entirely out of touch with its base and has utterly failed to effect a revival of production, which the programme of our party regards as its most urgent and fundamental task. The requisitions in the villages and the direct application of communist principles in the towns have hindered the revival of production and become the main cause of the tremendous economic and political crisis which descended upon us in the spring of 1921. This is why events have happened which we cannot describe

(1) The number of inhabitants is given below for a few of the more important cities of Russia in 1920, as compared with the figures of 1913 :

| CITIES                       | 1913      | 1920      | CITIES                    | 1913    | 1920    |
|------------------------------|-----------|-----------|---------------------------|---------|---------|
| Petrograd . . . . .          | 2,319,000 | 706,000   | Nizhny-Novgorod . . . . . | 112,000 | 88,000  |
| Moscow . . . . .             | 1,817,000 | 1,028,000 | Vitebsk . . . . .         | 108,000 | 80,000  |
| Saratov . . . . .            | 235,000   | 188,000   | Gomel . . . . .           | 105,000 | 61,000  |
| Kazan . . . . .              | 195,000   | 146,000   | Ufa . . . . .             | 106,000 | 93,000  |
| Ivanovo-Voznesensk . . . . . | 168,000   | 58,000    | Perm . . . . .            | 105,000 | 74,000  |
| Astrakhan . . . . .          | 163,000   | 121,000   | Tsaritsyn . . . . .       | 100,000 | 81,000  |
| Samara . . . . .             | 144,000   | 171,000   | Irkutsk . . . . .         | 130,000 | 100,000 |
| Tula . . . . .               | 140,000   | 129,000   | Orel . . . . .            | 97,000  | 64,000  |
| Yaroslavl . . . . .          | 120,000   | 73,000    |                           |         |         |

from the point of view of our general policy, as anything but a heavy defeat and retreat.”

What actually appears to have happened in the country is that during 1918 a certain amount of land was found for the population migrating from the towns and for some of the landless peasants in the country, and a considerable quantity of territory in the hands of proprietors, and to some extent also in those of the richer peasants was divided up. It is difficult to say precisely to what extent this occurred, but some statistics given in the Annex on Land Tenure and the Agrarian Legislation of the Soviet Government show that comparing 1919 and 1917 the number of small and moderate sized holdings considerably increased; the number of larger peasant holdings diminished, and in 32 provinces of Russia 85 % of the land formerly held by other than peasant owners had been distributed among the peasants. This, however, did not add much to the total cultivated by peasants, since the area in European Russia in 1916 was divided as follows (1) :

*Proprietors' land.*

36,000,000 desyatins of cultivated land + 27,000,000 desyatins of woodland.

*Peasants' land.*

188,000,000 desyatins.

It is stated by a writer on the agricultural situation in Russia that the net result was that the average peasant-holding in 36 provinces *per capita* rose from 1.87 desyatins before the Revolution to 2.25 desyatins after it (2). In regard to this it is important to recognise that the Soviet Government in its policy realised that anything like a re-establishment of the old commune, with its scattered strips of land and constant redistribution meant the restoration of a comparatively backward method of agriculture. Nevertheless, its plan for establishing Soviet farms and for encouraging cultivation by communities or other forms of cooperation failed in fact to achieve success. The majority of these experiments, which were started largely with a view to organising educative institutions in Russian rural life, fell a prey to mismanagement, and failed to pay their way. In many cases, as will be seen in Annex I., the lands used for Soviet farms have been leased out to private persons or communities willing to work them. The general position was, therefore, by 1919 that agricultural production in Russia was almost entirely in the hands of the peasant, that many peasants who had received land taken from former owners had not the means to cultivate it, even if they had had the incentive to do so and that the more advanced methods of production which had formerly obtained on the larger estates had disappeared.

Apart from the Soviet Government's policy in regard to land tenure, the policy it

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(1) Memorandum presented to the Genoa Conference by the representatives of the Union of Zemstvos living in Paris.

(2) See Mr. LEVINE's article in *Manchester Guardian Reconstruction* Number 6.

pursued in regard to trade, the actual working of the land and the enjoyment of its fruits also exercised a considerable influence in disorganising agricultural production. Decrees passed in October 1917 and February, 1918, gave the State a monopoly of internal and external trade in grain, and forbade the use of hired labour. A further decree, passed in May, 1918 (1), entitled each agriculturalist to put aside a quantity of grain sufficient for sowing his land and for his own food requirements, according to an official scale laid down from time to time. The remainder of his produce was to be at the disposal of the Soviet authorities under threat of ten years' imprisonment and the confiscation of his goods. These rules were varied by subsequent decrees but this general principle prevailed both before and during the period of the Civil War. The peasant was, therefore, only assured of his official ration and might be deprived of whatever he produced above that amount. The plan thus removed an incentive to increase production. In many cases all stocks accumulated from former harvests were taken from the peasants and, as such requisitions were continued during the greater part of 1920, it is not remarkable that the peasants in some of the famine stricken provinces should regard them as one of the causes of the famine in 1921. Early in 1921, it is true, the Soviet Government, as part of the change of economic policy, decided to abandon the requisitions and to substitute a tax in kind, based upon the amount of production from the land. This involved a very radical departure of principle, for the method of assessment, of which some description is given in Annex I., would in theory leave to the peasant some proportion of the surplus which he might produce in excess of his own requirements, thus giving him some incentive to produce a surplus, of which he was free to dispose if he could. But as a result of the policy previously pursued, the market, both as regards agriculture and industry, had ceased to exist and with it agricultural production had dwindled to so low a level that there was hardly any surplus at all. This being the case, the peasant had been led to reduce the area under cultivation of cereals intended for the market—for example, wheat and barley—and to replace them by rye and oats, that is to say, by what was most essential for the satisfaction of his personal needs. For example, in 1916 wheat formed 6.1 % of the area under cultivation in European Russia and the Ukraine, and by 1919 had fallen to 4.2 %. Rye, on the other hand, had risen from 42.7 % in 1916 to 49.2 % in 1919. Flax had decreased from 4.4 % in 1916 to 3.3 % in 1919, and had barley decreased slightly from 4.2 % to 2.7 % (2).

The critical situation created to a considerable extent by the agrarian policy of the Soviet Government by 1921, as admitted by Lenin in the speech quoted above, gave rise to a significant series of decrees in that year, to one of which—that according the peasant the right to do what he liked with certain of his surplus produce—reference has been previously made. Following these changes it became possible for holdings

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(1) See Decree of the All-Russian Central Executive Committee on extraordinary powers conferred on the People's Commissariat for Food, 13th May, 1918.

(2) See Professor KONDRATIEV, *Agricultural and Forest Economy*, Nos 1 and 2, published by the People's Commissariat for Agriculture, 1922.

which could not be farmed adequately owing to shortage of labour implements, and cattle to be leased to others who were better able to farm the land effectively. This indicates a process quite contrary to that which has been observed from the time the Soviet Government came into power up to 1921. As a matter of fact by 1920 the legislation of the Soviet Government forbidding the employment of hired labour and the acquisition by individuals or communities of more land than was actually necessary to provide for their primary needs, had become a dead letter, as is seen in recent Bolshevik publications on agricultural questions. Thus the Soviet Government were only giving legal sanction to what had become throughout Russia a more or less general practice of letting out land which could not otherwise be cultivated to the less impoverished farmers who had succeeded in weathering better than their less prosperous fellows the stormy period of the Revolution preceding the close of the Civil War. From this time onward the tendency to split up the larger farms began to disappear and gradually an opposite tendency of the larger farms to increase in size is seen. This was chiefly due to the fact that the middle-sized farms proved more and more difficult to run, owing to lack of labour and the absence of means to hire labour which the richer peasants seemed to have possessed in many cases : to the lack of implements and cattle in which the richer peasants in many cases appear to have found themselves far better off than the middle and poor peasants at the close of the Civil War period. From this time the middle-sized farms began to split up more and more, part of the land thus divided going to increase the size of the larger farms and the rest to swell the number of small holdings.

In addition to the factors contributing to the decline in agricultural production described above, the Civil War, which lasted from 1918 to 1920, affected rural life more or less seriously at various times over a great part of Russia. In European Russia the following provinces (according to the pre-revolutionary administrative divisions of Russia) were, either wholly or partially at one period or another, the scene of military operations :

- |   |  |
|---|--|
| (a) <i>The Central Agricultural Provinces :</i> | (b) <i>The Urals Provinces and Siberia :</i> |
| Tula.   | Perm.  |
| Tambov.   | Tyumen (formerly Tobolsk).                   |
| Orel.   | Orenburg.                                    |
|   | Omsk.  |
|   | Tomsk.                                       |
| (c) <i>Eastern Siberia :</i>                    | (d) <i>Central Asia :</i>                    |
| Enisei.   | Turkestan.                                   |
| Irkutsk.  |  |
| Amour Provinces.                                |  |
| (e) <i>South Russian Provinces :</i>            | (f) <i>The Ukraine Provinces :</i>           |
| Kharkov.  | Kherson.                                     |
| Crimea.   | Podolia.                                     |

- |  |  |
|--|--|
| <p>(e) <i>South Russian Provinces</i> (continued) :<br/>Don Cossack Territory.</p>   | <p>(f) <i>The Ukraine Provinces</i> (continued) :<br/>Kiev.<br/>Volhynia.<br/>Poltava.<br/>Chernigov.<br/>Ekaterinoslav.</p>                         |
| <p>(g) <i>The Upper and Middle Volga Provinces</i> :<br/>Saratov.<br/>Astrakhan.<br/>Samara.<br/>Simbirsk.<br/>Kazan.<br/>Vyatka.<br/>Ufa.</p> | <p>(h) <i>Northern and North-Western Provinces</i><br/>Archangel.<br/>Olonets.<br/>Petrograd.<br/>Pskov.<br/>Vitebsk.<br/>Smolensk.<br/>Mogilev.</p> |
| <p>(i) <i>North Caucasus Provinces</i> :<br/>Stavropol.<br/>Kuban.</p>   |  |

In estimating the effect of the Civil War on the economic situation in Russia, it is of value to bear in mind that the Ukraine provinces above produced before the War (1913) 881,961,400 poods—18 per cent of the production of the Russian Empire—that the Middle and Lower Volga Provinces produced 772,259,900 poods—16 per cent of the total—and that the latter area suffered greatly, whole harvests being lost in certain areas during severe fighting.

It is difficult to sum up the effect of these varying influences in figures, but the following statement contains a comparison which is believed to be reasonably sound, for the reasons stated in the Annex upon Agricultural Statistics.

*Harvest of cereal crops for the area forming Soviet Russia but excluding  
Turkestan and Transcaucasia.*

|                               | 1909-1913 (1) | 1916  | 1920 (2) | 1921  |
|-------------------------------|---------------|-------|----------|-------|
| <i>Harvest :</i>              |               |       |          |       |
| (in million poods) . . . .    | 4,079         | 3,955 | 1,738    | 1,617 |
| <i>Area sown :</i>            |               |       |          |       |
| (in million desyatins). . . . | 81.2          | 82.5  | 56.8     | 49.1  |

(1) *Recueil de Données statistiques*, published by the Russian Ministry of Agriculture, 1915.

(2) The figures for 1920 and 1921 are taken from harvest statistics supplied to Dr. Nansen's Representative in Moscow by M. Popov, Chief of the Central Statistical Bureau of the Soviet Government. According to an article by M. Popov published in *Ekonomicheskaya Zhizn* for the 30th September, 1921 and to statements made by him to Dr. Nansen's Representative, the figures for 1921 are 25% higher than the actual figures received by M. Popov from the local authorities in the various Provinces of Russia. M. Popov maintains that the tendency of the local authorities to show diminished returns, in order to avoid taxation, led him to adopt this method in establishing his harvest statistics. (See also Chapter IV.) In regard to

|  | 1909-1913 | 1916  | 1920  | 1921      |
|--|-----------|-------|-------|-----------|
| <i>Yield per desyatin :</i>                          |           |       |       |           |
| (in poods) . . . . .                                 | 50        | 48    | 30.6  | 32.6      |
| <i>Net crop after deducting allowance for seed :</i> |           |       |       |           |
| (in million poods) . . . . .                         | 3,429     | 3,295 | 1,284 | 1,226 (1) |
| <i>Export.</i> . . . . .                             | 604       | —     | —     | —         |
| <i>Net amount available for consumption :</i>        |           |       |       |           |
| (in million poods) . . . . .                         | 2,825     | 3,295 | 1,284 | 1,226     |

The following table shows the decrease in the number of livestock prior to the famine of 1921 (2) :

|                  | 1916       | 1920-1921  | Fall % |
|------------------|------------|------------|--------|
| Horses . . . . . | 31,700,000 | 23,700,000 | 25.3   |
| Cattle. . . . .  | 50,500,000 | 35,200,000 | 30.3   |
| Sheep. . . . .   | 79,000,000 | 44,800,000 | 43.3   |
| Goats. . . . .   | 3,200,000  | 2,400,000  | 25.0   |
| Pigs. . . . .    | 19,800,000 | 13,500,000 | 31.8   |

With this reduction in the number of the horses, cattle, etc., the character of the crops sown has gradually changed. In 1906 wheat and rye constituted 65.2% of the area under the chief cereal crops, while in 1920 and 1921 the proportion had risen to 68.8 and 69.4 respectively. This increase was at the expense of oats and barley (3).

these statistics the reports received from Dr. Nansen's Representatives in the Famine Area suggest that the officially published figures are in many cases much higher than the actual yield of the harvest.

Mr. Webster, for example, of the *Save the Children Fund*, reported that the harvest of 1921 in the Saratov Province was 13 million poods as against M. Popov's figure of 18 million, while M. Babka, the Czecho-Slovak delegate gives the 1921 harvest in the Samara Province as 3,150,000 poods as against M. Popov's figure of 7,032,000.

(1) 8 poods are usually allowed for sowing each desyatin.

(2) OGANOVSKY, *Russian Economist*, p. 2,052.

(3) The fall in crops relating to manufacturing enterprises was greater still, as will be seen in the following tables :

*Area and yield of flax.*

| YEARS         | AREA SOWN<br>(ooo's desyatins) | CROP YIELDED<br>(ooo's poods) |
|---------------|--------------------------------|-------------------------------|
| 1916. . . . . | 1,083.1                        | 14,722.7                      |
| 1917. . . . . | 776.2                          | 11,690.0                      |
| 1918. . . . . | 760.6                          | 10,511.0                      |
| 1919. . . . . | 549.0                          | 5,957.7                       |
| 1920. . . . . | 481.0                          | 4,500.0                       |
| 1921. . . . . | about 400.0                    | about 5,500.0—6,000           |

*Area and yield of beetroots.*

| YEARS              | AREA SOWN<br>(in desyatins) | CROP YIELDED<br>(in berkovetz, 1 berk-<br>kovetz. = 10 poods) |
|--------------------|-----------------------------|---|
| 1914-1915. . . . . | 697,373                     | 62,887,083  |
| 1915-1916. . . . . | 682,257                     | 56,056,333  |
| 1916-1917. . . . . | 613,114                     | 44,168,166  |
| 1917-1918. . . . . | 539,393                     | 37,557,201  |
| 1918-1919. . . . . | 411,330                     | 17,668,250  |
| 19-191920. . . . . | 387,437                     | 11,815,252  |
| 1920-1921. . . . . | 180,327                     | 4,301,506   |

The figures for the area sown with grain crops mentioned above, present the most favourable basis of comparison, for in the Soviet Press and in the speeches of Soviet Ministers, it has been stated that the area sown was less than one-half of the area sown in 1916, whereas this table shows a reduction of 43 % only. The comparison with the pre-War situation shows a similar reduction from 50 to 29.5. Again the yield per desyatin shows a most serious reduction from 50 to 30 1/2 poods per desyatin, owing to the causes already referred to and to the ravages of insects. Whether the figures in the preceding table are accepted or the more pessimistic figures which would result if 25 % were deducted from M. Popov's figures for the 1921 harvest, it is evident that in either case the food problem had become one of the utmost urgency. Indeed it requires some explanation to show how even in 1920 Russia managed to live at all on half her former production. We have shown at the outset that export normally accounted for 16 % of Russia's cereal crop, while there was room for considerable economy in regard to barley, some of which was used for the manufacture of vodka. But these allowances would not account for the difference, and in considering the effect of the low output on consumption, it is important to examine what had happened to Russia's population.

According to the Agricultural Institute of Rome, which has endeavoured to reconcile the new areas of Russia with pre-War Russia, the change in population has been as follows :

|                | RUSSIA IN EUROPE<br>including<br>the Ukraine | RUSSIA IN ASIA | TOTAL         |
|----------------|--|----------------|---------------|
| 1914 . . . . . | 109, 110, 000                                | 26, 488, 000   | 135, 598, 000 |
| 1920 . . . . . | 101, 734, 000                                | 29, 812, 000   | 131, 546, 000 |

(These figures exclude 28,571,000 in Poland, the Baltic States, etc., which no longer form part of Russia.

These figures conceal under a general total a number of influences tending to bring about depopulation. In an article by M. Mikhailovski (1), a comparison is given for a considerably more restricted area than is dealt with above, which shows a reduction of 9 millions. But he points out that if the rate of natural increase before the War had continued, there would have been an increase of about 12 millions. The decline is attributed to the following causes :

- (a) Emigration following the Civil War, which is estimated at 2 millions;
- (b) military losses in the European War, estimated at 2 1/2 millions;
- (c) loss of life in the Civil War, not less than 1 million, and
- (d) surplus mortality, due to the great epidemics, estimated at 3 1/2 millions,

though some authorities consider this an under-estimate.

These figures would not, however, have produced an actual decline if other influences affecting births and deaths had been normal. There has however been a very heavy fall in the birth-rate, and in fifteen Provinces, whose returns were considered by the Central Statistical Bureau to be more or less complete, the death rate everywhere exceeded

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(1) M. Milchailovsky is head of the Statistical Department of the Moscow Soviet.

the birth rate. In these Provinces the birth-rate has declined by more than 40 % from the extremely high average—45 per thousand of the population registered before the War (1).

The reduction in population would explain a further small fall in the quantities of food required for consumption. But these three deductions only account at the most for 30 % of the pre-War crop and the remainder represents a real fall in the amount consumed per head. Excluding Transcaucasia and Turkestan and allowing for the fact that the population of Russia was increasing rapidly before the war, the population of Soviet Russia including Siberia and the Ukraine in 1911 would be approximately 117 1/2 millions. According to the preceding statement, the cereals available for consumption for this number is about 24 poods per head i. e. about 395 kilogrammes. According to the International Institute of Rome the corresponding figure, excluding millet and some minor cereals which are included in the Russian figure, was for the same period 410 kilogrammes in Rumania and 500 kilogrammes in Hungary. Similar statistics for recent years are much less easy to obtain owing to changing boundaries, and other causes but in Rumania the figures of the Agricultural Institute seem to indicate a consumption in 1920 of 405 kilogrammes in Rumania and 450 kilogrammes in Hungary. In Russia, on the other hand the net crop, including millet, etc., only afforded 182 Kilogrammes. If wheat and rye only are taken into account, the quantity available for consumption was 1,670 million poods before the war or 14 1/4 poods (235 kilos) per head. An exact computation for 1920 is not possible, but assuming that the proportion of millet, maize, etc., had not increased at the expense of wheat and rye, the quantity of the two latter cereals in the 1920 harvest after allowing for seed was 840 million poods or 7.3 poods (120 kilos) per head. It is evident, therefore, that with such reduced supplies any local shortage would bring about a state of starvation in the district and threaten the supplies of seed corn needed for future sowing. This actually happened in 1920 in the Volga Provinces, and a partial famine was the result. In this area and in the provinces of Northern Russia which normally imported grain for their own consumption, the crop failure and the needs of the towns made it impossible for the peasants to keep enough grain out of the 1920 harvest to sow winter or spring crops for the ensuing year. The

| (1) The following are the data for the 15 Provinces : | Birth-rate | Death-rate | Natural decrease |
|---|------------|------------|------------------|
| City of Petrograd . . . . .                           | 22.3       | 89.5       | 67.2             |
| Cherepovets . . . . .                                 | 24.0       | 29.6       | 5.6              |
| Novgorod . . . . .                                    | 24.0       | 25.3       | 1.3              |
| Tver . . . . .  | 26.1       | 27.0       | 0.9              |
| Smolensk . . . . .                                    | 29.7       | 33.4       | 3.7              |
| Government of Moscow . . . . .                        | 27.5       | 40.8       | 13.3             |
| City of Moscow . . . . .                              | 21.9       | 46.2       | 24.3             |
| Ryazan . . . . .                                      | 25.4       | 27.2       | 1.8              |
| Orel . . . . .  | 24.2       | 36.4       | 12.2             |
| Kostroma . . . . .                                    | 33.2       | 49.6       | 16.4             |
| Ivanovo-Voznesensk . . . . .                          | 32.8       | 46.3       | 13.5             |
| Nizhny-Nevgorod . . . . .                             | 24.9       | 33.8       | 8.9              |
| Penza . . . . .                                       | 28.0       | 40.8       | 12.8             |
| Vyatka . . . . .                                      | 16.2       | 24.1       | 7.9              |
| Perm . . . . .  | 19.0       | 26.0       | 7.0              |

Government, therefore, lent them seeds out of stocks of grain levied from other provinces and a vigorous campaign, largely carried on by the local "sowing committees", was launched to raise the area under cultivation. It is claimed that in many districts this campaign increased the area sown, but the statistics of the harvest of 1921 show that this was only achieved in some of the northern provinces. In the Ukraine it is claimed that the area was practically maintained but in every other part of Russia the sown area continued to diminish. Such was the precarious position of agriculture when the drought of 1921, the effects of which are described in the next chapter, fell upon the provinces of the Volga and the Southern Ukraine.

Finally, the events which have been described were accompanied by a great falling-off in foreign trade, first on account of the World War which led, in fact, to an effective blockade of Russia, and between 1918 and 1920 by the actual blockade maintained by the Allied Powers. It was only in 1921 that commercial relations were resumed and then only on a very small and uneven scale compared with Russia's foreign trade returns before the war.

The following table shows the amount of Russia's imports and exports, their total and the difference between them for the years 1913-21 (1).

| YEAR                | IMPORTS<br>(in million poods) | EXPORTS<br>(in million poods) | BALANCE<br>(Excess of imports<br>and excess<br>of exports) |
|---------------------|-------------------------------|-------------------------------|--|
| 1909-1913 . . . . . | 781.9                         | 1,321.3                       | — 539.4  |
| 1914. . . . .       | 552.9                         | 788.9                         | — 256.0  |
| 1915. . . . .       | 109.2                         | 125.0                         | — 15.6   |
| 1916. . . . .       | 176.5                         | 140.5                         | + 36.0   |
| 1917. . . . .       | 174.0                         | 58.2                          | + 117.8  |
| 1921. . . . .       | 55.3                          | 12.9                          | + 42.4   |

The corresponding values of imports and exports in gold roubles are as follows :

| YEAR                | IMPORTS | EXPORTS                 | BALANCE |
|---------------------|---------|-------------------------|---------|
|                     |         | (millions gold roubles) |         |
| 1909-1913 . . . . . | 1,003   | 1,422                   | — 419   |
| 1914. . . . .       | 939     | 866                     | + 73    |
| 1915. . . . .       | 691     | 414                     | + 377   |
| 1916. . . . .       | 1,716   | 476                     | + 1,240 |
| 1917. . . . .       | 1,818   | 418                     | + 1,400 |
| 1921. . . . .       | 248.5   | 20.2                    | + 228.3 |

Of the imports in 1921, 36.3% in weight consisted of food products, 29.3% coal and 20.3% mineral and metal products. Thus food formed one-third of the imports as

(1) See "Compte rendu sur le commerce extérieur de la Russie. Edition Annuaire du Ministère de l'Industrie et du Commerce" (in French and Russian) for pre-Revolutionary period and up to October, 1917. After October, 1917, see Bulletin of the People's Commissariat for Foreign Trade, 1921-1922, and also *Ekonomicheskaya Zhizn* for 21st February of 28th September, 1922.

against 13.7 in 1913. Food imports which totalled 249,755 poods and constituted 8.5% of the total imports during the first quarter of 1921, formed 7,907,622 poods or 40.1% of the total imported during the last quarter, these figures being largely due to purchases made in connection with the famine relief.

From 1920 onwards foreign trade has been carried on by the People's Commissariat for Foreign Trade—a Government department which was given a complete monopoly of Russia's international commerce in accordance with the Soviet Government's policy of state control.

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## Chapter III.

### THE FAMINE OF 1921

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The serious situation revealed by the results of the 1920 harvest led to considerable activity in the autumn of that year in the formation of "sowing committees" throughout Central Russia and the south-eastern provinces. It is claimed that in some cases the efforts of these committees were so successful that there was actually an increase over the area sown for the harvest of 1920. But, unfortunately, any such success was more than counterbalanced by the continued influence of the causes which had already reduced the cultivated area of Russia; and though the area sown slightly increased in the consuming provinces, it fell considerably in the producing regions of Central Russia and the Middle and Lower Volga; in the districts particularly affected by what we have called the partial famine of 1920 it dropped by 25 %. Taking the figures of the Central Statistical Bureau the sown area for the whole of Russia (excluding the Caucasus and Turkestan) fell from 57 million desyatins to 49 million desyatins in 1921 (1). In spite of the abnormal conditions of drought in the Volga and Southern Ukraine provinces, the yield for the whole of Russia was actually better than in 1920. But the reduction of sown area was so serious that the total supply available for consumption fell from 1,748 to 1,602 million poods.

There was thus a fresh reduction which, even if the harvest could have been distributed with perfect equality, would have involved reduced consumption. But the decline was very unevenly distributed, and in particular was concentrated upon the agricultural territory of the Lower and Middle Volga, in the part of South-West Siberia adjacent to the frontier of European Russia and in the South-West Ukraine on the northern and north-western shores of the Black Sea. The Volga area is the most important, since it contains the greater part of the famine-stricken population and includes some of the most productive grain-growing provinces of Russia. Indeed, one of the most significant features of the situation was that the worst effects of famine were felt in regions which are ordinarily areas which have a surplus to send either to North Russia or to foreign countries. In Russian statistics a distinction is commonly drawn between the consuming

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(1) See also note (2) on p. 20.

As indicating a disparity between various Soviet estimates, it is worthy of note that Khryashcheva, an economist attached to the People's Commissariat for Agriculture estimates the sown area for 1921 as 53.9 million desyatins (see *Agricultural and Forest Economy*, Nos 1 and 2, published by the People's Commissariat for Agriculture). Both Khryashcheva and Popov have also made statements showing the net harvest for 1921 as 1,565 million poods—a figure differing widely from Popov's figures referred to above.

and the producing areas, that is to say, provinces which are unable and those who have sufficient production to allow them to export respectively. The harvest for the chief cereals analysed by districts shows the following changes between 1916, 1920 and 1921 :

|                                   | Pre War<br>Yield<br>1905-1914 | 1916                            |                        |                                   | 1920                            |                        |                                   | 1921                            |                        |                                   |
|-----------------------------------|-------------------------------|---------------------------------|------------------------|-----------------------------------|---------------------------------|------------------------|-----------------------------------|---------------------------------|------------------------|-----------------------------------|
|                                   |                               | Sown area<br>in m.<br>desyatins | Crop<br>in m.<br>poods | Yield in<br>poods per<br>desyatin | Sown area<br>in m.<br>desyatins | Crop<br>in m.<br>poods | Yield in<br>poods per<br>desyatin | Sown area<br>in m.<br>desyatins | Crop<br>in m.<br>poods | Yield in<br>poods per<br>desyatin |
| Consuming areas.                  | 43.9                          | 11.4                            | 580                    | 51                                | 6.2                             | 240                    | 38.3                              | 6.3                             | 316                    | 50.6                              |
| Producing areas.                  | 43.3                          | 34.2                            | 1,524                  | 49                                | 22.5                            | 581                    | 25.8                              | 18.0                            | 385                    | 21.3                              |
| South Eastern<br>Russia . . . . . | 53.1                          | 7.7                             | 382                    | 49                                | 4.5                             | 142                    | 31.2                              | 3.9                             | 101                    | 25.6                              |
| Kirghiz . . . . .                 | 34.7                          | 3.6                             | 105                    | 29                                | 3.1                             | 42                     | 13.4                              | 2.3                             | 42                     | 18.4                              |
| Siberia . . . . .                 | 50.6                          | 6.1                             | 198                    | 32 1/2                            | 6.2                             | 207                    | 33.5                              | 4.3                             | 191                    | 44.1                              |
| Ukraine . . . . .                 | 53.2                          | 19.5                            | 1,166                  | 60                                | 14.3                            | 527                    | 36.8                              | 14.2                            | 581                    | 40.9                              |
| TOTAL . . . . .                   | 50                            | 82.5                            | 3,955                  | 48                                | 56.8                            | 1,739                  | 30.6                              | 49.0                            | 1,617                  | 32.6                              |

These figures show that the Soviet Government's sowing campaign succeeded in maintaining the sown area in the North, and that an improvement in the yield per desyatin gave them actually a surplus available for assisting the more distressed regions. In the producing areas, on the other hand, there was a reduction both in the area sown and the yield per desyatin, the latter figure falling to half the normal yield before the War.

So far as the Ukraine is concerned, the official statistics show that for the whole of this territory the harvest of 1921 was about as good as that for the preceding year, though details reveal that the southern provinces experienced a very severe deficiency. The reports received by the workers of the International Russian Relief Commission however suggest that the official figure for this area is far too optimistic. This view is supported by the report of the President of the foreign Delegation of the Ukraine Famine Relief Commission and the figures of the Ukrainian Government. These reports show a crop of 298 million instead of 581 million poods (1).

But grouping in these large areas (which, in the case of the "producing areas" includes 42 million persons) does not show the full effect of the severity of the famine in particular districts. In the Middle and Lower Volga the rainfall between October 1st and June 30th is normally about 14 inches, but in 1920-1921 the total rainfall including snow amounted to only 2 3/4 inches, most of which fell early in the year. Crops in this area depend in the main upon the rainfall in the months of May and June, and on this occasion there was practically no rain at all (2). In the 20 provinces and republics most severely affected, viz., Vyatka, Tartar Republic, Chuvash, Marii Territory, Simbirsk, Saratov, the German Commune, Astrakhan, Kirghiz, Samara, Ufa, Tsaritsyn, Bashkir, Crimea, Ekaterinburg, Votyak, Stavropol, Ekaterinoslav, Zaporozhye and Nikolaev, the total yield of all crops amounted only to 180 million poods, compared with 1,240 million poods in the

(1) See Annex V.

(2) See Special pamphlet the *Famine in Russia* published by *Russian Information and Review*, London, September 1922.

period preceding the War (1). The yield fell to 11 poods per desyatina, a figure which on the average leaves only two or three poods in excess of sowing requirements. But as this is an average figure over a very large area supporting 30 millions of people, it clearly signifies that many areas had no surplus at all over seed requirements, and indeed it is reported that in many districts the crop could not be gathered at all or was simply ploughed into the land. Bearing in mind that 1920 produced very much less than half a normal crop, the following comparison between the two years 1920 and 1921 for these particular areas tells its own story (2). The regions of famine are indicated on the map attached in Annex XII.

*Sown area, total crop and yield in famine areas.*

|                              | POPULATION<br>(in 000's) | AREA<br>(million desyatins) |             | CROP<br>(million poods) |              | YIELD PER DESYATIN |             |
|------------------------------|--------------------------|-----------------------------|-------------|-------------------------|--------------|--------------------|-------------|
|                              |                          | 1920                        | 1921        | 1920                    | 1921         | 1920               | 1921        |
|                              |                          |                             |             |                         |              |                    |             |
| Vyatka . . . . .             | 2,052                    | 1.2                         | 1.1         | 47.2                    | 21.9         | 38.8               | 19.5        |
| Tartar Republic . . . . .    | 2,852                    | 1.6                         | 1.3         | 46.7                    | 8.3          | 28.5               | 6.3         |
| Chuvash . . . . .            | 758                      | 0.3                         | 0.3         | 8.8                     | 2.2          | 28.8               | 6.5         |
| Marii . . . . .              | 300                      | 0.2                         | 0.2         | 6.3                     | 1.4          | 29.4               | 6.4         |
| Simbirsk . . . . .           | 1,643                    | 0.8                         | 0.7         | 28.7                    | 7.9          | 34.0               | 10.8        |
| Saratov . . . . .            | 3,065                    | 2.0                         | 1.4         | 33.3                    | 18.4         | 16.4               | 13.4        |
| German Commune . . . . .     | 454                      | 0.5                         | 0.2         | 6.9                     | 0.3          | 12.7               | 1.8         |
| Astrakhan . . . . .          | 387                      | 0.1                         | 0.1         | 1.4                     | 0.4          | 16.4               | 5.7         |
| Kirghiz (1) . . . . .        | 2,379                    | 1.6                         | 1.2         | 17.0                    | 4.5          | 13.4               | 3.6         |
| Samara . . . . .             | 2,821                    | 2.2                         | 1.3         | 25.3                    | 7.0          | 11.8               | 5.5         |
| Ufa . . . . .                | 2,009                    | 1.1                         | 0.9         | 33.2                    | 7.4          | 30.0               | 7.9         |
| Tsaritsyn . . . . .          | 1,200                    | 1.2                         | 0.8         | 15.5                    | 7.1          | 13.2               | 8.4         |
| Baskhir . . . . .            | 1,268                    | 0.7                         | 0.6         | 13.6                    | 5.2          | 18.6               | 8.4         |
| Crimea . . . . .             | 707                      | 0.9                         | 0.5         | 48.2                    | 5.5          | 53.6               | 10.2        |
| Ekaterinburg . . . . .       | 1,982                    | 1.0                         | 0.8         | 39.6                    | 22.3         | 40.1               | 27.9        |
| Votyak . . . . .             | 687                      | 0.4                         | 0.3         | 15.0                    | 4.3          | 38.7               | 12.9        |
| Stavropol . . . . .          | 945                      | 1.1                         | 0.8         | 20.8                    | 6.7          | 19.5               | 8.4         |
| <b>TOTAL . . . . .</b>       | <b>25,543</b>            | <b>16.9</b>                 | <b>12.5</b> | <b>407.5</b>            | <b>131.8</b> | <b>24.1</b>        | <b>10.5</b> |
| <i>Ukraine :</i>             |                          |                             |             |                         |              |                    |             |
| Ekaterinoslav . . . . .      | 1,701                    | 1.1                         | 1.1         | 30.4                    | 15.7(4.8)    | 27.2               | 14.1(3.7)   |
| Zaporozhye . . . . .         | 1,288                    | 1.5                         | 1.4         | 43.5                    | 11.5(5.1)    | 29.1               | 8.2(3.3)    |
| Nikolaiev . . . . .          | 1,420                    | 1.3                         | 1.2         | 42.5                    | 14.1(3.7)    | 31.7               | 11.4(2.9)   |
| <b>TOTAL . . . . .</b>       | <b>4,409</b>             | <b>3.9</b>                  | <b>3.7</b>  | <b>116.4</b>            | <b>41.3</b>  | <b>29.8</b>        | <b>11.2</b> |
| <b>GRAND TOTAL . . . . .</b> | <b>30,033</b>            | <b>20.8</b>                 | <b>16.2</b> | <b>523.9</b>            | <b>172.1</b> | <b>25.2</b>        | <b>10.6</b> |

(1) The Provinces of Akmolinsk and Semipalatinsk in the Kirghiz Republic are not included, and the figure for population is therefore 2,577 instead of 5,058, which is the total population of the Kirghiz Republic according to the census of 1918-1920. The situation in the provinces of Akmolinsk and Semipalatinsk as shown by crop statistics does not seem to justify their being regarded as famine stricken.

(1) See *Recueil de Données statistiques sur l'Industrie agricole*, published by the former Russian Ministry of Agriculture, 1905-1916.

(2) Famine was also present in other provinces. In most cases it was partial, but some districts were acutely affected. A list of those Provinces will be found below. The figures in brackets are those published by the Red Cross Organisation

In many districts the harvest failure produced an instantaneous effect. Those who had supplies were anxious to retain them, and distress began to appear in July and August of 1921. But the area of the famine steadily spread and reached a crisis as supplies became totally exhausted.

There are no really satisfactory figures showing the variation in the number of famine-stricken persons from month to month, but it will be seen from the detailed reports which follow that the famine reached its maximum intensity in about April or May of 1922 and that thereafter it began to subside as spring vegetables began to become available.

A phenomenon which is a common feature of famines at once appeared, namely, the migration of the population in search of food. This occurred chiefly at two periods: first, immediately after the harvest from villages where there had been a complete failure, and, secondly, in the late spring of 1922 after the melting of the snows. As regards the first movement, the Official Bulletin of the Central Russian Famine Relief Committee states that about 800,000 persons were evacuated by the Government from the famine provinces between July 1st, 1921, and April 1st, 1922. Kalinin stated at the Ninth All Russian Congress of Soviets in December 1921 that in addition to these numbers about 600,000 persons had migrated independently. It is, however, possible that some of this movement was the normal migration at harvest-time.

It is estimated that, at its worst, perhaps half of the population defined as famine-stricken were relieved either under the agency of the Soviet Government or the American or International Relief Organisations. The difficulties of organising from abroad, however, meant that, in fact, the work of these external agencies did not reach its maximum at so early a date. It will be seen that the figures for July of this year show the largest number of persons fed from abroad during the famine. Throughout the period of the

of the Ukrainian Soviet Government, whose report on famine conditions in the Ukraine forms Annex V. of this Report. The other figures in the table are those supplied by the Central Statistical Bureau to Dr. Nansen's representative in Moscow (see also Annex II). It will be seen that they differ widely from those of the Ukrainian Red Cross. In some cases discrepancies were found to exist between figures given for population in the Central Statistical Bureau's figures and those given in the 1920 census figures published in the *Statisticheskyy Ezhegodnik* (Statistical Year Book); in such cases the official census figures have been taken.

*Partially famine-stricken provinces.*

|                                   | POPULATION | AREA<br>(in million desyatins) |       | CROP<br>(in million poods) |                  | YIELD PER DESYATIN |                |
|-----------------------------------|------------|--------------------------------|-------|----------------------------|------------------|--------------------|----------------|
|                                   |            | 1920                           | 1921  | 1920                       | 1921             | 1920               | 1921           |
|                                   |            |                                |       |                            |                  |                    |                |
| Perm. . . . .                     | 1,779      | 717                            | 704   | 29.34                      | 22.80            | 40.9               | 32.4           |
| Chelyabinsk. . . . .              | 1,344      | 1,408                          | 683   | 21.25                      | 6.59             | 15.1               | 9.6            |
| Tyumen . . . . .                  | 1,177      | 644                            | 584   | 23.63                      | 14.59            | 36.7               | 25.0           |
| Don . . . . .                     | 1,544      | 991                            | 943   | 23.63                      | 16.81            | 18.6               | 15.2           |
| Moutain Republic & Terek. . . . . | 1,201      | 688                            | 593   | 34.36                      | 15.09            | 55.7               | 25.4           |
| Kharkov. . . . .                  | 2,580      | 1,007                          | 1,010 | 23.97                      | 54.04<br>(20.22) | 23.9               | 53.5<br>(20.0) |
| Kremenchug . . . . .              | 1,751      | 922                            | 1,094 | 43.27                      | 42.23<br>(24.47) | 46.39              | 38.6<br>(26.1) |
| Odessa. . . . .                   | 1,885      | 1,625                          | 1,625 | 61.83                      | 43.69<br>(12.45) | 38.0               | 26.9<br>(7.6)  |

famine diseases which had been epidemic during the whole period of the Revolution continued to be acute, and after the normal subsidence in the summer of typhus, a serious outbreak of cholera commenced, which reached its maximum in July. It did not, however, assume the devastating dimensions that was at one time feared. In the late summer immediately preceding the harvest, the Soviet medical relief work somewhat declined, and it is reported that in Southern Russia hospitals were closed in a number of cases through inability to find food for patients and staff. These various aspects of the famine situation are dealt with more fully below.

Two main areas need to be described in any account of the famine, namely, the Middle and Lower Volga and the Southern Ukraine. These call for separate treatment not merely because the latter is administratively a separate Republic and that its Government did not always see eye to eye with the Government at Moscow on famine policy, but also because economically the two districts are somewhat distinct; for whereas many parts of the Volga area give comparatively light crops and are purely agricultural, the Ukraine contains some of the richest territory in Russia and has a very high average yield and also contains an important industrial area. Nevertheless, it will be realised from the following statement that the causes of the famine and the conditions accompanying it have been the same in both cases.

### **The Volga Provinces.**

In the Interim Report of the State Economic Planning Commission on Agriculture in the famine area, S. P. Sereda (1), the President of the Commission, indicates in a brief sketch of the district that the weaknesses of the agricultural position which we have described in this report for the whole of Russia are specially present in this part of the country.

“The extent of the crisis and its extraordinary acuteness are partly due to the drought of this year, but are partly dependent upon social and economic conditions. The south-eastern area is a typically arid one. It contains a vast extent of cultivable land. Good harvests in favourable years, and a vigorous demand for cereals (especially for wheat) have in conjunction with the foregoing circumstances, promoted the development of an unstable system of peasant agriculture of the extensive type and characterised by an extremely low level of agricultural technique.

“Wheat is here the main crop (55 per cent). In the region of the steppes this harvest is dependent upon the rainfall of two months — May and June. The unintermittent succession of wheat crops has exhausted the soil, and has led to so terrible a contamination of the peasant sowings that the yield has been reduced from a possible 92 per cent to 46 per cent (2). The conditions under which the land is exploited are extremely un-

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(1) Formerly People's Commissary for Agriculture, in the Soviet Government.

(2) S. Bazhanov, Observations on contaminated Vegetation, made in the year 1913 at Buzuluk neighbourhood (Samara Province).

favourable to the progress of agriculture. The villages in the Volga region are excessively large, or rather, such large villages form 70 per cent of the total. As a result, many of the fields are a long way from the villages, sometimes ten miles or more. There have been frequent redistributions of land among the peasants, and these redistributions have caused economic instability in the utilisation of the soil, with all that this instability entails. The lack of the most elementary improvements in agrarian technique, and the lack of any organised assistance to the agricultural population, have likewise influenced the general economic level of the area. Such have been the leading features and conditions of peasant farming in the arid south-east.

“After the revolution, the farming of the south-east deteriorated even more. Gravely affected by the world war, it was then still more gravely injured by the civil war and by the economic blockade of Russia. For a considerable period, the south-east was the arena of fierce struggles between the Red Army and the enemies of the working population. Thereby peasant farming was completely disorganised. The civil war continued on other fronts, so that the peasants of the South East were compelled to devote all their energies to the aid of the Republic and the Red Army, and this led to a still further diminution of the productive and victualling resources of the South East. Finally, the discontinuance of the importation of agricultural implements and machinery, which was a consequence of the blockade, rendered the restoration of peasant farming quite impossible. The disrepair of farming implements and machinery has now reached catastrophic proportions—50 to 70 per cent. Such have been the causes of a great decline in the extent of land sown in the area now affected by the failure of the crops, and such were the causes of the reduction in the number of farm beasts. In 1921, as compared with 1916, the area sown has been reduced to 37 per cent., the number of draught beasts to 46 per cent., and the number of cows to 30 per cent. The reduction in the sown area was even greater than this in Lower-Volga, which is ordinarily more productive.

“Such was the condition of rural economy in the south-east when the terrible blow of the drought, with the consequent famine, was super-added.”

It is impossible to convey by a verbal description the human suffering that the famine produced, but the following narratives of eye-witnesses selected from a mass of similar evidence may to some extent complete the picture.

An idea of conditions of life in the Volga area may be gathered from the published reports of representatives of the Save the Children Fund, the Society of Friends Relief Organisation, the German Red Cross and the Italian Red Cross Mission. In September 1921 Mr. Webster, of the Save the Children Fund, arrived at Saratov and investigated conditions in the town and surrounding districts of the province. On his arrival he found the station restaurant open and its enormous buffet spread with white cloth as in normal times. Only the quality of the meal provided and a group of little boys begging to be allowed to eat a herring's head left on the plate, gave the first signs of the abnormal conditions prevailing. They were children who had been abandoned by their parents during the great stampede in the previous July and August. The shops which had opened in the town under the influence of the new Free Trade Law, some showing in

their windows white loaves and cakes and others meat at half Moscow prices, did not point to a state of famine. But shortly afterwards Mr. Webster met three peasants, of fine stature, but gaunt and emaciated to a degree, dragging one leg with difficulty after the other, their eyes covered with a curious film, staring straight ahead with the rigidity of complete exhaustion. They were clearly in an advanced state of starvation.

Down by the banks of the Volga a few Tartars, German colonists and Ukrainians stood grouped together, migrating some to Turkestan or Siberia, and the Ukrainians from where they had settled in Siberia to their own country, where they had heard that the harvest was good. Their children played in the river mud and ate the skins of water melons.

In a refugee barracks on the outskirts of Saratov, Mr. Webster found about 150 refugees from the Trans-Volga provinces. The few children among them were mere skin and bone. There were no windows, and six corpses lay within. A communist doctor, who was working there under these ghastly conditions, was making a great stir about the state of the camp. The barracks had a central kitchen block, where soup could have been boiled for 10,000 people at once, but not a single kettle was in operation. The refugees received one pound of surrogate black bread per day, and an additional pound if they did any work. Most of them prefer to lie around doing nothing : indeed they appeared too weak to be capable of much work.

So far as children's feeding kitchens were concerned, both in the town of Saratov and elsewhere in the province, they were found without exception to be clean, and at the homes where the children were under the care of the authorities, the premises were invariably good and the children and rooms clean and neat. If only the food and clothing had been good and sufficient, they would have been model establishments. The children at the kitchens received one meal a day, and were presumed to get some food at home. Their condition was bad, but not so bad as that of the children in the homes, who were mostly refugee orphans, or children who had been abandoned by their parents. Most of them were either greatly emaciated or had swollen abdomens.

Outside Saratov, the countryside was extraordinarily bare, but the first rain since the previous spring had fallen a few days before, and the fields, which had been black, were tinged with green. Skeletons of horses lay along the road, and a man was found skinning a horse that had just died and cutting up the carcass for meat. Peasants passed, driving cattle into the town, in many cases selling their last cow in order to buy bread. Fields which had obviously been ploughed in the previous spring were a mass of weeds, while in some places the harvest had been so sparse that the peasants had not troubled to gather it, but had just ploughed the ground afresh, and thus sown their harvest as it stood. Large pens, usually full of straw, were now empty.

In a peasant's house, in a wayside hamlet, Mr. Webster saw four children. There was no bread in the house, and the only food was an obnoxious-looking mixture of oil-seed husks, nettles and twigs. The rafters were hung with oak-leaves, which were being dried, preparatory to being ground for food. Next door, the local cobbler was living on vegetable marrow and produced a quarter of a pound of surrogate bread. The man had two bowls of milk, but expected to have to sell his cow before long. His fodder

was a heap of dried thistles. A daughter was away, begging potatoes in the next village. Before his horse died, he had managed to sow three desyatines of land. He admitted with embarrassment that out of 6 poods of seed he had kept back about twenty pounds (about half a pood) for food. It was all he had till next harvest.

A trip up the Volga showed many crowded passenger boats, oil barges going up-river, and wood rafts floating down, but no grain movement, which usually forms the bulk of the traffic in the autumn. In Khvalinsk starvation was so bad that many had fled from the district, while deaths from starvation were of daily occurrence. The people were, however, busy sowing, having just obtained their seed, and where there were no horses, they were turning over the soil with spades, and working through the night by the light of lanterns.

Conditions in the Saratov area when Mr. Webster wrote his report of November 10th, were becoming more acute. The misery and privations of vast numbers of people had already passed beyond the power of description. The refugee movement, although it had assumed reduced proportions, was still such that numbers of people, whose wanderings made it difficult to organise any substantial relief for their children, remained in the most desperate plight. One thousand five hundred children were being fed by the Save the Children Fund, but they were housed under terrible conditions, and the death-rate among them was extremely high. The local authorities had increased the bread ration to one pound a day, in addition to thin soup made of potatoes and cabbage. "This", Mr. Webster wrote, "it is hardly necessary to add, is merely an episode. Here and there, a little is being done, and individual distress is being alleviated, but the total misery and distress and collapse are so general as to be far beyond the scope of any charitable effort. Even in the immediate vicinity of Saratov itself, may be seen "the abomination of desolation", where, in mud and ruins and hovels which serve as human homes, but are unfit even for animals, hungry dogs may be seen feeding furtively on the carcasses of horses fallen by the wayside, and even the human face is blighted with an appearance of terror and horror that makes it almost brutal".

Nowhere in the famine area were conditions worse than in the Buzuluk County of the Samara Province, where the principal centre of the relief work of the Society of Friends was established. Miss Ruth Fry, writing from Buzuluk in January 1922, describes the deaths from starvation which were of frequent occurrence in the streets of the town and heaps of bodies at the cemetery awaiting common burial. The children's homes were crowded far beyond their capacity, so that there was not room for them all to lie down, and some stood huddled against the wall. In some cases they had a few poor bedsteads, or a wooden platform raised high from the ground, so that two tiers of children could be packed in. Clothes were as non-existent as food, and in most cases the children had to be left in their verminous rags, spreading the infection of typhus. So great was the loss in horses and camels in the Buzuluk area that Mr. Frank Watts, the head of the Society of Friends Relief Mission there feared, in June 1922, that it would be very difficult to gather the coming harvest, or the wood and forage necessary for the winter. It would not be possible, in Mr. Watts' opinion, to supply sufficient food to keep alive through the winter the seven thousand orphans at present in children's homes.

The general state of health throughout the district was bad, and large numbers of people were suffering from distension in a chronic form, and also from swelling caused by eating grass. Relief workers arriving in the area in June considered that present conditions were worse than anything they had ever seen, although Mr. Watts and his fellow-workers were of opinion that the position was better than it had been.

The German Red Cross Mission in Kazan in November 1921 found that the lack of primary necessities — food, fuel, linen, bedding, etc. — robbed medical work of all its effect. The water-supply was available only in the evening and then only for a part of the buildings. In the workmen's hospital the patients were lying in dirty, dark, unheated cellars, fully dressed, on their camp beds, for lack of bedding. Tubercular cases were lying beside others suffering from spotted typhus and recurrent fever, and other contagious diseases. In an ill-lighted room in the hospital, five or six human beings were found lying motionless on the ground, covered with rags. In the middle of the room, there was a naked corpse lying on a stretcher. This mournful spot was reserved for refugees picked up in the streets of Kazan dying of weakness. Those in this room were not fed because it was not worth while, but were left to await the coming of death. Numbers of adults and children succumbed daily to hunger and epidemic. When the mixture of ground bark of trees, acorns or grass, which served for bread, became exhausted, the flesh of the dead served to appease their hunger. Cases of cannibalism were also registered.

A similar state of desolation is described by the local Soviet authorities in the Tsaritsyn Province, where relief work has been carried on by the Italian Red Cross Mission and the Swiss Committee's Mission for Child Relief. 681,451 persons were regarded as starving in the province during the autumn of 1921, and of this number 299,200 were children. As in other areas, on the exhaustion of their stocks of food, the people began to eat surrogates, such as straw, the bark of trees, swamp grass, and the carcasses of animals. Winter rendered the conditions more acute, and by January, sickness and death were widespread. Emigration followed, and the districts near the railway stations became crowded with refugees, among whom were many children, whose parents had abandoned them. The children's homes in the province were too crowded to receive them, and they were crowded together in very unhealthy conditions, victims to the spread of disease. Scarlet fever, diphtheria, and dysentery was raging among them, while the lack of drugs, medical comforts, and, finally, food made medical assistance practically useless.

Mr. Bruderer, Dr. Nansen's representative, at Novorossiisk, was furnished by Professor Parasov with a report on the situation in the Simbirsk Province during the early summer of 1922. In the worst areas all living animals, including dogs and cats, had been eaten—the population were living on the bark of trees and clay. Acorns cost 400,000 roubles a pound.

In the Chuvash territory, where the International Federation of Trade Unions Relief Organisation was working, a careful enumeration of the mortality showed that the number of deaths from starvation and disease averaged 5 persons per week in each of a considerable number of villages, the number of inhabitants of which averaged about 750 persons.

To this account may be added the following extracts from a report of Sir Benjamin Robertson, who visited the famine areas in the spring of 1922 on behalf of the British relief organisations :

“The village of Pristanoe lies on the west bank of the Volga, fifteen versts north of Saratov. It is the chief village of the “Volost” of the same name, and seems formerly to have been a prosperous place. Its population comprises about 700 inhabitants and that of the entire Volost is about 7,000 inhabitants, distributed over ten villages (1).

“I had an interview with the President of the Executive Committee of the Volost, a good type of soldier of the old army who served in Galicia. He was elected by popular vote, and his presidential monthly emoluments amounted to 400,000 roubles and two poods of rice, but the felt boots that he was wearing, similar to those worn by the peasants, had cost him a month’s salary. He said that in the first years of the war the area under cultivation in his Volost was from 12,000 to 13,000 desyatins. 2,500 desyatins were sown last autumn, and it was hoped to sow 2,600 more in the spring, if they could obtain fodder to keep the hores alive, and a Government grant of seed. There were formerly 4,000 horses in the whole Volost; there remain only 300; of 4,000 cows only 400 or 500 are still alive. The rest of the cattle has perished of starvation or were slaughtered for food. The President also gave me statistics of the village of Lipovka, where he lives. Out of 400 horses there remain only 32, ten of which are in fit condition to make the journey to Saratov and back. The number of cows has decreased from 500 to 40. He himself owned six cows, but has had to get rid of five owing to shortage of fodder. Not one of the four horses which he had owned was left.

“Several modern agricultural machines had been abandoned in the snow; for example, reaping machines, for one of which, worth 250 poods of grain, the owner would not receive a single pood of grain, even if he could find a purchaser for it. I was shown one or two of the few horses remaining in the village. Their condition was pitiable; they were fed upon thatch from the roof of a barn which had been pulled down for this purpose.

“The President gave me a copy of the mortality statistics for the month of December, drawn up by himself for his Volost. Twelve children died of starvation and 8 of disease, 35 adults died of starvation, 23 of disease, thus making a total of 83—an annual rate of 142 per thousand. The village cemetery contains several new graves, one of which holds 6 corpses.

“With a view to verifying the stocks held by this village, I visited the houses of the richer inhabitants and certain of those of the poorer farmers. The richest man in the Commune served for six years on the staff in the army, and I had the impression that he was an intelligent and capable man. His house, although empty, was clean and orderly. He possesses 70 desyatins of land, and in normal times he had 10 to 12 horses and 7 to 8 cows. All that he had left was one horse and one cow, the latter being fed on fibrous roots, fodder being unobtainable. 800 poods of grain were requisitioned from him in 1919. In 1920 a still larger amount was demanded, but he could only provide 200 poods,

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(1) A “Volost” is the smallest administrative division in Russia : an “uezd” or county is composed of “volosts”.

because the area of his land under cultivation had decreased as a result of the previous requisition. His only stock of food-stuffs consisted of 1 1/2 poods of rice bought at Smolensk with the money from the sale of a fur coat. His tea was made from tree bark and water-melon seeds.

"I selected as my example of the poorer houses that of a widow with six children, four of whom were still in the village. Her food-supply consisted of a little horse-flesh obtained from a neighbour whose horse had died.

"I was shown a sample of the substitute for bread eaten in the village; it consists of a mixture of rice, straw, bark and similar substances.

"The "Save the Children Fund", which has been at work in the Volost for two months, maintains several kitchens, in which it feeds a thousand children. 200 out of a total of 350 children in Pristannoe receive rations. Even the President of the Executive Committee of the Volost, who has nine mouths to feed, has to send his children to the kitchen. The building which houses the "Fund's" kitchen at Pristannoe contains a second kitchen managed by the Soviet, which feeds 150 adults and some children from a Children's Home. The adults' ration consists of a 1/4 lb. of black bread and soup made from potatoes with a little buck-wheat, but they are not given any stock of food, and the ration seems hardly adequate for an adult.

"The only logical conclusion which can be drawn from an inspection of this village is one of complete economic ruin. The children who were fed at the kitchens seem to enjoy good health, but signs of privation are noticeable among the adults, and it is difficult to foresee how, without foreign help, they will be able to get through the next months. Even when it arrives, the harvest will not be plentiful, in view of the restricted area under cultivation. The problem is thus still unsolved."

"Palimovka lies about 7 versts north-west of Buzuluk. It is a large village having, last summer, a population of 5,077 inhabitants which, on January 1st, had decreased to 3,626. This decrease is due to mortality and to emigration—the latter chiefly to Tashkent.

"196 deaths from starvation and 12 deaths from typhus were registered from November 4th to January 16th. 70 houses are completely deserted. In normal times 700 desyatins were sown in the autumn, but last autumn only 400 desyatins were sown, and the Soviet authorities provided only enough seed to sow 162. The normal area of spring sowing is 4,500 desyatins, but the ploughed area is only 1,892 desyatins, for which, at the present moment, there is not enough seed. Last year's crops varied from 4 to 2 poods to the desyatin.

"There were 1,500 horses in the village in January 1921, and 205 in January 1922. The number of cows has decreased in similar proportions from 3,000 to 199, oxen from 40 to nil, pigs from 1,000 to nil, and calves from 1,000, to 2, the number of sheep which was between 80,000 and 100,000 has fallen to 52. Poultry, previously very numerous, have disappeared altogether. The 1920 harvest amounted to as much as 15,000 poods, but 5,800 poods were requisitioned.

"In one house which I visited I found eight persons, one of whom was an ex-soldier.

Three of the children were being fed at the village kitchen; all the adults were exhausted and none of them appeared to have any chance of recovery. The only food in the house was a horse's hoof which I found being boiled on the fire.

"In the house of one of the biggest farmers in the village, who owned 50 desyatins of land, the only food consisted of a small quantity of flour made of chopped grass. The number of his horses had fallen from 15 to 1, and of his cows, from 5 to 1."

### The Ukraine.

The attention which was concentrated upon the famine conditions in the Lower and Middle Volga served to obscure the fact that conditions were extremely serious in other parts of Russia, and particularly in the Ukraine. The map of the famine area shows that the failure spread throughout the Crimea and along the north-western shores of the Black Sea.

It has already been pointed out that there was a serious difference of opinion between the official Bolshevik statisticians and the statisticians of the Ukraine as to the total yield of the 1921 harvest. But even the statistics of Popov, show that in the provinces of Nikolaev, Zaporozhye and Ekaterinoslav there was a reduction in harvest to less than one-half of the previous years' production. The Ukrainian Committee, however, credits these same Provinces with only 13 1/2 million poods, compared with Popov's 52 1/2 million poods and 125 million poods in the preceding year. In these circumstances, we may perhaps quote from the report of the representative of Dr. Nansen, dated March 30th, who points out that the rich yield of the Ukraine is normally regarded as one of the mainstays of Russian consumption, and that it was difficult to believe that a famine of real importance could occur in so rich a cereal country. When the famine broke out in the Volga regions, the Ukraine was called upon to furnish grain to relieve that area, and it was only in January of 1922 that the Government of the Donets, for example, was permitted to suspend the shipments which it had been ordered to make by the Central Government. The Ukraine, which has a territory as large as Italy and a population of 26,000,000, had been peculiarly affected by the movement of warring armies, and even after the Civil War, Captain Quisling states that until the end of 1921 the country suffered on a very large scale from roaming companies of bandits. These difficulties, as well as continued requisitions, had left the country peculiarly bereft of stock, and as in the Volga, it suffered from a particularly severe drought in the critical months of 1921. Captain Quisling gives the total harvest of that year as 350 million poods, as against the 298 millions of the Ukrainian Committee and Popov's 580 millions, and 1,000 millions before the War. More than 30 million poods were exported to Russia for the assistance of the famine regions. When deduction is also made for seed, the total left for the whole of the Ukraine is seen to be quite inadequate. Some investigators have indeed formed the opinion that in spite of the civil wars, etc., some of the Northern Governments did in fact carry over a certain amount of stock. But it is agreed that

in the Ukraine, as elsewhere, there were to be found areas with a reasonable supply of food not far distant from the most severely famine-stricken regions. The railways are said to be in a reasonably tolerable condition, so far as permanent way and bridges are concerned, and the actual war damage in this respect is repaired, but the train service is very poor and organisation bad. Communication by post and telegraph is also in a very backward state.

