



Title: THE PEOPLE'S COMMISSARIAT OF THE AVIATION INDUSTRY USSR



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Any questions of national importance which are connected with the aviation industry of the USSR are at present decided by:

1. Stalin, as chairman of the State Defense Committee (GKO) of the USSR.
2. Malenkov, as secretary of the Central Committee of the Communist Party (Stalin's deputy).
3. Shakhurin, as People's Commissar of the Aviation Industry of the USSR.

The work of the aviation industry is closely connected with the interests and the activity of the air arm of the Red Army and the Navy of the USSR. Commander of the air arm of the Red Army is Marshal Novikov, hero of the USSR. People's Commissar of the Navy is Admiral Kuznetsov. The People's Commissariat of the Aviation Industry (NKAP) of the USSR is one of the all-union People's Commissariats. It manages all industries connected with the interests of military and civil aviation.

The People's Commissariat of the Aviation Industry is headed by the People's Commissar of the Aviation Industry. At present this is Aleksey Ivanovich Shakhurin, an experienced engineer and economist. His first deputy is Dementsyev, Doctor of Technical Sciences.

The war situation which necessitated the relocation of the aviation industry far into the hinterland (mostly the Volga and Ural areas) and the size of the Soviet territory which caused difficulties in the management of the aviation industry, motivated a search for possibilities to strengthen local management. This Gordian knot was untied with the appointment of a large number (14 at present) of deputies of the People's Commissar. In practice the great number of deputies made for a certain unconformity, especially apparent in orders concerning basic questions of the aviation industry. Consequently, the People's Commissar had to waste his time clearing up diversities because he had to act as arbitrator between his deputies.

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Considering, however, the enormous territory of the USSR, the distances between the individual enterprises and between enterprises and the location of the People's Commissar, and finally the necessity largely to rely on local resources (buildings, semi-finished materials, equipment of small factories and shops, unskilled and skilled workers from among the local population, etc.), it becomes apparent that the success of the relocation of the aviation industry as well as of the creation and development of airplane factories at the new bases of production was to a great extent due to the existence of leaders acting for the People's Commissar, sometimes vested with powers of Soviet Government representatives, such as the deputies of the People's Commissar [of the Aviation Industry].

The orders for the manufacture of airplanes which the People's Commissar receives are generally governed by the budget.

The Soviet Government approves the State Five-Year Plan and individual orders for the People's Commissariat of the Aviation Industry. It bases its confirmation on the number of available airplanes, the demands of the air arm of the Red Army and the Navy, on considerations of the economic potentialities of the country, and of an economic management of the aviation industry. The interests of the nationalities of the USSR are considered only insofar as is necessary to raise their morale and secure their work potential.

The procurement of new modern airplanes for the air arm and the modernization of the aircraft models under construction is done according to orders which embody specifications worked out by the Scientific Research Institute (NII) of the Red Army Air Force.

It should be noted that during the present time of war the entire directive power is vested in the State Defense Committee. According to the Committee's directives the aviation industry has to fill any orders for additional production of spare parts, repair of airplanes, and even special series of airplanes and engines.

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To fill the orders the People's Commissar issues a special order, based on the respective government decrees (or circular) and embodying the data furnished by the Department for Economic Planning of the People's Commissariat of the Aviation Industry. This special order regulates distribution of the order among the main administration and plants, and the measure of participation of the operational sections of the People's Commissariat of the Aviation Industry which is necessary for successful completion of the order.

The state plan for aircraft construction is similarly distributed among the main administrations of the People's Commissariat of the Aviation Industry. This is done through orders of the People's Commissar (over his or his first deputy's signature) or through an order within the jurisdiction of the People's Commissariat (if one of the deputies signs in matters of his special field.)

The People's Commissar administers the aviation industry mostly through the specialized main administrations to which the corresponding specialized plants are subordinated.

The chiefs of these main administrations have the right to

1. issue orders within the jurisdiction of the main administration
2. suggest to the People's Commissar and his deputies changes in the management personnel of the plants (managers, chief engineers, chief designers, etc.)
3. manage the enterprises subordinated to them
4. control these enterprises in regard to their production as well as economic practices.

To carry out the tasks assigned to the main administrations the chief of each of these main administrations has a staff of specialists working in the form of operational sections.

The designations of the operational sections of the main administrations coincide almost exactly with the designations of the Commissariat's operational sections through which the necessary methodical guidance of the main administrations is achieved.

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The tasks of the main administrations of the People's Commissariat of the Aviation Industry are as follows:

1. Main administration: handles the plants for series production of light and medium aircraft (fighter, reconnaissance, ground-attack aircraft, etc.)
2. Main administration: handles the plants manufacturing special installations and equipment for aircraft armament (rotating gun rings, bomb racks, bomb release mechanisms, etc.)
3. Main administration: handles plants for series and mass production of airplanes and engines.
4. Main administration: handles plants manufacturing engine accessories (radiators, fuel tanks, etc.)
5. Main administration: handles plants manufacturing aircraft instruments.
6. Main administration: handles plants building test engines.
7. Main administration: handles plants for construction of experimental airplanes.
8. Main administration: handles plants for the construction of experimental airplanes and experimental aircraft accessories.
9. Main administration: for metallurgy, mostly for the production of Duralumin and for casting various accessories and parts for engine construction.
10. Main administration: handles plants for series production of heavy aircraft (heavy and light combat aircraft, special purpose aircraft and aircraft with especially large load capacity.)
11. Main administration: deals with questions of supply for the aviation industry (raw materials, semi-finished products, fuel, special clothing, etc.) and with sales of the products.
12. Main administration: deals with questions of construction and reconstruction of plants of the aviation industry.

