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NOTA Rapport

Van: KA.R.A.

Aan: ACD

No. E.321.

ONDERWERP: Regelingen in RUSLAND.



Van Sardine ontvingen wij bijgaand Internal Regulations  
of the Soviet Union.  
De inhoud van het materiaal mag onze dienst niet verlaten.

16-11-49.

PART I - DOCUMENTATION OF SOVIET CITIZENS.

19/8/49.

A : Internal Passports.

Regulations.

According to a recent defector source new internal passports issued since the war are stamped with the fingerprints of the holder. This is as yet unconfirmed by documentary evidence. It is worthy of note that the validity of existing passports of the 5-year type was still being extended in 1946.

Although the general format of internal passports is laid down in Moscow, passports in the sixteen republics will vary in detail. Those, for instance, issued in frontier zones will contain a special stamp, showing the holders to be inhabitants of a prohibited frontier zone. As such, holders will not be allowed to leave the zone without a special permit.

Renewals of passports and acceptances for work are entered on the pages of the internal passport headed 'special entries' (OSOBYE OMBETKI); auxiliary registrations on those headed PROPISEKI. They bear the stamp of the Passport department of the MILITsYa.

Enforcement of Regulations.

Checks on the observation of the passport law are made periodically. PRAVDA VOESTOKI of 24.6.49. reports one carried out 'recently' in Tashkent in a number of factories and organisations of the Ministry of Light Industry of the Uzbek S.S.R. As a result of the check it became obvious that, at a number of them, notes of taking on for work and dismissal have frequently not been made on passports and that citizens who had not registered in Tashkent or had no passports were accepted for work. For non-observation of the passport law fines were levied on directors of two boot and shoe factories and on the director of a cotton and rolled-felt factory respectively.

The need of such checks in Leningrad was emphasised by Lieut-General SHIKTOROV in the LENINGRADSKIYA PRAVDA of 21.7.49. Observance of the passport system was, he stated, of primary importance if a successful battle were to be waged against the doubtful elements in Leningrad and it was the duty of directors of enterprises and of house stewards to register new arrivals in good time, to check their documents carefully and to accept for work only those persons who were registered in Leningrad. The MILITsYa, he said, was frequently receiving applications for the registration of persons forbidden to live in Leningrad; the organs of the M.V.D. would, however, prosecute most strictly all who infringed the passport system and connived at infringements.

These reports lend colour to a rumour that wide scale police checks are at present being carried out in some areas of the Soviet Union, and is an indication both of the slackness of the attitude of factory administrations to passport legislation, and of the ease with which some Soviet citizens appear to carry on without identity documents.

The normal check, according to one defector source, consists in a cursory examination of the passport which must contain a permit of residence. Such examination may be followed by (a) questions regarding entries in passports as to place and date of birth etc, and (b) demand to see other documents such as work book (TRUDOVIYA KNIZHKA), or work pass. Inability to produce either passport or identity card means immediate arrest.

In case of loss, application for a new passport must be made at the MILITSIYA H.Q. where the original was issued; the MILITSIYA holds a counterfoil bearing a photograph of the person to whom each passport is issued; this serves as an identity check for the issue of a new one. A recent defector source states that a fine of 1000 roubles is exacted before a new one is issued. Temporary certificates of identity (VREMENNOE UDOSTOVERYENIE) valid for three months are issued pending enquiries.

#### Infringement of Regulations.

Sources tend to agree that, despite the penalties for infringement of the passport system, it is possible to buy passports in large cities with entries as desired.\* Prices vary from 1,000 to 5,000 roubles. One defector goes so far as to say that the most likely source for such a purchase would be the police, though he could not quote any examples of this actually having happened.

(+ This has been definitely confirmed).

The case was recently reported in the press, of an employee of the Communications Office, Nakhichevan A.S.S.R. who plundered state property and disappeared in May 1948. He was later discovered to be living and working in Tashkent, having obtained a new passport.

#### B : Supplementary Documentation.

##### Certificates of Identity (UDOSTOVERYENIE LICHNOSTI)

Certificates of identity are issued to members of the armed forces, state or public services in place of the internal passport. They are also issued by the Ministry of Foreign Affairs (M.I.D.) to civilian personnel employed by the Soviet Military Administration in Germany, and contain the following data:

Name of issuing authority with date of issue;  
Surname, name and patronymic of holder;  
Number under which the document is registered in the organisation;  
Holder's title and photograph;  
Name and position of chief of the organisation or his deputy issuing the certificate. Signature of authorising official.  
Period of validity;  
Stamp of organisation/institution (covering part of the photograph);

This certificate of identity is surrendered when the holder leaves the organisation.

