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CENTRAL INTELLIGENCE AGENCY  
OFFICE OF NATIONAL ESTIMATES

20 March 1952

MEMORANDUM FOR THE BOARD

SUBJECT: NIE-60 PART II: THE SOVIET CIVIL DEFENSE PROGRAM

1. This estimate was requested by the State Policy Planning Staff and is part of the series of three estimates on overall Soviet air defense capabilities.
2. It represents the first comprehensive review and analysis of Soviet civil defense which has ever been undertaken by the US government. It relies almost entirely on primary materials and has utilized all intelligence sources. Its weaknesses reflect the many gaps in our intelligence about this phase of the Soviet defense program.
3. The interested agencies have already commented informally on a preliminary draft and most of their comments have been taken into account. We do not anticipate any major objections on the part of the IAC agencies.
4. O/SI is preparing a chart of the MPVO system for inclusion in Appendix A.
5. We have adopted a format comprising a brief Estimate and detailed appendices because the subject did not appear to lend itself to the normal Conclusions and Discussion treatment.

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R. W. KOMER

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NIE-60 PART II: CIVIL DEFENSE IN THE USSR  
(Revised draft for Board consideration)

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## CENTRAL INTELLIGENCE AGENCY

## OFFICE OF NATIONAL ESTIMATES

20 March 1952

SUBJECT: NIE-60 (Part II): CIVIL DEFENSE IN THE USSR  
(Revised draft for Board Consideration)

## THE PROBLEM

To assess the Soviet civil defense program and to estimate  
its capabilities.

## ESTIMATE

1. Summary. The USSR has a large, complex, and well-organized civil defense system, based on the extensive civil defense structure which it maintained during World War II. Civil defense organizations and auxiliaries designed to meet wartime emergencies probably exist in most cities and rayons,<sup>2/</sup> with the most intensive activities probably

<sup>1/</sup> The term "civil defense" as used in this study includes only those passive air defense activities designed to: (a) minimize the immediate effects upon a civilian population that would be caused through a sudden attack; (b) deal with the immediate emergency conditions created by any such attack; and (c) effect emergency repairs to, or the emergency restoration of, vital utilities and facilities.

<sup>2/</sup> A rayon is an administrative subdivision of an oblast, which is a subdivision of a Union Republic.

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occurring in large cities and at more important industrial installations. The civil defense system is gradually being brought to an increased state of readiness and appears capable of rapid expansion in event of emergency. However, there is no evidence of any preparations for early hostilities, and the program is undoubtedly in a pre-operational stage.

2. Background. Civil defense training in the USSR probably goes back as far as 1927, when the first mass pre-military society (OSOAVIAKHIM) was organized, with mass civil defense training as one of its functions. During World War II the Soviet civil defense organizations played a large and diverse role. Reportedly some 98,000,000 people were instructed in at least some phases of passive defense, and a large part of the population experienced actual air raids. Besides local civil defense activities in areas under air attack, civil defense units organized the construction of their own ground defense structures as well as defense lines for the Red Army, and participated in the reconstruction of municipal economies. The wartime civil defense organization and program has never been discontinued, and the present civil defense system appears essentially the same as that during World War II.

3. However, after the war the Soviet population was evidently apathetic toward civil defense activities, and these activities declined. The Soviet government has attempted to overcome this apathy by means of propaganda rather than by the compulsion resorted to during the war. Although all persons of sixteen to sixty years of age are subject under existing decree to participation in the civil defense program, the government

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to date has chosen to keep the program on a "voluntary" basis ("voluntary" in the Soviet sense doubtless including indirect pressures). The Soviet civil defense effort has apparently been increasing during the last several years. Since 1948 internal propaganda, disseminated through Communist party organs, trade unions, the Young Communist League, and pre-military societies, as well as by the press and radio, has been increasingly stressing the need for civil defense training of the entire population.

4. The Present Civil Defense System. The existing Soviet civil defense program consists primarily of planning and training, designed to make possible the rapid and effective mobilization of all available resources in target areas to deal with wartime emergencies. While the civil defense program has top-level centralized supervision, support, and financial assistance, it appears to be based upon a workable balance between this centralized control and maximum utilization of local civilian resources and manpower. The entire program is based upon integration into the civil defense system of a broad range of existing agencies, groups and enterprises, whose primary functions are other than civil defense but which would assume the chief civil defense operational roles in event of war.

5. The core of the Soviet civil defense program, and the mechanism through which its various elements are centrally coordinated and supervised, is the Local Anti-Air Defense (MPVO) system. (See Appendix A). The MPVO, which is the permanent Soviet civil defense organization, is under the Ministry of Internal Affairs (MVD). A section of the MVD Ministry in Moscow, the Main Administration of Local Anti-Air Defense (GUMFVO), is

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responsible for central supervision of MPVO activities throughout the USSR. Under it is an MPVO service, composed of MVD personnel professionally qualified in civil defense duties, which is organized in staffs or units at all administrative levels descending from all-union, to union-republic, oblast, city or rayon, down to individual plants (see chart on page ).

