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CENTRAL INTELLIGENCE AGENCY
WASHINGTON, D.C. 20505

24 July 1981

MEMORANDUM FOR: The Director of Central Intelligence
FROM : John H. Stein
Deputy Director for Operations
SUBJECT : [redacted] Report

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[redacted]
John H. Stein

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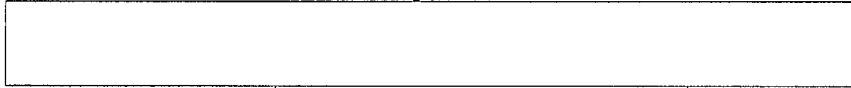
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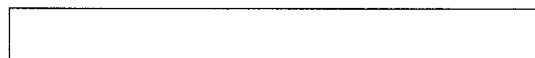
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Intelligence Information Special Report

COUNTRY Poland

FIRDB-312/02144-81

DATE OF INFO. 1980

DATE 24 July 1981

SUBJECT

Preparatory Mobilization Measures Taken in
the Polish Economy in 1980

SOURCE Documentary

Summary:

This report is a translation of a Council of Ministers Planning Commission document entitled "Report on the Implementation in 1980 of Mobilization Preparations in the National Economy in the Framework of Expenditures for National Defense and Security." It is classified SECRET OF SPECIAL IMPORTANCE and discusses the disposition of 1,515 million zlotys in allocated funds largely on construction and stockpiling supplies for industrial needs, and to improve highway, rail, maritime and inland waterway transport, motor vehicle, communications, health and civil defense services for an eventuality of a threat to national security or war. The report indicates repeatedly that the available allocated funds will be underspent due to shortages in raw and other materials and manufactured products, and especially in a lack of industrial capabilities or unwillingness to handle specialized construction requests. It also advocates appropriate defense training for new government and industrial leadership coming into service through reorganizations under way.

End of Summary

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SECRET OF SPECIAL IMPORTANCE

REPORT
on the Implementation in 1980 of Mobilization
Preparations in the National Economy in the
Framework of Expenditures for National
Defense and Security

Mobilization preparations in the national economy in 1980 depended basically on the continuation of defense measures initiated in previous years, especially in industry, transport and communications, health services, and civil defense.

For these preparations a defense expenditure quota of 1,515 million zlotys was established, including capital expenditures of 503 million zlotys, of which 1,257 million zlotys were used, including 359 million zlotys in capital expenditures. This means that the total expenditure limit was implemented by 83 percent, and the capital expenditure limit by only 71 percent.

The low level of utilization of the defense expenditure quota is the result of failure to complete the specific planned objective, especially in capital expenditures, and in increasing specialized stockpiles of supplies.

As one of the fundamental causes of the failure to complete planned projects must be considered the increasing difficulties of many years in assigning capital investment projects (a shortage of contractors), and deficiencies in raw and other materials.

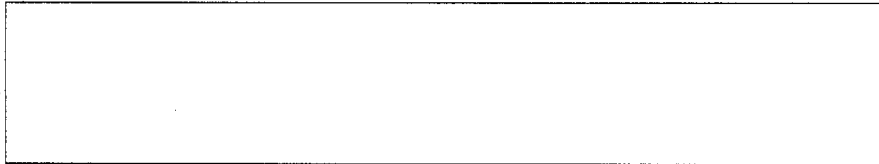
Details of implementation of the defense expenditure plan in 1980 are given in the attachment.

In the framework of incurred expenditures the following basic defense measures were implemented:

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INDUSTRY

Industrial mobilization preparations in 1980 included stockpiling of material reserves and preparatory studies (documentary analyses) for initiating conversions of factories to armament production in times of threat and war.

For implementation of these measures a defense expenditure quota of 81.7 million zlotys was set, and 61.5 million (75 percent) were spent, whereas fulfillment in the stockpiling group of supplies for industrial mobilization preparation amounted to 88.3 percent, and in the mining and power stockpiling group only 41.9 percent.