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GOUZ, the Main Administration of Educational Institutions, People's Commissariat of the Aviation Industry, deals with the training of skilled personnel for the aviation industry.

The Personnel Administration of the People's Commissariat of the Aviation Industry assigns qualified specialists and supervisors to the enterprises of the aviation industry.

The most important main administrations, those for aircraft construction (1 and 10), engine construction (3), instrument construction (5), and equipment construction (2 and 4), as well as GOUZ have become stabilized and undergo almost no changes. Neither are there any reasons for any change in the near future, except possibly a change in numbering them.

In contrast, the remaining main administrations (6,7,8,9,11,12) are frequently reorganized and have existed under various names and numbers. Their structure had not been conclusively decided.

The above-mentioned increase in the number of deputies of the People's Commissar has lately had the practical effect that the deputies act as chiefs of the main administrations and that the former chiefs of the main administrations were pushed to the background and act in a quasi-advisory capacity.

This finally impaired the unity of management of the main administrations and minimized the importance of the deputy commissars, since they by dealing with the questions of the specialized main administrations practically became chiefs of these main administrations and thus lost their influence on other main administrations.

Consequently, the present deputy People's Commissars of the Aviation Industry - with the exception of Dementyev, the first deputy - are unofficially the chiefs of the main administrations (e.g. Kuznetsov in the 3. main administration, Voronin in the 1. m.a., Yakovlev in the 7. m.a.) or official chiefs of the main administrations (e.g., Polashintsev in the

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Personnel Administration) and the specialised fields (e.g., Visiryan, Deputy People's Commissar for the construction of aviation industry plants, Sandler, for material supply of the aviation industry, etc.). In the latter cases this has been announced in the orders of the People's Commissar. Also worth mentioning is the frequent reorganization of main administrations (e.g., Glavviasnab, Main Administration for Material Supply of the Aviation Industry, and GUKS, Main Administration of Capital Construction), caused by considerable difficulties and deficiencies in the work of these organizations.

Recently the Main Administration for Material Supply of the Aviation Industry has been divided into several independent sections, including:

- a. procurement of lumber for aircraft construction
- b. metal procurement
- c. lubrication and fuel procurement
- d. procurement of machinery and other equipment, etc., but in

practice it remains a unified main administration.

Transportation difficulties caused the creation of the position of Deputy People's Commissar of the Aviation Industry for Transportation. In the Main Administration for Large-Scale Construction two independent sections were recently formed: a Main Administration for Reconstruction and Repair of Aircraft Plants and the Main Administration for the Construction of Large-Aircraft Plants. There have been several such reorganizations, but the aviation industry finally returned to the reunion of individual separate fields. Details of the structure of the main administrations are described later on.

The preparation and documentation of decrees for the People's Commissariat of the Aviation Industry, reports, production and economy plans, systematic management, and guidance in special fields within the Commissariat of the Aviation Industry are handled by special operational sections:

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1. The Technical Section, simultaneously the operational organ and the skeleton of the Technical Council of the People's Commissar of the Aviation Industry, deals predominantly with the search for the most economical machinery production methods, with the organization of work processes, with full utilization of machinery and equipment, and also with the study of the production in aircraft plants, improvements of the latest inventions, and the exchange of experience.

2. Section for Organization of Labor and Wages, deals with questions of scientific organization of work processes and corresponding remuneration. Under its guidance the technical standards are developed and then applied in the plants of the People's Commissar of the Aviation Industry. This section carries out the wage policy of the aviation industry, works out wage scales, etc. Besides, the section undertakes the assignment of skilled workers (obtained from the Main Administration of Labor Reserves, Council of People's Commissars) and unskilled workers (drafted from the population) to the enterprises of the People's Commissariat of the Aviation Industry.

3. Planning and Economic Section, deals with data collection, analysis, and planning of the entire field of activity of the enterprises of the aviation industry. Part of it is the mobilization section which, however, repeatedly became separated from it as an independent organ.

4. Finance Section has the task to distribute money in the enterprises of the aviation industry, to keep the books, and to analyze expenses. It is the management of accounting activities in the aviation industry.

5. Section of the Chief Technician and the Electric Power Engineer, was split repeatedly into two independent sections (Section of Chief Engineer and Section of Electric Power Engineer). This section regulates questions about the best possible way to fulfill directions and decrees given by the State organs. (Control of steam boilers and sanitary installations of the enterprise, of machinery and various equipment, and finance economy [sic] of the aviation industry) (Diesel engines and fans)

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6. Section of the Chief Attorney [Legal Section], deals exclusively with legal matters, keeps a file of government decrees and orders of the People's Commissariat. It is responsible that state laws and government decrees are carried out in the enterprises of the aviation industry. It also counsels the People's Commissar of the Aviation Industry.