According to the report of Captain Quisling, Dr. Nansen's representative in the Ukraine, the number of famine-stricken persons in the Ukraine was as follows on March 1st, 1922 :

|                        | Population 1920 | Starving<br>1st March 1922 | Percentage of<br>Population 1920 |
|------------------------|-----------------|----------------------------|----------------------------------|
| Odessa. . . . .        | 1,951,000       | 350,000                    | 18%                              |
| Nikolaiev . . . . .    | 1,420,000       | 700,000                    | 50%                              |
| Ekaterinoslav. . . . . | 1,910,000       | 775,000                    | 40%                              |
| Donets. . . . .        | 3,112,000       | 675,000                    | 22%                              |
| Zaporozhye . . . . .   | 1,288,000       | 1,000,000                  | 78%                              |
|                        | <hr/>           | <hr/>                      |                                  |
|                        | 9,681,000       | 3,500,000                  | 36%                              |
| <br>                   |                 |                            |                                  |
| Krementchug . . . . .  | 1,905,000       | 150,000                    | 8%                               |
| Poltava . . . . .      | 2,255,000       | 150,000                    | 7%                               |
| Kharkov. . . . .       | 2,466,000       | 200,000                    | 8%                               |
|                        | <hr/>           | <hr/>                      |                                  |
|                        | 16,307,000      | 4,000,000                  | 8%                               |

“To this number must be added at least 100,000 starving people in the four other provinces (1 % of population), plus 100,000 starving fugitives from Russia, especially in the northern provinces.

“The total number of starving people on March 1st, 1922, in the Ukraine may consequently be estimated at about 4,200,000 or about 16 % of the whole population.

“Mortality from starvation is at present impossible to fix in definite figures. Most of the available figures are too old and would perhaps only give a false impression of the situation.

“When I visited Zaporozhye in the end of February, the deaths from starvation amounted already to 30 to 40 every day in each volost. The day I visited Kherson town (March 3rd, 1922) there were registered from the day before 42 deaths from starvation (20 adults, 22 children), and I was told that there might then be 100 cases a day. The town has about 20,000 inhabitants. In the town of Ekaterinoslav (160,000 inhabitants), about 80 persons daily are now dying from starvation. In the uezd of Taganrog in the month of February 642 cases of death from starvation were registered. It must also be remembered that hunger indirectly increases susceptibility to disease. Even diseases that under ordinary circumstances have only an insignificant percentage of mortality have now a very great one. For instance, measles is often followed by gangrene of the gums, passing into noma, with more than 20 % mortality. Vaccinations lose much of their preserving capacity. The use of surrogates for food gives a great percentage of abdominal diseases; others, as for instance bread with apricot, are very poisonous

with a mortality of 50 % very soon after eating. In connection with the use of meat from dead horses there are cases of glanders.

“The famine has caused still more terrible destruction among the horses and cattle. Some figures will illustrate this :

“Since last autumn to the end of February as an average for the whole goubernia of Donets nearly 30 % of the horses and cattle had died off; in the uezd of Mariupol, the worst in the Donets province, half the horses and cattle had died. At present (end of March), the authorities in Donets estimate that only one-third of the horses and cattle are left in the famine districts.

“In Zaporozhye on January 1st, 1922, there were estimated to be 160,000 horses, on 1st of February 110,000, and at the end of February less than 50,000. I saw there at the end of February great villages of several thousand inhabitants with 20-30 horses left, and in the worst villages no horses at all.

“In the province of Ekaterinoslav, the reduction in the number of horses and cattle has been estimated at 50 %. The same in the provinces of Nikolaev and Odessa. Especially for Kherson uezd, I received the following information from the president of the uezd :

“November 75,000 horses; January 46,000 horses; March 2nd, 1922, less than 13,000 horses.

“It may be noticed that the number of pigs is specially reduced; very few are left. In considering the given figures it must be remembered that in 1921 the number was already considerably diminished in comparison with pre-war times.

“Zaporozhye is undoubtedly the worst. It is not easy for one who has not seen such scenes, to imagine these really occurring now in the villages in Zaporozhye. When one hears the descriptions of wars and revolutions and other catastrophes, and then later arrives at the place oneself, one generally finds the reality much less serious than the reports. Perhaps one receives the same impression in Zaporozhye, if, for instance, only such a town as Alexandrovsk is visited. But if one goes into the country, sees the flying villagers enter the houses and hospitals, there one will witness awful tragedies and be convinced of the great distress of this good and brave people. The land is burnt black and stripped of trees and plants. One sees the straw of the roofs used as food for men and cattle, the miserable and often poisonous surrogates used for humans first; hears the people tell how they have already eaten all the dogs, cats and crows they could get hold of, even dead cattle, leather of the harnesses, wood of the furniture. You hear of and get proof of necrophagy and cannibalism, speak with persons who have eaten their children or sisters and brothers, see the people lying like skeletons only in the houses, dying or awaiting death without any relief in view. You see the hospitals, which in reality are only places where the starving people and other sick persons are brought together to get a certain care, but where there are no beds, no linen, no medicine and often no physician, the people lying narrowly together on the floor in the utmost misery.”

From May onwards the situation in the Ukraine has improved as in other parts of Russia, as the crops of spring vegetables, etc., have become available.

FAMINE RELIEF

No complete account of the steps taken by the Russian Government to cope with the famine has come to hand, but the following short statement is extracted from the reports of the official Russian Central Famine Relief Commission which have been issued from time to time, up to June last, and from other official documents.

By decrees dated July 21st, 1921, the All-Russian Central Executive Committee recognised a state of famine as existing in the Middle and Lower Volga Provinces, appealed to the public for help and established a Central Famine Relief Commission attached to the All-Russian Central Executive Committee (1). The importance attached to the work of this Commission is shown by the standing of the men placed upon it.

M. I. KALININ, President of the Commission, President of the All-Russian Central Executive Committee.

A. I. RYKOV, Vice-President of the Commission, President of the Council of Labour and Defence, member of the Council of People's Commissaries, and Member of the Central Committee of the Russian Communist Party.

L. B. KAMENEV, Vice-President of the Commission, President of the Moscow Soviet and member of the Central Committee of the Russian Communist Party.

S. P. SEREDA, President of the Agricultural Section of the State Planning Commission and formerly People's Commissary for Agriculture.

M. A. SEMASHKO, People's Commissary for Public Health.

L. B. KRASIN, People's Commissary for Foreign Trade.

The People's Commissariats for Agriculture, Ways and Communications, Food, Public Welfare and Home Affairs were also represented on the Commission (2).

The two primary questions which occupied the attention of the All-Russian Central Executive Committee in regard to the famine at this early period were the fulfilment of the food-tax and the taking of the necessary measures for the sowing of the autumn crops. In view of the serious situation in the famine area, the provinces of the Middle and Lower Volga were exempted from payment of the Food Tax. In all other provinces, however, representatives were appointed on the provincial, county and volost Soviets specially charged with supervising the proper fulfilment of the tax and in Moscow half the members of the collegia of the various Commissariats were mobilised for the same

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(1) A body of about 300 constituting the supreme legislative and executive power in the State except for the short period in the year during which the All-Russian Congress of Soviets is in session. The nearest analogy to the Relief Commission in Western Europe would be a Committee of Parliament endowed with executive powers and sitting under the President of the Chamber.

(2) At the same time there was also formed, with the permission of the Soviet Government, the so-called "Obshchestvenny Komitet" a Famine Relief Commission representing all branches of Russian society, and presided over by M. Kishkin, former Lord Mayor of Moscow and Minister for Home Affairs in the Provisional Government after the Revolution of February 1917. The Committee was dissolved shortly after, on the ground that certain of its members were intriguing against the Government.

purpose. The People's Commissariat for Food was instructed to resort to the use of the militia for the purpose of securing the tax where necessary. As a result of these efforts, out of 2,350,000 tons of foodstuffs and fodder, forming the programme for collection under the tax, 2,212,000 tons were stated to have been received for 1921-1922, constituting 94.2 per cent of the programme.

Owing to the successful carrying out of the food tax campaign, the Soviet Government was able to move to the famine area almost 250,000 tons of seed for the autumn sowing campaign. In regard to the spring sowing campaign, it was decided to allocate 400,000 tons of seed from Russian sources for delivery to the famine area. Up to May 4th, 21,611 wagons with Russian seed had been delivered in the famine area. Allowing 16 tons as the freight capacity of a Russian wagon, this represents a quantity of 344,176 tons or approximately 20,650,560 poods, with which, provided that it could all have been transported in time from railhead to the districts where sowing was actually to take place, about 25,00,000 desyatins of land would have been sown. In many cases, however, there is reason to fear that the lack of draught animals and the weakened physical condition of the local population, more especially in outlying areas, made it impossible to effect the local distribution of the total quantity of seed delivered at the various points along the railway. In spite, therefore, of the great efforts made to carry out both autumn and spring sowing campaigns effectively, and of the importation from abroad of considerable quantities of seed, the total area placed under cultivation for 1921-1922 in the famine provinces ultimately amounted to 10,500,000 desyatins as against 16,200,000 in 1920-1921.

With reference to the expenditure of the Soviet Government in connection with the famine, the "*Russian Information and Review*" estimated that up to March, 1922, a sum equivalent to £18,277,000 had been expended by the Government, including £10,721,000 for the purchase of autumn and spring seed, £5,797,000 in respect of food-stuffs, £320,000 on the despatch of seed potatoes to the famine area, £875,000 on the evacuation of people from the famine area and £142,000 on the organisation of public works. In addition to this, it incurred the cost of transporting and distributing foreign relief supplies and a further 10,000,000 dollars allocated by the Soviet Government in connection with the 20,000,000 dollars appropriation of the Congress of the United States (1). It is also stated that expenses were incurred for the upkeep of the medical personnel, hospitals, etc., and expenditure incurred in providing the inhabitants of the famine area with agricultural implements and other commodities. While observing that there is no complete information available as to the actual monetary value of foreign relief effort, apart from the sum of 20,000,000 dollars allocated by the American Congress, the article in the "*Russian Information and Review*" ventures the assumption that the total foreign relief effort is probably equivalent to something between one-quarter and one-half of that of the Soviet Government. This estimate refers to the period up

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(1) The appropriation of 20,000,000 dollars by Congress for the purchase of corn to be distributed by the American Relief Administration in Russia was made conditional upon the Soviet Government contributing 10,000,000 dollars in gold to be used by the A. R. A. for the purchase of food for the population of the famine area.

to March, 1922. There seems no possibility of judging how far this statement is correct or otherwise (1).

In March, 1922, the Government decided to confiscate the Church treasures consisting of gold and silver plate and vessels, and in certain cases jewels and to dispose of them for the purposes of famine relief. It is estimated that up to May 15th 1922, 14 poods 41 zolotniks of gold and 9,326 poods 15 pounds of silver had been received by the Government. Judging by Kalinin's speech at the third session of the Ninth All-Russian Central Executive Committee, the results of the seizure of Church treasure were not very remunerative. The Soviet Government valued the silver at 200,000,000 Soviet roubles per pood, making the total value about 1,860 milliard roubles or nearly £ 100,000 at the current exchange. No figures are given regarding the value of the gold, but the quantity is so small that it can hardly have been considerable.

On account of the Church valuables, however, the Central Famine Relief Commission received an advance of 1,000,000 gold roubles from the State Bank. Out of the 1,000,000 gold roubles, 800,000 roubles were expended on the purchase of 300,000 poods of corn in Finland, and 200,000 roubles were advanced to the Crimea and North Caucasus for relief purposes.

Other financial operations in connection with the famine were the allocation to the Ukraine of 4,000,000 gold roubles for the purchase of seed and the reception by the Central Famine Relief Commission of a loan from the State Bank of 2 trillions of Soviet roubles (about £ 100,000 at the then rate of exchange) to enable the Commission to combat the speculation on the coming harvest, which was widely indulged in in rural areas by making advances to the famine-stricken peasants who were feeling starvation acutely and were beginning to sell their growing crops to speculators for next to nothing (2).

A table is added showing

The total number of soup-kitchens established by the provincial authorities in the Middle and Lower Volga areas up to April, 1922, the number of persons being fed, the money actually received by the provincial authorities from the Central Government for famine work and the total amount of money necessary to enable the provincial authorities to cover the expenditure incurred on famine work.

With regard to voluntary subscriptions in money 132,813,646,472 soviet roubles were subscribed from the beginning of the famine campaign up to the end of April, 1922.

#### TABLEAUX

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(1) For the work accomplished by the American Relief Administration and the International Russian Relief Commission see Annexes III and IV.

(2) According to "Ekonomicheskaya Zhizn" for 2nd July, 1922 these measures do not appear to have been successful.

*Number of Soup-Kitchens established by the Provincial Authorities in the Middle and Lower Volga Provinces, the number of Children and Adults receiveing food, the total money received from the Central Government for the conduct of Relief Work and the actual amount of money needed in each province to carry on the work. November, 1921-April, 1922 (1).*

| PROVINCE           | MONTH    | NO. SOUP-KITCHENS | NUMBERS RECEIVING FOOD    |                   |         |         | TOTAL MONEY Received from Central Government For Famine Expenditure Nov.-April | TOTAL Necessary to Cover Expenditure Nov.-April |
|--------------------|----------|-------------------|---------------------------|-------------------|---------|---------|--|---|
|                    |          |                   | Children in Soup-Kitchens | Children in Homes | Adults  | Total   |  |   |
| Samara . . . . .   | Nov. '21 | 105               | —                         | —                 | —       | 32,300  |  |   |
| » . . . . .        | Apl. '22 | 829               | 129,080                   | 50,750            | 100,000 | 279,830 | 11,195,000,000   |   |
| Saratov . . . . .  | Jan. '22 | 665               | —                         | —                 | —       | 146,726 | 20,152,000,000   |   |
| » . . . . .        | Apl. '22 | 1,294             | 67,489                    | —                 | 161,379 | —       |  |   |
| German Commune.    | Apl. '22 | 253               | —                         | —                 | —       | 203,531 | 3,945,000,000  |   |
| Tartar Republic. . | Nov. '19 | 220               | —                         | —                 | —       | 11,800  |  |   |
| » . . . . .        | Apl. '20 | 3,275             | —                         | —                 | —       | 230,160 | 9,620,000,000  |   |
| Simbirsk . . . . . | Jan. '20 | 278               | 69,032                    | —                 | —       | 69,032  | 19,853,000,000   |   |
| » . . . . .        | Apl. '20 | 833               | —                         | —                 | —       | 173,460 | 4,900,000,000  |   |
| Tsaritsyn. . . . . | Apl. '20 | 135               | —                         | —                 | —       | 1,760   | 13,578,000,000   |   |
| Chuvash . . . . .  | Nov. '19 | 197               | —                         | —                 | —       | 21,555  | 5,761,000,000  |   |
| » . . . . .        | Mar. '19 | 1,459             | 127,000                   | —                 | —       | 127,000 | 9,913,000,000  |   |

| PROVINCE              | MONTH         | NO. of Soup-Kitchens | NUMBERS RECEIVING FOOD    |                   |        |         | TOTAL MONEY Received For Famine Expenditure Nov.-April | TOTAL Necessary to Cover Expenditure Nov.-April |
|-----------------------|---------------|----------------------|---------------------------|-------------------|--------|---------|--|---|
|                       |               |                      | Children in Soup-Kitchens | Children in Homes | Adults | Total   |  |   |
| Mari . . . . .        | 1st March '22 | 328                  | —                         | —                 | —      | —       | 1,327,345 '000   |   |
| Vyatka . . . . .      | Jan. '22      | 400                  | 40,000                    | —                 | —      | —       | 3,601,000,000  |   |
| » . . . . .           | April '22     | 527                  | 84,854                    | —                 | 9,961  | 94,815  | 2,023,000,000  |   |
| Bashkir . . . . .     | Oct. '11      | 18                   | —                         | —                 | —      | 2,000   | 10,238,000,000   |   |
| » . . . . .           | Ap. '22       | 960                  | —                         | —                 | —      | 136,954 | 6,228,946,366  |   |
| Astrakhan. . . . .    | Mar. '22      | 60                   | 16,018                    | —                 | 8,853  | 24,871  | 10,238,000,000   |   |
| Aktyubinsk. . . . .   | Mar. '22      | 73                   | —                         | —                 | —      | 37,400  | 2,234,295,140  |   |
| Votyak . . . . .      | Mar. '22      | —                    | —                         | 9,488             | —      | 9,488   | 785,000,000  |   |
| Kustanai. . . . .     | Jan. '22      | 63                   | —                         | —                 | —      | 17,000  | 1,292,000,000  |   |
| Bukeev . . . . .      | Jan. '22      | 70                   | —                         | —                 | —      | 18,432  | 300,000,000  |   |
| Uralsk. . . . .       | '22           | 139                  | —                         | —                 | —      | 36,147  | 840,000,000  |   |
| Ufa. . . . .          | Feb '22       | 371                  | 11,578                    | —                 | 15,100 | 26,678  | —  |   |
| Orenburg . . . . .    | Feb '22       | 345                  | —                         | —                 | —      | 50,000  | 6,556,000,000  |   |
| Chelyabinsk . . . . . | Feb. '22      | 138                  | —                         | —                 | —      | 22,303  | 1,090,000,000  |   |
|                       |               |                      |                           |                   |        |         | 6,156,000,000  |   |
|                       |               |                      |                           |                   |        |         | 6,240,000,000  |   |

In addition to the operations of the Soviet Government, an immensely important contribution towards keeping alive the population of the famine area was made by the foreign organisations, which at their maximum at the end of July were feeding over 11 million adults and children, the American Relief Administration being responsible for approximately 10 millions, and the associations working under the International Russian Relief Committee for 1,400,000. That this great effort was not able to prevent

(1) *Bulletin of the All-Russian Central Famine Relief Commission, Moscow, 1922. Numbers 5, 6 and 7.*

the heavy mortality which occurred is due, on the one hand, to the inevitable delay which occurred in improvising an organisation under the very difficult conditions that obtained in Russia, and, on the other, to the fact that when supplies began to become available, their transport in Russia itself was held up during the winter by the congestion at the ports and the deplorable state of the railways. The following shows the progress of relief :—

*Number of Persons fed by the Foreign Relief Organisations.*

|                             | CHILDREN  | ADULTS    |
|-----------------------------|-----------|-----------|
| January A. R. A. . . . .    | 1,300,000 | nil       |
| » I. R. R. C. . . . .       | 280,000   | 70,000    |
| April A. R. A. . . . .      | 2,000,000 | 3,000,000 |
| » I. R. R. C. . . . .       | 300,000   | 260,000   |
| July A. R. A. . . . .       | 4,000,000 | 6,000,000 |
| » I. R. R. C. (1) . . . . . | 700,000   | 700,000   |

This table incidentally illustrates the ultimate recognition of the necessity for feeding adults as well as children.

These programmes involved up to the end of July the distribution of 620,000 tons by the A. R. A. and 77,000 tons by the I. R. R. C. The transport of this quantity of goods required very special exertions on the part of the disorganised railway staff. First priority on the railways was given to seed-corn, and second priority to food. But even with this advantage over all other transportation, both organisations found their goods not infrequently blocked at port by the inability of the administration to supply empty wagons for loading. The worst period, as is usual in Russia, was towards the end of March, when stocks sufficient to occupy the railways at their current rate of carriage for three weeks in the Baltic ports, and for four weeks at Black Sea ports, were held up. Again, during March and April the actual time taken in transport was very great, but greatly improved in the summer. Thus shipments from the Baltic to Saratov which averaged 50 days in transit, varied between 107 at the worst congestion and 26 days recently. Shipments from Black Sea ports to the same town, averaging 28 days, varied between 42 days at the worst congestion and 15 days recently. The relief agencies, however, on the whole, pay tribute to the work of the railway staffs, who co-operated wholeheartedly to the extent of their power, and it is added that the percentage of losses was remarkably small.

A table taken from a report of the Central Commission on Famine Relief gives the following comparative figures for various organisations on May 1st :—

TABLEAU

(1) By August 1922, the I. R. R. C. were feeding 734,000 children and 903,000 adults.

B. Number of Soup-Kitchens, including those run by the Russian authorities, the A. R. A., and other foreign relief organisations and the number of persons fed by them on May 1st, 1922, together with the Soviet Government official estimate of the number of the population actually stricken by famine in each province, excluding the Ukraine and Crimea (I).

| PROVINCE                    | RUSSIAN ORGANISATIONS |            | A. R. A.       |            | OTHER FOREIGN RELIEF |                | TOTAL FED | TOTAL Population Famine Stricken | % UNRE-LIEVED |
|-----------------------------|-----------------------|------------|----------------|------------|----------------------|----------------|-----------|----------------------------------|---------------|
|                             | Soup-Kitchens         | Number Fed | Soup-Kitchens  | Number Fed | Number Fed           | Total Kitchens |           |                                  |               |
| Astrakhan . . . . .         | 60                    | 24,471     | 69             | 48,703     | —                    | 129            | 73,174    | 21,937                           | —             |
| Kalmyk . . . . .            |                       |            | No information |            |                      |                | 186,899   | —                                | —             |
| Tsaritsyn . . . . .         | 135                   | 1,760      | 1,000          | 610,600    | 23,174               | 1,135          | 635,534   | 574,428                          | —             |
| Saratov . . . . .           | 1,294                 | 229,228    | 308            | 475,340    | 330,867              | 1,602          | 1,035,444 | 1,383,890                        | 25.16         |
| German Commune . . . . .    | 253                   | 202,531    | 178            | 187,572    | 85,884               | 431            | 475,987   | 262,625                          | —             |
| Samara . . . . .            | 829                   | 279,780    | 2,058          | 909,019    | 335,000              | 2,887          | 1,523,799 | 2,430,122                        | 39.33         |
| Simbirsk . . . . .          | 833                   | 173,460    | 1,726          | 636,113    | —                    | 2,559          | 809,573   | 1,364,831                        | 40.70         |
| Tartar Republic . . . . .   | 3,209                 | 217,642    | 2,876          | 1,087,917  | 23,000               | 6,085          | 1,328,559 | 3,042,063                        | 56.34         |
| Chuvash Territory . . . . . | 1,469                 | 128,238    | 1,035          | 93,000     | 92,370               | 2,504          | 313,608   | 743,420                          | 57.79         |
| Marii Territory . . . . .   | 328                   | 18,972     | 272            | 14,225     | —                    | 600            | 33,197    | 466,846                          | 93.13         |
| Votyak Territory . . . . .  | —                     | 9,488      | —              | —          | —                    | —              | 9,488     | 508,082                          | 98.00         |
| Vyatka . . . . .            | 527                   | 94,815     | —              | —          | —                    | 527            | 94,815    | 599,400                          | 84.14         |
| Bashkir Republic . . . . .  | 960                   | 136,455    | 1,154          | 418,228    | —                    | 2,114          | 554,683   | 999,630                          | 44.54         |
| Ufa . . . . .               | 371                   | 126,778    | 581            | 372,080    | —                    | 952            | 498,864   | 1,292,584                        | 60.78         |
| Kirghiz Republic . . . . .  | 690                   | 161,147    | 1,684          | 693,685    | —                    | 2,374          | 854,832   | 1,761,470                        | 50.84         |
| Chelyabinsk . . . . .       | 138                   | 22,363     | 24             | 15,345     | —                    | 162            | 337,648   | 889,061                          | 62.02         |
|                             | 11,096                | 1,827,068  | 12,964         | 5,561,842  | 890,295              | 24,060         | 8,279,205 | 16,523,988                       |               |

According to "Russian Information and Review", August 15, 1922, the following quantities of food have been requisitioned or levied in food taxes from the peasants :

| Period              | Programme of collection, in tons | Actually received in tons | Percentage of 1916-1917 | Percentage of programme |
|---------------------|----------------------------------|---------------------------|-------------------------|-------------------------|
| 1916-1917 . . . . . | 7,104,000                        | 5,384,000                 | 100.0                   | 75.8                    |
| 1917-1918 . . . . . | —                                | 792,000                   | 14.7                    | —                       |
| 1918-1919 . . . . . | 4,335,000                        | 1,798,000                 | 33.4                    | 41.5                    |
| 1919-1920 . . . . . | 5,830,000                        | 3,626,000                 | 67.3                    | 65.1                    |
| 1920-1921 . . . . . | 7,510,000                        | 4,967,000                 | 92.2                    | 66.1                    |
| 1921-1922 . . . . . | 2,350,000                        | 2,212,000                 | 41.1                    | 94.2                    |

It is necessary to draw a distinction between requisitions made before the Revolution, which were primarily intended to satisfy the demands of the Army, and those carried out by the Soviet Government which were intended to meet the requirements of the town population throughout Russia in addition to military needs. Taking the year 1920-1921, it will be seen that the figures never exceeded 5,000,000 tons, i. e.,

(1) Bulletin of the All-Russian Central Relief Commission, Moscow, 1922. Nos. 5, 6 and 7.

300,000,000 poods. Taking the urban population of Russia at 20,000,000 and 10 poods as the quantity allowed by Soviet statisticians as the minimum necessary per head of the population per year, 200,000,000 poods is thus accounted for. The remainder is accounted for by the Red Army, which received about 2 pounds of bread a day and which, according to Trotzky, reached 5,000,000 in numbers before the close of the Civil War, and also by the very large number of technical experts and special categories of workmen receiving special Red Army rations during the War. The great decrease in the programme for collection in 1921-1922 is accounted for partly by the fact that Soviet Russia was at peace. A partial demobilisation of the Army had taken place and the majority of the civilians who had drawn special rations during the War ceased to receive them. Under the new economic policy, moreover, the distribution of State rations was reduced to a minimum and steps were taken towards restoring freedom of trade in grain. Finally in agreeing upon a programme of 2,350,000 tons, the Soviet Government were doubtless influenced by the state of famine which had declared itself.

One of the chief of these difficulties is that the peasants not only conceal their produce, but also present false returns about the amount of land they have in cultivation. Thus, it was stated in "Economic Life" in July that 1,156,951 desyatins had been discovered as being under cultivation, although concealed by the peasants. These discoveries were made from October 1st 1921, to April 1st 1922 in the following provinces :

| PROVINCE             | AMOUNT OF LAND DISCOVERED<br>UNDER SECRET CULTIVATION |
|----------------------|---|
| Zaporozhye . . . . . | 279,800 desyatins                                     |
| Volhynia . . . . .   | 113,428 —   |
| Donets . . . . .     | 242,230 —   |
| Kiev. . . . .        | 97,987 —  |
| Kremenchug. . . . .  | 15,033 —  |
| Nikolaev . . . . .   | No data   |
| Odessa . . . . .     | 13,500 —  |
| Podolia . . . . .    | 114,457 —   |
| Poltava . . . . .    | 88,300 —  |
| Kharkov. . . . .     | 103,059 —   |
| Chernigov . . . . .  | 89,157 —  |

This concealment of land under cultivation amounted in some regions to 15 %-20 % of the land taxable, and in some cases it attained 60 %.

On the other hand, in the famine year requisitions were supplemented by a considerable amount of voluntary contributions of grain.

The following table indicates the amount in poods of cereals and other produce contributed by the Russian public for famine relief up to May 10th, 1922, the amount of these contributions actually despatched to and received in the famine area and the percentage these amounts bear to the total amounts contributed.

|                                       | TOTAL CEREALS | TOTAL OTHER PRODUCE |
|---------------------------------------|---------------|---------------------|
| Contributed . . . . .                 | 4,013,951     | 1,355,735           |
| Despatched to Famine Area. . . . .    | 2,763,184     | 1,164,526           |
| Received in Famine Area. . . . .      | 2,026,371     | 793,339             |
| % Despatched of Total Contributed.    | 68.85         | 85.91               |
| % Received of Total Despatched . . .  | 73.69         | 68.13               |
| % Received of Total Contributed . . . | 50.48         | 58.52               |

### Disease.

All reports relating to the famine make constant reference to the prevalence of disease. It must be realised, however, that the epidemics with which Russia has been scourged made their presence felt several years before the famine started. Since 1918 epidemics have raged uninterruptedly in Russia with great severity over a wide area. Unfortunately, however, reliable data are exceedingly difficult to obtain and the figures supplied must therefore be taken with great reservation. But however imperfect the picture which it is possible to present, there can be no doubt as to the gravity of the epidemic situation. There is, moreover, reason to believe that the official returns on which this report is based represent the facts at their minimum value.

Russia was formerly recognised as an endemic focus of infection. According to official figures, the number of cases of typhus in Russia averaged about 90,000 annually. It varied from 36,887 (the lowest figure registered) in 1897 to 180,724 in the famine year of 1892, i. e., from 28 % to 15.5 per 10,000 of the population. The provinces which suffered most severely were the Ural, Black Sea and White Russian Provinces, Tambov and Orel Provinces in Central Russia and Kharkov in the Ukraine.

Typhus increased steadily during the European War. In 1914 the usual average number of cases were recorded; in 1915, there were 100,497 cases and in 1916 the number increased noticeably to 154,806. By this time the number of cases of infectious cases notified in the Army began to increase owing largely to exhaustion and weakness, due to military operations carried on over a long period in conditions of great hardship. Refugees, forced by the Russian military authorities to evacuate their homes, and prisoners of war, scattered infection throughout Russia.

The disturbed condition of the country since 1917 has further encouraged the spread of epidemics. According to the official figures, 118,057 cases of typhus were registered in 1917, and 141,638 in 1918. These figures are evidently incomplete and do not give more than an approximate idea of the situation, for the system of registration had practically ceased to work almost everywhere by that time. After the Bolsheviks came into power, however, the notification of infectious diseases was made compulsory by law on the 18th July, 1918, by the People's Commissariat for Public Health. The number of cases rose from 2,240,225 in 1918 to 2,677,500 in 1920. In 1921 the incidence declined, the number of recorded cases being 600,000 (in round figures). These figures do not include those for the Ukraine, Siberia and Turkestan, and it must be borne in mind that there were a large number of cases which were never officially notified.

According to Dr. Syssin, the Chief of the Sanitary Epidemiological Division of the Russian People's Health Commissariat, the total incidence for the years 1918-1920 may be estimated at about 15,000,000, but Professor Tarassevich in his report presented to the Health Committee of the League of Nations in 1922 considered that the total figure during the last 4 years might be placed at between 25, and 30 millions. He gives the official statistics in round figures as follows : —

|                  |           |
|------------------|-----------|
| 1918. . . . .    | 150,000   |
| 1919. . . . .    | 2,200,000 |
| 1920. . . . .    | 2,600,000 |
| 1921. . . . .    | 600,000   |
| Siberia. . . . . | 350,000   |
| Ukraine. . . . . | 800,000   |
|                  | <hr/>     |
| TOTAL. . . . .   | 6,700,000 |

He then takes 2 1/2 as the maximum co-efficient error, and a figure of 16 1/2 millions is obtained. If 5 millions are added for the period during which no statistics were collected, and for the western regions for which no statistics were obtainable, this gives 21 1/2 millions. If an attempt is made to apply a separate co-efficient to each statistical return, the result will not be very different; thus :

|   | OFFICIAL<br>TOTALS | CO-EFFICIENT |            |
|---|--------------------|--------------|------------|
| 1918. . . . .   | 140,000            | 5            | 700,000    |
| 1919. . . . .   | 2,200,000          | 3            | 6,600,000  |
| 1920. . . . .   | 2,600,000          | 2 1/2        | 6,500,000  |
| 1921. . . . .   | 600,000            | 2            | 1,200,000  |
| Siberia (for 2 years) . . . . .                               | 350,000            | 5            | 1,750,000  |
| Ukraine. . . . .  | 800,000            | 4            | 3,200,000  |
| Places and periods for which no statistics available. . . . . |                    |              | 5,000,000  |
|   |                    |              | <hr/>      |
|   |                    |              | 24,950,000 |

Another method is to take the city of Petrograd with its population of 700,000 and 70,000 cases during these four years : and Moscow, with one million inhabitants registering 120,000 cases for the same period. There are thus 190,000 cases for 1,700,000 inhabitants. The coefficient of error for these two cities is at least 25 % and may be as much as 50 %. The true morbidity may therefore be estimated at 250,000 to 300,000 which gives a comparative morbidity of 15 % to 18 %. If the comparative morbidity is assumed to be the same for the whole of Russia with its 130 million inhabitants a total of 20 to 23 million cases is obtained. But all the data available indicates that the morbidity in the greater part of Russia (except in the very sparsely populated provinces in the north) must be higher than in the two capitals where there were means available for combating the disease. If the comparative morbidity is assumed to be 20 %, a total of 26 millions is obtained. If however, such a high figure as 25 % is assumed the total

will be as much as 31 1/2 millions. For these reasons, and on account of other considerations of the same nature, I believe that a total of 25 millions is nearest the truth; in any case, the true total lies, in my view between a minimum of 20 millions and a maximum of 30 millions (1).

Typhus was accompanied by relapsing fever—the average incidence of this disease in Russia before the war was about 30,000.

Relapsing fever began to increase during the autumn of 1918; in 1919 the number of notified cases was about 10 per cent of the registered number of cases of typhus (227,977 cases of relapsing fever). It greatly increased in 1920, when 1,300,000 were notified. A decline also set in in this disease in 1921, but relapsing fever continued to gain proportionately to typhus, and about 700,000 cases of this disease have been notified as against 600,000 cases of typhus.

The recrudescence of louse-borne disease assumed very grave forms during the current year. The causes of this violent recrudescence lie in 1) famine, and all its associated consequences—migration, malnutrition, overcrowding, and 2) in repatriation of hundreds of thousands of persons which was carried out under the most unfavourable conditions. Not only have the epidemics been very serious during the winter of 1922, but a continued increase of incidence was marked, and, contrary to former experience, the figures remained high notwithstanding the season. Fairly complete data for the first five months of this year indicate a total of 1,013,185 cases of typhus and 676,043 cases of relapsing fever.

Since March the figures for typhus have been three times as high, and those for relapsing fever about twice as high as in 1921.

These epidemics are extending over the whole of Eastern and Southern Russia, and throughout the country they are following the railway lines. The striking increase in the number of louse-borne diseases on railways is noteworthy. 199,239 cases of typhus and 168,309 cases of relapsing fever were reported during the first five months of 1922, as compared with 16,295 cases of typhus and 19,196 cases of relapsing fever notified during the corresponding period of the previous year.

The highest number of typhus cases were reported from the governments of Ekaterinburg, Perm, Simbirsk, Samara, Saratov and in the Ukraine. The distribution of relapsing fever is very similar to that of typhus, the only difference being a tendency of this disease to predominate over typhus in the southern regions, whilst it is less important in the north.

No returns are available yet for Soviet Russia and the Allied Republics as regards the epidemics of louse-borne diseases since June, 1922.

Provisional returns for the Ukraine for June and the early weeks of July indicate that the morbidity has doubled for relapsing fever and the figures for typhus are four times as high as in the corresponding period of 1921. These data include 77,367 cases of relapsing fever, 48,200 cases of typhus, and 11,942 cases of undiagnosed typhus (of

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(1) *Epidemiological Intelligence*, 1922. No. 2, pp. 12-18.

which 5,546 cases of typhus); 7,066 cases of relapsing fever and 3,810 cases of undiagnosed typhus were notified on railways.

A continued increase of parasitic epidemic diseases is also reported from the Crimea, where 3,773 cases of typhus and 1,674 cases of relapsing fever were notified in June, as against 99 cases of typhus and 199 cases of relapsing fever notified in June, 1921.

It is not possible at present to give accurate figures of mortality for louse-borne diseases; the average mortality for all periods (from 1918) and all localities is 10 to 12 % for typhus, and it varies between 1,8 to 4 % for relapsing fever, reaching more often the latter figure. The total number of deaths from typhus during this period, according to official statistics may be estimated as follows (in round figures) :

|                             |                 |
|-----------------------------|-----------------|
| 1918 . . . . .              | 18,000          |
| 1919 . . . . .              | 264,000         |
| 1920 . . . . .              | 312,000         |
| 1921 . . . . .              | 72,000          |
| Siberia 1918-1921 . . . . . | 42,000          |
| Ukraine 1918-1921 . . . . . | 96,000          |
| Giving a total of . . . . . | 804,000 deaths. |

Under certain circumstances the percentage is considerably higher; thus, according to Professor Tarassevich, the mortality rose to 68 % in the compulsory labour camps at Nizhny-Novgorod while it amounted to 80 % among the prisoners of war at Tyumen.

Another disease peculiarly dangerous to an underfed population is cholera. The most important cholera epidemic of the twentieth century in Russia occurred in 1910, when 230,232 cases with 109,560 deaths were notified. During and since the war the course of the epidemics has been as follows :

In 1915, 34,582 cases were notified, chiefly on the western front and among the refugees behind the lines : the next two years were practically free from cholera; 559 cases occurred in 1916, and 134 cases in 1917. In 1918 the epidemic spread to 30 provinces, the number of registered cases (evidently incomplete) was 41,352. About 30 % of this total,—13,135 cases—occurred in the city and the province of Petrograd. The epidemic was also severe in the Volga area and the provinces of Perm, Tambov and Voronezh in the centre. In 1919 and 1920, 3,998 and 22,106 cases were respectively notified.

There was a considerable prevalence of cholera in Russia in 1921, when 176,888 cases were officially reported. During the winter of 1920-1921, cases of cholera continued to be notified in the south in the Province of Rostov and in the Kuban Territory. The epidemic reached its climax in July, with 79,762 reported cases. The distribution of cholera in 1921 shows that the areas most heavily affected were the south-eastern and eastern territories. The epidemic was present among the famine-stricken population moving in search of food as far as Siberia. The figures for the Western part of Russia were relatively low. The epidemic ended comparatively early in the month of August. Sporadic cases occurred during the autumn of 1921 and the disease reappeared again in December in the Ukraine.

In 1922, cholera broke out, in spite of the severity of winter early in the year, in many widely separated localities in the Ukraine and extended to Central Russia, the Don area, Turkestan and Siberia during January and February 1922. According to official returns, 62,739 cases were notified between January 1st and August 26th. The epidemic of 1922 appears to have been concentrated in the Kuban region (4,055 cases), in the Don region (2,545), in the Crimea (2,222), but especially in the Ukraine. 33,032 cases were reported, i. e. the Ukraine is responsible for 50.8 % of the total incidence of cases which occurred in the Russian Federation during the current year. Cases were notified in more than 600 different localities. The mortality rate, as it is officially stated, although still high, is declining; it was 80-100 % during the first months of the epidemic, 50 % in May and 40 % in June.

As regards other infectious diseases, the figures for enteric fever and dysentery during and since the war were about the same as before the war giving an annual average of about 300,000 cases for each of these diseases. The tendency to decrease, which according to official returns seemed to exist during the years 1916-1919, has to be explained by the disorganisation of the registration system. In 1920 the incidence increased, and 424,481 cases of enteric fever and 324,389 cases of dysentery were registered. In 1921 the number of notified cases was 308,548 for enteric fever and 197,420 for dysentery. There is a slight increase in enteric fever in 1922, as compared with 1921, the figures for the period January to May being 164,854, as against 131,922 for the corresponding period of the previous year.

The incidence of smallpox remained practically unaltered during the first year of war, but the disorganisation of the health administrative machinery added to the number of unvaccinated people, and in 1919 there were 166,340 registered cases of smallpox (figures twice as high as the average for the pre-war period). Vaccination was made compulsory by law in 1919, and since then a marked decrease in the incidence of smallpox has been observed, the figures for 1920 and 1921 being respectively 98,179 and 83,016. This decrease has continued during 1922; 26,047 cases were notified from January to May, as against 71,605 cases notified during the corresponding period of 1921. One-tenth of the total number of cases were notified on railways.

The possible development of plague on the borders of the Federation has often caused anxiety during recent years, but happily these fears have not materialised.

The figures for scarlet fever and diphtheria are low as compared with pre-war statistics. About 70,000 cases of scarlet fever and 25,000 of diphtheria were reported in 1921, as against 460,108 cases of scarlet fever and 506,257 cases of diphtheria notified in 1913. This is remarkable in view of the gigantic increase of other epidemics in Russia.

Malaria has increased considerably since the war and appeared in districts where this disease was previously unknown, *i. e.* in the northern provinces; this increase in a virulent form is particularly marked during the last few months, but no precise figures are available, as the notification of malaria is not compulsory by law.

As for the incidence of scurvy, if comparison is made between the morbidity for the years 1914 and 1915 on the one hand and 1920 and 1921 on the other, within the limits of those regions concerning which we possess more or less accurate data, a considerable

increase is apparent. Thus official returns for the first five months of 1922 included 46,543 cases of scurvy. The most heavily affected areas are the famine stricken Volga region and the province of Penza.

|                                     | 1914-1915     | 1920-1921       |
|-------------------------------------|---------------|-----------------|
| 1. Moscow Industrial Area . . . . . | 1,952 - 1,702 | 16,345 - 14,844 |
| 2. Central Russia. . . . .          | 783 - 880     | 14,620 - 10,163 |
| 3. Middle Volga Area . . . . .      | 1,032 - 2,848 | 5,864 - 22,153  |
| 4. Lower Volga Area . . . . .       | 1,243 - 2,436 | 6,960 - 6,407   |
| 5. Ural Area. . . . .               | 1,949 - 3,614 | 20,187 - 2,646  |

Affections produced or aggravated by malnutrition, by an overworked condition or by other difficult circumstances of life, are encountered at every turn.

It was widely realised that the population in the famine areas was being decimated by starvation, but this was only one side of the story; the other side was shown by the famine victims who were streaming all over the country from the centres where epidemics were raging, falling ill *en route*, and leaving lousy and infected every train, every station where they slept, each town in which they sought food or work, and thus infecting the whole country-side through which they passed with typhus and relapsing fever.

Along these railway lines, under practically the same conditions, more than 750,000 persons were repatriated in 1921 to the States bordering on Russia on the west. The repatriation into Poland has continued in 1922 at a rate of about 30,000 per month, and the number of those awaiting repatriation in Russia is still very large.

Confronted with outbreaks of epidemics on such a widespread scale, the health administration was in no position to undertake an effective anti-epidemic campaign, having to deal with epidemiological problems of extreme complexity with wholly inadequate resources, lack of trained medical staff of all kinds, an extreme shortage of hospital and sanitary accommodation, of drugs, sanitary materials, fuel, and food, and the tremendous fall in the purchasing power of money with all its consequences.

At the head of the Health Organisation in Russia is the People's Health Commissariat. The local public health work is in the hands of governments and districts Soviets. The local health bureaux are responsible, (1) to their respective executive committees of the Soviet budget estimates; and (2) to the People's Commissariat for Public Health for their medico-sanitary activities.

The administrative work relating to transit, evacuation, health resorts and supervision of medical schools is concentrated in the hands of the Central Health Administration. A Central Epidemic Commission composed of prominent medical men and representatives of the competent section of the People's Commissariat for Public Health is attached to the Commissariat.

With the exception of the Ukraine, the Health Commissariat of which includes a department controlling the medical sanitary work on the lines of communication, the medical sanitary services on the railways and waterways in the autonomous republics is placed under the control of the Health Commissariat of the R. S. F. S. R.

Sanitary inspection on the maritime frontiers and the carrying out of measures to

prevent the spreading of contagious diseases through the ports (some of these ports belong to more than one republic) are controlled by the respective frontier administrations (1).

Up to the year 1922 all the health services throughout the Republic were financed by the Central Authorities. The treatment was free of charge, sanitary materials, drugs and food rations for hospitals and staff were supplied by the State in the limited amounts in which they could be proffered.

But, in accordance with the new economic policy, all expenditure on local medical and sanitary accommodation from May 1st, 1922, has to be paid out of local means.

What will be the sources of revenue?

(1) Local taxation (with rates widely different in various areas).

(2) The special levy. (The levy was imposed on the population in order to meet the needs of the famine area—some governments have contributed on a larger scale than was expected; the balance is assigned to the anti-epidemic campaign. 70 % of this sum is granted to government health authorities and 30 % to the Central Health Administration.

(3) Insurance funds.

(4) Enterprises maintained by the local health administrations for the preparation of drugs, the manufacture of sanitary supplies, etc...

The expenditure incurred on the budget of the Central Health Administration is divided among the following items as follows :

The military sanitary administration,  
Sanitary supervision of railways and waterways,  
Evacuation,  
Health resorts of State importance,  
Maintenance of the health administration in governments and oyezds,  
Maintenance of medical and sanitary organisations in the famine area,  
The general anti-epidemic campaign,  
Local model institutions for child-welfare,  
Maintenance of medical and sanitary institutions granted to workmen of the State enterprises.

The budget of the People's Commissariat for Public Health for the period January-September 1922 amounts to 45,916,940 pre-war roubles.

The expenditure of the Health Commissariats of autonomous Republics is not included in the budget of the Central Health Administration, in view of the fact that each of the Federative Republics has for the present its own budget.

31 % of the total estimates of autonomous Republics relating to those People's Com-

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(1) For particulars see : "The Present State of Health Defence in the European Sanitary Zone" (*Epidemiological Intelligence*, 1922, No. 3, p. 15).

missaries which exist separately in each of the Republics are provided by the Central Administration. Of this 31 % — 15 % is granted to the Ukraine, 4 % to the Turkestan Republic and 12 % to the remaining republics. The internal distribution of sums received from the Central Administration among the various commissariats of the Republics falls to the province of the Soviet of People's Commissaries of the republic concerned.

It is important that there should be recognition of the true picture of the present situation.

The steps which have recently been taken in Russia to place the state Departments on an economic basis have, for the time being, seriously aggravated the situation in so far as the health problems are concerned. Hospitals are given up one after another, the charge for treatment, even of infectious cases, is extremely high, some medical schools have been closed and the staffs dismissed, and in this country, where millions of cases of infectious diseases are officially registered, there is a growth of unemployment of medical men (1).

It is evident that the circumstances in different localities vary widely. Some of them, the provinces of Nizhny-Novgorod and Rybinsk, etc. have been able to meet their needs and the transferring of expenditure has not affected the work concerned. But in the majority of cases reports presented to the regional meetings of health authorities tell the same tale of discouraging financial difficulties (taxes are not paid or even not decreed owing to the indifference of the population and local authorities; the insurance funds are not available), of the impossibility of granting daily food rations to patients owing to more or less pronounced famine conditions, the appalling conditions under which the medical staff has to work, in circumstances in which salaries are not paid regularly, and underfeeding makes it difficult to do effective work.

### Mortality.

The most varying statements have been made as regards the effect of the famine upon mortality, the lowest of which is 1 1/4 million deaths in excess of the normal, from

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The number of beds given up in the medical institutions of Moscow number 13,828 out of a total of 57,764 (Report on the medical organisation of the city and province of Moscow 1922, p. 39).

In the district of Wyshnewolozcok in the province of Tver all hospitals have been closed owing to the indifference of the population (*Bulletin of the People's Health Commissariat*, 1922, No. 9, p. 14).

In the province of Tambov only 35 % of beds have been kept.

In the province of Ivanovo-Voznesensk 50 % of the hospitals have been closed. In the province of Kostroma the number of beds has been reduced from 4,000 to 1,800 (*Bulletin of the Russian Red Cross*, 1922, p. 9). In the province of Ufa the number of beds was 7,028 and has been reduced to 5,700. In the town of Simbirsk there is now only one hospital reduced to half its capacity (Report of health authorities of the famine area). Numerous examples of this kind could be given.

Precise figures for the Ukraine are not available yet, but those received indicate that up to 80 % of beds have had to be given up.

In the district of Torjok in the province of Tver, the ration per month for the medical staff consists of 6,800 gr. of flour, 400 gr. of salt and some boxes of matches. The salaries are unpaid from May 1921 (*Bulletin of the People's Health Commissariat* 1922, No. 7-8, p. 23).

In the province of Vyatka, owing to the dismissal of a large number of the staff, those remaining work up to 18 hours out of 24 and have no Sunday rest (*Bulletin of the People's Health Commissariat* 1922, No. 7-8, p. 22).

In the province of Gomel the provisional estimates for 1922 include 96,875,700,000 of Soviet Roubles per month, and about 31,000,000,000 can be paid out of local funds (*Bulletin of the People's Health Commission* 1922, No. 12, p. 13).

both famine and disease. Dr. Nansen gives as the figure of deaths from famine at least 2 million persons, and his view is that it should be 3 millions. In the absence of reliable statistics of mortality it is only possible to give the following table, supplied to Dr. Nansen's Representative in Moscow, by the Russian Famine Authorities and purporting to give a calculation of the population in 1922 for some provinces of the famine area, based on statistics published in 1921.

*Population of famine-stricken regions in 1922, calculated from statistics of 1921*

| ORDER | GOVERNMENT                            | 1921                |                    | 1922                |                    | PERCENTAGE<br>of change |
|-------|---------------------------------------|---------------------|--------------------|---------------------|--------------------|-------------------------|
|       |                                       | Rural<br>Population | Town<br>Population | Rural<br>Population | Town<br>Population |                         |
| 1.    | Bashkir (I) . . . . .                 | 2,952               | 326                | 2,684               | 303                | 5                       |
| 2.    | Marii . . . . .                       | 290                 | 10                 | 276                 | 10                 | 5                       |
| 3.    | German Commune . . . . .              | 648                 | 78                 | 616                 | 74                 | 5                       |
| 4.    | Samara . . . . .                      | 2,480               | 335                | 2,113               | 285                | 15                      |
| 5.    | Tartar . . . . .                      | 2,638               | 248                | 2,242               | 211                | 15                      |
| 6.    | Chuvash . . . . .                     | 738                 | 20                 | 701                 | 19                 | 5                       |
| 7.    | Votyak . . . . .                      | 634                 | 53                 | 602                 | 50                 | 5                       |
| 8.    | Crimea . . . . .                      | 347                 | 360                | 295                 | 306                | 15                      |
| 9.    | Saratov . . . . .                     | 2,400               | 393                | 2,280               | 373                | 5                       |
| 10.   | Simbirsk . . . . .                    | 1,272               | 204                | 1,208               | 194                | 5                       |
| 11.   | Chelyabinsk . . . . .                 | 1,159               | 182                | 985                 | 155                | 15                      |
| 12.   | Stavropol . . . . .                   | 872                 | 73                 | 828                 | 69                 | 5                       |
| 13.   | Don . . . . .                         | 1,173               | 372                | 1,114               | 353                | 5                       |
| 14.   | Mountain Republic and Terek . . . . . | 1,105               | 268                | 1,124               | 273                | 1.8                     |
| 15.   | Kouban-Chernomorsk . . . . .          | 2,447               | 541                | 2,491               | 551                | 1.8                     |
| 16.   | Aktyoubinsk . . . . .                 | 464                 | 17                 | 441                 | 6                  | 5                       |
| 17.   | Bukeev . . . . .                      | 222                 | 2                  | 211                 | 2                  | 5                       |
| 18.   | Kustanai . . . . .                    | 414                 | 24                 | 393                 | 23                 | 5                       |
| 19.   | Orenburg . . . . .                    | 534                 | 136                | 507                 | 129                | 5                       |
| 20.   | Ural . . . . .                        | 515                 | 51                 | 489                 | 48                 | 5                       |
|       |                                       | 23,304              | 3,695              | 21,610              | 3,444              |                         |

(1) The figures for Bashkir given in the Russian census for 1920 are 1,198 and 70 respectively. The rest of the above figures are in conformity with the 1920 census figures. A mistake appears to have occurred in regard to Bashkir. If 5% is taken from the figures for Bashkir given in the census, 1,138 and 66 will be obtained for the rural and town population respectively for 1922.

These figures show a reduction from 27 millions to 25 millions, and to this has to be added the losses in Siberia and in the Ukraine, for which no figures have been given. These two areas would no doubt increase the total nearly to the 3 millions mentioned by Dr. Nansen. But these statistics include migration, the total of which it would be very difficult to assess.

For particular areas, however, particular statements have been made. Thus, the total number of registered deaths from starvation in the Ukraine was, according to the report of the People's Health Commissariat of the Ukraine for the first half of 1922, 67,126, and the number of cases of diseases notified as due to famine amounted to 741,532. But, as is stated in the same report, whole villages, swollen from hunger, lay down and were not able even to apply for medical help.

The number of deaths directly due to starvation in the Crimea was, according to official statistics : in February 14,413, in March 19,902, in April 12,753. The total population of the Crimea was 762,000 in 1920. In the Government of Samara the whole population (2,500,000 in round figures) was reported to be starving in April. The mortality in February reached the high figure of 60,000, in March 150,000—of which 104,000 from starvation and the remainder from other causes; together *i. e.* 8,1 % of the population died in two months. In the Bashkir Republic in 1921, out of a population of 1,200,000 there were 83,740 deaths from famine recorded, and the reporter was of opinion that this figure must be at least doubled in order to obtain the approximate picture of the situation.

The population of the Tartar Republic is 3,125,277. Of this total about 2,500,000 were starving in March. The total number of cases of infectious diseases notified during the period from January 1st up to March 15th amounted to 392,390 with 45,383 deaths. This means that no less than one-tenth of the whole population were suffering from epidemic diseases, with a mortality of about 10.5 %.

The death-rate for the city of Odessa in the early months of 1922 was about 80-90 % per 1,000 of population, as against 40-50 for the year 1921; and 28 for the pre-war period.

A word must be added as to the industrial reaction of the events described. The famine of 1921-1922, which covers the greater part of the period of the new economic policy (N. E. P.) has been accompanied by an industrial and commercial crisis. The cause of this crisis has been very fully discussed in the Soviet Press and various explanations given, but on the whole the general opinion is in favour of the following explanation of the paradoxical situation that at the present moment Russian industries with their comparatively minute production are unable to dispose of their products on terms which cover the cost of production.

When the new policy was introduced and the Soviet Government authorised the co-operatives to organise the exchange of industrial products from State and other undertakings against agricultural products, a ratio of exchange was proposed, based upon the presumption that as industrial output had diminished much more than agricultural output, the ratio of exchange should be to that extent in favour of industry. But in fact this ratio must be determined not by the gross agricultural production but by the surplus available for exchange. It has been shown in the course of this report that this margin of agricultural production has diminished practically to vanishing point. M. Popov has estimated that in the financial year 1919-1920 the peasantry spent upon manufactured goods only one-seventh of the gold value which they usually spent on these goods before the War. In 1920-1921 even this amount was halved, and in 1921-1922 it is obvious that the famine still further reduced this expenditure. This reduction which has, of course, made it absolutely essential for the Government to secure, either by requisition or taxation the means of feeding the town population, explains the fact that since free exchange was reintroduced in 1921, the ratio of exchange between agricultural products and manufactures has become very favourable to the former, for there is practically no food on offer. Hence the quantity of rye

which would exchange for various manufactured goods is as follows, comparing 1913 with 1922 (1).

*Equivalents amount of rye for :*

| GOODS                              | 1913               | 1st half<br>May 1922 | 1st half<br>Aug. 1922 | 2nd half<br>Aug. 1922 | 1st half<br>Sept. 1922 | 2nd half<br>Sept. 1922 |
|------------------------------------|--------------------|----------------------|-----------------------|-----------------------|------------------------|------------------------|
| Salt (1 pood). . . . .             | 9 lbs.             | 13.2 lbs.            | 23 lbs.               | 26.5 lbs.             | 26 lbs.                | —                      |
| Sugar (1 pood) (refined). . . . .  | 5 poods<br>35 lbs. | 5 poods<br>38 lbs.   | 12 poods<br>4 lbs.    | 15 poods<br>20 lbs.   | 19 poods<br>30 lbs.    | 17 poods<br>30 lbs.    |
| Cotton Fabrics (1 arshin). . . . . | 8 lbs.             | 1.5 lbs.             | 5.1 lbs.              | 7.3 lbs.              | 7.6 lbs.               | 6.8 lbs.               |
| Thread (1 doz). . . . .            | 1 pood<br>2 lbs.   | 9.8 lbs.             | 28 lbs.               | 32.2 lbs.             | 34 lbs.                | 30.5 lbs.              |
| Kerosine (1 pood). . . . .         | 1 pood<br>25 lbs.  | 36.1 lbs.            | 2 poods<br>4 lbs.     | 2 poods<br>18 lbs.    | 1 pood<br>2 lbs.       | 37.5 lbs.              |
| Sheet Iron (1 pood). . . . .       | 2 poods<br>29 lbs. | 36.1 lbs.            | 2 poods<br>4 lbs.     | 2 poods<br>18 lbs.    | 2 poods<br>20 lbs.     | 2 poods<br>12 lbs.     |
| Soap (1 pood). . . . .             | 5 poods<br>23 lbs. | 1 pood<br>27 lbs.    | 6 poods<br>5 lbs.     | 7 poods<br>7 lbs.     | 7 poods<br>27 lbs.     | 7 poods<br>15 lbs.     |

It has, of course, been impossible to fix industrial wages without some regard to the cost of living, and it follows that, whether measurement is made in terms of food units, gold roubles or paper roubles, wages and the cost of production have had to rise out of all proportion to the old exchange value of the manufactured products. In the case of coal and wood fuel, in which labour is almost the whole cost of production, the difficulty is particularly great and has raised the exchange value to a level which still further increases the difficulty of manufacturing industries. The fact that there is no agricultural surplus means that there is no market for industry, and this is responsible for the closing of factories at a time when Russia is in most urgent need of goods of every kind. The most recent developments in this connection are referred to in the following chapter.

(1) See *Ekonomicheskaya Zhizn*, 24 September 1922.

## Chapter IV.

### THE PRESENT SITUATION

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The famine naturally had a very serious effect upon the harvest for the present year. In the first place, as has been shown, it was very difficult in the conditions described to secure or to withhold from consumption sufficient seed corn either for autumn or spring sowing. In the second place, the enfeebled condition of the population, and, in many cases, the actual migration of the peasants also reduced greatly the area which it was physically possible to sow. In the famine districts enumerated in the previous chapter the area sown with winter crops appears to have fallen by 25 % (1), and the final sowing, though substantially increased by the work of the Russian and foreign relief committees and by the importation of American seed corn, shows an area for the whole of Russia variously estimated at from 40,000,000 to 50,000,000 desyatins. Two detailed unpublished statements on harvest prospects were presented to Dr Nansen's Representative in Moscow, one in July and the other in September, by M. Popov, Director of the Central Statistical Bureau of the Soviet Government. In regard to the second, M. Popov supplied the figures upon which a calculation of the harvest might be made, stating that he could not accept responsibility for any such calculation, and that in his opinion the figures ought to be increased by 20 % in order to give an approximately accurate idea of what the 1922 harvest was likely to be (2). This being the case in regard to the figures furnished by M. Popov in September, it seems possible that his view as to the necessity of increasing by 20 % the actual figures he received from the provincial agricultural authorities, may also apply to the estimate which he gave Dr. Nansen's Representative in July. According to the July statement, the area sown was estimated at 40,167,000 desyatins. In the September statement it is given as 45,010,000 desyatins. If 20 % is added to both figures, the sown area for July will be about 48,000,000 desyatins and that for September 54,000,000. On 14th August, however, a report on harvest prospects was made by V. G. Groman to the State Planning Commission (3) in Moscow, in which M. Popov was stated to have estimated the sown area at about 50,000,000 desyatins—a figure about half-way between those last mentioned. M. Groman referred in his report to the extremely

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(1) The reports of Mr. Lawrence Webster, of the Save the Children Fund, and other representatives of the International Russian Relief Commission, confirm this.

(2) See note (2) on page 20.

(3) See *Ekonomicheskaya Zhizn* for 17th August, 1922.

conflicting statistics and forecasts produced by M. Popov, M. Mikhailovsky, the Statistical Expert of the Moscow Soviet, and M. Vishnevsky, another Soviet statistician. Another estimate of the sown area for 1922 is published in the *Economic Bulletin of the Department of Statistical Research*, attached to the Petrovsky Agricultural Academy, and gives a figure of 42,798,000 desyatins (1). This estimate, however, includes potatoes and, if these are allowed for, is probably not much different from M. Popov's July figures before 20% has been added to them (2). In regard to the Ukraine, the Statistical Bulletin published by the Central Statistical Bureau of the Ukrainian Soviet Government gives the sown area on August 15th as 12,160,000 desyatins, which compares with 13,800,000 desyatins based on M. Popov's figures supplied to Dr. Nansen's Representative in September, and with 12,100,000 desyatins given by the Petrovsky Agricultural Academy. Thus the estimates of the Central Statistical Bureau in Moscow and those of the Ukraine Statistical Bureau show considerable divergence (3), as the former's figure is 1,640,000 desyatins higher than the Ukraine official estimate, without allowing for the increase of 20% which M. Popov thinks it necessary to make.