6. The MPVO service functions as a command and staff organization which undertakes civil defense planning and supervises and coordinates the training and activities of the various existing agencies and groups. The latter provide, on a part-time basis, the vast bulk of the local MPVO personnel. The basic civil defense unit is the city or rayon MPVO, which may plan for and supervise such services as camouflage, firefighting, medical, veterinary, and sanitation, damage restoration, anti-chemical defense, communications and reporting, security and public order, transportation, shelter and evacuation. These services are generally performed by such existing agencies as the local police and firefighting forces, local health and sanitation facilities, Red Cross and Red Crescent Societies, and others. The larger city or rayon MPVO units have under them sector units with similar organization, while the smallest MPVO unit is the "self-defense group", which is formed within apartments, small enterprises, schools, etc. on the basis of one per 100 persons. There were reportedly in 1948 some 1,060,000 local civil defense units of all types. These units represent cadres which can be expanded or around which new sub-units can be formed in event of national emergency, in accordance with existing pre-determined plans.

7. Special emphasis is apparently placed on providing local MPVO organizations at important factories and other targets such as railroads.

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These units are built around services similar to those of the city MPVO's. Various industrial or economic ministries are apparently responsible for overseeing civil defense preparations in plants under their jurisdiction.

8. Although the MPVO organization is under the MVD, the military Anti-Air Defense system (FVO) apparently also has some overall coordinating role involving civil as well as military defense, especially in wartime situations. The FVO headquarters, a separate top level component of the War Ministry, is ultimately responsible for the entire Soviet air defense system, and as such probably monitors passive air defense measures to insure coordination of overall defense plans. In wartime, when a local area or city is under attack, the MPVO organization apparently comes under the operational control of the FVO commander in that area, if such an officer has been designated. Furthermore, in an active military area the whole area FVO organization itself may be subordinated to the area military command.

9. Civil Defense Training. (See Appendix B). The Soviet civil defense program encompasses both specialized training of MPVO personnel and mass training of large population groups through various mass organizations. With the aid of such other agencies as the Ministry of Health and the armed forces, the MPVO organization sets up norms for the training of the civilian population. Actual training programs are conducted by the MPVO service itself and by the existing local agencies whose civil defense activities the MPVO supervises.

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10. In addition, mass training of the population in basic civil defense measures is undertaken as part of their broader functions by the Voluntary Society for Assistance to the Army, Aviation, and Navy (DOSAAF), which is the chief Soviet pre-military society, and by the Red Cross and Red Crescent Societies, sports societies, and other similar groups. The civil defense program is widely advertised through the Soviet propaganda machinery and given unity and purpose through the agitation and discipline of the Communist Party and its youth organizations.

11. The scope of mass civil defense training is indicated by evidence that an estimated 16,000,000 people participate in the activities of DOSAAF, about 15,000,000 in the Red Cross and Red Crescent Societies, and perhaps 20,000,000 in the MPVO system itself. Moreover, personnel who are not officially part of the above groups, but who have had some appropriate military or medical training, must also be considered as part of the civil defense potential. These include many people trained during World War II. While there is undoubtedly considerable overlapping in the above groups since many persons belong to more than one, it is apparent that the Soviet civil defense potential is much greater in terms both of trained personnel and of mass popular education than it was at the beginning of the last war. Moreover, as the present training programs steadily add to the reserve of trained personnel, this potential will gradually increase.

12. The necessity of maintaining MPVO in a state of readiness, stressing the use of up-to-date techniques, has recently been emphasized.

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Civil defense conferences called by GUMFVO have reviewed wartime experiences and their application to civil defense activities. These matters have also been treated extensively in professional publications. Moreover, as a result of wartime experience, the MPVO system has reportedly adopted new equipment and techniques. One is a "mobile command post" vehicle with radio equipment, a switchboard which can be connected with the local telephone system, and amplifiers from which operations can be directed at the scene of the disaster. Another MPVO development is provision for technical emergency vehicles, having simple equipment for rescue and maintenance work and serving as moveable blackout-proof workshops. Moveable lights apparently have also been developed specifically for civil defense purposes.

13. Defense against Special Weapons Attacks (See Appendix C).

Although it is not clear from available evidence what specific preparations, if any, the USSR is making for civil defense against atomic weapons, the general Soviet civil air defense program would also be a partial defense against atomic bombing, and the USSR may be preparing against such attacks under the guise of broader civil defense measures. Since Soviet internal propaganda has consistently minimized the effects of atomic attacks, there is probably less popular anxiety over the consequences of atomic bombing than in major Western countries. This might be intended to reduce the element of panic in case of atomic attacks on the USSR.

14. The USSR has long placed great emphasis on defense against chemical attack on its civil defense program. These measures, particularly

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the medical and decontamination facilities, are also adaptable to anti-atomic defense and such adaptation may be planned. Existing Soviet facilities for combatting human, plant, and animal diseases also give the USSR a substantial capability for civil defense against biological warfare attack. However, there are no indications that specific anti-BW training is underway. Soviet chemical warfare defense facilities would also be adaptable to BW defense.

15. Other Civil Defense Activities and Resources (See Appendix D).

Soviet civil defense capabilities will largely depend upon the availability of such existing resources as those of the police, firefighting, public health, communications, transportation, construction, and other agencies. Soviet civil defense plans provide for the integrated use of all these resources under MPVO supervision in event of emergency. For example, the highly developed MGB police services would have extensive capabilities for maintaining order in event of emergency, while the firefighting system, which is under the MVD, is trained for a major civil defense role. The large medical and sanitary facilities of the Ministry of Health are already tied into the MPVO system.

