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correspondence goes from the lower offices to the higher ones, but in certain cases is made public before a large audience as, for example, articles read at councils, meetings, conferences, and other such gatherings.

- (f) Documents of mutual correspondence which include all letters, service notes and information. These documents are used in correspondence between official individuals, organizations, and sections, not subordinated to each other, or in correspondence from the lower organizations to higher organizations.
- (g) Inquiries and depositions of an official and personal character which include all types of inquiries, depositions, and complaints. These documents are usually used without regard to the subordination of individuals or organization, or they are used between lower organs and higher ones.

2. We come now to an examination of each separate type of document used in the system of the Merchant and River Fleets.

#### ORDERS

##### (A) Orders by the Ministry.

Orders by the Ministry may be given out by the Minister personally, or by the Acting or Assistant Minister in his own area of operations. Orders by the Ministry are divided into the following two basic types: (I do not include here secret and top secret orders.)

##### (a) Orders of a general character.

These orders take in the widest variety of questions concerning the functions of organizations and concerns in the Ministry. The action of such orders is covered by the appropriate questions to all organizations and enterprises in the Ministry. The majority of the orders of a general character are duplicated by printing and sometimes by means of photostat [sic] (steklografichesky). Up until 1951 inclusive, the number of orders of a general character given out in the Ministry of the Merchant Fleet averaged 800 to 1000 per year. Approximately the same number of orders was given out in the Ministry of the River Fleet also. The numeration of these orders is chronological, beginning with 2 January (Order #1) and ending with 31 December (Order #800 or #1000). From the beginning of each year, the numeration of orders begins with #1. Orders of a general character usually have the following appearance (according to the latest practice in the Ministry of the Merchant and River Fleet of the USSR):

Order  
of the Minister of the Merchant and River Fleet  
of the Union of SSR

Moscow                      #510                      12 June 1953

Contents: On the reorganization of the editing of the basin newspapers "Morskoy Reyd" and "Za Sovetskuyu Neft".

In order to have a more rational organization of the periodical organizations serving the seamen of the Northern Caspian and the rivermen of the steamship company Volgotanker - I ORDER:

1. The reorganization of the existing editorial staffs of the newspaper published by the Directorate and Political Section of the steamship company Reydtanker - "Morskoy Reyd," and of the newspaper published by the Directorate and Political Section of the steamship company Volgotanker - "Za Sovetskuyu Neft", into a single editorial staff of a newspaper to be published by the Directorates and Political Sections of the steamship companies Reydtanker and Volgotanker and the Basin Committee of the Professional Union of Sea and River Transportation Workers.

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2. The creation of a single printed organ of these companies which shall be called "Sovetsky Tanker."

3. The Chief of the steamship company Reydtanker, General-Director of the merchant fleet third rank Kotlyarevsky, and the Chief of the steamship company Volgotanker, General-Director of the river fleet third rank Kuchkin, to present to me a project report on the editorial staff of the newspaper "Sovetsky Tanker."

Minister of the Merchant  
and River Fleet  
of the Union of SSR

(3. Shashkov)

Such an order was, I am quite sure, actually given, because the newspaper "Pravda" of 6 Jul 53, #187, under the headline, "Sovetsky Tanker," carried an article which stated that in Astrakhan a new newspaper called "Sovetsky Tanker," an organ of the Directorates and Political Sections of Volgotanker and Reydtanker and the Basin Committee of the Trade Union of Sea and River Transportation Workers, was being published. The newspaper comes out three times a week and has four pages.

Order  
of the Minister of the Merchant and River Fleet  
of the Union of SSR

Moscow

#236

25 March 1953

Contents: On personnel.

ROMANOV, NIKOLAY ALEXANDROVITCH from the 31st of March of this year is appointed to the office of Chief of the Astrakhan Seaport with pay as per salary schedule.

Minister of the Merchant and  
River Fleet  
of the Union of SSR

(3. Shaskov)

Order  
of the Minister of the Merchant and River Fleet  
of the Union of SSR

Moscow

#650

28 July 1953

I ANNOUNCE THE ORDER OF THE PRESIDUM OF THE SUPREME SOVIET OF THE USSR OF THE 27TH OF JULY 1953, CONCERNING THE APPOINTMENT TO THE POST OF CHIEF OF THE BALTIC GOVERNMENT MERCHANT STEAMSHIP COMPANY OF LOGINOV, NIKOLAY PAVLOVITCH.

Minister of the Merchant and  
River Fleet  
of the Union of SSR

(3. Shashkov)

"By Order of the Presidium of the Supreme Soviet of the USSR." To the Chief of the Baltic Government Merchant Steamship Company LOGINOV, NIKOLAY PAVLOVITCH is bestowed the title GENERAL-DIRECTOR OF THE MERCHANT FLEET SECOND RANK.

Chairman of the Presidium of the Supreme Soviet of the USSR.