Crop estimates differ as widely as the figures given above for the sown area. In these circumstances, although the harvest has been good, there has been much controversy as to its adequacy. In his figures, transmitted to Dr. Nansen's Representative in July, M. Popov estimated the total yield from the harvest at 2,336,000,000 poods. If 20% is added to this, a figure of about 2,800,000,000 is obtained, which may explain the forecast of 2,850,000,000 poods published by M. Popov in *Ekonomicheskaya Zhizn* for August 12th. This latter estimate, allowing for a quantity of seed corn sufficient to sow the cultivated area of 1920, leaves a net harvest of 2,400,000,000. It is almost the same as M. Popov's most recent computation of 2,830,000,000 published in *Ekonomicheskaya Zhizn* for 3rd October. In the meantime, however, the calculation based on the figures handed to Dr. Nansen's Representative in September indicated that the harvest would yield 2,019,000,000 poods. It would be necessary to add 40% and not 20% to this figure in order to obtain M. Popov's latest published estimate. The Department of Statistical Research attached to the Petrovsky Agricultural Academy gives the lowest forecast of all—1,967,500,000 poods (4). It is worthy of note that in the estimate of 2,019,000,000 the Ukraine harvest is given as 699,000,000 poods. This figure is identical with the estimate of the Statistical Bureau of the Ukraine Government which is 699,193,700. The estimate of the Petrovsky Agricultural Academy in regard to the Ukraine is much lower—641,900,000, whereas in M. Popov's published October statement as high a figure as 829,000,000 poods is given.

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(1) See *Economic Bulletin of the Department of Statistical Research*, attached to the Petrovsky Agricultural Academy Nos. 4 and 5, July and August, 1922.

(2) Unless otherwise stated, sown area means the area sown with the seven chief cereal crops—wheat, rye, oats, barley, millet, buckwheat and maize.

(3) See page 27. Chapter III, reference disagreement between Central Statistical Bureau and the Ukraine Statistical Bureau regarding 1921 harvest statistics.

(4) This figure includes the seven chief cereals.

M. Popov's October estimate of 2,830,000,000 compares with a gross figure of 4,080,000,000, yielding a net harvest of 3,400,000,000 poods for the 85,400,000 desyatins sown before the War within the territory now comprising Soviet Russia. But before the War, over 600,000,000 poods were exported and the pre-War comparison is, therefore, 3,400,000,000 poods gross, or 2,800,000,000 poods net. Allowance must also be made for reduced population and the diminished number of cattle to be provided for. Thus a harvest of 2,850,000,000 poods, if realised, would give a supply to the whole country on a ration basis not very much less than 10% to 20% below the pre-War level. This, if compared with the low consumption to which the Russian peasant has become accustomed during the last five years, would yield an appreciable surplus. In August, M. Popov does not appear to have thought that such a surplus would actually be obtained, for he stated in an interview that before the War the reserves in the hands of large farmers, dealers and peasant farmers are said to have amounted normally to from 700,000,000 to 850,000,000 poods. The definite conclusion was, however, drawn that there would be sufficient grain this year to feed the population of Russia on a basis substantially above starvation level, provided that the grain could be moved to the areas where it is required. In this connection, Mr. Hoover, on the basis of reports received from the large number of agents which he has established throughout Russia, came to the conclusion that Russia may have enough grain this year to feed her population, provided it is ideally distributed (1).

In view of the conflicting figures contained in the various estimates for the 1922 harvest, it is thought advisable to set out more fully for purposes of comparison the estimate published by M. Popov on 3rd October, the unpublished estimate transmitted by him to Dr. Nansen's Representative in September, and the estimate of the Petrovsky Agricultural Academy. The surplus or deficit after the needs of the urban and rural population have been provided for is shown as follows (2) :

#### TABLE

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(1) After the meeting at which Mr. Hoover made this statement, the Press was informed that :

“At the meeting of the Principal Directors of the A. R. A. including Messrs Hoover, Brown and Haskell, the situation in Russia was fully reviewed and it was concluded that while there is evidence that the food supply of Russia, if properly distributed, may meet the necessities of the population during next year, the tremendous volume of contagious disease and the number of children displaced by famine and poverty require continued support.

“The situation in Russia having changed from acute famine to aftermath of famine, and its resultant disease and displaced children, it was decided by the American Relief Administration to continue operations for the present in support of these more particular fields.”

(2) In calculating the surplus or deficit, M. Popov, according to his article in *Ekonomicheskaya Zhizn* for August 12th allowed 10 poods per head for the town population throughout Russia, 16 poods for the agricultural population of the Producing Provinces, 21 poods per head for the agricultural population of the Ukraine, South Eastern Provinces and Kirghizia and 12 poods per head for the agricultural population of the Consuming Provinces.

*Soviet Russia and the Ukraine (1).*

| ESTIMATES  | GROSS<br>YIELD<br>in millions<br>of poods | ALLOW-<br>ANCE<br>FOR SEED<br>in mil-<br>lions<br>of poods | NET YIELD<br>in millions<br>of poods | POPULATION<br>in millions |       |       | CONSUMPTION<br>in millions poods |       |         | SURPLUS<br>OR DEFICIT<br>in regard<br>to rural<br>population<br>in millions<br>of poods | TOTAL<br>SURPLUS<br>OR DEFICIT<br>in millions<br>of poods |
|--|---|--|--------------------------------------|---------------------------|-------|-------|----------------------------------|-------|---------|---|---|
|  |   |  |                                      | Rural                     | Urban | Total | Rural                            | Urban | Total   |   |   |
| <i>By the Central<br/>statistical Bureau :</i>     |   |  |                                      |                           |       |       |                                  |       |         |   |   |
| October (Published) .                              | 2,830                                     | 449.8  | 2,380.2                              | 97.7                      | 17.5  | 115.2 | 1,653.4                          | 175.1 | 1,828.5 | + 726.6   | + 551.5   |
| July (Unpublished) . .                             | 2,334                                     | 449.8  | 1,885                                | 97.7                      | 17.5  | 115.2 | 1,653.4                          | 175.1 | 1,828.5 | + 231.6   | + 62.5  |
| September (Unpublis-<br>hed) . . . . .             | 2,019                                     | 449.8  | 1,569.2                              | 97.7                      | 17.5  | 115.2 | 1,653.4                          | 175.1 | 1,828.5 | — 84.2  | — 259.3   |
| <i>By the Petrovsky<br/>Agricultural Academy :</i> |   |  |                                      |                           |       |       |                                  |       |         |   |   |
| (July) . . . . .                                   | 1,967.5                                   | 449.8  | 1,517.7                              | 97.7                      | 17.5  | 115.2 | 1,653.4                          | 175.1 | 1,828.5 | — 135.7   | — 310.8   |

Thus, whereas M. Popov's October estimate reckons on a surplus of 551,000,000 poods after the needs of the population have been met, a calculation based on his unpublished September figures shows a total deficit of 259,000,000 poods and a deficit of 84,000,000 poods in regard to the rural population alone, and allows 16 poods per head for the rural population, and 13.7 poods per head for the total population of Soviet Russia and the Ukraine : while the Petrovsky Agricultural Academy shows a total deficit of 310,000,000 poods and one of nearly 136,000,000 in respect of the rural population, and allows 15.5 poods per head of the rural population and a little more than 13 poods per head for the whole population.

In the table on the following page the principal areas into which Russia is divided agriculturally are taken, and the area, crop and yield are given in respect of each area according to the above-mentioned estimates and for 1920 and 1921, together with the average pre-War yield for 1905-1914.

TABLE

(1) Allowance has been made for sufficient seed to restore the cultivated area of 1920, which the Soviet Government, according to M. Popov's article in *Ekonomicheskaya Zhizn* for 3rd October, intends to attempt. If, however, allowance is made for sufficient seed only to restore the area shown as cultivated last year according to each of the above estimates respectively, the figures would be as follows : Central Statistical Bureau's unpublished July and September figures and published October estimate respectively 321, 360 and 400 million poods, and the Petrovsky Agricultural Academy 341 million poods. In this case, M. Popov's October estimate would show a total surplus of 621.3 million poods, the July figures 191.3 million, the September figures a deficit of 170.3 million, and those of the Petrovsky Agricultural Academy a deficit of 202 million poods.

|                      | AREA IN MILLIONS OF DESYATINS             |   |                            |                                |                            |       | ESTIMATED                                 |   |
|----------------------|---|---|----------------------------|--------------------------------|----------------------------|-------|---|---|
|                      | Central Statistical Bureau (Un-published) | Central Statistical Bureau (Un-published) | Central Statistical Bureau | Petrovsky Agricultural Academy | Central Statistical Bureau |       | Central Statistical Bureau (Un-published) | Central Statistical Bureau (Un-published) |
|                      | July 1922                                 | Sept. 1922                                | October 1922               | July 1922                      | 1920                       | 1921  | July 1922                                 | Sept. 1922                                |
| Consuming . . . . .  | 6.49                                      | 7.53                                      |                            | 6.90                           | 6.25                       | 6.31  | 285                                       | 301                                       |
| Producing. . . . .   | 14.28                                     | 15.40                                     |                            | 15.12                          | 22.48                      | 18.02 | 745                                       | 644                                       |
| South East . . . . . | 3.06                                      | 3.20                                      |                            | 2.90                           | 4.48                       | 3.94  | 209.5                                     | 185                                       |
| Kirghiz. . . . .     | 1.82                                      | 2.36                                      |                            | 1.90                           | 3.13                       | 2.29  | 109.3                                     | 72  |
| Siberia . . . . .    | 3.66                                      | 2.72                                      |                            | 3.70                           | 6.17                       | 4.33  | 246.7                                     | 118                                       |
| Ukraine. . . . .     | 10.85                                     | 13.80                                     |                            | 12.10                          | 14.33                      | 14.20 | 739.5                                     | 699                                       |
| TOTAUX. . . . .      | 40.16                                     | 45.01                                     | 50                         | 42.72                          | 56.84                      | 49.09 | 2,335                                     | 2,019                                     |

In his articles in "Ekonomicheskaya Zhizn" for 14th August and 3rd October, M. Popov gives no figures to show the area under cultivation and the yield per desyatin in connection with his estimates of 2,850,000,000 and 2,830,000,000 poods. Taking, however, the figure of 50,000,000 desyatins for total sown area quoted by M. Groman in his report before the State Planning Commission on August 14th, the yield per desyatin is 56.6 poods which compares with 50 for the period 1905-1914. It is generally believed that the sown area has fallen 20% since 1921, but a figure of 50,000,000 desyatins indicates no change. If, however, reference is made to M. Popov's July statement and the estimate of the Petrovsky Agricultural Academy, it would appear that there has been a fall of about 20% to 25%. According to the July statement, which is clearly based on the expectation of a phenomenally high yield, the average yield per desyatin is 58, whereas in that of the Petrovsky Agricultural Academy it is 44. In the figures for estimated crop, one or two features deserve attention. It will be seen that M. Popov's figure for the crop in Siberia in his statement of July almost coincides with that given in his published figures of October, whereas the calculation made from the unpublished material handed to Dr. Nansen's Representative in September shows a harvest of half this amount. This is 25% lower than the estimate made by the Petrovsky Agricultural Academy. A comparison of the estimated area in cultivation in Siberia shows that the Petrovsky Agricultural Academy gives the highest figure—3,700,000 desyatins—which is almost identical with the figure given in M. Popov's July statement, whereas the calculation based on the latter's September figure shows 2,720,000 desyatins, constituting only five-eighths of the sown area of 1921. For the Producing Area, where the majority of the famine-stricken provinces lie, M. Popov's July and September figures for the sown area are 1,000,000 and 2,000,000 desyatins respectively higher than the estimate of the Petrovsky

| CROP IN MILLIONS OF POODS                             |  |                               |       | ESTIMATED YIELD PER DESYATIN   |   |   |  |                               |      | MEAN YIELD<br>1905-1914<br>Recueil<br>de Données<br>Statistiques |
|---|--|-------------------------------|-------|--|---|---|--|-------------------------------|------|--|
| Central<br>Statistical<br>Bureau<br>—<br>October 1922 | Petrovsky<br>Agricultural<br>Academy<br>—<br>July 1922 | Central<br>Statistical Bureau |       | Central<br>Statistical<br>Bureau<br>(Un-<br>published)<br>—<br>July 1922 | Central<br>Statistical<br>Bureau<br>(Un-<br>published)<br>—<br>Sept. 1922 | Central<br>Statistical<br>Bureau<br>—<br>October 1922 | Petrovsky<br>Agricultural<br>Academy<br>—<br>July 1922 | Central<br>Statistical Bureau |      |  |
|   |  | 1920                          | 1921  |  |   |   |  | 1920                          | 1921 |  |
| 353   | 242.6  | 240                           | 316   | 43.9   | 40.9  |   | 35.2   | 38.3                          | 50.1 | 43.9   |
| 1,020   | 645.1  | 581                           | 385   | 52.2   | 41.8  |   | 42.7   | 25.8                          | 21.4 | 43.3   |
| 271   | 180.0  | 142                           | 101   | 68.5   | 58.0  |   | 62.1   | 31.6                          | 25.6 | 53.1   |
| 109   | 93.3   | 42                            | 42    | 60.1   | 30.5  |   | 49.1   | 13.4                          | 18.4 | 34.7   |
| 245   | 164.6  | 207                           | 191   | 67.4   | 43.3  |   | 44.5   | 33.5                          | 44.1 | 50.6   |
| 829   | 641.9  | 527                           | 581   | 68.2   | 50.8  |   | 53.0   | 36.8                          | 40.9 | 53.2   |
| 2,827   | 1,967.5  | 1,739                         | 1,617 | 58.1   | 45.0  | 56.54   | 46.2   | 30.6                          | 32.0 | 50.0   |

Agricultural Academy. The crop estimate for the Producing Provinces according to the calculation made on the basis of M. Popov's material, supplied in September, coincides with that of the Petrovsky Agricultural Academy, while the latest published estimate exceeds these computations by as much as 375,000,000 poods, that is to say, is more than half as large again.

When in August M. Popov first published a harvest estimate of over 2,800,000,000 poods, his figures were submitted to considerable criticism. According to "Ekonomicheskaya Zhizn" for August 27th, the Agricultural Conference of the Tsaritsyn Province, which had just terminated, agreed that the yield for that Province would be 25 poods per desyatin for winter, and 20 poods per desyatin for spring crops, while according to M. Lee, Chief of the Swiss Mission at Tsaritsyn, it is likely to be even less than these figures. The report of the Conference adds that the harvest on 120,000 desyatins had, for various reasons, been completely lost. M. Popov, however, in his July statement, estimating the harvest at 2,400,000,000 poods, calculates the yield per desyatin in this Province at 38.2. Similarly, the estimates for Chelyabinsk Province according to the July and September figures furnished by M. Popov are 19,031,000 and 13,263,000 poods respectively and nearly 4,000,000 and 1,000,000 poods higher than the estimate of 12,364,000 poods given in an article on the position of agriculture in the Chelyabinsk Province, in "Ekonomicheskaya Zhizn" for 16th September. Where such discrepancies existed between M. Popov's lower figures and the estimates of local authorities, his officially published estimate of 2,800,000,000 was obviously calculated to arouse far greater criticism. Other examples might be quoted. Moreover, as the Single Food Tax is based upon the harvest estimates of the Central Statistical Bureau, the feeling of local authorities in regard to so optimistic an estimate as 2,800,000,000 poods ran proportionately

high (1). Apart from the divergence of local estimates from M. Popov's figures, the official statistics of the Ukrainian Government, those of the Petrovsky Agricultural Academy and the estimate of the 1922 harvest in the famine area supplied to Dr Nansen's Representative by M. Lander (2)—on page 65—indicate that many important statistical authorities differ profoundly in their calculations from M. Popov's officially published estimates. In view of the steady deterioration of agriculture prior to 1921, of backward agricultural methods, the weakened condition of the population in the famine area, the damage done to the harvest in certain districts by locust and other pests, the lack of ploughs, fertilisers, harvesting implements and draught animals these lower, estimates seem far more likely to represent the true state of the agricultural situation. As, therefore, no detailed estimates of the harvest in each province are available in connection with M. Popov's published forecasts, and as the statistics of the Ukrainian Government, the Petrovsky Agricultural Academy and M. Lander's figures for the famine area do not differ very materially from those transmitted by M. Popov to Dr. Nansen's Representative in September, the figures for each province included in the September computation have been placed in Annex II of this Report.

An examination of M. Lander's (3) estimate, of harvest prospects in the famine-stricken provinces (see table on page 65), from which his figures for the provinces in the Middle and Lower Volga have been taken, show that in regard to the town population an allowance of 10 poods per head has been made, as is also done by M. Popov. In the case of the rural population, however, in respect of which M. Popov, in his October article makes an allowance for consumption of 16 poods, only 10 poods is made by M. Lander for those provinces whose estimated net yield is insufficient to allow them more than 10 poods per head. Where more than 10 poods per head is available for the rural population it will be seen that the actual figure for net yield has been taken as representing what is actually necessary for consumption, it being assumed that agricultural districts with from 10 to 20 poods per head will consume their whole production. It will be seen, for example, that the agricultural population for Simbirsk is given as 1,208,000, the net yield as 17,556,400, and the net yield per unit of rural population as 14.4. In regard to the rural population, an allowance of 10 poods per head provides a bare minimum for human consumption, for which little more than 6 poods per head—usually regarded as the "Golodnaya Norma", or Famine Ration—is left if allowance is made for feeding even the present reduced number of livestock. On the contrary, an allowance of 16 poods per head for the rural population may be regarded as too high in view of the reduction in standards of consumption which has occurred during the stress of recent years; yet it represents what is necessary in order to keep the population in health and strength

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(1) See Annex I (b).

(2) M. Lander is the Plenipotentiary representative of the Soviet Government attached to all foreign famine relief organisations.

(3) It will be seen that the rural population of the Bashkir Republic is given as 2,684,000 in M. Lander's figures. The figure given in the Russian census for 1920 is 1,268,000.

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HARVEST FOR PRINCIPAL CEREALS AND FORAGE

POPULATION IN THOUSANDS

PROVINCE

Rural

Urban

Area sown in 1922 in thousands of desyatins

Yield per desyatyn

Crop for total cultivated area in thousands of poods

Net yield in thousands of poods

Net yield per unit of rural population

Total amount needed by rural population

Total amount needed by urban and local population in thousands of poods

Total surplus or deficit in thousands of poods

Astrakhan. . . . .

Bashkir. . . . .

Votyak . . . . .

Vyatka . . . . .

Ekaterinburg. . . . .

Crimea . . . . .

Marii Territory. . . . .

Perm. . . . .

Samara. . . . .

Saratov. . . . .

Simbirsk. . . . .

Tartar. . . . .

German Commune. . . . .

Tsaritsyn . . . . .

Chelyabinsk. . . . .

Chuvash . . . . .

Don. . . . .

Stavropol. . . . .

2,244

2,684

602

1,947

1,442

295

276

1,487

2,113

2,280

1,208

2,242

616

1,019

985

701

1,114

828

143

393

50

105

540

306

10

337

285

373

194

211

74

180

155

19

353

69

51.5

835.8

165.5

840.3

494.2

181.4

140.0

342.7

489.5

1,096.3

614.0

830.2

254.3

630.6

310.5

28.4

553.9

350.0

13.2

50.8

39.4

39.0

50.8

38.4

32.8

49.9

25.2

24.3

35.3

31.0

13.8

18.6

33.4

30.7

32.5

14.0

35.0

677.4

42,439.7

6,513.2

32,776.3

25,119.8

5,490.9

4,589.4

17,099.0

12,353.9

26,658.7

21,676.6

25,736.2

3,500.5

11,717.6

10,355.9

8,755.3

18,023.3

13,986.4

571.8

35,731.5

4,702.9

24,052.7

20,050.8

4,423.9

2,947.5

13,056.8

9,675.7

20,391.1

17,556.4

19,177.7

2,324.2

9,308.4

8,368.7

5,981.5

15,473.9

11,940.3

225,674.8

2.3

13.3

7.8

12.4

13.9

15.0

10.7

8.8

4.6

8.9

14.4

—

3.8

9.1

8.5

8.4

13.9

14.4

—

2,440

35,731.5

6,020.0

24,052.7

20,050.8

4,423.9

2,947.5

14,870.0

21,130.0

22,800.0

17,556.4

22,420.0

6,160.0

10,190.0

9,850.0

7,010.0

15,473.9

11,940.3

255,087.0

1,430

3,030

500

1,950

5,400

3,060

100

3,370

2,850

3,703

1,940

2,110

740

1,800

1,550

190

3,530

690

37,043.0

3,870.0

38,761.5

6,520.0

25,102.7

25,450.8

4,783.9

3,047.5

18,240.0

23,980.0

26,530.0

19,496.4

24,530.0

6,900.0

11,990.0

11,400.0

7,200.0

19,003.9

12,630.3

292,130.0

— 3,298.2

— 3,030.0

— 1,817.1

— 1,050.0

— 5,400.0

— 3,060.0

— 100

— 2,183.2

— 14,304.3

— 6,138.9

— 1,940.0

— 5,352.3

— 4,575.8

— 2,681.6

— 3,031.3

— 1,201.5

— 3,530.0

— 690.0

66,455.2

(1) Submitted to Dr. Nansen's Representative in Moscow by M. Lander, Plenipotentiary Representative of the Soviet Government attached to all Foreign Relief Organisations.

and to make possible the restoration of normal economic activity (1) in the famine area.

A comparison of the figures given by the Petrovsky Agricultural Academy, a calculation based on the figures handed by M. Popov to Dr. Nansen's Representative in September, and the figures supplied to Dr Nansen's Representative by M. Lander show the position in the Middle and Lower Volga areas as follows, taking the rural and urban population, according to the census of 1920 as 14,516,000 and 1,947,000 respectively.

|   | SOWN AREA<br>—<br>Millions of desyatins | CROP<br>—<br>Millions of poods | NET CROP after allowing 8 poods per desyatin for seed<br>—<br>Millions of poods | NET YIELD per head of rural population | NET AIELD per head of total population | AMOUNT NEEDED TO GIVE 16 poods per head of rural and 10 poods per head of Town population in millions of poods |                     | SURPLUS or deficit on 16 poods per head rural ration<br>—<br>Millions of poods | SURPLUS or deficit on rural and urban ration<br>—<br>Millions of poods |
|---|---|--------------------------------|---|--|--|--|---------------------|--|--|
|   |   |                                |   |  |  | Rural (in millions)  | Urban (in millions) |  |  |
|   |   |                                |   |  |  | Petrovsky Agricultural Academy. . . . .  | 6.2                 |  |  |
| Calculation based on M. Popov's figures handed to Dr. Nansen's representative in September. . . . . | 6.7                                     | 220.2                          | 166.6   | 11.4                                   | 10.1                                   | 236.2  | 19.5                | 69.6   | 89.1   |
| All-Russian Central Famine. . . . .   | 6.0                                     | 197.4                          | 149.4   | 10.3                                   | 9.1                                    | 236.2  | 19.5                | 86.8   | 106.3  |
| Relief Commission's figures (supplied by M. Lander).  |   |                                |   |  |  |  |                     |  |  |

It will be noted that in the table on the Volga Provinces given above, the crop estimate of the Petrovsky Agricultural Academy for the Volga Provinces is the highest. It will be observed that allowance is made in this table for sowing an area equal to that placed in cultivation for the harvest of 1922. If, however, an attempt was made to restore the sown area of 1920 in the Volga Provinces—11,322,000 desyatins—the deficit, allowing 16 poods as the amount needed per head of the rural population, would be 109,000,000 poods in the case of the Petrovsky Agricultural Academy's estimate, 125,000,000 in that of the estimate based on M. Popov's September figures, and 149,000,000 according to the figures supplied by M. Lander, leaving 6.5, 5.2, and 4 poods respectively per head of the rural population. Taking the whole famine area according to the calculation based upon M. Popov's September figures, the total harvest works out at 450,000,000 poods from an area of 12,100,000 desyatins, of which 110,500,000 poods from an area of 2,633,400 desyatins represents the position in the famine-stricken provinces

(1) The Russian Professor Mares estimates the normal amount required to nourish the inhabitants of rural districts (including food for cattle, horses, and poultry) at 26 1/2 poods per head per annum, and 15 poods per head for the urban population.

of the Ukraine (1). Excluding the Ukraine, the figures show that 340,000,000 poods would be obtained from 9,500,000 desyatins, giving 35.8 poods per desyatin compared with 17 poods in 1920, and 12.5 in 1921. Such a yield, though below the normal, would produce even from the diminished area a total crop not far below the minimum requirements of the population taken as a whole. In regard to the Ukraine, an area of 2,633,400 desyatins gives a yield per desyatin of 42 from a crop of 110,500,000 poods. This compares with figures of 2,170,000 desyatins and 111,708,000 poods, yielding 51.5 poods per desyatin, contained in the estimate of the Ukrainian harvest published in August by the Ukrainian Statistical Bureau. In regard to the other Ukrainian Provinces, included in note (2) on page 28, it is interesting to note that in the case of Odessa, the figures received by Dr. Nansen's Representative from M. Popov in September give a sown area of 1,181,000 desyatins, an estimated harvest of 45,129,000 poods and a yield per desyatin of 38.2, whereas the figures published by the Ukrainian Statistical Bureau in August show a sown area of 1,063,000 desyatins, a crop of 53,653,000 poods, giving a yield per desyatin of over 50 poods. According, however, to more recent information furnished to Dr. Nansen's Representative by the Ukrainian Red Cross, the sown area in the Odessa Province is 791,000 desyatins, the crop 28,751,000 poods, and the yield per desyatin 36.3. Finally, the All-Ukrainian Conference of Representatives of the Famine-Stricken Areas in September placed on record the fact that it had been necessary to modify the favourable harvest prospects observed in June as a result of several weeks of dry weather which preceded the harvesting of the winter crops : that a large part of these crops had perished : that the famine of 1921-1922 had exhausted all supplies of seed in the hands of the population and that the consequent diminution of the net harvest of winter crops in order to make good this loss threatened a continuance of famine in those districts which had suffered in 1921-1922. In regard, therefore, to these areas owing to the exhaustion of the population physically, of all resources for trade at their disposal and of the increasing abandonment of work on peasant farms, the Conference came to the conclusion that famine during 1922-1923, although less acute, would have far more serious results than that of last year.

This is confirmed by a recent telegram from Dr. Nansen's Representative in Moscow, who states that : "There are now definite indications of a renewed famine during the winter in the southern Ukraine, in the Crimea, in parts of Samara, parts of eastern Saratov, in the Kirghiz Republic, in Chelyabinsk, Tsaritsyn, Bashkir, Vyatka, and the Northern Caucasus." The telegram adds that in the southern Ukraine more than one million people are suffering from hunger in the provinces of Ekaterinoslav, Nikolaev, Odessa and Zaporozhye and that typhus is increasing.

The situation in the whole of the famine area as shown in the calculation based on the figures handed by M. Popov to Dr. Nansen's Representative in September will be found in the following table (the rural population is taken as 25,906,000 and the urban

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(1) The provinces taken are those included in the list on page 28, of Chapter III.

as 4,127,000, according to the census figures for 1920 and thus on the ration scale indicated 455,800,000 poods would be needed) :

| Year.      | Sown Area<br>(million<br>desyatins) | Crop<br>(million<br>poods) | Yield<br>per<br>desyatin | Net Crop<br>(million<br>poods) | Amount per head of<br>population : |       |
|------------|-------------------------------------|----------------------------|--------------------------|--------------------------------|------------------------------------|-------|
|            |                                     |                            |                          |                                | Rural                              | Urban |
| 1920 . . . | 20.8                                | 523.9                      | 25.2                     | 357.9                          | 17.7                               | 12.0  |
| 1921 . . . | 16.2                                | 172.1                      | 10.6                     | 43.1                           | 1.7                                | 1.4   |
| 1922 . . . | 12.1                                | 449.8                      | 37.2                     | 353.0                          | 13.6                               | 11.8  |

Thus, allowing 16 poods per head of rural and 10 poods per head of urban population, there would be a deficit this year according to these figures of 63,000,000 poods in regard to the rural, and 102,000,000 poods in regard to the total population.

The difficulty of the problem of distribution is seen by the fact that the Soviet Government has been obliged to commence the collection of the Food Tax even in districts which are short of crops. It is, obviously, impossible that the whole of the urban population in the famine area of 1921 should be fed for the next twelve months by supplies from other districts. Thus, by the middle of October, 15,907,000 poods had already been collected in provinces famine-stricken last year (1). The prospects of the year cannot, however, be finally determined until the actual yield of the harvest is known. The dimensions of the problem will then depend on the one hand, on the final figures reached, and, on the other, on the ability of the railways to cope with the problem of distribution.

The railway situation has given rise to anxiety in Russia during the autumn. Much discussion has occurred in the Russian Press regarding a new transport crisis. In view, therefore, of the almost inevitable necessity of transporting food supplies to the famine area of 1921 the railway situation may prove to be a factor of the most vital importance and must therefore be dwelt upon in some detail.

During 1922 Russian transport has undergone a reorganisation. At the beginning of 1918, shortly after the Bolsheviks came into power, railway commissaries were selected by the local Soviets and railway trade-unionists, and in the course of the Civil War it was judged politically expedient by the Soviet Government to confirm the majority of these appointments at a time when a considerable amount of hostility was manifested openly or covertly against the Bolsheviks by many of the more highly trained and experienced railway officials whose appointment to or continuation of their posts was, however, necessary in order to maintain some efficiency in the transport services. Now, however, the Council of Labour and Defence has decided to abolish the system of commissaries and to distribute the management of the railways under separate railway boards, each controlling a group of lines and serving as far as possible a particular industrial area. It is stated that these boards will be allowed a large measure of independence and initiative in the commercial exploitation of their lines and it will be their duty to enter into

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(1) According to *Ekonomicheskaya Zhizn* for the 25th October, the total amount collected up to the 15th October, for the whole of Soviet Russia, excluding the Ukraine, and Turkestan, is given as 163,248,000 poods, which, converted into terms of rye, becomes 191,691,000 poods, and compares with 50,009,000 converted poods last year. The amount collected from the Ukraine is given as 47,017,000 unconverted poods.

relations with the principal economic departments of the State within the areas subject to their control. They will have under their control various subsidiary undertakings necessary to the efficient operation of the railways and are entitled to enter into independent agreements with other bodies for the supply of the materials they need. Through the People's Commissariat for Transport, they are at liberty to enter into direct relations with any State Department except the Council of People's Commissaries, the All-Russian Central Executive Committee and the Council of Labour and Defence. The Commissariat for Transport, however, will retain general control of the railway system, and will confirm the nominations of the members of the railway boards who will be appointed by the Council of Labour and Defence. Managers of lines will be appointed by the Commissariat for Transport, and will be responsible to it in all administrative and technical matters, although subordinate to their respective boards in commercial and business matters. It is not yet possible to judge whether this scheme for a more purely commercial and less political organisation of the railways will improve matters. But the controversy raging in the Soviet Press regarding the high tariffs now obtaining on the railways—notwithstanding which the railways continue to show a heavy deficit—and the fact that the railways appear from recent information once more to have reached a stage of acute crisis, show how difficult will be the task of the new boards; in the present circumstances high tariffs do not avail to balance the railway budget, and it may be doubted whether lower tariffs will prove more profitable in view of the almost complete absence of goods to transport and of customers who can pay for them when they are transported.

Recent reports on the railways are so discouraging as to make it appear probable that the movement of seed-freights for the autumn sowing may be seriously interfered with. A. Vyshinsky, writing in *Ekonomicheskaya Zhizn* for September 13th on the seed campaign, speaks of the arduous struggle against endless transport difficulties. Some light is thrown on these difficulties in the issue for the previous day, where G. Krumin, the editor of *Ekonomicheskaya Zhizn* in a leader entitled "The Gravity of the Situation", quoted a telegram on the state of transport in the Ukraine, stating that the Ukraine Council of People's Commissaries was placed under the necessity, owing to the acute shortage of fuel, of ordering that all supplies of coal in course of transit on the railways should be re-addressed to the railway depots, with the exception of supplies consigned to the War Ministry, the Navy, the Light and Water Boards and agricultural-implement factories. The disturbing effect of such drastic requisitioning upon the consumers whose fuel is diverted will be readily appreciated. Another telegram indicates a great shortage of rolling-stock in the Tsaritsyn district, where trade has been held up and the movement of cereals prepared locally for transit. Returning to the Ukraine, the effect of the coal crisis had been to place temporarily out of action ninety engines in good running order. The Russian Telegraph Agency (Rosta) observes that if this continues, a considerable reduction of the railway services or their complete suspension will become inevitable, while Reuter reports that railway traffic in the Southern Ukraine has been greatly reduced owing to the shortage of fuel, and grain which has been surrendered to the Government as taxes in kind is lying out in the open and risks being utterly

ruined, as there is insufficient transport to convey it to cover. Ekaterinoslav iron founders have stopped work through lack of coal.

The Ekaterininskaya Railway has already ceased to accept consignments of cereals. The Central Board of the Coal Industry, instead of supplying 60 wagons of coal a day in accordance with the terms of their agreement with the Southern Railways, only supplies 50, and it can scarcely be said to have any interest in increasing these supplies inasmuch as it is paid a price for the coal lower than those generally obtaining. In the Ukraine, locomotives are already being held up in the repair shops, because it is known that there is no fuel to run them. M. Krumin proceeds to point out in the article referred to that this situation constitutes a very serious blow for the food campaign, and that in the general panic which supervenes, each individual enterprise endeavours as best it may to weather the crisis, and the fundamental plans of the Government are completely disorganised in the general scramble which takes place for the restricted amount of transport available.

There is indeed another side to the picture. During the summer of this year the improvement in harvest prospects and the gradual marketing of summer crops lightened to some extent the depression weighing upon industrial undertakings. The relative level of prices and food has become a little less abnormal, though the ratio is still an enormous burden upon the cost of production of manufactured goods. The improvement has been chiefly noticeable in minor industries, for the fuel and metallurgical industries continue to be seriously handicapped—notably in the Donets Basin and the Ural—by the difficulty of supplying the workmen with regular and sufficient supplies of food, the deplorable condition of the railways, and the need for new plant.

The new economic policy which reintroduced freedom of exchange within Russia has, however, undoubtedly been followed by a revival of interest in commercial and industrial life, its effects being chiefly noticeable in the changed condition of Moscow and other towns. The mere fact that shops are allowed to open has removed the impression of Moscow as an economically dead city, and observers declare that there is undoubtedly a feeling of less despair among the town population than was the case two years ago when the fears inspired by the Extraordinary Commission were added to the gloom of economic inertia. This change is described in the report of an experienced traveller forwarded by the Swedish Government.

“...Petrograd is like an invalid who, on coming out from a serious operation after a long time under the anæsthetic, regains consciousness, opens his eyes and tests his ability to move. The last time that I saw the city, two years and a-half ago, it was still asleep and paralysed. At the present moment life is coming back and the blood circulation improves day by day. The bakers' shops have not been so full for a long time—not since the outbreak of the revolution. For one Swedish crown (a million roubles) I can obtain in the pastry-cook shops in the Nevsky, which are as clean and comfortable as little teashops in London, two glasses of hot milk or tea with as many delicious white rolls as I can eat. A table d'hôte dinner at the Grand Hotel, consisting of three dishes of the finest quality, costs 5.50 crowns, and in more simple restaurants a 'million'. It is true that wages are still low, varying for women from 50 to 250 at the most per mensem, and

for men from 60 to 500 (the salaries for managers sometimes reaching as much as 5,000, *i.e.* 5 "milliards"). But Russians have few needs.

"It is not surprising, then, if you see hope and *joie de vivre* on the faces of everyone you meet. The anxiety of former days has almost vanished. Criticisms are fairly openly made here and there, but the Russians say : 'The Revolution has gone to-day; all that is left is the 'nep' (*i.e.* the new economic policy)'. The chief business men still feel, however, that the Communists are their masters, and every indication of new obstacles to private initiative is, of course, carefully noted.

"The authorities have availed themselves of the energy and workmanship at their disposal to undertake all kinds of reconstruction. The first repairs to be put in hand are those for the sewage conduits, which fell into disrepair in previous winters, and for the streets. This is a tremendous undertaking.

"This enthusiasm for repair has affected private citizens. The old owners of houses are taking possession again of their mansions upon the condition that they undertake all costs of repair. Few of them, however, have the necessary funds. But the tenants, or rather the occupants of these houses, usually come to their aid for this purpose and share the costs. A chimney-sweep told me that his company had been idle for three years, during which he had worked at the Putilov factories, but that to-day there was plenty of work for everybody. His own earnings were 30 'millions' a day".

On the other hand, the conditions of factory production have not been radically improved. It is true that increased supply of food has brought about a fall in prices which to some extent has spread to other articles and has helped to check the meteoric rise in the value of paper roubles. But a commentary from the same Swedish source makes the following observations on this situation :

"The stabilisation is due primarily to the expectation of a good harvest; this has induced the peasants to sell the stocks they were holding in reserve and has led to a fall in the price of bread, followed in its turn by a reduction in the prices of other goods. On the other hand, the stabilisation has made it more difficult for industrial enterprises, both State and private, to find necessary capital. One after another they have been obliged to shut down either on account of over-production or shortage of working capital. In this way the number of unemployed has been considerably increased. The total cessation of production for a certain time, however, will not be vital, in view of the fact that the present production is less than 15 % of normal peace-time output, and also because Russia has no export industry to be affected thereby. One result of a comparatively good harvest will be increased purchasing power on the part of the peasants, which may bring about the reopening of the factories to the extent of their insignificant output of last spring, that is to say, 7 to 15 % of their peace-time production."

Such were the views expressed only a short time ago. But more recent advices indicate that these expectations are even now being falsified. According to the *Moscow Ivestiya*, the financial situation in Russia is growing worse and more entangled. The Government has failed to stabilise the Soviet rouble. Costs of production are higher than the prices realised. The taxes are in arrears. The nationalised enterprises (*sovkhozy*) have become finally disorganised and nobody knows who has the right to control

them. And again it was reported that the September output of coal in the Donets basin would be lower than for August as the miners were leaving the mines in large numbers owing to their wages being in arrears. Lack of money has prevented the mines being worked during the second half of September.

In short, the reports indicate that while there has been a great improvement in the external conditions of town life, and though there is renewed buying and selling, largely indeed speculative, the change is at present chiefly psychological and there is as yet little evidence that a fundamental improvement has occurred in economic conditions or that the new methods of organisation have yet proved themselves capable of restoring industrial production. Indeed, it could hardly be otherwise until experience has shown whether the peasant is able and willing to produce and market a sufficient surplus to make possible a level of real wages which will enable reasonably managed industrial enterprises to produce without loss at a reasonable price.

Thus the foundation-stone of renewed economic life in Russia is agrarian reconstruction, and many plans for this purpose have been elaborated by the Soviet Government and laid before the Conference at the Hague. In this connection the following statements have been extracted from the memoranda and explanations which the Russian Delegation submitted on that occasion :

“The first measure for affording some guarantee to the peasant was the suppression of the requisition of crops—a measure which had been dictated by war conditions—and the substitution of a tax in kind in place of it. At the same time, by proclaiming the freedom of internal trade, the peasants were given the possibility of selling their produce in the market and securing in exchange for them the articles of primary necessity which they needed for their families and the general conduct of their rural life.

“On the other hand, while maintaining one of the greatest conquests of the October Revolution—the nationalisation of the land which guaranteed to the peasants for ever possession of the soil—the Soviet Government, by a series of laws and decrees voted at the Eighth and Ninth All-Russian Congresses of Soviets in 1920 and 1921, regulated the right of possession in the interest of agricultural development. Thus the minimum period after which a new partition of the soil might take place was fixed at nine years, which was intended to give the peasants the possibility of profiting by the ameliorations which they might make on their land. In regard to peasants who were not in a position to work their own land, the Congresses of Soviets for 1921 gave them the right of leasing such land to their neighbours for a period which was not to exceed six years. Peasant families who had not sufficient labour to cultivate their land were allowed to employ salaried labour.

“The Soviet Government was further exercised by the necessity of increasing the area of land in cultivation by improving the methods by which it was cultivated—introducing scientific processes, improving the agricultural implements in the hands of the peasants and increasing the cultivation of crops calculated to resist the drought which frequently occurs in Russia. It would be superfluous to enumerate all these measures, which can be found in the laws passed by the legislative institutions of Russia. It is sufficient to state that during the autumn and spring of 1920 and 1921 an immense work has been

accomplished for the re-establishment of agriculture in Russia, but that unhappily it has partly been rendered vain owing to the extraordinary drought which manifested itself in the south-east of Russia and the Ukraine.”

The Russian Delegation, however, submitted that their programme required the assistance of very considerable external credits. Out of the total credits of 3,224 million gold roubles which M. Litvinov asked for, 1,050,000 was for transport, 750,000,000 for industry, 500,000,000 for commerce and banking, and 924,000,000 for agriculture. The detail of this last figure is as follows :

|  |                      |
|--|----------------------|
| Irrigation and draining works. . . . . | 60 millions.         |
| Seed stock and model farming . . . . . | 390 —                |
| Agricultural machinery . . . . .       | 210 —                |
| Fertilisers . . . . .                  | 30 —                 |
| Insecticides . . . . .                 | 30 —                 |
| Hunting and fishing . . . . .          | 45 —                 |
| Motor tractors . . . . .               | 123 —                |
| Elevators and refrigerators . . . . .  | 36 —                 |
| TOTAL . . . . .                        | <u>924 millions.</u> |

On these items the following comments were made : —

“Passing next to the items required for the restoration of agriculture in Russia, it is necessary first to dwell on the credits intended for irrigation and draining works, which in pre-war times were of considerable importance in Russia. For example, in the Crimea alone these works were valued at 19 million roubles and in the other localities of Russia 30 to 50 million roubles. The work of draining the south-east (the provinces of Saratov, Samara, Uralsk, Orenburg and Don) was started on an area of 25 million desyatins.

“From the beginning of the imperialist war, all work was suspended, and during the war of intervention, 1914-1919, all the irrigation works in the Crimea were destroyed. The suspension of new work and the destruction of the existing works was one of the reasons (especially as the areas of the south-east subject to drought are concerned) of the exceptional failure of the crops in 1921.

“The 60 million roubles are required exclusively for the reconstruction of the irrigation works in the Crimea, Turkestan and European Russia. This programme does not include new wells, new irrigation works, fortification of ravines etc. This latter work would require further credits amounting to over 100 million roubles. It would be superfluous to mention that the yield of the soil increases many times after work of the character described has been carried out.

“The seed fund of the State (exclusive of the Ukraine) amounted in 1916 to 567,000,000 poods. In 1922 it consisted only of 290,000,000 poods. The shortage therefore amounts to 377,000,000 poods, which require for their replacement a credit of 39,000,000 roubles.

“In 1916, the value of the agricultural inventory was estimated at 459,020,000 roubles. Actually the quantity of the agricultural inventory has fallen not less than by 50 % and at the same time its quality has deteriorated at least twice. Therefore

the present value of the agricultural inventory hardly surpasses 114,755,000 roubles. To bring it up to the 1916 standard an amount of 344,265,000 roubles is required. The amount includes also a sum for the restoration of the Russian factories producing agricultural machinery. As, however, the outlined programme of restoration of the agricultural inventory to the 1916 level will require a certain amount of time, the Russian Delegation has found it possible to reduce this total amount to 210 million roubles.

“As regards the credits for the purchase abroad of fertilisers and insecticides, it ought to be kept in mind that in 1913 Russia consumed 42 1/2 million poods of fertilisers out of which only 11 million poods, valued at 4,627,000 roubles, were produced in Russia, the balance of 31 1/2 million poods, valued at 21,507,750 roubles, being imported from abroad. The home production of fertilisers is actually quite insignificant, as 75 % of the areas producing phosphates have been separated from Russia. The output of the remaining factories amounts only to 1,500,000 poods. The insecticides were always imported, and the whole amount required for this purpose (30 million roubles) is to be spent abroad.

“45 millions are required for the restoration and re-equipping of fishing and hunting, the latter trade usually producing a considerable quantity of goods for export. The amount is required to purchase 100,000 guns, shot and powder and fishing tackle.

“In pre-war days practically nothing or very little was spent on the development of the mechanical side of agriculture. It is intended, for the purpose of raising the standard of Russian agriculture and introducing mechanical means of working the soil, to form 200 units comprising 50 tractors each. The cost of these, including repair shops and spare parts, is estimated at 123 millions.

“36 million roubles are required for the restoration of the existing elevators and refrigerators. Pre-war, the Russian State Bank intended to build a system of elevators all over Russia. The war, however, interrupted this scheme and only a small number of elevators with a total capacity of 10 million poods were completed. The lack of adequate floors for the storage of corn is causing enormous losses to the trade, and the speedy restoration of elevators is a matter of the first importance. The amount required for the repairs on existing refrigerators is estimated at 5 million roubles.”

This account of Russia's agricultural requirements, whatever criticism may arise on points of detail, cannot be said to be exaggerated. The delegation, however, in its exposition, recognises that foreign credits are only one of the many factors which may conveniently be grouped under four heads : the physical means of increasing production and chiefly implements and seeds; a tax system which leaves a part of the peasant's surplus for his own disposal; a restoration of industry which will enable the peasant to exchange this surplus for the goods he may desire to buy; and an agrarian system which will encourage a higher standard of agriculture than the present low level to which it has sunk. It is the last of these which it is perhaps the most difficult to achieve.

These difficulties cannot, however, be quickly overcome, nor can they be dealt with in time to affect the immediate future. For the present year the famine areas present a problem of the greatest difficulty. As already indicated, one of the after-effects of famine is the large number of orphans who become dependent upon State or private

charity. This problem may, perhaps, have been intensified by the fact that, at the outset of relief work, special efforts were made to save the children, and though during the last few months before the harvest all the relief agencies added adult feeding to their activities, the orphan problem will remain an insistent one for many years throughout this part of Russia. Apart from this, universal impoverishment—in regard to personal effects sold for food, lack of agricultural implements and means of obtaining seed-corn and cattle—makes State assistance necessary for some years to come, and this need has been greatly accentuated by the deplorable conditions in Russia prior to the famine. This impoverishment also means that conditions will continue which are undoubtedly favourable to the spread of epidemics. It is for these reasons that the American Relief Administration proposes to continue medical relief and its work for the care of orphans and that many of the organisations associated with the International Russian Relief Commission have similarly decided to continue their operations. Finally, although the actual results of this year's harvest have yet to be received, it seems clear that there will be a considerable deficit in many of the twenty-eight provinces more or less seriously famine-stricken in 1921 : that famine is still severe in certain districts and is likely to continue in varying degrees of intensity in others : and that throughout this wide area, a large part of which is naturally subject to periodical drought, unfavourable climatic conditions are liable to cause a repetition of the disaster of 1921 among a population possessing no reserves of food, whose means of purchasing it are almost everywhere exhausted and whose physical energies and powers of resistance have been impaired to a great extent by last year's famine. In these circumstances, the situation of these important producing provinces of Russia must inevitably be precarious for a considerable time to come and famine, partial or complete, a more frequent menace than has formerly been the case.

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## ANNEX I

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### (a) The Russian Land System.

The Russian land system and the agricultural methods associated with it are by far the most fundamental economic factors which control the material condition of Russia. It is important to remember that the system of land tenure in 1914 was changing rapidly, and that it was little more than 50 years since the serfs had been emancipated (1861) and a free peasantry brought into existence. The feudalism existing in Russia prior to the emancipation was somewhat different from the feudalism of Western Europe. The peasantry had finally lost their personal liberty as late as the reign of Catharine the Great. About half the land of European Russia was State domain, and the other half the property of private landowners, who claimed to own both the land and the serfs. But the peasant philosophy had always been that the landlord, who in fact up to the seventeenth century had only been given a life tenure of his land, was merely the agent of the Tsar in acting as the defender of the commune, the administrator of justice, etc. The peasant's formula after he had lost his personal freedom was "We are yours, but the land is ours." But Russian feudalism resembled other systems in that the serfs had the use of certain land in return for work done on the noble's land, this work being occasionally commuted for payments in kind or money.

In the case of the private landowners the arrangement made at the emancipation was that most of the land which the peasants had previously cultivated for their own needs was assigned to the commune (Mir) and the landlord was compensated by the State, which levied from the peasant owners a redemption fee, which became a permanent charge on the peasant's production. In certain cases where it was not possible to pay this tax, the arrangement was made that the peasant received one-fourth of the land of which he had formerly enjoyed the produce free of redemption tax. The land unassigned remained the property of the noble. A cause of complaint in this direction was that the grazing land formerly shared with the peasantry went to the proprietors. Three significant effects of the emancipation were therefore :

(a) Discontent among the peasants that the land assigned to the nobles, which they regarded as belonging to them, had been alienated. This attitude made them peculiarly susceptible to any political party which held out the hope of this land being restored to them.

(b) The setting up of a considerable number of holdings which were much smaller than had been considered necessary to feed a peasant family under serfdom. It is estimated that in 27 provinces of Russia the area of land previously enjoyed by the peasantry for their own use was reduced by 10,688,000 acres or 16 % of the area previously cultivated by them (1).

(c) The peasant's land was burdened with a tax estimated at about 10 % (2), which had to be met out of the produce of his land, whereas previously in the majority of cases his obligation was met by putting in a certain amount of labour on his landlord's land.

The emancipation did not, however, modify the commune (Mir), and throughout the greater part of European Russia the peasants' land remained subject to periodical redistribution and

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(1) Pavlovsky.

(2) Wallace-Russia.

was held by each individual in scattered strips. At the date of the emancipation about three-quarters of the acreage allocated to peasants in European Russia was held by redistributory rural communes (1). The communal system was, however, not so prevalent in the Ukraine, where more individualistic methods were traditional and the peasant, on emancipation, received his land as freehold subject to the redemption tax.

The ensuing half century saw the population more than doubled, and the tendency, started in 1861, of establishing peasants with holdings too small for the adequate support of a family was emphasised by this increase and created the 'land hunger' of Russia. The increase of population was the natural consequence of the break-up of the traditional social and economic conditions. It is to be noted that the peasant remained legally attached to the commune, and even though he had moved to the town and only retained an insignificant amount of land, he remained liable to his share of the commune's redemption tax. During the 'eighties and 'nineties an attempt was even made to strengthen the attachment of the peasant to the commune, in order to prevent the difficulties created by an unattached agricultural proletariat for whom there were not adequate openings in the very limited industries of Russia.

Attempts were made to deal with the impoverishment of the peasant in various ways. On the one hand, great efforts were made by the State from the 'eighties onwards to enable peasants to lease or to buy land from the big proprietors, and particularly by means of the institution in 1882 of the Peasants Agricultural Bank, by which advances were made to enable them to purchase land from the proprietors, although on not very favourable terms. Under the emancipation, 120 million desyatins came into the hands of the peasants. By 1905 a further 16 million desyatins had been acquired by the peasantry either by whole villages, by associations of peasants or by individuals. As a result of the agrarian movement of that year the redemption tax was finally abolished. The dimensions of the problem, however, outstripped the benefit afforded by the peasants' bank. The policy of the Cadet Party in the first Duma for meeting the situation created by the growing proletarianisation of the peasant was to secure larger holdings for the whole of the peasantry by more drastic expropriation of the landed proprietors. But the policy of the Government which was embodied in the Stolypin reforms of 1906 was to create a body of more substantial peasants, by enabling those who wished to do so to leave the commune and have their numerous strips scattered all over the communal area, consolidated and made freehold. Between 1906 and 1913 more than 2 1/2 million peasants applied to leave the commune and obtain possession of their land, and allotments had been made in the case of 1,800,000 peasants, involving nearly 26 million desyatins of communal land (2).

Before the War, therefore, agricultural Russia included the following classes :

(a) The landed proprietors whose ownership was steadily reduced and whose cultivation fell still more through the leasing of land to farmers or to peasants (3).

(b) The wealthier peasants who cultivated land bought or leased from the landed proprietors or who after 1906 had left the commune.

(c) The smaller peasantry, a considerable number of whom had holdings too small to support themselves and their families, and who had therefore either to hire themselves as agricultural labourers to the landed proprietors or richer peasants, or to migrate into industrial employment, leaving some member of the family to cultivate the holding. The industries of Russia, which developed greatly during this period, were largely manned by workpeople who retained a connection with rural life in this way.

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(1) Pavlovsky.

(2) *Russian Year-book*, 1916.

(3) It is to be observed that when land was sold to land speculators or others who did not belong officially to the class of peasants, it was considered still as landed property. But when sold to the peasants it was classified by Russian statistics as peasants' land. On the whole the purchases by peasants through the Peasants Bank were in small quantities, and the distinction corresponds to some extent to a difference in the scale of cultivation.

(d) Finally there was an entirely landless class which grew up from peasants who had sold their holdings in the commune.

These conditions of land tenure are largely responsible for the backward condition of agriculture in Russia. Under the system of periodical redistribution, the incentive to improve the quality of an individual plot of land is diminished, and indeed the fear was not entirely absent that if a particular plot were made exceptionally fertile, the cultivator's share at the next redistribution would be reduced. Fertilisers were very inadequately used on the land of the peasants, it being the custom still in 1914 in many districts of the black earth country for the manure to be carted out of the village and burnt or used as fuel. Agricultural implements were primitive and ploughing was much too superficial. Much of the land in some of the best wheat-growing areas of Russia was thus being ruined by constant grain-cropping without renewing the exhausted properties of the soil. These difficulties were intensified by inadequate attention to the quality of the seed-corn. In spite, however, of these drawbacks the average yield of grain from land in the hands of the peasants rose between 1861 and 1910 from 29 poods per desyatin to 43 poods. On the other hand, the yield of land in the hands of the proprietors increased from 33 poods to 54 poods, and this higher standard was an important factor in enabling Russia to export grain. Indeed, the higher yield on the land of the proprietors added some 240 million poods to the harvests of Russia,— an addition equal to nearly half her annual export. But even on these large estates the yield was very low, the yield for Russia as a whole being much the lowest in Europe.

Before the War, therefore, Russia was faced by a serious agricultural problem; the rapidly growing numbers of the peasantry were on the whole becoming impoverished and were not increasing their output of grain sufficiently to feed themselves on an adequate standard. The cultivated area was hardly increasing at all, and it has been claimed that cereals would not have been exported at all but for the poverty of the peasantry, which kept down the standard of consumption in Russia.

The Government's policy, apart from the attempt to give security of tenure and to improve conditions by agricultural education, was to encourage migration to the vacant lands of Siberia, and the movement in this direction before the War was very considerable. But even in Siberia the facilities available for satisfactory culture were very restricted and the peasant took his methods with him. In the first few years of this policy the Government was faced by a backward movement on the part of those families who had not succeeded in their new homes, and, having spent their savings, returned completely ruined, but more effective methods overcame these difficulties, and on the whole, in the ten years prior to the War, there was a considerable net influx into Siberia, though bad harvests in 1911 and 1912 caused a renewal of the backward movement. These returning emigrants added to the numbers of the landless peasantry, and the situation of Russia's agricultural population remained unsettled on the outbreak of War.

During the European War the mobilisation of armies caused a shortage of agricultural workers and at the same time, through the rise in prices, caused a considerable improvement in the peasant's economic conditions. But his land hunger remained unabated and there was a feeling abroad throughout Russia that the peasants would be rewarded if the war proved successful by receiving from the Tsar the lands which had so long been withheld. After the Revolution in February 1917, this was the situation in which the various parties made their appeal to the peasants. Both the Social Revolutionaries and the Bolshevik and Menshevik sections of the Russian Social Democratic Labour Party held out to them the hope of dispossessing the landed proprietors. But during that year in many parts of Russia the peasants themselves began independently to seize and partition among themselves the landed estates, and after the Revolution of October 1917 a divergence of view became evident between them and the newly Soviet Government. The peasants were chiefly interested in securing for themselves as much land as possible and holding it as private property.

The Bolsheviks were, on the contrary, opposed in principle to private property in any

form, and in framing their agrarian policy were primarily concerned with eliminating the class divisions which varying degrees of wealth and poverty had created in rural Russia, and to this end with trying to reduce the amount of land, cattle and agricultural equipment in the hands of the richer peasants in order to benefit those who were or poorly provided for or landless. This intention found expression in the agrarian legislation of the Soviet Government during 1917 and 1918.

It is not easy to trace the history of the agrarian movement in Russia from 1917 up to the present time. It is difficult to decide to what extent the various decrees and regulations of the Soviet Government were actually carried into effect throughout the country and how far the peasants themselves took action which is not reflected in the official decisions of the Government. In addition, however, to articles on agriculture appearing from time to time in the Soviet Press, several interesting books have been published in Moscow during recent months. These make it possible to trace two distinct periods in the history of the changes which have occurred in the course of the Revolution in the distribution of land in Russia. The first of these periods may be said to have lasted from 1917 to the close of the Civil War towards the end of 1920. The changes which mark the second period then began, and they are still in course of development. An attempt has been made to summarise below the Soviet legislation referring to these periods, and to give some impression of what actually occurred throughout the country districts.

By a decree of October 26th, 1917, the right of private ownership of land in Russia was abolished and all land, to whomsoever it belonged, was declared the property of the people. The right of using it was transferred to those who actually worked upon it. This was intended to apply as much to landed property which had been acquired by the peasants as well as to the estates of the State, the Church and the landowners. Highly cultivated estates were not to be partitioned under the decree, but were to pass to the State or the village commune according to their size and importance, for the purpose of being used as model farms or for agricultural training and research. This led to the establishment of the so-called "sov-khozes" or Soviet farms, which the Soviet Government endeavoured subsequently to encourage widely. Municipal land and land owned by rural district councils continued to remain under the control of these bodies.

Together with the land, all agricultural equipment and livestock was confiscated and transferred to the State or the commune according to their amount and relative importance, although it was stipulated that this was not to apply to peasant small-holders. Hired labour was abolished, and all Russian citizens who desired to work the land, whether by their own labour or that of their family or in association with others, received the right to do so. All land on confiscation was declared to be transferred to a general State fund for distribution by the central and local authorities, beginning with such communes as were organised without regard to class distinctions, in municipal and rural areas and ending with the provincial administration in each Russian province.

The decree did not, however, coincide with the wishes of at all events the more well-to-do and wealthy peasants, who were reluctant, on the one hand, to see an extension of the commune by the introduction into it of the landless peasants whom the Soviet Government wanted to supply with land, and who desired, on the other, to divide up the land in their own way either as private property in the full sense of the word or in the sense in which they had possessed it under the old communal system. The Soviet theory, on the contrary, aimed at allocating the use of land to all who might desire to work upon it, and also at encouraging co-operative or some form of joint method of working it.

This decree provided for the periodical redistribution of land in accordance with the growth of the population, the increase in the productivity of the land and the general raising of the standard of agriculture. The land of those who might leave the commune reverted to the general land fund of the commune, though in this case the nearest relatives of the former tenants or persons indicated by the latter were accorded a prior claim to the land on its redistribution.

In such cases, it was laid down that work done for the amelioration of the land should be paid for where its results were still operative on the reversion of the land to the commune.

In localities where the land fund proved insufficient for the needs of the local population, the surplus population was called upon to emigrate, the State organising and defraying the cost of emigration. Landless peasants, undesirable members of the commune, deserters and others were to go first, and the emigration of others was to be determined by mutual agreement or by lot.

This decree was regarded as a temporary measure subject to the decision of the Constituent Assembly. However, after the untimely dissolution of that body in January 1918, more permanent legislation followed, embodied in the decree of the All-Russian Central Executive Committee on the socialisation of the land, dated February 19th, 1918, and signed by the President and members of the Presidium of the All-Russian Central Executive Committee, the President of the Council of People's Commissaries and the People's Commissary for Agriculture. This decree was largely similar in tenor to that of October 26th.