In the 1980 plan an increase in specialized supplies was established in the amount of 59.4 million zlotys; however, actual purchases used up only 41.5 million zlotys, i.e., 69.9 percent, with the following fund allocations:

- materials, metal products, tools and subassemblies, paints and lacquers for tank production, batteries, electronic, medical, and optical equipment, and spare parts for repairs of JELCZ military vehicles (33.2 million zlotys);

- rolling mill products, accessories for railway frogs, roller bearings, electrical conduits and electric power cables, spare parts for machines and tools, and electrical switches essential for assuring uninterrupted mine and power plant operations (8.3 million zlotys).

The plan for increasing supply stockpiles was not fulfilled principally in the energy supply group in the Ministry of Power Industry and Atomic Energy (12 percent fulfilled), and the supply group for industrial mobilization preparations in the Transportation Ministry (78 percent fulfilled). The basic cause for nonfulfillment of the plan was the difficulty in procuring materials and products in short supply.

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Also, within the Machine and Chemical Industry Ministries conversion work was continued, with the intention of creating and updating data banks using electronic computer technology, which permitted spotting and preparing factories for starting arms production in time of threat and war.

In the Heavy and Agricultural Machine Industry Ministry, in carrying out conversion preparations, construction and technological documentation was prepared for the production of F-1 grenades in the KONSKIE Casting Plant.

TRANSPORT AND COMMUNICATIONS

Mobilization preparation in transport and communications in 1980 was concentrated on the implementation of capital expenditure measures required by the PAF General Staff, accumulation of material reserves, and preparation of motor vehicles for needs of the armed forces.

For the above projects an expenditure quota was set in the amount of 545.5 million zlotys, however 512.7 million zlotys were spent, i.e., 94 percent. In the framework of these expenditures the following tasks were implemented:

1. In mandated capital expenditures

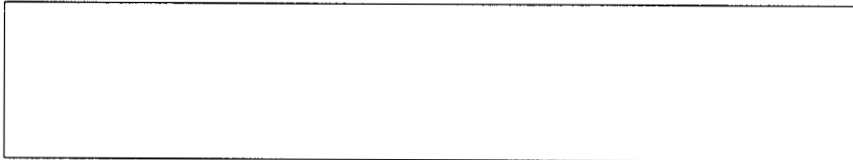
1) Railway improvements

- construction, purchase and installation of conduit and radio communications equipment on the Polish National Railways [PKP] (9 CB [expansion unknown] manual switchboards, 15 encrypting devices, and 102 radiotelephones for PKP level II and III radio communications have been purchased);

- construction of loading points for military transport needs at WOLA BARANOWSKA Station (completion) and SADURKI, where work will continue in 1981;

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- construction and adaptation of the base of transport reserve supplies in STOBNO SZCZECINSKIE for the storage of Bridge Construction Group I (technically required phase of work completed);

- construction of mobile warehouses for railway car equipment (basic work partially completed).

For railway investment projects expenditures of 28.9 million zlotys were planned, and 25.1 million zlotys (87 percent) were expended. The established expenditure quota was not used because of the nondelivery of communications and warehouse construction equipment by producers and suppliers.

2) Highway capital expenditures

- completion of stage I construction of SOSNICA-KALETY-BRUSIEK highway;

- completion of construction of BROK-PRZYJMY highway;

- partial reconstruction of the TORUN bypass (4 km segment actually fully completed);

- reconstruction of HAJNOWKA-WOLKOWYSK highway (shared in reconstruction costs), actual full-scale completion on 8 km segment);

- reconstruction of SUPRASL-KRYNKI highway (shared in reconstruction costs, full-scale work actually completed on 6.6 km segment);

