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CIA HISTORICAL REVIEW PROGRAM  
RELEASE AS SANITIZED  
1998



DIRECTORATE OF  
INTELLIGENCE

# Intelligence Memorandum

*Soviet Civil Defense: Policies and Priorities*

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REF ID: A67-19  
APRIL 1967

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FOREWORD

Recent developments in Soviet strategic programs and in international discussions on arms limitations suggest the need for a review -- on a current basis -- of Soviet programs and plans for civil defense in relation to overall Soviet military priorities.

This memorandum discusses (a) current civil defense programs in the USSR, (b) indications of new or impending developments, and (c) the role of civil defense in overall Soviet military doctrine.

Three appendixes -- Organization and Operation of Soviet Civil Defense, Selected Soviet Statements on Civil Defense, and the Soviet Civil Defense Statute -- are included to provide additional detailed information on the operation and legal basis of the Soviet civil defense program.

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## SOVIET CIVIL DEFENSE: POLICIES AND PRIORITIES\*

### Summary

In contrast to costly advanced weapons programs that are improving Soviet capabilities to respond to surprise attack, Soviet civil defense programs continue to stress low-cost approaches to population protection and would require up to several days of strategic warning to assure survival for significant numbers of Soviet urban dwellers. Recent high-level political interest in civil defense preparedness seems aimed largely at pressuring local officials to implement their existing responsibilities for training and equipping local civil defense units. The leadership apparently continues to reject on economic grounds the feasibility of a nationwide shelter program for the population.

Soviet leaders have not publicly expressed their views of the relationship between ballistic missile defenses and civil defense shelters. The Moscow ABM system will probably depend, at least initially, on intercept of incoming missiles outside the earth's atmosphere and will not add directly to the fallout levels of the defended territory. Soviet military planners probably also realize that air and missile defenses over the next few years will not be sufficiently reliable -- and deployment probably will not be extensive enough -- to permit the USSR to forgo reliance on urban evacuation when danger of strategic attack arises.

Following the transfer of civil defense responsibilities to the Ministry of Defense in about 1960, its planning and organization have come increasingly under the influence of overall Soviet military thinking, particularly in relation to the doctrine that the rear areas of the USSR now constitute a special zone inside the theater of operations. Present programs stress improvement in central command control, with emphasis on national civil defense military staff organization and communications facilities.

This staff organization is the military nucleus for programs (see Figure 1) to develop and coordinate non-military operations (mostly civilian --

\* This material was prepared by the Office of Research and Reports and was coordinated with the Office of Current Intelligence and Scientific Intelligence. The estimates and conclusions represent the best judgment of the Director of the Intelligence Agency.

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that will (1) assist urban evacuees to relocate in rural areas, (2) provide emergency rescue and reclamation work in target areas, and (3) maintain or reestablish government control of the rear areas following a nuclear attack, thereby minimizing the necessity to use ground troops for this purpose. Other aspects of civil defense -- to reassure the Soviet population and to convey the image abroad of Soviet determination to risk nuclear war under some situations -- are probably also present to some degree as underlying considerations in Soviet civil defense planning.

Although the USSR has not undertaken to provide shelters for the general urban population, some special facilities have been constructed. The degree of hardening of these shelters and their readiness in terms of supplies and equipment are not well known. Many of these are the World War II basement type (concentrated in urban areas), and most are not designed to protect against more than moderate blast damage. They are probably not adequate to provide fallout protection for more than about 10 to 15 percent of the population. More secure and hardened quarters for the civil defense command and control staffs and facilities have probably been provided, however.

There are also a large number of postwar masonry structures in the USSR that do not now contain shelter provisions. Parts of these buildings are suitable for adaptation as emergency fallout shelters. It seems clear, however, that no large-scale effort has yet been undertaken to label, improve, and stock them. Shortages of available shelters are to be overcome -- according to Soviet civil defense literature -- through the adaptation of suitable structures and the construction of field-type shelters. These improvised shelters will probably not be prepared until a period of threat has been declared.

Improvements in civil defense preparedness are being advocated by high levels of the party, government, and the military. There is as yet, however, little evidence (1) that basic concepts are being modified because of the accelerated pace of advanced weapons development, or (2) that substantially increased resources are being made available. Measures taken to date appear to be directed toward instilling more vigor into implementing existing directives through increased pressures on local administrators and civil defense staffs to force them to act on their responsibilities for planning shelter spaces, securing stocks of emergency supplies and equipment, and for organizing and equipping operational units.

Much of the responsibility for implementation of civil defense programs -- including financing shelter construction and providing equipment

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and survival supplies -- is decentralized to the level of local government administrators and economic managers. Apathy on their part has limited the present effectiveness of the Soviet civil defense system.

Civil defense still encounters apathy in the USSR and probably will continue to be a victim of the competition for funds among various Soviet economic and military programs. Nevertheless, the unusual public endorsement of civil defense efforts by Brezhnev and Malinovskiy in 1960 at the 23d Party Congress indicates that civil defense will have some high-level support in pursuit of the goals it has established -- a trained citizenry; tested evacuation plans; a large, mobil rescue force; and secure control and communications.

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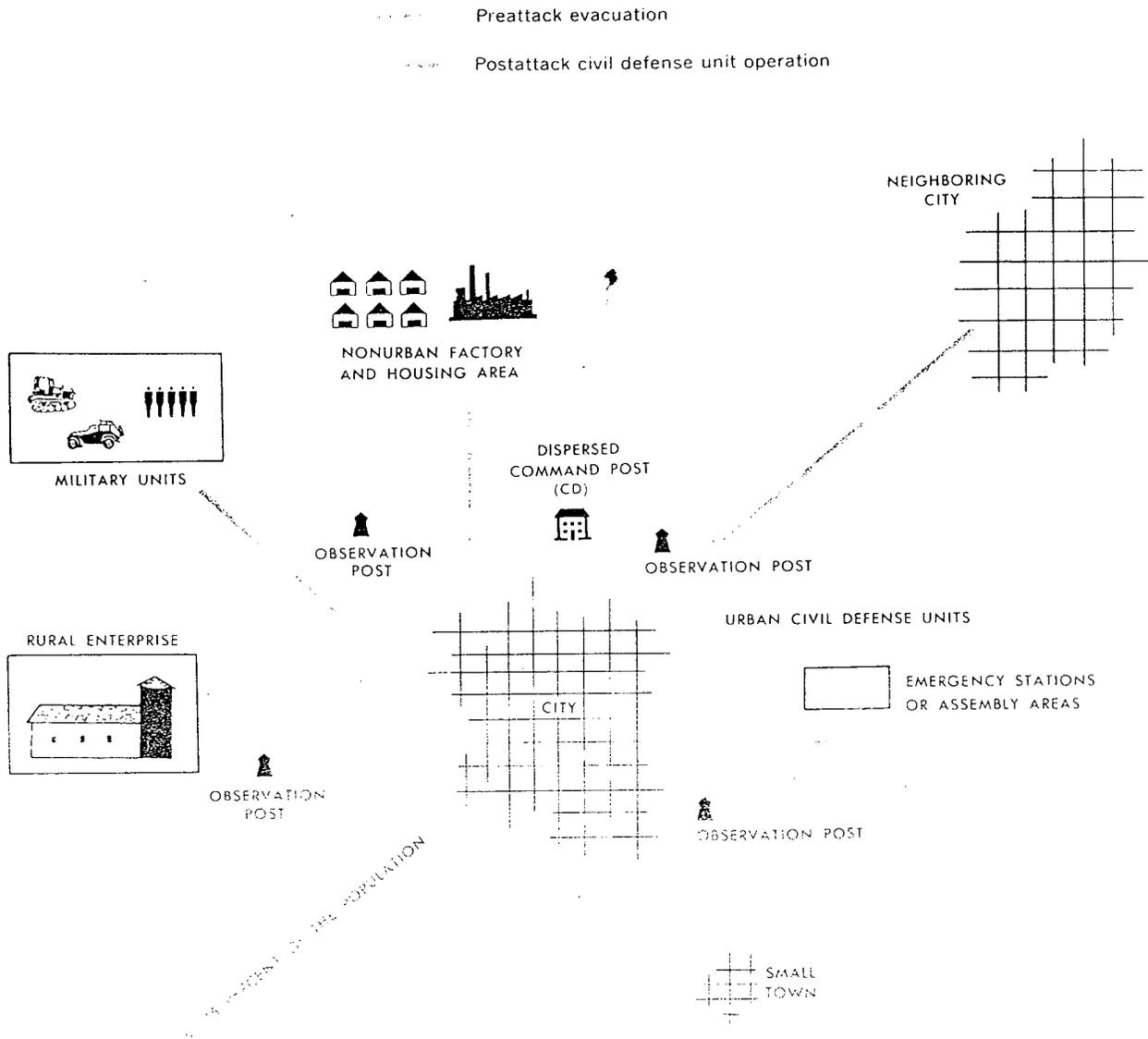
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Figure 1