The Soviet farms are again foreshadowed in it. The Soviets were accorded the right to acquire for agricultural exploitation by paid Government labour, lands formerly belonging to the State, the Church, and the landowners. At the same time, surplus profits derived by individual agricultural workers or associations of them due to the fertility of their allotments or convenient proximity to markets, were to be taken by the State for use in the public welfare. Trade in agricultural machinery and seeds and both internal and external trade in grain were declared to be the monopoly of the Government. With regard to the allocation of land to those in urgent need of it, it was stipulated that such allocation should not exceed what was actually necessary to support life. Girls and boys under 12, men over 60, and women over 50 were exempted from agricultural work. The right to use the land was not transferable, while the rights of a person or group of persons to exploit the land were subject to cancellation in cases where they formally refused to work it or were obviously unwilling to do so, where the land was exploited by illegal means (e. g., by hired labour), where it was used for purposes not legally permitted, and in cases of death or the dissolution for one reason or another of associations of agricultural labourers cultivating a given plot. Where serious illness prevented a tenant from working his land, the local Soviet was charged with making temporary provision for this purpose, and in cases of death and the liquidation of associations of workers, the Soviets took charge of the land thus left untenanted. Where his right to the use of land was cancelled, the tenant was entitled to receive compensation from the local Soviet authorities in respect of improvements he had made, provided that he could prove he had received a sufficient return from them and that the benefits derived from them might be expected to continue after the cessation of his tenure.

The general design of this policy was, therefore, to benefit the landless peasants and those who were insufficiently provided with land at the expense of the land-owners' estates and the more prosperous of the peasant proprietors. On the one hand, it was intended to dispossess these classes and to transfer their land to a common fund for distribution among all who were prepared to cultivate it either individually or collectively : on the other, the land parcelled out in this way was to be limited in each case to an area not larger than was sufficient to provide the cultivator with enough for himself and those dependent on him to live on. Thus the initial legislation of the Soviet Government aimed at destroying the large and moderate-sized farms in Russia on which the bulk of the cereals exported abroad had been formerly produced, and in substituting for them a great number of small peasant holdings, farmed mostly by those whose insufficient allotments and landless condition before the Revolution had left them the most backward members of the agricultural community. Farming on anything like a large scale was confined under the new legislation to the so-called Soviet Farms which it was decided to establish. This policy was foreshadowed in the party programme of the Bolsheviks before the October Revolution, in which they had pledged themselves to redress the grievances of the poor peasants and had encouraged them in their discontent against the landowners and

the well-to-do peasants, in the latter of whom they saw one of the greatest obstacles to the establishment of Bolshevik influence in the villages. After the October Revolution, however, the Bolsheviks showed themselves disinclined to give the peasants more than the smallest allotments compatible with the possibility of sustaining life adequately, partly because of their desire to reduce all men to equality (the land fund for distribution being in reality not very large) partly because they feared the poor peasants would rapidly acquire the outlook of the richer peasant proprietors if given larger allotments and would form in the villages a strong peasant class with pronounced anti-Communist instincts.

The forcible requisitions, instituted by the Soviet Government in the villages had as their object both the suppression of the so-called « Kulaks » or wealthy peasants as well as the wresting of grain from them for feeding the townspeople and the Army. This is evident from the Decree passed by the All-Russian Central Executive Committee on 13th May, 1918. By it all workers and landless peasants were invited to participate in the struggle against the richer peasants. This Decree, which is one of the most important of the several Decrees published during 1917-1919, and embodying the food policy of the Soviet Government, has been referred to in Chapter II. While confirming the monopoly of cereals and the establishment of fixed prices and the necessity of conducting a merciless struggle against the so-called « bag men » who speculated in corn, the Decree obliged everyone in possession of cereals to surrender within a week after the publication of the Decree, all supplies over and above such quantity as was necessary for sowing the fields and for his personal consumption, until the following harvest according to the scales fixed by law. Those who disobeyed were liable to not less than ten years' imprisonment.

It is difficult to determine how far the class of peasant proprietors has suffered from the effects of the Revolution, and doubtful whether the statistics available give any reliable picture of the extent to which the area of land in their possession has decreased. Two tables, relating to the changes which have taken place in regard to the land are set out below :

(1) The relative area of peasant farms in 10 Russian provinces in 1919 compared with 1917. These figures are taken from a statement made by A. I. Rykov, President of the Supreme Council of People's Economy, in 1920 in regard to the division for the landowners estates among the landless peasants and those who were insufficiently provided for. Rykov showed that in 32 provinces of European Russia, 20 million desyatins out of 23 million belonging to the landowners had been divided up in this way. The 3 million desyatins left over were utilised by the Soviet Government for the formation of Soviet farms and stations for agricultural research.

| PROVINCE               | LANDLESS PEASANTS |      | PEASANTS WITH LESS THAN 2 desyatins |      | PEASANTS WITH 2-6 desyatins |      | PEASANTS WITH 6-10 desyatins |      | PEASANTS WITH 10-16 desyatins |      | PEASANTS WITH MORE THAN 16 desyatins |      |
|------------------------|-------------------|------|-------------------------------------|------|-----------------------------|------|------------------------------|------|-------------------------------|------|--------------------------------------|------|
|                        | 1917              | 1919 | 1917                                | 1919 | 1917                        | 1919 | 1917                         | 1919 | 1917                          | 1919 | 1917                                 | 1919 |
| Moscow . . . . .       | 23.4              | 12.7 | 55.2                                | 78.8 | 19.7                        | 8.2  | 1.4                          | 0.3  | 3.0                           | —    | —                                    | —    |
| Vladimir . . . . .     | 12.9              | 6.6  | 36.9                                | 56.3 | 42.8                        | 34.8 | 6.4                          | 2.2  | 0.7                           | —    | —                                    | —    |
| Petrograd . . . . .    | 13.7              | 11.9 | 50.8                                | 71.0 | 30.7                        | 16.9 | 2.6                          | 0.2  | 0.2                           | —    | —                                    | —    |
| Novgorod . . . . .     | 26.0              | 18.0 | 28.2                                | 63.1 | 46.3                        | 18.5 | 4.3                          | 0.4  | 0.5                           | —    | —                                    | —    |
| Vologda . . . . .      | 8.9               | 4.8  | 47.2                                | 63.5 | 42.0                        | 30.9 | 1.8                          | 0.8  | 0.1                           | —    | —                                    | —    |
| Ryazan . . . . .       | 10.1              | 5.0  | 37.5                                | 44.5 | 39.4                        | 44.2 | 9.2                          | 5.7  | 3.0                           | 0.6  | 0.8                                  | —    |
| Perm . . . . .         | 7.7               | 3.8  | 23.2                                | 24.6 | 44.3                        | 56.6 | 16.7                         | 13.2 | 6.2                           | 1.7  | 1.9                                  | 0.1  |
| Smolensk . . . . .     | 8.5               | 4.9  | 17.9                                | 48.7 | 57.5                        | 43.2 | 13.1                         | 2.8  | 2.6                           | 0.4  | 0.4                                  | —    |
| Ekaterinburg . . . . . | 11.1              | 7.6  | 20.2                                | 22.8 | 43.0                        | 49.4 | 16.5                         | 15.7 | 6.9                           | 3.8  | 2.3                                  | 0.7  |
| Vyatka . . . . .       | 3.3               | 1.9  | 8.7                                 | 16.8 | 50.8                        | 60.8 | 27.8                         | 16.8 | 8.3                           | 3.3  | 1.1                                  | 0.7  |
|                        | 12.2              | 7.7  | 32.6                                | 49.0 | 41.6                        | 36.3 | 9.9                          | 5.6  | 2.8                           | 1.0  | 0.6                                  | 0.1  |

(2)-Prof. Kondratiev in an Article « On the Question of the Change in Field Cultivation in Peasant Agriculture during the period 1916-1920 », published in *Rural and Forest Economy*”, 1921, People’s Commissariat for Agriculture gives the following table which indicates the extent to which the division of the land into small holdings has resulted in the diminution in the area under cultivation per farm :

| YEAR          | NUMBER OF FARMS<br>(in 000's) | SOWN AREA IN<br>000's desyatins. | SOWN AREA<br>PER FARM<br>in desyatins |
|---------------|-------------------------------|----------------------------------|---------------------------------------|
| 1916. . . . . | 5,644                         | 17,423                           | 4.97                                  |
| 1917. . . . . | 5,884                         | 17,673                           | 3.00                                  |
| 1919. . . . . | 5.945                         | 14,648                           | 2.46                                  |

At the same time, comparing 1917 with 1919, there were 6.5% of the total number of farms in European Russia with no sown area in the latter year, as against 11.4% in 1917. Farms comprising from 1,4 desyatins and the larger farms of from 8 to 22 desyatins had increased respectively from 28.4% and 7.7% in 1917 of the total number of farms to 55.2% and 9.1% in 1919. Those from 4,8 desyatins, on the contrary, had decreased from 21.6% of the total in 1917 to 16.4% in 1919. This information is taken from an article by M. Dubrovsky, entitled „The Revolution and Agriculture” which appeared in *Rural and Forest Economy*, Nos. 1 and 2, an official publication of the People’s Commissariat for Agriculture.

Thus it will be seen that in the 10 provinces mentioned in Table 1. the number of landless peasants in 1919 still constituted 7.7 while the average percentage of holdings from 2-6 desyatins had fallen from 41.6 to 36.3 and the larger holdings from 10-16 desyatins and above 16 desyatins respectively represented in 1919 only 1.0 and 0.1 as against 2.8 and 0.6 in 1917. Table 2. based on information covering the whole of European Russia indicates that 6.5% of the number of farms in the various provinces in 1919 had no sown area, as against 11.4% in 1917. At the same time it is extremely interesting to note that, whereas the percentage of middle sized farms from 4-8 desyatins in extent had fallen to 16.4% of total number in 1919, as against 21.6% in 1917, the larger farms of from 8-22 desyatins had increased slightly to 9.1% in 1919 as against 7.7% in 1917. Meanwhile, however as shown in Table 2 the average sown area per farm over 5,945,000 farms in Russia in 1919 was 2.46 desyatins, as against 4.97 desyatins for 5,644,000 farms in 1916. Thus, by the end of 1919 and the beginning of 1920 there were signs that certain of the larger farms, which appear to have remained intact were beginning to increase their area at the expense of the middle-sized and small farms, in many of which it was becoming increasingly difficult to carry on agricultural activity, owing to lack of labour, equipment and livestock. Such acquisition of land as took place in this way was made in defiance of the decrees of the Soviet Government referred to above, and was often accompanied by the illegal use of hired labour, of which in the circumstances described there was a plentiful supply. It is clear, therefore, that the process of disintegration in agriculture was not so sweeping and general as often believed, and that towards the end of the first period of Soviet agrarian legislation certain contrary influences were beginning to make themselves felt.

Summarising the results of the first period of Soviet agrarian legislation, it is evident that partly proceeding from the spontaneous action of the peasants, partly due to the policy of the Soviet Government, there was a general disintegration of land in Russia. The number of small farms have increased greatly and the majority of them by 1920 appear to have been able only with the greatest difficulty to maintain any area in cultivation at all. The middle-sized farms not only found it difficult to continue in active existence, but by 1920 in many cases were quite unable to carry on and were being split up into and among the smaller farms and to a certain extent being added to the larger ones. The situation created by the inability of the towns to produce manufactured goods and of the peasants in consequence to buy any, by the abolition of the market for the free exchange of commodities, and the restriction of private trade to meagre and hazardous illegal channels, and the deterrent effect of requisitions upon the activity

of the peasant farmer, had been aggravated by the disturbing influences and destruction of the Civil War. Deprived of any market to which to send their goods as formerly, the peasant was beginning to replace his former market crops of wheat and barley by rye and oats, and in general to reduce his production to little more than was necessary to sustain himself and his family. There was in consequence a great fall in agricultural production, accompanied by an increasing difficulty in feeding the towns and the Army. Already, therefore, in the spring of 1919 the Soviet Government had begun to realise that to arrest the decline in agricultural production was a vital matter upon which the stability of the Government itself and the political existence of the Bolshevik party depended to a great extent. Under the influence of the food crisis Lenin, who eighteen months before, had encouraged the formation of Committees of Poor Peasants in the villages for the purpose of organising the struggle against the rich peasants, modified his attitude and declared that the interests of the moderately prosperous peasant must be safeguarded and that it was necessary to make a distinction between the rich peasant and the capitalist landowner and bourgeoisie. Nothing was done as yet, however, to restore the market and freedom of trade : but it was felt that the partition of the land had gone too far, and that agricultural production had been adversely affected by it. To this, therefore, the legislation of the Government was confined. In these circumstances, the Decree of 19th February, 1919, represents no more than an approach to the second period of what may be conveniently described as the second period of Soviet agrarian legislation.

While providing that all land not partitioned prior to its publication could not in future be distributed among individual cultivators, the decree of the February 19th, 1919, laid chief emphasis on the necessity of facilitating a transition from individualist forms of land cultivation to those in which communities associated themselves together for agricultural work, and plainly stated that all forms of individual land cultivation were to be regarded as obsolete. It was considered that the best means of assisting this transition was to extend the encouragement given to the establishment of Soviet Farms and voluntary unions of agricultural workers in former decrees, and for this purpose the People's Commissariat for Agriculture was empowered under the decree to give premiums to efficient workers on such lands. It was expressly stated that no lands under the control of Soviet or other public bodies could be partitioned and distributed to individual cultivators. Moreover, those who had secured authorisations to organise Soviet farms and associations of agricultural workers were accorded priority in the choice of land from the State land fund, and land was only to be allocated to individual cultivators after the requirements of the former had been provided for. Attention was also drawn in the decree to the uneconomical results of trying to work strips of land situated far apart from one another. Finally, the provincial land departments were invested with wide powers to assume control of any land, to whomsoever it might belong, with a view to preventing the exhaustion of the soil and taking measures to increase its productivity.

The period 1919-1920 is, therefore, marked by a more determined effort of the Soviet Government to stop the process of land disintegration and to lay the foundations of increased agricultural production by the organisation of Soviet Farms on a large scale, which were to show by their efficient methods and high standards of production an example which it was hoped would be generally followed throughout the country. The Soviet Farms, however, and the various associations for collective agricultural work failed completely to justify the hope entertained of them. In the first place, the total number of lands exploited in this way amounted in February 1919 to only 14,551, employing 466,491 agricultural workers and having a total area of 1,463,189 desyatins. The insignificant proportions of these figures are clear, as is indicated by M. Semyon Zagorsky in "L'Évolution actuelle du Bolchevisme Russe", when it is realised that the total area of land in European Russia is 410,407,889 desyatins, that the rural population is 80,000,000 and that the number of landed estates in 1913 was 827,211. In a large number of cases, the Soviet Farms and lands worked collectively were insufficiently supplied with agricultural instruments and cattle. The following table shows the percentage of deficit in agricultural machinery and cattle in the Spring of 1921 :

|                              |       |                             |       |
|------------------------------|-------|-----------------------------|-------|
| Churns. . . . .              | 40 %  | Chaff-cutters. . . . .      | 84 %  |
| Separators. . . . .          | 100 % | Thrashing-Machines. . . . . | 26 %  |
| Ploughs. . . . .             | 33 %  | Draught-horses . . . . .    | 43 %  |
| Drills. . . . .              | 69 %  | Cows . . . . .              | 89 %  |
| Sheep and goats. . . . .     | 89 %  | Bulls . . . . .             | 100 % |
| Harrows. . . . .             | 58 %  | Pigs. . . . .               | 90 %  |
| Winnowing-machines . . . . . | 67 %  | Harvesters. . . . .         | 59 %  |

It is not, therefore, remarkable that the system of Soviet and collective farming should have become the subject of serious criticism in the Soviet Press. *Economic Life* writes as follows on this subject: "We are constantly faced with economic absurdities, as, for example, when some Soviet Farms are found to possess horses but no other supplies necessary for production: while in others there are ploughs, harrows, thrashers, but no horses, halters, harness, etc. Most of the farms have no permanent supply of labour, and all the work is done by labourers hired by the day, who are indifferent to the condition of the land they work on. The work is done extremely negligently, and, what is worse, everything thievable is stolen—bridles, halters, saddles of ploughs, if not the entire plough and sometimes the horse as well. Briefly, the situation of the Soviet estates in the Republic is such that throughout the whole period of their existence they have proved inferior to the task imposed upon them and in the majority of cases are inferior to the peasant holdings themselves. It is understandable that in these conditions production on Soviet estates is very small and the lack of fodder adds still more to their unproductivity. The administration is characterised by absence of devotion or conscientiousness to their task. The labourers are as bad as the administration." It was also contended that the Soviet authorities employed pressure in order to induce the peasants to organise collective agriculture and sometimes resorted to armed force with a view to suppressing the opposition which the Soviet farms and collective holdings aroused in many rural areas. In parts of Russia, the peasants appear to have opposed the Soviet Farms and collective holdings in the fear that they represented an attempt to restore the large estates which the Revolution had swept away. According to the *Minsk Star*, the Executive Committee of the White Russian Republic was much exercised in 1921 by the disturbed state of feeling among the peasants on this subject, and it was stated in a report to the Committee that the peasant was disinclined to think that the land belonged to him unless he had received it as the result of a repartition by lots. Subsequent to 1921 the active prosecution of the policy of encouraging Soviet Farms seems to have been abandoned.

The continued repartition of land all over Russia, more especially during 1918 and 1919, had created in many districts something approaching a state of anarchy. Disputes among the peasants were assuming serious proportions, a general disintegration of rural life was taking place, and the Government was forced at last to pass legislation with a view to preventing further partitions.

The decree of April 30th, 1920, declares:

"Recognising that the frequent and wasteful partitions of land taking place at the present time are inevitably accompanied by a diminution in agricultural productivity, hinder the proper and extensive tilling of the fields and their fertilisation, and create among peasant farmers uncertainty as to whether they will be able to enjoy the outlay they may make on their farms, the Council of People's Commissaries decrees that complete and partial repartitions of ploughed lands in rural communities observing communal forms of agriculture shall be allowed only on the sanction of the local agricultural authorities."

Complete repartitions of land were forbidden until the completion of the survey work laid down in the Statute on Socialist Land Reconstruction, dated February 14th, 1919, in all cases where such partitions took place during 1918 and 1919, in connection with the temporary distribution of the land fund. The county land departments could give permission for complete repartitions, with the object of equalising the plots of land worked by agricultural labourers on the expiration of the dates to be fixed by the provincial land departments. Such periods

were not, however, to be longer than is necessary for three rotations of crops to take place from the time of the last partition. This in effect involves the prohibition of partition for nine years, one rotation of crops being understood to cover a period of three years. Repartitions of land before the usual time fixed for them were only to be allowed where special local conditions made this absolutely necessary. The importance attributed by the Soviet Government to preventing further partition is seen by the fact that the All-Russian Central Executive Committee in May 1922 felt it necessary emphatically to confirm the provisions prohibiting partitions under this decree.

The famine of 1921, following the partial famine of 1920, completed a long chain of disastrous events in the agricultural life of Russia, and left the Soviet Government no alternative but to seek some practical settlement of the land problem, based on recognition of the peasants' demands for security of tenure and the setting up of effective machinery for adjusting the relations of the local population in rural areas and aiming at the creation of conditions in which agricultural workers of industry, knowledge and capacity could apply their energies freely. The substitution of the Food Tax for the Food Levy, which had been associated with the period of forcible requisition during the Civil War, took place under the decree of March 23rd, 1921, and was intended to relieve the peasants of the excessive burdens they had had to bear owing to the arbitrary seizure of what was in most cases all their supplies over and above the bare minimum needed to satisfy their own wants. The first paragraph of the decree states that the Food Tax is established for the purpose of promoting the unhampered conduct of agricultural work by according the agricultural worker greater freedom in disposing of the produce of his labour. On the following March 29th, a further decree mitigated the burden of the peasants by reducing from 423,000,000 to 240,000,000 poods the amount of produce to be delivered by them to the State under the new tax. The previous day another decree was published giving the peasant the right to dispose as he wished of the surplus produce remaining in his possession after paying the Food Tax.

Following on these concessions, the resolutions with regard to agricultural questions passed by the 9th All-Russian Congress of Soviets represent a definite break with the previous policy of the Soviet Government, and although neither they nor the subsequent legislation in which they were embodied indicate more than a partial and tentative approach to the solution of the problem, they undoubtedly constitute a change of great importance. The resolutions of the 9th Congress provided that peasants who wished to leave the commune with the land belonging to them were free to do so on each partition of land, that they were free to exercise a choice as to the way in which they should cultivate the land, and that each agrarian commune might decide by a majority of votes the form of cultivation which it elected to adopt. The deprivation of peasants of their land and the repartition of land were to be strictly regulated by law. The falling away in the cultivation of meadows was to be put a stop to, their annual partition was to cease and they were to be attached to the villages adjoining them for the purpose of safeguarding the peasants' interests and ameliorating the general condition of meadow lands. The peasants were once more enjoined not to proceed too often to a repartition of land. Poor farms or farms where, for one reason or another, it was not possible to secure adequate results, might be leased out temporarily, provided that the tenant was in a position to work the additional land as well as his own plot with his own labour and that of those associated with him. In the decree published in accordance with these resolutions on May 22nd, 1922, it was laid down that "farms temporarily fallen into desuetude as a result of famine, fire, loss of labour, cattle or other reason, may be let out on lease either in whole or in part, in return for money, produce or other remuneration." The term of such a lease was in no case to exceed one rotation of crops, and where no regular rotation was observed, not more than three years, although in special circumstances it might be prolonged by the Volost Executive Committees, so as to include not more than two rotations or six years, where there are no regular rotations. If after that time the lessee is still found unable to run his farm, the latter will pass to the local land fund to meet the demands for land of the community in question.

Meanwhile on January 19th, 1922, the All-Russian Central Executive Committee passed a decree in accordance with the resolutions of the 9th Congress, establishing a central Agricultural Commission, under the presidency of M. I. Kalinin, the President of the All-Russian Central Executive Committee, with the object of taking measures to resuscitate agriculture and combat the decline in agricultural life in Russia. Included as members of the Commission were Yakovenko, People's Commissary for Agriculture; Ossinsky, formerly People's Commissary for Agriculture and now Assistant Commissary; and Tsyuryupa, formerly People's Commissary for Food and now acting in concert with A. I. Rykov, during Lenin's illness, as President of the Council of People's Commissaries. Subsequently, subordinate agricultural commissions were set up under the central body in all the provinces, counties and volosts in Russia, for the purpose of reporting on the general agricultural situation and of investigating and providing, in collaboration with the central Commission, for the settlement of disputes on land questions.

The inauguration of the new economic policy in the summer of 1921 and the placing of a large number of enterprises formerly administered by the Government on an economic basis, resulted in many of the surviving Soviet Farms being closed up owing to their running at a loss, while State subsidies were withdrawn from most of the others. Some were actually leased to private persons for exploitation, in some cases to those who had previously been managers of them when they were run by the State.

The following table, contained in the Report of the People's Commissariat for Agriculture to the 9th All-Russian Congress of Soviets, shows the number of Soviet farms appointed to be leased out in 1921 :

| Provinces               | Number of Soviet Farms to be leased out | Total Soviet Farms | % leased to total number of Soviet farms |
|-------------------------|---|--------------------|--|
| Nizhe-Gorodsk . . . . . | 51                                      | 81                 | 63,7                                     |
| Ufa. . . . .            | 13                                      | 32                 | 40,6                                     |
| Samara. . . . .         | 67                                      | 86                 | 77,9                                     |
| Pskov . . . . .         | 45                                      | 102                | 44,1                                     |
| Petrograd. . . . .      | 135                                     | 43                 | 54,4                                     |
| Smolensk. . . . .       | 161                                     | 285                | 56,4                                     |
| Kostroma. . . . .       | 14                                      | 46                 | 30,4                                     |
| Tsaritzyn. . . . .      | 62                                      | 75                 | 82,0                                     |
| Bryansk. . . . .        | 23                                      | 42                 | 54,7                                     |

No statement regarding the policy of the Soviet Government in regard to agriculture is complete without some mention of the Co-operative Societies. The development of Co-operative Societies in Russia had been rapid before and during the War, and some 20,000,000 of the agricultural population of Russia were served with goods through the agency of the Centro-Soyuz or Central Union of Consumers' Societies. The appropriation by the Soviet Government, under the decree of February 19th, 1918, of control over internal and external trade in agricultural instruments, machinery and seed was inevitably calculated to affect the Co-operative Societies which carried on a considerable trade with the peasants in general and agricultural supplies. Moreover, it soon became evident that there were influences at work in the Soviet Government aiming at the nationalisation of the Co-operative Societies and their transformation into an organisation intended to act as the Soviet Government's intermediary between the towns and the peasantry. During the early part of the Revolution and the Civil War, the organisation of the Co-operative Societies suffered considerably, but probably less than other forms of economic activity. As early as June 1918, the Co-operative Societies were subjected to a certain amount of State control and supervision. It was, however, not until January 1920 that the advocates of the nationalisation of the Cooperative Societies succeeded in securing the passing of a decree by which the societies passed completely under State control. The Centro-Soyuz, on being nationalised, was declared the official state organ of Russian co-operation, and it was through this body that the negotiations initiated as a result of the Supreme Council's declaration on the subject of trade with Russia were conducted. The efficiency of the Co-operative movement

and the scope of its work, gravely impaired before January 1920, rapidly deteriorated after. Many of the leading co-operators declined to accept the new legislation, and some of them were imprisoned. While in most cases old co-operative workers remained at their posts in the country, the staffs were swelled with large numbers of new men, mostly Communists, and almost without exception ignorant of the history, organisation and functions of the Co-operative Societies in Russia. The modification of its policy by the Soviet Government in the spring of 1921, as evidenced in the abolition of the Food Levy, the substitution of the Food Tax and the according to the peasant of the right to dispose as he willed of his surplus produce, was accompanied by a further decree relieving the Consumers' Co-operative Societies in Russia of the restrictions imposed on their acquisition of supplies by the legislation providing for the Food Levy, empowering them once more to constitute an intermediary for purchasing and marketing the surplus produce of the peasants. In addition to this, all citizens of the Republic were to be regarded as united in Consumers' Societies, the citizens of a given locality being automatically considered as members of the local Consumers, Co-operative Society. Thus, while giving the Russian Co-operative movement some of the freedom which it formerly enjoyed, the decree did away entirely with the voluntary character of the movement and in effect regarded the whole population as compulsorily mobilised in Co-operative Societies. Within particular societies, citizens might organise themselves, if they wished, into smaller groups or units for specific co-operative purposes. All Consumers' Co-operative organisations were to be united in Provincial Unions of Consumers' Societies, and these again would be subordinate to the Central Board of Consumers' Societies in Moscow, the Centro-Soyuz. Finally, in the spring of 1922, the Centro-Soyuz came to an agreement with the People's Commissariat for Foreign Trade whereby they might purchase, through their own representatives abroad, goods necessary to assist them in organising and developing trade with the peasants, which they were authorised to resume under the decree of April 7th, 1921.

How far these changes, re-establishing the Centro-Soyuz and its branches, although in a different form and on a semi independent footing, as a medium of exchange between town and country are likely to exercise an influence in knitting together once more the severed ties between the town and peasant population of Russia, it is difficult to say. As is the case with other industrial and commercial organisations, whether they were nationalised or not, the Centro-Soyuz has suffered great loss and depreciation of capital. Unlike other industrial and commercial bodies, however, it has, notwithstanding the general disordering effects of the Revolution upon its organisation, succeeded in retaining in many cases the nucleus of its former staff, including a large number of trained co-operators, and these can hardly fail gradually to raise the present low standard of efficiency. That some progress is even now being made is indicated by the establishment in June 1922 of the Consumers' Co-operative Bank, and it is both interesting and encouraging to observe that information received shows the operations of the new Bank to be far more satisfactory and less abnormal, in the present conditions of widespread economic collapse and complete famine in capital, than those of the Russian State Bank.

### *b*) **The Single Food Tax (1)**

(Session of May 20th, 1922)

REPORT BY BRYUKHANOV, OF THE COMMISSARIAT FOR FOOD

The food tax, yielding to the State as it does real values, must be retained for some years yet, in spite of all changes in economic policy. But the system under which it was collected

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(1) *Russian Information and Review*, June 15th, 1922.

last year has proved to be unsatisfactory and must be revised. To simplify the collection of the tax and to remove burdens and petty irritations from the shoulders of, particularly, the poorer peasantry, it was decided to institute a single food tax.

We rejected immediately the idea of making the tax into a money tax, or of basing it on income. After careful consideration we decided to reject the taxation of cattle, and to base the tax on the area of hayfields and arable land, the quantity of live stock only being taken into account in fixing the tax as an element making for the prosperity or otherwise of the farm.

Reduction of or exemption from taxation is also provided for the poorest farms, particularly in the famine provinces. Wide exemptions are also provided for Red Army soldiers within the ranks, for prisoners of war, for invalided soldiers of the Civil War, and for those Red Army soldiers who would be demobilised in the period after April 1st. The total of all these exemptions will amount approximately to 5 per cent. of the proceeds of the tax. In addition, we have also provided certain exemptions with a view to encouraging certain lines of activity on farms.

Profiting by the experience of last year, the Government has this year limited itself to estimating the sowing area and consequent tax for the various provinces, leaving the division between the districts to the local organs of the provincial executive committees.

With regard to the amount of the tax, we have acted on the principle that this tax must be decreased year by year. Thus, instead of the 380,000,000 poods of rye units, reckoned for last year's tax, this year we propose to collect 340,000,000 million, a reduction of 10 per cent.

#### RESOLUTION ADOPTED

After a brief discussion of the report, the session approved the proposals, and also adopted the following resolution :

(1) In order to lighten the burden of taxation on the peasantry, the tax due is to be diminished by 10 per cent., that is by 4 lb. for every pood, for those taxpayers who fulfil their obligations promptly.

(2) The confiscation of any livestock or agricultural plant by administrative order, on the ground of non-payment of the tax in kind, is absolutely forbidden. In the event of non-payment of the tax in kind, it is similarly forbidden for any court of justice to order the confiscation of working livestock, cattle, or agricultural plant to an extent which would hinder the working of the farm.

(3) In order to preserve the livestock in peasant establishments, the Food Commissariat is instructed to draw up, with the approval of the Commissariat for Agriculture, regulations for the application of the food tax designed to ensure the preservation of young and breeding cattle, and also guaranteeing that young and breeding cattle will not be taken into account in the assessments for 1923-1924.

(4) In order to encourage the peasantry to undertake fundamental agricultural improvements, agricultural societies which have been performing for the last three years considerable work in irrigation, drainage, or the sand-banking of ravines are to be granted a reduction of 10 per cent. of the taxes on the improved areas. The form and extent of the work which is to give the right to such abatement of taxation are to be determined by the Food Commissariat in agreement with the Commissariat for Agriculture.

#### HOW THE SINGLE-FOOD TAX IS WORKED (I)

In May of this year the All-Russian Central Executive Committee accordingly issued a decree establishing what is known as the Single Tax in kind, or the Single Food Tax.

(1) *Russian Information & Review*, August 15, 1922

The basis of the single food tax is the establishment of a system whereby all the varieties of agricultural produce, payable as taxation in the year 1922-1923, are convertible into a standard variety of agricultural produce, selected as a unit. The unit in fact chosen is a pood of rye grain, and the amount to be levied by the single food tax, throughout the whole of the Russian Republic, was fixed at 340,000,000 million units (i.e., poods of rye grain).

This does not mean that every peasant will have to pay his allotted tax in rye. The tax is payable in certain basic agricultural products, such as wheat, maize, barley, oats, and other grain, flour, oil-bearing seed, potatoes, hay, meat and butter—and even these may be extended at the discretion of the food controlling authorities, if the taxpayer wishes it. But a fixed relation of values between these products and a pood of rye is established, and tax payments in any form will be based upon this scale.

This relationship between the values of rye and other agricultural products must, according to the decree, be established and announced by the Commissariat for Agriculture and the Central Statistical Department, in conjunction, before July 20th, 1922. Each of the different regions of the Republic will have a separate scale of relative values, based in the first place upon the estimated State requirements in each kind of agricultural product, and current prices, and in the second place upon the productive characteristics of each region, and also taking into consideration the necessity for encouraging the cultivation of certain valuable crops and industrial plants in certain regions.

Similarly, by July 15th, 1922, the Commissariat for Agriculture and the Central Statistical Department in conjunction must inform the various regions and provinces of the Republic what kinds and what *relative percentage amounts* of agricultural produce they will be expected to collect in taxation, these varying with the agricultural peculiarities of the district concerned. The provincial food, agricultural, and statistical authorities will then in turn, upon this basis, assign to each district of the province, in accordance with its agricultural peculiarities, the kinds and relative percentage amounts of products expected from it. Latitude is allowed to the taxpayer to vary these standard percentages in the event of his being unable to pay in accordance with them.

The interchangeable value relationship between rye and other produce, and the relative percentage amounts of each variety of produce expected from the taxpayer, having been thus established, it remains finally to establish what is the total amount *expressed in rye units* which each peasant will be expected to pay in taxation after the 1922 harvest. The method of calculating taxation fairly, so as to correspond with the capacity of the individual taxpayer, is a complicated one, and is explained in lengthy instructions issued by the All-Russian Central Executive Committee. We will attempt to give a brief summary of the principles on which taxation is calculated.

*Calculating the Tax.* — Three basic factors are taken into account in calculating the amount of tax payable by each individual.

(A) For the purpose of the tax, the varying amounts of land *per individual member of a farm* are divided into nine groups, as follows :

- (1)  $\frac{1}{4}$  desyatin and under.
- (2) Above  $\frac{1}{4}$  to  $\frac{1}{2}$  desyatin inclusive.
- (3) Above  $\frac{1}{2}$  to  $\frac{3}{4}$  desyatin inclusive.
- (4) Above  $\frac{3}{4}$  to 1 desyatin inclusive.
- (5) Above 1 to  $1\frac{1}{2}$  desyatins inclusive.
- (6) Above  $1\frac{1}{2}$  to 2 desyatins inclusive.
- (7) Above 2 to  $2\frac{1}{2}$  desyatins inclusive.
- (8) Above  $2\frac{1}{2}$  to 3 desyatins inclusive.
- (9) Above 3 desyatins.

The amount of taxation for all land above three desyatins per head is equal, so far as the tax is based upon the area of land.

The amount of land is calculated in plough-land, and for this purpose meadow-land is translated into plough-land according to a scheme whereby the Republic is divided into three regions—coinciding roughly with the extreme North, and the Centre and South of Russia. In the first region one desyatin of meadow-land is taken to equal one-third of a desyatin of plough-land; in the second region one-half; and in the third region three-quarters. Each Provincial Food Committee may vary the proportion for the district under its control, in accordance with the comparative productivity of plough-land and hayfields and the prices ruling in that district, but providing that the standard average is maintained for the whole province.

Among the members of the farm are counted all individuals working and dependent on the farm, including children and Red Army soldiers on service, and prisoners of war (officers count as two individuals for this purpose).

(B) For the purpose of the tax the varying numbers of livestock per farm are divided into four categories, counted in large horned cattle, namely :

- (1) No cattle.
- (2) Up to 2 inclusive.
- (3) From 2 to 4 inclusive.
- (4) Above 4.

Here, too, no gradation of taxation is made for all amounts above four head of cattle per farm. All livestock is translated into large horned cattle units in the following scale :

- Large horned cattle above 1 1/2 years old = 1.
- Sheep and goats = 1/8.
- Pigs = 1/4.
- Large horned cattle under 1 1/2 years old = 1/2.

(C) The final factor in the calculation of the amount of tax payable by each individual is the fertility of the harvest. This is determined by the Commissariats for Agriculture and Food and the Central Statistical Department, with the approval of the Council of People's Commissaries; and not later than July 20th, 1922, each province must be informed of the harvest group to which it has been assigned. For the purpose of the single-food tax, eleven harvest groups will be established, starting from a crop of twenty-five poods per desyatin and mounting by five poods per desyatin to one hundred poods per desyatin (roughly, from 330 lbs. per acre to 1,300 lbs. per acre). The Provincial Food Committees may vary the harvest groups for each of the districts and villages under their control if the crop is unequally distributed, provided that the tax received from the whole province is such as would have been received if the provincial harvest group had been equally applied.

Based upon these three factors, a table of scales of taxation was established by the decree on the single food tax. As an illustration of the actual amounts involved, we give below a portion of this table, including only the harvest groups Nos. I, VI, and XI—the lowest, middle, and highest groups respectively.

Scale of taxation per desyatin of land (meadow-land converted into plough-land) dependent upon the fertility of the crop (harvest group): the amount of land per individual; and the number of stock (converted into large horned cattle) per farm.

| AMOUNT OF LAND PER INDIVIDUAL<br><br>Desyatins | HARVEST GROUP I<br>25 poods and less per desyatin<br>Number of cattle per farm |                      |                             |            | HARVEST GROUP VI<br>From 25 to 50 poods per desyatin<br>Number of cattle per farm |                      |                             |            | HARVEST GROUP XI<br>100 poods and over per desyatin<br>Number of cattle per farm |                      |                             |            |
|--|--|----------------------|-----------------------------|------------|---|----------------------|-----------------------------|------------|--|----------------------|-----------------------------|------------|
|  | None   | Up to 2<br>inclusive | From<br>2 to 4<br>inclusive | Above<br>4 | None  | Up to 2<br>inclusive | From<br>2 to 4<br>inclusive | Above<br>4 | None   | Up to 2<br>inclusive | From<br>2 to 4<br>inclusive | Above<br>4 |
|  | Lbs  | Lbs                  | Lbs                         | Lbs        | Lbs   | Lbs                  | Lbs                         | Lbs        | Lbs  | Lbs                  | Lbs                         | Lbs        |
| (1) 1/4 and less . . . . .                     | —  | 10                   | 10                          | 30         | 20  | 60                   | 100                         | 140        | 220  | 260                  | 300                         | 340        |
| (2) 1/4 and 1/2 inclusive . . .                | 10   | 20                   | 20                          | 40         | 60  | 100                  | 140                         | 180        | 260  | 300                  | 340                         | 380        |
| (3) 1/2 and 3/4 inclusive . . .                | 20   | 20                   | 40                          | 60         | 110   | 140                  | 175                         | 210        | 300  | 340                  | 375                         | 410        |
| (4) 3/4 and 1 inclusive . . . .                | 20   | 30                   | 45                          | 60         | 140   | 180                  | 210                         | 240        | 340  | 380                  | 410                         | 440        |
| (5) 1 and 1 1/2 inclusive . . . .              | 30   | 40                   | 55                          | 70         | 170   | 220                  | 245                         | 270        | 370  | 420                  | 445                         | 470        |
| (6) 1 1/2 and 2 inclusive . . . .              | 40   | 60                   | 70                          | 80         | 210   | 260                  | 280                         | 300        | 410  | 460                  | 480                         | 500        |
| (7) 2 and 2 1/2 inclusive . . . .              | 60   | 80                   | 90                          | 100        | 250   | 300                  | 315                         | 330        | 450  | 500                  | 515                         | 530        |
| (8) 2 1/2 and 3 inclusive . . . .              | 80   | 100                  | 110                         | 120        | 290   | 340                  | 350                         | 360        | 490  | 540                  | 550                         | 560        |
| (9) Above 3 . . . . .                          | 100  | 120                  | 130                         | 140        | 330   | 380                  | 390                         | 400        | 530  | 580                  | 590                         | 600        |

## ANNEX II

### Harvest Statistics.

The most serious difficulty in getting comparative figures of the agricultural situation in Russia arises from the change in the areas under consideration. An analysis has therefore been made of the pre-War statistics according to the various areas for which figures are now quoted by the Soviet authorities. In the first place, the whole of Poland has to be omitted, but Soviet Russia has also lost out of the former Russia in Europe the provinces of Esthonia, Livonia, Kovno, Courland, Bessarabia, part of Vitebsk, part of Vilna and part of Grodno. If an average for the period 1909-1913 is taken as standard throughout approximately the following deductions from the former figures for Russia in Europe have to be made.

|   | TOTAL FIGURES<br>for Russia in Europe<br>excluding Poland |                                 | DEDUCT FOR<br>Lost Provinces |                                 | PRE-WAR PRODUCTION<br>of Soviet Russia in Europe |                                 |
|---|---|---------------------------------|------------------------------|---------------------------------|--|---------------------------------|
|   | Crop<br>in million<br>poods                               | Area<br>in million<br>desyatins | Crop<br>in million<br>poods  | Area<br>in million<br>desyatins | Crop<br>in million<br>poods                      | Area<br>in million<br>desyatins |
| All crops. . . . .                              | 5,198   | 76.2                            | 451                          | 5.2                             | 4,747  | 71.0                            |
| All cereals . . . . .                           | 3,710   | 72.0                            | 293                          | 4.8                             | 3,417  | 67.2                            |
| Chief cereals (wheat,<br>rye, barley and oats). | 3,373   | 65.0                            | 235                          | 3.8                             | 3,138  | 61.2                            |

These figures, together with those for Asia and the Caucasus, including Transcaucasia and Turkestan, give us the basis of comparison with Soviet Russia and its associated republics. In many of the documents produced by the Central Statistical Department of the Soviet Government, however, Turkestan and the Caucasus are omitted. In the following table, therefore, there have been set out the various pre-War figures with which it is possible to make comparison with current statistics. There have been some changes between Asiatic and European Russia (see Annex on Population Statistics), but they are not of great importance and in any case they do not vitiate comparison when totals for the whole of Soviet Russia are being considered.

In addition to the areas mentioned, there is also a further area to be taken into account, namely, territory which remained in the hands of the Russian Imperial Government at the time of the harvest of 1916. This is not by any means the same as the territory of Soviet Russia, but it was appreciably less than the pre-War Russia in Europe. Excluding the territory occupied by the Germans, the sown area of Russia in Europe (all field crops) fell between 1913 and 1916, according to data furnished to the Inter-Allied Conference in Petrograd, February 1917, from 79.5 million desyatins to 73 million desyatins—a fall of 8 per cent.

*Sown Area, Harvest and Yield of Crops in Russia.*

| AREA  | CROPS                        | YEARS     | AREA<br>in million<br>desyatins | HARVEST<br>in million<br>poods | YIELD<br>in poods<br>per desyatin |
|---|------------------------------|-----------|---------------------------------|--------------------------------|-----------------------------------|
| Old Russian Empire (excluding<br>Poland) . . . . .              | All field crops . . . . .    | 1909-1913 | 95.0                            | 6,147                          | 67.0                              |
|   | All cereals . . . . .        |           | 90.2                            | 4,569                          | 50.7                              |
|   | Four chief cereals . . . . . |           | 81.5                            | 4,142                          | 51.0                              |
| Soviet Russia . . . . .   | All crops . . . . .          | 1909-1913 | 89.6                            | 5,696                          | 63.5                              |
|   | All cereals . . . . .        |           | 85.4                            | 4,276                          | 50.0                              |
|   | Chief cereals . . . . .      |           | 77.8                            | 3,907                          | 50.2                              |
| Soviet Russia (excluding Cau-<br>casus and Turkestan) . . . . . | All crops . . . . .          | 1909-1913 | 85.3                            | 5,489                          | 64.0                              |
|   | All cereals . . . . .        |           | 81.2                            | 4,079                          | 50.0                              |
|   | Chief cereals . . . . .      |           | 74.3                            | 3,749                          | 50.3                              |
|   | All cereals . . . . .        | 1916 (1)  | 82.5                            | 3,955                          | 48.0                              |
|   | — — . . . . .                | 1920      | 56.8                            | 1,738                          | 30.6                              |
|   | — — . . . . .                | 1921      | 49.1                            | 1,617                          | 32.6                              |
|   | — — . . . . .                | 1922      | 45.0                            | 2,019                          | 45.0                              |

(1) Area to which these figures apply is doubtful.

The figures included in the preceding table for the years 1920 and 1921 are those supplied by M. Popov to Dr. Nansen's Representative in Moscow early in July of this year (1). Attached to this document was a statement relating to the year 1916, and, though it does not state to what area it relates, it may be inferred that it also applies to the whole of Soviet Russia, excluding Turkestan and the Caucasus. Comparing the figures given with the pre-War figures, and also taking into account the population mentioned in the statement, it would appear not impossible that Turkestan and the Caucasus are included. At the same time, it is unlikely that they could be included under any of the divisions of territory which are separately enumerated. From the information available it is not possible to determine this question, and the figures have been inserted in the table as doubtful. It is possible that they afford a more accurate basis of comparison than the calculation from the pre-War statistics. If so, it indicates that the subsequent reduction in sown area and in harvest has been greater than is indicated by comparison with the pre-War basis. In the attached table the figures are given in full for each province, and there has been added a calculated figure for 1922, based upon the sown area and the estimated yield in each province, the figures of which were furnished in September to Dr. Nansen's officers in Moscow, as described in Chapter IV.

The population in the areas for which crop figures have been given can be ascertained from the census figures included in Annex IX. They amount to 135 1/2 millions before the War, and 131 1/2 millions in 1920. Excluding Turkestan and the Caucasus, figures are respectively 122,700,000 and 115,000,000 in 1920. These are figures which can reasonably be used in considering the productivity of Russia per head of population up to the famine of 1921, but the figures for 1922 are subject to much greater difficulty of estimation, and only approximate conclusions can be drawn.

TABLE

(1) Reference note (2) on page 20 of this Report.

Sowing Area, Crop and Population Table for 1920, 1921, 1922.

| CONSUMING PROVINCES           | POPULATION<br>(in 1,000 souls, both Sexes) |       |        | SOWING AREA<br>(in 1,000 desyatins) |         |  | HARVEST OF MOST IMPORTANT CEREALS<br>per 1 desyatyn (in poods) |      |      |  | TOTAL HARVEST OF MOST<br>IMPORTANT CEREALS<br>(in 1,000 poods) |         |  |
|-------------------------------|--|-------|--------|-------------------------------------|---------|--|--|------|------|--|--|---------|--|
|                               | Village                                    | Town  | Total  | 1920                                | 1921    | Latest<br>available<br>estimates<br>1922 | Annual<br>average for<br>1905-1914                             | 1920 | 1921 | Latest<br>available<br>estimates<br>1922 | 1920   | 1921    | Latest<br>available<br>estimates<br>1922 |
|                               |  |       |        |                                     |         |  |  |      |      |  |  |         |  |
| Archangel . . . . .           | 326  | 75    | 401    | 42.8                                | 41.9    | 43.1                                     | 49.7   | 50.1 | 53.9 | 36.4                                     | 2,146  | 2,258   | 1,569                                    |
| White Russia S. S. R. . . . . | 1,282                                      | 353   | 1,635  | 764.5                               | 714.2   | 713.6                                    | 43.9   | 34.2 | 51.1 | 43.0                                     | 26,145   | 36,512  | 30,684                                   |
| Bryansk . . . . .             | 858  | 124   | 982    | 269.5                               | 266.5   | 368.0                                    | 34.7   | 36.1 | 42.1 | 32.6                                     | 9,726  | 11,213  | 11,997                                   |
| Vitebsk . . . . .             | 1,148                                      | 204   | 1,352  | 319.4                               | 302.8   | 378.2                                    | 39.8   | 36.4 | 52.0 | 33.0                                     | 11,611   | 15,735  | 12,481                                   |
| Vladimir . . . . .            | 1,125                                      | 163   | 1,288  | 331.9                               | 355.0   | 298.5                                    | 42.8   | 33.3 | 39.3 | 40.7                                     | 11,048   | 13,947  | 12,149                                   |
| Vologda . . . . .             | 835  | 78    | 913    | 240.3                               | 244.2   | 283.4                                    | 48.6   | 36.1 | 55.4 | 41.3                                     | 8,670  | 13,521  | 11,704                                   |
| Gomel . . . . .               | 1,960                                      | 414   | 2,374  | 534.0                               | 510.8   | 634.5                                    | 38.1   | 30.8 | 55.3 | 36.2                                     | 16,464   | 28,271  | 22,969                                   |
| Ivanovo-Voznesensk . . . . .  | 495  | 165   | 660    | 114.4                               | 129.9   | 207.4                                    | 44.8   | 40.4 | 51.2 | 40.3                                     | 4,624  | 6,648   | 8,358                                    |
| Kaluga . . . . .              | 870  | 85    | 955    | 209.5                               | 194.5   | 248.4                                    | 38.6   | 28.6 | 40.6 | 31.7                                     | 5,983  | 7,903   | 7,874                                    |
| Karelia . . . . .             | 113  | 31    | 144    | 18.1                                | 22.0    | 20.8                                     | 49.0   | 60.6 | 59.7 | 43.1                                     | 1,097  | 1,314   | 896                                      |
| Kostroma . . . . .            | 1,102                                      | 102   | 1,204  | 255.3                               | 253.7   | 166.6                                    | 42.0   | 44.3 | 41.0 | 37.8                                     | 11,308   | 10,390  | 6,297                                    |
| Moscow . . . . .              | 1,344                                      | 1,348 | 2,692  | 200.6                               | 200.7   | 318.6                                    | 45.4   | 45.7 | 54.8 | 36.3                                     | 9,170  | 10,994  | 11,565                                   |
| Nizhny-Novgorod . . . . .     | 1,552                                      | 255   | 1,807  | 608.2                               | 599.4   | 797.3                                    | 44.4   | 33.4 | 28.1 | 44.4                                     | 20,322   | 16,868  | 35,400                                   |
| Novgorod . . . . .            | 796  | 110   | 906    | 261.5                               | 281.2   | 337.3                                    | 42.6   | 50.8 | 57.2 | 32.0                                     | 13,273   | 16,078  | 10,794                                   |
| Olonets . . . . .             | 202  | 15    | 217    | 43.8                                | 54.8    | 53.9                                     | 44.3   | 51.0 | 48.0 | 36.8                                     | 2,236  | 2,630   | 1,984                                    |
| Petrograd . . . . .           | 709  | 891   | 1,600  | 138.8                               | 159.7   | 209.1                                    | 51.2   | 35.5 | 66.0 | 45.1                                     | 4,921  | 10,535  | 9,430                                    |
| Pskov . . . . .               | 1,144                                      | 105   | 1,249  | 287.5                               | 304.3   | 409.2                                    | 44.5   | 39.1 | 62.7 | 36.9                                     | 11,230   | 19,072  | 15,999                                   |
| Rybinsk . . . . .             | 701  | 70    | 771    | 180.2                               | 195.2   | 240.0                                    | 53.2   | 49.7 | 57.1 | 44.2                                     | 8,964  | 11,140  | 10,608                                   |
| North Dvinsk . . . . .        | 753  | 37    | 790    | 181.5                               | 188.4   | 163.8                                    | 43.4   | 58.3 | 44.8 | 44.7                                     | 10,590   | 8,443   | 7,322                                    |
| Smolensk . . . . .            | 1,844                                      | 182   | 2,026  | 641.8                               | 640.5   | 845.2                                    | 49.6   | 32.3 | 60.8 | 48.6                                     | 20,762   | 38,985  | 41,077                                   |
| Tver . . . . .                | 1,623                                      | 191   | 1,814  | 372.8                               | 375.5   | 434.8                                    | 45.0   | 47.9 | 48.3 | 39.6                                     | 17,851   | 18,137  | 17,218                                   |
| Cherpovents . . . . .         | 591  | 42    | 633    | 125.3                               | 152.9   | 171.7                                    | 46.9   | 46.4 | 53.0 | 37.5                                     | 5,816  | 8,100   | 6,439                                    |
| Yaroslavl . . . . .           | 524  | 127   | 651    | 113.1                               | 123.1   | 187.0                                    | 49.2   | 50.2 | 62.8 | 39.4                                     | 5,677  | 7,731   | 7,368                                    |
| TOTAL . . . . .               | 21,897                                     | 5,167 | 27,064 | 6,254.8                             | 6,311.2 | 7,530.4                                  | 43.9   | 38.3 | 50.1 | 40.0                                     | 239,634  | 316,355 | 301,282                                  |

Sowing Area, Crop and Population Table for 1920, 1921, 1922.

| DISTRICTS AND REPUBLICS         | POPULATION<br>(in 1,000 souls, both sexes) |       |        | SOWING AREA<br>(in 1,000 desyatins) |          |  | HARVEST OF MOST IMPORTANT CEREALS<br>per 1 desyatyn (in poods) |      |      |  | TOTAL HARVEST OF MOST<br>IMPORTANT CEREALS<br>(in 1,000 poods) |         |  |
|---------------------------------|--|-------|--------|-------------------------------------|----------|--|--|------|------|--|--|---------|--|
|                                 | Village                                    | Town  | Total  | 1920                                | 1921     | Latest<br>available<br>estimates<br>1922 | Annual<br>average for<br>1903-1914                             | 1920 | 1921 | Latest<br>available<br>estimates<br>1922 | 1920   | 1921    | Latest<br>available<br>estimates<br>1922 |
|                                 |  |       |        |                                     |          |  |  |      |      |  |  |         |  |
| <i>Ukraine Provinces:</i>       |  |       |        |                                     |          |  |  |      |      |  |  |         |  |
| Volhynia . . . . .              | 1,412                                      | 126   | 1,538  | 651.0                               | 654.3    | 784.2                                    | 59.5   | 44.2 | 86.0 | 57.5                                     | 28,745   | 56,293  | 45,092                                   |
| Donets . . . . .                | 2,262                                      | 850   | 3,112  | 1,385.0                             | 1,391.9  | 1,687.7                                  | 38.9   | 29.7 | 19.5 | 35.4                                     | 41,157   | 27,189  | 59,745                                   |
| Ekaterinoslav . . . . .         | 1,415                                      | 367   | 1,782  | 1,115.0                             | 1,114.0  | 960.6                                    | 48.3   | 27.2 | 14.1 | 42.5                                     | 30,351   | 15,705  | 40,826                                   |
| Zaporozhye . . . . .            | 1,141                                      | 147   | 1,288  | 1,494.0                             | 1,400.0  | 1,024.6                                  | 50.2   | 29.1 | 8.2  | 44.4                                     | 43,505   | 11,501  | 45,492                                   |
| Kiev . . . . .                  | 2,698                                      | 898   | 3,596  | 1,087.0                             | 943.0    | 1,552.4                                  | 73.2   | 53.2 | 77.6 | 75.4                                     | 57,815   | 73,131  | 117,051                                  |
| Kremenchug . . . . .            | 1,696                                      | 208   | 1,904  | 922.0                               | 1,094.5  | 945.5                                    | 58.3   | 46.9 | 38.6 | 53.6                                     | 43,267   | 42,229  | 50,679                                   |
| Nicolaev . . . . .              | 1,108                                      | 312   | 1,420  | 1,342.0                             | 1,240.1  | 648.2                                    | 38.9   | 31.7 | 11.4 | 37.3                                     | 42,477   | 14,104  | 24,178                                   |
| Odessa . . . . .                | 1,370                                      | 581   | 1,951  | 1,625.0                             | 1,624.9  | 1,181.4                                  | 43.4   | 38.0 | 26.9 | 38.2                                     | 61,828   | 43,686  | 45,129                                   |
| Podolia . . . . .               | 2,322                                      | 403   | 2,725  | 1,028.0                             | 1,058.0  | 1,232.1                                  | 68.9   | 33.5 | 87.8 | 53.1                                     | 34,449   | 92,899  | 65,425                                   |
| Poltava . . . . .               | 2,031                                      | 224   | 2,255  | 1,807.0                             | 1,810.3  | 1,465.0                                  | 61.1   | 51.0 | 59.1 | 61.1                                     | 92,217   | 107,015 | 89,512                                   |
| Kharkov . . . . .               | 2,008                                      | 460   | 2,468  | 1,007.0                             | 1,010.2  | 1,340.1                                  | 56.8   | 23.8 | 53.5 | 56.8                                     | 23,974   | 54,039  | 76,118                                   |
| Chemigov . . . . .              | 1,674                                      | 258   | 1,932  | 867.0                               | 863.6    | 967.5                                    | 41.2   | 31.6 | 50.3 | 41.2                                     | 27,394   | 43,459  | 39,861                                   |
| TOTAL . . . . .                 | 21,137                                     | 4,834 | 25,971 | 14,330.0                            | 14,204.8 | 13,789.3                                 | 53.2   | 36.8 | 40.9 | 50.7                                     | 527,179  | 581,250 | 699,108                                  |
| <i>South-Eastern Provinces:</i> |  |       |        |                                     |          |  |  |      |      |  |  |         |  |
| Kabarda . . . . .               |  |       |        |                                     |          | 41.7                                     |  |      |      | 61.5                                     |  |         | 2,565                                    |
| Korochoevsk . . . . .           |  |       |        |                                     |          | —  |  |      |      | 55.5                                     |  |         | —  |
| Don . . . . .                   | 1,173                                      | 372   | 1,545  | 991.3                               | 943.1    | 742.2                                    | 41.1   | 18.6 | 15.2 | 42.7                                     | 18,393   | 14,279  | 31,692                                   |

|                                       |       |       |       |         |         |         |      |      |      |      |         |         |         |
|---------------------------------------|-------|-------|-------|---------|---------|---------|------|------|------|------|---------|---------|---------|
| Kuban . . . . .                       | 2,447 | 541   | 2,988 | 1,739.3 | 1,606.9 | 1,723.1 | 65.8 | 39.3 | 40.4 | 65.8 | 68,274  | 64,847  | 113,380 |
| Stavropol . . . . .                   | 872   | 73    | 945   | 1,066.2 | 801.7   | 420.5   | 41.6 | 19.5 | 8.4  | 45.3 | 20,801  | 6,699   | 19,049  |
| Terek and Mountain Republic . . . . . | 1,105 | 268   | 1,373 | 687.6   | 592.9   | 268.4   | 53.4 | 50.0 | 25.4 | 69.3 | 34,365  | 15,088  | 18,604  |
| TOTAL . . . . .                       | 5,597 | 1,254 | 6,851 | 4,484.4 | 3,944.6 | 3,195.9 | 53.1 | 31.6 | 25.6 | 58.0 | 141,833 | 100,913 | 185,290 |
| <i>Kirghia Republic :</i>             |       |       |       |         |         |         |      |      |      |      |         |         |         |
| Akmolinsk . . . . .                   | 1,010 | 61    | 1,071 | 748.9   | 532.2   | 545.5   | 38.3 | 11.1 | 15.7 | 32.9 | 8,289   | 8,373   | 17,947  |
| Aktubinsk . . . . .                   | 404   | 17    | 481   | 399.8   | 243.0   | 246.9   | 33.1 | 10.7 | 1.3  | 28.5 | 4,282   | 321     | 7,037   |
| Bukeev . . . . .                      | 222   | 2     | 224   | 22.3    | 22.3    | 22.5    | 10.9 | 16.0 | 2.5  | 17.0 | 357     | 55      | 383     |
| Kustanai . . . . .                    | 414   | 24    | 438   | 513.3   | 380.0   | 391.1   | 33.5 | 9.8  | 3.8  | 36.9 | 5,020   | 1,425   | 14,432  |
| Orenburg . . . . .                    | 534   | 136   | 670   | 559.0   | 476.4   | 488.0   | 31.8 | 9.8  | 5.2  | 30.5 | 5,478   | 1,481   | 14,884  |
| Semipalatinsk . . . . .               | 1,026 | 96    | 1,122 | 728.8   | 510.5   | 533.4   | 37.8 | 23.2 | 57.6 | 28.0 | 16,915  | 29,422  | 14,935  |
| Uralsk . . . . .                      | 515   | 51    | 566   | 157.3   | 131.4   | 135.1   | 29.8 | 10.9 | 1.9  | 17.9 | 1,712   | 251     | 2,418   |
| TOTAL . . . . .                       | 4,185 | 387   | 4,572 | 3,129.4 | 2,295.8 | 2,362.5 | 34.7 | 13.4 | 18.4 | 30.5 | 42,053  | 42,328  | 72,036  |
| <i>Siberian Provinces :</i>           |       |       |       |         |         |         |      |      |      |      |         |         |         |
| Altai . . . . .                       | 1,896 | 148   | 2,044 | 1,724.5 | 1,134.7 | 609.4   | 52.3 | 34.4 | 55.9 | 48.6 | 59,241  | 63,483  | 29,617  |
| Enisei . . . . .                      | 1,957 | 145   | 1,202 | 640.4   | 404.6   | 395.8   | 48.0 | 35.7 | 42.2 | 49.4 | 22,873  | 17,066  | 18,071  |
| Irkutsk . . . . .                     | 688   | 201   | 889   | 349.4   | 295.4   | 309.5   | 45.9 | 59.1 | 44.0 | 44.5 | 20,665  | 13,010  | 13,773  |
| Omsk . . . . .                        | 1,446 | 195   | 1,641 | 1,758.9 | 1,311.3 | 628.5   | 49.9 | 15.2 | 37.6 | 36.9 | 26,648  | 49,252  | 23,192  |
| Tomsk . . . . .                       | 1,685 | 297   | 1,982 | 1,052.5 | 604.8   | 227.9   | 61.0 | 51.0 | 56.1 | 50.6 | 53,719  | 33,927  | 11,532  |
| Tyumen . . . . .                      | 1,179 | 87    | 1,266 | 644.2   | 584.1   | 290.8   | 46.6 | 36.7 | 25.0 | 42.9 | 23,630  | 14,594  | 12,475  |
| Novo Nikolaevsk. . . . .              |       |       |       |         |         | 283.6   |      |      |      | 31.2 |         |         | 117,508 |
| TOTAL . . . . .                       | 7,951 | 1,073 | 9,024 | 6,169.9 | 4,334.9 | 2,715.5 | 50.6 | 33.5 | 44.1 | 43.3 | 206,776 | 191,332 | 8,848   |

Sowing Area, Crop and Population Table for 1920, 1921, 1922.

| PRODUCING PROVINCES         | POPULATION<br>(in 1,000 souls, both sexes) |        |         | SOWING AREA<br>(in 1,000 desyatins) |          |  | HARVEST OF MOST IMPORTANT CEREALS<br>per 1 desyatn (in poods) |      |      |  | TOTAL HARVEST OF MOST<br>IMPORTANT CEREALS<br>(in 1,000 poods) |           |  |
|-----------------------------|--|--------|---------|-------------------------------------|----------|--|---|------|------|--|--|-----------|--|
|                             | Village                                    | Town   | Total   | 1920                                | 1921     | Latest<br>available<br>estimates<br>1922 | Annual<br>average for<br>1905-1914                            | 1920 | 1921 | Latest<br>available<br>estimates<br>1922 | 1920   | 1921      | Latest<br>available<br>estimates<br>1922 |
|                             |  |        |         |                                     |          |  |   |      |      |  |  |           |  |
| DIRECTS AND REPUBLICS       |  |        |         |                                     |          |  |   |      |      |  |  |           |  |
| Astrakhan . . . . .         | 244  | 143    | 387     | 82.6                                | 66.4     | 58.4                                     | 11.0  | 16.4 | 5.7  | 11.0                                     | 1,351  | 379       | 642                                      |
| Bashkir . . . . .           | 1,198                                      | 71     | 1,269   | 731.2                               | 570.7    | 904.6                                    | 42.3  | 18.6 | 9.1  | 46.1                                     | 13,608   | 5,167     | 41,702                                   |
| Voronezh . . . . .          | 2,925                                      | 229    | 3,154   | 1,414.7                             | 849.5    | 909.8                                    | 46.0  | 28.7 | 27.5 | 42.3                                     | 40,567   | 23,381    | 38,485                                   |
| Votyak . . . . .            | 634  | 53     | 687     | 388.1                               | 335.6    | 184.8                                    | 42.8  | 38.7 | 12.9 | 39.8                                     | 15,020   | 4,320     | 7,355                                    |
| Vyatka . . . . .            | 1,947                                      | 105    | 2,052   | 1,216.1                             | 1,122.8  | 896.6                                    | 39.5  | 38.8 | 19.5 | 39.5                                     | 47,238   | 21,888    | 35,416                                   |
| Ekaterinburg . . . . .      | 1,442                                      | 540    | 1,982   | 986.6                               | 802.4    | 513.8                                    | 54.7  | 40.1 | 27.9 | 54.7                                     | 39,594   | 22,349    | 28,105                                   |
| Crimea . . . . .            | 347  | 360    | 707     |                                     | 535.0    | 169.5                                    | 52.8  |      | 10.2 | 62.8                                     | 48,218   | 5,462     | 10,645                                   |
| Kursk . . . . .             | 2,514                                      | 199    | 2,713   | 1,175.6                             | 1,032.3  | 1,270.3                                  | 54.4  | 41.0 | 50.5 | 50.6                                     | 48,218   | 52,178    | 64,277                                   |
| Marii . . . . .             | 290  | 10     | 300     | 215.3                               | 215.3    | 141.4                                    | 40.2  | 29.4 | 6.4  | 33.4                                     | 6,324  | 1,383     | 4,783                                    |
| Orel . . . . .              | 1,371                                      | 144    | 1,515   | 712.2                               | 611.7    | 707.6                                    | 48.5  | 16.7 | 55.2 | 53.4                                     | 11,895   | 33,754    | 37,786                                   |
| Penza . . . . .             | 1,597                                      | 150    | 1,747   | 907.0                               | 839.7    | 958.9                                    | 44.6  | 24.4 | 30.5 | 37.9                                     | 22,166   | 25,587    | 36,342                                   |
| Perm . . . . .              | 1,461                                      | 331    | 1,792   | 716.7                               | 703.6    | 373.8                                    | 53.5  | 40.9 | 32.4 | 55.9                                     | 29,337   | 22,795    | 20,895                                   |
| Ryazan . . . . .            | 2,032                                      | 124    | 2,156   | 740.6                               | 724.5    | 726.2                                    | 49.0  | 36.5 | 32.5 | 44.1                                     | 26,998   | 23,565    | 32,025                                   |
| Samara . . . . .            | 2,486                                      | 335    | 2,821   | 2,152.0                             | 1,282.7  | 523.7                                    | 33.2  | 11.8 | 5.5  | 26.9                                     | 25,331   | 7,032     | 14,088                                   |
| Saratov . . . . .           | 2,629                                      | 436    | 3,065   | 2,033.0                             | 1,367.7  | 1,211.1                                  | 34.9  | 16.4 | 13.4 | 30.4                                     | 33,278   | 18,381    | 36,817                                   |
| Simbirsk . . . . .          | 1,436                                      | 207    | 1,643   | 845.4                               | 736.1    | 591.6                                    | 42.5  | 34.0 | 10.8 | 35.3                                     | 28,773   | 7,937     | 20,883                                   |
| Tambov . . . . .            | 3,143                                      | 252    | 3,395   | 1,247.8                             | 1,330.7  | 1,610.6                                  | 53.9  | 27.8 | 41.6 | 53.9                                     | 34,674   | 55,391    | 86,811                                   |
| Tartar Republic . . . . .   | 2,638                                      | 248    | 2,886   | 1,639.8                             | 1,321.0  | 830.2                                    | 41.1  | 28.5 | 6.3  | 36.1                                     | 46,682   | 8,275     | 29,970                                   |
| German Commune . . . . .    | 419  | 35     | 454     | 542.3                               | 181.1    | 313.9                                    | 34.0  | 12.7 | 1.8  | 14.1                                     | 6,884  | 329       | 4,426                                    |
| Tula . . . . .              | 1,530                                      | 194    | 1,724   | 739.9                               | 606.0    | 772.1                                    | 46.7  | 32.5 | 36.7 | 43.4                                     | 22,041   | 22,213    | 33,509                                   |
| Ufa . . . . .               | 1,754                                      | 255    | 2,009   | 1,106.5                             | 930.3    | (372)                                    | 48.0  | 30.0 | 7.9  | 59.5                                     | 33,213   | 7,355     | (22,134)                                 |
| Tsartitsyn . . . . .        | 1,019                                      | 180    | 1,199   | 1,172.1                             | 847.3    | 745.7                                    | 22.6  | 13.2 | 8.4  | 19.4                                     | 15,479   | 7,103     | 14,467                                   |
| Chelyabinsk . . . . .       | 1,159                                      | 182    | 1,341   | 1,407.8                             | 683.4    | 328.3                                    | 37.1  | 15.1 | 9.6  | 40.4                                     | 21,254   | 6,588     | 13,263                                   |
| Chuvash Territory . . . . . | 738  | 20     | 758     | 305.0                               | 327.3    | 307.3                                    | 47.5  | 28.8 | 6.7  | 31.8                                     | 8,778  | 2,179     | 9,772                                    |
| Total district . . . . .    | 36,953                                     | 4,803  | 41,756  | 22,478.3                            | 18,023.1 | 15,422.2                                 | 43.3  | 25.8 | 21.4 | 41.8                                     | 580,703  | 384,991   | 644,538                                  |
| GRAND TOTAL . . . . .       | 97,720                                     | 17,518 | 115,238 | 56,840.8                            | 49,114.4 | 45,015.8                                 | —   | 30.6 | 32.6 | 44.9                                     | 1,738,178  | 1,617,169 | 2,019,762                                |

ANNEX III

The Report of Mr. Hoover on the Work of the American Relief Administration in Russia.