K. Voroshilov

Secretary of the Presidium of the Supreme Soviet of the USSR

N. Pegov

Moscow, Kremlin  
27 July 1953

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Other orders of general character by the Ministry have exactly the same form as the foregoing examples. This is a different form for orders of general character used in the Ministry. To this type of order belongs the line or travel order. These orders are usually issued during the period of stay of the Minister or of his assistant on a business trip to the field. Travel orders are concerned with the activity of one or of several organizations which the Minister or his assistant visited on the business trip. Often such orders are issued by the Minister in the regular place of his stay (in Moscow), in the event that the order refers to one particular case. Line or travel orders usually have the following appearance:

Order  
of the Minister of the Merchant and River Fleet  
of the Union of SSR

Baku

#2-1

9 June 1953

Contents: Concerning Personnel of the steamship company, "Kasptanker"

For the early fulfillment of the May quota for petroleum transport -

I order:

1. A reward given to the Chief of the steamship company Kasptanker, Comrade Mukhin - two months official salary.
2. A reward given to the Assistant Chief of the steamship company Kasptanker for Exploitation, Comrade Alexandrov - one and one-half months official salary.
3. The Chief of the steamship company Kasptanker Comrade Mukhin to reward workers who distinguished themselves in the fulfillment of the May quota for the transportation of petroleum products, expending for this purpose 30,000 rubles.
4. That the payment of the premiums be made from the fund of the Chief of the steamship company.

Minister of the Merchant and  
River Fleet  
of the Union of SSR.

(3. Shashkov)

Sometimes the Minister calls his order not line, but travel, and then such an order usually appears as follows:

Order  
of the Minister of the Merchant and River Fleet  
of the Union of SSR

Odessa

#12/p

28 July 1953

Contents: Concerning the personnel of the steamship company Sovtanker.

Captain of the motorship Moskva Comrade POMERANETS - I ORDER to be confirmed in the office of Captain of the above motorship Moskva.

Minister of the Merchant and  
River Fleet  
of the Union of SSR

(3. Shashkov)

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In all orders, under the word "Contents," the subject of the order should be stated briefly, usually in one phrase. In orders concerning leave, hiring, firing, transfer from one job to another, promotion or demotion in office or title, determination of pay, personal reward; in other words those orders which concern some individual, groups of individuals, or personnel, contain a general description of the contents of the order; for example, "Concerning Personnel" or "Concerning the Personnel of the Organization."

(b) Orders of an internal character.

Such orders are usually given out internally in the ministry and reflect the internal life of the central apparatus of the ministry. Orders of an internal nature by peripheral organizations are not disseminated in this group. The system of numeration of these orders is chronological and begins with number 1 at the start of every new year. The difference in form between orders of a general character and orders of an internal character is that the orders of an internal nature are marked "internal" and below their number stands the letter V. Under its heading is written "Order in the Ministry" rather than "Order of the Ministry" as is the case with general orders. The following are examples:

Order  
of the Ministry of the Merchant Fleet  
of the USSR

Moscow                      No 65/v                      11 February 1950

Contents: Concerning the personnel of the ministry

To allow regular leave to clerk-typist of the secretariat of the ministry, Kiselevaya, MA, for the working period 12 February 1949 to 12 February 1950. The leave shall last 18 working days, from 12 February of this year to 4 March of the year inclusively.

Minister of the Merchant Fleet  
of the USSR

(N Novikov)

Another form of internal order is as follows:

Order in the  
Ministry of the Merchant Fleet  
of the USSR

Moscow                      No 65                      11 March 1952

Contents: Concerning personnel of the ministry

Malova, Tatyana Alexyeyevna is promoted to the position of senior economist in the Currency-Financial Section of the ministry. Comrade Malova's salary is to be in accordance with the state salary schedule.

Assistant to the Minister of the Merchant Fleet  
of the USSR

(S Khayurov)

About 500 to 700 orders of an internal nature are usually issued during the course of one year. These orders are very rarely printed. They are usually reproduced on typewriters or by steklograph [sic].

The originals of all orders issued by the ministry are filed in the Directorate of Affairs of the Ministry and must remain in the archives more than five years.

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## (B) Orders by the Head Directorates of the Ministry.

These orders are issued by the chief of the head directorate or by the individual fulfilling his duties. Orders of a general nature and orders of an internal nature, when issued by the head directorate, do not have a special numeration and are not registered. These and other orders go under a general numeration. About 500 such orders are usually issued in one year. Their form is usually as follows:

## Order

by the Head Directorate of the Petroleum Shipping Fleet  
of the Ministry of the Merchant Fleet of the USSR

Moscow

No 236

6 July 1951

Contents: .....

Chief of the Head Directorate  
of the Petroleum Shipping Fleet

Ministry of the Merchant Fleet of the USSR (L Serebryany)

The order and system of issuance and registration of line or travel orders by the head directorates of the ministry are just the same as on the ministerial level. They differ only in outer form. On some of these orders the name of the head directorate and the signature of the chief of the head directorate are written. Usually, in the course of a year a small number of line and travel orders, 50 or 60, is issued by the head directorates.