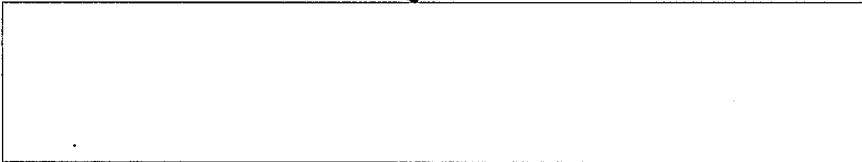
- reconstruction of ZWARDON-SKALISTE highway (3.3 km);

- reconstruction of PACZKOW-JAWORNIKI highway (1.6 km);

- start of bridge construction over LIPNICA River at MUROWANICA (temporary detour bridge on construction site pending completion of the permanent bridge planned for 1981);

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- construction and reconstruction of access roads to riverine structures on VISTULA, ODER and NEISSE rivers (about 12.6 km; part of work planned for 1981 completed in advance);
- construction of warehouses and roofed shelters in SZCZECIN and BYDGOSZCZ for transportation supplies;
- adaptation of the highway network information system for defense requirements.

In the highway-bridge work plans expenditures were set at 86.9 million zlotys, and 101.8 million zlotys were expended, or 117 percent.

The excess over planned expenditures was basically caused by expanding the previously established range of work, and by advancing completion to the beginning of 1981.

3) Maritime capital expenditures

- preparatory work on rebuilding the Victory Wharf in GDANSK;
- reconstruction of the fishing port in MRZEZYNO (completed outside of the plan).

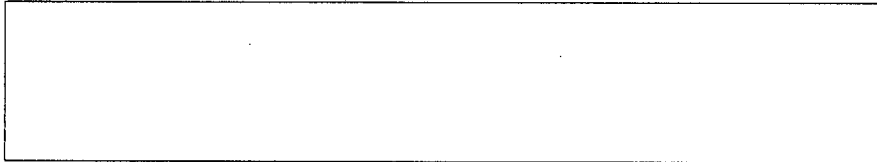
The quota for maritime projects was set at 30 million zlotys, and 12.5 million zlotys were expended, i.e., 42 percent. Because of the difficulty in insuring completion of work, the reconstruction of the entrance to the port of HEL was not started.

4) Inland waterway capital expenditures

- continuation of construction of ferry slips, reinforced jetties and ramps on the VISTULA (eight installations);
- continuation of work on riverine structures on the ODER (five installations of which one was completed in the town URAD);

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- purchase of a BP-150 segment barge.

The 1980 plans for funding inland waterway projects establish a total of 42.5 million zlotys; of this 39.2 million zlotys were expended, i.e., 92 percent, however, the projected specific items were not completed. Of the 11 installations planned for completion only one in URAD was completed, and the installations in GORA KALWARIA and BELCZ WIELKI were not begun; however, further significant progress in advanced work on installations in progress should be noted.

The main causes for delays in work progress in particular were the floods and resulting high water levels on the VISTULA and ODER. They made work impossible and actually increased its extent, as compared to planned projections, as a result of damage caused during the floods.

As a result of the cancellation of W-2 ferry production, instead of the planned purchase of three of these ferries (9.3 million zlotys) the BP-150 segment barge was bought (7.4 million zlotys).

5) Motor vehicle transport capital expenditures

In the framework of preparing vehicles for military needs, five ministries have continued the construction of warehouses for storage of individual automotive equipment and equipment assigned by the armed forces to the care of national economy units, on the basis of which the formation of military units is planned.

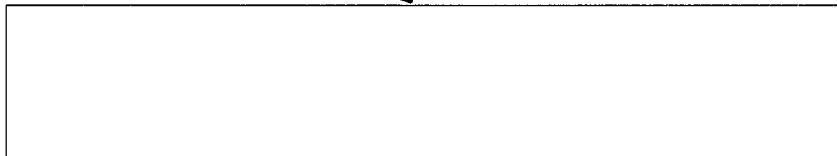
In accordance with the plan expenditures for this purpose were 14 million zlotys. Even though in financial terms the plan was fulfilled, the actual work was not completed, principally in the field of transportation, because of the lack of producers, caused by the shift of construction crews to other jobs, as well as difficulties of supply.