16. Although no elements of the extensive Soviet stockpiling program have been identified as being set aside specifically for civil defense, numerous items which would be useful in civil defense are known to be kept in reserve. There are also unconfirmed reports of a plan for the emergency decentralization of Soviet administration on a regional basis.

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17. While present shelter facilities in the USSR consist primarily of those remaining from World War II, there is evidence of provision for shelter facilities in new construction in important target areas. Dwelling construction specifications in some areas include provision for shelters, and some installations, such as subways and other tunnels, have apparently been constructed with auxiliary shelter needs in mind. Construction agencies frequently retain "defense specialists" (probably MPVO officers) to monitor construction plans from the point of view of defense needs, including not only possible shelter facilities but also proper siting and dispersal of facilities, and possible alternative emergency uses, for example, the use of schools as emergency barracks or hospitals.

18. To the extent that existing dispersal of population and industry constitutes a defense factor, the USSR has a decided advantage over the US or UK. The concentration of population in urban areas is much less in the USSR than in the US, for example, while the USSR has no areas of concentrated population comparable to the New York area.

19. Soviet Civil Defense Capabilities. In the light of the above evidence as to the nature and extent of the Soviet civil defense program, we believe that the USSR must be given an already substantial civil defense capability, probably greater than that of any other major country except perhaps the UK. Although the USSR may lack certain types of equipment and facilities needed for civil defense, particularly against atomic weapons, its present civil defense system appears well-planned and organized. It includes a full-time civil defense staff organization, and

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comprehensive plans for the utilization of other existing agencies and facilities, as well as an extensive training program. In addition, civil defense needs are apparently being taken into consideration in new construction and urban and regional planning, and perhaps also in any stockpiling and decentralization programs.

20. Nevertheless, although the civil defense system appears capable of rapid expansion in event of emergency, there is no evidence of preparations which would indicate an expectation of early hostilities, and the program is undoubtedly in a pre-operational stage. Western observers in large Soviet cities have seen no evidence of the building of special air raid shelters, air raid drills, posters giving civil defense instructions to the populace or other indications of preparation against air attacks. The "voluntary" nature of the civil defense program also indicates that it is still in a pre-operational stage, and has not been given so high a priority as to call for compulsory measures.

21. However, the Soviet civil defense potential appears to be gradually increasing, under the impetus of the extensive planning and training programs. We believe that the USSR is placing increased emphasis on civil defense activities, along with its other efforts to improve the defenses of the USSR against enemy attacks. The expanding civil defense program, together with the USSR's increasingly effective air defenses, contributes to a growing Soviet capability for defense against hostile air attack.

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## Appendix "A"

## CIVIL DEFENSE ORGANIZATION AND FUNCTIONS

1. The peacetime Soviet civil defense program consists primarily of planning and training to make possible the rapid and effective mobilization of all available resources of a target area to deal with wartime emergencies. For this purpose, the USSR maintains a large and elaborate civil defense system in which the primary operational roles are assigned to existing agencies, groups, and enterprises at local, regional, and national levels, whose primary functions are other than civil defense.

2. The core of this system, and the mechanism through which the civil defense activities of the various agencies and groups are centrally controlled and supervised, is the Local Anti-Air Defense (MPVO) system. The MPVO system is a responsibility of the Ministry of Internal Affairs (MVD). A section of the MVD headquarters in Moscow, the Main Administration of Local Anti-Air Defense (GUMPVO) is responsible for central supervision of MPVO activities throughout the USSR. GUMPVO was probably organized in 1939 or 1940 to take over from the Red Army the coordination and supervision of local civil air defense. Under it is an MPVO service, composed of full-time MPVO personnel specially trained in civil defense duties, which, like the MVD firefighting services, is organized in units at all administrative levels descending from all-union to union-republic, oblast, city or rayon, to factories or other important facilities. Such a full-time civil defense career corps has evidently existed for at least ten years.

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3. The MPVO service functions as a command and staff organization which undertakes civil defense planning, and supervises and coordinates at all levels the activities and training of the various other existing agencies such as local police and firefighting services, local health and sanitation facilities, Red Cross and Red Crescent Societies, etc. which provide, on a part time basis, the vast bulk of local MPVO personnel. Through the MPVO system, voluntary or auxiliary groups of the civilian population can be brought together in a coordinated effort with existing local police and firefighting units, ambulance and rescue units, medical facilities, and the Red Cross and Red Crescent Societies. Moreover, the peacetime MPVO units themselves represent nuclei which can be expanded or around which new units can be formed in event of war, in accordance with existing predetermined plans.