## (C) Orders by the independent and major organizations of the ministry.

Such orders are issued by directors or persons fulfilling the work of directors of independent or major organizations and also by persons having the right to hire or fire workers. The manner of issuance of these orders, going under the signature of the director or assistant director of one of these organizations, is exactly the same as on the ministry and head directorate levels. These orders concern the activity of a given organization and of the entity of management within its jurisdiction. An average of 400 to 500 such orders are issued in a year. These orders have the following appearance:

## Order

By the Astrakhan Government Roadstead  
Petroleum Carrying Company "Reydtanker"

Astrakhan

No 254

12 July 1952

Contents: Concerning the Transfer of motorship RB-160 to the  
Gurev Merchant Agency of the "Reydtanker" Company

In order to strengthen the carrying power of the  
fleet of the Gurev Merchant Agency of the "Reydtanker" Company -  
I ORDER:

1. That the motor tugboat RB-160, now included on  
on the balance of the "Reydtanker" Company, and built at the Rizhsky  
factory, be turned over to the Chief of the Gurev Merchant  
Agency of the "Reydtanker" Company.

2. That the Chief of the Personnel Section of this  
company, comrade Kopalov, assign a full crew to the RB-160 by a  
date not later than 15 July.

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3. That the Chief of the Astrakhan Petroleum Carrying Merchant Agency, comrade Obyatanov, see that the RB-160 is fitted out with all supplies and navigational equipment necessary to start the voyage to Gurev not later than 16 July.

Chief of the Company  
"Reydtanker"  
General-Director of the merchant fleet  
3rd rank (Kotlyarevsky)

Besides the directors of organizations, the directors of major economic units within a given organization can issue orders. These orders usually concern some activity in the unit and do not go beyond the limits of the unit director's own jurisdiction. For example, in the steamship companies, the directors of the following units may issue orders:

- (a) Chiefs of agencies;
- (b) Chiefs of repair shops;
- (c) Chiefs of exploitation services;
- (d) Chiefs of machine-ship service;
- (e) Chiefs of route and bouy service;
- (f) Chiefs of labor and wage section;
- (g) Chiefs of other production sections;
- (h) Captains and skippers of ships.

These orders are registered and enumerated within the given economic unit or service. Usually the average number of such orders issued in a year is small, 50-60. In many cases these orders are designated with the initial letter of the unit which issues them. For example, orders from the exploitation service bear the letter "e" after the number, from the machine-ship service, "m" and from the petroleum agency, "n". Such orders usually have the following form:

Order  
In the Exploitation Service of the "Reydtanker Company

Astrakhan                      No 25/e                      10 July 1953

Contents: Concerning the Placing in Reserve of the Motorship  
"Pamyat' tov Voykova"

Bearing in mind that the flow of petroleum cargoes from Baku to Astrakhan is now at a level which does not require the use of certain excess tugs of the company--I ORDER:

1. That the m/s "Pamyat' tov Voykova" beginning with the 10th of July of this year be placed in reserve for a period of five days.

2. That the captain of the m/s "Pamyat' tov Voykova," comrade Kulichkin, keep the ship in six-hour preparedness so that it may get under way as quickly as possible in case the reserve period is cut short.

Chief of the Exploitation Service  
of the "Reydtanker" Company  
Captain of the Merchant Fleet 2nd Rank (P Kubyslin)

Here we will turn our attention to orders issued by the personnel sections (by the directors of the personnel sections or their assistants). These orders usually concern matters pertaining to

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personnel, that is, hiring, firing, transferring of workers from one job to another, and the determination of regular and additional leave, the announcement of programs of incentive, the exacting of disciplinary fines, etc. Such orders are enumerated chronologically. About 200 are issued per year on the average. In many organizations orders issued by the personnel department are labeled with the letter "k"; for example:

Order  
by the Astrakhan Government Roadstead  
Petroleum Carrying Company Reydtanker

Astrakhan #92/k 28 May 1951

Contents: Concerning the personnel of the company

It is ordered that Khramkina, Mariya Alekseevna be temporarily assigned from the communications service of Glavkasprybprom to the position of senior radio operator in the communications service of the Reydtanker Company, beginning the 1st of June of this year, with salary according to the state salary schedule.

Assistant Chief of the Company  
Reydtanker for Personnel  
Lt Colonel-Director A S of the Merchant Fleet (F Dolbnin)

However, not every order concerning personnel may be issued by the director of the personnel section. He may not issue these orders in such cases when the job of the given individual is not within the jurisdiction of the director of the personnel section. In extreme cases, the director of the personnel section can issue an order to an individual if he has the sanction to do so from the director of the organization in question, or of the higher organization (director or ministry). For example, the director of the personnel section does not have the right to fire, transfer, or exact disciplinary fines from the chief engineer of the organization, the chief of a service, or section, or from any individual under the ministry, or the chief of the head directorate, or the director of a firm. When working with personnel in the Soviet Union, it is absolutely necessary to know under whose jurisdiction the individual in question comes. Line or travel orders in the organizations of the ministry are issued by the director of the organization or by the assistant director, while visiting a peripheral organization (only when it is absolutely necessary that an order be issued). Line or travel orders are registered and enumerated separately from the general orders. About 30 to 40 such orders are usually issued during the year.