6) Communications capital expenditures

- completion of coaxial cable construction from BIALYSTOK to the state border;

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- construction of TN-960 cable from POZNAN to PILA, and TN-300 cable from OBORNIKI to SZAMOTULY;

- construction of a coaxial cable from SWIDNICA to JELENIA GORA and the state border;

- modernization of SZCZECIN-DABIE teletransmission center.

For communications projects expenditures were planned in the amount of 100.2 million zlotys, and expended in the amount of 101 million zlotys. Work completion proceeded on schedule, except that in the modernization of the SZCZECIN-DABIE teletransmission center a few delays occurred because of work stoppages.

2. In stockpiling of reserve supplies

The 1980 plan for increasing the level of transportation supply stockpile allocated 198.3 million zlotys, and 186.4 million zlotys were expended, or 94 percent.

In respect to the actual plan the stockpiling of reserve supplies was also not completed, mainly for the following reasons:

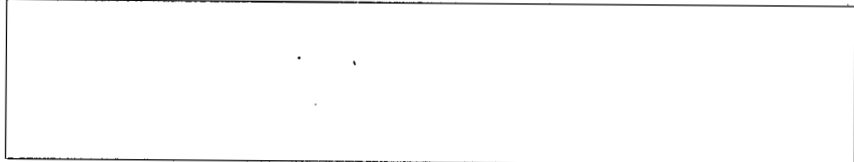
- delays in deliveries of metal hardware necessary for the production of trestles and road or railway bridges, which were planned for purchase for stockpiling;

- unfulfilled planned deliveries by producers, including UPSN-5 radio sets, PST 10/2x5 cases, cables and conduits, and the refusal to accept orders for some types of power generating systems.

Of the more significant purchases made with expenditures of the allotted funds are the following: two assemblies of DMS-65 highway bridges, one railroad trestle assembly, one KD-66c highway-railroad bridge assembly, two motorized cranes, 55 towing chocks, four automounted CTGD-80 long-range telegraph exchanges, nine R-140-M radio sets mounted on vehicles, two ultrashortwave-FM assemblies of radiophonic gear of the UPSN-5 type mounted on three vehicles, and nine power generating assemblies.

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3. In preparation of motor vehicles for military needs

In units of the national economy designated by the Ministry of National Defense, preparatory work continued on the transfer to the armed forces of motor vehicles. This preparation primarily involved the purchase of individual equipment for motor vehicles and probational delivery of selected vehicles to the military consumer.

In addition, military equipment assigned by the armed forces to the care of national economy units, which are to serve as bases for forming military units, was stored and conserved.

For the above projects (without capital expenditures), 13.8 million zlotys were allocated, and 13.0 million, i.e., 94 percent, were expended. The incomplete use of the allocated amount resulted from difficulties in purchasing individual equipment for motor vehicles.

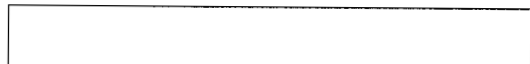
The problem of warehouse construction was presented in discussions of capital investment projects mandated in point 5, above.

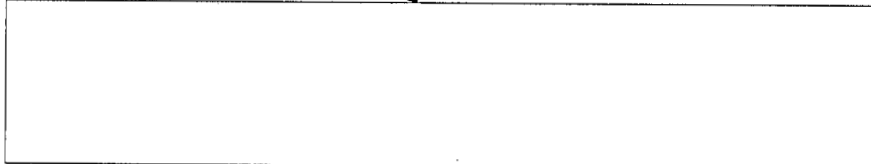
HEALTH SERVICE

In 1980 the mobilization preparation of the medical service was limited to the stockpiling of pharmaceutical supplies, medical-sanitary articles, and equipment designated for expanding the existing base of medical facilities during the time of threat and war, and the construction of warehouses for stockpiling supplies.