July 10th, 1922.

MY DEAR MR. PRESIDENT,

The Congressional authority for use of U. S. Grain Corporation funds in relief of the Russian famine expired on July 1st, and it is, therefore, appropriate that I should submit a short interim report as to the general results so far attained—not only by these funds but also those administered by the American Relief Administration from other sources. Final report must be delayed until the receipt of accounts from Russia when distribution of supplies is complete. I send you herewith the accounts of the Purchasing Commission to July 1st, showing all bids, acceptances, prices, shipments, etc.

The Commission has bought through the Grain Corporation and received from the War Department the following supplies, all but a small portion of which have now been despatched to the Relief Administration :

|                            | Tons    |
|----------------------------|---------|
| Corn. . . . .              | 248,418 |
| Corn grits . . . . .       | 92,841  |
| Wheat. . . . .             | 41,120  |
| Rye. . . . .               | 21,074  |
| Prepared milk . . . . .    | 21,596  |
| Medical supplies . . . . . | 3,400   |
| TOTAL. . . . .             | 428,449 |

In addition to the above, the American Relief Administration has for its own account and that of other agencies acting through it dispatched the following materials, of which the rice, fats, sugar, cocoa, etc., are special additions to the children's ration :

|   | Short Tons |
|---|------------|
| Wheat. . . . .                                    | 111,686    |
| Flour. . . . .                                    | 101,955    |
| Corn grits . . . . .                              | 29,559     |
| Rye. . . . .                                      | 4,200      |
| Rice. . . . .                                     | 15,763     |
| Beans and peas and special seeds . . . . .        | 9,295      |
| Prepared milk . . . . .                           | 33,515     |
| Sugar . . . . .                                   | 15,464     |
| Fats. . . . .                                     | 9,277      |
| Cocoa . . . . .                                   | 3,395      |
| Medical supplies. . . . .                         | 2,000      |
| Miscellaneous, clothing, bags, soap, etc. . . . . | 24,321     |
| TOTAL. . . . .                                    | 360,430    |

The total of the above materials handled by the Relief Administration may be summarized as follows :

|   | Short Tons |
|---|------------|
| Cereals for seed and food . . . . .               | 666,615    |
| Beans and peas and special seeds. . . . .         | 9,295      |
| Condensed and evaporated milk . . . . .           | 55,111     |
| Sugar. . . . .                                    | 15,464     |
| Fats. . . . .                                     | 9,277      |
| Cocoa . . . . .                                   | 3,395      |
| Medical supplies, clothing, and sundries. . . . . | 29,721     |
| TOTAL. . . . .                                    | 788,878    |

FINANCIAL RESOURCES OF THE AMERICAN RELIEF ADMINISTRATION

The estimated resources mobilized from all quarters by the American Relief Administration for distribution under its agreed control will comprise the following approximate sums up to the end of the present campaign. No appeal for public charity has been made by the Relief Administration, because it was considered that much larger financial measures were not only necessary to successfully meet the situation, but also that such appeal would greatly embarrass our home charities which have been much strained during the past winter by unemployment.

|  |               |
|--|---------------|
| General funds of American Relief Administration, food remittances, sundry donations . . . . .              | \$ 17,500,000 |
| Congressional authorization for food and seed (total available funds of U. S. Grain Corporation) . . . . . | 19,300,000    |
| Congressional authorization of war supplies, medical supplies. . . . .                                     | 4,000,000     |
| American Red Cross medical supplies. . . . .   | 3,600,000     |
| Jewish Joint Distribution Committee. . . . .   | 2,325,000     |
| Laura Spelman Memorial. . . . .  | 500,000       |
| Gold supplied by Soviet Government. . . . .  | 11,433,000    |
| National Lutheran Council. . . . .   | 300,000       |
| Menonite Central Committee. . . . .  | 200,000       |
| Volga Relief Society. . . . .  | 200,000       |
| Federal Council of Churches. . . . .   | 90,000        |
| International Committee Y.M.C.A . . . . .  | 50,000        |
| TOTAL . . . . .  | \$ 59,498,000 |

Under the stipulations of our agreement with the Russian authorities, they have furnished all internal transportation, warehouses, distribution and equipment at their own cost. Furthermore, the Relief Administration deducts a margin for the service of remitting food orders from persons in the United States to specific persons in Russia. The amount realized from this margin will apparently exceed the overhead of the Administration and becomes a substantial contribution to the children's relief. Therefore, no single cent of administration or distribution cost has been deducted from Congressional funds or donations through this organization.

In addition to the above amounts the Friends' Service Committee, as the result of public appeals, have purchased \$415,000 of supplies from the A. R. A. and have made some direct shipments to their own distribution agencies. Furthermore, the various communist committees in the United States have secured public charity for supplies sent directly to the Soviet authorities estimated by them at about \$500,000.

DISTRIBUTION

The A. R. A. administrative personnel at home and abroad comprise about 200 Americans, with about 80,000 Russians under their direction. They were conducting 15,700 kitchens and

distributing stations, feeding in round numbers about 3,250,000 children and 5,300,000 adults, a total of about 8,550,000 persons. This number will somewhat increase up to harvest. It is of course impossible to state the number of lives saved; it may be larger than the figures imply because, if it had been necessary to divide the native supplies amongst all those fed by the A. R. A., additional numbers would have been starved before harvest; theoretically, if ten persons have two months' food, all are likely to die in four months, whereas, if five are fed from the outside, all should survive.

The medical supplies have enabled the great typhus, typhoid, smallpox, and famine-fever epidemics to be kept under measurable control. Some millions of people have been inoculated for various diseases, and other sanitary measures put into force.

I am advised by our Russian staff that the Relief Administration is now reaching all accessible persons whose lives are in jeopardy and that the loss of life directly due to starvation ceased some time since, although most everyone in Russia is hungry. There was considerable loss of life early in the winter, which would have been much abated had the Russian railways been able to transport the large surplus of supplies which the American Relief Administration maintained in Russian ports.

The American Relief Administration supplies are sufficient to carry through until the harvest and have in hand a surplus which will be devoted to the further support of waif and destitute children after that date.

The other American organizations mentioned above as doing their own distribution are providing for approximately 100,000 persons. In addition to the American effort, our advices indicate that about 400,000 persons are being supported by the combined effort, of the other countries of Europe. The total contribution of all such countries amounts to about \$5,000,000 and the total supplies they have shipped to Russia have been about 45,000 tons.

#### PROSPECTS OF THE NEXT HARVEST IN RUSSIA

It is too early to give an accurate opinion as to the results of this August harvest. The Soviet authorities have announced that it will be ample for next year. It is certain that the famine region will produce three or four times the quantity of food it did last harvest, mostly due to the large shipments of seed mentioned above. It also appears that climatic conditions are more favourable to the harvest from the remaining area of Russia than they were last year. The degeneration of agriculture does not, however, promise much hope of surplus. Whatever the supply may be, it seems likely there will be sporadic hardship in some localities, due to the breakdown in distribution; extreme poverty will continue in the cities and the Jewish communities, and furthermore, one result of the shifting population and the ravages of famine has been a considerable body of waif and destitute children that will require time for re-absorption. The great famine is, however, under control and the situation promises much better after the harvest.

The possible extension of relief work after harvest requires more consideration before decision is reached; in any event, the considerable resources obtained by the Soviet authorities from the confiscation of church treasures specifically for relief purposes places them in a position to care for a large part of the destitute children. The American Relief Administration would, of course, endeavour to co-operate in a solution of the problem of children and others.

#### GENERAL

I cannot fail to refer to the obligation we hold to the two hundred of our citizens who have been engaged in the conduct of these operations, all of them at a personal sacrifice or danger and most of them under great hardship. Many of our staff have suffered from typhus, of which Mr. Blandy died; four or five have been retired from physical collapse. Rather than to attempt



to recount their individual services, I transmit to you the list of the entire personnel. Their task has been difficult beyond description in a country of degenerate transport; with government, economic, and social life just emerging from chaos.

I believe this effort has stemmed one of the greatest catastrophes that has followed the war. There is a deep feeling of gratitude in the minds of the Russian people, and the result will, I am sure, be of lasting satisfaction to the American people. Without it, certainly many millions of people would have died from starvation; millions more would have perished from the disorder and disease that would have followed.

I wish to express our appreciation of the energetic efforts of the Shipping Board in the movement of supplies, to the Navy for the detail of destroyers, and to their officers for assistance in handling port problems in Russia, to the Army for personnel and aid in supplies. The co-operation of other American associations mentioned above has contributed substantially, and a great measure of co-operation has been obtained from Russian officials.

I wish to add that this achievement would not have been possible without your unwavering support.

Yours faithfully,

HERBERT HOOVER,

*Chairman, American Relief Administration.*

## ANNEX IV

### Work accomplished by the International Committee of the Russian Relief Funds, under the superintendence of Dr. Nansen, from September 1921 to September 1922.

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Geneva, October 1922.

On August 15th, 1921, the various Governments, Red Cross Societies, and important philanthropic organisations, having been invited by the International Red Cross to meet in Geneva to discuss the terrible problem of the Russian famine and the means for repairing this disaster, decided to send relief to the famine-stricken, provided that the Soviet Authorities guaranteed a free passage for foodstuffs across Russia and granted foreign delegates the right of freedom from restriction in supervising the distribution of relief. Dr. Nansen was appointed High Commissioner and proceeded to Russia immediately. On August 27th, he concluded with M. Chicherin, People's Commissary for Foreign Affairs, an agreement which secured to the organisation's members of the International Committee of the Russian Relief Funds, all the guarantees and privileges asked for.

As early as September, the first consignment of foodstuffs was despatched to the famine area. One after another, a certain number of Governments and the majority of national Red Cross Societies and European philanthropic organisations entered the humanitarian crusade which had been placed under the superintendence of Dr. Nansen.

More than 150 foreign delegates were sent to organise and supervise the distribution of relief. They had to struggle against great material difficulties and to work in districts ravaged by epidemics. Five of them died, victims of their self-sacrificing devotion.

The Soviet Authorities took part in the work of the International Committee of the Russian Relief Funds by transporting the foodstuffs and equipment of relief expeditions in sealed wagons, granting free postal and telegraphic facilities and supplying accommodation, depots and the subordinate Russian staff required.

In one year more than 90,700 tons of foodstuffs were distributed among the famine-stricken by the organisations affiliated to the International Committee of the Russian Relief Funds or by Dr. Nansen himself, thanks to gifts totalling 3,196,041.80 Swiss francs sent to the High Commissioner direct.

The total funds appropriated by the International Committee of the Russian Relief Funds in its fight against the famine exceeds 42,000,000 Swiss francs.

Moreover, in view of the extreme gravity of the situation, cereals to a value of 2,575,000 Swiss francs were purchased out of Russian funds by Dr. Nansen's agents in two countries, members of the International Committee of the Russian Relief Funds (Poland and Roumania) and distributed among the famine sufferers by the European delegates in agreement with the Soviet plenipotentiary representative attached to the foreign relief organisations.

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(1) In other parts of this report, it will be noted that the International Committee of the Russian Relief Funds is designated "International Russian Relief Commission" or I. R. R. C.

The funds provided by international efforts made it possible for the number of persons receiving relief gradually to be increased from 500,000 in March to 1,051,000 in June, and in August to 1,637,000, as is shown in the following table :

*Number of Famine Sufferers receiving Food from the International Committee of the Russian Relief Funds on August 15th, 1922.*

|  | Children       | Adults         | Total            |
|--|----------------|----------------|------------------|
| International "Save the Children" Fund, Saratov (1) . . . . .                                  | 305,000        | —              | 305,000          |
| British committees, Nansen and Russian funds, Saratov . . . . .                                | —              | 375,000        | 375,000          |
| German Red Cross, Saratov . . . . .  | 2,000          | 1,000          | 3,000            |
| University Mutual Assistance Association, Saratov . . . . .                                    | —              | 2,000          | 2,000            |
| Quakers, Buzuluk (with the assistance of Norwegian, Dutch, Nansen and Russian funds) . . . . . | 112,000        | 180,000        | 292,000          |
| Quakers, Kustania . . . . .  | 20,000         | 68,684         | 88,684           |
| Swedish Red Cross, Samara . . . . .  | 23,650         | 44,700         | 68,350           |
| Dutch Red Cross and Committees, Samara . . . . .   | 10,100         | 19,200         | 29,300           |
| Czechoslovak Government's Committee, Samara . . . . .  | 6,000          | 9,400          | 15,400           |
| Norwegian Red Cross and Committees, Samara . . . . .   | 2,200          | 11,600         | 13,800           |
| Nansen Fund, Samara . . . . .  | 4,000          | 21,600         | 25,600           |
| Swiss Red Cross and "Save the Children" Fund Committee, Tsaritsyn and Sarepta . . . . .        | 23,400         | —              | 23,400           |
| Czechoslovak Committee and Nansen Fund, Chelyabinsk . . . . .                                  | —              | 5,060          | 5,060            |
| Danish Red Cross, Simbirsk . . . . .   | 15,000         | —              | 15,000           |
| International "Save the Children" Fund, Moscow . . . . .                                       | 1,544          | 5,000          | 6,544            |
| Estonian Red Cross, Moscow . . . . .   | 100            | 255            | 355              |
| German Red Cross, Minsk . . . . .  | —              | 2,300          | 2,300            |
| Nansen Refuge Relief Fund, Novorissiisk . . . . .  | 1,000          | 500            | 1,500            |
| Nansen, Spanish and Norwegian Funds, Ukraine . . . . .   | 80,000         | 53,000         | 133,000          |
| Nansen Fund in collaboration with the Ukrainian Red Cross, Ukraine . . . . .                   | 31,675         | 25,192         | 56,667           |
| Czechoslovak Mission in the Ukraine and Crimea . . . . .                                       | —              | 16,331         | 16,331           |
| International "Save the Children" Fund, Ukraine . . . . .                                      | 10,300         | —              | 10,300           |
| German Red Cross, Ukraine . . . . .  | 3,000          | 2,000          | 5,000            |
| Swedish Red Cross, Gammalsvensky . . . . .   | —              | 3,500          | 3,500            |
| Nansen Refugee Relief, Kremenchug . . . . .  | 600            | 400            | 1,000            |
| Italian Red Cross and "Save the Children" Fund Committee, Tsaritsyn . . . . .                  | 42,851         | 28,074         | 70,925           |
| Baptists, Melitopol . . . . .  | —              | 6,100          | 6,100            |
| Nansen Fund, Crimea . . . . .  | 20,000         | 12,000         | 32,000           |
| Mennonites, Simferopol . . . . .   | 20,000         | 10,000         | 30,000           |
|  | <u>734,420</u> | <u>902,896</u> | <u>1,637,316</u> |

At the present time the University Mutual Assistance Association is feeding 10,000 students in Russian and Ukrainian universities.

Dr. Nansen's special fund for intellectual workers is supporting 2,000 professors by means of parcels of foodstuffs.

The Swiss "Save the Children" Fund has, moreover, received foodstuffs from Dr. Nansen which will enable it to feed 25,000 adults in the Kalmyk district, where the Swiss organisation is undertaking to support 25,000 children at its own expense.

In addition, the High Commissioner has forwarded to Russia 1,200 tons of seed on behalf of the Jewish Colonisation Association, and, following the example of the A. R. A., has bought, with Russian funds, more than 80,000 tons of seed, which have been handed over to the Commissariat of Agriculture.

(1) The relief work among children in Saratov is maintained by the funds of the British "Save the Children" Fund (£484,000) and by £60,000 collected by the International "Save the Children" Fund in various countries.

The 91,700 tons of goods despatched include over 100 tons of medical requisites, medicines, vaccines, etc., sent by the British, Danish, Swiss, Swedish and Czechoslovak Red Cross Societies and a consignment specially presented to Dr. Nansen by the International Federation of Trades Unions. The fight against epidemics has been organised under the supervision of the representative of the Anti-epidemic Section of the League of Nations.

The International Federation of Trade Unions, which is in frequent communication with the International Committee of the Russian Relief Funds, without, however, being officially represented, has also sent relief to the value of 3,000,000 Swiss francs, particularly to the Chuvash district. The goods sent by it are not included in the above statistics.

The great Near East Relief organisation, which carried out extremely urgent work in Georgia and Armenia, and the group of British organisations, of which the most important is the Lord Mayor of London's Fund, are members of the International Committee of Russian Relief Funds. A detailed account of the work accomplished by these organisations has been published by Dr. Nansen's Secretariat.

The International Committee of the Russian Relief Funds, in which all the above organisations were grouped, was dissolved on September 19th and replaced by a simple conference of the various Russian Relief associations. Dr. Nansen, however, is proceeding with his work in Russia and is continuing to place his technical services at the disposal of those relief associations which require their assistance. In spite of the immense requirements, it is nevertheless probable that several organisations will be forced, through lack of funds, to suspend their activities next winter.

#### *Standard Parcels of Foodstuffs and Despatch of Clothing.*

In response to numerous requests to the International Red Cross Committee, and to Dr. Nansen, asking them to obtain facilities for the despatch of foodstuffs to persons resident in Russia, a service for forwarding standard parcels has been organised.

The parcels, which cost 2 1/2 dollars, contain 15 lbs. of flour, 2 tins of condensed milk (sweetened), 2 lbs. of animal or vegetable fat, 2 lbs. of sugar, 2 lbs. of rice and 200 grammes of tea.

Since it began its work, the service of the International Committee of the Russian Relief Funds and of Dr. Nansen's Commission for forwarding parcels of foodstuffs has received over 70,000 orders.

In order to avoid the delays in the carrying out of orders, occasioned by transport difficulties last year, considerable reserves of parcels have been formed in the distribution centres at Moscow, Petrograd, Minsk, Chelyabinsk, Samara, Saratov, Novorossiisk, Kharkov, Kiev, Odessa and Kazan.

New centres have recently been established at Rostov-on-Don, at Sevastopol and at Tiflis.

More than 100,000 parcels have been despatched to Russia. Wagon-loads of parcels are sent off every week from Moscow to the above towns, where distribution proceeds without intermission.

The reports of the delegates of the Relief associations show that, although the general situation has improved as a result of this year's harvest, Russia will be far from possessing her requirements in foodstuffs until next year. Distress will continue to be especially acute in the towns. The intellectual classes in particular need assistance from abroad.

Thousands of receipts signed by recipients in all parts of Russia are received at Geneva and forwarded to the senders. They are accompanied by expressions of deep gratitude on the part of those whom these foodstuffs have saved from death.

A service for forwarding packages of clothing has recently been established, and the same technical organisation is utilised for this purpose.

Dr. Nansen has addressed an appeal to universities and learned societies on behalf of the

Russian intellectual classes. The greater number of universities in Russia and the Ukraine are one after another being "adopted" by foreign seats of learning, which send them foodstuffs regularly through the parcels service.

A similar appeal has just been made to the Trades Union organisations on behalf of famine stricken railwaymen and post, telegraph and telephone employees in the Southern Ukraine and in the Volga district.

*Prospects for Next Winter.*

Although the harvest in Russia and the Federated Republics has, on the whole, been better than last year, the situation in the famine areas is still very serious. According to statistics sent on September 13th to Dr. Nansen's representative, by M. Lander, plenipotentiary delegate of the Soviet authorities to the foreign relief organisations, the deficit of the harvest in the famine-stricken provinces of Russia (excluding the Ukraine and Siberia) reaches 66,455,000 poods, or over 1,000,000 tons (1).

In the Astrakhan Government, where the situation is worst, there only remain, after deducting seed-corn from the harvest, 2.3 poods (36.8 kilos) of cereals per head of rural population. If it is calculated that the urban population must be fed from the harvest in the Astrakhan Province there only remain 1.4 poods (22.4 kilos) per head for the whole year.

In the Ukraine the harvest was fair in certain Provinces but very bad in others. The representative of the Epidemic Commission of the League of Nations telegraphs that the outbreak of famine and epidemics in the provinces of Zaporozhye, Nikolaev and Odessa is extremely severe. The authorities possess no foodstuffs and cannot even supply their own hospitals.

The Kherson district possesses only enough food to last until October and is doomed unless help is forthcoming. Other districts will be able to hold out longer, but by the middle of November the famishing, who already number more than one million, will be nearly two millions.

Medical assistance is absolutely necessary. The doctors are fighting desperately, but are in need of medicines and foodstuffs, and their salaries are only paid after immense delay.

Children's clothing is entirely lacking.

Unless judicious and general assistance is forthcoming, epidemics will break out everywhere and it will be impossible to keep them under control. Emigration would be the inevitable result; and the death-rate would become enormous among a population whose capacity for resistance has been considerably reduced by famine.

Similar reports have been sent to Dr. Nansen by all his delegates in the Southern Ukraine and the Crimea.

The news received from last year's famine districts in Russia is also very serious.

It will certainly be impossible for the Russian Provinces which are not famine-stricken to make good the deficiency in the Volga district by their own efforts. Previous statements forecasting considerable exports of cereals were based on harvest estimates in June and July, which have since been found to be far too optimistic.

In addition to foodstuffs, it will be necessary to supply the Russian and Ukrainian peasants with implements which they urgently require and with tractors to replace livestock, which has been terribly depleted.

The winter will certainly be a difficult one in the non-famine-stricken districts of Russia, where the service for forwarding packages of clothing and parcels of foodstuffs is continuing its valuable work.

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(1) See Chapter IV.

## ANNEX V

### The Report of M. Ivanov, President of the Ukrainian Red Cross, on Famine Relief in the Ukraine (1).

When considering the causes, extent and consequence of the famine, that terrible scourge which has for more than a year afflicted millions of the inhabitants of Russia and the Ukraine, it is essential in the first place to glance at its economic consequences.

*Agriculture.* — As is well known, agriculture is of paramount importance in the Ukraine, the climate and soil being extremely favourable for agriculture of all kinds. If the population of the Ukraine is considered from the point of view of the urban and rural population, it will be found that, out of 25,451,300 inhabitants registered under the 1920 census, 20,891,700 were inhabitants of rural areas, the towns containing only 4,539,600, or about 20 % of the total population (2). Moreover, a large proportion of the urban population, especially in the small towns, is employed in agriculture and market-gardening, so that about 85 % of the total population may be said to be engaged in agriculture.

The area of the Ukraine, within its present borders, is 41,539,000 desyatins; before the war 26,585,000 desyatins, or 64 %, belonged to the peasants, and 14,954,000, or 36 %, to the great landed proprietors. Taking the statistics of 1916 as an average, we find that the area under cultivation usually amounted to 20 million desyatins and the harvest to 1,000 million poods of grain and more than 200 million poods of potatoes. The population of the Ukraine consumed annually, for its own food supply, for forage and for seed, nearly 600 million poods of grain. The balance, nearly 400 million poods, was generally exported, partly to the provinces of Northern Russia, but principally abroad. The shipments were made through Black Sea ports, and formed an important contribution to the world's trade.

Although climatic conditions and the quality of the soil are exceptionally favourable, the technical development of agriculture in the Ukraine is very backward, especially among the small landowners. For this reason the crops generally depend on the vagaries of the climate.

The southern and south-eastern parts of the Ukraine are peculiarly liable to be affected by bad weather, as they consist of Steppes, scantily wooded and insufficiently supplied with water. In this part of the Ukraine sowings and crops depend entirely on the rainfall, irrigation being practically unknown or only employed in the case of a small number of estates.

The general agricultural situation in the Ukraine in 1921 was somewhat below the average. This was the natural result of the world war, and more particularly of the two years of civil warfare which was carried on with great violence in the southern part of the Ukraine. The

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(1) Presented to the International Conference of Famine Relief Commissions at Berlin, July 1922.

(2) In the results of the Russian Census for 1920, published in the *Statistical Annual for 1928-1920*, the population of the Ukraine is given as 26,001,802; 20,837,974 are given as rural and 5,163,828 as urban population. It is possible that the Ukraine Soviet Government has made an independent census more recently and that M. Ivanov is using these later figures.

troops of Denikin, Petliura, Makhno, Wrangel and others caused the gravest damage to agriculture. All that the population possessed in grain and other produce was taken from them; cattle, beasts of burden and draught animals were requisitioned for the requirements of the "White" armies, etc.

Comparing the area sown in the Ukraine in 1921 with that in 1916, we find a reduction of about 15 %; only 16,419,000 desyatins were sown in 1921, instead of 19,264,500 as in 1916.

Moreover, the year 1921 was climatically most disastrous for agriculture, particularly in the districts of the Steppes in the south-east. The drought was abnormal, with an almost entire absence of rain. As early as the autumn of 1920 the rainfall was practically nil, and the early cold prevented the soil from being adequately moistened. This exceptional drought continued throughout the spring of 1921; up to the month of May only 19.7 mm. of rain fell, whereas the normal average for these districts is 47.1 mm.; the average temperature was 20 degrees, whilst normally it does not exceed 15 degrees; for these reasons the soil was completely parched, and all plants were literally burnt up. This abnormal drought, which had not been equalled for more than eighty years, caused a dearth in five of the provinces of the Ukraine, those of Odessa, Donets, Ekaterinoslav, Zaporozhye and Nikolaev. Comparing the average yield per desyatin and the total crop in 1921 with the average figures for the last ten pre-war years (1905-1914), we find that the harvest of 1921 was about one-third of the normal harvest, as will be seen from the following table :

| PROVINCES                    | 1921 CROP    | TOTAL CROP            |           | PROPORTION<br>of 1921 crop<br>as compared with<br>the normal<br>average |
|------------------------------|--------------|-----------------------|-----------|---|
|                              | per desyatin | in thousands of poods |           |   |
|                              | (in poods)   | normal                | 1921      |   |
| Chernigov . . . . .          | 48.8         | 36,893.4              | 44,749.3  | 121 %   |
| Volhynia . . . . .           | 48.0         | 47,359.9              | 31,231.7  | 66  |
| Poltava . . . . .            | 28.7         | 96,080.2              | 51,569.9  | 55  |
| Podolia . . . . .            | 40.9         | 81,619.3              | 37,433.3  | 46  |
| Kiev . . . . .               | 35.9         | 120,765.2             | 49,859.9  | 41  |
| Kremenchug . . . . .         | 26.1         | 65,576.1              | 24,466.4  | 37  |
| Kharkov . . . . .            | 20.0         | 67,841.8              | 20,220.1  | 30  |
| Odessa . . . . .             | 7.6          | 75,462.7              | 12,447.1  | 17  |
| Donets . . . . .             | 9.2          | 104,864.0             | 12,934.1  | 12  |
| Ekaterinoslav . . . . .      | 3.7          | 94,963.2              | 4,809.5   | 5   |
| Zaporozhye . . . . .         | 3.3          | 100,555.4             | 5,118.1   | 5   |
| Nikolaev . . . . .           | 2.9          | 93,674.5              | 3,655.7   | 4   |
| TOTAL FOR THE WHOLE UKRAINE. | 20.2         | 985,655.7             | 298,495.1 | 30 %  |

These figures show that, whilst the crops in the seven northern governments which were least affected were almost normal or very little below the average, the southern provinces suffered from such a severe shortage that the crops did not yield even the quantity used for seeding purposes. It is, therefore, not surprising that the majority of the inhabitants began to suffer from the famine from the very beginning of the autumn.

The relatively favourable situation in the north of the Ukraine gave rise to the hope that the scarcity in the south could be remedied. The terrible news from the Volga districts, describing the hardships of the starving population, prompted a desire on the part of the Ukraine Government and population to go to the assistance of their suffering fellow-countrymen in Russia and led to the despatch of grain from the Ukraine to the Volga; but at the end of the autumn, from November 1921 onward, news from the Ukraine districts affected by the shortage became more and more disquieting, and the relief of the population of the southern provinces began to be discussed.

As early as December 1921, the official statistics registered 1,158,996 starving in the five provinces affected by the shortage, and this figure continued to increase. Thus in January 1922 it was 1,895,000, in February 2,943,095, in March 3,248,491, and the most recent statistics

give the number of starving on August 1st as 3,664,902. The total population in the famine provinces being 9,699,300, it will be seen that the number of starving in January 1922 was 20 %, 31 % in February, 34.2 % in March, 38.7 % in April, and that the average from May to August amounted to 40 %. Excluding from this figure children below 15 years of age, the number of starving children would be 1,894,000, *i.e.* 48 % of the total starving population. The large number of starving children is due to special circumstances, such as the large number of orphans and of children in the Ukraine without homes or shelter. The activities of the White armies in the south of the Ukraine and the incursions of Petliura's forces in the western provinces, accompanied by pogroms involving the loss of the lives of thousands of adult Jews, considerably increased the number of orphans. The shooting of immense numbers of workmen in the South, especially in the Donets coal basin by the armies of Denikin, further increased their number. It should be noted that, in addition to the starving Ukrainian children, the Government of the Ukrainian Republic undertook to provide for 20,000 starving children from the Volga; in actual fact 29,142 children were provided for.

The deplorable situation of the population in the southern Ukraine was rendered even more wretched by the spread of various epidemics. The rapid spread of infectious diseases in the Ukraine was due not only to famine, but also in a considerable degree to the consequences of civil war and blockade. The lack of medicaments, equipment and hospital appliances, and a well-trained staff, made the campaign against epidemics an exceedingly difficult one. The course of the epidemics raging in the Ukraine will be seen from the table appended, which has been drawn up according to the latest data supplied by the Public Health Commissariat.

As has been stated already, it was not believed, immediately after the harvest of 1921, that the famine would attain the terrible dimensions it has assumed, and therefore the organisation of the campaign against famine was rather delayed. The organisation of famine relief only began towards the end of 1921, first by the Government, then by the workers and social organisations, and at the beginning of 1922, treaties were concluded with foreign relief organisations : Dr. Nansen's Commission, the A. R. A., the Czecho-Slovak Mission, the Dutch and American Society of Mennonites, and the German Red Cross. Government relief consisted in the despatch to the starving provinces of cereals harvested in the more fortunate provinces, in sums deducted from the salaries and wages of employees and workers occupied in the service of the State, and in the organisation of the exchange of merchandise for corn and foodstuffs. In this way it was possible to supply 574,000 poods of corn to the provinces in the south (up to August 1st); 2,102,000 poods were delivered free of charge by the donors and 325,000 poods were obtained in exchange for various kinds of merchandise.

The sum of 2,513 million roubles, realised from the sums deducted from salaries, from special taxes and from the sale of church property, was provided. The Ukrainian workers rendered most effective assistance to the starving population. Their compulsory contribution amounted to 303,929 poods of corn (up to May 1st). Moreover, the workers in the Donets coal basin, by working on Sundays, were able to extract 2,850,039 poods of pit coal, which were exchanged for foodstuffs to be despatched to the starving districts. In addition, the workers' syndicates feed nearly 100,000 starving children at their expense.

The food-stuffs destined for the starving population are distributed in special refectories, of which there are 1,207 in the afflicted areas. The organisation and working of these refectories were entrusted to the Ukrainian Red Cross.

Although the number of the starving fed by Ukrainian and foreign organisations continued to increase, it was impossible to assist everybody. According to the returns of May 1st, a total of 1,383,000, of whom 783,000 were adults and 645,000 were children, were being fed. The most recent statistics record 523,824 persons fed by Ukrainian government and social organisations, and 1,298,658 by foreign organisations, *i.e.* 1,822,482 persons, about half the number of the starving population. Among the foreign organisations sending regular relief we must quote : the A. R. A., which at the present moment is feeding 1,132,666 persons; Dr. Nansen's Commission, which is feeding 101,636 persons, the American Mennonites (43,556 persons); the Dutch Mennon-

ites (21,000 persons). Besides the organisations just quoted, which, as has been said, are sending regular relief, others also are collaborating in this work : the Czechoslovakian Mission for Famine Relief, the Jewish Social Committee, the German Red Cross, which supplies chiefly medical and sanitary aid, and the emigrant workers' syndicates in America, which have collected 25,000 dollars, with which 30 wagons of corn, ten wagons of flour and three wagons of medicaments were bought and sent to the Ukraine.

Besides its work in the refectories, the Ukrainian Red Cross has carried on an untiring campaign against the epidemics, as far as has been possible with its limited resources in money, medicaments and sanitary material, as well as in medical staff. As a result of this campaign, a marked decrease in the number of cholera cases during the last few months may be recorded. The difficulties of the medical work of the Red Cross may be appreciated if we take into account the fact that on May 1st the Red Cross had only 5,436 beds at its disposal in the epidemic hospitals, whereas the number of cases was 615,810. The organisations of Dr. Nansen, the A. R. A., and the International Red Cross have been of invaluable assistance in this campaign.

We have already seen that towards harvest time in 1922, the number of starving persons in the various provinces which had suffered from the famine of 1921 amounted to about 40 % of the total population of these districts. The state of this year's harvest in the Ukraine justified the hope that it would be possible appreciably to improve the situation of the population of the regions which suffered in the previous year. But a careful survey of the agricultural conditions in these provinces will show that we must not expect any marked improvement.

The reduction in the area sown in the Ukraine in 1920-1921, which reached 15 % of the normal average, took place mainly in the southern provinces. Whereas the area sown actually increased in several northern provinces, e.g. Chernigov and Poltava, and only very slightly decreased in others, the decrease in the southern provinces, with the exception of Odessa, was as follows :

|                        |           |           |                  |           |            |
|------------------------|-----------|-----------|------------------|-----------|------------|
| Donets. . . . .        | 1,579,400 | desyatins | as compared with | 2,400,600 | desyatins. |
| Ekaterinoslav. . . . . | 1,484,000 | —         | —                | 1,758,200 | —          |
| Zaporozhye . . . . .   | 1,663,000 | —         | —                | 1,966,000 | —          |
| Nikolaev. . . . .      | 1,366,000 | —         | —                | 1,973,100 | —          |

The decrease in the area sown is in close relation to the decrease in cattle, beasts of burden and draught animals, especially horses, which show a decrease of 463,900, as against 4,890,900 in 1916; there were only 3,626,000 at the beginning of 1921. The same shortage must be recorded in respect of agricultural implements. From 1917 on, the Ukraine practically ceased to obtain supplies of machinery and equipment; frontiers being closed and reserve stocks exhausted, most factories engaged in the manufacture of implements closed down, and the implements and machines in use, which it has not been possible to renew since 1914, have become worn out and useless.

The shortage of 1921 dealt a very severe blow at the already shaken rural economy. Losses in cattle increased to an alarming extent, the peasants bartered their last remaining tools for bread, and a large number of small enterprises were ruined. All this led to a fresh decrease in the area sown in 1921-1922, an enormous decrease of about 3,000,000 desyatins, some 2,000,000 of which are in the provinces suffering from the shortage of 1921.

Comparing the present quantity of livestock in the five governments referred to, with that of 1916, we have the following table :

|                  |         |                     |
|------------------|---------|---------------------|
| Horses. . . . .  | 47 %    | of the 1916 figure. |
| Cattle . . . . . | 43.25 % | —                   |
| Sheep . . . . .  | 46.25 % | —                   |
| Pigs. . . . .    | 18.25 % | —                   |

The number of horses, including colts, has decreased by 52.8 %, but as the latter are now more numerous than the full-grown animals, only about one-third of the number of horses available in 1916 for agricultural work are left.

The crop estimate for this year is about 627,000,000 poods, which, if evenly distributed, would be sufficient for the needs of the whole population.

Nature, however, has distributed this harvest most unequally. The crops have been particularly good in the governments that were not affected by last year's scarcity, whereas heavy crops cannot be expected in the affected governments, owing to the smaller area sown. If a surplus be forthcoming at all, it can only be on comparatively large estates of more than four desyatins; of the total number of the estates in the southern governments, scarcely more than one-third are of that size. Two-thirds will, therefore, have no surplus, and it must even be expected that half of those two-thirds will have exhausted their resources towards the end of the year, and will need to be helped over into the following year.

The danger of a fresh famine is, therefore, more threatening than before. The results of the famine may be even more serious this year than last; the population, being in the last stage of exhaustion, will not now have the strength needed to carry on the fight against the evils threatening it.

For this reason the Central Famine Relief Committee of the Pan-Ukrainian Executive Council has resolved not to relax its efforts, but to direct them into another channel by making the restoration of rural economy its principal aim.

From the above facts it will be seen that the campaign against famine must be conducted this year in two directions :

- (a) Relief for the starving population;
- (b) Work for the purpose of reconstructing agriculture.

Direct relief of the starving population should take the form, as heretofore, of the maintenance of relief centres, children's homes, refuges and hospitals, etc. Great efforts must be made, in particular, to help orphans and homeless children, the number of whom, as has already been said, is extremely high in the Ukraine, and whose situation would not be benefited directly by an improvement in agriculture.

The second branch of relief work—the reconstruction of agriculture—will be much more extensive and much more difficult. Everything possible must be done to bring the area under cultivation up to the normal average. In order to do so, it will be indispensable to have not only the grain necessary for sowing, but also the implements and cattle necessary to improve the technical system and methods of work, etc.

According to the figures of the Agricultural Commission, the Ukraine needs 900,000 head of cattle, which, at pre-war prices, would represent a sum of 54 million gold roubles; and her wants in machinery and implements, estimated at pre-war prices, would amount to 300 million gold roubles. The improvement of the technical side of agriculture and of cultivation, etc., would also need a large outlay.

Ukraine agriculture, even though left to its own resources, would undoubtedly succeed in extricating itself from the plight to which it is at present reduced, but that would take too long. Thus, it would be ten or twelve years before the number of cattle increased to the normal figures if no outside help were forthcoming. The supply of implements and machines would involve an even greater period of time.

For this reason the improvement and reconstruction of agriculture in the Ukraine, which is of such great importance for the whole world, as well as the re-establishment of rural industry in its various branches, such as the sugar industry, tobacco cultivation, the manufacture of refined alcohol, etc., could not be accomplished without help from abroad. This help might consist of credits to be opened for the great companies already existing, such as the "Selo-Technique", which provides machines and implements for the rural population on easy terms, or the "Selo-Pomoshch", which advances loans on land. Besides these companies, credits would have to be opened for co-operative companies, as well as for various groups of the population. The formation of companies for the cultivation of large areas of land on the concession system will also undoubtedly have to take a large part in the reconstruction of agriculture in the Ukraine. These undertakings would be carried on with improved machinery and would become, so to

speak, model farms. From this point of view, the Soviet Government of the Ukraine places great hopes in the organisation of syndicates of the native Russian and Ukrainian workmen, to which would be allotted large tracts of land on the concession system.

In view of the imminent danger, not only to the Ukraine but to all the rest of Europe, presented by the epidemics raging in the Ukraine—a danger which Dr. Nansen's Commission has not omitted to mention on many occasions—a serious effort must be made to combat these epidemics. Improvement of the medical and sanitary arrangements and the despatch of medical staff will not be sufficient; it will be necessary also, and above all, to improve the general sanitary situation of the Ukraine. For this reason it would be necessary to arrange for assistance to be given on a large scale to the Ukrainian Red Cross by the opening of the credits essential for the immediate purchase of the material which it needs for its work.

*Number of case of Epidemic Diseases registered by the Ukraine Public Health Commission from January 1st to June 1st, 1922.*

| DISEASE                      | 1922    | 1921    |
|------------------------------|---------|---------|
| Typhoid Fever . . . . .      | 56,873  | 80,166  |
| Exanthematic Fever . . . . . | 229,828 | 125,929 |
| Relapsing Fever. . . . .     | 226,475 | 194,922 |
| Fever (General). . . . .     | 37,519  | 13,227  |
| Dysentery . . . . .          | 14,547  | 7,579   |
| Measles. . . . .             | 17,393  | 29,847  |
| Scarlatina . . . . .         | 7,775   | 21,457  |
| Diphtheria . . . . .         | 4,981   | 10,390  |
| Small-pox. . . . .           | 6,901   | 30,175  |
| Mumps. . . . .               | 3,842   | 2,868   |
| Whooping-cough . . . . .     | 2,475   | 3,665   |
| Glanders (Siberian). . . . . | 305     | 249     |
| Scorbutic . . . . .          | 6,896   | 3,489   |
|                              | 615,810 | 523,963 |

10,042 centres of cholera infection have been registered; the number of people infected up to July 1st, 1922, was 36,125.

## ANNEX VI

## Statistics of Industrial Production.

In order to render the picture of the present condition of Russia more complete, the following tables, showing the production of some of the more important minerals, textiles and manufactured goods, are given.

The figures in these tables are taken from the Soviet sources quoted in the footnotes. Considerable discrepancies exist between the data derived from the various Soviet sources and even between, in some cases, the total figures and the items of which these totals are composed.

The figures are reproduced here as published, without any attempt to regulate these discrepancies.

## I. — Coal Industry.

## I. Production of Coal (\*).

(In millions of poods.)

| YEAR AND MONTH        | DONETZ | URAL | MOSCOW | CAUCASUS | TURKESTAN | WESTERN SIBERIA | EASTERN SIBERIA | TOTAL   |
|-----------------------|--------|------|--------|----------|-----------|-----------------|-----------------|---------|
| 1894 . . . . .        | 295    | 14   | 11     | (2)      | (2)       | (2)             | (2)             | 331     |
| 1904 . . . . .        | 798    | 31   | 13     | (2)      | (2)       | (2)             | (2)             | 909     |
| 1913 . . . . .        | 1,543  | 73   | 18     | 4        | 8         | 53              | 70              | 1,744   |
| 1914 . . . . .        | 1,684  | 84   | 18     | 4        | 8.4       | 60              | 88.4            | 1,917.9 |
| 1915 . . . . .        | 1,626  | 78   | 28     | 3.5      | 10        | 78              | 92              | 1,887.5 |
| 1916 . . . . .        | 1,743  | 92   | 42     | 4        | 11        | 82              | 83              | 2,060.0 |
| 1917 . . . . .        | 1,510  | 98   | 43     | 3.4      | 10        | 80              | 76              | 1,824.4 |
| 1918 . . . . .        | 541    | 48   | 23.4   | —        | 8         | 58              | 58              | 730.3   |
| 1919 . . . . .        | 338    | 42   | 24     | —        | 11        | 53              | 33              | 511     |
| 1920 . . . . .        | 273    | 57   | 38     | —        | 9         | 56              | 30              | 446     |
| 1921 . . . . .        | 330    | 62   | 43     | (2)      | 7         | 49              | 30              | 515     |
| 1922                  |        |      |        |          |           |                 |                 |         |
| January . . . . .     | 42.3   | 4.5  | 4.5    | (1)      | (1)       | 8.2             | (1)             | 61.6    |
| February . . . . .    | 43.2   | 5.4  | 5.2    | (2)      | (2)       | 7.8             | (2)             | 63.1    |
| March . . . . .       | 40.7   | —    | 6.6    | (2)      | (2)       | —               | (2)             | 60.8    |
| April . . . . .       | 27     | —    | 1.1    | (2)      | (2)       | —               | (2)             | 37.9    |
| May . . . . .         | 30.4   | 5.7  | 1.4    | (2)      | (2)       | 7.1             | (2)             | 44.6    |
| June . . . . .        | 31.4   | 5.4  | 1.9    | (2)      | (2)       | 6.4             | (2)             | 44.9    |
| First 6 months, 1922. | 215.0  |      | 20.7   |          |           |                 |                 | 312.9   |

(1) The total output in the Caucasus, including Turkestan, and in Eastern Siberia taken together was 1.4 million poods in January and 1.3 million poods in February.

(2) No statistics.

(\*) For the data given for the period 1894-1917 see *Statistical Annual of the Russian Industrial Union*, St. Petersburg, 1912, and the *Financial Bulletin*, official organ of the Ministry of Finance.

For the data given for the period 1918-1921, see *Statistical Annual*, 1918-1920, Moscow, 1921.

For the data given for the year 1922, see *Ekonomicheskaya Zhizn* for the year 1922.

2. *Production of Coke and Briquettes (1).*

(In thousands of poods.)

| Year  | Coke  | Briquettes |
|-------|-------|------------|
| 1913. | 270.9 | —          |
| 1914. | 277.9 | 20.4       |
| 1915. | 254.8 | 23.8       |
| 1916. | 269.4 | 18.3       |
| 1917. | 227.3 | 9.4        |
| 1918. | 43    | 0.97       |
| 1919. | 3     | .          |
| 1920. | 1.5   | 0.5        |

3. *Number of Workmen and Output per man in the Donetz Basin (1)*

| Year and month | Average number of workmen | Average output per workman (tr. poods) |
|----------------|---------------------------|--|
| 1913.          | 170,000                   | 763                                    |
| 1917.          | 270,000                   | 848                                    |
| 1918.          | 145,000                   | 370                                    |
| 1920.          | 115,000                   | 200                                    |
| 1921 January.  | 131,500                   | 177                                    |
| — March.       | 135,700                   | 241                                    |
| — June.        | 128,600                   | 237                                    |
| — September.   | 82,400                    | 215                                    |
| — October.     | 97,163                    | 369                                    |
| — November.    | 106,018                   | 415                                    |
| — December.    | 114,166                   | 465                                    |
| 1922 January.  | 129,500                   | 327                                    |
| — February.    | 118,600                   | 365                                    |
| — March.       | 88,500                    | 452                                    |
| — April.       | 78,500                    | 343                                    |
| — May.         | 81,600                    | 375                                    |
| — June.        | 82,900                    | 382                                    |

II. — **Naphtha Industry.**

1. *Production of Naphtha (1).*

(In thousands of poods.)

| Year  | Baku  | Grozny | Other regions | Total |
|-------|-------|--------|---------------|-------|
| 1891. | 275   | —      | —             | 275   |
| 1901. | 671.5 | 34.6   | —             | 706.3 |
| 1911. | 475.7 | 75.2   | 75.2          | 608.1 |
| 1913. | 467.3 | 73.3   | 20.6          | 561   |
| 1914. | 428   | 98.4   | 23.6          | 550   |
| 1915. | 443.6 | 88.1   | 37.3          | 569   |
| 1916. | 479.2 | 102.7  | 19.5          | 602   |
| 1917. | 403.8 | 97.8   | 21.0          | 523   |
| 1918. | 192   | 25.2   | 15.4          | 233   |
| 1919. | 525.3 | 37.7   | 6.2           | 269   |
| 1920. | 175.5 | 52.8   | 5.2           | 231   |
| 1921. | 156.2 | 81.7   | 8.4           | 243   |

(1) From the same sources as Table 1.

| Year and month           | Baku | Grozny | Other regions | Total |
|--------------------------|------|--------|---------------|-------|
| 1922 :                   |      |        |               |       |
| January . . . . .        | 15.4 | 7.1    | 0.620         | 23.1  |
| February . . . . .       | 14.4 | 7.0    | 0.400         | 21.8  |
| March . . . . .          | 16.1 | 7.7    | 0.615         | 24.4  |
| April . . . . .          | 14.8 | 7.0    | 0.656         | 22.4  |
| May . . . . .            | 16.4 | 7.6    | 0.800         | 24.8  |
| June . . . . .           | 15.5 | 8.4    | 0.862         | 24.8  |
| 6 months, 1922 . . . . . | 92.8 | 45.0   | 3.962         | 141.3 |

2. Number of Wells exploited in the Baku District.

|                                |       |                 |       |
|--------------------------------|-------|-----------------|-------|
| On 1st January 1913 . . . . .  | 2,588 | 1922 :          |       |
| — 1916 . . . . .               | 2,975 | April . . . . . | 1,280 |
| — 1920 . . . . .               | 1,734 | May . . . . .   | 1,278 |
| — 1921 . . . . .               | 933   | June . . . . .  | 1,136 |
| — 1922 . . . . .               | 1,113 |                 |       |
| On 1st February 1922 . . . . . | 1,155 |                 |       |
| On 1st March 1922 . . . . .    | 1,250 |                 |       |

III. — Ores.

1. Iron Ore (1)

PRODUCTION IN THE KRIVOI ROG DISTRICT

| Years          | Millions of poods | Years              | Millions of poods |
|----------------|-------------------|--------------------|-------------------|
| 1913 . . . . . | 390               | 1921 . . . . .     | 0.517             |
| 1914 . . . . . | 293               | 1922 :             |                   |
| 1915 . . . . . | 231               | January . . . . .  | —                 |
| 1916 . . . . . | 314               | February . . . . . | —                 |
| 1917 . . . . . | 222               | March . . . . .    | 1.1               |
| 1918 . . . . . | 22                | April . . . . .    | 0.899             |
| 1919 . . . . . | 14.0              | May . . . . .      | 0.911             |
| 1920 . . . . . | —                 |                    |                   |

2. Other Ores (2).

|                     | 1913<br>(in millions<br>of poods) | 1920<br>(in millions<br>of poods) | 1921<br>(in millions<br>of poods) |
|---------------------|-----------------------------------|-----------------------------------|-----------------------------------|
| Copper . . . . .    | 40                                | 0.228                             | 0.280                             |
| Manganese . . . . . | 15                                | 0.320                             | 0.790                             |
| Asbestos . . . . .  | 1.5                               | 0.091                             | 0.467                             |
| Magnesium . . . . . | 4.0                               | 1                                 | 1.0                               |
| Salt . . . . .      | 122                               | 35                                | 60                                |

(1) Statements of the Economic Situation of the Soviet Republic in 1920 and 1921. *Special Supplement* published by *Ekonomicheskaya Zhizn*, Moscow, 1921 and 1922; *Ekonomicheskaya Zhizn*, 1922.

(2) *Statistical Annual 1918-1920*. Moscow, 1921.

### 3. Gold (1).

| Years         | Poods | Years         | In poods |
|---------------|-------|---------------|----------|
| 1913. . . . . | 3,714 | 1918. . . . . | 1,268    |
| 1914. . . . . | 4,056 | 1919. . . . . | 399      |
| 1915. . . . . | 2,936 | 1920. . . . . | 109      |
| 1916. . . . . | 1,859 | 1921. . . . . | 82       |
| 1917. . . . . | 1,885 |               |          |

### 4. Platinum (1).

| Years         | Poods | Years         | In poods |
|---------------|-------|---------------|----------|
| 1913. . . . . | 297   | 1918. . . . . | 47       |
| 1914. . . . . | 298   | 1919. . . . . | 38       |
| 1915. . . . . | 206   | 1920. . . . . | 21       |
| 1916. . . . . | 150   | 1921. . . . . | 12       |
| 1917. . . . . | 115   |               |          |

## IV. — Heavy Metals (1).

### Number of Works.

| Years         | Total | In operation | Number of workers |
|---------------|-------|--------------|-------------------|
| 1913. . . . . | 223   | 153          | 280,626           |
| 1914. . . . . | 223   | 148          | 295,797           |
| 1915. . . . . | 223   | 139          | 343,850           |
| 1916. . . . . | 219   | 145          | 427,602           |
| 1917. . . . . | 219   | 146          | 452,374           |
| 1918. . . . . | 212   | 86           | 113,061           |
| 1919. . . . . | 212   | 63           | 54,088            |
| 1920. . . . . | 212   | 22           | 61,029            |

## V. — Metallurgy.

### 1. Production of Pig Iron (2).

(In thousands of poods.)

| Year and month | South   | Centre | Ural   | Total   |
|----------------|---------|--------|--------|---------|
| 1913. . . . .  | 189,162 | 11,909 | 55,766 | 256,837 |
| 1914. . . . .  | 186,205 | 10,557 | 52,444 | 249,206 |
| 1915. . . . .  | 167,539 | 7,157  | 50,273 | 224,969 |
| 1916. . . . .  | 176,148 | 9,669  | 46,017 | 231,864 |
| 1917. . . . .  | 131,555 | 9,025  | 43,945 | 184,523 |
| 1918. . . . .  | 12,603  | 3,204  | 15,661 | 31,468  |
| 1919. . . . .  | 1,696   | 1,610  | 3,608  | 6,914   |
| 1920. . . . .  | 904     | 1,108  | 5,013  | 7,025   |
| 1921. . . . .  | 1,769   | 997    | 4,285  | 6,205   |

(1) *Statistical Annual 1918-1920*. Moscow, 1921.