(D) Orders Issued in Small Organizations of the Ministry.

Orders issued in the small organizations of the Merchant and River Fleet (by the inspectorate of registry of the USSR, the inspectorates of port or navigation control, by agencies of technical supply (Mortekhsnab), by construction sections, etc) are not divided into general and special orders. All orders, including orders concerning personnel, are issued by the directors of the organizations or by individuals acting for the directors. The system of enumeration, registration, and publication of the orders in small organizations is exactly the same as in all organizations of the Ministry.

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COMMANDS (ORDINANCES)

Commands, sometimes called ordinances, have a different form from orders. They may be issued by every director of an organization, firm, service, section, or any individual acting for the director within the boundaries of his jurisdiction. Commands, or ordinances, usually deal with any kind of informal question or special individual or groups of individuals. Commands are registered separately from orders. Their number in large organizations of the Ministry (steamship companies, port authorities, etc) averages 50 to 60 per year. It is necessary to note that although the commands or ordinances are formally different from orders, practically there is no difference whatsoever. In practice, there often occurs such a situation in which the director does not wish to give an order on some question, and he confines himself to giving a command or ordinance. The reason for this is that under the present system copies of absolutely all orders issued by directors must be sent to the Basin Procurator, the Head Directorate of Subordination (or to the Ministry), the Inspector of the Ministry of Government Control for Accounting, the Superintendent, and also to the Control for Legality of the order issued. Very often, cases occur where the above-mentioned controlling organs change the orders to please themselves, and sometimes call to account the director who issued the order in the first place. Copies of the commands, however, as a rule are not sent to the above organs for control. This circumstance often leads the director to substitute commands or ordinances for orders and, as I already stated, the jurisdictional power of both is identical. I will give an example of when the director, knowing that an illegal order issued by him would be changed by the procurator, issued this order in the form of a command.

Command  
in the Ship Repair Factor imeni Karl Marx

Astrakhan                      #7                      8 March 1951

In view of the tense situation regarding the winter repair of the dredge "Rodina," and with the purpose in mind of liquidating the lag in production in the winter repair of ships--I ORDER:

1. That Sunday, 11 March, will be a working day for workers, engineer-technicians and laborers.
2. That compensatory time for the Sunday work will be given in one of the following days.

Director of the ship-repair factory  
imeni Karl Marx  
Engineer-Captain of the Merchant Fleet 2nd Rank (Verenikin)

First of all it should be remembered that similar commands were issued in a whole series of other firms of the Merchant Fleet. Such a command is illegal on two counts. First of all, the right to take one away the day of rest in the week is not given to any director of a firm or organization or even to the minister himself. Only the government may make people work on a holiday. A director may call special workers to work on a holiday but in order to do this he must have the consent of the director of the head directorate or the minister, and of the Central Committee of Labor Unions. In the second place, no director has the right to give compensatory leave for a holiday spent in working. The worker himself gets to select, at his own discretion, either double compensatory leave or double pay for the holiday spent in working. If such a command were to fall into the hands of the procurator, it would be revoked immediately. Commands, however, do not go to the procurator but are circulated only within an organization or firm. Of course, someone could inform on the director but in practice this never happens. People are afraid to take any chances because the director is sure to find out the name of the informer and take appropriate measures. Often commands or ordinances take the following form:

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## Ordinance No 11

Since 20 July of this year is designated as the day to evaluate the productive economic assets of the company by the total amount of work accomplished in the first half of this year, I PROPOSE:

That a commission be formed as follows:

1. Assistant Chief of the Exploitation Service of the company, Tsiganov, MI, Chief of the Labor and Wage Section, Dergachev, AA, Chief of the Planning Section, Sereda, MP, - for the preparation of a report for the Chief of the Company on assets. Deadline for report, 10 July.
2. Chief of the Labor and Wage Section, Dergachev, AA, - for the preparation of an address on the subject, "The Company and Socialist Obligations." Deadline, 10 July.
3. Chief of the Administrative-Management Section of the Company and Chief of the Astrakhan Petroleum Carrying Merchant Agency Comrade Obyatanov, KA - for the formation of a club. Deadline, 20 July.
4. Chief of the Personnel Section for the Company, Comrade Kopalov, SI - to take care of the registration of people taking part in the \_\_\_\_\_.
5. Chief of the Secret-Code Section of the Company, Comrade Polovkov, VA - for the preparation of a list of members of the presidium. Deadline, 18 July.
6. Chief of the Exploitation Service of the Company, Comrade Kubyshin, PN, and Chief of the Administrative-Management Section of the Company, Comrade Filippchenko, AV - to provide the people taking part in the \_\_\_\_\_ with transportation to and from Zayachya Island.