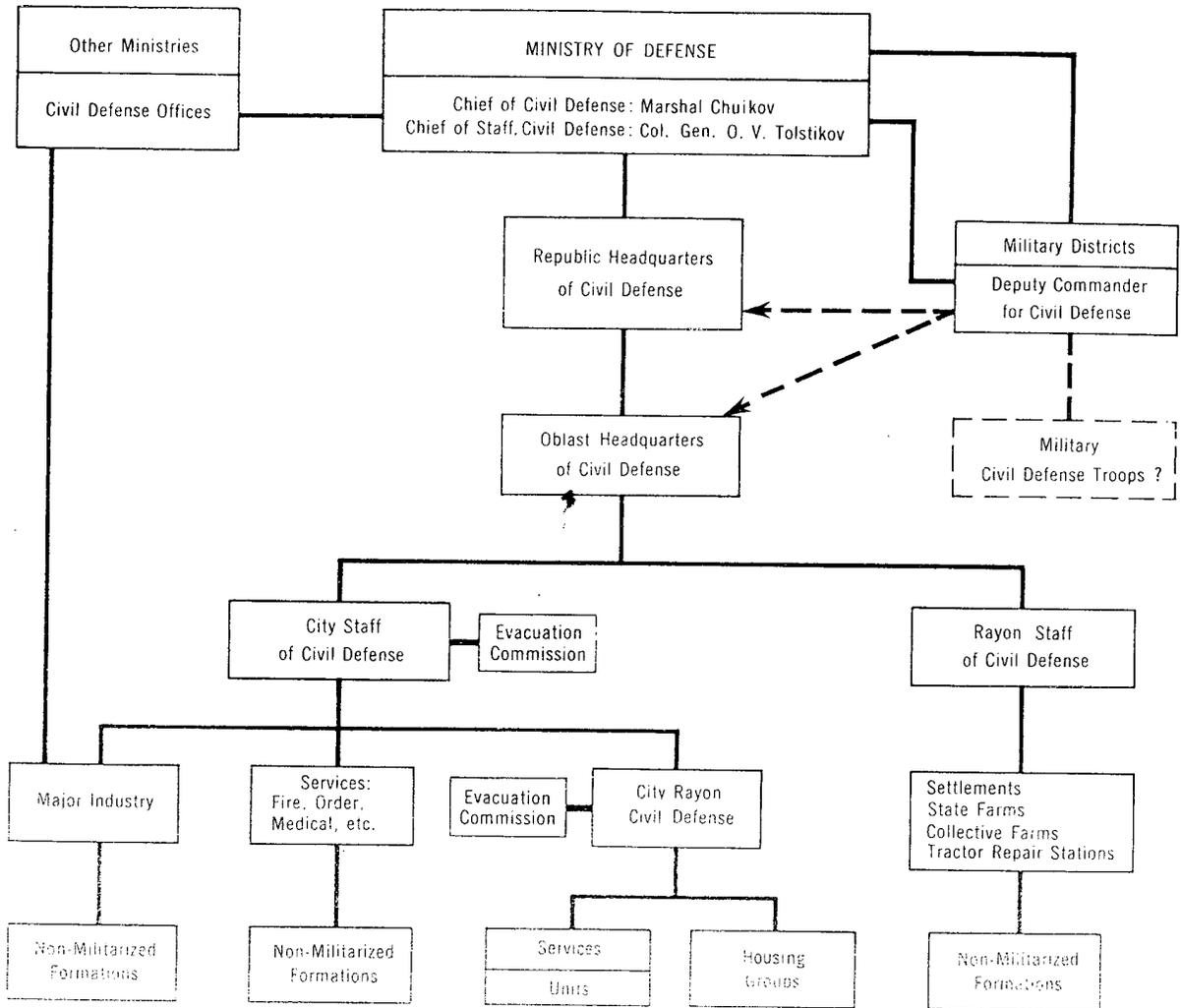
# SOVIET CIVIL DEFENSE OPERATION

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### SOVIET CIVIL DEFENSE

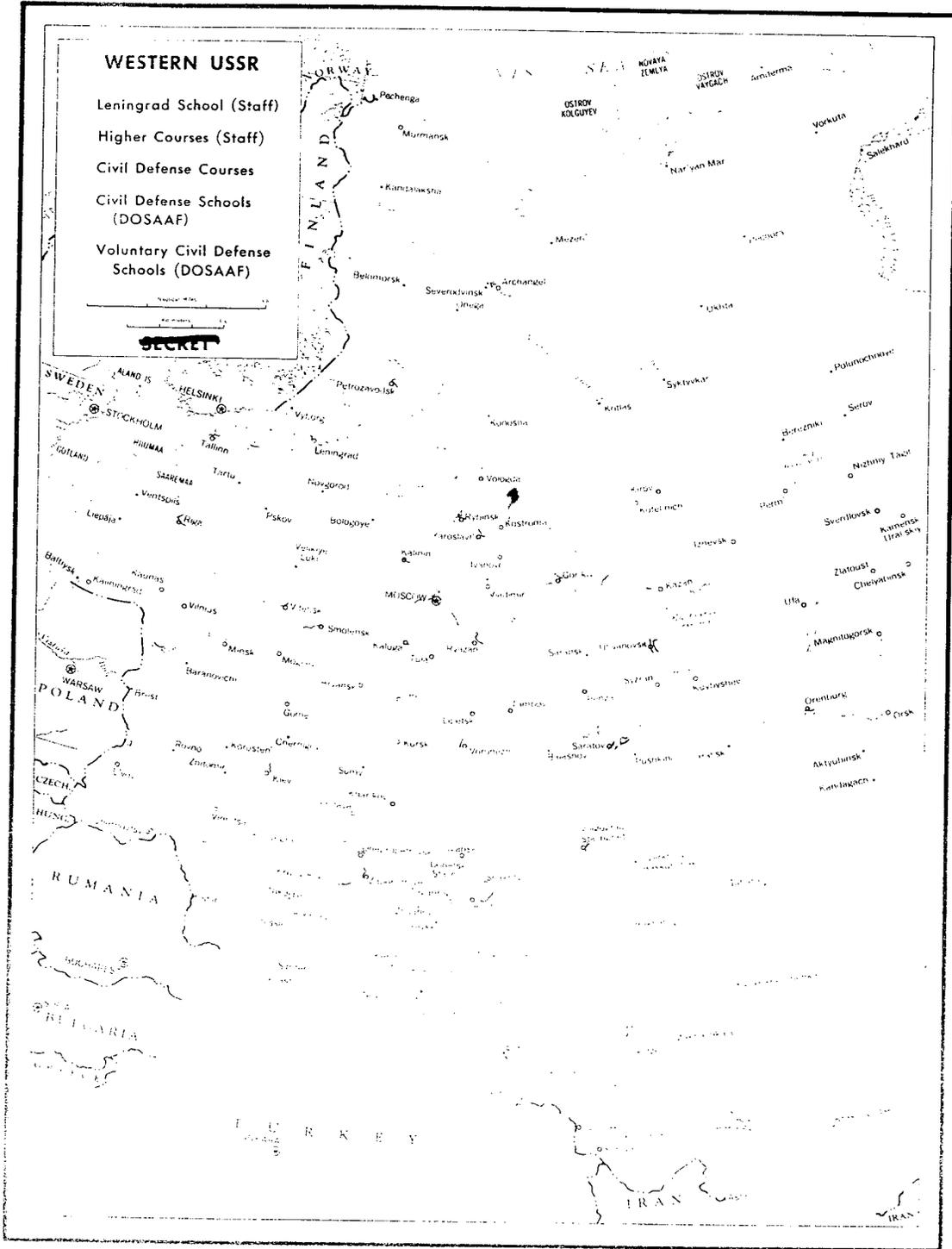


----- Subordination  
- - - - - Probable Operational Subordination

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# LOCATION OF CIVIL DEFENSE SCHOOLS 1961-1966

Figure 3



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I. Development Phases in Soviet Civil Defense

Since World War II, Soviet civil defense has generally lagged behind the requirements posed by nuclear weapons developments. This has been in part the result of an apparent reluctance on the part of Soviet officials to disseminate information on the effects of nuclear weapons to the general public. It seems also to have stemmed in part from high-level indecision over what direction to take in civil defense preparations, or even disagreement over whether a high-confidence civil defense system was economically feasible.

For example, information on atomic weapons was not incorporated into Soviet civil defense training in any measure until 1954 -- nine years after Hiroshima and five years after the first Soviet atomic test. Thus, following a post-war lull in civil defense activities, Soviet civil defense in the 1949-58 period was a program which appeared to be geared to preparations for a recurrence of World War II type of aerial attack. This period was highlighted by a partial revival of civil defense organizations in major plants and cities, a moderate level of training activity carried on by DOSAAF (the Soviet paramilitary society), and the construction of basement shelters in new masonry buildings.

Following the test of US and Soviet thermonuclear weapons in the mid-1950's, and the new dimension added to a possible future war by the development of missile delivery systems, the USSR entered a period of indecision in 1958-61, when civil defense shelter construction was reportedly curtailed but training and some other activity was continued. There is evidence of a high-level controversy over civil defense at this time which was apparently settled by rejecting proposals to construct blast shelters for the general urban population but continuing the civil defense effort that emphasizes control, an enlarged area type of organization, and the use of urban evacuation and improvised shelter to reduce casualties.\*

Since 1961, when a new civil defense law was adopted,\*\* several steps have been taken that are aimed at achieving the operational

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\* The supporters of civil defense in the USSR may come substantially from the ranks of the military. Historically, the following marshals at some time have either endorsed civil defense or permitted their name to be connected with it in publications under their editorship: Voroshilov, Budenny, Biryusov, Zhukov, Vasilevskiy, Konev, Sokolovskiy, and Chuykov. Marshal Malinovskiy and Communist Party Chairman Brezhnev contributed brief, but unique, remarks in support of civil defense at the Party Congress in 1966.

\*\* See Appendix C.

capability which now is a stated peacetime goal. These include the extension of the civil defense system into the countryside, the increased mobility of civil defense units, and initial planning for urban evacuation (see Figure 1). Secrecy has been reduced and the Soviet people are better informed about nuclear effects than was the case earlier. A large, revised civil defense literature has been published, and the content of civil defense matters in paramilitary periodicals has been increased. The USSR has expanded a network of civil defense schools for professional staff officers, for the civilians who have leadership or technical roles in emergency, and for public instructors. Nationwide civil defense communications support facilities have reportedly been brought into operation. Reports of civil defense drills, exercises, and competitions have also occurred with increasing frequency since 1962. Consequently, significant increases in the number and rank of civil defense staff officers have probably taken place during the past few years.

## II. Civil Defense in the Current Period: Concepts and Plans

### A. Soviet Concepts of the Threat

Soviet spokesmen have repeatedly stated that the principal threat to the USSR is presently seen as a possible "rocket-nuclear" war.\* The Soviet leaders have a rather clear picture of the nuclear weapons strike force which might be used against them and they have repeatedly stated they would expect their centers of population, industry, communications, and administration to be attacked. In this situation, these leaders are coming to view the rear area of the country as a nationwide theater of operations with a need for coordinated passive defense on the part of both military and civil defense units. (According to Krasnaya zvezda, some joint military-civil defense exercises have already taken place.) Civil defense has thus taken its place in military theory with such other defense measures as intelligence and warning of attack, active air and rocket defense, and military passive defense -- all of which would contribute to the reduction of damage and casualties.

### B. The System

The Soviet civil defense system emphasizes the use of existing assets -- human, material, and organizational. Citizens are subject to

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\* Some consideration is given in civil defense equipment and training to possible chemical and biological attack, but major attention remains centered on defense against nuclear weapons (see Appendix B).

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compulsory training and are obligated by law to serve in civil defense units if selected for this duty. Most transport, construction, and farm equipment is state property and thus subject to mobilization for emergency use. Government leaders, police, firemen, medical personnel, and others are a part of the civil defense system by virtue of their civilian position.

In organization, the Soviet civil defense scheme provides for control responsibility by the civilian leaders who correspond to US governors, mayors, plant managers, and the like. However, it employs a large, permanent corps of specially trained military staff officers, assigned to civil defense headquarters from the national to the city level (see Figure 2). These officers are obviously the principal force for planning and direction. The headquarters and staffs of civil defense are now, according to Soviet sources, served by a special, nationwide civil defense communications system for warning and control. Other communications in the civilian sector would probably also be used as extensions of this system in an emergency.

The Soviet civil defense system lays great stress on intensive public training, and it has under way a program in both urban and rural areas to develop a large organization of operating units predominantly civilian in character (see Figure 3). Although the call for "combat readiness" has been sounded by Soviet civil defense officials, and unit drills and exercises are indicated in the press, the aims of the system for a combat capability have admittedly not yet been achieved.

#### C. Shelter and Evacuation

It is probable that the USSR has developed dispersed and secure quarters for civil defense communications and control. Aside from these, existing Soviet air raid shelters and adapted subways are probably sufficient to shelter only about 10 to 15 percent of the population. A potential exists in the USSR to copy the US example in surveying and marking fallout shelters for most of the urban population in the predominantly masonry buildings and apartment houses which have been built since World War II. For the present, most Soviet citizens would have to rely for fallout protection on the adapted quarters or field-type shelters which they are taught how to prepare in emergency.

In combination with improvised fallout shelter, the Soviet civil defense system places great reliance on dispersal or strategic evacuation of the greater part of the urban population, to be accomplished during a developing emergency and prior to hostilities. Evacuees would be sheltered, fed, and employed for an indefinite period in small towns and rural areas.

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With its heavy reliance on precautionary urban evacuation and fallout shelter to be improvised in an emergency, any effective operation of the Soviet civil defense system would now depend on warning of at least a day or two. This leads to an inference that the Soviet civil defense scenario for possible nuclear war does not give great credence to the possibility of surprise attack. Rather, the Soviet leaders appear to see an escalating situation or confrontation at some point in which they might conclude from intelligence or other information that the United States was preparing to attack and that urgent preparations should be instituted.

D. ABM and Fallout Shelter

In the almost complete secrecy surrounding the Soviet ABM program and the semi-secrecy devoted to the civil defense system, it is not surprising that there has been no information disclosed on the possible connection between the two or the cost effectiveness that variations in shelter and active defense systems might achieve. However, the USSR follows US civil defense developments rather closely, and it must be assumed that Soviet officials have reviewed and considered the potential of such a complementary system. They have a large space potential for development of fallout shelter, but thus far, there is no evidence of any program to mark, improve, and stock the quarters available in adaptable structures. There can be only speculation as to what reasons have prevented them from taking this step. First, they may be simply unwilling to devote the funds and effort necessary. Second, the Soviet ABM program is not yet at the stage where it could be considered reliable enough that contingency urban evacuation could be forgone. Third, the projected Soviet ABM system may be for only a few cities and thus would not be taken into account for general civil defense planning. This is not to say, of course, that the Soviet leaders, impelled by future uncertainties over warning time and new weapons development, may not move into a program of marking and stocking fallout shelters.

E. Purposes Served by Soviet Civil Defense

It has been stated that civil defense is now an integral part of Soviet national defense. There is no doubt that its directors see it first of all as a prudential system designed to maintain control, to save lives, and to reduce damage in the event of nuclear war. It must be pointed out, however, that civil defense may serve other purposes. First, its existence serves to support in some measure a

Soviet image at home and abroad as a power ready to face the risk of nuclear war in defense of its own or its allies' vital interests. It would be of some reenforcing value in a confrontation because resolve in a situation of possible nuclear war may be highly suspect in the absence of some civil defense precautions. Second, the character of Soviet civil defense with its emphasis on last-minute preparations might permit it to serve as one tool in confrontation. For example, if the USSR moved to evacuate cities at some point in an escalating situation, it would appear as a more determined opponent. (Such a step would be a dangerous one in escalation, however, if evacuation were construed as reflecting a Soviet intention to attack.) Third, Soviet civil defense serves at home as a propaganda vehicle pointing up the continuing antagonism of the Communist and capitalist segments of the world. Fourth and last, Soviet civil defense serves to reassure the public to some extent that something can be done for its protection in nuclear war, and it provides directed activity which may allay anxiety.