(2) *Statements of the Economic Situation of the Soviet Republic in 1920 and 1921. Special Supplement of Ekonomicheskaya Zhizn*, Moscow, 1921 and 1922.

*Statistical Annual 1918-1920*. Moscow, 1922.

For the year 1922. *Ekonomicheskaya Zhizn*, 1922.

*Economic Bulletin of the Institute of Economic Research*, attached to the Academy of Agriculture of Moscow, July 1922.

| Year and month          | South | Centre | Ural  | Total |
|-------------------------|-------|--------|-------|-------|
| 1922 :                  |       |        |       |       |
| January . . . . .       | 1,149 | 482    | 1,935 | 3,566 |
| February . . . . .      |       |        |       |       |
| March . . . . .         |       |        |       |       |
| April . . . . .         | 1,058 | 296    | 480   | 1,835 |
| May . . . . .           |       |        |       |       |
| June . . . . .          | 2,207 | 778    | 2,415 | 5,401 |
| 6 months 1922 . . . . . |       |        |       |       |

2. *Production of Ingots (I).*

(In thousands of poods.)

| Year and month          | South     | Centre | Urals     | Total     |
|-------------------------|-----------|--------|-----------|-----------|
| 1913 . . . . .          | 166,575   | 37,347 | 55,346    | 259,268   |
| 1914 . . . . .          | 171,369   | 40,395 | 56,870    | 268,634   |
| 1915 . . . . .          | 151,702   | 41,351 | 57,627    | 250,680   |
| 1916 . . . . .          | 161,638   | 41,337 | 57,911    | 260,881   |
| 1917 . . . . .          | 109,067   | 28,331 | 50,606    | 188,004   |
| 1918 . . . . .          | 7,326     | 7,973  | 9,250     | 24,549    |
| 1919 . . . . .          | 4,869     | 2,443  | 4,840     | 12,152    |
| 1920 . . . . .          | 2,680     | 0.1    | 7,195     | 9,875     |
| 1921 . . . . .          | 1,015 (2) | 43 (2) | 3,719 (2) | 9,046 (3) |
| 1922 :                  |           |        |           |           |
| January . . . . .       | 2,547     | 432    | 2,834     | 6,513     |
| February . . . . .      |           |        |           |           |
| March . . . . .         |           |        |           |           |
| April . . . . .         | 1,343     | 659    | 1,448     | 3,450     |
| May . . . . .           |           |        |           |           |
| June . . . . .          | 3,890     | 1,091  | 4,282     | 9,963     |
| 6 months 1922 . . . . . |           |        |           |           |

3. *Production of Rolling Mills (I).*

(In thousands of poods.)

| Year and month          | South     | Centre    | Urals     | Total      |
|-------------------------|-----------|-----------|-----------|------------|
| 1913 . . . . .          | 140,993   | 32,415    | 40,812    | 214,220    |
| 1914 . . . . .          | 143,916   | 34,161    | 40,615    | 218,692    |
| 1915 . . . . .          | 125,648   | 32,940    | 40,267    | 198,855    |
| 1916 . . . . .          | 130,302   | 34,573    | 40,987    | 205,862    |
| 1917 . . . . .          | 89,547    | 20,802    | 38,837    | 149,186    |
| 1918 . . . . .          | 5,142     | 7,233     | 9,437     | 21,812     |
| 1919 . . . . .          | 4,283     | 2,530     | 4,132     | 10,945     |
| 1920 . . . . .          | 2,563     | 1,151     | 8,512     | 12,226     |
| 1921 . . . . .          | 1,681 (2) | 1,273 (2) | 4,107 (2) | 12,619 (3) |
| 1922 :                  |           |           |           |            |
| January . . . . .       | 2,023     | 682       | 2,238     | 4,943      |
| February . . . . .      |           |           |           |            |
| March . . . . .         |           |           |           |            |
| April . . . . .         | 1,193     | 339       | 1,174     | 2,725      |
| May . . . . .           |           |           |           |            |
| June . . . . .          | 3,216     | 1,021     | 3,412     | 7,668      |
| 6 months 1922 . . . . . |           |           |           |            |

(1) From the same sources as Table 1.

(2) For the first half of 1921.

(3) For the whole of 1921.

4. *Production of Locomotives and Wagons (1).*

| Years                      | Locomotives | Wagons |
|----------------------------|-------------|--------|
| 1913. . . . .              | 609         | 20,429 |
| 1914. . . . .              | 762         | 31,674 |
| 1915. . . . .              | 883         | —      |
| 1916. . . . .              | 616         | —      |
| 1917. . . . .              | 410         | 13,000 |
| 1918. . . . .              | 200         | 5,000  |
| 1919. . . . .              | 74          | 1,900  |
| 1920. . . . .              | 90          | 854    |
| 1921 (half-year) . . . . . | 73          | 950    |

5. *Production of Agricultural Machines (2).*

|                             | 1913    | 1916    | 1920    | 1921    |
|-----------------------------|---------|---------|---------|---------|
| Ploughs . . . . .           | 667,000 | 133,400 | 88,838  | 98,900  |
| Harrows. . . . .            | 127,000 | 25,400  | 7,336   | 6,700   |
| Reaping-Machines. . . . .   | 111,000 | 22,200  | 2,319   | 10,300  |
| Thrashing Machines. . . . . | 110,180 | 22,000  | 1,731   | 1,600   |
| Scythes. . . . .            | 46,000  | 8,200   | 972,545 | 776,000 |
| Sickles. . . . .            | 252,000 | 604,200 | 451,271 | 776,000 |
| Winnowing-Fans . . . . .    | 49,000  | 9,800   | 3,638   | —       |
| Corn-Drills. . . . .        | 68,435  | 13,688  | 1,058   | —       |

VI. — *Textile Industry (3).*

1. *Cotton.*

| Years         | Number of Spindles | Amount of raw cotton worked (in poods) | Amount of yarn worked (in poods) |
|---------------|--------------------|--|----------------------------------|
| 1890. . . . . | 3,457,116          | 8,328,000                              | 7,300,000                        |
| 1900. . . . . | 6,090,869          | 16,100,000                             | 14,400,000                       |
| 1913. . . . . | 9,112,000          | 25,713,000                             | 16,000,000                       |
| 1914. . . . . | 9,225,000          | 24,600,000                             | 23,588,433                       |
| 1920. . . . . | 581,420            | 825,000                                | 825,000                          |

2. *Stocks of Cotton in the Country (4).*

|                                |                   |
|--------------------------------|-------------------|
| On 1st December 1914 . . . . . | 14,245,000 poods. |
| — 1917 . . . . .               | 7,723,000 —       |
| — 1918 . . . . .               | 1,694,000 —       |
| — 1919 . . . . .               | 4,300,000 —       |
| On 1st August 1920. . . . .    | 8,576,257 —       |
| On 1st January 1921 . . . . .  | 7,500,000 —       |
| On 1st January 1922 . . . . .  | 6,530,000 —       |
| On 1st August 1922 . . . . .   | 4,500,000 —       |

(1) *Statistical Annual for 1918-1920.* Moscow, 1922.

(2) *Statistical Annual for 1918-1920.* Moscow, 1922. Report of the Commissariat for Agriculture to the IXth Congress of Soviets in 1920.

(3) *Statistical Annual of the Russian Industrial Union,* St. Petersburg, 1913. *Statements of the Economic Situation of the Soviet Republic in 1920 and 1921.* Moscow, 1921-1922.

(4) See Report presented by the Supreme Council of People's Economy to the VIIIth All-Russian Congress of Soviets, 1920. Also A. RYKOV, the *Economic situation of the Country and the Outlook as Regards its Future*, an article in *Ekonomicheskaya Zhizn*, 1st October, 1922.

3 . *Linen.*

| Years         | Number<br>of Spindles | Number<br>of Looms | Amount<br>of yarn worked<br>(in poods) | Production<br>of Fabrics<br>(in square<br>archines) |
|---------------|-----------------------|--------------------|--|---|
| 1914. . . . . | 416,300               | 15,048             | 3,133,000                              | 145,400,000   |
| 1920. . . . . | 212,662               | 8,228              | 800,000                                | 25,948,880  |

4. *Production of Linen Yarn.*

|                         | Weight of flax<br>worked |
|-------------------------|--------------------------|
| Before the War. . . . . | 3,325,000 poods.         |
| 1916. . . . .           | 4,165,000 —              |
| 1917. . . . .           | 3,250,000 —              |
| 1918. . . . .           | 1,570,000 —              |
| 1919. . . . .           | 947,000 —                |
| 1920. . . . .           | 806,000 —                |
| 1921. . . . .           | 530,830 —                |

Comparative Data with regard to Industry in 1913, 1920, 1921 and during the half-year from 1st October, 1921 to 1st April, 1922.

| No. | PRODUCTION IN 1913                                     |             |      |             | PRODUCTION IN 1920                 |      | PRODUCTION IN 1921                 |     |       | PRODUCTION DURING THE HALF-YEAR<br>1st OCTOBER, 1921 1st APRIL, 1922 |     |     |     |
|-----|--|-------------|------|-------------|------------------------------------|------|------------------------------------|-----|-------|--|-----|-----|-----|
|     | Total  |             |      |             | As a percentage of 1913 production |      | As a percentage of 1920 production |     |       | Total  |     |     |     |
|     |  |             |      |             | As a percentage of 1913 production |      | As a percentage of 1920 production |     |       | As a percentage of 1921 production                                   |     |     |     |
| 1   | 1,738,000,000  | 486,000,000 | 27   | 536,000,000 | 115                                | 31   | 370,000,000                        | 138 | 42    | 139,000,000  | 112 | 108 | 46  |
| 2   | 564,000,000  | 232,000,000 | 41   | 241,000,000 | 42.7                               | 104  | 6,500,000                          | 125 | 2.3   | 107,132  | 148 | 16  | 6.8 |
| 3   | 638,400,000  | 10,400,000  | 1.6  | 7,500,000   | 119                                | 2.92 | 5,314,300                          | 168 | 4.14  | 107,132  | 148 | 16  | 6.8 |
| 4   | 257,400,000  | 6,330,000   | 2.4  | 7,500,000   | 80                                 | 11.8 | 48                                 | 107 | 4.14  | 107,132  | 148 | 16  | 6.8 |
| 5   | 609  | 90          | 14.8 | 854         | 111                                | 4.6  | 699                                | 164 | 6.8   | 107,132  | 148 | 16  | 6.8 |
| 6   | 20,492   | 854         | 4.2  | 950         | 111                                | 4.6  | 699                                | 164 | 6.8   | 107,132  | 148 | 16  | 6.8 |
| 7   | Electro-technical products (in gold roubles) . . . . . | 5,034,000   | 11.9 | 8,661,000   | 172                                | 20.5 | 7,703,006                          | 307 | 17.5  | 107,132  | 148 | 16  | 6.8 |
| 8   | Cotton yarn (in pounds) . . . . .                      | 16,000,000  | 5.1  | 1,192,369   | 145                                | 7.4  | 1,422,732                          | 346 | 240   | 107,132  | 148 | 16  | 6.8 |
| 9   | Woolen yarn — . . . . .                                | 2,400,000   | 27.5 | 412,026     | 73                                 | 17.2 | 333,888                            | 119 | 162   | 107,132  | 148 | 16  | 6.8 |
| 10  | Flax yarn — . . . . .                                  | 2,093,000   | 38.0 | 800,000     | 66.5                               | 25.4 | 593,191                            | 133 | 200   | 107,132  | 148 | 16  | 6.8 |
| 11  | Number of skins prepared . . . . .                     | 16,500,000  | 38.0 | 6,132,000   | 113                                | 43.8 | 3,900,000                          | 124 | 108   | 107,132  | 148 | 16  | 6.8 |
| 12  | Number of boots and shoes manufactured . . . . .       | 54,880,000  | 11.0 | 6,310,000   | 113                                | 12.9 | 2,100,000                          | 67  | 59    | 107,132  | 148 | 16  | 6.8 |
| 13  | Paper manufactured (in pounds) . . . . .               | 9,100,000   | 25.0 | 2,260,000   | 90                                 | 22   | 900,000                            | 80  | 90    | 107,132  | 148 | 16  | 6.8 |
| 14  | Sugar manufactured (in pounds) . . . . .               | 82,806,000  | 5.8  | 4,850,181   | 114                                | 6.7  | 3,063,445                          | 63  | 55    | 107,132  | 148 | 16  | 6.8 |
| 15  | Alcohol manufactured (in vedros) (2) . . . . .         | 100,874,000 | 2.5  | 2,516,356   | 167                                | 4.2  | 1,200,000                          | 48  | 28.5  | 107,132  | 148 | 16  | 6.8 |
| 16  | Coffee and tea manufactured (in pounds) . . . . .      | 200,000,000 | 21.4 | 17,158,367  | 96                                 | 20.6 | 10,803,720                         | 125 | 131   | 107,132  | 148 | 16  | 6.8 |
| 17  | Chemical products — acids (in pounds) . . . . .        | 80,000,000  | 12.3 | 1,903,448   | 141                                | 17.3 | 1,606,150                          | 168 | 119   | 107,132  | 148 | 16  | 6.8 |
| 18  | Chemical products — bases (in pounds) . . . . .        | 15,571,464  | 5.6  | 677,522     | 148                                | 8.35 | 1,419,694                          | 418 | 282   | 107,132  | 148 | 16  | 6.8 |
| 19  | Matches manufactured (in cases) . . . . .              | 3,803,000   | 16.5 | 785,856     | 124                                | 20.5 | 587,781                            | 186 | 149.5 | 107,132  | 148 | 16  | 6.8 |
| 20  | Pharmaceutical products (in kilograms) . . . . .       | 5,000,000   | 15.0 | 749,803     | 153                                | 23   | 667,626                            | 178 | 117   | 107,132  | 148 | 16  | 6.8 |

(1) In 1914.

(2) Vedro = 12.3 litres.

Cf. *Narodnoe Khozaistvo, National Economy*, official organ of the Supreme Council of National Economy, May 1922.

## ANNEX VII

### Statistics of Transportation

This Annex on Transport Statistics is a collection of figures relating to the state of the railways and waterways in Russia before and during the Revolution. Since the Revolution of October 1917, the statistics published from time to time in official publications of the Soviet Government are the only figures upon which a judgment regarding the work of the transport services in Russia can be formed. The difficulty of preparing reliable statistics in a country in a state of revolution is obvious, and has been mentioned more than once in the course of the present Report. The figures therefore given in this Annex are such as may perhaps make possible an approximately correct and not a precise conclusion on the operation of rail and water transport in Russia during the last few years. In many cases several sets of figures, each differing from the other, are available in regard to various aspects of transport, but it would not be possible to decide which, if any, of these figures are approximately accurate without an opportunity of enquiry and investigation in Russia itself. In the circumstances, therefore, those figures only have been included in the Annex in regard to which there is reason to suppose that they illustrate more or less clearly the position of transport in Russia recently.

#### I. — RAILWAYS

##### 1. — *Development of Railway Systems (1).*

###### *Length of the Railway System.*

| Year          |  | Versts |
|---------------|--|--------|
| 1838. . . . . |  | 25     |
| 1850. . . . . |  | 467    |
| 1860. . . . . |  | 1,487  |
| 1870. . . . . |  | 10,221 |
| 1880. . . . . |  | 21,124 |
| 1890. . . . . |  | 28,346 |
| 1900. . . . . |  | 49,742 |
| 1913. . . . . |  | 65,000 |

##### 2. — *Length of Line operated (2).*

|                           |  |        |
|---------------------------|--|--------|
| 1st January 1913. . . . . |  | 65,000 |
| — 1914. . . . .           |  | 64,700 |
| — 1915. . . . .           |  | 65,000 |

(1) *Statistical Annual of the Ministry of Ways and Communications*, St. Petersburg, 1910-1915.

(2) *Bulletin of the People's Commissariat of Ways and Communications*, 1918, No 5, cited by M. ZAGORSKY in *La République des Soviets*.

| Year                      | Versts |
|---------------------------|--------|
| 1st January 1916. . . . . | 65,000 |
| — 1917. . . . .           | 64,526 |
| — 1918. . . . .           | 53,290 |
| — 1919. . . . .           | 23,770 |
| — 1920. . . . .           | 48,410 |
| — 1921. . . . .           | 60,921 |
| — 1922. . . . .           | 63,823 |

3. — Condition of Rolling-stock (1).

(a) Locomotives.

| Jan. 1st<br>of year     | Number<br>of locomotives<br>in running order | Percentage<br>of locomotives<br>not in running<br>order | Number of engines<br>in running order<br>per 100 versts<br>of line operated |
|-------------------------|--|---|---|
| 1914. . . . .           | 17,000                                       | 15.16   | 28  |
| 1915. . . . .           | 16,500                                       | 15.16   | 28  |
| 1916. . . . .           | 16,033                                       | 16.8  | 27  |
| 1917. . . . .           | 17,012                                       | 16.8  | 26  |
| 1918. . . . .           | 14,519                                       | 31.1  | 27  |
| 1919. . . . .           | 4,577  | 47.7  | 19  |
| 1920. . . . .           | 3,969  | 58.1  | 10  |
| 1921. . . . .           | 7,683  | 57.2  | 7.9   |
| January 1922. . . . .   | 6,581  | 62.3  | 13.1  |
| February 1922 . . . . . | 6,203  | 64.4  | 9.7   |
| March 1922. . . . .     | 6,290  | 64.3  | 9.9   |
| April 1922. . . . .     | 6,564  | 62.7  | 10.3  |

(b) Wagons.

Owing to lack of information it is not possible to give in respect of wagons a table similar to that set out above in regard to locomotives. The *Bulletin of the People's Commissariat for Ways and Communications*, Nos. 1. and 4. 1922, includes the following figures showing the percentage of wagons not in running order :

| Year                | Percentage<br>of wagons out<br>of order |
|---------------------|---|
| 1916. . . . .       | 3.7                                     |
| 1917. . . . .       | 4.2                                     |
| 1918. . . . .       | 7.5                                     |
| 1919. . . . .       | 16.6                                    |
| 1920. . . . .       | 19.0                                    |
| 1921. . . . .       | 20.9                                    |
| Jan. 1922. . . . .  | 28.8                                    |
| Febr. 1922. . . . . | 28.8                                    |
| March 1922. . . . . | 29.6                                    |
| April 1922. . . . . | 29.8                                    |

(1) Up to the year 1920 : *Bulletin of the People's Commissariat for Ways and Communications*, 1918, No. 10, and *Ekonomicheskaya Zhizn*, 8th April 1919, 10th September 1919 and 7th March, 1920. For 1920-1922 : *Bulletin of the People's Commissariat for Ways and Communications*, 1922, Nos. 1 and 4.

4. — Intensity of Railway Traffic (1).

| YEAR AND MONTH     | TRAINS                          |                      | LOCOMOTIVES                              |                      |  | WAGONS   |                      |   |
|--------------------|---------------------------------|----------------------|--|----------------------|--|--|----------------------|---|
|                    | Total number<br>of train-versts | per verst<br>per day | Total number<br>of locomotive-<br>versts | per verst<br>per day | Average<br>distance<br>covered daily<br>by<br>a locomotive | Total number<br>of axle-versts<br>covered by<br>goods wagons<br>(in thousands) | per verst<br>per day | Average<br>distance<br>covered daily<br>by a goods<br>wagon |
| 1913 . . . . .     | 419,648,780                     | 13.0                 | 572,376,254                              | 24.6                 | 111.6  | 19,589,476   | 841.9                | 70.2  |
| 1920 . . . . .     | 111,536,405                     | 5.8                  | 180,938,324                              | 9.3                  | 55.8   | 6,326,948  | 324.6                | 32.6  |
| 1921 . . . . .     | 108,837,030                     | 4.7                  | 174,811,138                              | 7.5                  | 81.6   | 5,978,443  | 257.1                | 31.5  |
| 1922 :             |                                 |                      |  |                      |  |  |                      |   |
| January . . . . .  | 8,264,548                       | 4.2                  | 11,877,512                               | 6.0                  | 68.6   | 379,794  | 191.9                | 27.1  |
| February . . . . . | 7,397,066                       | 4.1                  | 10,679,205                               | 6.9                  | 66.1   | 341,448  | 192.6                | 26.2  |
| March . . . . .    | 8,884,700                       | 4.5                  | 12,707,161                               | 6.5                  | 69.1   | 409,076  | 208.8                | 28.1  |
| April . . . . .    | 9,393,380                       | 4.9                  | 13,367,806                               | 7.0                  | 73.5   | 467,470  | 245.5                | 38.0  |
| May . . . . .      | 10,406,546                      | 5.3                  | 14,608,546                               | 7.4                  | 78.5   | 514,847  | 261.9                | 38.4  |

5. — Railway Traffic (2).

| Year           | Amount of goods<br>carried<br>(in millions<br>of poods) | Average number<br>of loaded wagons<br>per day |
|----------------|---|---|
| 1913 . . . . . | 8,000   | 33,643  |
| 1916 . . . . . | 9,700   | 31,164  |
| 1917 . . . . . | 7,200   | 30,182  |
| 1920 . . . . . | 3,658   | 10,738  |
| 1921 . . . . . | 3,234   | 9,780   |

The average number of loaded wagons per day in 1922 was : in January, 8,361; in February, 8,141; in March, 9,837; in April, 9,042, and in May, 10,078.

6. — Repairs to Rolling Stock in the Railway Workshops.

(a) Locomotive Repairs (3).

| Year           | Heavy Repairs<br>Number<br>of Locomotives | Running Repairs<br>Number<br>of Locomotives |
|----------------|---|---|
| 1913 . . . . . | 1,385                                     | 7,005                                       |
| 1914 . . . . . | 2,160                                     | 10,067                                      |
| 1915 . . . . . | 1,936                                     | 10,162                                      |
| 1916 . . . . . | 2,227                                     | 11,699                                      |
| 1917 . . . . . | 1,780                                     | 10,036                                      |
| 1918 . . . . . | 1,059                                     | 5,774                                       |
| 1919 . . . . . | 644                                       | 4,847                                       |
| 1920 . . . . . | 697                                       | 6,350                                       |

(1) *Journal of Means of Communication* (official organ of the Commissariat of Means of Communication), Nos. 1 and 4, 1922. *Statistical Annual 1918-1920*, Moscow, 1922.

(2) *Journal of Means of Communication*, Nos. 1 and 4, 1922.

(3) *Statistical Annual 1918-1920*, Moscow, 1922. For the year 1921, see *National Economy (Narodnoe Khozaistvo)*, May 1922.

(b) *Production of Locomotives and Wagons (1).*

| Year  | Locomotives | Wagons |
|-------|-------------|--------|
| 1913. | 609         | 20,429 |
| 1914. | 762         | 31,674 |
| 1915. | 883         | —      |
| 1916. | 916         | —      |
| 1917. | 410         | 13,000 |
| 1918. | 200         | 5,000  |
| 1919. | 74          | 1,900  |
| 1920. | 90          | 854    |
| 1921. | 73          | 950    |

II. — TRAFFIC ON NAVIGABLE WATERWAYS (2)

1. — *Length of River and Canal Routes.  
Principal Basins and Rivers in 1921 (European Russia).*

| NAMES<br>OF BASINS AND RIVERS                       | TOTAL LENGTH | LENGTH OF SECTIONS |                     |           |
|---|--------------|--------------------|---------------------|-----------|
|   |              | Non-navigable      | Navigable for rafts | Navigable |
| Basin of the Caspian Sea . . . . .                  | 85,464       | 24,747             | 43,267              | 17,450    |
| Volga basin. . . . .                                | 77,441       | 21,982             | 38,842              | 16,617    |
| Basin of the Black Sea and the Sea of Azov. . . . . | 32,110       | 11,951             | 11,144              | 9,015     |
| Kuban basin . . . . .                               | 2,040        | 379                | 1,447               | 214       |
| Dnieper basin . . . . .                             | 19,445       | 6,938              | 8,537               | 4,870     |
| Don basin. . . . .                                  | 6,246        | 3,977              | 314                 | 1,955     |
| Basin of the Baltic Sea. . . . .                    | 31,565       | 4,646              | 23,243              | 3,676     |
| Vistula basin . . . . .                             | —            | —                  | —                   | —         |
| Niemen basin. . . . .                               | 709          | 371                | 329                 | 9         |
| Western Dvina basin . . . . .                       | 4,928        | 1,059              | 2,852               | 1,017     |
| Basin of the Arctic Ocean. . . . .                  | 57,007       | 7,453              | 41,026              | 1,017     |
| Northern Dvina . . . . .                            | 26,817       | 3,140              | 18,503              | 5,234     |
| Pechora. . . . .                                    | 6,832        | 1,504              | 3,313               | 2,005     |
| Mezen. . . . .                                      | 6,001        | 783                | 4,382               | 836       |
|   | 216,146      | 48,797             | 118,680             | 38,669    |

2. — *Merchant Marine.*

| SEA                     | STEAM AND MOTOR-PROPELLED<br>VESSELS |      | SAILING VESSELS AND SMALL CRAFT |       | TOTAL<br>1921 |
|-------------------------|--------------------------------------|------|---------------------------------|-------|---------------|
|                         | 1921                                 | 1913 | 1921                            | 1913  |               |
| Baltic . . . . .        | 38                                   | 197  | 41                              | 807   | 79            |
| White. . . . .          | 21                                   | 48   | 350                             | 485   | 371           |
| Caspian . . . . .       | 165                                  | 259  | 185                             | 545   | 350           |
| Black and Azov. . . . . | 49                                   | 379  | 254                             | 750   | 303           |
| TOTAL. . . . .          | 273                                  | 873  | 830                             | 2,587 | 1,103         |

(1) See Note 3 on preceding page.

(2) *Ekonomicheskaya Zhizn* for 1921 and 1922. *Noty Mir* for 1921 and 1922.

3. — *Tonnage and Freight-carrying Capacity of the Merchant Marine.*

| SEAS              | PASSENGER AND GOODS VESSELS |                           | MERCHANT VESSELS (for goods) |                           | LIGHTERS |                               |
|-------------------|-----------------------------|---------------------------|------------------------------|---------------------------|----------|-------------------------------|
|                   | Tonnage                     | Freight-carrying capacity | Tonnage                      | Freight-carrying capacity | Tonnage  | Carrying capacity of lighters |
| <i>1916:</i>      |                             |                           |                              |                           |          |                               |
| Oceanic. . . . .  | 216,182                     | 18,089                    | 184,089                      | 26,091                    | 7,693    | 963                           |
| Inland. . . . .   | 25,302                      | 1,864                     | 10,507                       | 863                       | 61,011   | 6,159                         |
| TOTAL . . .       | 241,484                     | 19,953                    | 194,596                      | 26,954                    | 68,774   | 7,122                         |
| <i>1922 (1) :</i> |                             |                           |                              |                           |          |                               |
| Oceanic. . . . .  | 37,750                      | 3,619                     | 43,518                       | 6,302                     | 728      | 47                            |
| Inland. . . . .   | 13,892                      | 883                       | 22,809                       | 1,925                     | 64,820   | 6,716                         |
| TOTAL . . .       | 51,642                      | 4,502                     | 66,327                       | 8,227                     | 65,548   | 6,793                         |

(1) Exclusive of vessels in need of repair.

4. — *Composition of the Merchant Marine in the Regions of the Volga, the Neva and the Northern Dwina, according to the returns of 1919-1920.*

| DISTRICTS             | STEAM AND MOTOR-PROPELLED VESSELS |       |                 |                | SAILING VESSELS AND SMALL CRAFT |             |                   |             |        |             |
|-----------------------|-----------------------------------|-------|-----------------|----------------|---------------------------------|-------------|-------------------|-------------|--------|-------------|
|                       | Number of vessels                 |       | H.P.            |                | With solid cargo                |             | With liquid cargo |             | Total  |             |
|                       | Steam                             | Motor | Steam (nominal) | Motor (actual) | Number                          | Tonnage     | Number            | Tonnage     | Number | Tonnage     |
| Volga. . . . .        | 1,322                             | 250   | 93,375.5        | 30,076.4       | 3,706                           | 191,131,800 | 787               | 117,451,500 | 4,493  | 308,583,300 |
| Mariisky System . . . | 751                               | 73    | 24,683.4        | 2,061.6        | 6,115                           | 95,960,450  | 160               | 6,366,300   | 6,275  | 103,326,750 |
| Northern. . . . .     | 164                               | 25    | 6,448.0         | 843.2          | 763                             | 18,401,100  | 16                | 109,900     | 759    | 18,510,900  |
| TOTAL . . .           | 2,237                             | 348   | 124,506.9       | 32,981.2       | 10,564                          | 305,493,250 | 963               | 123,927,700 | 11,527 | 430,420,950 |

5. — *Inland Waterways Fleet. Shipping in 1920.*

| TYPE OF VESSEL   | DISTRICTS |       |         |           |            |       |         | TOTAL |
|--|-----------|-------|---------|-----------|------------|-------|---------|-------|
|  | Mariisky  | Volga | Dnieper | Don-Kuban | North-West | North | Siberia |       |
| Actually running :   |           |       |         |           |            |       |         |       |
| Steam and motor for passengers and freight. . . . .            | 53        | 809   | 100     | 11        | 23         | 111   | 196     | 1,886 |
| Steam and motor river tugs. . . . .                            | 395       | 128   | 43      | 17        |            |       |         |       |
| Steam and motor for use in ports. . .                          | —         | 64    | —       | 13        | —          | —     | —       | 77    |
| Barges and other craft for transporting solid cargoes. . . . . | 3,626     | 1,330 | 154     | 63        | 34         | 376   | 527     | 6,110 |

| TYPE OF VESSEL   | DISTRICTS |       |         |           |            |       |         | TOTAL |
|--|-----------|-------|---------|-----------|------------|-------|---------|-------|
|  | Mariisky  | Volga | Dnieper | Don-Kuban | North-West | North | Siberia |       |
| Actually running :   |           |       |         |           |            |       |         |       |
| Barges and other craft for transporting liquid cargoes. . . . .                                  | —         | 235   | —       | 5         | —          | —     | —       | 240   |
| Barges and other craft for use in ports . . . . .  | —         | 90    | —       | 15        | —          | —     | —       | 105   |
| Under repair :   |           |       |         |           |            |       |         |       |
| Steam and motor. . . . .   | (1)       | 212   | (1)     | (1)       | 18         | 57    | 30      | —     |
| Barges and other craft. . . . .  | (1)       | 287   | 68      | (1)       | 17         | 131   | 114     | —     |
| Handed over to other administrations, unsuitable for navigation, destroyed by fire, sunk, etc. : |           |       |         |           |            |       |         |       |
| Steam and motor. . . . .   | (1)       | 319   | 34      | (1)       | 6          | 47    | 24      | —     |
| Barges and other craft. . . . .  | (1)       | 540   | 286     | (1)       | 16         | 127   | —       | —     |

(1) No data available.

6. — *Traffic on Inland Navigable Waterways (1).*

(In millions of poods.)

| YEAR                     | CORN  | SALT | WOOD    | NAPHTHA | OTHER ARTICLES | TOTAL   |
|--------------------------|-------|------|---------|---------|----------------|---------|
| 1913. . . . .            | 229   | 51   | 1,166.1 | 328.7   | 517.1          | 2,281.9 |
| 1914. . . . .            | 235.7 | 56.2 | 1,092.4 | 322.3   | 443.0          | 2,149.6 |
| 1916. . . . .            | 227.8 | 53.5 | 719.2   | 432.7   | 314.3          | 1,747.7 |
| 1917. . . . .            | 93.2  | 50.2 | 666.3   | 385.1   | 256.9          | 1,451.7 |
| 1918. . . . .            | 10.1  | 29.6 | 217.9   | 100.4   | 82.2           | 441.2   |
| 1919. . . . .            | 18.2  | 18.9 | 228.4   | 17.5    | 50.9           | 333.9   |
| 1920. . . . .            | 24.9  | 22   | 386.3   | 108.0   | 124.3          | 665.5   |
| 1921 (8 months). . . . . | —     | —    | —       | 167.5   | —              | 233.0   |
| 1922 (6 months). . . . . | —     | —    | —       | 80.9    | —              | 260     |

(1) *Statistical Annual 1918-1920*, Moscow, 1921. *Ekonomicheskaya Zhizn*, 1922.

## ANNEX VIII

In the tables which follow are given statistics showing the notes in circulation and the new issues during each half-year from 1914 to 1917 and for each month since October of the latter year, when the Soviet Government came into power; the index numbers of articles of prime necessity and of the monthly food ration, together with the rates of exchange fixed by the State Bank from 19th October, 1921 to the 8th September 1922 and those on the open market since that latter date, as given by the special Committee on Exchange Quotations.

These statistics are obtained from the sources mentioned in the footnotes to each table.

It will be observed that the new economic policy of the Soviet regime has had no restraining effect up to the present on the note issues. During the current year the note circulation has doubled itself approximately once in every six weeks.

The index number of the prices of necessities, which is calculated by the Economic Institute attached to the Petrovsky Agricultural Academy and the Price Bureau of the Economic and Financial Department of the Ministry of Finance, is used for determining the value of the gold rouble, on which the budget of the State is now based.

The comparative movement of the note circulation and prices since October 1921 was as follows :

| Date                      | Note<br>Circulation | Price Index |
|---------------------------|---------------------|-------------|
| 1921 October 1st. . . . . | 100                 | 100         |
| 1922 January 1st. . . . . | 387                 | (492) (1)   |
| — February 1st. . . . .   | 664                 | 699         |
| — March 1st. . . . .      | 1,065               | 1,394       |
| — April 1st. . . . .      | 1,790               | 2,105       |
| — May 1st. . . . .        | 2,819               | 5,701       |
| — June 1st. . . . .       | 4,713               | 6,508       |
| — July 1st. . . . .       | 7,117               | 7,204       |
| — August 1st. . . . .     | 10,535              | 7,854       |

It will be noted that in spite of the violent jump in prices between April and May of this year, the two series almost coincide at the end of July.

The price index of the standard food ration shows almost exactly the same movement between April and May as does that of the Economic Institute attached to the Petrovsky Agricultural Academy, from 764 to 1,401 for Moscow and 440 to 832 for Kharkov.

Unfortunately, it is not possible to calculate the value of the total circulation in terms of a foreign currency with any accuracy, as it was only on the 12th September that the rates of exchange in the free market began to be quoted. It will be noted that these rates are approximately three times as high as those previously fixed by the State Bank. If, however, the total circulation at the beginning of August be converted into pounds sterling according to the rate of exchange ruling on the 12th September, its value will be found to be approximately £16,000,000, with which may be compared the value of the pre-war circulation, which amounted to approximately £180,000,000.

---

(1) Average of the month.

I. — NOTES IN CIRCULATION (1)

(Roubles, 000,000,000's omitted.)

| DATE                      | 1914 | 1915 | 1916 | 1917    | 1918 | 1919  | 1920  | 1921    | 1922      |
|---------------------------|------|------|------|---------|------|-------|-------|---------|-----------|
| On 1st January . . . . .  | 1.7  | 3.0  | 5.8  | 9.3     | 24.0 | 57.5  | 221.7 | 1,165.3 | 17,540.6  |
| — 1st February . . . . .  | —    | —    | —    | —       | 25.9 | 61.6  | 256.9 | 1,295.9 | 30,092.4  |
| — 1st March . . . . .     | —    | —    | —    | —       | 27.3 | 65.4  | 289.7 | 1,484.9 | 48,256.5  |
| — 1st April . . . . .     | —    | —    | —    | —       | 30.3 | 71.2  | 337.3 | 1,683.4 | 81,114.8  |
| — 1st May . . . . .       | —    | —    | —    | —       | 34.5 | 77.1  | 384.4 | 1,913.9 | 127,749.0 |
| — 1st June . . . . .      | —    | —    | —    | —       | 37.0 | 88.5  | 447.3 | 2,119.0 | 213,563.7 |
| — 1st July . . . . .      | 1.7  | 3.9  | 6.8  | 13.2    | 40.0 | 97.0  | 508.5 | 2,343.8 | 322,461.9 |
| — 1st August . . . . .    | —    | —    | —    | —       | 42.6 | 109.1 | 577.4 | 2,804.8 | 477,354.8 |
| — 1st September . . . . . | —    | —    | —    | —       | 44.9 | 122.9 | 648.0 | 3,507.4 | —         |
| — 1st October . . . . .   | —    | —    | —    | —       | 47.7 | 144.9 | 741.9 | 4,531.1 | —         |
| — 1st November . . . . .  | —    | —    | —    | 19.1(1) | 50.5 | 166.8 | 859.5 | 6,481.4 | —         |
| — 1st December . . . . .  | —    | —    | —    | 21.7    | 53.5 | 189.2 | 992.3 | 9,846.4 | —         |

(1) At the time of the fall of the Provisional Government.

II. — NOTE ISSUES (2)

(Roubles, 000,000,000's omitted)

| MONTH               | 1914 | 1915 | 1916 | 1917   | 1918 | 1919  | 1920    | 1921     | 1922      |
|---------------------|------|------|------|--------|------|-------|---------|----------|-----------|
| January . . . . .   | —    | 0.9  | 1.0  | 3.9    | 1.9  | 4.1   | 35.2    | 130.3    | 12,551.8  |
| February . . . . .  | —    |      |      |        | 1.4  | 3.8   | 32.8    | 189.3    | 18,164.1  |
| March . . . . .     | —    |      |      |        | 3.0  | 5.8   | 47.6    | 198.5    | 32,858.3  |
| April . . . . .     | —    |      |      |        | 4.2  | 5.9   | 47.1    | 230.5    | 46,634.2  |
| May . . . . .       | —    |      |      |        | 2.5  | 11.4  | 62.9    | 205.1    | 85,814.7  |
| June . . . . .      | —    |      |      |        | 3.0  | 8.5   | 61.2    | 224.8    | 108,898.2 |
| July . . . . .      | —    |      |      |        | 2.6  | 12.1  | 68.9    | 461.0    | 154,892.9 |
| August . . . . .    | 1.3  | 1.9  | 2.5  | 5.9    | 2.3  | 13.8  | 70.6    | 702.6    | —         |
| September . . . . . |      |      |      | 2.8    | 22.0 | 93.9  | 1,023.7 | —        |           |
| October . . . . .   |      |      |      | 9.8(1) | 2.8  | 21.9  | 117.6   | 1,950.3  | —         |
| November . . . . .  |      |      |      | 2.6    | 3.0  | 22.4  | 132.8   | 3,365.0  | —         |
| December . . . . .  |      |      |      | 2.3    | 4.0  | 32.5  | 173.0   | 7,694.2  | —         |
|                     | 1.3  | 2.8  | 3.5  | 14.7   | 33.5 | 164.2 | 943.6   | 16,375.3 | 459,814.2 |

(1) At the time of the fall of the Provisional Government, October 23rd, 1917.

(1) *Economicheskaya Zhizn*, 1921, 1922.

(2) For the years 1918-1921: the report presented by M. Sokolnikov to the Hague Conference; *Economic Bulletin* of the Institute of Economic Research of the Academy of Agriculture at Moscow, 1922. For 1922: Prof A. SOKOLOV, "Taxation and the State Budget" (*Economicheskaya Zhizn*, September 22nd, 1922). For the years 1914-1917: Professor ZAGORSKY, *La République des Soviets*, Paris, 1921.

III. — INDEX NUMBERS OF THE PRICES OF ARTICLES OF PRIMARY NECESSITY (1)  
(FOR TOWNS IN THE WHOLE OF RUSSIA.)

*General index prepared for the whole of Russia by the Economic Institute of the Academy of Agriculture, and by the Prices Bureau of the Economic and Financial Department of the Ministry of Finance.*

| Date                           | 1913 = 100     | Preceding Month<br>= 100 |
|--------------------------------|----------------|--------------------------|
| 1921 : 1st September . . . . . | 6,285,305      | —                        |
| — 1st October . . . . .        | 6,412,091      | 102                      |
| — 1st November . . . . .       | 8,142,092      | 127                      |
| — 1st December . . . . .       | 10,279,122     | 126                      |
| 1922 : 1st January . . . . .   | 31,539,500 (2) | —                        |
| — 1st February . . . . .       | 44,804,305     | —                        |
| — 1st March . . . . .          | 89,414,312     | 200                      |
| — 1st April . . . . .          | 194,951,113    | 151                      |
| — 1st May . . . . .            | 365,573,200    | 271                      |
| — 1st June (3) . . . . .       | 417,315,400    | 114                      |
| — 1st July . . . . .           | 461,896,700    | 111                      |
| — 1st August . . . . .         | 503,607,400    | 109                      |

IV. — COST OF A MONTHLY RATION OF 3,600 CALORIES PER DIEM (4)  
(Roubles, 000's omitted)

| Date                         | Moscow | Kharkov | Odessa |
|------------------------------|--------|---------|--------|
| 1922 : 2nd January . . . . . | 1,532  | —       | —      |
| — 15th — . . . . .           | 2,270  | 2,593   | —      |
| — 1st February . . . . .     | 4,018  | 3,333   | —      |
| — 15th — . . . . .           | 5,068  | 4,737   | —      |
| — 1st March . . . . .        | 7,878  | 5,518   | 6,155  |
| — 15th — . . . . .           | 9,904  | 9,111   | 7,174  |
| — 1st April . . . . .        | 17,349 | 11,412  | 19,127 |
| — 15th — . . . . .           | 21,111 | 16,110  | 25,700 |
| — 1st May . . . . .          | 31,810 | 22,020  | 36,030 |
| — 15th — . . . . .           | 34,960 | 21,580  | 28,631 |
| — 1st June . . . . .         | 34,630 | 23,350  | 20,500 |
| — 15th — . . . . .           | 35,130 | 23,370  | 26,820 |
| — 1st July . . . . .         | 31,730 | 28,760  | 29,103 |
| — 15th — . . . . .           | 34,900 | 24,220  | 25,112 |
| — 1st August . . . . .       | 41,465 | 24,470  | 31,200 |
| — 15th — . . . . .           | 38,437 | 26,260  | 32,493 |

(1) *Economicheskaya Zhizn* 1921, 1922.

(2) Average of the month.

(3) *Economicheskaya Zhizn*, No. 196 September 2nd, 1922.

(4) *Economicheskaya Zhizn*, 1922. The normal monthly ration of 3,600 calories a day includes; 48 l. of rye flour, 12 l. of wheat flour, 7.5 l. of oatmeal, 3 l. of fat, 2.5 l. of sugar, 30 l. of potatoes, 10 l. of sauerkraut, 2 l. of salt and 0.5 l. of coffee.

V. — RATES OF EXCHANGE (1)

(Roubles, 000's omitted)

| DATE                              | DOLLAR | STERLING | GERMAN MARK | SWEDISH KR. | GOLD ROUBLE |
|-----------------------------------|--------|----------|-------------|-------------|-------------|
| 19th October 1921 (1) . . . . .   | 140    | 475      | 0.4         | 31          | 68          |
| 14th January 1922 . . . . .       | 200    | 850      | 1.2         | 55          | 100         |
| 18th February 1922 . . . . .      | 530    | 2,250    | 2.5         | 135         | 270         |
| 9th March 1922 . . . . .          | 520    | 2,300    | 2.6         | 140         | 260         |
| 8th April 1922 . . . . .          | 750    | 3,300    | 3.0         | 190         | 400         |
| 8th May 1922 . . . . .            | 1,930  | 8,600    | 6.8         | 400         | 1,000       |
| 8th June 1922 . . . . .           | 2,400  | 10,600   | 8.3         | 610         | 1,250       |
| 8th July 1922 . . . . .           | 2,300  | 10,800   | 8.8         | 560         | 1,200       |
| 8th August 1922 . . . . .         | 2,400  | 10,900   | 5.5         | 600         | 1,200       |
| 8th September 1922 . . . . .      | 2,400  | 10,900   | 2.5         | 600         | 1,200       |
| 12th September 1922 (2) . . . . . | 7,000  | 30,000   | 6.25        | —           | 3,200       |
| 18th — . . . . .                  | 7,100  | 31,000   | 5.0         | 1,900       | 3,450       |
| 19th — . . . . .                  | 6,900  | 30,000   | 4.7         | 1,790       | 3,375       |
| 20th — . . . . .                  | 7,900  | 30,000   | 4.7         | 1,790       | 3,375       |
| 21st-23rd — . . . . .             | 6,900  | 30,000   | 4.7         | 1,790       | 3,375       |
| 27th — . . . . .                  | 7,220  | 32,000   | 4.7         | 1,920       | 3,500       |

(1) *Economicheskaya Zhizn*, 1921, 1922.

(2) Rates on the open market of the *Bulletin* of the Special Committee on Exchange.

*Economicheskaya Zhizn*, Nos. 205, 210-215 of September 13th, and September 19th-24th, 1922.

(1) Rates fixed by the State Bank.

## ANNEX IX

The population of the Russian Empire increased before the War in accordance with the following figures (in thousands) :

|  | 1858   | 1897    | 1907    | 1913    |
|--|--------|---------|---------|---------|
| <i>Russia in Europe</i> (50 Governments) . . . . . | 59,415 | 94,215  | 111,279 | 125,684 |
| Poland . . . . .                                   | 4,764  | 9,456   | 11,139  | 11,960  |
| Finland . . . . .                                  | 1,747  | 2,555   | 2,925   | 3,197   |
| TOTAL . . . . .                                    | 65,926 | 106,226 | 125,343 | 140,841 |
| <i>Russia in Asia.</i>                             |        |         |         |         |
| Caucasia . . . . .                                 | 4,309  | 9,249   | 10,654  | 12,513  |
| Siberia . . . . .                                  | 4,321  | 5,727   | 6,894   | 9,788   |
| Central Asia . . . . .                             | —      | 7,722   | 9,118   | 10,957  |
| TOTAL . . . . .                                    | 8,630  | 22,698  | 26,666  | 33,258  |
| TOTAL RUSSIAN EMPIRE . . . . .                     | 74,556 | 128,924 | 152,009 | 174,099 |

The area of the country and the density of the population in the last of these years was as follows :

| GOVERNMENT   | AREA<br>sq. miles | POPULATION  | DENSITY<br>per sq. mile |
|--|-------------------|-------------|-------------------------|
| European Russia . . . . .                          | 1,867,738         | 125,683,800 | 67.3                    |
| Poland . . . . .                                   | 43,804            | 11,960,500  | 273.0                   |
| Ciscaucasia . . . . .                              | 85,768            | 5,470,600   | 63.8                    |
| TOTAL RUSSIA IN EUROPE . . . . .                   | 1,997,310         | 143,114,900 | 71.7                    |
| Transcaucasia . . . . .                            | 95,405            | 7,042,200   | 73.8                    |
| Siberia . . . . .                                  | 4,831,882         | 9,788,400   | 2.0                     |
| Steppes . . . . .                                  | 710,905           | 3,893,200   | 5.5                     |
| Turkestan . . . . .                                | 420,807           | 6,556,700   | 15.6                    |
| Trans-Caspian provinces . . . . .                  | 235,120           | 507,500     | 2.2                     |
| TOTAL RUSSIA IN ASIA . . . . .                     | 6,294,119         | 27,788,000  | 4.4                     |
| TOTAL RUSSIAN EMPIRE (excluding Finland) . . . . . | 8,291,429         | 170,902,900 | 20.6                    |

The change in population and in area since the War began is shown by the following table extracted from the *Statistical Annuary*, 1918-1920, published by the Central Statistical Administration of Russia (Moscow, 1921-1922).

| TERRITORIES  | AREA         | POPULATION IN 1920 |                 | POPULATION IN 1914 |                 |
|--|--------------|--------------------|-----------------|--------------------|-----------------|
|  |              | Total              | Per square mile | Total              | Per square mile |
|  | square miles |                    |                 |                    |                 |
| I. <i>Russia in Europe</i> . . . . .                 | 1,452,544    | 66,485,972         | 45.8            | 72,037,615         | 49.6            |
| a) Provinces. . . . .                                | 1,190,532    | 60,163,900         | 50.5            | 65,436,915         | 55.0            |
| b) Republics and self-governing territories. . . . . | 262,012      | 6,322,072          | 24.1            | 6,600,700          | 25.2            |
| II. Republic of the Crimea . . . . .                 | 14,887       | 761,600            | 51.2            | 677,600            | 45.5            |
| III. Northern Caucasia and Don . . . . .             | 114,434      | 6,850,846          | 59.9            | 6,812,100          | 59.5            |
| IV. Republic of White Russia . . . . .               | 23,023       | 1,634,223          | 71.0            | 1,902,800          | 82.6            |
| V. Republic of Ukraina . . . . .                     | 172,524      | 26,001,802         | 150.7           | 27,680,400         | 160.4           |
| TOTALS . . . . .                                     | 1,777,412    | 101,734,443        | 57.2            | 109,110,515        | 61.4            |
| <i>Russia in Asia.</i>                               |              |                    |                 |                    |                 |
| VI. Siberia . . . . .                                | 4,162,527    | 9,257,825          | 2.2             | 7,623,500          | 1.8             |
| VII. Kirghiz Republic . . . . .                      | 834,048      | 5,058,555          | 6.1             | 4,472,700          | 5.4             |
| VIII. Republic of Turkestan. . . . .                 | 570,841      | (1) 7,201,551      | 12.6            | 6,631,200          | 11.6            |
| IX. Republic of Daghestan. . . . .                   | 13,578       | (1) 798,181        | 58.8            | 757,500            | 55.8            |
| X. Republic of Azerbaijan. . . . .                   | 33,590       | (1) 2,096,973      | 62.4            | 2,111,400          | 62.9            |
| XI. Republic of Armenia. . . . .                     | 15,066       | (1) 1,214,391      | 80.6            | 1,184,600          | 78.6            |
| XII. Republic of Georgia. . . . .                    | 25,470       | (1) 2,372,403      | 93.1            | 2,140,100          | 84.0            |
| XIII. Republic of the Far East . . . . .             | 645,310      | (1) 1,811,725      | 2.8             | 1,567,500          | 2.4             |
| TOTALS . . . . .                                     | 6,300,430    | 29,811,604         | 4.7             | 26,488,500         | 4.2             |

(1) Estimates for 1916.

The data for 1920 given in the above table are those obtained by the census initiated on August 28th that year, in so far as it has been possible for the Central Statistical Administration of Russia to complete it. Estimates have been resorted to for Trans-Caucasia and Turkestan as well as for certain regions of Asiatic Russia and of the Ukraine; for the first two regions the data must be considered merely as very crude approximations. The estimates for 1914 are based upon the census of 1897 and the official returns of births and deaths, deduction having been made of 5 to 10 % on account of evident over-estimates of the population in various districts.

Very considerable changes have been made in the administrative divisions of Russia since the Revolution. Up to 1917, European Russia was composed of the following territories: fifty provinces of European Russia proper, ten Polish provinces, and three provinces of Northern Caucasia.

The territory lost by Russia amounts to 817,000 square kilometres with a total population of about 27,720,000, according to the various national census data of 1920 or 1921, namely: Finland, 3,332,000 inhabitants; Esthonia, 1,750,000; Latvia, 1,728,000; Lithuania (without Vilna), 2,700,000; to Poland (with Vilna), 15,373,000; Bessarabia (to Roumania), 2,345,000; Kars (in Trans-Caucasia, to Turkey), 492,000 inhabitants.

Roughly corresponding to the non-Russian ethnic units of European Russia there has been formed 3 permanently allied republics (the Ukraine, White Russia and the Crimea), 3 autonomous republics (the most important of which is the Tartar Republic with 2,850,000 inhabitants) and 11 regions with varying degrees of self-government. European Russia proper is now divided into 42 provinces which by the official statistics is classified according to the nature of the soil, as the Region of Simple Soil, to the north and the west (2,045,180 square km. with 28,967,084 inhabitants), and the Region of Black Soil, towards the south and south-east (1,038,302 square km. with 31,196,816 inhabitants). Several new provinces have been created and the frontiers of the old ones have changed, the details of which will be found in Annex IX.

Siberia is now divided into 9 provinces and one allied republic (formerly 4 provinces and

6 territories). The Kirghiz Republic and the Republic of Turkestan are largely created from the 9 former Russian provinces of Central Asia.

Trans-Caucasia is divided into 4 republics, all mentioned in the above table.

It should also be noted that some territories previously considered as portions of Asiatic Russia have become parts of the administration system of European Russia, and vice versa. Thus, the district of Kurgan, formerly part of Tobolsk, is now included in the new province of Cheliabinsk, while the provinces of Orenburg and Uralsk, formerly in European Russia, and the district of Bukeyev, formerly in the province of Astrakan, are now incorporated in the Kirghiz Republic and thus counted to Asiatic Russia.

Tabulation of the Census figures reveal a most striking disproportion of the sexes in European Russia, and particularly so in the rural districts :

*Urban population.*

|                                   | Male      | Female    | Total      |
|-----------------------------------|-----------|-----------|------------|
| 42 European provinces. . . . .    | 4,010,712 | 4,776,097 | 8,786,809  |
| The Ukraine . . . . .             | 2,354,982 | 2,808,846 | 5,163,828  |
| Other autonomous regions. . . . . | 1,131,531 | 1,281,649 | 2,413,180  |
| TOTAL, European Russia. . .       | 7,497,225 | 8,866,592 | 16,363,817 |

*Rural population.*

|                                   |            |            |            |
|-----------------------------------|------------|------------|------------|
| 42 European provinces. . . . .    | 22,636,545 | 28,740,546 | 51,377,091 |
| The Ukraine . . . . .             | 9,655,830  | 11,182,144 | 20,837,974 |
| Other autonomous regions. . . . . | 6,088,297  | 7,067,264  | 13,155,561 |
| TOTAL, European Russia. . .       | 38,380,672 | 46,989,954 | 85,370,626 |

The number of men in European Russia was thus exceeded by the number of women to the extent of 10 millions, or by about 22 per cent. This deficit of men is ascribed largely to the enormous casualties sustained during the Great War as well as during the military operations of the revolutionary period. It appears that the men on active military service have not been included in the census returns; this would, at the time, account for upwards of 3 million men. The deficit of men is most pronounced in Central Russia, north of Moscow, and is less felt towards the south, while in the remote regions it is negligible.

Details regarding the age incidence of the population have been tabulated for about one-fourth of the country, but the selection of governments is fairly representative of the whole. It appears that the decrease has occurred particularly among men of military age (18 to 39 years) and among children under 6 years of age (due to the decreased natality). The proportion of children remains high as a consequence of the high natality before 1914 and because of the relatively greater surplus-mortality of adults; in the area, where the ages had been compiled, about 40 per cent. of the population were children under fifteen years of age.

The population of the large cities was, in 1920 :

In *European Russia* : Moscow 1,028,218 (2,017,173 in 1917); Petrograd 705,908 (1,905,589 in 1910); Saratov, 187,750; Samara, 175,633; Rostov on Don, 176,770; Krasnodar, 143,137; Kazan, 146,495; Tula, 129,147; Astrakhan, 122,648.

In *the Ukraine* : Odessa, 434,857; Kiev, 365,737; Kharkov, 284,435; Ekaterinoslavl, 164,270; Nikolaev, 108,820.

In *Siberia* and the *Kirghiz Republic* : Omsk, 144,525; Irkutsk, 103,920; Orenburg, 108,768.

## ANNEX X

### Note on New Territorial Divisions.

A considerable rearrangement of territory has taken place in Russia since the Revolution of October 1917. In addition to the formation by the Soviet Government of a number of new Republics, several new provincial divisions have been made. In regard to territory which has ceased to form part of Russia, the Baltic Provinces have gone to form the new independent States of Esthonia, Latvia and Lithuania, the provinces formerly included in the Kingdom of Poland now form part of the Polish Republic, the former Grand-Duchy of Finland is now the independent Republic of Finland, Bessarabia is now part of Roumania, a portion of the North-Western Province of Vitebsk has been ceded to Latvia, and parts of Minsk (now known as White Russia) and Volhynia now belong to Poland.

With a view to making as clear as possible the present divisions of territory within European Russia, the following table shows :

1. The provinces as they were in 1913, together with the counties composing each of them.
2. The changes, if any, in regard to each of the above provinces which have taken place since 1913.
3. The provinces as they are to-day, with the counties composing them.

| PROVINCES<br>together with the counties<br>composing them in 1913 | CHANGES,<br>if any, which have taken place since 1913 | PROVINCES<br>together with the counties<br>composing them as at present<br>constituted |
|---|---|--|
|---|---|--|

#### LAKE PROVINCES

|  |  |   |
|--|--|---|
| <p><i>Petrograd.</i></p> <p>Petrograd.<br/>Schlüsselburg.<br/>Tsarskoe Selo.<br/>Novaya Ladoga.<br/>Luga.<br/>Peterhov.<br/>Yamburg.<br/>Gdov.</p> <p><i>Archangel.</i></p> <p>Archangel.<br/>Kholmogor.<br/>Mezen.<br/>Pinega.<br/>Onega.<br/>Shenkursk.<br/>Alexandrovsk.<br/>Kem<br/>Pechora.</p> | <p>Kronstadt County has been created out of the part of the Petrograd County which bore that name.<br/>Tsarskoe Selo has been renamed Detskoe Selo.</p> <p>Pechora has gone to form part of the new Zyryan Province, with the exception of about one-quarter, which includes the town of Ust-Tsylma and the county of Ust-Vashsk. Kem County now forms part of the new province known as the Karelian Commune with the exception of the Murman district, which remains attached to Archangel Province.</p> | <p><i>Petrograd.</i></p> <p>Petrograd<br/>Schlüsselburg.<br/>Detskoe Selo.<br/>Luga.<br/>Novaya Ladoga.<br/>Gdov.<br/>Kronstadt.<br/>Yamburg.</p> <p><i>Archangel.</i></p> <p>Archangel.<br/>Kholmogory (Emets).<br/>Mezen.<br/>Pinega.<br/>Onega.<br/>Shenkursk.<br/>Murman.<br/>Ust-Vashsk.<br/>Ust-Tsylma.</p> |
|--|--|---|

| <p align="center">PROVINCES<br/>together with the counties<br/>composing them in 1913</p>  | <p align="center">CHANGES,<br/>if any, which have taken place since 1913</p>   | <p align="center">PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>                                  |
|--|--|--|
| <p><i>Novgorod.</i></p> <p>Novgorod.<br/>Borovic i.<br/>Demyansk.<br/>Kirilov.<br/>Kresttsy.<br/>Staraya Russa.<br/>Tikhvin.<br/>Ustyuzhna.<br/>Bel z rsk.<br/>Cherepovetsk.<br/>Valdai.</p> | <p>The counties of Cherepovetsk, Tikhvin, Kirilov, Ustyuzhna and Belozersk now form the new province of Cherepovetsk.</p> <p>It will be seen that the Valdai County has been renamed Bologoe, while a new county—Malaya Vyshera—lying to the north-west of the city of Novgorod, appears to have been formed out of part of Kresttsy County.</p>               | <p><i>Novgorod.</i></p> <p>Novgorod.<br/>Borovich.<br/>Demyansk.<br/>Kresttsy.<br/>Staraya Russa.<br/>Bologoe. (Valdai).<br/>Malaya Vyshera.</p> |
| <p><i>Pskov.</i></p> <p>Porkhov.<br/>Pskov.<br/>Ostrov.<br/>Novorzhev.<br/>Opochka.<br/>Velikie Luki.<br/>Toropets.<br/>Kholm.</p>   |  | <p>Same as in 1913.</p>  |
| <p><i>Vitebsk.</i></p> <p>Vitebsk.<br/>Drissa.<br/>Sebezh.<br/>Nevel.<br/>Polotsk.<br/>Lepel.<br/>Gorodsk.<br/>Velizh.<br/>Dvinsk.<br/>Rechitsa.<br/>Lyutin.</p>                             | <p>The counties of Dvinsk, Rezhitsa and Lyutin now belong to the independent State of Latvia.</p> <p>The counties of Orsha and Senno, formerly belonging to the Province of Mogilev, have now been transferred to Vitebsk Province.</p>  | <p><i>Vitebsk.</i></p> <p>Vitebsk.<br/>Drissa.<br/>Sebezh.<br/>Nevel.<br/>Polotsk.<br/>Lepel.<br/>Gorodsk.<br/>Velizh.<br/>Orsha.<br/>Senno.</p> |
| <p><i>Olonets.</i></p> <p>Olonets.<br/>Povenets.<br/>Vitegra.<br/>Pudosh.<br/>Lodeinoe P. le.<br/>Petrozavodsk.<br/>Kargopol.</p>  | <p>Petrozavodsk and Olonets Counties have been taken away from the Olonets Province and now form part of the newly established Karelian Commune, which lies between Lake Onega and the south-eastern Finnish frontier.</p> <p>Kargopol has been transferred from Olonets County to that of Vologda.</p> <p>The county of Povenets has been renamed Ch nga.</p> | <p><i>Olonets.</i></p> <p>Lodeinoe Pole.<br/>Vitegra.<br/>Pudosh.<br/>Chunga.</p>  |
|  | <p>The Karelian Commune is a new province formed out of part of the county of Kem previously belonging to the Archangel Province, and the Petrozavodsk and Olonets Counties previously belonging to Olonets Province.</p>  | <p><i>Karelian Commune.</i></p> <p>Petrozavodsk.<br/>Olonets.<br/>Kem.</p>   |

| <p align="center">PROVINCES<br/>together with the counties<br/>composing them in 1913</p>   | <p align="center">CHANGES,<br/>if any, which have taken place since 1913</p>  | <p align="center">PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>  |
|---|---|--|
| <p><i>Vologda.</i></p> <p>Vologda.<br/>Gryazovets.<br/>Kadnikov.<br/>Totma.<br/>Velsk.<br/>Nikolsk.<br/>Veliky Ustyug.<br/>Solvychevsk.<br/>Yarensk.<br/>Ust-Sisolsk.</p> | <p>Veliky Ustyug, Nikolsk, and Solvychevsk now form part of the new Northern Dvin Province.</p> <p>Ust-Sisolsk and a part of Yarensk Counties now form part of the new Zyryan Territory. Kargopol County has been transferred from Olonets Province to that of Vologda.</p> <p>All the counties included in the new province of Cherepovets formerly belonged to the province of Novgorod.</p> <p>North Dvina is a new province formed out of the three counties of the former Vologda Province mentioned above and a part of Yarensk with Yarensk town.</p> <p>Zyryan Territory is a new province formed out of the counties of Ust-Sisolsk and Yarensk, formerly belonging to the Vologda Province, and three-quarters of Pechora County, formerly belonging to Archangel Province.</p> | <p><i>Vologda.</i></p> <p>Vologda.<br/>Velsk.<br/>Gryazovets.<br/>Kadnikov.<br/>Totma.<br/>Kargopol.</p> <p><i>Cherepovets.</i></p> <p>Cherepovets.<br/>Tikhvin.<br/>Kirilov.<br/>Ustyuzhna.<br/>Belozersk.</p> <p><i>North Dvina.</i></p> <p>Veliky Ustyug.<br/>Nikolsk.<br/>Solvychevsk.<br/>Yarensk.</p> <p><i>Zyryan Territory.</i></p> <p>Ust-Sisolsk.<br/>Pechora.</p> |

NORTH-WESTERN PROVINCES

*Smolensk.*

Smolensk.  
Beloi.  
Dorogobuzh.  
Dukhovshchina.  
Gzhatsk.  
Elna.  
Yukhnov.  
Krasnoe.  
Porechye.  
Roslavl.  
Sychevka.  
Vyazma.