4. MPVO Organization of a City or Rayon. The basic MPVO unit is the city or rayon MPVO. Local governmental and party organs, economic enterprises, public organizations, and individuals within a city or rayon are brought together for the purposes of civil defense under the local chief of MPVO, usually an MVD officer, and his staff. The chief and his staff formulate and carry out the plan of action for his city or rayon, finance and direct acquisition of material and technical operations, provide for training of staff and public, and supervise the operation of civil defense forces and facilities of the city or rayon in event of war disasters. For execution of this course of action, the city or rayon MPVO calls upon its supporting services which may vary according to local

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conditions and the living requirements of a particular city or region. Various MPVO services may be created within a variety of existing organizational structures:

- a. The Shelter Service organizes and supervises the registering of cellars or other areas of possible use as air-raid shelters. It also plans and constructs shelters, including dugouts and trenches, and is responsible for providing protection for the population, especially for the aged, pregnant women, young children, and invalids.
- b. The Camouflage Service provides for blackout precautions, for camouflage with paint or vegetation, and for smoke camouflage. The latter may be used only with the authority of the PVO (Air Force) commander, since it may affect military operations. Camouflage measures are the responsibility of all civilians, with special attention required in each home, enterprise, school, and office.
- c. The Evacuation Service is responsible for developing a plan for evacuation and insuring its orderly execution in case evacuation becomes necessary. It must register all living space which might be used for quartering evacuees.
- d. The Transportation Service is designed to provide the city or rayon with emergency transportation facilities. This includes keeping transportation personnel informed about traffic routes, adapting equipment for special tasks, organizing and training crews of drivers for civil defense operations, and registering and employing all forms of transportation.

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e. The Service for the Preservation of Order and Security is built around the regular local police force (MGB militia) augmented by crews of auxiliary organizations, including the Society for Assistance to the Police, which are trained by the police. It has the following basic missions: fighting panic and the spreading of false rumors during enemy air raids, insuring conformance of local population with public laws and civil defense rules, isolating stricken areas, and directing traffic.

f. The Communication and Reporting Service of the MPVO of a city or rayon is designed to insure communication facilities required by the commands and staffs of MPVO for relaying orders during an attack and during resotation of damage. It is also responsible for warning the city or rayon of impending air attack. In this function it cooperates with the warning system of the PVO system. Facilities and personnel employed include the local telephone network, the chief of which may be designated as the chief of the Communications and Reporting Service, and local radio facilities. To fulfill its purpose the Service must provide for the restoration and repair of communications in case of damage and for the training of civilian groups for employment as emergency communication crews.

g. The Anti-Fire Service. The MPVO firefighting service employs the existing local firefighting unit of the MVD and is headed by the chief of that existing unit. Its duties include training the

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populace to fight large fires and to deal with incendiary bombs, developing a fire-signalling system and familiarizing the population of a city with it, providing for fire-prevention measures and for ensuring the availability of firefighting equipment. The Firefighting Service organizes, trains, and equips auxiliary groups (Volunteer Firefighting Brigades) to augment the regular units of the MVD and trains "self-defense groups" in apartments, houses, schools, and other establishments.

h. Anti-Chemical Defense Service is primarily designed for decontamination. It trains and directs decontamination crews and trains the local populace in chemical warfare defense. It is also responsible for providing and maintaining decontamination materials and equipment.

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i. The Disaster Restoration Service has as its primary function to render engineering and technical assistance to insure the continued functioning of the city's or rayon's services and enterprises during and after air raids. It trains restoration brigades from the civilian populace, in all specialties, including the immediate removal of debris so that MPVO crews may have access to stricken areas.

j. The Medical-Sanitation Service (MSS MPVO) is staffed primarily by local agencies of the Ministry of Health. It is headed by the director of the city or rayon health department. In fact, the Ministry of Health in Moscow maintains a section devoted to MPVO affairs. The Red Cross and Red Crescent Societies are also assigned roles in the Medical Sanitation Service. The basic purpose of this Service is to render prompt first aid to the victims of an enemy attack. To this end the MSS has emergency authority to administer all civil medical institutions within the area and to adapt them to the needs of MPVO, and to organize stationary and mobile facilities. Provision is made for utilization of first aid points, decontamination points, school buildings, club houses, theaters, and air-raid shelters. The MSS may, if necessary, requisition other resources, such as transportation facilities and, with permission of the commanding officer, utilize the medical facilities of local military garrisons.

k. The Veterinary Service is organized to render veterinary help for stricken animals, to evacuate them to safe zones, and to

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insure procurement of food. On account of their medical training, veterinarians may also administer first aid to humans.

1. Other Services than those mentioned may be organized in large cities, for example, for the restoration of roads and bridges, water supply and sewage disposal, electric and gas utilities, trade, food supply, etc.

5. Smaller Units of MPVO. Subordinate to the city or rayon MPVO are sectors (uchastki), and the MPVO's of special industrial targets. Sector units are divisions of the city or rayon MPVO which can operate semi-independently to meet emergencies within their own area. Below the sector is the smallest MPVO unit, the "self-defense group," which is formed within each dwelling unit, enterprise, or institution which comprises 100 or more people. Where dwellings or enterprises comprise less than 100 people, they are grouped together to form the "self-defense group." These groups have their own MPVO chiefs who are subordinate to the MPVO sector chief. The organization of these smaller units is arranged so that duties assigned to their members do not conflict with duties which these members may have with respect to one of the services of the city or rayon MPVO.