### III. Trends

Civil defense still encounters apathy in the USSR and probably will continue to be a victim of the competition for funds among various Soviet economic and military programs. Nevertheless, the unusual public endorsement of civil defense efforts by Brezhnev and Malinovskiy in 1966 at the 23d Party Congress indicates that civil defense will have some high-level support in pursuit of the goals it has established -- a trained citizenry; tested evacuation plans; a large, mobile rescue force; and secure control and communications.

Because of the emphasis now placed in military theory on rear area defense, it is expected that the USSR will move further toward a unified system of rear area emergency control. Such a structure, in its passive defense aspects, should be designed to achieve effective and coordinated control of uncommitted active and reserve military units, all types of police and security troops, paramilitary organizations (such as DOSAAF), and the Soviet civil defense organization.

APPENDIX A

ORGANIZATION AND OPERATION OF SOVIET CIVIL DEFENSE

1. Background

The USSR has the advantage of some civil defense operational experience gained during World War II. Although the system was not as severely tried as the German, the USSR cites noteworthy performances by civilian defense organizations in such cities as Leningrad, Moscow, Volgograd, and Sevastopol. After the war, civil defense concepts continued to stress the urban organization and during the 1950's some training and shelter construction in cities took place. Called Local Antiair Defense (MPVO), the civil defense structure under the Ministry of Internal Affairs (MVD) depended on municipal service organizations\* and factories for the nuclei of civil defense units.

In a "threatening situation," city civil defense units were to be mobilized -- the population preparing shelter, blackout, and fire preventive measures. Upon "air alert," everyone in the city was to seek the best available shelter. After attack, city and factory units and citizen self-defense groups were to take appropriate steps in such activities as rescue, fire fighting, and repair.

2. Controversy

With the development of larger nuclear weapons and missile delivery systems, the World War II civil defense concept was clearly found to be outmoded in the late 1950's. Civil defense in the USSR was also plagued by lack of high-level support, indifference on the part of some local officials, and public apathy toward the training programs. There is evidence that a significant high-level controversy developed in 1958-59 over civil defense and particularly over whether or not heavy, blast-resistant shelters should be provided for the population of large Soviet cities. The high cost of such a program was apparently found to be prohibitive, but a decision to continue a lower cost civil defense program was probably reached in 1961. One high-ranking Soviet civil defense official conceded later, "not one modern state, including the United States, has at its disposal the material and financial capabilities to construct atomic shelters for the entire population."

\* Police, fire, medical, power, communications, and the like.

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Meanwhile, in 1960, the Ministry of Internal Affairs had been abolished and the civil defense function transferred to the Ministry of Defense (MOD). It may be speculated that the military took a hard look at its new responsibility and recommended a course of action which led to a new civil defense law in 1961; the appointment of a Soviet Marshal (V. I. Chuykov) as Chief of Civil Defense, and a heavily publicized paramilitary congress, held in 1962, which clearly signaled the decision to continue a Soviet civil defense program -- reorganized and altered in concept.

### 3. Concepts

Although giving some attention to the possibility of chemical and bacteriological attack, Soviet civil defense is now concerned primarily with the threat of nuclear attack by the United States. Soviet military theorists point to the strong attack potential in the US military posture. For example, one Soviet author found a 1967 readiness goal of the United States to be: 1,054 Minutemen and Titan ICBM's in silos, 656 Polaris missiles in submarines, and 678 strategic bombers remaining in service. He saw no reason to expect any early, significant reduction in this force level. Along with this potential enemy strike force, the USSR probably finds sources of uneasiness concerning possible eventual conflict in past and present international developments -- for example, the Berlin crises, the Cuban affair, talk of the NATO multilateral force and nuclear arms for West Germany, and the continuing conflict in Vietnam.

In the world of competing political systems, heavy armaments, and periodically unsettled affairs, the Soviet leaders find a major war possible, if not inevitable. If major war should occur, they insist that it will be rocket-nuclear war with weapons directed not only at military targets in the USSR but also at centers of population, administration, communications, and industry. Both military and civil defense spokesmen have pointed out that active air and rocket defense may be less than perfect. Thus, huge casualties and material losses could occur. Through this line of reasoning they are led to the corollary that precautionary steps must be taken in the fields of rear area defense and civil defense. Repeatedly, Marshal V. I. Chuykov, Chief of Civil Defense, has stated that civil defense is an essential part of overall preparation for the defense of the USSR. It thus shares a place with strategic warning, precautionary or preemptive attack, and active air and rocket defense measures. According to available information, the authorities have not expressed the concept that the deployment of an ABM system is dependent on civil defense or shelter preparations. Rather, they seem to find that civil defense is a necessary prudential measure in any possible nuclear war.

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By Soviet definition, civil defense is a system of state measures which are being readied in peacetime for the purpose of defending the population and the economy from weapons of mass destruction and to accomplish the preparation necessary to carry out rescue and emergency repair work. In general terms, the missions of civil defense are to insure the continuing functioning of the state in wartime, to increase the survival of the population, to continue the operation of the economy, and to secure the possibility of military mobilization and extended support for the armed forces.

The USSR has found the point (or city) civil defense concept to be clearly outmoded for rocket-nuclear war with the attendant conditions of heavy damage and widespread fallout. Writing in 1962, Colonel General O. V. Tolstikov acknowledged this situation, as follows:

If under earlier conditions our cities, using their own resources could solve the problems of protecting the population and economic installations from enemy air attacks and of dealing with the damage caused by bombardment, contemporary conditions will require the use of greater forces and resources . . . . That is why local anti-air defense has ceased to be local and has become a state-wide system and is therefore called civil defense, since it requires the active participation of every citizen . . . . On the collective farms, state farms, and other agricultural enterprises, nonmilitary formations are being organized with the primary purpose of rehabilitation after enemy attack . . . .

Knowledge of Soviet civil defense operational plans is not complete. However, it is clear from statements by Soviet leaders expressing reliance on intelligence and from civil defense instructions that they discount the possibility of surprise attack. Civil defense planners appear to see the scenario for nuclear war as an escalating situation or confrontation with last-minute preparations possible at some point during a "period of threat." These preparations include the positioning of civil defense units and staffs, readying communications for civil defense use, evacuation or dispersal of the greater part of the urban population to small towns or rural areas, readying of existing shelters, and the construction or adaptation of additional fallout shelter space. After an attack, command posts would initiate rescue and recovery

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operations using the available units and able-bodied survivors from among the civilian population. At the order of a superior staff, forces from neighboring cities and the surrounding rural area could be brought in to assist operations.

At present, Soviet civil defense goals include compulsory and universal training for the general population; large "non-militarized," mobile, civil defense units composed of the citizenry; an effective civilian command assisted by trained, military-type staff officers; developed and tested plans for urban evacuation; a secure nationwide system of communications and control; and military-civil defense cooperation in preparing and effecting rear area defense measures. Combat readiness for operation is an expressed goal, but this has not been achieved in most areas and no set date for such an accomplishment has been seen.

#### 4. Organization

Headquarters of civil defense exist at all levels of government in the USSR. At the national level, a Soviet marshal is Chief of Civil Defense. Below this level (republic, oblast, city, and rayon), the responsible chiefs of civil defense are the civilian heads of government. Similarly, the heads of schools, hospitals, factories, farms, and housing offices are chiefs of civil defense -- responsible for civil defense preparations in their area or installation.

However, the headquarters of civil defense from the city level upward employ military-type, civil defense staff officer specialists who are probably the full-time operators of the civil defense system, responsible not only to the local civilian chief of civil defense, but also to higher civil defense headquarters, and ultimately to the Ministry of Defense. Thus the headquarters of a city of moderate size might include 6 to 10 full-time staff officers plus civilian employees. The heads of various governmental departments (police, fire, medical, communications, construction, and the like) also serve on civil defense staffs where they head the analogous civil defense "services" (order, firefighting, rescue, medical aid, repair, and the like). Under the city services, and at factories, farms, and other centers, "non-militarized" operating units of civilians are organized.

Although the true size of Soviet operative units is unknown, either as to goals or currently operational units, military and civil defense spokesmen have emphasized that the required number of units is "large" and that civil defense formations require "millions" of trained

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persons in large states. They are probably thinking in terms of 10 million or more citizens enlisted into active civil defense roles.

Since the transfer of civil defense to the Ministry of Defense, local civil defense headquarters have probably been made operationally subordinate to the military district. It is also believed that all military district headquarters now include civil defense offices, and in two districts, general officers have been identified as Assistant Commanders for Civil Defense. It thus appears that the 15 Military District Commanders of the USSR are prepared to assume a joint military-civil defense responsibility for rear area defense operations in an emergency.

#### 5. Civil Defense Changes, 1960-66

Since 1960, a number of significant steps have been taken in the reorganization and development of Soviet civil defense.

The concept of civil defense has been radically altered from one of point or city defense to one of area operations involving the entire country. Preparations for area defense have included the extension of the civil defense organization into the countryside, increased mobility of civil defense units for operation, and planning for precautionary urban evacuation.

A new civil defense law was adopted in 1961. This law defined Soviet civil defense and its tasks and appointed Marshal Chuykov as Chief of Civil Defense. (Earlier the chief of civil defense was unidentified, but he probably was the Minister of Internal Affairs.) The 1961 law specifies universal civil defense training for Soviet citizens, and it made service in civil defense units compulsory with few exceptions -- women 16 to 55 and men 16 to 60 years of age. For civil defense training, the law specifies that unit participants may be excused from work up to five days per year without loss of pay, supervisors up to 12 days. The civil defense responsibilities of central government ministries and other offices are spelled out in some detail, as are those of lower levels of government. DOSAAF (the Soviet paramilitary society) and the Soviet Red Cross and Red Crescent Societies were charged in the 1961 law with the training of the population in civil defense and first aid, as well as preparing some civilian leaders, technicians, and "reserve" nurses. A final section of the law indicated generally that costs are to be divided among ministries, localities, and installations.

Reticence in acquainting the Soviet population with the effects of nuclear weapons has been substantially reduced. The Soviet citizen is

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better informed on this subject than he was in the mid-1950's. Such knowledge, of course, is basic in a civil defense system relying in a large measure on self-help, neighborly aid, and the post-attack use of the population in civil defense tasks. Weapons information generally, however, is held to the effects of one weapon; descriptions of multiple weapon fallout patterns have not been seen in the USSR.

Since 1961 a large, new revised literature on civil defense has been prepared and printed, including many popular-level pamphlets, school texts, and a number of specialized and increasingly technical manuals on such subjects as decontamination, evacuation, rural civil defense, engineer rescue operations, and civil defense in industry. The paramilitary magazine Voyennyye znaniya was made a joint civil defense-paramilitary publication with a substantial increase in civil defense content in 1964. Training films, slides, and posters are prepared for publicity and training use.

A network of civil defense schools has been enlarged in the USSR since 1961. These include "courses" for senior officers in Moscow; the Leningrad school of about a year's duration for civil defense staff officers; "courses" in several large cities for civilian leaders with operational civil defense duties; and DOSAAF-operated civil defense schools for team leaders, technicians, and for the instructors who conduct civil defense training for the general public. It is possible that lower-level DOSAAF schools are being phased out while the number of higher-level civil defense schools or courses (kursi) is being increased. More and more courses employing military officers as instructors are being mentioned in civil defense literature. It is likely that each oblast capital may soon have a civil defense school run by professionals. This year a new military academy-type civil defense school will open near Moscow. Its graduates, after a three-year course, will receive civil defense commissions. Specialties provided for include construction and engineering equipment, communications, and chemistry.

The Soviet authorities claim that uniform signals and immediate communications for civil defense have been established for the entire territory of the USSR. Other government communications are probably interwoven with the civil defense communications system. This is possible because the Minister of Communications is the highest civil defense communications officer, charged by law with providing effective civil defense communications.

Since 1960 the military staff officer corps of civil defense has probably been enlarged and higher ranks assigned. Now, at federal civil defense headquarters, Marshal V. I. Chuykov is Chief of Civil Defense, Colonel General O. V. Tolstikov is First Deputy Chief and Chief of Staff, and Lieutenant General G. Isakov is Chief of the Combat Training

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Administration. At least three of the fifteen republics have general officers serving as chief of the civil defense staffs, and at least two military districts have general officers who are Assistant Commanders for Civil Defense.