##### Temporary Identity Card (VREMENNOE UDOSTOVERYENIE).

Temporary identity cards are issued in cases of loss of passport by the Head of the local MILITSIYA and bearing both his signature, that of the Head of the Passport desk (NACHALNIK PAsPORTNOGO STOLA) and the stamp of the issuing office.

PART II - DOCUMENTATION OF FOREIGN RESIDENTS.

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Residence Permits (VID NA ZHITELSTVO).

Foreigners resident in the U.S.S.R. and in possession of a passport apply to OVIR (OTDEL VIZ I REGISTRTsII) of the M.V.D. (this department is to be found in most large towns). A residence permit (VID NA ZHITELSTVO DLYa INOSTRANTsEV) is then issued. The permit has to be renewed each year. On expiry of their passports, foreigners apply to their Embassy in the usual way.

The following instructions were promulgated via public boards in Moscow in August 1949:

1. The registration of Greek nationals in the U.S.S.R. takes place as follows: The Greek Embassy issues a Certificate of Nationality, in Russian for convenience sake. It bears the photograph of the person in question and is signed by the head of the Consular Section. It is valid for one year only.
2. Armed with his certificate, the Greek citizen has to present himself on 1st January (the authorities are not very insistent on the exact date) at OVIR. A residence permit is then issued.

PART III - RESIDENCE REGULATIONS.

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Documentation.

- (i) On arrival at a new place of residence every citizen must register with the House Administration (DOMPRAVLENIE) of the block of flats or group of houses where he intends to live. This entails filling in a form (see below) issued by the Housing Directorate (ZHILISHCHNOE UPRAVLENIE) giving personal details, reason for leaving previous domicile, and length of stay there, name of referee or host, as the case may be. As documentary evidence the internal passport is required. The form is signed by both applicant and referee and forwarded to the head of the local MILITsIYa, together with the certificate of the house steward (UPRAVDOM) giving particulars of proposed place of residence, size, number of people housed there etc.

## APPLICATION FOR RESIDENCE REGISTRATION.

Russian.

Domoupravlenie No..... zhilishhnice upravlenie

SERAVKA No..... Domoupravlenie No.....  
Nachky " OED MILITsII G.Moskvy

Vydana gr..... Gr-na.....  
Familiya, imya, otchestvo

Pribyvshemu iz.....  
(postoyanno, vremennno)

Na zhitel'stvo v g.Moskvy  
podavshemu zavaylenie o  
propiske na.....  
(ukazat' ch'ya)

.....  
ploshchad' i ee razmer

" ..... 1949

Upravdom.....  
(podpis')

.....  
podpis' predstavivshego zhilploshchad'.....

SERAVKA DOMOUpravleniya  
Zhilploshchad' na Kotoruyu propisyvaetsya gr.....  
Sostoit iz ..... kv.m., na etoj ploshchadi v  
nastoyashchee vremya proshivaet ..... chel.

Protiv propiski domoupravlenie  
(vozrazhaet ili ne vozrazhaet)

Upravdom.....  
(podpis)

" ..... 1949

English.

House Administration No..... Housing Directorate.

Certificate No..... House Administration No.....  
Issued to:.....

.....  
To the CO. Dept. of MILITsII,  
Moscow.

Arriving from..... I, Citizen.....  
(permanent, temporary) (Surname, name, patronymic)

For residence in the town of Moscow making a disposition of his registration

.....  
(indicate where & size)

..... 1949

Signature

.....  
Domicile suggested by.....  
(Signature of lessee)

For this I enclose

1. Passport series.....No.....  
(when issued & by whom)

2. ....  
1949.

Signature of applicant.....

Signature of whoever allocates  
domicile.....

Certificate of House Administration  
The domicile in which citizen  
..... is registered consists of  
..... flats, in this domicile at  
the moment are resident.....  
people.

For as against this registration.  
.....  
House steward..... 1949.  
(signature)

(Documentation, continued)

(ii) The newcomer, if his papers are in order and he has complied with the above regulations and been accepted by the Housing Directorate, is entitled to a certificate of residence (SPR.VK. S MEST. ZHITEL'STV.) which he will need when he wishes to change residence again. This certificate includes names, date and place of birth, nationality, address, where and in what capacity the holder works etc, and is signed by his referee or host, or possibly by the Director of his enterprise, if his living space be allocated by the latter. It also contains the record of passport number and term of its validity. On the reverse side of this certificate is a list of documents produced originally for issue of the passport.