6. Factories and other establishments of great economic or defense importance which are likely targets have special MPVO organizations. The MPVO chief at these targets is the director of the enterprise or establishment and, several economic ministries apparently have their own MPVO staffs to supervise MPVO preparations in the various installations and factories

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under their control. Operationally, however, the factory MPVO chief is subordinate to the chief of the city or rayon MPVO. The primary mission of a target MPVO is to insure the uninterrupted and proper continuation of the activity under attack. This includes the protection of the labor force, machines, finished products, and raw materials. Crews of the MPVO services mentioned above are organized within the target MPVO unit, including staff, decontamination, disaster restoration, fire protection, medical, veterinary aid (when animals are present), and order and security. Several reports indicate that factory workers have been receiving training in air raid defense.

7. The Soviet rail network, for example, has its own well-organized air raid defense program which ties into the MPVO system. Provision is made for camouflage and dispersal at stations and other important installations, protection of rolling stock from air attack, and dealing with air raid damage. There is evidence that a railway air defense plan is ready to go into effect upon receipt of coded notification of war. The numerous well-trained and organized railway repair brigades already used in the USSR would be of major civil defense value.

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APPENDIX "B"

CIVIL DEFENSE TRAINING

1. An important feature of the Soviet civil defense program is the extensive specialized and mass training which is apparently being carried on at an increasing pace. The Soviet Union appears to recognize that the effectiveness of civil defense operations in large measure depends upon the amount of training carried on beforehand. The civil defense training program is large and complex, including both intensive specialized training of the MPVO staffs and units, and mass training through various other agencies. Inasmuch as civil defense is part of the total air defense system which is the responsibility of the military Anti-Air Defense system (PVO), PVO officials monitor civil defense training to see that it corresponds to overall defense plans. Certain categories of MPVO training supervisors are designated by area PVO commanders.

2. Besides the training of members of civil defense units and services within the MPVO system, mass training in the fundamentals of civil defense is carried on by such agencies as the Voluntary Society for Assistance to the Army, Aviation and Navy (DOSAAF) and the Voluntary Societies of the Red Cross and the Red Crescent as part of their broader functions. A system of norms has been developed for the standardization of mass training. In addition, education is provided through propaganda channels, press, radio, and publications.

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3. The rapidity with which civil defense groups can be organized under pressure and with systematic propaganda is illustrated by the experience in Moscow early in World War II. On 1 June 1941 there were 1680 self-defense groups with 40,000 participants while on 22 July there were 5,463 groups with 120,000 participants. During the course of the war, all people in some measure took part in MPVO activities. Total participation was achieved through compulsion, as provided by the decree of 2 July 1941 by the Council of Ministers of the USSR. The decree required the participation of all men between the ages of 16 and 60 and women between the ages of 18 to 50 inclusive, except invalids, mothers of young children, and pregnant women. Training of laborers and office workers was to take place at their respective places of work, training of students at their schools, and training of other civilians at their places of residence.

4. Although the decree under which wartime civil defense mobilization was accomplished is still in effect, it apparently has not been used during the postwar period, even through civil defense activities declined considerably after the war. Presumably the Soviet government is attempting to overcome postwar apathy by propaganda and indirect pressure rather than by the methods of compulsion used during the war.

5. MPVO Staff and Unit Training. The Soviet civil defense training program puts special stress on the training of MPVO command staffs, on the premise that the successful training of MPVO personnel and the organizations and agencies they supervise depends to a large extent upon

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the preparation of the staff echelon. Consequently, the training of MPVO officer personnel occupies an important place in the preparation of cadres for the entire local defense system. According to Za Oboronu (For Defense),<sup>1/</sup> special attention is given to the chiefs of city and rayon MPVO units by means of courses supervised from the republic level of MPVO organization. In this training the experience of specialists who have worked under combat conditions is utilized. Upon completion of training, the chief MPVO officers should be able not only to lead their MPVO organizations but also to organize them and to direct the training of the units under their control.

6. In addition to their regular study programs the MPVO officers are required to improve their general education and to become familiar with the economic, geographic, and climatic peculiarities of their region, including the plans for its development under the five-year plans. This broad knowledge prepares them to integrate civil defense preparations with the development of municipal economies, transportation, and industrial planning.

7. City- or rayon-wide MPVO instruction is conducted under a chief supervisor, who is the officer responsible for all MPVO education in his area. Under him are senior intermediary personnel and intermediary

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<sup>1/</sup> Za Oboronu is a bi-weekly publication, apparently discontinued, of the Central Council of the Union of OSOAVIAKhIM of the USSR and the Main Administration of Anti-Air Defense (GUMPVO) of the MVD, which was largely devoted to civil defense.

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personnel. The senior intermediaries instruct the intermediaries who are then detailed to staffs, crews, services, and institutions, to carry on training at a lower echelon.

8. Frequent staff and field exercises are an integral part of MPVO training. These exercises, which simulate actual conditions first with maps and then on actual terrain, help to perfect the MPVO officer's skill in handling the personnel and facilities of the local civil defense organization. Critiques of these exercises are employed to note the accomplishments and shortcomings of the training and to indicate remedial measures.