## 6. Training

It was noted earlier that public civil defense training in the USSR is compulsory in theory and law. Civil defense officials have stated that every Soviet citizen must know the rules of behavior in response to civil defense signals, how to use the gas mask and protective clothing, how to construct [field-type] shelters, how to adapt residential quarters and other facilities for use as shelter, how to administer first aid to oneself and others, and how to function in civil defense formations. Since 1954, when atomic defense was introduced into public training, four courses (from 10 to 22 hours in length) have been given for the average citizen of the USSR. The fifth, the so-called 19-hour course, has been concluded in most areas, and a new 21-hour training program for workers has been instituted. Because of apathy on the part of the public and some local officials, as well as for other reasons, the courses have met with only limited success. Best achievement has been registered in places of employment in industry, while farm programs and those in housing areas are frequently criticized as being weak or even non-existent. However, Soviet announcements of achievement in these programs (85 percent success and "substantial" completion in two of the five courses) and the compulsion exercised in schools and places of work combine to suggest that about one-half the Soviet citizens have been exposed to instruction; many probably have had repeated training in basic self-defense.

It has already been noted that the USSR maintains a complex of schools and courses for civil defense staff officers, for public instructors, and for those citizens with operational unit tasks to be performed in an emergency.

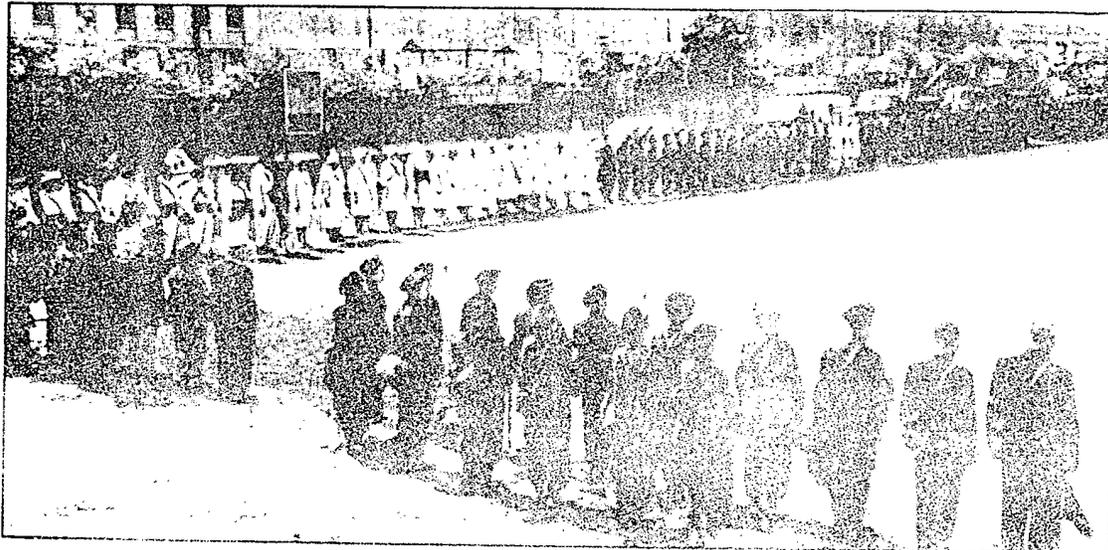
Since 1961, civil defense exercises have been steadily reported from various areas of the USSR. Only a few small-scale activities have been seen by travelers, and it is probable that some effort is made not to conduct exercises in the presence of foreign nationals. Accounts of exercises and civil defense competitions appear frequently in Soviet paramilitary publications, however. A recent article in Krasnaya zvezda noted that joint military-civil defense exercises had been successful in some cases, and the author advocated that more be held. Most exercises appear to have been limited thus far in area and scope. Among the types which appear to be most common are unit and factory exercises and demonstration

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# SOVIET CIVIL DEFENSE FORMATIONS



Civil Defense Formation Exercise (Soviet Source 1964)



Civil Defense Formation Assembly for the City of Moscow (Soviet Source 1964)

or "test exercises performed with the goal of instructing an audience of civil defense workers. However, civil defense officials have followed the lead of military theoreticians in calling for "combat readiness," and this should presage more and larger civil defense drills and tests during the next several years (see Figure 4).

7. Evacuation\*

A discussion of Soviet preparations for urban evacuation must be prefaced by two reservations. First, the USSR is not considering a tactical evacuation of urban residents after receiving tactical warning of attack. Rather it is preparing what might be called strategic evacuation or the thinning out of the urban population during a period of threat. Thus, the program resembles the dispersal of some urban residents of European cities in World War II (for example, school children from London). Second, Soviet evacuation is not seen as a substitute for fallout shelter; rather the civil defense scheme in the USSR combines urban evacuation with the use of improvised or best available fallout shelter for everyone, wherever located.

Evacuation was first mentioned in the USSR in 1956, when it was noted that some civil defense operating units should leave the city in an emergency in order to preserve their operational capability. In 1958 a Soviet civil defense farm manual noted briefly that the farms should be prepared to receive urban evacuees. The general scheme of evacuation was disclosed in a 1960 manual. With adequate warning time, evacuation was to include nonworkers, particularly students and older people, who would be resettled for some time in small towns or rural villages. Later literature indicates that some institutions, such as schools and hospitals, and even some industry might be relocated. If time permitted, full evacuation would leave only essential workers on shift remaining in Soviet cities. In 1964 the Chief of Civil Defense wrote, "The basic method of protecting the population is dispersal or evacuation from large cities which are probably targets . . . ."

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\* Evacuation is not peculiar to Soviet civil defense thinking. In 1958, Herman Kahn suggested a combination of shelter and urban evacuation for the United States. Sweden, traditionally a shelter-conscious leader in civil defense preparations, moved to a policy combining urban evacuation and shelter prior to 1960. More recently, several US studies have reexamined urban evacuation and the use of improvised or best available shelter.

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Evacuation planning is being accomplished both for civil defense units and for the general population. There is no evidence that such plans have been widely tested, although they have reportedly been tried for part of a city in one or two instances.

#### 8. Shelter

A universal need for fallout shelter protection is seen in the USSR for both urban and rural areas. However, the USSR lacks formal shelter facilities for more than a fraction of the population and for the most part is relying at present on shelters to be prepared by local effort in a threatened emergency.

During the 1950's the USSR was engaged in constructing several types of air raid shelters (see Figure 5). Most of this construction was in the form of special basements included in new masonry buildings and apartment houses when they were built. Characteristically, the design included several personnel compartments, an air lock with double protective doors, and a chamber for the installation of a filter ventilation unit. The shelter was allegedly designed to withstand collapse of the building. In some cases, shelters were separately built in courtyards or in other open spaces. Construction was reported at subway entrances starting in 1954, and it is generally accepted that blast doors were installed in many Soviet deep-level subway stations starting at about that time.

A probable controversy developed about 1958 over civil defense and the building of blast-resistant shelters in the USSR. This controversy apparently resulted in a decision to curtail shelter construction. Since 1958, reports of shelter construction have fallen off sharply, although a few are still received, and recent literature states that shelters are constructed "gradually" in peacetime. It is possible that most formal shelters built since 1960 are for special purposes -- communications, control, and defense industries.

Some deep-level subway construction has continued, however, in Moscow, Leningrad and Kiev. A new line opened last year in Tbilisi. Another is scheduled to open in Baku this year. A subway survey is now under way in Kharkov. It is believed that all these subways have or will have deep-level lines and stations protected by blast doors for dual-purpose use as heavy shelter in large cities.

In the event of nuclear war the great majority of Soviet citizens would be obliged for the present to rely for protection on field-type

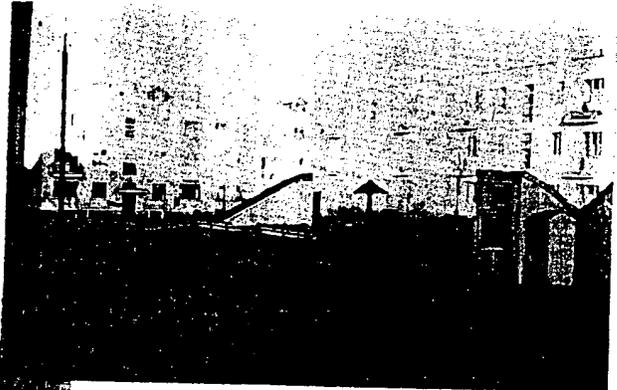
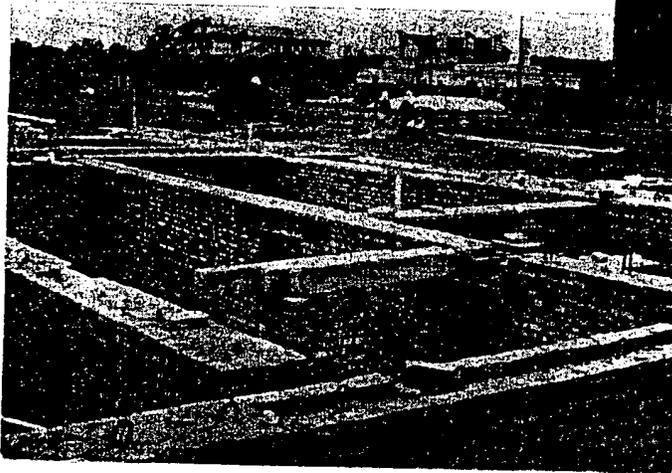
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SOVIET SHELTER CONSTRUCTION 1950's

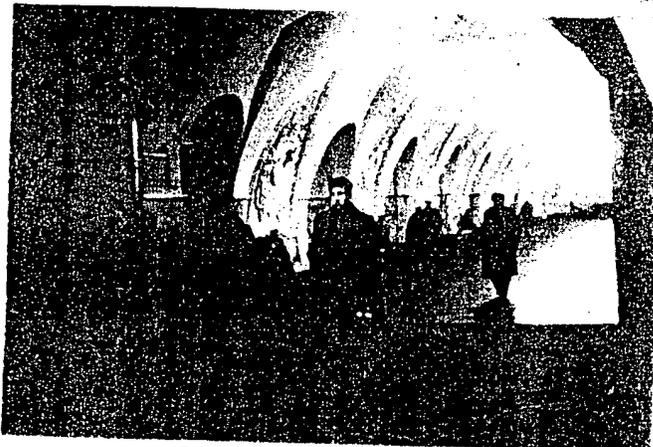
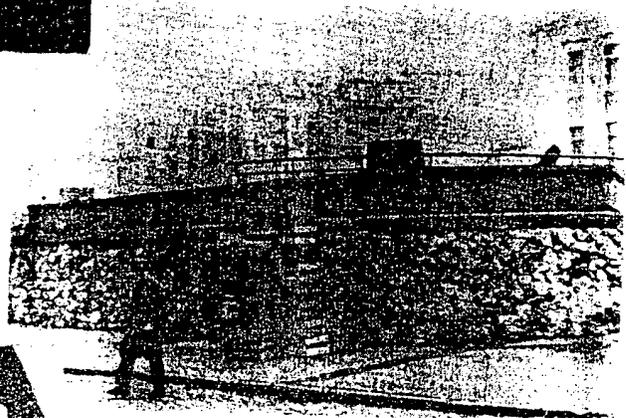
Figure 5

Shelter Entrances Apartment Court  
(Zhirkovsk 1960)



Construction of Shelters in the Basement  
of an Apartment Building  
(Kiev 1956)

Shelter Constructed in Riga 1959-61

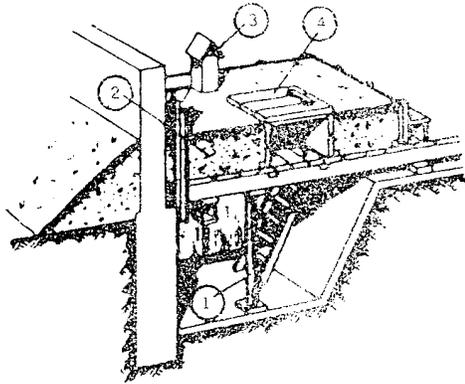


Moscow Subway Station 1960.  
Clamshell type doors recessed  
in floor, whence it can be raised  
against a seat here concealed  
by removable panels in the archway.