Chief of the Company  
"Reydtanker"  
General-Director of the Merchant Fleet  
3rd Rank

(Kotlyarevsky)

CIRCULARS (CIRCULAR LETTERS)

In the Merchant and River Fleets the word "circular" or "circular letter" is used to denote a special type of ordinance, issued by the minister or by his assistant. Usually the circular has the character of a document concerning some particular case and appears either as an ordinance of the Soviet of Ministers or as an ordinance of the Minister himself or of his assistant. Circulars are always designated by the letters TSM or TsZM, supplied with corresponding numbers, designating the numerological order of the circular. The letters with the number are always in the upper left-hand corner of the document. The initials TSM mean that the circular is issued by the Minister. The initials TsZM indicate that the circular is issued by the assistant of the Minister. Circulars usually are reproduced by typewriter and are addressed to the directors of organizations and firms. The usual form of the circular of the Minister has the following appearance:

TSM - 11

Moscow

11 May 1950

To all chiefs of steamship companies, ports, basin directorates, sea routes, construction organizations; to the directors of factories, docks, repair shops; to the chiefs of merchant marine schools; and to the chiefs of instruction combines.

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In fulfillment of the ordinance of the Soviet of Ministers of the USSR of 10 May 1950, #5665-r, I suggest:  
That the pay of the instructors in the instruction combines for the preparation of personnel be established, subject to education qualifications, not higher than 12 rubles for each academic hour.

Minister of the Merchant Fleet  
of the USSR

(N Novikov)

The following is an example of the circular issued by the assistant of the Minister:

TsZM - 6

Moscow

6 April 1950

To all chiefs of steamship companies, ports, and transloading points. In the compilation and presentation to the steamship companies of dispatches concerning the processing of ships I suggest the following:

1. That the chiefs of ports and port points present dispatches to the steamship companies, only after a detailed examination of the elements pertaining to the time that ships will remain in the ports and port points with the existing.
2. That the chiefs of the steamship companies pay for the dispatches only after examination and concurrence with the chiefs of the wage and labor sections and with the chiefs of the commercial sections.

Assistant Minister

of the Merchant Fleet of the USSR

(V Bakayev)

Sometimes the same form of circular is issued by the chiefs of the head and central directorates of the Ministry, but this is not a wide practice. The directors of peripheral organizations of the Ministry do not issue circulars of this form.

### INJUNCTIONS

An injunction is a document belonging to the category of ordinances or circulars. However, there is a difference between the injunction and the above-mentioned documents. Orders, circulars, and ordinances go from the higher organs to the lower ones; injunctions usually go from some kind of controlling organ to an organ under its surveillance. I will explain with concrete examples.

- (a) Organizations and firms of the Merchant and River Fleets not subordinated to labor union organizations. However, the latter may give injunctions (ordinances), for example, to the director of a ship repair factory to cover the moving parts of his machines or tools with casings to prevent injury to the workers and, if the director of the factory does not obey this ordinance, the labor union has the right to suspend all work on the machines or tools in question.
- (b) The steamship company is not subordinated to the line inspectorates of the "Merchant Registry." However, the latter may give an injunction forbidding the launching of ships which, in their opinion, are technically unseaworthy.
- (c) The Assistant Chief for Exploitation in a steamship company is not subordinated to the Chief of the Wage and Labor Section of the steamship company. However, he is obliged to fulfill all the injunctions of the Chief of the Wage and Labor Section concerning questions regarding the organization of labor on ships.

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- (d) The Assistant Chief of a steamship company, the Head Engineer of the company, is not subordinated to the Chief of the Planning Section of the company, but he has to fulfill all the injunctions issued by the Chief of the Planning Section concerning the execution of the "limits in labor" in the organization and execution of ship repair.

Strictly defined forms for injunctions have not been set up and the directors can freely pick the form they want to use. The most widely used form of injunction is as follows:

To the Chief of Ship Repair Workshop #55  
Engineer-Captain of the Merchant Fleet Third Rank

Com Zavarin, MA

In checking the accounts presented by you on form M-20 for the month of March 1949, an over-expenditure of the wage fund into the contents of the non-industrial personnel of the workshops was discovered.

I call to your attention the necessity of avoiding in the future such over-expenditure; at the same time, you will have to pay the non-industrial personnel of the shops less in the month of April of this year than in the month of March in order to balance the over-expenditure in the month of March.

Chief of the Planning Section  
of the Reydtanker Company  
Major-Director AS of the Merchant Fleet (Sereda)

#### INSTRUCTIONS

A type of circular document belongs to the instruction category. However, whereas circulars are issued by the minister or his assistant or by the chiefs of head and central directorates, instructions may be issued by any head of a higher organization to the chief of any subordinate unit. There is no required form for instructions but they usually take the following form:

To the chiefs of services, sections and agencies of the Reydtanker company

In correspondence with the instruction of the chief of the head directorate of the petroleum-carrying fleet, com Serebryany, concerning the preparation of control ciphers for the year 1951, I suggest:

1. That not later than 10 July 1950 you present a statement of the activities of the services, sections or agencies entrusted to you, for the year 1951 in the form of a project plan.
2. That this statement should include carefully worked out questions of the production and financial activities of the part of the company under your jurisdiction.
3. That in working out the project plan you should take into consideration the cutting, as far as possible, of the expenses of your part of the company.
4. That you present your material to the chief of the planning section in the aforementioned period.