*Mogilev.*

Mogilev.  
Orsha.

The county of Mstislav, which formerly belonged to the province of Mogilev, has now been added to Smolensk Province.

The province of Mogilev as formerly constituted has ceased to exist. With the exception of the counties

*Smolensk.*

All the counties are similar, with the addition of Mstislav.

| PROVINCES<br>together with the counties<br>composing them in 1913   | CHANGES,<br>if any, which have taken place since 1913   | PROVINCES<br>together with the counties<br>composing them as at present<br>constituted  |
|---|---|---|
| <p><i>Mogilev</i> (continued).</p> Bykhov.<br>Klimovichi.<br>Gorky.<br>Gomel.<br>Rogachev<br>Senno.<br>Chaussi.<br>Cherikov.<br>Mstislav. <p><i>Minsk.</i></p> Minsk.<br>Bobruysk.<br>Borisov.<br>Igumen.<br>Mozyr.<br>Rechitza.<br>Slutsk.<br>Novogrudok<br>Pinsk. | <p>of Orsha and Senno, which have been transferred to Vitebsk Province, and of Mstislav, transferred to Smolensk Province, all the former counties are now included in the new province of Gomel.</p> <p>In addition to the ten counties mentioned above as formerly belonging to the obsolete Mogilev Province, the new province of Gomel is composed of four counties—Mglin, Novo-zybkov, Starodun, and Surazh, and the county of Rechitza from the former Minsk Province.</p> <p>There is no longer a Minsk Province.<br/>                     The whole of Novogrudok County, four-fifths of Pinsk County, the western half of Minsk, half of Slutsk and one-fifth of Borisov Counties no longer belong to Russia, having been transferred to Poland.</p> | <p><i>Gomel.</i></p> Gomel.<br>Bykov.<br>Gorky.<br>Klimovichi.<br>Mogilev.<br>Rogachev.<br>Chaussi.<br>Cherikov.<br>Mglin.<br>Novo-zybkov.<br>Starodub.<br>Surazh.<br>Rechitza. <p><i>White Russia.</i></p> Minsk.<br>Borisov.<br>Bobruisk.<br>Igumen.<br>Mozyr.<br>Slutsk. |
| CENTRAL INDUSTRIAL PROVINCES  |   |   |
| <p><i>Vladimir</i></p> Vladimir.<br>Alexandrov.<br>Grokhovets.<br>Kovrov.<br>Murom.<br>Melenki.<br>Pokrov.<br>Vyazniki.<br>Pereyaslavl-Zalesky<br>Sudogda.<br>Yuriev-Polsky.<br>Shuya.<br>Suzdal.   | <p>Shuya and the northern part of the county of Suzdal now form the southern part of the new province of Ivanovo-Voznesensk. The part of Suzdal taken away from Vladimir Province is now known as Teikovo County.</p> <p>Pokrov County no longer exists : the southern part has been added to the province of Moscow and is now known as Oryekhovo-Zuevo County; the rest forms the new counties of Kirzach and Kolchugino.</p>   | <p><i>Vladimir.</i></p> Vladimir.<br>Alexandrov.<br>Grokhovets<br>Kovrov.<br>Murom.<br>Melenki.<br>Vyazniki<br>Pereyaslavl-Zalesky.<br>Sudogda.<br>Yuriev-Polsky.<br>Suzdal.<br>Kirzach.<br>Kolchugino.   |

| <p align="center">PROVINCES<br/>together with the counties<br/>composing them in 1913</p>   | <p align="center">CHANGES,<br/>if any, which have taken place since 1913</p>   | <p align="center">PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>  |
|---|--|--|
| <p><i>Kostroma.</i></p> <p>Kostroma<br/>Bui.<br/>Galich.<br/>Kologriv.<br/>Makariev.<br/>Nerekhta.<br/>Soligalich-Chukhloma.<br/>Vornavin.<br/>Vetluga.<br/>Yurevetz-Povol'sky.<br/>Kineshma.</p>         | <p>Kineshma and part of Yurevets-Povol'sky now form the northern part of the new province of Ivanovo-Voznesensk. The part of Yurevetz-Povol'sky remaining in Kostroma has been renamed Kovernino.</p> <p>A new county—Sereda—has been formed apparently out of Nerekhta and included in the province of Ivanovo-Voznesensk.</p> <p>A new province formed out of the northern parts of Vladimir and southern part of Kostroma Provinces mentioned above.</p> <p>Ivanovo-Voznesensk is apparently part of Shuya County, out of which a new county of Ivanovo-Voznesensk has been formed.</p> | <p><i>Kostroma.</i></p> <p>Kostroma.<br/>Bui.<br/>Galich.<br/>Kologriv.<br/>Makariev.<br/>Nerekhta.<br/>Soligalich-Chukhloma.<br/>Vornavin.<br/>Vetluga.<br/>Kovernino.</p> <p><i>Ivanovo-Voznesensk.</i></p> <p>Ivanovo-Voznesensk.<br/>Shuya.<br/>Teikovo.<br/>Yurevets-Povol'sky.<br/>Sereda.<br/>Kineshma.</p> |
| <p><i>Kaluga.</i></p> <p>Kaluga.<br/>Borovsk.<br/>Kozelsk.<br/>Likhvin.<br/>Maloyaroslavets<br/>Medin.<br/>Meshchovsk.<br/>Mosalsk.<br/>Peremyshl<br/>Taruska.<br/>Zhizdra.</p>                           | <p>Zhizdra County now forms one of the northern counties of the new Bryansk Province. A new county called Spass-Demyansk, in the western part of Kaluga, on the borders of the Smolensk Province, apparently out of parts of the Mosalsk.</p>  | <p><i>Kaluga.</i></p> <p>Kaluga.<br/>Borovsk.<br/>Kozelsk.<br/>Likhvin.<br/>Maloyaroslavets<br/>Medin.<br/>Meshchovsk.<br/>Mosalsk.<br/>Peremyshl.<br/>Taruska.<br/>Spass-Demyansk.</p>  |
| <p><i>Moscow.</i></p> <p>Moscow.<br/>Bogorodsk.<br/>Bronnitsi<br/>Dmitrov.<br/>Klin.<br/>Kolomna.<br/>Mozhaisk.<br/>Podolsk.<br/>Rovza.<br/>Serpukhov.<br/>Svenigorod.<br/>Vereya.<br/>Volokolamp'sk.</p> | <p>The southern part of Pokrov County, as seen above, has been transferred from the province of Vladimir to that of Moscow, where it forms the new Oryekhovo-Zuevo County.</p>   | <p>Oryekhovo-Zuevo</p>   |

| <p>PROVINCES<br/>together with the counties<br/>composing them in 1913</p>  | <p>CHANGES,<br/>if any, which have taken place since 1913</p>  | <p>PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>  |
|---|--|---|
| <p><i>Yaroslav</i></p> <p>Yaroslavl.<br/>Danilov.<br/>Lyubim.<br/>Mologa.<br/>Romanov-Borisoglebsk.<br/>Rostov.<br/>Rybinsk.<br/>Uglich.<br/>Poshekhonye.<br/>Myshkin.</p> <p><i>Tver.</i></p> <p>Tver.<br/>Staritsa.<br/>Rzhev.<br/>Zubtsov.<br/>Ostashkov.<br/>Torzhok.<br/>Vyshny-Volochok.<br/>Kashin.<br/>Kalyazin.<br/>Korcheva.<br/>Bezhetsk.<br/>Visegonsk.</p> | <p>The counties of Rybinsk, Mologa, Uglich, Poshekhonye and Myshkin now form part of the new Rybinsk Province.</p> <p>The county of Visegonsk now forms part of the province of Rybinsk.</p> <p>A part of Visegonsk County, transferred as described above to the new Rybinsk Province, has been established as a new county—Krasny-kholm.</p> | <p><i>Yaroslav.</i></p> <p>Yaroslavl.<br/>Danilov.<br/>Lyubim.<br/>Romanov-Borisoglebsk.<br/>Rostov</p> <p><i>Tver.</i></p> <p>Tver.<br/>Staritsa.<br/>Rzhev.<br/>Zubtsov.<br/>Ostashkov.<br/>Torzhok.<br/>Vyshny-Volochok<br/>Kashin.<br/>Kalyazin.<br/>Korcheva<br/>Bezhetsk.</p> <p><i>Rybinsk.</i></p> <p>Rybinsk. *<br/>Visegonsk.<br/>Myshkin.<br/>Poshekhonye.<br/>Uglich.<br/>Krasny-kholm.</p> |

CENTRAL AGRICULTURAL PROVINCES

|   |   |   |
|---|---|---|
| <p><i>Tula.</i></p> <p>Tula<br/>Aleksin.<br/>Belev.<br/>Bogoroditsk.<br/>Efremov.<br/>Epifan.<br/>Kashira.<br/>Krapivin.<br/>Novosil.<br/>Odoyev.<br/>Chern.<br/>Venen.</p> <p><i>Orel.</i></p> <p>Orel.<br/>Bolkhov.</p> | <p>The counties of Karachev, Bryansk, Sevsik and Trubchevsk now form part of the new province of Bryansk.</p> | <p><i>Tula.</i></p> <p>Same as in 1913.</p> <p><i>Orel.</i></p> <p>Orel.<br/>Bolkhov.</p> |
|---|---|---|

| <p>PROVINCES<br/>together with the Counties<br/>composing them in 1913</p>  | <p>CHANGES,<br/>if any, which have taken place since 1913</p>  | <p>PROVINCES<br/>together with the Counties<br/>composing them as at present<br/>constituted</p>  |
|---|--|---|
| <p><i>Orel</i> (continue ).<br/>Dmitr vsk.<br/>Elets.<br/>Livny.<br/>Malo-Arkhangelsk.<br/>Mtsensk.<br/>Kromy.<br/>Bryansk.<br/>Sevsk.<br/>Trubchevsk.<br/>Karachev.</p> <p><i>Kursk</i>.<br/>Kursk.<br/>Belgorod.<br/>Dmitriev.<br/>Fatezh.<br/>Graivoron.<br/>Korocho.<br/>Lgov.<br/>Rylsk.<br/>Oboyan.<br/>Novy-Oskol.<br/>Stary-Oskol.<br/>Sudzha.<br/>Tim.<br/>Shchigry.<br/>Putivl.</p> <p><i>Ryazan</i>.<br/>Ryazan.<br/>Egorevsk.<br/>Dankov.<br/>Kasimov.<br/>Mikhailov.<br/>Oranienburg.<br/>Pronsk.<br/>Ryazhsk.<br/>Zaraisk.<br/>Sapozhok.<br/>Skopin.<br/>Spassk.</p> <p><i>Tambov</i>.<br/>Tambov.<br/>Borisoglebsk.<br/>Elatma.<br/>Kirsanov.<br/>Kozlov.<br/>Lebedyan.<br/>Lipetsk.<br/>Morshansk.<br/>Shatsk.<br/>Spassk.<br/>Temnikov.<br/>Usman.</p> | <p>The province of Bryansk has been formed out of the above-mentioned counties, together with that of Zhizdra, formerly in the province of Kaluga.</p> <p>The only change is the formation of a new county known as Spassk-Klepiki, apparently out of Kasimov and Ryazan Counties.</p> | <p><i>Orel</i> (continue ).<br/>Dmitrovsk.<br/>Elets.<br/>Kromy.<br/>Livny.<br/>Malo-Arkhangelsk.<br/>Mtsensk.<br/>Bryansk.<br/>Karachev.<br/>Sevsk.<br/>Trubchovsk.<br/>Zhizdra.</p> <p><i>Kursk</i>.<br/>The same as in 1913.</p> <p><i>Ryazan</i>.<br/>The same as 1913, with the exception of Spassk Klepiki.</p> <p><i>Tambov</i>.<br/>The same as in 1913</p> |

| PROVINCES<br>together with the counties<br>composing them in 1913   | CHANGES,<br>if any, which have taken place since 1913 | PROVINCES<br>together with the counties<br>composing them as at present<br>constituted |
|---|---|--|
| <p><i>Voronezh.</i></p> <p>Voronezh.<br/>Nizhnedevitsk.<br/>Zemlyansk.<br/>Zadonsk.<br/>Korotoyak<br/>Ostrogzhsk.<br/>Biryuch.<br/>Valuiki.<br/>Pavlovsk.<br/>Bobrov.<br/>Novokhopersk.<br/>Boguchar.</p> |   | <p><i>Voronezh.</i></p> <p>The same as in 1913</p>                                     |

THE VOLGA PROVINCES

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| <p><i>Penza.</i></p> <p>Penza.<br/>Krasn sbodsk.<br/>Saransk.<br/>I sar.<br/>Mokshansk.<br/>Gorodishche.<br/>Chembar.<br/>Kerensk.<br/>Narovchat.<br/>Nizhny-Lomov.</p> |   | <p><i>Penza</i></p> <p>The same as in 1913.</p>   |
| <p><i>Nizhny-Novgorod.</i></p> <p>Nizhny-Novgorod.<br/>Avdatov.<br/>Arzamas.<br/>Knyaginín.<br/>Lukoyanov.<br/>Sergach.<br/>Balakhna.<br/>Semenov.<br/>Vasil.</p>       | <p>The county of Vasil has been renamed Vasilsursk, and the northern part of it has been formed into a new county called Voznesensk. Gorbato County has been renamed Pavlov.</p>  | <p><i>Nizhny-Novgorod.</i></p> <p>The same as in 1911, with the exception of the new Voznesensk County.</p> |
| <p><i>Samara.</i></p> <p>Samara.<br/>Buguruslan.<br/>Buzuluk.<br/>Stavropol.<br/>Bugulma.<br/>Nikolaevsk.<br/>Novo-Uzensk.</p>  | <p>Bugulma County now forms part of the newly created Tartar Republic; Novo-Uzensk has been transferred to Saratov Province; the district of Ekaterinenstadt (now renamed Marxstadt), formerly part of Nikolaevsk County, and those of Rovnoe and Urbach, formerly parts of Novo-Uzensk County, now form part of the newly created province known as the German Labour Commune.</p> <p>The Nikolaevsk County has been renamed Pugachev County, while an entirely new county—Balakovo—adjoining the Volga, has been formed out of what was formerly a part of Nikolaevsk County.</p> | <p><i>Samara.</i></p> <p>Samara.<br/>Buguruslan.<br/>Buzuluk.<br/>Pugachev<br/>Melekes.<br/>Stavropol.</p>  |

| <p>PROVINCES<br/>together with the counties<br/>Composing them in 1913</p>   | <p>CHANGES,<br/>if any, which have taken place since 1913</p>   | <p>PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>   |
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| <p><i>Simbirsk.</i></p> <p>Simbirsk.<br/>Alatyr.<br/>Ardatov.<br/>Buinsk.<br/>Korsun.<br/>Sengilei.<br/>Syzran.<br/>Kurmysh.</p> <p><i>Kazan.</i></p> <p>Kazan.<br/>Yadrin.<br/>Kosmodemyansk.<br/>Laishov.<br/>Mamadysh.<br/>Spassk.<br/>Svyazhsk.<br/>Tetyushi.<br/>Cheboksary.<br/>Chistopol.<br/>Tsarevokokshaisk.<br/>Tsvilisk.</p> | <p>A considerable part of the county of Kurmysh is now included in the newly formed Chuvash Territory; the new Chuvash county of Ivressy was formerly situated in the Simbirsk Province, apparently in the county of Buinsk. The other part of Buinsk has gone to the Tartar Republic.</p> <p>The Kazan Province has now ceased to exist, and the counties which formerly composed it have now gone to form the Tartar Republic, the Marii Territory and the Chuvash Territory.</p> <p>It will be seen that the newly formed Tartar Republic has seven counties, which formerly belonged to the Kazan Province; in addition to this the county of Elabuga, formerly in Vyatka Province, Menselinsk County, formerly in Ufa, and Bugulma, formerly in Samara, have been added to it. The county of Euinsk formerly belonged to Simbirsk.</p> <p>The newly formed Marii Territory consists of the county of Tsarevokokshaisk, now known as Krasnokokshaisk, and Kosmodemyansk (both counties formerly belonging to the Kazan Province) and Serpur, part of the county of Urzhum in the Vyatka Province.</p> <p>The Cheboksari, Tzivilsk and Yadrin counties of the new Chuvash Territory appear all to have belonged formerly to the Kurmysh County in the Kazan Province. The new Ivressy County, on the other hand, seems to have been part of Buinsk County, in the Province of Simbirsk.</p> <p>The Votyak Territory has been formed somewhat later than the other new territories, and it has been found extremely difficult to determine its boundaries precisely. About half the county of Glazov and three-quarters of those of Malmyzh and Sarapul, all formerly in the Vyatka Province, together with three-quarters of Elabuga County, also formerly in Vyatka, are included in the Votyak Territory, although in no case are the towns of Malmyzh, Glazov, Sarapul and Elabuga so included.</p> <p>The towns and some part of the counties of Malmzyh and Glazov continue to belong to Vyatka Province, while Elabuga, as has been seen above, belongs to the Tartar Republic, and Sarapul (see below) to the Province of Perm.</p> | <p><i>Simbirsk.</i></p> <p>The same as in 1913, except as regard Kurmysh and the territory formerly included in Alatyr County and Buinsk.</p> <p><i>Tartar Republic.</i></p> <p>Kazan.<br/>Elabuga.<br/>Laishov.<br/>Mamadysh.<br/>Svyazhsk.<br/>Spassk.<br/>Tetyushi.<br/>Chistopol.<br/>Menselinsk.<br/>Bugulma.<br/>Buinsk.</p> <p><i>Mariï territory.</i></p> <p>Krasnokokshaisk.<br/>Kosmodemyansk.<br/>Serpur.</p> <p><i>Chuvash territory.</i></p> <p>Yadrin.<br/>Tzivilsk.<br/>Cheboksari.<br/>Ibressy.</p> <p><i>Votyak territory</i></p> <p>Glazov.<br/>Debessy.<br/>Selta.<br/>Izevsk.<br/>Mozga.</p> |

| <p>PROVINCES,<br/>together with the counties<br/>composing them in 1913</p>  | <p>CHANGES,<br/>if any, which have taken place since 1913</p>  | <p>PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>  |
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| <p><i>Vyatka.</i></p> <p>Vyatka.<br/>Yaransk.<br/>Nolinsk.<br/>Orlov.<br/>Slobodskoy.<br/>Urzhum.<br/>Glazov.<br/>Malmyzh.<br/>Kotelnich<br/>Sarapul.</p>          | <p>In addition to this, about half the former Perm county of Okhansk completes the Votyak territory.</p> <p>The half of the former Glazov County retains that name; the portions of Malmzyh, Sarapul, Elabuga and Okhansk Counties mentioned are now known respectively as Selta, Izhlosk, Mozga and Debessy.</p> <p>As has been seen above, the town and part of the county of Sarapul have been transferred to the Provinces of Perm. Part of Glazov Elabuga and Malmzyh have gone to form the new Votyak Territory, while it will be seen that a new county, Sovietsky, has been formed out of a part of Yaransk.</p> <p>The other part of Elabuga, as has been seen, is included in the Tartar Republic. Part of Urzhum County, with the town Semur, has gone to Marii Province (Sovietsky is probably the town Kukarka).</p>  | <p><i>Votyak territory (continued)</i></p> <p><i>Vyatka.</i></p> <p>Vyatka.<br/>Kotelnich.<br/>Slobodskoy<br/>Orlov.<br/>Nolinsk.<br/>Yaransk.<br/>Urzhum.<br/>Malmyzh (part<br/>Glazov (part)<br/>Sovietsky.</p>   |
| <p><i>Saratov.</i></p> <p>Saratov.<br/>Atkarsk.<br/>Balashov.<br/>Khvalinsk.<br/>Kamyshin.<br/>Kuznetsk.<br/>Petrovsk.<br/>Serdobsk.<br/>Volsk.<br/>Tsaritsyn.</p> | <p>Tsaritsyn County has been transferred from Saratov Province to the newly-formed province of that name. The northern part of Kamyshin County has been transferred to the newly-formed German Labour Commune, under the name of Goloi-Karamysh County.</p> <p>The whole of the former Samara county of Novo-Uzensk, previously in the Samara Province, has been transferred to the present Saratov Province under the name of Drgach County. A new county—P. krovsk—formerly in Samara Province, and situated opposite to the town of Saratov, has been created and included in the present Saratov Province.</p> <p>The southern part of Atkarsk has been formed into a new county called Elan.</p> <p>The county of Tsaritsyn formerly belonged to Saratov Province. Nikolaevszkaya and Leninsk counties are newly formed, being the two halves of what was Saratov County in the Astrakhan Province. The new county known as the territory of the Red Army, with the town of Sarepta, is part of the former Chorny-Yar County in the Astrakhan Province. The counties of Uryupin, Ust-Medveditsk and Nizhe-Chirsk formerly belonged to the Don Province.</p> | <p><i>Saratov.</i></p> <p>Saratov.<br/>Atkarsk.<br/>Balashov<br/>Khvalinsk.<br/>Kamyshin.<br/>Kuznetsk.<br/>Petrovsk.<br/>Serdobsk<br/>Volsk.<br/>Dergach.<br/>Novo-Uzensk.<br/>Pokrovsk.<br/>Elan.</p> <p><i>Tsaritsyn.</i></p> <p>Tsaritsyn.<br/>Nikolaevszkaya.<br/>Leninsk.<br/>Territory of the Red Army.<br/>Uryupin.<br/>Ust-Medveditsk.<br/>Nizhe-Chirsk.</p> |
| <p><i>Astrakhan.</i></p> <p>Astrakhan.<br/>Krasny Yar.<br/>Chorny Yar.</p>   | <p>The western part of the county of Enotaesk now forms part of the new province known as the Kalmyk Territory.</p>  | <p><i>Astrakhan.</i></p> <p>Astrakhan.<br/>Enotaesk.<br/>Krasny Yar.</p>  |

| <p>PROVINCES<br/>together with the counties<br/>composing them in 1913</p>  | <p>CHANGES,<br/>if any, which have taken place since 1913</p>   | <p>PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>                                     |
|---|---|--|
| <p><i>Astrakhan</i> (continued).<br/>Tsarov.<br/>Enotaesk.</p>  | <p>The county of Tsarov now forms part of the newly established Tsaritsyn Province, where two counties, those of Nikolaevskaya and Leninsk, have been formed out of it.</p>   | <p><i>Astrakhan</i> (continued).</p>   |
| <p><i>Ufa</i>.<br/>Ufa.<br/>Belebey.<br/>Birsk.<br/>Zlatoust<br/>Menzelinsk.<br/>Sterlitamak.</p>   | <p>Some of the north-western part of Ufa is now included in the newly established Bashkir Republic, to which also the whole of the county of Sterlitamak and parts of that of Ufa and Zlatoust have been transferred, Menzelinsk County, formerly the north-eastern part of Ufa Province, now forms part of the Tartar Republic.</p>  | <p><i>Ufa</i>.<br/>Ufa.<br/>Belebey.<br/>Birsk.<br/>Zlatoust.</p>  |
| <p><i>Perm</i>.<br/>Perm.<br/>Solikamsk. }<br/>Kungur. } European<br/>Okhansk. } counties.<br/>Osa. }<br/>Cherdyn. }<br/>Krasnoufimsk. }<br/><br/>Verkhoturie. }<br/>Ekaterinburg. } Asiatic<br/>Irbit. } counties.<br/>Kamyshlov. }<br/>Shadrinsk. }</p> | <p>All the European counties of what was formerly the Perm Province, with the exception of Krasnoufimsk County, which has become part of the new Ekaterinburg Province, now form the newly constituted province of Perm.</p> <p>In addition to these counties, a part of the county of Sarapul, formerly belonging to the Vyatka Province, is now included in Perm Province.</p>  | <p><i>Perm</i>.<br/>Perm.<br/>Kungur.<br/>Okhansk.<br/>Osa.<br/>Solikamsk<br/>Cherdyn.<br/>Sarapul.</p>                              |
| <p><i>Orenburg</i>.<br/>Orenburg.<br/>Troitsk.<br/>Chelyabinsk.<br/>Verkhne-Uralsk<br/>Orsk.</p>  | <p>The counties of Verkhoturie, Ekaterinburg, Irbit, Kamyshlov and Shadrinsk now form part of the newly created Ekaterinburg Province. Part of Ekaterinburg has been formed into a new county of Kamensk.</p> <p>It has been seen above that part of the counties of Okhansk and a part of Sarapul have been transferred from Perm Province to form the new province known as the Votyak Territory.</p>   | <p><i>Ekaterinburg</i>.<br/>Krasnoufimsk.<br/>Verkhoturie.<br/>Ekaterinburg<br/>Irbit.<br/>Kamshlov.<br/>Shadrinsk.<br/>Kamensk.</p> |
| <p><i>Orenburg</i>.<br/>Orenburg.<br/>Troitsk.<br/>Chelyabinsk.<br/>Verkhne-Uralsk<br/>Orsk.</p>  | <p>The greater part of Orenburg County, comprising the northern districts, is now included in the newly-formed Bashkir Republic. The remaining territory of Orenburg County is included, together with a small part of Orsk County, including the town of Orsk, in the newly formed Kirghiz Republic, where both remnants are now known as forming together the present Province of Orenburg.</p> <p>The western half of Verkhne-Uralsk County now forms part of the Bashkir Republic.</p> <p>The eastern part of Verkhne-Uralsk County, together with the whole of the Troitsk and Chelyabinsk Counties, now forms part of the new Chelyabinsk Province.</p> |  |

| PROVINCES<br>together with the counties<br>composing them in 1913   | CHANGES,<br>if any, which have taken place since 1913  | PROVINCES<br>together with the counties<br>composing them as at present<br>constituted   |
|---|--|--|
|   | <p>The newly formed Republic of Kirghiz is partly in European Russia and partly in Asiatic Russia. Orenburg, Bukeev, and Uralsk may be regarded as part of European Russia, and the remaining provinces of it, Asiatic.</p> <p>It will be seen that only the provinces within the Kirghiz Republic have been given, without any of the counties or other subdivisions of territory included in them.</p> <p>The present Orenburg Province is composed of some southern and south-eastern districts of Orsk and the southern part of Orenburg County.</p> <p>The new Chelyabinsk Province has received from the former Orenburg Province the counties of Chelyabinsk, Troitzk and the eastern half of Verkhne-Uralsk. The new county of Myassky has been created out of a part of Troitzk, and the county of Kurgan out of Tobolsk Province (Siberia).</p> <p>The whole of Sterlitamak County and a part of Ufa County have been transferred from Ufa Province to the newly formed Bashkir Republic. In addition to this, some south-western districts of Zlatoust County and the western half of Verkhne-Uralsk, also formerly in Perm Province, three-quarters of Orsk and the North-Eastern part of Orenburg County (both formerly in Orenburg Province) are included in the territory of the Bashkir Republic. There are also fairly numerous Bashkir communities in the Provinces of Chelyabinsk and Orenburg.</p> | <p><i>Kirghiz Republic Provinces.</i></p> <p>Orenburg.<br/>Uralsk.<br/>Bukeev.<br/>Akmolinsk.<br/>Semipalatinsk.<br/>Akt'yubinsk.<br/>Kustanai.</p> <p><i>Chelyabinsk.</i></p> <p>Chelyabinsk.<br/>Verkhne-Uralsk.<br/>Kurgan.<br/>Zlatoust.<br/>Myassky.</p> <p><i>Bashkir Republic.</i></p> <p>Sterlitamak.<br/>Ufa.<br/>Zlatoust (part)<br/>Orsk (county)<br/>Orenburg.<br/>Verkhne Uralsk.</p> |
| NORTH CAUCASUS AND BLACK SEA PROVINCES  |  |  |
| <p><i>Stavropol.</i></p> <p>Stavropol<br/>Alexandrovsk.<br/>Novo-Grigorevsk.<br/>Medvezhensk.<br/>Svyatoi Krest.<br/>Turkmen Territory.</p> <p><i>Kuban.</i></p> <p>Zabubansky.<br/>Ekaterinodar.<br/>Yeisk.<br/>Temryuk.<br/>Maikop.<br/>Batalpashinsk.<br/>Kavkazaya.</p> | <p>Eka'erino 'ar has been renamed Krasnodar, Maikop has been renamed Labinskaya, and a new county—Taman—has been formed out of part of Temryuk County.</p>   | <p><i>Kuban.</i></p> <p>Batalpashinsk<br/>Yeisk.<br/>Krasnodar.<br/>Labinskaya<br/>Tem yuk.<br/>Taman.</p>   |

| PROVINCES<br>together with the counties<br>composing them in 1913  | CHANGES,<br>if any, which have taken place since 1913  | PROVINCES<br>together with the counties<br>composing them as at present<br>constituted  |
|--|--|---|
| THE UKRAINE  |  |   |
| <p><i>Chernigov.</i></p> <p>Chernigov.<br/>Borzna.<br/>Glukhov.<br/>Gorodnya.<br/>Konotop.<br/>Kozelets.<br/>Krolevets.<br/>Novgorod Seversky.<br/>Oster.<br/>Sosnitsa.<br/>Mglin.<br/>Novo-Zybkov.<br/>Starodub.<br/>Surazh.<br/>Nezhin.</p> <p><i>Kiev.</i></p> <p>Kiev.<br/>Berdychev.<br/>Kanev.<br/>Lipovets.<br/>Radomysl.<br/>Skvira.<br/>Zvenigorodka.<br/>Tarashcha.<br/>Uman.<br/>Vasilkov.<br/>Cherkasy.<br/>Chigirin.</p> <p><i>Volhynia.</i></p> <p>Novgorod-Volyn.<br/>Zhitomir.<br/>Zaslavl.<br/>Staro-Konstantinov.<br/>Ovruch.<br/>Lutsk.<br/>Dubno.<br/>Kremenets.<br/>Ostrog.<br/>Rovno.<br/>Kovel.<br/>Vladimir-Volyn.</p> <p><i>Podolia.</i></p> <p>Kamemetz-Podolsk.<br/>Mogilev-Podolsk.<br/>Yampol.<br/>Bratslav.<br/>Gaysin<br/>Letichev.</p> | <p>The counties of Mglin, Novo-Zybkov, Starodub and Surazh now form part of the Province of Gomel.</p> <p>The counties of Cherkasy and Chigirin now form part of the new Kremenchug Province.<br/>A new county—Chernobyl—has been formed out of the north-eastern part of Radomysl County, while the county of Pereyaslev, formerly in Poltava Province, has been transferred to Kiev Province.<br/>Kanev County has been renamed Boguslav.<br/>Vasilkov is called Belaia Tserkov.</p> <p>The counties of Luts', Dubno, Kremenets, Ostrog, Rovno, Kovel and Vladimir-Volyn now form part of Poland.<br/>The southern part of the county of Ovruch has been formed into the new county of Koroste .</p> <p>The county of Balta now forms part of the newly created province of Odessa. The south-western part of Vinnitsa County has been reconstituted as a separate county bearing the name of Zhmerinka. Litin County has been renamed Khmelnik.</p> | <p><i>Chernigov.</i></p> <p>Chernigov.<br/>Borzna.<br/>Glukhov.<br/>Gorodnya.<br/>Konotop.<br/>Kozelets.<br/>Krolevets.<br/>Novgorod-Sever ky.<br/>Oster.<br/>Sosnitsa.<br/>Nezhin.</p> <p><i>Kiev.</i></p> <p>Kiev.<br/>Berdychev.<br/>Boguslav.<br/>Lipovets.<br/>Radomysl.<br/>Chernobyl.<br/>Skvira.<br/>Tarashcha.<br/>Zvenigorodka.<br/>Uman.<br/>Pereyaslavl.<br/>Belaia Tserkov.</p> <p><i>Volhynia.</i></p> <p>Zhitomir.<br/>Staro-Konstantinov.<br/>Zaslavl.<br/>Novgorod-Volyn.<br/>Ovruch.<br/>Korosten.</p> <p><i>Podolia.</i></p> <p>The same as in 1913, with the exception of the loss of Balta and the creation of Zhmerinka County.</p> |

| <p>PROVINCES<br/>together with the counties<br/>composing them in 1913</p>  | <p>CHANGES,<br/>if any, which have taken place since 1913</p>  | <p>PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>  |
|---|--|---|
| <p><i>Podolia</i> (continued).<br/>Litin.<br/>Olgopol.<br/>Proskurov.<br/>Ushitsa.<br/>Vinnitsa<br/>Balta.</p> <p><i>Poltava</i>.<br/>Poltava.<br/>Gadyach.<br/>Kobelyaki.<br/>Konstantinograd.<br/>Lokhvitsa.<br/>Lubny.<br/>Mirgorod.<br/>Pereyasavl.<br/>Piryatin.<br/>Romny.<br/>Zenkov.<br/>Zolotonosha.<br/>Khorol.<br/>Kremenchug.</p> | <p>The counties of Khorol, Kremenchug and Zolotonosha now form part of the new province of Kremenchug.</p> <p>The new Kremenchug Province has been formed out of the counties of Kremenchug, Khorol and Zolotonosha, belonging formerly to the province of Poltava, Cherkasy and Chigirin belonging formerly to Kiev Province, and the greater part of Alexandriya County formerly included in Kherson Province.</p> | <p><i>Poltava</i>.<br/>Same as in 1913, except as regards Khorol, Kremenchug and Zolotonosha.</p> <p><i>Kremenchug</i>.<br/>Kremenchug.<br/>Khorol.<br/>Zolotonosha.<br/>Cherkasy.<br/>Chigirin.<br/>Alexandriya.</p> |
| <p><i>Ekaterinoslav</i>.<br/>Ekaterinoslav.<br/>Novomoskovsk.<br/>Pavlograd.<br/>Rostov.<br/>Verkhne-Dneprovsk.<br/>Alexandrovsk.<br/>Bakhmut.<br/>Slavyanoserbsk.<br/>Mariupol.</p>  | <p>The counties of Alexandrovsk, Slavyanoserbsk, Bakhmut, and Taganrog now form part of the new Donets Province.</p> <p>Krivel-Rog formerly part of the province of Kherson, in which it seems to have been included in Elizavetgrad County, has now been transferred to the Ekaterinoslav Province, where it is a separate county.</p>  | <p><i>Ekaterinoslav</i>.<br/>Ekaterinoslav.<br/>Verkhne-Dneprovsk.<br/>Novomoskovsk.<br/>Pavlograd.<br/>Krivel-Rog.<br/>Nikopol.</p>  |
| <p><i>Kharkov</i>.<br/>Kharkov.<br/>Akhtyrka.<br/>Bogodukhovsk.<br/>Kupyansk.<br/>Lebedin.<br/>Zmiev.<br/>Summi.<br/>Valki.<br/>Volchansk.<br/>Izyum.<br/>Starobelsk</p>  | <p>Starobelsk County and part of Izyum (now known as Slavyansk) now form part of the new province of Donets.</p>   | <p><i>Kharkov</i>.<br/>Kharkov.<br/>Akhtyrka.<br/>Bogodukhovsk.<br/>Kupyansk.<br/>Lebedin.<br/>Zmiev.<br/>Summi.<br/>Valki.<br/>Chuguev-Volchansk<br/>Izyum.</p>  |

| <p>PROVINCES<br/>together with the counties<br/>composing them in 1913</p>  | <p>CHANGES,<br/>if any, which have taken place since 1913</p>  | <p>PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p>  |
|---|--|---|
| <p><i>Don Province.</i></p> <p>Taganrog.<br/>Rostov.<br/>Novo-Cherkask.<br/>First District of the Don.<br/>Second District of the Don.<br/>Salsk.<br/>Ust-Medveditsk.<br/>Khopersk.<br/>Donetz.</p> | <p>The whole of the territory formerly comprised in the Taganrog County is now included in the new Donets Province. A part still retains the same name—Taganrog County; the northern part forms parts of two new counties in the Donets Province—Yuzovo and Chistyakovo, while a small part is included in the new county of Alexandrovsk-Grushevsky.</p> <p>The counties of Odessa and Tiraspol have been transferred from the former province of Kherson to the newly established Odessa Province.</p> <p>Balta County is formed out of part of the county of Balta, formerly in Podolia Province, and part of Ananiev County, formerly in the province of Kherson.</p> <p>Olviopol-Pervomaisk County is formed out of part of the other part of Balta and another part of Ananiev.</p> <p>The county of Voznesensk has been formed out of the remaining or southern part of Ananiev County.</p> <p>With the exception of a small part, including the town of Novo-Cherkask, the whole of the county of that name is now included in the Donets Province and forms the greater part of the county of Alexandrovsk-Grushevsky mentioned above.</p> <p>The First District of the Don has been renamed Konstantinovskaya; it has lost a small portion of its territory to Alexandrovsk-Grushevsky County in the Donets Province.</p> <p>The Second District of the Don, now known as Nizhe-Chirsk, has been transferred, together with Khopersk, renamed Uryupin, and the eastern part of Ust-Medveditsk, to the newly formed Tsaritsyn Province. The western part of Ust-Medveditsk forms the new county of Ust-Khopersk.</p> <p>Salsk county has been renamed Veliko-Knyasheskaya, after its principal town.</p> <p>Donets County; the capital of which was formerly Kamenskaya, has lost this town and a little additional territory, to Alexandrovsk-Grushevsky County in the Donets Province; the rest of Donets County has been renamed Millerovo.</p> <p>The counties of Bakhmut and Slavyanoserbsk, formerly part of Ekaterinoslav, now form part of the Donets Province. Slavyanoserbsk has been renamed Lugansk. A part of it, together with a small part of Bakhmut and a considerable part of Taganrog (formerly belonging to the Don Province), forms the new county of Chistyakovo. Slavyansk County has been newly created and represents the southern half of Izyum County, having been detached from Kharkov Province and included in the Donets Province.</p> | <p><i>Don Province</i></p> <p>Rostov.<br/>Millerovo.<br/>Konstantinovskaya<br/>Veliko-Knyazheskaya.<br/>Ust-Khopersk.</p> <p><i>Odessa.</i></p> <p>Odessa.<br/>Tiraspol<br/>Balta.<br/>Olviopol-Pervomaisk<br/>Voznesensk</p> <p><i>Donets Province.</i></p> <p>Bakhmut.<br/>Slavyansk<br/>Grishino.<br/>Starobelsk.<br/>Mariupol.<br/>Lugansk.<br/>Taganrog.<br/>Alexandrovsk-Grushevsky.<br/>Chistyakovo.<br/>Yuzovo.</p> |



| <p align="center">PROVINCES<br/>together with the counties<br/>composing them in 1913</p> | <p align="center">CHANGES,<br/>if any, which have taken place since 1913</p>  | <p align="center">PROVINCES<br/>together with the counties<br/>composing them as at present<br/>constituted</p> |
|---|---|---|
| <p><i>Kherson</i> (continued).</p>  | <p>Ananiev County has been divided into three parts and has disappeared entirely as a separate county. One part, together with half of Balta County, in Podolia Province, now forms the new Balta County in Odessa Province. Another part of Ananiev, together with the other part of Balta, forms a new county of Olvio-Pol-Pervomaisk, also in Odessa Province. The remaining or southern part now forms the new county of Voznesensk in Odessa Province.</p> <p>Alexandriya County now forms part of the new province of Kremenchug.</p> | <p><i>Nikolaev</i> (continued).</p>   |

## ANNEX XI

## Bibliography.

The list of books set out below must not be regarded as a complete bibliography of Russian and foreign literature on economic questions relating to Russia. It does no more than indicate a few of the works which may be referred to for guidance on Russian economic and social questions. In regard to literature subsequent to 1917, the extensive bibliography shortly to be published by the International Labour Office has been resorted to.

| SUBJECT                                      | PERIOD               | TITLE OF WORK  | AUTHOR OR PUBLISHER                               | PUBLISHED AT   | DATE OF PUBLICATION     | REMARKS          |
|--|----------------------|--|---|--|-------------------------|------------------|
| I<br>General                                 | I<br>Pre-War         | <i>The Russian Statistical Annual (Statisticheskyy Ezhegodnik Rossii).</i>                     | Central Statistical Committee                     | Petrograd  | Annual                  | French & Russian |
|  |                      | <i>Russia's Sources of Production (Proizvoditel'naya sila Rossii).</i>                         | Ministry of Finance                               | »  | 1896                    | French & Russian |
|  |                      | <i>Russia at the end of the 19th Century. (Rossiya v Kontse Devyatnadsatevo Veka).</i>         | Ministry of Finance                               | »  | 1900                    | French & Russian |
|  |                      | <i>Review of Finance, Trade and Industry (Weekly).</i>   | Ministry of Finance                               | »  |                         | Russian          |
|  |                      | <i>Russian National Economy (Narodnoe Khozyaistvo).</i>  | Annual Publication of the Ministry of Finance     | »  | 1911-1915               | Russian          |
|  |                      | <i>Die volkswirtschaftlichen Studten aus Russland.</i>   | SCHULTZE-GAVERNITZ (Gerhardt), Prof.              | Stuttgart  | 1898                    |                  |
|  |                      | <i>Le Régime économique de la Russie.</i>  | KOVALEVSKY (Maxim), Pr. (1)                       | Paris  | 1898                    |                  |
|  |                      | <i>Album des diagrammes sur l'économie nationale de la Russie.</i> 9 vol.                      | OZEROV (I. Kh.), Prof. (2)                        | Moscow   | 1906                    | Russian          |
|  |                      | <i>Twenty Years of Russian Public Economy 1890-1910 (Sovremennoe Khozyaistvo Rossii).</i>      | FINN-ENOTAEVSKY                                   | Petrograd  | 1911                    | Russian          |
|  |                      | <i>Factors in the Russian Revolution at the beginning of the 20th century.</i> 5 vol.          | MARTOV (L.), MASLOV (P. I.) and POTRESSOV (A. N.) | »  | 1909-1912               | Russian          |
|  |                      | <i>Statistical and Economic Annual of the Newspaper „Ryech' (Ezhagodnik Ryechi) 1912-1915.</i> | Published by the newspaper Ryech                  | »  | 1912-1915               | Russian          |
|  |                      | <i>Statistical Abstract for the principal and other foreign countries.</i>                     |   |  | Annual                  |                  |
|  |                      | General  | II<br>During the War (Pre-Revolutionary)          | <i>The War and the National Economy of Russia. (Voina i Narodnoe Khozyaistvo).</i> | PROKOPOVICH (S. N.) (3) | Moscow           |
| <i>Russia, its trade and commerce.</i>       | RAFFOLOVICH (A.) (4) |  |   | London   | 1918                    |                  |
| <i>Russia: Her Economic Past and Future.</i> | GOLDSTEIN, Prof. (5) |  |   | New-York   | 1919                    |                  |

(1) Member of the Russian Academy of Science, Member of the former Council of State, sometime Professor of Public Law in the University of Petrograd.

(2) Member of the former Council of State, sometime Professor Finance in the University of Moscow.

(3) Minister of Food and of Commerce and Industry in the Russian. Provisional Government, 1917 and one of the principal leaders of the Co-operative Movement in Russia.

(4) Professor of Economics at the University of Moscow, and in the Moscow Commercial Institute.

(5) Formerly Financial Agent of the Russian Government at Paris, Editor of Dictionnaire d'Economie politique.

| SUBJECT  | PERIOD                         | TITLE OF WORK  | AUTHOR OR PUBLISHER                                    | PUBLISHED AT     | DATE OF PUBLICATION | REMARKS                  |
|--|--------------------------------|--|--|------------------|---------------------|--------------------------|
| General<br>(continued)   | III<br>Post-Revo-<br>lutionary | <i>Recueil des lois du Gouvernement des ouvriers et des paysans 1917-1922.</i>   |  | Moscow           | 1917-1922           | Russian                  |
|  |                                | <i>Sobranie Uzakonenii i Rasporyazhenii Rabochevo i Krestyanskavo Pravitelstva.</i>  |  |                  |                     | Russian                  |
|  |                                | <i>Stenographic Reports of the Congress of Soviets of Workers, Soldiers and Peasants Deputies, 1917-1922.</i><br>( <i>Stenographicheskkiye Otchety Vserossiiskovo S'ezda Rabochikh, Krasnoarmaskikh i Krestyanskikh Deputator.</i> ) |  | Moscow           | 1917-1922           | Russian                  |
|  |                                | <i>The results of the Census of 1920 of the Population of Soviet Russia.</i><br>( <i>Rezultati Perepisi Naselenia v 1920 godu.</i> )   | Central Statistical Bureau                             | Moscow           | 1921                | Russian & French         |
|  |                                | <i>Statistical Annual 1918-1920 (Statistichesky Ezhegodnik).</i>   |  | Moscow           | 1921                | Russian & French         |
|  |                                | <i>Two Years of the Dictatorship of the Proletariat 1919-1920 (Dva Goda Diktaturi Proletariata).</i>   | Supreme Council of Peoples Economy                     | Moscow           | 1921                | Russian                  |
|  |                                | <i>The Public Economy of Soviet Russia in 1920 and 1921.</i><br>( <i>Narodnoe Khozyaistvo Rossii v 1920 i 1921 godakh.</i> )   | Supreme Council of Peoples Economy                     | Moscow           | 1921-1922           | Russian                  |
|  |                                | <i>Public Economy: Official Monthly Review (Narodnoe Khozyaistvo).</i>   | Supreme Council of People's Economy                    | Moscow           | 1917 onwards        | Russian                  |
|  |                                | <i>Public Economy of the Ukraine (Narodnoe Khozyaistvo Ukraini).</i>   | Official publication of the Ukraine Soviet Government  | Kiev and Kharkov | 1917 onwards        | Russian                  |
|  |                                | <i>Economic Bulletin (Monthly) of the Institute of Economic Research attached to the Petrovsky Agricultural Academy.</i>   | People's Commissariat for Agriculture                  | Moscow           | 1922                | French & English         |
|  |                                | <i>Ukrainian Statistical Bulletin (monthly) (Statisticheskii Bulletin Ukraini).</i>  | Official publication of the Ukraine statistical Bureau | Kiev and Kharkov | 1920-1922           |                          |
|  |                                | <i>Russian Information and Review (Collection of Reports on Bolshevism in Russia (Abridged edition of Parliamentary Paper C. M. D. 8. Russia No. 1, 1919).</i>   | Russian Trade Delegation                               | London           | 1921-1922           | Also published in French |
|  |                                | <i>Report of the Parliamentary Commission to collect Information on Russia. C. M. D. 1240. Russia No. 1, 1921.</i>   |  |                  |                     |                          |
|  |                                | <i>Trois aspects de la Révolution russe.</i>   | VANDERVELDE (E.)                                       | Paris            | 1917                | French                   |
|  |                                | <i>The Eclipse of Russia.</i>  | DILLON (E. J.)   | London           | 1918                |                          |
|  |                                | <i>Bolshevism.</i>   | SPARGO (John)  | London           | 1919                |                          |
|  |                                | <i>The Truth about Russia.</i>   | RANSOME (Arthur)                                       | "                | 1919                |                          |
|  |                                | <i>Das Bolshevistische Russland.</i>   | VORST (Hans)   | Leipzig          | 1919                | German                   |
|  |                                | <i>Les Bolcheviki.</i>   | BRISSON (Étienne)                                      | Paris            | 1919                |                          |
|  |                                | <i>The Greatest Failure in all History.</i>  | SPARGO (John)  | London           | 1920                |                          |
| <i>The Practice and Theory of Bolshevism.</i>                            | RUSSELL, The Hon. Bertrand     | "  | 1920   |                  |                     |                          |
| <i>Die Wirtschafts politischen Probleme der proletarischen Diktatur.</i> | VARGA (A.) (1)                 | Vienna   | 1920   |                  |                     |                          |
| <i>Nella Russia bolshevica.</i>  | MAGRINI (Lucieno) (2)          | Milan  | 1920   |                  |                     |                          |
| <i>Une Législation communiste.</i>                                       | LABRY (Raoul)                  | Paris  | 1920   |                  |                     |                          |

(1) Sometime Professor of Political Economy in the University of Budapest, President of the Supreme Council of People's Economy in the Hungarian Soviet Government, 1919.

(2) Editor of *Il Secolo*.

| SUBJECT  | PERIOD   | TITLE OF WORK   | AUTHOR OR PUBLISHER                         | PUBLISHED AT  | DATE OF PUBLICATION   | REMARKS           |
|--|--|---|---|---|---|-------------------|
| General<br>(continued)   | Post-Revo-<br>lutionary<br>(continued)                                 | <i>Report of the British Labour Delegation to Russia.</i>                       | British Trades Union Congress               | London  | 1920  |                   |
|  |  | <i>Die Gesetzgebung der Bolcheviki.</i>   | KLIBANSKI                                   | Leipzig   | 1920  |                   |
|  |  | <i>La République des Soviets (Bilan économique).</i>                            | ZAGORSKY (Semyon), Prof. (1)                | Paris   | 1921  |                   |
|  |  | <i>Le Mirage du Soviétisme.</i>   | HOSCHILLER (Max)                            | Paris   | 1921  |                   |
|  |  | <i>The Economics of Communism.</i>  | PASVOLSKY (L.)                              | New-York  | 1921  |                   |
|  |  | <i>Le Bolchevisme, vu par un Russe.</i>   | SLONIM (N.)                                 | Paris   | 1921  | French            |
|  |  | <i>Sowjet Russland in Zahlen 1921.</i>  | Spectator                                   | Berlin  | 1921  |                   |
|  |  | <i>L'Évolution actuelle du Bolchevism russe.</i>                                | ZAGORSKY (S.), Prof. (2)                    | Paris   | 1922  |                   |
|  |  | <i>Avec préface de M. E. Vandervelde.</i>                                       |   |   |   |                   |
|  |  | <i>Économiste. Édition de la Société technique russe à Petrograd. Nos. 1-5.</i> | BRUTSKUS, BUKOVETSKY, ZVEREV, etc           | Petrograd   | 1922  | Russian           |
|  |  | <i>The Economic Revival (Ekonomischeskoie Vozrozhdenie).</i>                    | BOGOLEPOV, Prof and STEIN, Prof.            | Petrograd   | 1922  | Russian           |
|  |  | <i>Pour la Russie (et Bulletin d'informations pour la Russie).</i>              | Edited by LEBEDEV (V. A.) & ZENZINOV (V.M.) | Paris   | 1920-1921   |                   |
|  |  | <i>The Russian Economist.</i>   | Russian Economic Association                | London  | Nos 1-6   | Russian & English |
|  |  | Agri-<br>culture  | Pre-War                                     | <i>La Revue Économique (Ekonomicheskaya Zapiski).</i> | The Union of Russian Industrialists, Financiers and Merchants | Paris             |
| <i>Industrial and Labour Information, 1922. (Published fortnightly).</i>   | International Labour Office  |   |   | Geneva  | 1922  | French & English  |
| <i>Recueil des données statistiques et économiques, concernant l'industrie agricole en Russie et dans les pays étrangers.</i>                                  | Published by the Ministry of Agriculture                               |   |   | Saint-Petersburg                                      | 1908 onwards  | Russian & French  |
| <i>L'Industrie agricole en Russie.</i>   |  |   |   |   |   |                   |
| <i>Russian Statistical Annual.</i>   | Published by the Ministry of Agriculture Central Statistical Committee |   |   | Saint-Petersburg Petrograd                            | 1914  | Russian & French  |
| <i>Reports of the Labours of the Local Committees established in accordance with the Decree of 1902 in connection with Agricultural Industry (58 volumes).</i> | Ministry of Agriculture  |   |   | Petrograd   |   | Russian & French  |
| <i>The Agricultural Census of 1905.</i>  |  |   |   |   |   |                   |
| <i>L'Empire des Tsars.</i>   | Edited by the Ministry of Agriculture                                  |   |   | Petrograd   | 1907  | Russian           |
| <i>The Abolition of Serfdom (Padenie krestnovo prava).</i>   | LEROY-BEAULIEU (Anatole)   |   |   | Paris   | 1881  | English 1896      |
| <i>The Land and those who work it. (Zemlya i zemlediel'tzy). 2 vol.</i>  | IVANYUKOV (I. I.), Prof. (3)   |   |   | Petrograd   | 1882  | Russian           |
| <i>A Bad Harvest and a National Calamity (Neurozhai i narodnoe bedstvie).</i>  | KHODSKY (L. V.), Prof. (4)   |   |   | Petrograd   | 1891  | Russian           |
| <i>Peasant Economics in the South of Russia. (Yuzhno-Russkoe Krestyanskoie Khozyastvo).</i>  | ERMOLOV (A. S.) (5)  |   |   | Petrograd   | 1891  | Russian           |
| <i>The Peasantry and Leasehold (Krestyanskaya Vnenadel'naya Arenda).</i>   | POSTNIKOV (A. S.) (6)  |   |   | Petrograd   | 1891  | Russian           |
|  | KARYSHEV (N. I.) (7)   |   |   | Petrograd   | 1892  | Russian           |

(1) Professor of Economics at the University of Petrograd.

(2) Sometime Professor of Political Economy at the University of Petrograd.

(3) Sometime Professor at the Polytechnical Institute at Petrograd.

(4) Professor of Finance at the University of Petrograd.

(5) Sometime Minister for Agriculture.

(6) Professor of Political Economy and Dean of the Faculty of Economics in the University of Petrograd; sometime Editor of *Vestnik Evropy* and *Russkiya Vedomosti* and Member of the Imperial Duma; until his death in September, 1922, a Member of the Petrovsky Agricultural Academy at Moscow.

(7) Well-known Economist, Statistician and Zemstvo Worker.

| SUBJECT  | PERIOD                      | TITLE OF WORK   | AUTHOR OR PUBLISHER  | PUBLISHED AT        | DATE OF PUBLICATION   | REMARKS |
|--|-----------------------------|---|--|---------------------|-----------------------|---------|
| Agri-<br>culture<br>(continued)  | Pre-War<br>(continued)      | <i>Bad Harvests and Famine (Neurozhai i Golod).</i>   | ISSAIEV (A. A.), Prof. (1)                                 | Petrograd           | 1892                  | Russian |
|  |                             | <i>The Peasant Commune (Krestyanskaja Obshchina).</i>   | VORONTSOV (V. V.) (2)                                      | Petrograd           | 1892                  | Russian |
|  |                             | <i>The Economics of the Russian Village.</i>  | HURVICH  | New-York            | 1892                  |         |
|  |                             | <i>Russian Agricultural Statistics (Selsko-Khozyaistvennaya Statistika Rossii).</i>   | FORTONATOV (A. S.), Prof. (3)                              | Moscow              | 1893                  | Russian |
|  |                             | <i>The Economic Causes of the Famine in Russia (Ekonomicheskaya Prichina Goloda v Rossii).</i>  | SKVORTSOV (A. I.) (4)                                      | Petrograd           | 1894                  | Russian |
|  |                             | <i>The Influence of Harvest and Corn Prices on certain branches of Russian National Economics (Vliyanie Urozhaev i Khlyebnykh Tsyen na nekotoryia storony Russkavo Narodnavo-Khozyaistra. 2 vols.</i> | CHUPROV (A. I.), Prof. (5)<br>and POSTNIKOV (A. S.), Prof. | Moscow              | 1897                  | Russian |
|  |                             | <i>The Repartition of the Landed Estates in Russia (Mobilisatsiya Zemelnoi Sobstvennosti v Rossii).</i>   | SVYATLOVSKY (V. V.)  | Petrograd           | 1899                  | Russian |
|  |                             | <i>The Peasant question in Russia during the XVIIIth and the first half of the XIXth centuries (Krestyansky vopros v Rossii v XVIII i v pervoi polovine XIX v. v.) 2 vols.</i>                        | SEMEVSKY (V. I.), Prof.                                    | Petrograd           | 1898                  | Russian |
|  |                             | <i>Die Feldgemeinschaft in Russland. "Nikolai". Histoire du développement économique de la Russie depuis l'abolition du servage.</i>  | SIMKOVICH (V.), Prof.<br>« Nikolai-On »                    | Stuttgart<br>Paris  | 1898<br>1899          |         |
|  |                             | <i>The Peasant question and the Peasant Movement in Russia (Krestyanski vopros i Krestyanskoe dvizhenie v Rossii).</i>  | VESSELOVSKY (6)  | Petrograd           | 1901                  | Russian |
|  |                             | <i>Die Feldgemeinschaft. Etudes sur la question agraire (paysanne).</i>   | CHUPROV (A.A.), Prof. (7)<br>MANUILOV (A. A.), Prof. (8)   | Strasburg<br>Moscow | 1902<br>1904-<br>1905 | Russian |
|  |                             | <i>Collection of Articles under the Editorship of Professor Manuilov (Sbornik statei po Krestyanskomu Voprosu pod redaktsiyu Prof. Manuilova). 2 vol. 1904-1905.</i>                                  |  |                     |                       |         |
|  |                             | <i>Migration and Colonisation (Pereselenie i kolonizatsiya).</i>  | KAUFMANN, Prof. (9)  | Petrograd           | 1905                  | Russian |
| <i>La Crise agraire en Russie.</i>                                     | AFASSA                      | Paris   | 1905   |                     |                       |         |
| <i>The Russian Peasant and Autocracy, Political Science quarterly.</i> | SIMKOVICH, Prof. (V.)       |   | 1 6  |                     |                       |         |
| <i>The Law of the Peasant Commune (Obshchestvennoe Pravo).</i>         | ISGOEV (A. S.)              |   | 1906   | Russian             |                       |         |
| <i>Russia and Reform.</i>  | PARES (Sir Bernard) (9)(10) |   | 1907   |                     |                       |         |

(1) Sometime Professor of Political Economy in the Universities of Moscow and Petrograd.