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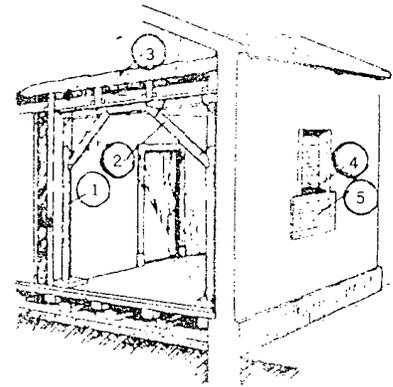
# INSTRUCTION FOR ADAPTABLE FALLOUT SHELTERS

Figure 6



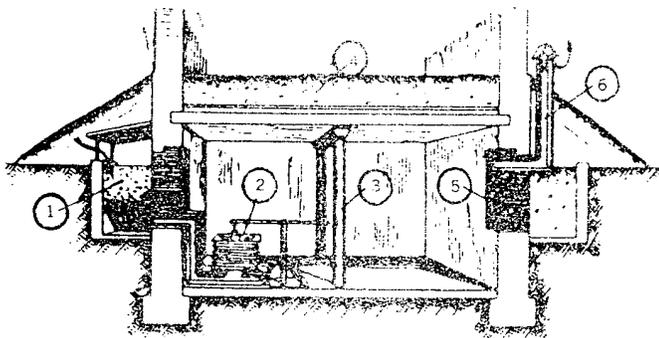
Adaptation of a cellar for use as a shelter

1. Ceiling prop
2. Layer of earth
3. Vent
4. An additional lid for the vent



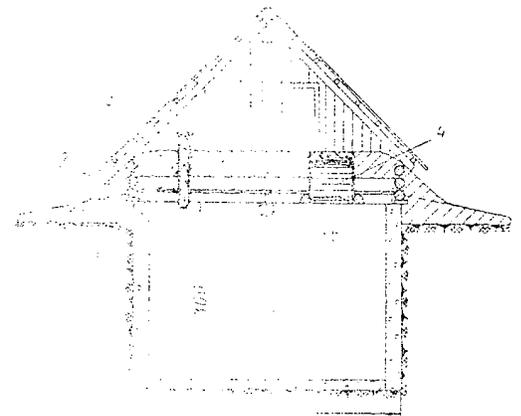
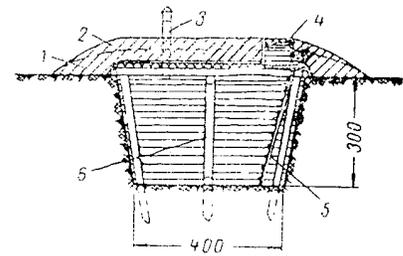
Adaptation of a ground level structure for use as a shelter

1. Prop
2. Strut
3. Additional cover of earth
4. Earth filling between the window and the boards
5. Boards



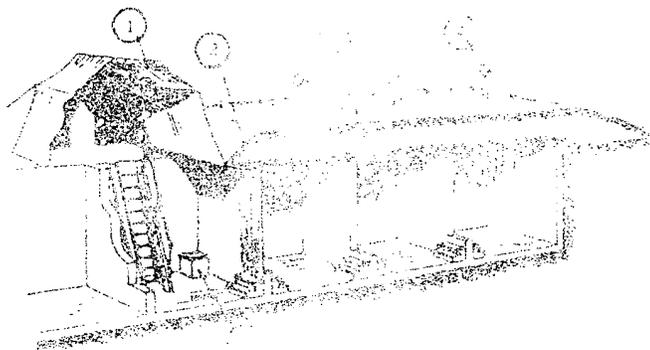
Adaptation of a basement for use as a shelter

1. A sand filter on the outside of the wall
2. Sealed windows
3. Ceiling reinforcement
4. Layer of earth
5. Exhaust vent
6. Exhaust vent



Adaptation of outdoor root cellars for use as shelters

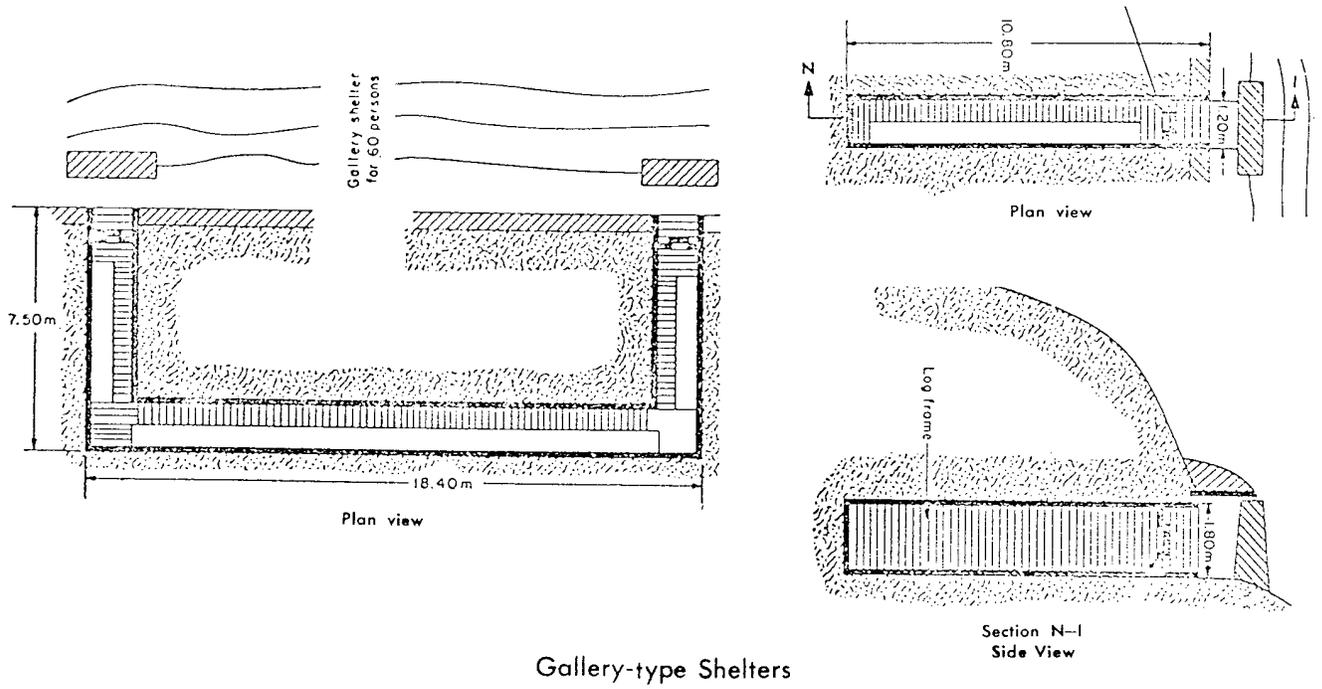
1. Existing earth cover
2. Additional layer of earth
3. Exhaust vent
4. Entrance hatch
5. Step ladder
6. Reinforcement post



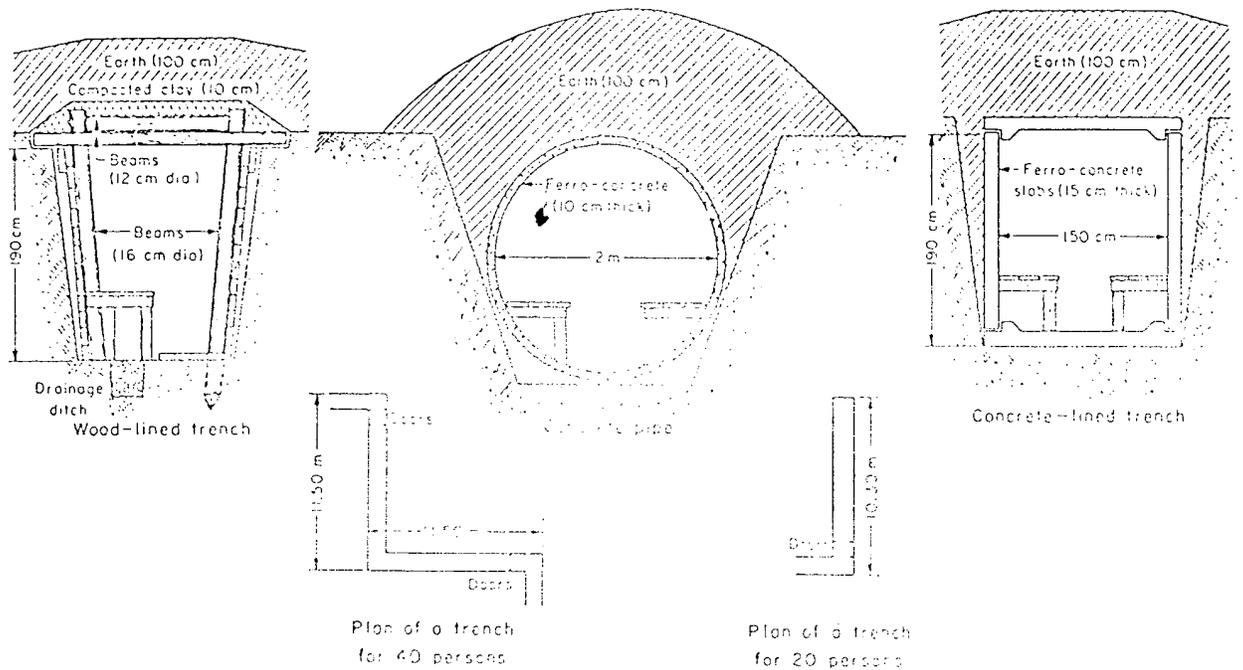
Adaptation of a root cellar for use as a shelter

1. Sand filter
2. Prop
3. Strut
4. Additional layer of earth
5. Exhaust vent
6. Entrance hatch
7. Step ladder
8. Reinforcement post

# FIELD-TYPE CIVIL DEFENSE SHELTERS



Gallery-type Shelters



Covered Trenches

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shelters or fallout shelters adapted in suitable structures (see Figure 6) -- ordinary basements, interior areas of large buildings, utility tunnels, mines, and the like. Soviet citizens are being instructed in how to adapt and use such space for fallout shelter.

Should the USSR decide on a policy of shelter in place, perhaps related to an ABM system, officials would be able to select and prepare fallout shelters in existing buildings for most of the urban population. The extensive post-war housing program has emphasized multistory masonry apartment houses rather than frame dwellings. In these apartment buildings alone, there may be adaptable basement space for 60 million to 80 million persons. Added to this are spaces which might be found in public buildings, hospitals, schools, factories, mines, tunnels, and the like.

There is no evidence of a current program to mark, improve, or stock such adaptable shelter areas. However, the USSR follows US civil defense closely and is certainly aware of the concept and the US program. Should the Soviet authorities decide to adopt such a program, the standardized buildings and locally available plans would permit rapid estimation of shelter capacity and selection of adaptable spaces.

In rural areas, adaptable quarters for fallout protection would include improved family root cellars, root storage buildings on collective farms, silage pits, and the like. A great deal of coverage is given in Soviet civil defense publications to instructions in how to build field-type, underground shelters in the form of hillside galleries or covered earth trenches which are lined with lumber, poles, concrete slabs, or any suitable building material at hand (see Figure 7).

Adapted or locally constructed shelters are not reported as being generally prepared at this time. Their preparation would be initiated on order from the central government or civil defense authorities in a developing emergency.

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APPENDIX B

SELECTED SOVIET STATEMENTS ON CIVIL DEFENSE

Representative views on civil defense, quoted or excerpted from Soviet statements and publications, are presented below. Section A contains excerpts from the 1962 book Military Strategy, prepared by 15 leading Soviet military theoreticians under the editorship of Marshal V. D. Sokolovskiy, formerly Chief of Staff, USSR, and currently a member of the Inspector General Group. Section B contains recent statements (1966) on the current importance of civil defense development in the USSR. Finally, Section C outlines the role and place of civil defense as presented in a 1966 Soviet civil defense textbook.

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1. Civil Defense in Military Strategy

The following are summary translations of selected excerpts, from the book Military Strategy, edited by Marshal V. D. Sokolovskiy and published in Moscow, 1962:

a. Excerpts from the chapter "Methods of Waging War"

The principal means of protecting the zone of the interior and the armed forces against nuclear attacks of the enemy are air defense, antirocket defense forces, and civil defense facilities.

Their task is to create an invincible defense system for the whole country, except that zone near the front line, and to take measures for prompt neutralization of the aftereffects of nuclear blows delivered by the enemy. Such a system must be prepared in advance during peacetime and must always be kept in combat readiness.