9. There were reportedly in 1948 some 1,060,000 local civil defense sections under the supervision of the Main Administration of Local Anti-Air Defense (GUMPVO). Since Soviet literature has set the peacetime size of a training group at 15, 18, or 20 persons, the size of the civil defense organization in training at that time, if it were at full strength (which it probably was not), would have ranged from 15,000,000 to 20,000,000 people. However, 5,000,000 people reportedly received civil defense training in 1948. Consequently, at least as many as 20,000,000 people may now have received or be receiving civil defense training under MPVO auspices. Many of these people probably also receive training from other groups discussed below.

10. Civil Defense Training Norms. Civil defense training to prepare persons for participation in MPVO activities is built around a set of

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training norms called Anti-Air-and-Chemical Defense (PVKhO). PVKhO requirements can be met through organized study groups, such as those of DOSAAF, or through self-study. Examinations can be conducted by DOSAAF personnel or by personnel of other agencies coordinated through MPVO, depending upon the type of activity and by whom the candidates have been trained. Persons meeting the PVKhO requirements receive certificates and are eligible for inclusion in MPVO crews or for further specialized training for more skilled MPVO work.

11. PVKhO examinations require general knowledge of civil defense problems, including types of attacks likely to occur, identification of gases, recognition of civil defense alarms, signals, and symbols, and the general roles of MPVO services. In anti-chemical defense the candidate must understand the mechanism and use of gas masks, the structure of gas-proof shelters, how to react in contaminated areas, and the elements of decontamination. In medical-sanitary defense he must be able to recognize symptoms and provide first aid, including artificial respiration, hemorrhage control, and transfer of injured. He must also show knowledge of fire-control measures, incendiary bombs, and use of fire extinguishers.

12. There is also a GSO (Ready for Medical-Sanitary Defense) training norm which serves as the basis for the training of lay medical personnel functioning as part of or along with the SOKKIKP or the MPVO medical services. A junior version of this norm, the Bud-GSO, is employed for Konsomols, Pioneers, and other youth organizations. During World War II reportedly 23,000,000 people fulfilled GSO norms.

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13. DOSA AF Training. The Society for Assistance to the Army, Aviation, and Navy (DOSAAF) is a mass organization whose principal purposes are to acquaint the population with the various fields of modern warfare, to provide civilians with pre-military instructions, and to strengthen the defenses of the country by extensive organization of public opinion behind the defense program. It is estimated that about 16,000,000 people participate in the activities of DOSAAF. Although DOSAAF is concerned primarily with pre-military training and other activities which supplement the armed forces, it is also concerned with training for and propagandizing civil defense preparations to prepare the population for action during air raids.<sup>2/</sup>

14. Historically DOSAAF has grown out of the former Union of Societies for Assistance to the Defense and to Aviation and Chemical Construction of the USSR (OSOAVIAKhIM) which, according to Soviet statistics, provided during the last war for the instruction of 98,000,000 persons in passive anti-air defense. Mass civil defense training in the USSR probably goes back as far as 1927, when OSOAVIAKhIM was first organized. OSOAVIAKhIM was reorganized after the war into three new societies: The Voluntary Societies for Assistance to the Army, Navy, and to Aviation (DOSARM, DOSFLOT, and DOSAV, respectively). In 1951 these

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<sup>2/</sup> Patriot Reding, a bi-weekly newspaper published by DOSAAF, which may have replaced Za Oborunu, contains details of DOSAAF civil defense training.

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three organizations were combined into DOSAAF. Since the last reorganization, large increases in membership have been announced. DOSAAF receives important support from the Communist Party, especially the Communist Union of Youth (Komsomol), the sports societies, and the trade unions, whose members are often obliged to participate in DOSAAF activities.

15. Primary DOSAAF organizations are formed in factories, institutions, collective and state farms, machine tractor stations and schools. The primary groups affiliate themselves with the city or rayon, oblast, and republic societies. Membership is open to citizens between the ages of about 15 and 60. Material provision, including equipment, for training in city or rayon groups is the responsibility of the city or rayon soviet (council). Groups in enterprises and institutions are supported by the ministry or administration of which they are a part.

16. DOSAAF Radio Clubs. A civil defense role is also apparently assigned to the numerous radio clubs which are subsidiary to DOSAAF. Most of their activities have been conducted in conjunction with that part of the organization which was formerly DOSARM. The activities of the radio clubs have increased greatly since the war and are currently expanding. This expansion probably reflects at least in part, Soviet recognition of the contribution which a large body of persons familiar with radio techniques can make to national defense, including civil defense. In an area under attack, especially in the case of the failure of the telephone

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system, portable radio communication would be almost indispensable. Widely scattered amateur radio operators could also form an important link in the aircraft warning system and, in time of emergency, might be employed to relieve the overloaded normal communication networks.

17. Red Cross and Red Crescent Societies (SOKKIKP). A major civil defense role is also played by the Volunteer Societies of the Red Cross and the Red Crescent, whose medical, sanitary and first aid activities affect large masses of the population. Their functions include not only a well-developed system of training but also forming and managing groups which perform particular tasks connected with public health and with sanitary and first aid aspects of military and civil defense operation.