(2) Well-known Economist and Zemstvo Statistician.

(3) Professor of Statistics in the Petrovsky Agricultural Academy at Moscow.

(4) Sometime Professor at the Petrovsky Agricultural Academy at Moscow.

(5) Sometime Professor of Political Economy in the University of Moscow and Editor of *Russkiya Vedomosti*.

(6) Well-known Zemstvo Worker, sometime secretary of the free Economic Society at Petrograd and Editor of the Journal *Zemstvo Work*.

(7) Professor of Statistics at the Petrograd Polytechnical Institute.

(8) Sometime Professor of Political Economy in the University of Moscow and the Moscow Commercial Institute, Rector of Moscow University, member of the former Council of State, Minister of Public Instruction in the Russian Provisional Government, 1917, sometime Editor of *Russkiya Vedomosti*.

(9) Professor of Statistics at the Petrograd Polytechnical Institute.

(10) Professor of Russian and Director of the School of Slavonic Studies in the University of London.

| SUBJECT   | PERIOD                        | TITLE OF WORK   | AUTHOR OR PUBLISHER                                 | PUBLISHED AT            | DATE OF PUBLICATION | REMARKS            |
|---|-------------------------------|---|---|-------------------------|---------------------|--------------------|
| Agri-<br>culture<br>(continued)   | Pre-War<br>(continued)        | <i>The Agrarian Movement in Russia, Yale Review.</i>  | SIMKOVICH (V.), Prof.                               |                         | 1907                |                    |
|   |                               | <i>La Crise Russe.</i>  | MILYUKOV (Paul), Prof. (1)                          | Paris                   | 1907                |                    |
|   |                               | <i>The Needs of the Village (Nuzhdy Derevni). Collection of Articles.</i> 2 vols.   | LVOV (Prince N. N.) (2)<br>& STAKHOVICH (A.A.) (2)  | Petrograd               | 1905                | English<br>Russian |
|   |                               | <i>The Laws of Agrarian Evolution (Zakonernost Agrarnoi Evolutsii).</i> 2 vols.   | OGANOVSKY, Prof. (3)                                | Petrograd<br>and Moscow | 1907                | Russian            |
|   |                               | <i>The Agrarian question (Agrarny Vopros) (sbornik statei)</i> 2 vols.  | DOIGORUKOV (Prince P. D.)<br>& PETRUNKEVICH (I. I.) | Petrograd               | 1907                | Russian            |
|   |                               | <i>The Agrarian question in Russia (Agrarny Vopros).</i> 2 vols.  | MASLOV  | Petrograd               | 1908                | Russian            |
|   |                               | <i>The Agrarian Programme of the Social-Democracy at the time of the first Russian Revolution (Agrarnaya programma Social-Demokraticheskoi Partii vo vremia Pervoi Russkoi Revolutsii).</i> | LENIN (N.)  | Petrograd               | 1907                | Russian            |
|   |                               | <i>The Agrarian Movement in Russia during the years 1905-1906. A collection of Articles published by the (Agrarnoe Dvizhenie v Rossii v 1905-1906 godakh).</i>                              | Politico-Economic<br>Society at Petrograd           | Petrograd               | 1907                | Russian            |
|   |                               | <i>Essays on the Agrarian Evolution (Ocherki Agrarnoi Evolutsii).</i> 2 vols.   | LYASHCHENKO (P. I.), Prof.                          | Petrograd               | 1908                | Russian            |
|   |                               | <i>On the question of the Evolution of Agriculture (K voprosu ob evolutsii Selskovo khozyastva).</i>  | SUKHANOV (N. A.)                                    | Moscow                  | 1909                | Russian            |
|   |                               | <i>The Needs of the Small Peasant (Nuzhdy Melkovo Zemledelya).</i>  | CHUPROV (A. I.), Prof.                              | Moscow                  | 1907                | Russian            |
|   |                               | <i>The Law of the 9th November, 1906 (Po povodu Ukaza 9 Noyabrya, 1906).</i>  | CHUPROV (A. I.), Prof.                              | Moscow                  | 1907                | Russian            |
|   |                               | <i>Notes on the Peasant Question (Zapiski po Krestyianskomu Voprosu).</i>   | WITTE (Count) (4)                                   | Petrograd               | 1907                | Russian            |
|   |                               | <i>The "Mir" (Russkaya Obschchina).</i>   | KOCHAROVSKY (V.)<br>ILYIN (V. I. A.) (5)            | Moscow<br>Petrograd     | 1907<br>1908        | Russian<br>Russian |
|   |                               | <i>The Peasant Land Bank 1883-1910 (Krestyansky Pozemelny Bank)</i>   | SAC (A.)  | Moscow                  | 1911                | Russian            |
| <i>The Agricultural Areas of European Russia (Selskokhozyaistvenniye Raiony Rossii).</i>  | CHELINTSEV (A. N.), Prof. (6) | Kharkov   | 1911  | Russian                 |                     |                    |
| <i>The Cereal Trade on the Domestic Russian Market (Khlebnaya trgovliya na vnutrennykh rynkakh Rossii).</i>   | LYASHCHENKO (P. I.), Prof.    | Petrograd   | 1912  | Russian                 |                     |                    |
| <i>Die russische Agrarrefrom, 1913.</i>   | PREYER                        | Stuttgart   | 1912  | Russian<br>& German     |                     |                    |
| <i>Changes in Cereal Production in Russia due to the general Evolution of Agriculture (Peremeny Khlebnoi Produktsii v Rossii v svyazi s obshchim razvitiem Selskovo Khozyaistva).</i> | CHELINTSEV (A. N.), Prof.     | Kharkov   | 191   | Russian                 |                     |                    |

(1) Sometime Professor of Russian History at the Universities of Moscow and Sofia and Editor of the Newspaper *Ryech*, member of the Imperial Duma and Minister for Foreign Affairs in the Russian Provisional Government, 1917.

(2) Well-known Zemstvo Worker and Member of the former Council of State.

(3) Well-known Zemstvo Statistician; Member of the Petrossky Agricultural Academy.

(4) Former Minister of Finance and President of the Council of Ministers

(5) Pseudonym of Lenin.

(6) Professor at the Kharkov Commercial Institute.

| SUBJECT                    | PERIOD  | TITLE OF WORK   | AUTHOR OR PUBLISHER                                | PUBLISHED AT | DATE OF PUBLICATION | REMARKS          |
|----------------------------|---|---|--|--------------|---------------------|------------------|
| Agriculture<br>(continued) | Pre-War<br>(continued)  | <i>The Conditions for the Development of Peasant Economy in Russia (Ob usloviyakh razvitiya Kresyanskovo Khozyaistva v Rossii).</i>         | KABLUKOV (N. A.), Prof. (1)                        | Moscow       | 1914                | Russian          |
|                            |   | <i>The Economic Areas of Russia (Ekonomicheskiye Raiony Rossii).</i>  | SKVORTSOV (A. I.), Prof.                           | Petrograd    | 1914                | Russian          |
|                            |   | <i>Bankrufrage und Agrarreform in Russland.</i>   | WIETH-KNUDSEN                                      | Berlin       | 1914                | Russian          |
|                            |   | <i>Agriculture and the Cereal Trade between Russia and Germany (Zernovoe Khozyaistvo i khlebotorgoviya otr.osheniya Rossii i Germanii).</i> | LYASHCHENKO (P. I.), Prof.                         | Petrograd    | 1915                | Russian          |
|                            | During<br>the War   | <i>Résultats préliminaires du recensement agricole de la Russie de 1916.</i>  | Extraordinary Commission on Supply                 | Petrograd    | 1916-1917           | Russian & French |
|                            |   | <i>The Russian Cereal Harvest of 1917 (Urazhai v Rossii v 1917 godu).</i>   | The Special Commission on Supply; Lositsky (A. E.) |              | 1917                | Russian          |
|                            |   | <i>The Cost of Living.</i> 3 vols.  | Chuprovs Society for Political-Economic Research   |              | 1915-1916           | Russian          |
|                            |   | <i>Stenographic Report of the Proceedings of the Food Congress of Towns and Zemstvos.</i>   | Food Congress of Towns and Zemstvos                | Moscow       | 1915-1916           | Russian          |
|                            | <i>The State and Development of Russian Agriculture, according to the returns of the 1916 Census. (Sostoyanie i razvitiye russkovo selskovo khozyaistva po dannim Selskokhozyaistvennoi Perepisi 1916 goda i Zhelesnodorojnich Pervozok).</i> | CHELINTSEV (A. N.), Prof.   | Kharkov  | 1918         | Russian             |                  |

(1) Professor of Statistics at the University of Moscow and well-known Zemstvo worker.

DURING THE REVOLUTION

Literature dealing with the question of agriculture and the agricultural industry, published before 7th November, 1919, expresses generally the same opinions which were prevalent in Russian literature before the Revolution of March 1917.

The following is a list of works which appeared in Soviet Russia, after 7th November, 1917.

| SUBJECT          | PERIOD                   | TITLE OF WORK   | AUTHOR OR PUBLISHER                                  | PUBLISHED AT               | DATE OF PUBLICATION          | REMARKS   |
|------------------|--------------------------|---|--|----------------------------|------------------------------|---|
| Agri-<br>culture | During the<br>Revolution | <i>Code of Laws of the Workers and Peasants Government (Sobranie zakononii i rasporyazhenii Raboche-Krestyankavo Pravitelstva).</i>                           | State Publishing Department of the Soviet Government | Moscow                     | 7 Nov. 1917-1922             | Russian   |
|                  |                          | <i>Collection of Decrees of the People's Commissariat of Agriculture, 1917-1922</i>   | People's Commissariat for Agriculture                | Moscow                     | 1917-1922                    | Russian   |
|                  |                          | <i>Collection of Decrees of the Commissariat of Food, 1917-1922 (Sborniki Dekretov Kommissariata Zemledeliyia i Prodovolstviya).</i>                          |  | Moscow                     | 1917-1922                    | Russian   |
|                  |                          | <i>Statistical Annual 1918-1920 (Statistichesky Ezhegodnik).</i>  | Central Statistical Bureau                           | Moscow                     | 1921                         | Russian and French  |
|                  |                          | <i>Returns of the All-Russian Agricultural Census of 1920. Vols 1-4 (Itogi Vserossiiskoi Selskokhozyaistvennoi Perepisi).</i>                                 | Central Statistical Bureau                           | Moscow                     | 1921                         |   |
|                  |                          | <i>Report of the People's Commissariat of Agriculture to the IX the All-Russian Congress of Soviets (Otchet Kommissariata Zemledeliya IX S'ezdu Sovetov).</i> | People's Commissariat for Agriculture                | Moscow                     | 1921                         | Russian   |
|                  |                          | <i>Économie Rurale et Forestière. Revue mensuelle (Selskoe i Lesnoe Khozyastvo).</i>  | Commissariat of Agriculture                          | Moscow                     | Nos 1-3 1921<br>Nos 1-6 1922 | Russian   |
|                  |                          | <i>Will the Bolsheviks retain Power? (Uderzhat-li Bolsheviki Gosudarstvennuyu Vlast?)</i>   | LENIN (N.)   | Petrograd                  | 1917                         | Russian (Published in various languages)                                  |
|                  |                          | <i>The State and Revolution (Gosudarstvo i Revolyutsiya).</i>   | LENIN (N.)   | Petrograd                  | 1917                         | (Published in various languages)  |
|                  |                          | <i>The Struggle for Bread (Borba za Klieb)</i>  | LENIN (N.)   | Moscow                     | 1918                         | (Published in various languages)  |
|                  |                          | <i>The Bolsheviks and the Peasants (Bolshevik i Krestyanstvo).</i>  | LENIN (N.)   | Moscow                     | 1920                         | (Published in various languages)  |
|                  |                          | <i>Zur Agrarpolitik der Bolschewiki. The Land Revolution in Russia. Socialism and Agriculture (Sozialismus i Selskoe Khozyaistvo).</i>                        | LENIN (N.)<br>LENIN (N.)<br>MILYUTIN (P. N.) (1)     | Vienna<br>London<br>Moscow | 1921<br>1919<br>1920         | Russian and published by instalments in "Russisch-Korrespondenz" for 1920 |

(1) Formerly People's Commissary for Agriculture in the Soviet Government and Vice-President of the Supreme Council of People's Economy; now People's Commissary for Social Welfare.

| SUBJECT  | PERIOD  | TITLE OF WORK   | AUTHOR OR PUBLISHER  | PUBLISHED AT  | DATE OF PUBLICATION | REMARKS  |
|--|---|---|--|---|---------------------|--|
| Agriculture (continued)  | During the Revolution (continued)                                     | <i>Agriculture in Soviet Russia. A collection of Articles prepared in connection with the All-Russian Congress of Soviets (Zemledelie v Sovetskoi Rossii)</i> |  | Moscow  | 1919                | Russian  |
|  |   | <i>The Food Consumption of the Russian Peasant (Pitanie Russkavo Krestyanina).</i>  | KLEPIKOV (S.)  | Moscow  | 1920                | Russian  |
|  |   | <i>The Economic Policy during the period of Transition (Ekonomika Perekhodnava Perioda).</i>  | BUKHARIN (N.)  | Moscow  | 1921                | (Published in several languages; (Published in several languages) Russian) |
|  |   | <i>The A. B. C. of Communism (Azbuka Kommunizma).</i>   | BUKHARIN (N.)  | Moscow  | 1921                |  |
|  |   | <i>The Peasantry during the War and the Revolution (Krestyanstvo v Voine i Revolutsii).</i>   | KHRYASHCHEVA, M <sup>lle</sup> (1)   | Moscow  | 1921                |  |
| <i>Le Mirage du Sovietisme. L'Évolution actuelle du Bolchevisme Russe.</i>   | HOSCHILLER (Max)<br>ZAGORSKY (Semyon) Prof                            | Paris<br>Paris  | 1921<br>1922   |   |                     |  |
| III Industry   | Pre-War   | <i>Bolschevismus und Bauernrevolution.</i>  | OLBERG   | Berlin  | 1922                |  |
|  |   | <i>The All-Russian Industrial Census of 1908 (Promishlennaiia Perepis v Rossii).</i>  | Ministry of Industry and Commerce  | Petrograd   | 1909-1911           | Russian  |
|  |   | <i>Ministry of Industry and Commerce Statistical Annual of the Mining Industry. Capitiaux Etrangers.</i>  | Scientific Committee of Mines  | Petrograd   | Annual              | Russian  |
|  |   | <i>The Russian Factory Its Past and Present.</i>  | BRANDT (A.)  | Petrograd   | 1899                | Russian and German   |
|  |   | <i>The Russian Coal and Iron Industry.</i>  | TUGAN-BARANOVSKY Prof. (2)   | Vols I-II<br>Vols III-IV<br>Petrograd and Stuttgart | 1901<br>1910        |  |
|  | <i>The Trade Unions in the Metal Industry.</i>                        | DEN (V.), Prof.   | Petrograd  | 1907  | Russian             |  |
|  | <i>The Metallurgical Industry in Russia.</i>                          | KAFENHAUS (L. B.)   | Moscow   | 1910  | Russian             |  |
|  | <i>The Combustible Minerals in Russia.</i>                            | GLIVITS (I.)  | Petrograd  | 1911  | Russian             |  |
|  | <i>The Productive Resources of Russia Memorandum published by....</i> | KARSUKHIN (M.)<br>The Union of Russian Industrialists and Merchants   | Petrograd  | 1914  | Russian             |  |
|  | Post-Revolutionary  |   | <i>Collection of Decrees of the Supreme Council of People's Economy. (Sbornik Dekretov i Postanovlenii Vysshavo Soveta Narodnava Khozyaistva).</i> | Supreme Council of People's Economy                 | Moscow              | 1917-1922  |
| <i>Report of the Supreme Council of People's Economy to the VIIIth All-Russian Congress of Soviets (Otchet Vysshavo Soveta Narodnava Khozyaistva VIII S'ezdu Sovetov).</i> |   |   | Supreme Council of People's Economy  | Moscow  | 1920                | Russian  |
| <i>People's Speech at the IVth Congress of Councils of Economy (Rech proizneshennaya na chetvrtom S'ezde Sovetov Narodnava Khozyaistvo).</i>                               |   |   | RYKOV (A. I.) (3)  | Moscow  | 1921                | Russian  |
|  |   | <i>The New Legislation on Industry and Commerce (Zakonodatelstvo po novoi politike Promyshlennosti i Torgo li).</i>   | Supreme Council of People's Economy  | Moscow  | 1922                | Russian  |

(1) Writer on Agricultural Questions in "Selskoe i Lesnoe Khozyaistvo" (Rural and Forest Economy) published by the People's Commissariat for Agriculture.

(2) Sometime Professor of Political Economy in the University of Petrograd and the Petrograd Polytechnical Institute.

(3) Formerly President of the Supreme Council of People's Economy, in the Soviet Government; now President of the Council of Labour and Defence and Vice-President of the Council of People's Commissaries.

| SUBJECT   | PERIOD                            | TITLE OF WORK  | AUTHOR OR PUBLISHER  | PUBLISHED AT       | DATE OF PUBLICATION | REMARKS            |
|---|-----------------------------------|--|--|--------------------|---------------------|--------------------|
| Industry<br>(continued)   | Post-Revolutionary<br>(continued) | <i>The Regularisation of Industry (Regulirovanie Promyshlennosti).</i>   | ARSKY (R.)   | Mos ow             | 1919                | Russian            |
|   |                                   | <i>Economic Organisation of Soviet Russia.</i>   | MILYUTIN (P. N.)   | London             | 1920                | Russian            |
|   |                                   | <i>The Public Economy of Soviet Russia (Narodnoe Khosyaistvo Sovetskoi Rossi).</i>   | MILYUTIN (P. N.)   | Moscow             | 1920                | Russian            |
|   |                                   | <i>Wirtschaftsleben und wirtschaftlicher Aufbau in Sowjet Russland (1917-1920).</i>  | LARIN (M. A.) (1) and KRITZMAN (L.)  | and Berlin         | 1921                | German and Russian |
|   |                                   | <i>Russian Industry after the War (Russkaya Promyshlennost' nose voini).</i>   | GRINEVETSKY (K. D.), Prof. (2)   | Berlin             | 1919                | Russian            |
|   |                                   | <i>L'Industrie Russe et la Révolution.</i>   | LABRY (Raoul)  | Paris              | 1919                |                    |
|   |                                   | <i>Die Wirtschaftsorganisation Sowjet Russlands.</i>   | GOLDSCHMIDT (A.)   | Be lin             | 1920                |                    |
|   |                                   | <i>Rapports présentés au Cong ès de l' Association industrielle commerciale Panrusse à Paris, en 1921.</i>   | Association Industrielle, Financière et Commerciale Russe à Paris.                             | Paris              | 921                 | Russian and French |
|   |                                   | <i>Production des outils et machines agricoles en Russie.</i>  | IZMAILOVSKAYA (P. L.)  | Mos ow             | 1921                | Russian            |
|   |                                   | <i>L'Industrie russe après la révolution (Russkaya Promyshlennost' posle Revolutsii).</i>  | PESTRJETSKY, Prof.   | Berlin             | 1921                | Russian            |
|   |                                   | <i>La Lutte pour le pétrole et la Russie.</i>  | APOSTOL (P. N.) et MICHELSON (A. A.)   | Paris              | 1922                |                    |
|   |                                   | <i>La Débâcle des Soviets et la Restauration Économique de la Russie. Mémoires présentés à la Conférence de Gênes par l'Association Financière, commerciale et par le Comité des Banques russes à Paris.</i> | L'Association Financière, Industrielle et Commerciale et le Comité des Banques russes à Paris. | Paris              | 1922                |                    |
|   |                                   | <i>Comité des Représentants des Banques russes à Paris. Mémoire élaboré à l'occasion de la Conférence de La Haye. Juin 1922.</i>   | Comité des Représentants des Banques russes à Paris.   | Paris              | 1922                |                    |
|   |                                   | <i>Mémoires élaborés à l'occasion de la Conférence de La Haye. Juin 1922.</i>  | Association Industrielle, Commerciale et Financière russe à Paris.                             | Paris              | 1922                |                    |
|   |                                   | <i>Les Capitaux étrangers en Russie (Inostranniye Kapitali v Rossii).</i>  |  | Moscow             | 1922                | Russian            |
| <i>L'Organisation de l'Industrie et les conditions du travail dans la Russie des Soviets.</i> | Bureau International du Travail   | Geneva   | 1922   | French and English |                     |                    |
| IV<br>Commerce  | Pre-War                           | <i>Compte rendu sur le commerce extérieur de la Russie.</i>  | Monthly and annual edition of the Ministry of Commerce and Industry                            | Petrograd          | Annual              | Russian and French |
|   |                                   | <i>Le Commerce intérieur de la Russie.</i>   | Ministry of Commerce and Industry  | Petrograd          | 1904                | Russian and French |
|   |                                   | <i>Der russische Getreide Handel.</i>  | Yurovsky   | Stuttgart          | 1910                |                    |
|   |                                   | <i>The Cereal Trade on the Domestic Russian Market (Khlebnaya Torgovliya na Vnutrennikh Rynkakh Rossii).</i>   | LYASHCHENKO (P. I.), Prof.   | Petrograd          | 1912                | Russian            |
|   |                                   | <i>Handels, zoll und industrielle politik Russlands.</i>   | WITCHEVSKY   | Stuttgart          | 1907                |                    |
|   |                                   | <i>The Customs Policy of Russia during the Second half of the 19th Century (Tamozhennaya Politika Rossie V techenie Vtoroi Polovini 19<sup>vo</sup> stoletiya).</i>  | SOBOLEV (M. N.), Prof. (3)   | Petrograd          | 1911                | Russian            |

(1) Formerly Peop e's Commissary for Labour and Member of the Presidium of the Supreme Council of Peop le's Economy in the Sov'et Government.  
 (2) Professor at the Moscow Technological Institute.  
 (3) Professor of Political Economy at Kharkov University and Kharkov Commercial Institute.

| SUBJECT                 | PERIOD             | TITLE OF WORK   | AUTHOR OR PUBLISHER  | PUBLISHED AT   | DATE OF PUBLICATION    | REMARKS   |      |                    |
|-------------------------|--------------------|---|--|--|------------------------|-----------|------|--------------------|
| Commerce<br>(continued) | Post-Revolutionary | <i>Collection of Decrees concerning Foreign Trade (Sbornik Dekretov i Postanovlenii po Vneshnei Torgovlei).</i>                     | People's Commissariat for Foreign Trade                                      | Moscow   | 1922                   | Russian   |      |                    |
|                         |                    | <i>Bulletin of the People's Commissariat for Foreign Trade (Vestnik Kommissariata Vneshnei Torgovlei).</i>                          | People's Commissariat for Foreign Trade                                      | Moscow   | 1921-1922              | Russian   |      |                    |
|                         |                    | <i>Le Commerce russe et la Révolution. Regelung des Handels und Verkehrs in Russland, Gesetze und Verträge der Sowjetregierung.</i> | DANJEAN<br>Hahn und Libienfeld-Toal  | Paris<br>Jena  | 1920<br>1921           |           |      |                    |
| Transport               | Pre-War            | <i>Statistical Annual of the Ministry of Ways and Communications (Ezhegodnik Ministerstva Putei Soobshcheniya).</i>                 | Ministry of Ways and Communications  | Petrograd  | Annual                 | Russian   |      |                    |
|                         |                    | <i>Le Trafic des marchandises sur les Chemins de fer (1909-1911). 3 vols (Pervozki po Zheleznyim Dorogam).</i>                      | Ministère des Voies de Communication   | Petrograd  | 1914                   | Russian   |      |                    |
|                         |                    | <i>Le Trafic des Marchandises sur les Chemins de fer russes</i>   | BILIMOVICH (A. D.), Prof. (1)  | Kiev   | 1902                   | Russian   |      |                    |
|                         |                    | <i>Our Railroad Transport Policy.</i>   | MIGULIN (P. P.), Prof. (2)   | Petrograd  | 1903                   | Russian   |      |                    |
|                         | Post-Revolutionary | <i>Collection of Statutes and Regulations of the People's Commissariat of Ways and Communications.</i>                              | People's Commissariat of Ways and Communications                             | Moscow   | 1917-1922              | Russian   |      |                    |
|                         |                    | <i>The New Railway Statutes of the Soviet Republic (Novy Ustav Zheleznikh Dorog).</i>   | People's Commissariat of Ways and Communications                             | Moscow   | 1922                   | Russian   |      |                    |
|                         |                    | <i>The Bulletin of Ways and Communications (Vestnik putei soobshcheniya).</i>   | Official Publication of the People's Commissariat of Ways and Communications | Moscow   | 1917-1922              | Russian   |      |                    |
|                         |                    | <i>Russia from the point of view of Ways and Communications (Rossiya s tochki zreniya putei soobshcheniya).</i>                     | OPPENHEIM, Prof.   | Moscow   | 1922                   | Russian   |      |                    |
|                         |                    | Finance   | Pre-War  | <i>The Centenary of the Ministry of Finance, 1802-1902. 2 vols.</i>  | Ministry of Finance    | Petrograd | 1902 | Russian and French |
|                         |                    |   |  | <i>The National Economy and Finance of Russia in the 19th and 20th Centuries (Navodnoe Khozyaistvo i Finansy Rossi 19 i 20 emuibmiya).</i> | OZEROV (I. Kh.), Prof. | Moscow    | 1905 | Russian            |
|                         |                    | <i>Russian Finance, 1892-1901. 2 vols.</i>  | KOSKHOROV (I. N.)  | Petrograd  | 1903                   | Russian   |      |                    |
|                         |                    | <i>Monetary Reform in Russia, 3 vols. (Denezhnaya Reforma v Rossii).</i>  | GURIEV (A. A.)   | Petrograd  | 1894-1897              | Russian   |      |                    |
|                         |                    | <i>Russian State Credit, 3 vols (Russky Gosrudsstenny Kredit).</i>  | MIGULIN (P. P.), Prof.   | Petrograd  | 1899-1903              | Russian   |      |                    |
|                         |                    | <i>Our Finances (Nashi Finansi).</i>  | MIGULIN (P. P.), Prof.   | Petrograd  | 1905                   | Russian   |      |                    |
|                         |                    | <i>The History of Paper Money in Russia (Istoriya Bumazhnykh Deneg v Rossii).</i>   | KAUFMANN (I. I.), Prof. (3)  | Petrograd  | 1909                   | Russian   |      |                    |
|                         |                    | <i>The Finances of Russia (Russkiya Finansi).</i>   | KHRULEV (S. S.) (4)  | Petrograd  | 1913                   | Russian   |      |                    |

(1) Professor of Political Economy at the University of Kiev.

(2) Sometime Professor of Finance at the University of Petrograd, member of the former Council of State and Editor of *Russky Ekonomist* (the Russian Economist).

(3) Sometime Professor of Political Economy and Statistics at the University of Petrograd and member of the Central Statistical Committee.

(4) Sometime Minister for State Control in the former Russian Government.

| SUBJECT                | PERIOD                            | TITLE OF WORK   | AUTHOR OR PUBLISHER   | PUBLISHED AT                               | DATE OF PUBLICATION | REMARKS      |                              |
|------------------------|-----------------------------------|---|---|--|---------------------|--------------|------------------------------|
| Finance<br>(continued) | During the War and the Revolution | <i>Collection of Decrees and Statutes concerning Finance.</i>   | People's Commissariat for Finance   | Moscow                                     | 1917-1922           | Russian      |                              |
|                        |                                   | <i>Bulletin of the People's Commissariat for Finance (Weekly Review). (Vestnik Narodnovo Kommissariata Finansov).</i> | People's Commissariat for Finance   | Moscow                                     | 1921-1922           | Russian      |                              |
|                        |                                   | <i>Les Finances russes pendant la guerre.</i>   | Eliashev (B.)   | Paris                                      | 1919                |              |                              |
|                        |                                   | <i>Das Papiergeldwesen in Räte-Russland.</i>  | FEITELBERG  | Berlin                                     | 1920                |              |                              |
|                        |                                   | <i>Questions of credit. Collection of Articles. Banque et Monnaie. Dette de l'État.</i>                               | State Bank  | Paris                                      | 1922                | Russian      |                              |
|                        |                                   | <i>Questions of Financial Policy (Voprosi Finansovoi Politiki).</i>   | Comité des représentants des Banques russes à Paris.  | Paris                                      | 1922                |              |                              |
|                        |                                   | <i>Problems of Financial Policy (Problemi Finansovoi Politiki).</i>   | PREOBRAZHENSKI (E. A.) (1)  | Moscow                                     | 1922                | Russian      |                              |
| VII<br>Labour          | Pre-War                           | <i>Reports of Factory Inspectors.</i>   | SOKOLNIKOV (G. I.)  | Moscow                                     | 1922                | Russian      |                              |
|                        |                                   | <i>Number and classification of the Russian Working Class.</i>  | RAFFOLOVICH, APOSTOL, MICHELSON, BERNATSKY et NOVITSKY  | Paris                                      | 1922                | Russian      |                              |
|                        |                                   | <i>Conditions of Life of the Working Class in Russia.</i>   | Ministry of Commerce and Industry   | Petrograd                                  | 1885-1921           | Russian      |                              |
|                        | Post-Revolutionary                |   | <i>Codes of Labour Laws (Kodex zakonov o Trude).</i>  | POGOZHEV (A.), Academy of Science          | Petrograd           | 1901         | Russian                      |
|                        |                                   |   | <i>Collection of Laws of the People's Commissariat of Labour (Sbornik Zakonov Narodnovo Kommissariata Truda).</i> | PASHITNOV (K. D.)                          | Moscow              | 1908         | Russian                      |
|                        |                                   |   | <i>"Labour" (Trud).</i>   | People's Commissariat of Labour            | Moscow              | 1920         | Various languages<br>Russian |
|                        |                                   |   | <i>Reports of the All-Russian Central Soviet of Trade Unions.</i>   | All-Russian Central Soviet of Trade Unions | Moscow              | 1917-1922    | Russian                      |
|                        |                                   |   | <i>Reports of the All-Russian Congress of Red Trade Unions.</i>   | All-Russian Central Soviet of Trade Unions | Moscow              | 1922         | Russian                      |
|                        |                                   |   | <i>The Labour Bulletin (Vestnik Trouda). Official Publication.</i>  | All-Russian Congress of Red Trade Unions   | Moscow              | 1918-1922    | Russian                      |
|                        |                                   |   | <i>Material relating to Labour Statistics (Materiali po Statistike Truda).</i>                                    | All-Russian Central Soviet of Trade Unions | Moscow              | 1918 onwards | Russian                      |
|                        |                                   |   | <i>Labour Conditions in Soviet Russia.</i>  | People's Commissariat for Labour           | Moscow              | 1918-1921    | Russian                      |
|                        |                                   |   | <i>The Organisation of Industry and the Conditions of Labour in Soviet Russia.</i>                                | International Labour Office                | Geneva              | 1922         | French and English           |
|                        |                                   |   |   | International Labour Office                | Geneva              | 1920         | French and English           |

(1) Member of the Presidium of the People's Commissariat for Finance; Member of the Central Committees of the Russian Communist Party and of the III International; Member of the Central Political Administration of the Russian communist Party.

## ANNEX XII

## The Density and Percentage of Starving Population.

| PROVINCES AND COUNTIES (UEZDS)    | POPULATION | AREA<br>kilom. | NUMBER<br>of starving    | STARVING<br>per sq. kilom. | PERCENTAGE<br>starving |
|-----------------------------------|------------|----------------|--------------------------|----------------------------|------------------------|
| <i>Samara</i> . . . . .           | 2,819,969  | 103,603        | (2,673,000)<br>2,429,475 | 23.45                      | 86.15                  |
| Buguruslan (1) . . . . .          | 568,332    | 19,425         | 656,077                  | 33.77                      |                        |
| Buzuluk . . . . .                 | 633,962    | 25,523         | 536,811                  | 21.03                      | 84.08                  |
| Melekes . . . . .                 | 255,907    | 7,393          | 257,467                  | 55.40                      |                        |
| Stavropol . . . . .               | 115,274    |                | 151,558                  |                            |                        |
| Pugachev . . . . .                | 469,548    | 32,089         | 352,384                  | 13.95                      | 75.05                  |
| Balakhov . . . . .                | 105,356    |                | 95,271                   |                            |                        |
| Samara . . . . .                  | 560,359    | 14,972         | 429,907                  | 28.71                      | 76.72                  |
| <i>Tsaritsyn</i> . . . . .        | 1,200,510  | 110,580        | 405,750                  | 4.01                       | 33.80                  |
| Tsaritsyn . . . . .               | 191,993    | 7,734          | 172,800                  | 22.34                      | 90.00                  |
| Krasnoarmeisk . . . . .           | 120,480    | (8,400) (2)    | 114,000                  | 13.57                      | 94.62                  |
| Nikolaevsk . . . . .              | 94,205     | 24,297         | 75,200                   | 4.90                       | 79.83                  |
| Leninsk . . . . .                 | 125,349    |                | 43,750                   |                            |                        |
| N. Chirsk . . . . .               | 170,000    | 31,959         | 102,000                  | 3.19                       | 60.00                  |
| Ust Medveditsk . . . . .          | 247,000    | (20,000)       | 123,500                  | 6.17                       | 50.00                  |
| Knopersk . . . . .                | 251,000    | 18,190         | 50,200                   | 2.76                       | 20.00                  |
| <i>Saratov</i> . . . . .          | 3,063,422  | 96,287         | 1,383,890                | 14.38                      | 45.17                  |
| Saratov . . . . .                 | 437,239    | 5,621          | 276,500                  | 34.62                      | 63.24                  |
| Volsk . . . . .                   | 227,779    |                | 161,000                  |                            |                        |
| Dergachy . . . . .                | 89,165     | 32,155         | 66,500                   | 28.64                      | 70.68                  |
| Novouzensk . . . . .              | 105,122    |                | 84,000                   |                            |                        |
| Pokrovsk . . . . .                | 159,736    | (1,850)        | 128,000                  | 13.56                      | 79.91                  |
| Kamyshin . . . . .                | 225,161    |                | 157,500                  |                            | 80.13                  |
| Atkarsk . . . . .                 | 336,851    | 12,518         | 139,500                  | 11.14                      | 39.09                  |
| Elan . . . . .                    |            |                |                          |                            |                        |
| Khralinsk . . . . .               | 239,315    | 6,288          | 192,000                  | 30.53                      | 80.23                  |
| Balashov . . . . .                | 405,704    | 11,882         | 123,000                  | 10.35                      | 30.32                  |
| Kusnetsk . . . . .                | 220,259    | 5,266          | 44,000                   | 8.36                       | 19.98                  |
| Petrovsk . . . . .                | 294,085    | 7,408          | 46,000                   | 6.21                       | 15.64                  |
| Serdolsk . . . . .                | 303,008    | 7,372          | 60,000                   | 8.14                       | 19.80                  |
| <i>German Community</i> . . . . . | 454,368    | (19,624)       | 262,625                  | 13.38                      | 57.80                  |
| <i>Astrakan</i> . . . . .         | 387,148    | 21,050         | 81,000                   | 3.85                       | 20.92                  |
| Chuvash Republic . . . . .        | 758,161    | 17,166         | 743,420                  | 43.31                      | 98.06                  |
| Marij Cheremiss . . . . .         | 300,069    | 15,428         | 334,200                  | 21.70                      |                        |
| <i>Volyak</i> . . . . .           | 685,049    | 28,888         | 508,082                  | 17.59                      | 74.17                  |

(1) It will be seen that in the case of Buguruslan, Buzuluk and of Marij that the number of starving, according to Soviet statistics available was greater than that given for the actual population of these areas. Evidently a mistake has occurred owing perhaps to recent changes in administrative boundaries, but it is not possible to do more than draw attention to it.

(2) Areas in brackets have been calculated approximately.

| PROVINCES AND COUNTIES (UEZDS)    | POPULATION | AREA<br>kilom. | NUMBER<br>of starving | STARVING<br>per sq. kilom. | PERCENTAGE<br>starving |
|-----------------------------------|------------|----------------|-----------------------|----------------------------|------------------------|
| <i>Simbirsk</i> . . . . .         | 1,656,682  | 42,327         | 1,364,831             | 32.24                      | 82.38                  |
| Kalmyk . . . . .                  | 126,256    | 98,767         | 50,000                | 0.51                       | 39.60                  |
| Bashkir Republic . . . . .        | 1,268,132  | 103,314        | 999,630               | 9.68                       | 78.83                  |
| <i>Chelyabinsk</i> . . . . .      | 1,343,730  | 107,995        | 424,317               | 3.92                       | 32                     |
| Chelyabinsk . . . . .             |            | (19,992)       | 39,948                | 1.99                       |                        |
| Kurgan . . . . .                  |            | 20,375 (1)     | 122,621               | 6.02                       |                        |
| Troitsk . . . . .                 |            | (24,948)       | 167,883               | 6.73                       |                        |
| Kurtamysh . . . . .               |            | (7,140)        | 40,582                | 5.68                       |                        |
| Verkhne Uralsk . . . . .          |            | (26,880)       | 100,042               | 3.72                       |                        |
| Myassk . . . . .                  |            | (6,888)        | 75,862                | 11.01                      |                        |
| <i>Ufa</i> . . . . .              | 2,009,459  | 70,400         | 1,292,584             | 18.36                      | 64.32                  |
| <i>Vyatka</i> . . . . .           | 2,051,986  | 105,227        | 599,400               | 5.70                       | 29.21                  |
| <i>Perm</i> . . . . .             | 1,778,764  | 214,062        | 496,780               | 2.32                       | 28                     |
| Ekaterinburg . . . . .            | 1,949,081  | 156,908        | 877,491               | 5.59                       | 45                     |
| Ukraine . . . . .                 |            |                |                       |                            |                        |
| Kharkov . . . . .                 |            |                |                       |                            |                        |
| <i>Donets</i> . . . . .           | 3,317,600  |                |                       |                            |                        |
| Lugansk . . . . .                 | 465,300    | (8,652)        | 73,641                | 8.51                       | 16                     |
| Starobelsk . . . . .              | 410,100    | (11,928)       | 102,389               | 8.58                       | 25                     |
| Taganrog . . . . .                | 536,300    | (10,307)       | 58,431                | 5.60                       | 11                     |
| Mariupol . . . . .                | 330,400    | (5,149)        | 97,210                | 18.88                      | 29                     |
| Yuzovka . . . . .                 | 324,600    | (5,200)        | 112,193               | 21.58                      | 35                     |
| Debaltsevo . . . . .              | 334,100    | (5,490)        | 18,186                | 3.31                       | 5                      |
| Bakmut . . . . .                  | 263,000    | (6,636)        | 24,097                | 3.63                       | 9                      |
| Slavyansk . . . . .               | 280,600    | (6,006)        | 80,692                | 13.44                      | 29                     |
| Alexandrovsk Grushevsky . . . . . | 216,000    | (11,911)       | 15,700                | 6.06                       | 7                      |
| Grishino . . . . .                | 157,100    | (5,174)        | 72,210                | 13.95                      | 46                     |
| <i>Zaporozhye</i> . . . . .       |            |                |                       |                            |                        |
| Alexandrovsk Zaporozhye . . . . . | 201,300    | (6,250)        | 126,167               | 20.19                      | 63                     |
| Gulai-Pole . . . . .              | 215,200    | (6,843)        | 178,611               | 26.10                      | 83                     |
| B. Tokmak . . . . .               | 145,200    | (4,595)        | 69,403                | 15.10                      | 48                     |
| Berdyansk . . . . .               | 206,300    | (5,124)        | 134,281               | 26.21                      | 65                     |
| Gonichesk . . . . .               | 95,800     |                | (27,000)              |                            |                        |
| Melitopol . . . . .               | 454,100    | (17,220)       | (358,655)             | 22.40                      | 70                     |
| <i>Nikolaev</i> . . . . .         |            |                |                       |                            |                        |
| Nikolaev . . . . .                | 338,600    | (9,324)        | 195,000               | 20.91                      | 58                     |
| Kherson . . . . .                 | 322,100    | (11,590)       | 168,000               | 14.50                      | 52                     |
| Aleshki . . . . .                 | 251,000    | (11,970)       |                       |                            |                        |
| Elisavetgrad . . . . .            | 453,300    | (9,660)        | 143,000               | 14.80                      | 32                     |
| <i>Tartar Republic</i> . . . . .  | 2,852,135  |                | 2,472,000             | 37.25                      | 86.67                  |
| Territory of the Don . . . . .    | 1,544,000  | 72,186         | 617,000               | 10.70                      | 40                     |
| <i>Kirghiz Republic</i> . . . . . |            |                |                       |                            |                        |
| Uralsk . . . . .                  | 571,323    | 211,886        |                       |                            |                        |
| Bukeyev . . . . .                 | 234,180    | 94,126         | 141,000               | 1.50                       | 60                     |
| Orenburg . . . . .                | 679,102    | (39,500)       | 9,600,000             | 15.19                      | 88                     |
| Aktyubinsk . . . . .              | 508,549    | (350,000)      | 289,000               | 0.82                       | 57                     |

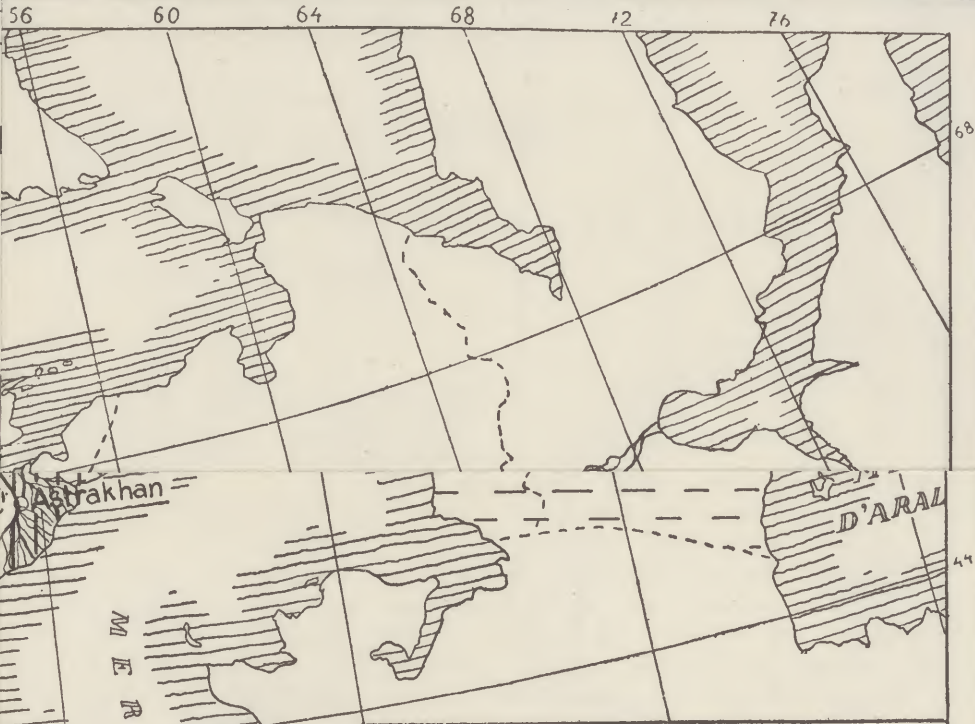
(1) Areas in brackets have been calculated approximately.

| PROVINCES AND AND COUNTIES (VEZDS) | POPULATION | AREA<br>kilom. | NUMBER<br>of starving | STARVING<br>per<br>sq' kilom. | PERCENTAGE<br>starving |
|------------------------------------|------------|----------------|-----------------------|-------------------------------|------------------------|
| <i>Kustanai</i> . . . . .          | 597,403    | 340,141        | 322,000               | 0.95                          | 60                     |
| Kustanai . . . . .                 |            | (16,139) (1)   | 52,441                | 3.25                          |                        |
| Borosky . . . . .                  |            | (8,183)        | 54,183                | 6.62                          |                        |
| Federovsky . . . . .               |            | (17,503)       | 45,009                | 2.57                          |                        |
| Semiozerny . . . . .               |            | (10,456)       | 31,892                | 3.05                          |                        |
| Denisovsky . . . . .               |            | (12,274)       | 34,498                | 2.81                          |                        |
| Uritsky . . . . .                  |            | (35,460)       | 23,414                | 0.66                          |                        |
| Adamovsky . . . . .                |            | (73,279)       | 20,499                | 0.27                          |                        |
| Turgai . . . . .                   |            | (166,847)      | 60,000                | 0.35                          |                        |
| <i>Ekaterinoslav</i> . . . . .     |            |                |                       |                               |                        |
| Pavlograd . . . . .                | 335,300    |                | 90,000                | 6.02                          | 27                     |
| Novomoskovsk . . . . .             | 409,900    | (9,600)        | 169,000               | 17.60                         | 41                     |
| Verkane-Dneprovsk . . . . .        | 172,300    | (5,124)        | 67,000                | 13.07                         | 39                     |
| Kivoi Rog . . . . .                | 353,000    | (13,893)       | 164,000               | 11.80                         | 46                     |
| Nikopol . . . . .                  | 115,000    | (5,040)        | 84,000                | 16.66                         | 73                     |
| Ekaterinoslav . . . . .            | 350,600    | (4,284)        | 200,000               | 46.68                         | 57                     |
| <i>Pollava</i> . . . . .           |            |                |                       |                               |                        |
| Kobelyak . . . . .                 | 241,500    | (4,393)        | 50,000                | 11.38                         | 21                     |
| Konstantinograd . . . . .          | 286,800    | (9,828)        | 50,000                | 5.09                          | 17                     |
| <i>Kremenchug</i> . . . . .        |            |                |                       |                               |                        |
| Alexandriya . . . . .              | 402,800    | (9,156)        | 120,000               | 13.11                         | 30                     |
| <i>Odessa</i> . . . . .            |            |                |                       |                               |                        |
| Odessa . . . . .                   | 638,400    | (8,400)        | 144,171               | 17.16                         | 23                     |
| Voznesensk . . . . .               | 236,700    | (10,668)       | 30,000                | 2.81                          | 13                     |
| Pervemaïsk . . . . .               | 341,200    | (9,996)        | 28,664                | 2.87                          | 8                      |
| Crimea . . . . .                   | 761,600    | 33,881         | 536,195               | 13.93                         | 70                     |

(1) Areas in brackets have been calculated approximately.

The figures given above relate to the number of starving during the period March-April, 1922, and are taken from reports furnished to the International Russian Relief Commission and from the bulletins published by the All-Russian Central Relief Commission.

De



Nombre des affamés  
par kilom.carré  
Number of starving  
per sq. kilom.



0.27 - 2.87



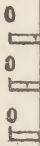
3.05 - 9.68



10.00 - 23.45



26.21 - 55.40



S.D. 59 13-X-1922

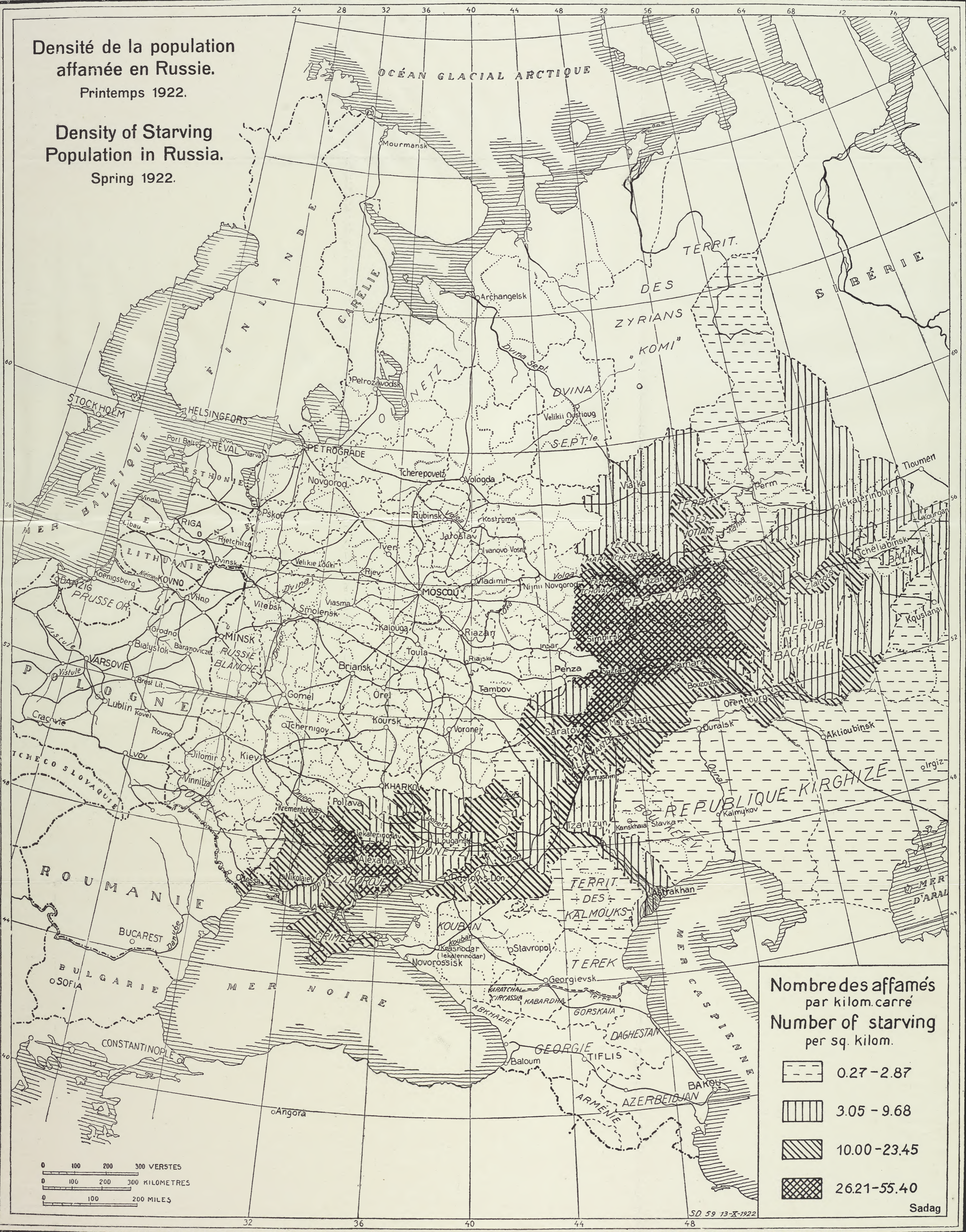
Sadag

Densité de la population affamée en Russie.

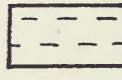



Printemps 1922.

Density of Starving Population in Russia.

Spring 1922.



Nombre des affamés par kilom.carré  
Number of starving per sq. kilom.

-  0.27 - 2.87
-  3.05 - 9.68
-  10.00 - 23.45
-  26.21 - 55.40

0 100 200 300 VERSTES  
0 100 200 300 KILOMETRES  
0 100 200 MILES







Divisions administratives  
en 1914  
Administrative divisions  
in 1914

Les gouvernements sont  
nommés d'après leurs  
chef lieux respectifs (soulignés)

The governments are named  
after their Capitals (underlined)

SD. 59 13-X-1922

# RUSSIE

Divisions administratives d'après les données  
du Commissariat de l'Intérieur au 21 Novembre 1921

# RUSSIA

Administrative divisions according to the  
People's Commissariat for Home Affairs  
up to November 21, 1921

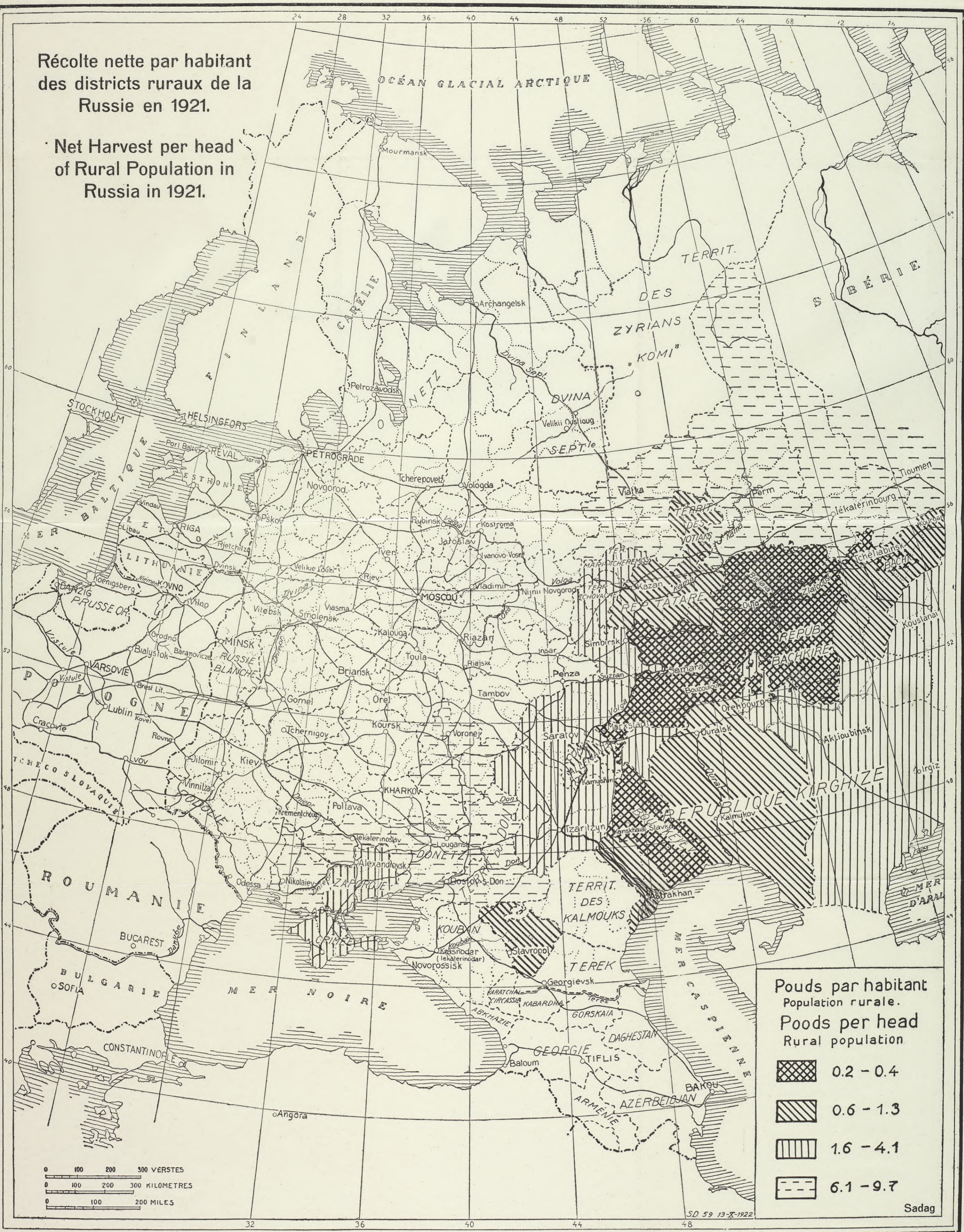


Divisions administratives  
en 1914  
Administrative divisions  
in 1914

Les gouvernements sont  
nommés d'après leurs  
chef lieux respectifs (soulignés)  
The governments are named  
after their Capitals (underlined)

Récolte nette par habitant  
des districts ruraux de la  
Russie en 1921.

Net Harvest per head  
of Rural Population in  
Russia in 1921.



Pouds par habitant  
Population rurale.  
Poods per head  
Rural population

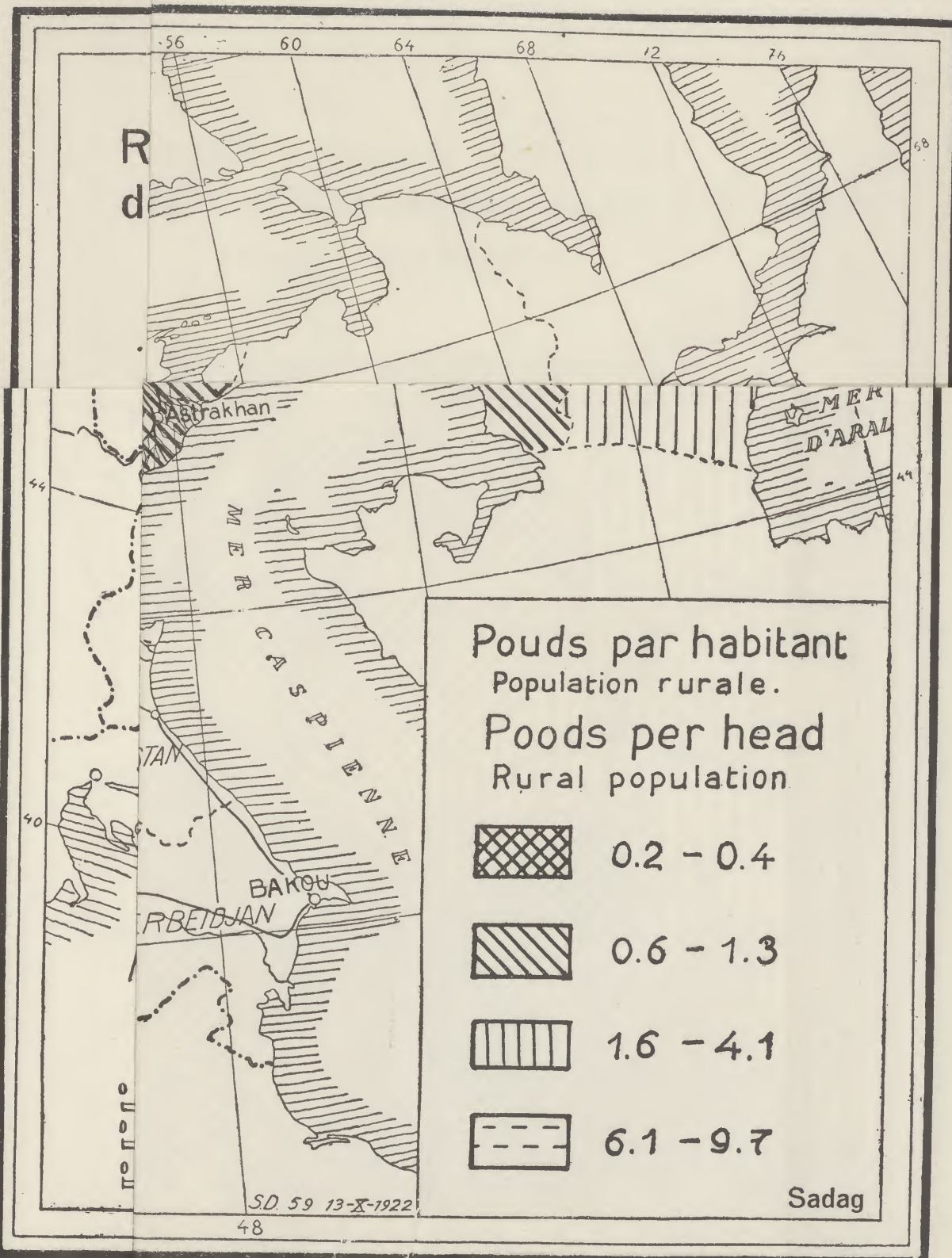
|  |           |
|--|-----------|
|  | 0.2 - 0.4 |
|  | 0.6 - 1.3 |
|  | 1.6 - 4.1 |
|  | 6.1 - 9.7 |

0 100 200 300 VERSTES  
0 100 200 300 KILOMETRES  
0 100 200 MILES









R  
d

56 60 64 68 72 76





Abtrakhan

MER  
D'ARAL

MER  
CASP I E N N E

BAKOU  
RBEIDJAN

Poods par habitant  
Population rurale.  
Poods per head  
Rural population

-  0.2 - 0.4
-  0.6 - 1.3
-  1.6 - 4.1
-  6.1 - 9.7

SD. 59 13-X-1922

Sadag