However, no matter how efficient the air defense and anti-rocket defense, civil defense forces and means are necessary for quickly eliminating the aftereffects of nuclear blows, for evacuation of the population from exposed areas, organizing urgent medical aid, extinguishing fires, restoring order, and carrying out other emergency measures. Special civil defense units must be trained to accomplish all these tasks. Furthermore, the proper training of the whole population for action during an enemy nuclear attack is necessary.

b. Excerpts from the chapter "The Character of Modern War"

In a future war not only field forces and strategic reserves will suffer heavy losses from the effects of mass destruction weapons, but also the civilian population in the interior. Therefore, large numbers of medical personnel will be required, as well as specialists for organizing prophylactic measures and the neutralization of the after effects of nuclear, chemical, and bacteriological attacks.

c. Excerpts from the chapter "Preparations of the Country For Repelling Aggression"

There are three basic aspects in the peacetime training of the population for war emergencies. The first pertains to training in moral and political conduct, the second is defense training against mass destruction means and the neutralization of the after effects of an

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attack, usually called civil defense training, and the third pertains to military training. All these aspects of preparation are closely related and supplement each other.

Training the population in moral and political conduct is of decisive significance under modern conditions, as the application of mass destruction during a war will make great, unprecedented demands on the political and moral state of the nation.

Training the population for war emergencies affecting moral and political behavior is conducted under the guidance of the Communist Party and the Soviet government by all state and public organizations and by the entire educational system. All propaganda means and discussion methods are at the disposal of the Party, namely, the press media, science, literature, motion pictures, the theatre, etc.

Preparatory measures established for the defense of the population against means of mass destruction consist basically of a timely announcement of the threatening danger, partial evacuation of inhabitants, construction of covers, and providing individual means of protection, as well as water and food; also appropriate training of the population and the organization of services to preserve order are precautions against panic. Since the military air defense command has the best knowledge of an attack threatening a large objective, it must inform the corresponding civil defense organs, which, in turn, inform the people.

Great importance is attached to measures for evacuation of the population from large cities and from border zones during a period of threat and during the first days of a war.

Due to inevitable contamination of water and provisions by enemy nuclear and bacterial attacks, preservation measures are very important.

City water supply lines are vulnerable to attack and are not always equipped to purify water contaminated by radioactive substances and infectious bacteria. In the event of nuclear attack, many water decontamination measures will have to be taken.

Effective assistance to the population will depend largely on how well public order is maintained and panic prevented. An uncontrolled flow of refugees could disrupt the mobilization and deployment

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of the armed forces. The militia and, in urgent cases, the army should be made responsible for the preservation of order.

All teams organized to maintain order and regulate traffic must in peacetime become familiar with their duties. As an additional measure, detachments for preservation of order (druzhiny okhrany poriyadka) can be organized at enterprises and establishments to assist the militia and the armed forces.

Military training of the population is especially significant under present day conditions. People trained in military skills can be enlisted in an organized fight against saboteurs and spies, and against enemy small-scale airborne and naval landing operations.

The population must also be ready to participate in decisive partisan actions against separate enemy groups that have penetrated into Soviet territory.

Therefore, the people should become familiar with the use of modern infantry arms; also, with antitank and other weapons and equipment.

No matter what organizations conduct the training of the population, a large share of it should pertain to independent defense measures against the means of mass destruction and those connected with assistance rendered to victims.

d. Verbatim translation of the Section Entitled "Civil Defense" (Grazhdanskaya oborona) from the Chapter Entitled "Preparations of the Country for Repelling Aggression"

From the threat of mass destruction in modern warfare, not only to armies on the battlefield, but in the deep interior as well, has emerged a new form of strategic protection of a country's vital activities. It is known as civil defense. In all countries much attention is now being paid to preparations for and organization of civil defense. In the United States and England, for instance, special civil defense administrations headed by government officials have been established. Numerous atomic alerts to train the population have been organized under the direct supervision of these administrations. A large network of antinuclear shelters is being built and military training of the population is conducted.

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The strategic significance of civil defense becomes increasingly important, because not only the defense of the interior zone, but also the mobilization of armed forces in the initial stages of a war depend on it.

Basic civil defense problems boil down to one, namely, the necessity to maintain under war conditions those indispensable normal activities which direct the country and ensure the effective functioning of the national economy. This can be achieved by organizing the most efficient defense of the population against the means of mass destruction, through all possible aid to victims, and a speedy neutralization of the after effects of nuclear blows delivered by the enemy.

These tasks are closely interrelated and the implementation of one contributes to a considerable degree to the solution of the others. Methods used in solving problems confronting civil defense organizations will vary. Some civil defense measures will coincide with governmental directives and be country-wide in scope -- partial evacuation of the population, maintenance of communications facilities, administrative leadership of the country, the activation of special civil defense troops (spetsial'nyye voyska grazhdanskoy oborony), etc. Other such measures are promulgated by individual ministries and departments, while still others are decentralized to cities, enterprises, and establishments.

Thus, civil defense represents a sum of highly heterogeneous processes the implementation of which in any degree being the responsibility of all Party, Soviet and economic organs. All civil defense processes are so closely interwoven that they cannot be separated from other tasks of the organizations which administer the affairs and the economy of the country.

The USSR civil defense system has been built on the principle of strictly centralized administration. An all-union staff of the country's civil defense organization serves as its guiding organ. There are republic, oblast, and city staffs consisting of representatives of various departments. The following special services are under their subordination: medical, subsistence, transportation, information, communications, and others. Staffs establish their own command posts.

Civil defense as organized does not relieve ministries, departments, services, and organizations from the responsibility for the work planned by their enterprises and establishments, for meeting the needs of the population, and for servicing it in the event of war.

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Considering the enormous rate of devastation and casualties that would probably result from enemy thermonuclear blows, many special civil defense units would have to be created to neutralize the aftereffects of the attacks in the interior. These units could be used as rescue and reconstruction detachments, for medical aid, motor convoys, etc. The detachments should be equipped to move considerable distances by organic transportation.

Civil defense troops (Voyska grazhdanskoy oborony) should be so positioned adjacent to large cities and industrial objects as to permit them to perform their tasks.

Should the enemy manage to carry out a nuclear, chemical, or bacteriological attack, the efforts of all civil defense forces and means would be directed towards rendering medical aid to the population, extinguishing fires, organizing rescue operations, clearing away obstacles, removing victims from the area of destruction, evacuating people from the radioactive zone, and maintaining order.

Account must be taken of the extraordinarily large scope of the operations which must be organized to render assistance, especially medical, to the population. In the majority of cases civil defense assistance must come from without, from centers not subjected to nuclear attack. Those civil defense facilities in attacked centers would sustain severe losses.

In order to render timely medical aid, all physicians, irrespective of their special medical training, should study in peacetime the pathology of contamination produced by nuclear, chemical and bacteriological agents. This requirement obviously pertains also to medical nurses.

To combat the effects of an enemy bacteriological attack there should be determined in peacetime a method of rapid diagnosis of contagious diseases. Also to be determined in advance are the conditions under which enterprises and transport are to function, and the details of individual quarantine.

To summarize, it is emphasized that centralized as well as decentralized preparatory measures are very important in the organization of civil defense. The number of civil defense measures must continuously increase and be put into practice.

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2. Soviet Statements on Civil Defense

Civil defense has acquired extremely great importance in the present conditions and has become the cause of the entire state and all the people. Victory now can be achieved only given a close and carefully thought out coordination of all defense measures of the state, permanent cooperation between the armed forces and civil defense, and skillful utilization of economic resources.

Marshal V. I. Chuykov, TASS broadcast, 13 February 1966.

We must perfect civil defense . . . . General Secretary of the CPSU Central Committee, L. I. Brezhnev at the 23rd Party Congress, March-April 1966.

The interests of strengthening the defense capability of the country demand continuous attention to the military-patriotic education of the Soviet people, especially youth, to a wide dissemination of military knowledge among the population of the country and its attraction of active participation in perfecting the entire system of civil defense. - Minister of Defense, R. Ya. Malinovsky at the 23rd Party Congress, March-April 1966.

Maintenance of the vital activities of the state in a modern war depends primarily on the level of protection afforded the population and installations of the zone of the interior against weapons of mass destruction, and on the effectiveness of the protective measures.

Col. B. Timofeyev, Voyennaya mysl', No. 3, March 1966.

The training of the population must be organized so that every citizen of the USSR is well acquainted with the means and methods of defense against nuclear, chemical and bacteriological weapons and knows how to carry out rescue and priority repair and restoration work.

First Deputy Chief of Civil Defense USSR, Col. Gen. O. V. Tolstikov, in Voyennyye znaniya, June 1966.

The Communist Party and the Soviet government are displaying continuing concern about the nation's civil defense . . . . Civil defense . . . is being developed in such a manner that each city and populated point will be well prepared for defense from weapons of mass destruction . . . . This important task is being executed not only by the civil defense staff and services but by all state, administrative and economic organs -- Soviets of Workers' Deputies, ministries, enterprises and institutions.

Krasnaya zvezda editorials: 22 November 1966

3. The Role and Place of Civil Defense (Soviet Civil Defense Manual 1966)

Under the blows of the national liberation movement, the colonial system of imperialism is disintegrating. The socialist camp is increasing in size and gaining in strength. Under these conditions world reactionaries, headed by the most powerful and most saber-rattling monopolistic circles of the United States, are directing all their designs and efforts toward unleashing a new war in order to restore the rule of capitalism over the entire world, or at least toward curbing the development of the world socialist system.

Preparing for a war of aggression against the Soviet Union and the other countries of the socialist bloc, the imperialists are intensifying the armaments race. They are making primarily nuclear weapons, intercontinental and other missiles, for surprise nuclear attacks on large cities and important facilities of the Soviet Union and other socialist countries, to inflict immense losses among the population and to place our people and our country in an extremely difficult situation.

The Communist Party and the Soviet Government realistically appraise the forces of imperialism and its aggressive nature. Therefore, while doing everything to ease international tension and to prevent a thermonuclear world war, they are adopting effective measures to increase the defense capability of our country. The Soviet state is constantly strengthening its defensive power and is perfecting the most powerful nuclear missiles. Our Armed Forces are always ready to repel an attack by the aggressors.

Civil Defense plays an important role in strengthening the defense capability of our country. The destruction of large cities and industrial regions, the immense human casualties that may occur as a result of a nuclear attack urgently require the timely organization of protecting the population from weapons of mass destruction and of extending the population aid after a nuclear attack. These are the tasks of Civil Defense, which is being organized on the entire territory of our country. To successfully master the many complex tasks, Civil Defense must rely on all the human resources and material potential of our country.

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Civil Defense (CD) is a system of state defense measures carried out well in advance to protect the population and the national economy from weapons of mass destruction, and also to conduct rescue and restoration work in areas of attack.

One of the most important objectives of CD is to protect the population, to rescue people and to extend medical aid to casualties in areas of attack.

The role of CD is determined by the nature of the tasks which it must carry out in a modern war. The basic tasks of CD are the following:

To carry out measures for protecting the population, primarily from nuclear weapons and also from chemical and bacteriological weapons;

To prepare economic units for reliable operation under enemy attack;

To conduct rescue work and emergency restoration work in areas of attack;

To extend medical aid to casualties and to liquidate the effects of enemy attack.

For the successful fulfillment of these tasks it is necessary to prepare the protection of the population and of economic units from weapons of mass attack, and also to train the forces and to provide the resources for rescue and emergency restoration work.

Here primary attention is concentrated on preparing the protection of the population from the casualty effects of nuclear weapons. At the same time it is necessary to prepare also the protection of the population from bacteriological and chemical weapons.

To protect people from means of mass destruction it is necessary to warn them in advance about the threat of an attack, to disperse, evacuate and shelter them, and to provide them with means of individual protection.

The CD staff alerts the population to the threat of an attack or to an actual attack. Signaling and communications equipment must be provided to issue a timely alarm.

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At economic units local equipment must be prepared to duplicate the civil defense signals and to issue local signals.

It is important to instruct the population and the workers and employees of enterprises how to act in the case of civil defense signals, because only well-trained people can act in an organized manner under complex conditions.

In large cities, the workers and employees and the members of their families are dispersed, in order to reduce the casualties in the case of an enemy attack. The population can disperse by leaving the city for places prepared in advance.

Such dispersion must be planned well ahead.

The evacuation of the population from large cities is an effective measure of protection from means of mass destruction. Such evacuation must be planned and prepared already in peacetime. For this purpose the regions are selected to which the population can be evacuated; the evacuation routes are selected; vehicles are allocated; and the points for gathering and boarding the vehicles are designated.

It is necessary to evacuate first of all the institutions which are in no way connected with productive activities (nurseries, schools, hospitals and other institutions). The evacuation begins with the threat of enemy attack. The population must take their clothing, essential articles and a small amount of food and must go to the gathering points to board the vehicles which take them to the place of their temporary stay.