(iii) An exit permit (VPISKA) issued by the MILITSIYA is required before the Soviet citizen may leave his town of residence for a period of more than two months. To obtain this he must fill in a departure form (LISTOK UBYTIYA) giving his personal particulars and those of his wife and children under 16, (or husband, as the case may be): his nationality, the address from whence he came, his present one and period of stay, his proposed future residence, his work and status, number of his passport, its validity and date and place of issue. In due course if his papers are in order and he has a certificate of release from work, the MILITSIYA stamps his passport with the exit endorsement. A counter-foil containing similar entries is detached for the Central Department for National Economic Accountancy of the State Planning Commission (TSUNICHU). No VPISKA is required by those going on holiday, to sanatoria, on courses, to meetings etc. where the period of time does not exceed two months and no entry is made by the TSUNICHU; the short-term traveller must however register out and in with the Housing Administration.

A report in the newspaper ZARIYA VOSTOKA of 14.11.48. reveals the existence of a black market in building houses. It was asserted that unauthorised houses have been erected in outlying districts. It would be of interest to know how this practice flourishes, as "black market" houses would presumably be immune from house registers.

Residence Restrictions.

Domiciliary control of the population is thus exercised by the MILITSIYA through its registration regulations enforced by the Housing Administration and through its internal passport regulations:

a) General Areas.

A refusal to register an individual means that he must leave the town or run the risk of being caught and sentenced to forced labour; the alternative is to go underground. Cases are frequently reported of citizens informing relatives anxious to come and live with them that there is no living space, and that the authorities are refusing registration (NE PROMISYVA.YuT). Non-registration means non-acceptance for work, though again cases are frequently reported in the provincial press of individuals living in town without registration (cf Part I, A). A certain degree of corruptibility of house stewards can also be allowed for, cf. SOVIETSKIJ MOLDAVIA of 25.4.49. which contained a description of the trial of a certain house steward for having allotted housing accommodation in Kishinev to unauthorised persons. Black market allocation of flats is also a frequent feature of court cases reported in the press.

There are indications moreover that the registration section of the MILITSIYA is not held in any great awe by the average Soviet citizen. The case was reported recently of a domestic worker in a foreign diplomats' household in Moscow who had not registered. This fact eventually came to light and she was instructed to return to her previous place of residence - she did not comply with the order and when this was discovered some time later she was forbidden to live within a radius of 100 kms. of Moscow. She returned to her home town and went to her local MILITSIYA, which while intimating that the Moscow department was acting outside the scope of its powers would not itself take action. The girl went back but this time was summarily advised that if she did not obey, the original limit of 100 kms would become 1000!

b) Frontier and Prohibited areas.

Residence regulations for frontier strips (POGRANICHNIYA POLOSA) were promulgated in November 1948 (of Part III, F. of our INTG/95626/4 of 5.5.49.) and as far as is known to date there has been no amendment.

Defector sources and Chancery reports confirm that prohibited zones (ZAPRETHIYA ZONA) may be found anywhere inside the U.S.S.R., i.e., wherever there are factories or military installations, laboratories etc, of a secret or defence nature. They vary as to size from small encampments to large areas. Entry to and exit from these zones is forbidden to all not permanently resident or not having officially approved business within the zone. Persons entitled to enter the zone must have a permit (PROPUSK) issued by the MILITSIYA. According to a recent defector source permits issued to inhabitants bear the special stamp: ZHITEL' ZAPRETHNOJ ZONY: "Resident of the Prohibited Zone". The security of these zones as of the frontier strips is the responsibility of the M.V.D.

Application for a permit to visit/work in a frontier area or prohibited zone must be made initially by a resident of that area or zone on behalf of the intending visitor/worker (cf. our INTG/95626/4, Part III F). A summons (VYZOV) signed by the Chairman of the Town Executive Committee (GORISPOLKOM) or by the Director of an Enterprise/Institution, if work is involved, is then sent either telegraphically or by post to the permit office (BYURO PROPUSKOV) of the MILITSIYA in the place of residence of the intending visitor/worker. 8 - 15 days will elapse before the issue of the PROPUSK, though in the case of a journey on account of illness it may be less. This document, which bears a six figure number, e.g. 475869, has a limited term of validity dependent on reasons for visit and distance involved. Should the holder be unable to travel at the period specified, the PROPUSK becomes invalid and a new VYZOV must be despatched from the other end. Unless this VYZOV is correct in all its details:- full name of intending traveller, correct signature, etc - no PROPUSK will be issued and without a PROPUSK there will be no registration in the relevant area. Residents of frontier/prohibited areas who leave to take up work elsewhere must obtain a PROPUSK if they wish to return to their families on holiday.