For the implementation of these preparations the defense expenditure quota was set at 145.8 million zlotys, including 23.8 million zlotys for capital expenditures, of which 129.4 million zlotys were expended, including 10.8 million zlotys for capital expenditures. This means that 89 percent of the total quota and 45 percent of the investment quota were used.

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Projected in the capital expenditure plan for 1980 were: the completion of warehouse construction in GNIEZNO, continuation of warehouse construction in MIEDZYRZEC, and the start of construction of seven warehouses in BYDGOSZCZ, KOBIERZYN, STRZELCE OPOLSKIE, PILA, WYRZYSK, ZABNO, AND KAMIEN POMORSKI.

The construction in GNIEZNO was not completed as planned, and in MIEDZYRZEC work in 1980 was added to 1979 production due to an overestimate of work for 1979 by the general contractor. Work on remaining installations was limited to the drafting of documentation, the purchase of land and preparatory work. In addition to the plan, certain supplementary jobs were completed in warehouses in KOLNO and WODZISLAW.

A total of 64.0 million zlotys was allocated for health service supplies, of which 60.7 million zlotys, i.e. 95 percent were expended. In addition, 34.3 million zlotys were added to supply rotation due to differences in prices. A planned increase in supplies was not attained due to difficulties in purchasing proper amounts of pharmaceutical supplies and medical equipment.

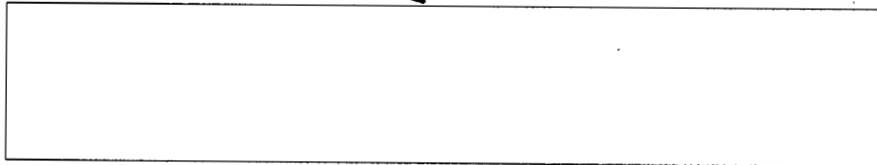
It should be stressed that the present level of stockpiling of supplies is unsatisfactory, due mainly to the numerous shortages in stocks. These shortages result from the scarcity of many medications and have a vital impact on supply rotation. In addition, a decrease in medication deliveries limits the storage for reserve needs to rotational capabilities, which are constantly decreasing. As a result of this, insufficient coverage of required quantity norms of the health service is occurring.

CIVIL DEFENSE

As in the previous years, the 1980 preparations in the area of civil defense covered: the construction of control posts, the construction of civil defense equipment depots, expansion and modernization of alert systems, modernization of shelters, the purchase of technical military equipment, and defense training.

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A total of 702.0 million zlotys was allocated for the implementation of the above projects, including 176.7 million zlotys for investment projects; of the general total 520.5 million zlotys were expended, including 54.2 million zlotys for investments. Thus according to the above data 74 percent of the total quota and 31 percent of investment quota were expended.

The state of individual projects is as follows:

1. Control posts.

Plan for the construction of hardened control post installations called for continued construction of five installations, i.e., one within the Ministry of Agriculture and four in WARSAW CITY, KATOWICE, KRAKOW CITY and WROCLAW provinces, and, in addition, the start of construction within the Ministry of Domestic Trade and Services, and in two provinces--BIALYSTOK and SZCZECIN. The investment quota for these projects was set at 70.7 million zlotys.

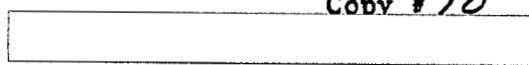
Construction of new installations was not started and work on continuing projects was considerably delayed, with the result that, instead of 50.7 million zlotys, only 19.3 million, i.e., 38 percent, were expended. In addition to the plan, construction work was continued on an installation in BYDGOSZCZ province at a cost of 0.5 million zlotys.