Cover and shelters are built to protect the people from atomic weapons. The shelters are built gradually, in peacetime. In addition, various underground structures may be used as shelters.

Simple types of cover (trenches, dugouts, tunnels) are built when the threat of enemy attack arises, by the people who will be concealed in them in the case of attack. Existing cellars, underground storehouses and other underground structures may be adapted for this purpose.

The entire population must be provided with means of individual protection. The standard means of protection are issued primarily to the CD formations . . . .

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APPENDIX C

SOVIET CIVIL DEFENSE STATUTE

CENTRAL COMMITTEE OF THE CPSU AND COUNCIL OF MINISTERS  
OF THE USSR

RESOLUTION  
of 13 July 1961, No. 639-275  
Moscow, Kremlin

EXTRACT

1. To confirm the attached Statute regarding the civil defense of the Union of Soviet Socialist Republics.
2. To confirm:
  - Deputy Minister of Defense of the USSR, Commander-in-Chief of the Ground Forces, Marshal of the Soviet Union V.I. Chuykov, as Chief of Civil Defense of the USSR.
  - Colonel-General of Aviation O.V. Tolstikov, as Chief of Staff of Civil Defense of the USSR.

(Seal - Directorate of  
Affairs of the Council  
of Ministers)

CENTRAL COMMITTEE  
of the CPSU

COUNCIL of MINISTERS  
of the USSR

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STATUTE

REGARDING THE CIVIL DEFENSE  
OF THE UNION OF SOVIET SOCIALIST REPUBLICS

TASKS OF THE CIVIL DEFENSE  
OF THE UNION OF SOVIET SOCIALIST REPUBLICS

Confirmed  
by resolution of the CC  
of the CPSU and Council of Ministers  
of the USSR of 13 July 1961  
No. 639-275

1. The civil defense of the Union of SSR's is a system of national defensive measures undertaken in advance in peacetime with the aim of protecting the population and the national economy from missile-nuclear, chemical, and bacteriological weapons, and also for carrying out rescue and urgent emergency-reconstruction work at centers of devastation during the "Special Period".

The "Special Period" in the country is proclaimed by decision of the Council of Ministers of the USSR. In the event of a sudden attack by the enemy, the civil defense plans are brought into effect immediately by decision of the Chiefs of Civil Defense of the Union Republics.

2. The main tasks of civil defense are:

- (a) Universal compulsory training of the population of the country in methods of defense against missile-nuclear, chemical, and bacteriological weapons, and action for the elimination of the effects of the enemy attack;
- (b) Carrying out measures for increasing the stability of work of industrial, power, transport, and communications enterprises during the "Special Period";
- (c) Carrying out rescue and urgent emergency-reconstruction work in centers of devastation and assisting the affected population;

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- (d) Carrying out measures to ensure the protection of animals, plants, provisions, unprocessed foods, water, and forage from bacteriological, radioactive, and chemical contamination, and also measures for eliminating the effects of contamination;
- (e) Organization of a warning and communications system;
- (f) Working out plans for the evacuation from large towns of organizations and institutions that are not essential for existence of these towns, and for the evacuation of the population incapable of work and children during the "Special Period", as well as carrying out other measures to ensure protection of the population;
- (g) Creation and training of civil defense forces in towns, villages, and installations of the national economy.

3. The scope and time limits for carrying out civil defense measures in towns and other centers of population are determined by the Council of Ministers of the USSR and the Councils of Ministers of the Union Republics in accordance with their administrative-political, economic, and defensive significance. For this purpose large administrative centers and large industrial cities are divided into cities of the Special, 1st, 2nd, and 3rd groups for civil defense, and the most important installations of the national economy into installations of special importance and the 1st and 2nd category.

The placing of cities into the above-mentioned groups is carried out by the Council of Ministers of the USSR on the recommendation of the Councils of Ministers of the Union Republics in coordination with the Ministry of Defense of the USSR, the Chief of Civil Defense of the USSR, and the State Planning Committee of the USSR.

The placing of installations of the national economy in categories is done by the Councils of Ministers of Union Republics, ministries and departments of the USSR in coordination with the Staff of the Civil Defense of the USSR.

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Organizational Structure and Management  
of Civil Defense

4. General direction of the civil defense of the Union of Soviet Socialist Republics is exercised by the Civil Defense of the USSR, under whom there is a staff of civil defense of the Union of SSR's.

The most important questions concerning civil defense are studied by the Defense Council (Soviet Oborony) of the USSR.

The Chief of Civil Defense of the USSR is responsible for:

- (a) Ensuring constant readiness of the forces and means of civil defense of the USSR for operations in the event of an enemy attack;
- (b) Organization of control of civil defense;
- (c) Organization of execution of combat training of the personnel of staffs, engineer-antichemical units, services, non-military formations and institutions of civil defense, and also the rendering of assistance in the organization and execution of universal compulsory training of the population;
- (d) Working out plans for the civil defense of the USSR and guiding scientific-research work concerning questions of civil defense;
- (e) Circulation of information regarding civil defense experience and the publication of directives, guides, instructions, the classified journal "Civil Defense of the USSR", programs and teaching aids.

The orders of the Chief of Civil Defense on questions of civil defense must be obeyed by all chiefs of civil defense, ministries, departments, councils of national economy and organizations.

5. The direction of civil defense in the union and autonomous republics, krays, oblasts, towns, and rayons is executed by the appropriate chiefs of civil defense.

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The chiefs of civil defense of union and autonomous republics are the chairmen of the Council of Ministers of the republics. The chiefs of civil defense of krays, oblasts, towns, and town and village rayons are the chairmen of the executive committees of the Councils of Workers' Deputies.

The chairmen of the councils of national economy of republics and of economic administrative rayons are the deputies of the appropriate chiefs of civil defense for industry.

The chiefs of civil defense of enterprises, organizations, establishments, educational institutions, and railroad branches and stations are their managers; in workers settlements, village councils, as well as in kolkhozes, sovkhoses, and other agricultural enterprises it is the chairmen of the executive committees of settlement and village councils, the chairmen of kolkhozes, the directors of sovkhoses, and of other agricultural enterprises.

The Councils of Ministers of Union and Autonomous Republics, the management personnel of ministries, departments, councils of national economy, and organizations, the executive committees of the Councils of Workers' Deputies and the chiefs of civil defense are responsible for carrying out measures for civil defense and for the constant readiness of the forces and means of civil defense for operations.

Civil defense staffs are formed under the chiefs of civil defense.

In addition to the authorized complement, workers from Party, soviet, Komsomol and other public organizations are enlisted for work in the staffs of civil defense by decisions of Party and soviet organs, without being released from their basic work.

6. The chiefs of civil defense of republics, krays, oblasts, towns, and rayons execute the management of civil defense directly through their civil defense staffs and services.

7. The chiefs of civil defense staffs are the deputies of the corresponding chiefs of civil defense. The chiefs of staff of civil defense of autonomous republics, krays, oblasts, towns, and town and village rayons are members of limited meetings (suzhennoye zasedaniye) of Councils of Ministers of ASSR's and of executive committees of Councils of Workers' Deputies.

8. For preparing and conducting work for the elimination of the effects of enemy attacks, civil defense services are created by decisions of the Council of Ministers of the USSR, the Councils of Ministers of Union and Autonomous Republics, limited meetings of executive committees of Councils of Workers' Deputies and of managers of installations.

The management of the civil defense services is executed by the managers of the corresponding ministries, departments, organizations, institutions, and enterprises on the basis of which these services are set up.

The missions and activities of the civil defense services are defined in the statutes pertaining to services.

The chiefs of civil defense of all grades, the chiefs of services, the directors of ministries, departments, councils of the national economy, and other organizations plan and organize preparation for civil defense in peacetime and work out plans for civil defense for the "Special Period".

Preparatory measures for the fulfillment of the plans of civil defense for the "Special Period" may be put into effect by preliminary orders of the chief of civil defense of the USSR.

The plans for civil defense are to be confirmed by the following:

- union republics, by the Councils of Ministers of Union Republics;
- autonomous republics, krays, oblasts, towns, and rayons, by limited meetings of the Councils of Ministers of Autonomous Republics and corresponding executive committees of Councils of Workers' Deputies;
- of ministries, departments, councils of the national economy and other organizations, and also installations of the national economy, by their managers in collaboration with the corresponding staffs of civil defense.

The plans of civil defense services are confirmed by the corresponding chiefs of civil defense.

9. The civil defense forces for the execution of the task of eliminating the effects of enemy attacks consist of military civil defense

units (regular units and units formed for wartime), and also of the non-military formations and institutions of civil defense.

The total number of servicemen in civil defense in peacetime and wartime is determined by the Council of Ministers of the USSR.

The organizational structure and authorized number of personnel of civil defense staffs, command posts, engineer-antichemical units, communications centers, chemical laboratories, and educational institutions partially staffed with servicemen, and also by workers and employees and supported by the budget of the Ministry of Defense of the USSR, are determined by the chief of civil defense of the USSR within the limits of the total number for civil defense as determined by the Council of Ministers of the USSR, and partially staffed with workers and employees supported by local republic budgets or departmental estimates, determined by the Councils of Ministers of union republics, the management personnel of executive committees, ministries, departments, and councils of the national economy.

10. The non-military formations of civil defense are created and equipped by the management personnel of ministries, departments, councils of the national economy and organizations on the base of enterprises, establishments, educational institutions, sovkhozes, and kolkhozes.

USSR citizens who are not liable for military service by mobilization or who have draft exemptions are enlisted for compulsory service in non-military formations and institutions of civil defense: women from 16 to 55 and men from 16 to 60 years of age.

Those exempted from service in non-military formations and institutions of civil defense are: disabled workers and servicemen of the 1st and 2nd categories, pregnant women and women having children under 8 years of age (women with secondary and higher medical education with children up to 2 years of age).

11. For excellent fulfillment of measures of civil defense, citizens of the Union of Soviet Socialist Republics receive incentive on a general basis and, in addition, are awarded the chest insignia "Distinguished Worker of Civil Defense of the USSR" ("Otlichnik grazhdanskoy oborony SSSR").

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12. The training of officer cadres for civil defense is undertaken in the educational institutions of the Ministry of Defense of the USSR. The training of supervisory personnel for civil defense is carried out at republic, kray, oblast, town, and departmental courses for civil defense, organized by decisions of the Councils of Ministers of Union Republics, executive committees of Councils of Workers' Deputies, ministries, departments, and councils of the national economy in coordination with the chief of civil defense of the USSR, and also at training centers (schools) of the All-Union Voluntary Society for Cooperation with Army, Aviation, and Navy of the USSR.

The training of persons who carry out supervisory duties in civil defense without release from their basic work is conducted during free time, and also by means of musters involving release from production (not more than 12 days per annum) without loss of wages or average daily pay at their place of employment and with the payment of out-of-town per diem.

The training of personnel of non-militarized formations and civil defense institutions is carried out during free time and at short musters (totalling not more than 5 days per annum) with release from production and without loss of wages or average pay at their place of employment and with the payment of out-of-town traveling allowances.

The training of personnel attached to military civil defense units to be formed in wartime is carried out by summoning them to training musters in accordance with the Law regarding universal military service.

In order to prepare staffs, units, services, and non-military formations for operations, union, republic, kray, oblast, town, rayon, and installation civil defense exercises, in which the population is also called to take part, are carried out.

#### Party-Political Work

13. The direction of Party-political work in institutions and non-military formations of civil defense is carried out by the Central Committees of Communist Parties of union republics, kray committees, oblast committees, town committees and rayon committees of the Party, and in military civil defense units - by the political organs of the Soviet Army.

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The main task of Party-political work in civil defense is to ensure successful fulfillment of all civil defense plans and measures both in peace and wartime.

14. Party organs and Party organizations are responsible for checking that civil defense measures are fulfilled by ministries, departments, soviet, and economic organs, establishments, and educational institutions.

Special Responsibilities of Ministries,  
Departments and Organizations in Regard  
to Civil Defense

15. The Ministry of Defense of the USSR:

- (a) Assists the Council of Ministers of the Union Republics, councils of the national economy, ministries, and departments of the USSR and public organizations in the carrying out of civil defense measures (in the center through the Ministry of Defense of the USSR; in the union and autonomous republics and locally - through military districts and commanders of garrisons);
- (b) Carries out mobilization work and accomplishes the disposition of staffs and engineer-antichemical units of civil defense in the "Special Period";
- (c) Conducts scientific-research, experimental-design, and testing work in the interests of creating new means and methods for protecting the population, for reducing possible losses and devastation, and to carry out rescue work;
- (d) Keeps the chiefs of civil defense of the Union of SSR's republics, krays, oblasts, and towns informed about the fulfillment of measures connected with bringing civil defense to combat readiness;
- (e) Summons the civil defense staffs to joint training exercises carried out with the Soviet Army;
- (f) Works out together with the State Planning Committee of the USSR the basic data for carrying out measures to reduce possible devastation and losses from weapons of mass destruction.