18. The Societies of the Red Cross and the Red Crescent had an estimated membership of over 15,000,000 in 1948 (comparable to their highest enrollment in World War II). As in the case of DOSAAF, primary units (250,000 in 1946) are found throughout the country in such locations as factories, collective farms and schools. The primary units are controlled by committees on the rayon level which in turn are under the jurisdiction of city or oblast committees. Central control of the SOKKIKP is assured by its further organization up through Union-Republic and All-Union Committees.

19. The wide dispersion of the primary units of the SOKKIKP enhances their effectiveness in many functions concerned with public health and civil defense. The Societies' primary units assist the civil and military

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health authorities in such programs as inoculation against diseases, better sanitation and hygiene, and the collection of blood donations. Also, the primary units comprise first aid stations and teams trained in decontamination procedures and in the care and evacuation of the injured in time of disaster. As partially trained groups, the primary units form a convenient and important part of the Medical-Sanitary Service of the MPVO system.

20. To maintain its own operating units and to increase interest in and knowledge of medical and sanitary measures among the population, the SOKKIKP conducts a large and effective mass education program. Persons satisfying GSO (Ready for Sanitary Defense) standards become qualified to serve in various types of units under the SOKKIKP and in the civil defense system of the MPVO. The MPVO must then further train such persons and the units to which they belong to function efficiently within the civil defense system. While medical and sanitation training is also conducted by the Ministries of Health and, on a popular level, by DOSAAF, the Societies of the Red Cross and the Red Crescent are the most important source of mass medical and sanitary assistance in time of emergency.

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## APPENDIX C

PREPARATION AGAINST SPECIAL WEAPONS ATTACKS

1. Defense against Atomic Attack. At the present time, there is no evidence of any specific preparations within the USSR for civil defense against atomic weapons. There is no visible attempt to improve shelter areas and other facilities specifically for atomic defense purposes. On the other hand, there have been unconfirmed reports of construction and renovation of underground installations, and investigation of the capacity of tunnels to withstand explosion. Moreover, there are various indications that preparations are underway which contribute indirectly to Soviet capabilities for meeting such attacks. Most of the emergencies contemplated in Soviet civil defense planning are those resulting from air raids, and the preparations being made would be of use in both atomic and conventional attacks. It is possible that the USSR is preparing for atomic civil defense under the guise of broader civil defense measures. For example, preparations for civil defense against chemical warfare are somewhat adaptable to atomic attack, particularly the medical and decontamination facilities. All Soviet internal propaganda constantly reiterates statements minimizing the effects of atomic attack and there is probably less popular anxiety over the consequences of atomic bombing than in major Western countries. To a certain extent, this approach may be intended to minimize the possibility of panic caused by fear of the effects of such an assault.

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2. Defense against Chemical Attack. It is known that from 1924 through the immediate post-World War II period, OSOAVIAKHIM widely disseminated information regarding defense against chemical attack. The training program for defense against chemical and air attack thoroughly covered the various elements of civil defense against chemical warfare. Despite the subsequent reorganizations of OSOAVIAKHIM and its successors, the same program has probably been retained. At least 15½ million Soviet citizens, including medical and other specialized personnel, principally in urban areas, have been trained at some time since World War II in chemical warfare defense. This group, with a minimum of re-training, would provide an effective nucleus for the extension of civilian chemical warfare defense training in the USSR.

3. Soviet military chemical defense equipment is believed to be adequate; it is conventional in quality and design. It is not known, however, to what extent Soviet civil organizations have been supplied with this equipment, either for training for use in case of attack.

4. Defense against Biological Attack. The well-developed Soviet research and development activities and experience in control of natural diseases of man, livestock, or crops create an existing capability for defense against biological warfare (BW) attack of many kinds, since diseases resulting from BW are likely to differ only in degree, not in type, from those of natural origin. This capability is increased by the availability of professional and non-professional personnel and by the

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apparent linking of a reported Anti-Epidemic Service in the Ministry of Health with local civil defense plans. Although there is no convincing evidence that Soviet efforts to improve their control over human, plant, and animal diseases have been affected either in intensity or direction by fear of BW, it seems likely that their fight against diseases of whatever origin must have been stimulated and accelerated by their notorious fear of sabotage.

5. Although the USSR has made propaganda claims that the Western powers are using BW in Korea, there are no specific indications that specific BW training is currently underway. The USSR may regard its regular medical, veterinary, and phytopathological services as sufficient to take care of any BW emergency. Moreover, Soviet civil defense preparations for defense against chemical warfare also are somewhat adaptable to biological attack, especially the medical and decontamination facilities.

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## APPENDIX D

OTHER ACTIVITIES AND RESOURCES BEARING ON CIVIL DEFENSE

1. The ultimate effectiveness of Soviet civil defenses in an emergency will largely depend upon the capabilities or limitations of the resources at their disposal. These resources include the regular public service agencies, such as health, transportation, firefighting, police, communications, construction, and others. The effectiveness of Soviet civil defense operations will also be governed by the country's economic production capacity, which may limit the supply of equipment or emergency reserves. Other limitations are imposed by geography and popular distribution and by the extent to which civil defense needs are taken into account in city, regional, or industrial construction planning. All of the above factors are apparently taken into account in the Soviet civil defense program and plans for the integrated use of all available resources in event of emergency undoubtedly exist.