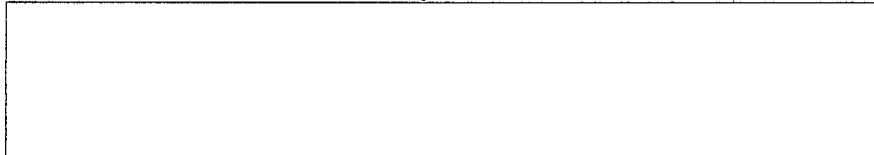
The construction program was not completed during the year under discussion due to the lack of interest, as in previous years, on the part of construction enterprises in engaging work forces in technically difficult projects and the shortage of materials.

2. Civil defense equipment depots

A total of 97.4 million zlotys was allocated for the construction of civil defense equipment depots. Projected in these outlays was the continued construction of 19 depots of which 15 were to be completed, and the start of construction of seven new ones. A total of 25.8 million zlotys, i.e., 26.5 percent, was used for this. Only five depots were actually completed, and four are about to be completed. In addition, construction of three depots was started.

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Difficulties in job performance and material supplies caused the incomplete fulfillment of the actual plan.

3. Alert system

A total of 8.6 million zlotys, i.e., 100 percent of the planned outlays, was expended for construction and modernization of alert systems.

Construction and assembly work was carried on in 20 localities as a continuing project. Construction of the alert system was completed in five localities. Among these projects, four exchanges and 29 alert sirens were repaired. The plan for newly started work covered 17 localities; alert systems were completed in 10 localities where two exchanges and 15 alert sirens were installed.

Late deliveries of alert equipment and cables, delays in the construction of municipal telephone networks, as well as difficulties in locating contractors for jobs were the reason the actual work was not completed, despite the fact that the plan was fulfilled financially.

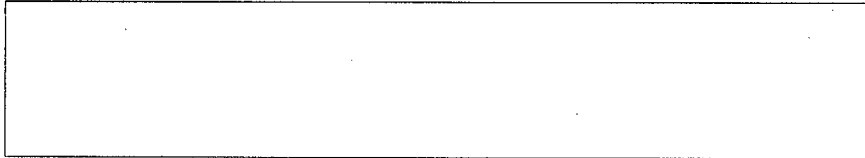
4. Modernization of shelters

In the 1980 plan 57.1 million zlotys were allocated for the modernization of shelters, of which only 41.7 million, i.e., 73 percent were expended. This low use of the assigned funds was caused, as in the previous year, mainly by the fact that modernization work was not undertaken in shelter installations in buildings administered by the Central Housing Construction Cooperative Union, for which 8.5 million zlotys were allocated.

During the year under review modernization was carried out in 211 shelters; work was completed in 97 shelters. Difficulties in locating a contractor for jobs and late deliveries of shelter equipment were the reason the actual plan was not completed.

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5. Purchase of technical military equipment

The plan for 1980 called for the sum of 266.8 million zlotys, of which 249.7 million zlotys, i.e., 94 percent, were expended for the purchase of technical military equipment for civil defense needs and for units projected for militarization. The plan was not completed due to decreased deliveries by producers of centrally allocated equipment.

The expenditures were made to acquire among other things: 409,260 complete sets of gas masks, 49,620 complete sets of protective clothing, 1,833 complete sets of hospital stretchers, 732 telephone switchboards, and 5,156 telephone sets.

As a result of these purchases the index of providing the civil defense system with technical military equipment increased by 3 percent, and by the end of 1980 amounted to about 60 percent of ultimate needs. By the end of 1980 units projected for militarization have been provided with an average of 65 percent in authorized stocks of major equipment.

6. Defense training

Specialized training for the civil defense formation and units projected for militarization, training of the state government and national economy leadership cadre, and general training of the population were continued in 1980.

Of the expenditure quota of 87.2 million zlotys assigned for defense training, only 73.6 million zlotys, i.e., 84.4 percent were expended. The defense training process has foundered considerably as a result of the social and economic situation which arose in the second half of 1980.