Prohibited zones are not always clearly defined as such: a British diplomat walking in the outskirts of Tiflis in June 1949 was detained when walking past an encampment of tanks. The official in charge agreed that the absence of notices declaring the area prohibited was inconvenient and had even led to the detention of Soviet citizens.

PART IV - MOVEMENT CONTROL

4. : Travel Regulations and Conditions.

Travel by Train.

1. Tickets.

(a) Ticket offices. Station ticket offices must open 2 - 5 minutes before the departure of the train. There is an additional charge for fast (SKORYJ) courier (KUR'IRSKIJ) and express (EKSPRESS) trains. Seat reservations (PLATSKAJTE) can be obtained at the same time either for the final destination of the train or for the first junction.<sup>(1)</sup>

(b) Allocation of Seats. The Railway Directorate has the right in case of need to open special booking offices for certain types of passengers, i.e., government servants, invalids etc.<sup>(1)</sup> This practice is confirmed by a British diplomat who observed at Tamsk railway station that the queue was formed in the following order:

Members of the Government  
People going to health resorts  
Service personnel  
People travelling on special reservations (PO DIJONYAJ)  
The rest.

The same source reports that a railway ticket is valueless unless its buyer also has a seat reservation. These cannot be obtained by private individuals travelling for private purposes, but are only issued when demanded in the name of some institution, whether the traveller is going on holiday or business. They are allocated, not in order of application but according to a complicated hierarchical table, with members of the Supreme Soviet being given first priority. It follows that no seat reservations can be guaranteed until the last moment, in case people with absolute priority should suddenly apply. It is impossible to imagine how such a system works in practice - indeed only the classic Russian patience and inefficiency could deal with it at all.

Tickets for non-reserved carriages (NEPLATSKAJTNYJ) must be stamped with the number of the carriage.<sup>(1)</sup>

Travel tickets are issued to workers at their place of employment, according to a German ex-IPW (date of information: February 1949). To obtain them workers must have permission to be absent.

(c) Validity. The validity of tickets varies with the distance, i.e., a ticket for a journey of between 984 and 1250 kms is valid for four days, one of between 6041 and 6590 kms is valid for 15 days. The period of validity is always marked on the ticket. It can be extended only under special circumstances.

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(1) Extract from OPITsLL'NYJ UGZL'TEL' P'ASS/ZHINSKIKH SOOBShCHENIJ 1948. TR.NSZHELDORIZD/T.



A passenger may break his journey at any intermediate place without forfeiting his ticket, provided the journey does not exceed the specified time. He must in this case take his ticket to the station office to have it stamped. He forfeits his seat reservation.

No one is admitted to the platform without either a travelling or a platform ticket, (1 rouble each). The latter gives the right to enter waiting rooms. (i)

(a) Collection. A deserter source states that in each carriage there are two ticket collectors who collect the tickets as the passengers enter the train and retain them in leather satchels. Tickets are returned when passengers leave the carriage.

It is impossible to pass from one carriage to the next because the connecting corridors are always kept locked. Keys for opening the doors between carriages are carried by the ticket collector. The key is in the form of a metal tube in which a triangular shaped hollow is cut. Source claims that it is possible to open the doors with a 762 mm T.T. pistol by pushing the barrel of the pistol over the knob; the three points of the triangle then catch in the rifling of the pistol barrel and it is possible to turn the knob and thus open the door. Source claims to have seen this done.

## 2. Luggage.

(a) Hand Luggage. Passengers are allowed to carry one piece of hand luggage not exceeding 16 kgs in weight. It must not contain firearms or inflammable substances. (i)

A deserter reports that luggage in excess of 16 kgs must be sent separately - it never travels on the same train.

(b) Left-luggage Offices. (КОМБЕРА КИРМЕННИЯ КУЧНОВ КИДИ И БАГ.ЗНА)<sup>(1)</sup>. The value of an article handed in at a left luggage office must be declared, a charge being made at the rate of 50 kopeks for every 100 roubles of the declared value. A ticket is issued in return for the package. Packages are not held for more than 5 days, the charge being increased for the last days. Regular rate is 1 rouble per package per day.