16. The Ministry of Communications of the USSR:

- (a) Develops and puts into effect measures that ensure the dependable functioning of the means of communication, warning, and radio broadcasting of the country in peacetime and during the "Special Period";
- (b) Provides civil defense in peacetime and during the "Special Period" with communications, and during the "Special Period" organizes centralized use of all State and departmental means of communication;
- (c) Provides the organization of warning and communication services in republics, krais, oblasts, towns and rayons, and effects the management and supervision of their activities.

17. The Ministry of Health of the USSR:

- (a) Works out and puts into effect civil defense measures for the medical care of the population of the country under conditions of the use by the enemy of missile nuclear, chemical, and bacteriological weapons; and creates reserves of medical supplies and medicines;
- (b) Gives practical assistance to the Union of Red Cross and Red Crescent Societies of the USSR in the work of organizing, training, and equipping of the mass non-military formations of civil defense medical services; and to ministries and departments - it gives practical assistance in the training of medical personnel for civil defense from among persons studying the humanities at higher educational institutions and supervises the execution of this work.
- (c) Establishes a union medical service and checks on the organization and readiness of republic, kray, oblast, town, and rayon medical services;
- (d) Works out, together with interested ministries and departments, the norms and methods for carrying out examination of foodstuffs, raw materials, and water for contamination by toxic, radioactive and bacteriological substances in order to determine their suitability for consumption; it also prepares proposals regarding methods of decontamination.

18. The Ministry of Agriculture of the USSR:

- (a) Provides general direction of the measures carried out in the country for the protection of agricultural animals and plants and also products of plant-growing, animal husbandry, and sources of water supply in sovkhozes and kolkhozes from weapons of mass destruction;
- (b) Creates a union civil defense service for the protection of animals and plants and supervises the organization and constant readiness of such services in republics, krays, oblasts, towns, and rayons;
- (c) Creates reserves of biological preparations and the necessary materials for supplying the services, and determines the order of use of the materials and biological preparations during the "Special Period";

Note. The directions (instructions) of the Ministry of Communications of the USSR regarding measures for ensuring dependable functioning of the means of communication, of the Ministry of Health of the USSR for ensuring the medical protection of the population, and of the Ministry of Agriculture of the USSR regarding the protection of animals and plants during the "Special Period" are compulsory for all ministries, departments, councils of the national economy and organizations.

19. The Ministry of Transportation, Ministry of the Maritime Fleet, the ministries and directorates of the river fleet and of water resources of union republics, and also ministries, departments, and councils of the national economy possessing railway and water transport:

- (a) Work out and put into effect measures ensuring the reliability of the working of transport and its installations during the "Special Period"; carry out transportation for civil defense in accordance with confirmed plans;
- (b) Ensure the carrying out of measures for giving warning of the danger of enemy attack to directorates, branches, and installations, steamship lines and railway, river and maritime transport services, military units and

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passengers; and likewise for the protection of people, provisions, unprocessed foods, forage, and sources of water supply from effects of weapons of mass destruction, and for the medical processing of people and the decontamination of rolling stock, river transport, installations, and port structures.

The Ministry of Transportation forms a civil defense medical service for railway transport and creates reserves of medical, sanitary-technical, and sanitary-economic goods.

20. The State Procurement Committee of the Council of Ministers of the USSR:

- (a) Draws up plans for and organizes the dispersal of stocks of grain products in the country;
- (b) Provides general management of the carrying out in the country of measures for protecting State resources and reserves of grain and its processed products from weapons of mass destruction;
- (c) Works out means and methods for the decontamination, degassing, and disinfection of grain and its processed products and decides on the utilization or destruction of grain products which resist decontamination.

21. The Chief Directorate of State Material Reserves of the Council of Ministers of the USSR, the Union of Consumer Cooperatives and the Ministries of Trade work out and organize the fulfillment of measures for the protection of foodstuffs, forage, and sources of water supply at their subordinate enterprises, bases, and depots against weapons of mass destruction; they carry out the dispersed storage of State reserves of foodstuffs and forage.

The Union of Consumer Cooperatives and the Ministries of Trade work out and effect civil defense measures to provide food supplies, drinking water, and articles of basic necessity to the evacuated and affected population, and also to the population brought in for the work of eliminating the effects of enemy attacks.

22. The Ministry of Higher and Secondary Special Education of the USSR, the State Committee of the Council of Ministers of the USSR for Vocational-Technical Education, the ministries of education of union

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the Council of Ministers of the USSR for Automation and Machine-Building, the State Committee of the Council of Ministers of the USSR for Radio-electronics, the State Committee of the Council of Ministers of the USSR for Electronic Technology, and the State Committee of the Council of Ministers of the USSR for Aviation Technology ensure that the technical requirements of civil defense are incorporated in the design of new equipment and instruments.

27. The State Committee of the Council of Ministers of the USSR for Chemistry works out in the interests of civil defense new means of antichemical defense and improves existing ones.

28. The Chief Directorate of the Civil Air Fleet of the Council of Ministers of the USSR :

- (a) Ensures constant readiness of air transport for operations under conditions where weapons of mass destruction are used by the enemy;
- (b) Provides transport facilities and aerial reconnaissance of centers of devastation in accordance with the confirmed plans for the civil defense.

29. The Chief Directorate of the Gas Industry of the Council of Ministers of the USSR ensures that the gas supply system works reliably in wartime and provides for emergency-reconstruction work on damaged gas-mains; it gives technical assistance to ministries, departments, and councils of the national economy in carrying out such work on oil pipelines and branches off of the gas-mains.

30. The Chief Directorate of the Hydrometeorological Service of the Council of Ministers of the USSR provides the civil defense staffs with information regarding radioactive contamination of the air, water, and ground, and also with data regarding the meteorological situation necessary for the direction of the work of civil defense.

31. Ministries, directorates, and divisions of the communal economy of union and autonomous republics, krays, oblasts, and town executive committees of Councils of Workers' Deputies:

- (a) Work out and put into effect measures for the protection of water and town water supply structures from contamination by toxic and radioactive substances and bacteriological agents, to increase the reliability of operation

of the town water supply, power, and other networks and structures of the communal economy, and carry out urgent emergency-reconstruction work;

- (b) Work out measures for providing shelters for the population and organize their execution, and ensure that the municipal utility enterprise, structures, and equipment are prepared and utilized for the sanitary-processing of the population and for the decontamination of the terrain, structures, transport, and clothing;
- (c) Organize corresponding republic, kray, oblast, and town services for water supply, for refugees, and shelters, gas supply, sanitary processing of the population and decontamination of clothing, terrain, and structures, direct these services, and ensure their constant readiness.

32. The Ministries of Automobile Transport and Highways of union republics, and the chief directorates of automobile transport and highways of the Councils of Ministers of Union Republics:

- (a) Ensure motor vehicle transport in accordance with the confirmed civil defense plans, organize and implement measures for the protection of passengers and for the decontamination of motor vehicle transport and freight;
- (b) Work out and put into effect measures for adapting available construction and road equipment for civil defense purposes, for improving and increasing the carrying capacity of evacuation routes, and for the reconstruction of roads and road structures.

33. The Ministries of Internal Affairs of Union Republics work out and put into effect, with the introduction of the "Special Period", measures for the preservation of order and security, for the extinguishing of conflagrations and for keeping track of losses among the population; they also take part in the annihilation of enemy landings and diversionary groups.

34. The All-Union Voluntary Society for Cooperation with the Army, Aviation, and Navy of the USSR (DOSAAF USSR):

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- (a) Carries out universal compulsory training of the population in methods of protection against modern means of mass destruction, making extensive use for this purpose of the press, radio, television, movies, cultural, educational, and other institutions;
- (b) Trains public instructors, common-supervisory and technical personnel for the non-military formations and institutions of civil defense;
- (c) Works out and publishes training programs, training and visual aids, and literature, and also orders films and slides from the ministries of culture on the subject of training the population.

35. The Union of Societies of the Red Cross and Red Crescent of the USSR:

- (a) Carries out training of the population regarding giving first aid to casualties and caring for the sick;
- (b) Organizes and carries out training of the personnel of the mass non-military medical civil defense formations;
- (c) Trains reserve nurses for civil defense purposes, and in conjunction with health organizations, also arranges for blood donors from among the population;
- (d) Provides town and rayon sanitary teams with standard items.

36. Ministries, departments, councils of the national economy, and scientific institutions define and carry out scientific-research work concerning civil defense matters in coordination with, and on the instructions of, the staff of civil defense of the USSR.

Scientific-research and experimental-design work on civil defense subjects is carried out at the expense of the national budget based on estimates of appropriate institutions.

The coordination of scientific-research work carried out by scientific-research institutes of ministries and departments concerning civil defense subjects, and supervision over the fulfillment of this work is effected by the staff of civil defense of the USSR.

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Materiel - Technical Support and Financing of  
Civil Defense

37. The Councils of Ministers of Union Republics, ministries, and departments of the USSR plan the financing of civil defense measures annually, taking into account the necessary economy.

The Ministry of Finance of the USSR, in conjunction with the staff of civil defense of the USSR, examines the financial plans and prepares decisions regarding expenditures for civil defense measures.

38. The staff of civil defense of the USSR and its directly subordinate training establishments, institutions and sub-units, engineer-antichemical units, and special military sub-units, as well as the military personnel of all staffs, command posts, courses (training centers) and civil defense chemical laboratories are maintained on the union budget based on estimates of the Ministry of Defense of the USSR; they are provided with all types of materiel - technical support by the allocating organs of the Ministry of Defense of the USSR.

39. The civil defense staffs and command posts of union and autonomous republics, krays, oblasts, towns, and rayons; chemical laboratories, and courses (training centers) of civil defense are maintained on the appropriate republic or local budgets.

40. The materiel-technical supply of special stores and military equipment to civil defense in union and autonomous republics, krays, oblasts, towns, rayons, ministries, departments, councils of the national economy, and organizations is effected through the Ministry of Defense of the USSR, with payment of the cost of the materiel allocated, while other types of stores and materiel resources are provided by Councils of Ministers of Union and Autonomous Republics, executive committees of local Councils of Workers' Deputies, ministries, departments, councils of the national economy, and organizations.

Funds for civil defense special stores and military equipment are allotted to the Ministry of Defense of the USSR in the established way and are distributed to the staffs of civil defense of the USSR at the request of union republics, ministries, and departments of the USSR.

The tasks of closing contracts with the factory-suppliers and the realization of funds for all types of stores are given to the supply

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and collection organizations of the union and autonomous republics, krays, oblasts, towns, ministries, and departments of the USSR, councils of the national economy, and organizations.

41. The financing of civil defense measures, including the training and equipping of non-military formations and the training of the population, is effected in the following manner:

- (a) In union and autonomous republics, krays, oblasts, towns, and other populated places - against republic or local budgets;
- (b) At enterprises and in organizations which are on a self-supporting basis - from the funds available for general plant, administrative-management, and running expenses, and the distribution costs of these enterprises and organizations;
- (c) In ministries, departments, councils of the national economy, and subordinate budgetary institutions and organizations - against the union or republic budgets.

42. Expenditures connected with the activation of civil defense plans are provided for in the estimates of directorates and divisions of executive committees of Councils of Workers' Deputies, installations, ministries, departments and councils of the national economy.

43. Military personnel of civil defense are on active military duty as cadres of the Soviet Army and in regard to length of service, pay, and materiel support enjoy all rights and privileges in accordance with the statutes and norms that are in effect in the Soviet Army.

44. Personnel of the civil defense militarized guard are provided with foodstuffs and clothing by the allocating organs of the Ministry of Defense of the USSR, with the payment of their cost by republic or local budgets, depending on the subordination of the installation being guarded.

45. The complements of staffs, command posts, educational institutions and chemical laboratories of civil defense, as well as the estimates of their administrative - supply expenditures need not be recorded by financial organs. Expenditures for the maintenance of civil defense staffs and of their subordinate sub-units are provided for

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in separate estimates, disbursements from which can be made on the authority of the chiefs of the appropriate civil defense staffs and educational institutions.

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