Chief of the Reydtanker Company  
Engineer-Captain of the Merchant Fleet 1st Class (Fedorov)

#### DIRECTIVE LETTERS

A directive letter is a document in which some kind of task or problem is placed before an organization and which prescribes a series of measures to be taken in the execution of the task. Besides this, the definite limits within which the director may function while carrying out the task is stated in the directive letter. Directive

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letters are not circulated in the administrative activities of the ministry of the merchant fleet. Their role is fulfilled by orders with statements and instructions attached. Directive letters are usually used by the labor union organizations of the river and merchant fleets. In particular the yearly task of forming and concluding collective contracts with the firms and organizations is carried out by directive letters made up by the local central committee and by the ministry. Such directive letters usually have the following form:

Directive Letter of the Ministry of the Merchant Fleet and the Central Committee of the Sea Transport Workers' Union

To all chiefs of steamship companies, ports, basin directorates of sea routes, building trusts, directorates, sections, directors of factories, piers, repair shops, and of other organizations of the merchant fleet.

It is proposed, in the period beginning with the 1st of March 1949 to begin a campaign for the conclusion of collective agreements between the administrations of organizations and firms on the one hand, and laborers, engineer-technical workers, office workers and ships crews on the other hand.

Work on the collective contract will be finished on 25 March and the contract will be concluded at conferences of laborers, engineer-technical workers, office workers and ships crews with representatives of the administration and the labor union.

In the conclusion of the collective contracts it is suggested that the following be regulated:

1. For the basis of the collective contract this directive letter and a typical contract be used.
2. The basic task of the collective contract is the mobilization of the collective for the unconditional fulfillment and over-fulfillment of the production plan.
3. It is forbidden to include in the contract measures not allowing for the planning assignation for the given year or which are contrary to existing laws.
4. The collective contract is valid for one year beginning with the date of signing.

Minister of the Merchant Fleet  
USSR

(N NOVIKOV)

Chairman of the CC of the  
Labor Union of Sea Transport  
Workers

(BUDANOV)

In this directive letter I have omitted several paragraphs as the purpose of this work is to describe mainly the form of such correspondence, and not to go into details as to the contents.

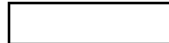
#### REGULATIONS

A regulation is a peculiar kind of legislative document which states the chief principles of application of this or that order, ordinance or instruction. However, a regulation does not have to apply to a certain order. It may be an independent legislative document.

The right of confirmation of a regulation belongs to the minister, his assistants, directors and assistant directors of main and central directorates, and to directors and assistant directors of independent organizations and enterprises of the ministry. Regulations may be issued by every official within the limits of his own jurisdiction. In composing a regulation it is necessary to make absolutely sure that the new regulation does not conflict with any existing laws in the given field.

I will illustrate the above with examples.

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In order No 420 of 28 July 1948 the Minister of the Merchant Fleet, Novikov, acting on the basis of a decision passed by the Soviet of Ministers of the USSR, introduced a new bonus system for the sea and shore workers of the Ministry of the Merchant Fleet. The order itself took very little space but to it were attached, in the form of appendix, a series of regulations on the order of the rewarding of different categories of workers--namely:

- (a) Steamship company workers
- (b) Port workers
- (c) Basin Directorate of Sea Routes workers
- (d) Factory, wharf and repair shop workers
- (e) Crews of the transport, technical and service-auxiliary fleet

In these regulations general instructions about the system for distributing bonuses to the various categories of workers were set forth. (I never knew the full contents of order No 420, otherwise I would present it as a separate report.)

INSTRUCTIONS

An instruction is a document giving an explanation, detailed in its variants, concerning the methods of application of a given order, instruction or regulation. Each instruction must correspond exactly with the given order or regulation. Instructions may be issued by officials who are responsible for the execution of the given order or regulation. Usually instructions are confirmed by the directors of organizations or enterprises or by the Ministry. Instructions may be issued as appendices to orders or independently. The names of the instructions may vary depending on their character. For example:  
"Instructions on the method of application of the order of the Minister of the Merchant Fleet, of 28 July 1948 No 420;"  
"Instructions on the method of introduction of the percentage raise for having worked out the term for workers of the Merchant Fleet;"  
"Instructions on the method of investigation of wrecks at sea."

EXPLANATIONS

Explanations are documents which give explanations concerning one or more questions which arise during the course of work. An explanation may be issued by any official to his own subordinates. Besides, explanations may be issued by officials in charge of special questions. In particular, the chief of the wage and labor section may issue an explanation, for example, concerning questions of labor organization or labor legislation to any official in one or several organizations of the Merchant Fleet, regardless of degree of subordination.

Here it is necessary to point out that explanations cannot be issued by lower organizations to higher ones.

As a rule, the issuance of an explanation precedes an inquiry on a given question by an official with a request for an explanation.

There is no special form for explanations. The most widely used form is as follows:

To the Chief . . . . .(The name of the organization, service or section)  
com. . . . .(name of the official)

In regard to the question broached by you in your letter dated \_\_\_\_\_ 19\_\_\_\_, no. \_\_\_\_\_, I make the following explanation: . . . . .  
. . . . .  
. . . . .