* * *

The progressive restrictions in 1976-1980 on capital expenditure, the targetting of the construction potential on installations of special importance to the national economy, and the shortages of material supplies have intensified even more in

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1980. Contributing to this development were social unrest and work stoppages which resulted in a considerable slackening of work discipline. These factors also had a negative effect on mobilization preparations.

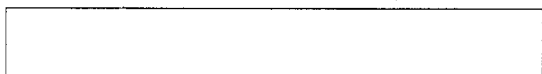
Nevertheless, despite the difficult, complicated social and economic situation in the country in 1980, a substantial majority of basic defense tasks was completed. As a result, the state of mobilization preparations should be regarded as satisfactory, despite the fact that the actual plan for some undertakings, mainly in the area of investment projects, specialized stockpiles, and purchase of technical military equipment, was not fulfilled.

It should be emphasized that a portion of capital expenditures of a mobilization nature are small and scattered projects which need specialized expertise (e.g., control posts, depots for civil defense equipment, and health service reserves), and which, in view of the general, countrywide deficiency in the productive capacity of construction-assembling enterprises, presented considerable difficulties in locating production contractors.

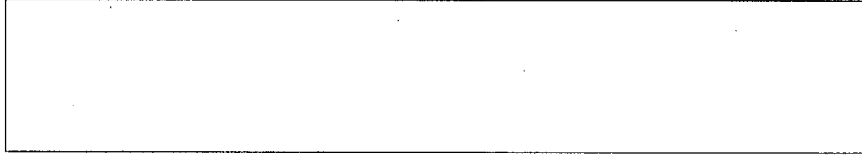
Acquiring planned increases in specialized stockpiles was likewise precluded by increasing deficiencies in raw and other materials, and manufactured products.

In order to straighten out matters connected with the planning and implementation of mobilization preparations in the national economy, resolution No. 58/81 of 6 March 1981, of the Council of Ministers, and an order concerning this matter from the Chairman of the Planning Commission of the Council of Ministers, were issued. Every effort should be made to include in proposed statutes, which concern economic reform, the functioning of enterprises and cooperatives, and the organization of central and local administration, proper regulations on defensive measures which would make possible the total implementation of the above resolution.

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At the same time there is a need to make the planning of mobilization preparations more realistic. Taking into consideration the difficulties which have been occurring for many years in ensuring work performance on investment projects, plus shortages of materials and manufactured products, the investment program for 1982 should be limited to the continuation of projects which were started in previous years, especially in the area of civil defense and control posts. We also propose the establishment of a general quota of defense expenditures for mobilization preparations for 1982 at the level of the projected actual expenditures in 1981, which are estimated to fall short of the plan by 150-200 million zlotys, and to amount to 1,300-1,350 million zlotys.

In connection with the reorganization of the central administration currently under way and the expected changes in the cadre, we see a need to provide this cadre with training in the area of defense. For this reason the training plan for 1982 should envision an appropriate program for training the leadership of state administration and national economy.

1 attachment

PREPARED BY
THE ECONOMIC-DEFENSE PLANNING TEAM

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SUMMARY
of Defense Expenditures Incurred in 1980 for Mobilization Preparations in the National Economy

Specification	Plan	Revised Plan	Expended	1	1
				472	473
	2	3	4	5	6
TOTAL EXPENDITURES	1,483.3	1,514.6	1,257.1	84.8	83.0
Including:					
- investment projects	503.8	503.0	358.6	71.2	71.3
- specialized supply stockpiles	362.5	363.2	325.1	89.7	89.5
- technical military equipment	267.5	266.8	249.7	93.3	93.6
1. Expenditures for mobilization preparations of industry	78.3	81.7	61.5	78.5	75.3
Including:					
- purchase of stocks of supplies	57.0	59.4	41.5	72.8	69.9
- maintenance of stockpiles	9.3	10.3	8.5	91.4	82.5
- conversion documentation	12.0	12.0	11.5	95.8	95.8
2. Expenditures for mobilization preparations of transport and communications	553.6	545.5	512.7	92.6	94.0

[Note: All figures of the original.]