(c) Registered luggage<sup>(i)</sup> Registered luggage must be handed in 10 minutes before the departure of the train, or 20 minutes if the value is declared. An extra charge is made for valued articles. Station officials may not limit the scale of value but have the right to examine the contents with the agreement of, and in the presence of the owner, if the scale of declared value excites doubt.

The allowance of registered luggage on each ticket is 50 kgs - each article must be labelled with a ticket 6 cm by 25 cm with the name of the owner, his address, place of departure, destination, and stamp of the station where registered. The passenger's ticket is also stamped "luggage" and a receipt issued.

ND: There is no stipulation concerning presentation of identity documents on leaving or collecting luggage.

Luggage not claimed within 30 days is sold. A deserter source reports that there are both slow and fast deliveries of luggage.

### 3. Illegal and Black Travel.

Sources continue to report that goods trains are still the best mode of illegal travel, with the qualification that these trains are exhaustively searched by the railway police in the larger stations and in the frontier areas.

Sources also report the continued possibility of travelling without tickets by bribing train guards. These reports are substantiated by press readings reports of court cases against corruptible guards. An article in the ZHIZYA VOSTOKA, dated November 1948 claims that on the Gori-Stalinir line the guards often lock the train doors to keep out excess passengers, even if they have tickets, but will let in anyone without a ticket who gives them a tip.

The same paper of 26.5.49, reports a court case against a railway guard sentenced to 3 years for accepting 25 roubles from each of 3 ticketless passengers.

### 4. Travel by River Boat.

Both regular and excursion trips are arranged along the Moscow canal. Tickets can be bought at the North River Station. An unspecified priority is observed in the allocation of tickets.

Every passenger may transport 16 kgs of luggage free, the company imposing an extra charge for each additional 10 kgs. Luggage can be handed in in advance to the left luggage office at the station which is open from 6 a.m. to 9 p.m. Porters are available to carry luggage from the steamer to the station at a fixed charge. (ii)

## D : ROAD TRANSPORT.

### Procedure for Registration.

#### (a) Cars/Lorries.

1. The vehicle to be licensed must first be technically examined by GOS.VTOINSPEKTsIYA, which then issues a Technical Passport for the vehicle in question. As the Technical Passport is a bulky document, GOS.VTOINSPEKTsIYA also issues a certificate (TALON) which proves that a Technical Passport has been duly issued. The TALON is kept by the driver of the vehicle.

2. Charge for registration is 25 roubles (15 to cover the expense of inspection, 10 for number plate). In districts where two plates are required, or in the case of lorries, it would seem likely that 10 roubles is paid for each plate. As far as is known, no annual car tax is imposed, nor are licences renewed, but vehicles must be examined by GOS.VTOINSPEKTsIYA periodically as and when laid down by them. Registration fees are paid into the bank.

#### (b) Motor Cycles.

Procedure for registering motor cycles is similar to the above, although the charge for inspection is only 10 roubles. Cost of number plates is not known.

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(ii) Extract from PO KAMLU IENI MOSKVY SPETVOCHNIK - PUTEVODITEL' (IZDANIE GLAZNY "VECHERNIYA MOSKVA" 1949)

(c) Bicycles.

Application has to be made to any branch of the State or City bank. The applicant must have with him a SPRAVKA issued by his house steward (UPRAVDOM) to the effect that he is in possession of a bicycle. It must state whether it is a man's or woman's. On payment of 20 roubles the bank will issue a number plate and a receipt.

Bicycle registration must be renewed annually and the colour of the plates is changed each year.

Driving Licences.

Driving licences are issued by GOSAVTOINSPEKTIYA, the "qualification commission" of which puts the applicant through a driving test. This consists of a medical examination, a technical examination on the workings of the engine, car maintenance, a verbal test on the rules of the road and finally a road test.

There are two types of licence:

- (i) professional:
- |           |   |  |
|-----------|---|--|
| 1st class | : | very rare, amounts to possessing qualifications of an automobile engineer; |
| 2nd class | : | issued to those seeking employment as drivers;                             |
| 3rd class | : | " " " " " " " " " " " "  |
- Amateur : possessors of which cannot accept employment as drivers.

A fee of 15 roubles is charged for taking the examination but no charge is made for the licence. It is reported that both driving tests and inspections have recently become stricter.

Petrol.

Car owners are issued with petrol coupons which entitle them to buy petrol at about 3 roubles per gallon. It is legal to buy additional petrol at approximately 9 roubles a gallon.