Chief . . . . . (signature)  
. . . . . (name of organization, service or section)



REPORTS

Reports are documents which always go from one official to a higher official. It is necessary to note that in accordance with "the regulation concerning discipline of workers of the sea transportation of the USSR (also river)," a report may be issued by an official only to his immediate chief. It is forbidden for an official to send a report over the head of his immediate chief.

Reports are issued in the following cases:

- (a) When the official informs his chief of the completion of an assignment or mission which his chief has given him.
- (b) When an official turns to his chief for a decision on some sort of question.
- (c) When an official approaches his chief in writing concerning a personal question.
- (d) When an official reports to his chief concerning unusual events, happenings, on a job, for which the given official is responsible.

The most widely used form of report is as follows:

To the Chief.....(name of organization service, or section)  
comrade (name of official)

Position, name, and first name of official  
issuing report

Report

With this I inform you .....  
(contents of report)

(signature)

MEMORANDA

Memoranda are documents which actually are the same as reports. However, memoranda are different from reports in that they are used in those cases where an official brings to the consideration of his chief some kind of proposal dealing with the activity of the organization or of a part of it, gives a detailed analysis of some problem or makes some kind of technical proposal. In comparison with reports, memoranda are always issued in greater numbers. Memoranda are sent from lower organizations to higher ones. The usual form for memoranda is as follows:

To the Chief....(name of organization, service or section)  
com (name of official to whom memorandum  
is directed)

name and position of person issuing memorandum

Memorandum

I herewith inform you of the following:  
(body of memo)

(signature of sender)

OFFICIAL NOTES

Official notes are documents which concern any kind of particular question, information or inquiry. Official notes are used as a means of correspondence between directors of not mutually subordinated sections within organizations or enterprises. In

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particular, official notes are used between the head bookkeeper and the head of the planning section, and between the mechanical-ship service and the chief of the wage and labor section. In the majority of cases official notes are written by hand on forms, as opposed to other official correspondence which is typed.

### ACCOUNTS

Accounts are documents which represent an explanation of the activities of an organization, service, or section by the various branches of work. Accounts are usually of a periodical nature (twice a month, monthly, quarterly, twice a year, yearly) and are issued by officials on assigned portions of work. There are many forms of accounts in the merchant and river fleets. For every form of managerial activity there are special accounting forms. In the merchant and river fleet there are approved tables (albums) of statistical accounting, operative and other types of accounting. The table of statistical account forms is approved for the merchant and river fleet by the Central Statistical Directorate in the Soviet of Ministers of the USSR and is kept by the chief of the planning section of the organization or by the chief of the account sectors of the planning sections (in large organizations). The other accounting forms are approved by the minister and are kept by the directors of the various services and sections according to field of activity. Accounts are signed by the executives and in a majority of cases, by the directors of organizations. Accounts are usually accompanied by explanatory notes.

### DISPATCHES

Dispatches are one of the forms of operative accounting. The differences between dispatches and accounts are that dispatches apply only to a short period, not more than a month, represent only a short operational account of the activities of a small part of the organization and are not accompanied by explanatory notes. As a rule dispatches are counted merely as accounts.

### SUMMARY

The summary is one of the various forms of operational accounting. The difference between summaries and accounts is that summaries are issued for a very short period of time, even shorter than the dispatch. Summaries are issued for the shift, 24-hour period, or for the 10-day period. For example, shift summaries on the work of the stevedore brigades in the ports, 24-hour summaries by the dispatchers on the movement of the fleet.

### PAPERS

A paper is a general document reflecting either the entire economic-financial activity of an organization or the activity of some special part of it, or a certain phase of the activity. For example: a paper on personnel work, a paper on the grounding of advanced working methods on ships, a paper on the work of the communications service, etc. Papers are usually written by the directors of organizations or by the directors of certain parts of the organizations. These papers are written to acquaint participants of councils, conferences and meetings with the economic-financial activity of the organization.

### REFERENCES

References are documents of the two following types:

- (a) References presented by the directors of organizations or by the directors of parts of organizations to any of the various controlling groups (Party and trade union organizations,

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the Office of the Prosecutor - MVD, financial organs, or organs of the Ministry of Government Control). These references give a description of the activities of the entire firm or organization, of a special part of the organization or of a special type of activity. A reference usually represents a form of account accompanied by explanatory notes. References are presented to the controlling organs either periodically or upon request by these organs.

- (b) References of an informal character, usually having nothing in common with the above-mention references. These references are issued by a specific official or private person, in the form of a document attesting to some action of the person in question, either past or present. For example:

#### Reference

This attests to the fact that Yeryemina, Nina Fedorovna works as puncher [sic] in the Communications Service of the Astrakhan Govt Roadstead Petroleum Carrying Co "Reydtanker."

This reference is issued for presentation to the First Section of Police of the city of Astrakhan.