7. Special Welfare Section, decides organizational questions in regard to supplies for workers, day's rations, clothing, shoes, general supply of necessities of life (through stores) and it takes care of the material welfare of the workers employed in the aviation industry.

8. Transportation Section, deals with the organization of transportation within the aviation industry and with the economic utilization of the railroad transports belonging to the aviation industry. In individual cases there are plant tracks, transport aircraft, and automotive columns with special destination.

9. I. Section or Special Section, deals with security concerning correspondence, special decrees, and various documents, carries out the corresponding administrative tasks, and is responsible for the issuance and safeguarding of secret, top secret and mobilization matters.

10. Main Inspectorate of the People's Commissar of the Aviation Industry, controls the execution of the orders of the People's Commissar and his deputies by government offices as well as enterprises.

11. Aircraft Acceptance Section, gives directions about the establishment of aircraft acceptance offices at the enterprises of the aviation industry.

12. The management of the People's Commissariat of the Aviation Industry includes - besides the management proper - the buildings administration, bookkeeping concerning the employees of the commissariat and other less important units belonging to the commissariat. Besides the regular staff the People's Commissar of the Aviation Industry has a special advisory organ, the technical council which consists of engineers and other

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specialists of the technical section. In order to insure the best solution of technical questions of the aviation industry, some of the country's outstanding scientists and specialists are being called for work on the technical council. This work is done either in work conferences where the debated questions are discussed in reports, or through scientific work of special committees.

A large part of especially important cardinal questions of the aviation industry, of technical as well as economic character, which call for all-around clarification, are solved with the aid of the Collegium of the Commissariat of the Aviation Industry.

By listening to reports about the most diversified fields of activity in the aviation industry given in the Collegium and by evaluating them, the People's Commissar is in the position to form an unbiased conclusive picture. Besides, by putting the resolutions of the Collegium in the record, the authority and competence of the final decision of the People's Commissar is further enhanced. It should be mentioned that in practice there have never been any differences of opinion between the Collegium and the Commissar. The most important members of the Collegium are appointed by special order of the Commissar. Each member of the Collegium has considerable prestige and has the right to force the employees of the Commissariat to execute the resolutions of the Collegium.

The Collegium is composed of outstanding representatives of science and industry who are not members of the administration. Its conferences are furthermore attended by specialists and other persons who are interested in the debated questions.

During the war the Collegium proper does not exist any more. Instead, extraordinary technical meetings of the Commissar and his deputies take place.

Planning institutions: "Giproavio", the State Planning Office for Aircraft Plants,* and the Institute for the Organization of the Aviation

* Giproavia - State Institute for Planning the Aviation Industry

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Industry complement each other. In general, their common goal is the creation of new and the reconstruction of old aircraft plants, with the "Giproavio" frequently acting as planning organization and the "Opgobnaprom" [?] as experimenting technical laboratory of the entire aviation industry, the main goal being the creation of the most economic scientific production organization. The main pillars of the scientific research work of the organization of the aviation industry are the following specialized scientific research institutes:

1. TsAGI, the Central Aerohydrodynamics Institute, deals with the finding of the most economic and most valuable selection of aerohydrodynamic profile patterns for the construction of modern airplanes, and with the solution of practical and theoretical problems of aero and hydrodynamics.

2. VIAM, the Chief State Institute for Aircraft Material [All-Union Institute of Aviation Materials], has the assignment to study these materials, to determine their manufacturing process and their use in aircraft construction, and to solve other related questions.

3. TsIAM, Central Institute of Aircraft Engines, does research for new and more perfect engines and equipment and works on improvement of existing models. Its task is also to solve any questions related to the testing and operation of aircraft engines.

4. LII, the Air Experimental Institute [Flying Research Institute], determines the performance characteristics of various aircraft designs. It also does scientific research connected with test flights of new and serially produced airplanes. It also deals with questions of the most practical piloting by automatic pilot, of organizing instrument flights, improvement of existing piloting systems, etc.

5. Before the war there existed a special aircraft trust - then called "Aviaspetstrest" - which dealt with the production of goods for general consumption and the utilization of the waste material of the aviation industry. Recently this trust has grown considerably and its

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functions have changed. Now its main task is to remove destroyed airplanes, engines, aircraft accessories, and parts from the front and the entire area of the USSR. Special workshops, chiefly in Moscow, Veronesh, and Saratov, dismantle all types of airplanes, engines, and aircraft parts on a hitherto unparalleled scale. All this is then sorted according to the degree of its reusability and shipped to the respective plants. The activity of these dismantling shops is closely connected with the repair shops.

In this manner are not only the repair shops fully supplied with spare parts, but a considerable part of the reclaimed metal and certain small parts are being reused in the main enterprises of the aviation industry.

The last paragraph explains a diagram of the structure of the People's Commissariat of the Aviation Industry. The diagram is not appended to the document.

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