2. Police and Firefighting Resources. The highly developed police services under the Ministry of State Security (MGB) form a centralized, efficient military organization, whose uniformed police are normally responsible for law enforcement, regulation of order and public safety, and protection of public and private property. In an emergency, these forces would have extensive capabilities for enforcing laws, maintaining order, and warning the population. The firefighting system, like the

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MPVO, is part of the MVD. Although proper equipment is often lacking, organizationally the system is efficient and would have extensive capabilities for meeting wartime emergency needs. The fact that both fire-fighting and MPVO are part of the same administrative network provides for close coordination of the two activities.

3. Medical Resources. The large and complex facilities of the Ministry of Health, which controls all aspects of medicine and sanitation in the USSR, are closely integrated with the MPVO system. Although the quality of its hospitals, drug supplies, and medical personnel are inadequate and sometimes even primitive by US standards, the Ministry of Health has expanded remarkably in recent years, primarily in quantity of personnel and facilities. While these facilities vary from one locality to another, the USSR is by no means impoverished of medical facilities, as can be seen by comparison of numbers of hospital beds in the USSR with those in the US:

Number of Hospital Beds Available

Country & Population	Year	Non-Psychiatric	Psychiatric
USSR (1941 population about 200 million)	1941	661,431 beds	100,000 beds
	1950	887,000 beds (est)	
US (1941 population about 140 million)	1948	732,021 beds	691,499 beds

In addition, in recent years school houses suitable for emergency conversion to hospitals have been built in locations which fit civil defense

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planning. Improvement of ambulance services also has been stressed. Although the USSR is short of well-qualified M.D.'s, it has many sub-professional medical personnel (feldshers) who are trained to perform elementary diagnosis and treatment and minor surgery.

4. Most pharmaceuticals are kept in central supply depots and distribution is controlled centrally. In case of war, priorities in favor of military needs would probably lessen reserves available for civilian defense purposes to such an extent as to make certain drugs unobtainable. Increasing production, however, indicates a more favorable pharmaceutical situation by 1954. With respect to blood plasma and blood substitutes, although no stockpiling is evident, the USSR is known, from its World War II experience, to have a large capacity for obtaining and processing and distributing whole blood.

5. Transportation Resources. In recent years, attempts have been made to improve the inadequate Soviet vehicular facilities, in quality as well as quantity. Driving is stressed as part of civil defense training. Motorcycles and trucks have reportedly been made available to MPVO and DOSAAF, although to what extent the supply meets the needs is not known. The Civil Air Fleet of the USSR, which is normally employed in the commercial carriage of passengers and goods, also could form a part of civil defense transportation. One of its services is of particular value to outlying regions and disaster areas in serving medical needs.

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6. Stockpiling. In post-war years, the USSR has undertaken an extensive stockpiling program, with special attention to the construction of storage and maintenance facilities, including underground space (See NIE-60, Part III). Although no stockpiles have been identified as being specifically set aside for civil defense purposes, the following items of importance to civil defense needs are known to be subject to reserve: materials fuels, tools, air defense and sanitary equipment, chemical equipment, automobiles and trucks, communications equipment, illuminating and signal supplies, sulphur, soda, mineral oils, vaseline, iodine, naphthalene, ether, rope, anti-friction compounds, heat insulation materials, potash, asphalt, cement, acids, gelatin, waxpaper, and tarpaulins. There are indications of static reserves of pharmaceuticals and medical supplies.

7. Protective Construction. Present shelter facilities in the USSR consist primarily of those which remain from World War II. The audible warning systems and designations of shelter areas in large cities have not been removed, but there is no evidence that these facilities are being renovated or prepared for use. There are numerous reports, however, of provision for shelter facilities in new construction. Dwelling construction specifications in some areas, such as Stalingrad, include provision for shelters. Some new shelter areas are also being provided by new structures and installations which can be used as auxiliary air-raid shelters or which have been constructed with that as a secondary purpose.

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Auxiliary shelters include subways, railroad and other tunnels, mines, cement bunkers, aqueducts and sewer pipes, cellars, and bridge abutments. Tunnels dug recently in Moscow for subway expansion and for other vehicular traffic were probably built with civil defense needs in mind. Special bombproof and gasproof shelters reportedly exist for use of key government officials in Moscow.

8. Evidently civil defense needs are taken into account in much of the new construction in the USSR. Construction agencies maintain close liaison with military organizations by regularly retaining defense specialists (probably members of MPVO). The duty of these specialists is to monitor construction plans from the point of view of defense. Monitoring consists of preventing, where possible, the concentration of industrial plants and railway facilities. In the planning of schools, the defense specialist considers their possible use as emergency hospitals or barracks. He also tries to insure the location of hospitals at the edges of towns and to prevent the use of geometrical designs in parks or public areas.

9. Civil defense needs are probably also taken into account in Soviet long range urban and regional planning. The development of agreements between regions for mutual aid and sharing of equipment in event of emergency is apparently contemplated. Unconfirmed reports also indicate the existence of a plan for the emergency decentralization of Soviet administration into regional subsections. In the event of the loss of

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communication with the central government, these subsections could carry on all necessary central direction of the area. The focal points of these subsections are probably the Union Republic councils of ministers and other existing local governments. In an emergency these bodies would assume authority over war industry and supply centers in their areas.

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