Chief of Personnel  
of the Reydtanker Co  
Captain of the Merchant Fleet 3rd rank (Kopalov)

#### Reference

This is to certify that Seredenko, Margarita Vasilevna works as a senior engineer in the Wage and Labor Section of the Astrakhan Govt Petroleum-Carrying Co "Reydtanker" and that she has as a dependent a one-year-old child.

This reference is issued to Kindergarten No 1 of the Lower Volga Health Department on the subject of admitting to Kindergarten No 1 the child belonging to Seredenko.

Chief of the Administrative-  
Economic Section of the  
Reydtanker Co  
Senior Lt AS of the Merchant Fleet (Filippchenko)

### CONTROL FIGURES

A control figure is a document representing a plan for the production-financial activity of a given organization or enterprise for the coming year. Control figures are an entire general document prepared jointly by the chiefs of the planning section and wage and labor section and by the head bookkeeper. Beside these three basic compilers of the control figures, the directors of other services and sections of the organization also contribute to the working out of the control figures. This document is divided into many divisions which clarify all the activities of the organization, productive and financial.

### LETTERS

In official correspondence, letters are the most varying type of document concerning the most varied questions of the production-financial activity of the organization. Letters are usually divided into the following categories:

- (a) Letters - correspondence between services and sections inside a department;
- (b) Letters - correspondence between departments of one or of different ministries;
- (c) Letters - correspondence with the ministry or with the head and central directorates.

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INFORMATION

Information documents are those in which a given official informs interested persons or organizations about any kind of changes, innovations or other questions arising during the course of productive activity. Information may be issued by an official concerning his own area of jurisdiction to any other officials, regardless of subordination. However, lower organizations may not issue information to higher organizations. The following document may be regarded as an example:

To the Chief of Ship Repair Shop No 55  
Of the Reydtanker Co  
Engineer-Captain of the Merchant Fleet 3rd rank

com Zavarin, MA

I hereby inform you that Glavnefteflot of the Ministry of the Merchant Fleet has made some changes in the labor plan for the Reydtanker Co for the year 1950. Correspondingly, the labor plan for the ship-repair shop under your direction will be as follows:

Position of the Plan by Type of Job	Average Annual Contingent	Average Annual Wage Fund
1. Workers	160	900,000 rubles
2. Engineer-Technical Workers	12	90,000 rubles
3. Clerks	15	72,000 rubles
4. Junior Service Personnel	6	15,000 rubles

At the same time I also inform you that the salary of the workers, engineer-technical workers, and of the office and junior staff of the ship-repair yards should be paid strictly within the limits of the above revised labor plan allowing absolutely no over-expenditure.

Chief of the Planning Section  
of the Reydtanker Co  
Major-Director AS of the Merchant Fleet (Sereda)

INQUIRIES

Inquiries are documents in which officials make inquiry of other officials concerning any kind of explanation touching on production or financial activity. Inquiries can be made without regard to subordination of officials or organizations.

REPLIES

Replies are those documents in which an official gives a reply to the inquiries made by another official.

DECLARATIONS

Declarations are documents the contents of which are usually private in nature. A private declaration is different from a report in that it may be sent by an individual not only to his immediate chief, but also over the chief's head to a higher official. It is not necessary that declarations come only from officials. They may be sent by any individual. It is necessary to note that if an official sends a declaration, not through channels but over his chief's head, one of the following actions may result:

- (a) The higher chief informs the immediate superior of the person sending the declaration that the given person has sent him a declaration on thus and such a question. It is necessary

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to verify his declaration but the person writing the declaration should be punished for the violation of channels. It is forbidden for an official to send a declaration over the head of his immediate superior.

- (b) The higher chief sends a copy of the declaration to the immediate superior of the person sending the declaration with the following attached note:

I am sending you the declaration of com (name of sender).

Take up the matter with him at once. Please inform me

of your decision (or action taken) in this matter.

As can be seen by the examples, direct communication with a higher chief in the USSR is foolish as the communication always returns to the immediate superior anyway.

If the declaration is sent by a private individual the result is the same. In the USSR there is a saying, "Don't mess with the strong, don't tattle to the rich" or "If your own boss doesn't want to help you then nobody, no matter how high up, will help you." In the Soviet Union there is no point in complaining about your chief's actions. The higher official always returns the declaration with the inscription "Settle this matter yourself and take appropriate action."

25X1C A good illustration of the above is the following type of incident

The boss calls a subordinate into his office and asks, "Did you write this statement about my incorrect actions in regard to you?" The subordinate asks, "What's this?"

The boss says, "I'm asking you, did you write it?"

Subordinate (stammering in terror): "Well, I--well, no--you see--we--you know..."

Boss (threateningly): "Look, here is your statement and I won't fool with you. I'll teach you to forget how to write statements."

And sure enough, after a short time there comes a notice of the firing of the unfortunate individual for the "disruption of work" and other sins.

25X1X And I should also note that [redacted] 25X1X  
it is categorically forbidden to write any kind of collective declaration from a group of two or more people.

### COMPLAINTS

Complaints are a kind of document like a statement. They go the same way and suffer the same fate as the other statements. They differ from statements in that they can be sent only by private individuals and not by officials.

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