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including:						
- investment projects	303.3	302.5	293.6	96.8	97.0	
- purchase of stocks of supplies	205.9	198.3	186.4	90.5	94.0	
- maintenance of stockpiles	22.1	22.2	19.2	86.9	86.5	
1) Expenditures for mobilization preparations of rail and road trans	189.3	190.3	201.1	106.2	105.7	
including:						
- investment projects	114.8	115.8	126.9	110.5	109.6	
of these: rails	28.9	28.9	25.1	86.9	86.9	
roads	85.9	86.9	101.8	118.5	117.1	
- purchase of supplies	69.8	69.8	69.8	100.0	100.0	
- maintenance of stockpiles	4.7	4.7	4.4	93.6	93.6	
2) Expenditures for mobilization preparations of waterways	90.6	89.6	59.9	66.1	66.9	
including:						
- investment projects	73.5	72.5	51.7	70.3	71.3	
of these:						
- maritime projects	30.0	30.0	12.5	41.7	41.7	
- riverine projects	43.5	42.5	39.2	90.6	92.2	

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1	2	3	4	5	6
- adaptation of sea vessels for self-defense	8.7	8.7	0.6	6.0	6.9
- purchase of supplies	5.0	5.0	4.3	86.0	86.0
- maintenance of stockpiles	3.4	3.4	3.3	97.0	97.0
3) Expenditures for preparation of motor vehicles for military needs	19.1	27.8	27.0	141.4	97.1
including:					
- investment projects	5.5	14.0	14.0	254.5	100.0
- purchase of individual equipment for motor vehicles	8.4	8.4	7.6	90.5	90.5
4) Expenditures for mobilization preparations of communications	254.6	237.7	224.7	80.3	94.5
including:					
- investment projects	109.5	100.2	101.0	92.2	100.8
- purchase of supplies	131.1	123.5	112.2	85.6	90.9
- maintenance of stockpiles	14.0	14.0	11.5	82.1	82.1
5. Expenditures for mobilization preparation of health services	132.8	145.8	129.4	97.4	88.8

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	2	3	4	5	6
including:					
- investment projects	23.8	23.8	10.8	45.4	45.4
- purchase of supplies	64.0	64.0	60.7	94.8	94.8
- supplements to rotation of stocks of supplies	20.8	33.8	34.9	167.8	103.3
- maintenance of stockpiles	24.2	24.2	23.0	95.0	95.0
4. Expenditures for preparations of civil defense	684.9	702.0	520.5	76.0	74.1

including:					
- investment projects	176.7	176.7	54.2	30.7	30.7
of these: control posts	70.7	70.7	19.8	28.0	28.0
alert systems	8.6	8.6	8.6	100.0	100.0
civil defense equip depots	97.4	97.4	25.8	26.5	26.5
- modernization of shelters	56.1	57.1	41.7	74.3	73.0
- purchase of technical military equip	267.5	266.8	249.7	93.3	93.6
- of these for: the civil def formation	212.6	214.8	207.6	97.6	96.6
units projected for militarization	54.9	52.0	42.1	76.7	81.0

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	2	3	4	5	6
- maintenance and conservation of mil technical equip, alert systems, and control post installations	105.4	104.0	92.0	87.3	88.5
- defense training	79.2	87.2	73.6	92.9	84.4
- protection of cultural assets	--	5.2	5.2	--	100.0
- study and research projects	--	5.0	4.1	--	82.0
5. Expenditures for other projects	33.7	39.6	33.0	97.9	83.3
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- purchase of power generating systems for communal economy	23.6	29.5	25.0	105.9	84.7
- installation of power generating systems	5.6	5.6	3.5	62.5	62.5
- maintenance of food reserves	4.5	4.5	4.5	100.0	100.0

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