



DIRECTOR
Office of Civil Defense

DEPARTMENT OF THE ARMY
OFFICE OF THE SECRETARY OF THE ARMY
WASHINGTON, D.C. 20310

June 26, 1964

Honorable Daniel K. Inouye
United States Senate
Washington, D. C.

Dear Senator Inouye:

I have attached a brief statement of the issues involved in HR 10134. Included also is an index of, and various statements covering, the topics which you requested.

I would like to make clear the factual situation in relationship to the time of passage and signature by the President of this legislation. If it is passed on Monday, it probably could be signed as law by the President on Wednesday, thus avoiding a gap in the authorization. Any later passage than Monday will probably result in a gap where the Office of Civil Defense is without authority to provide matching funds for the support of state and local civil defense offices. In California, this means that under state law they cannot continue the operation of the merit system, and thus would have to go through a time-consuming procedure to be reinstated, a re-examination of whether or not in the interim the merit system standards were observed. For the other six or eight states which have issued or will issue reduction in force notices if the authorization is not enacted by July 1, this would result in possible payless days for a number of state employees.

Please don't hesitate to ask any questions about this material or anything else.

Sincerely,

William P. Durkee

Enclosures

cc: Senator Humphrey

John Stewart
[Civil Defense]

June
Hold for
CD debate
on Tuesday

J

ISSUES INVOLVED

There is no issue here involving Federal employees. The bill is to extend provisions of the Federal Civil Defense Act which authorize matching fund assistance for State and local personnel expenses and student travel and per diem expenses at OCD schools, and to extend the program of radiological instrument assistance to States. No authorization affecting the Federal employee structure is contained in the bill.

Seven States are required by State law to terminate employees in the grant-in-aid program if Federal funds are not available. These seven States have issued reduction-in-forces notices to State civil defense staffs to take effect on or after July 1, in the event the authority is not enacted by that date. States issuing such notices and number of employees affected are: California, 41; Delaware, 6; District of Columbia, 10; Kentucky, 4; Ohio, 8; Pennsylvania, 28; Vermont, 4. In addition, two other States are not sure of the State law requirements, and will make determinations on State law on or before July 1. These States and number of employees affected are: North Carolina, 18; Tennessee, 12.

Forty-two States, Puerto Rico, American Samoa, and Guam will maintain employees on a 100% basis for one to three months on the assumption that the authority will be enacted and funds will be available. If by the end of the first quarter authorization and funds are not available, more than 2,000 State and local civil defense employees would have to be separated due to lack of Federal participation in their personnel and administrative expenses.

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Fallout Shelter Effectiveness

As long ago as 1958, the Advisory Committee on Civil Defense of the National Academy of Sciences and National Research Council concluded:

"Adequate shielding is the only effective means of preventing radiation casualties."

"Postponement of basic shelter construction is not warranted in our judgment by any lack of essential technical knowledge."

"There is adequate technical knowledge to permit a program of construction of effective shelters to be undertaken immediately."

In 1963 before House Armed Service Committee No. 3, Dr. Paul Tompkins, Executive Director of the Federal Radiation Council which is charged with establishing federal standards for radiation exposure, stated, "of all the effects of nuclear weapons, radiation and fallout is one with which we know it is possible to cope. I have stated before other committees that on the basis of what we know now, there is no reason why any American citizen needs to die as a result of radiation exposure. The only question facing the country is whether or not it is important to provide the facilities which will make it possible to meet and cope with this particular challenge. Fallout shelters are obviously a necessary and integral part of any such program. Therefore, in my own judgment a determination not to provide at least fallout protection is one which cannot be made on the basis that such protection is futile. It is not."

Dr. Frederick Seitz, President of the National Academy of Science - National Research Council reiterated the conclusions of the Advisory Committee in 1958, and further stated:

"In the event of attack on the United States with ground burst nuclear weapons, a nationwide system of fallout protection would save great numbers of people who survive the initial effects of blast, heat, fire and radiation from the explosion. Fallout protection would have only marginal value against these initial effects. To protect those people close to the burst point, much heavier and more elaborate shelters would be needed."

"Nationwide fallout shelters would, however, provide more protection than nothing at all in areas of blast and fire, and beyond those areas would save a large majority of the population that would otherwise be lost in a nuclear attack."

A study group consisting of over 60 leading scientists and engineers was convened by the National Academy of Sciences in the summer of 1963, under the leadership of Nobel Prize Winner Dr. Eugene Wigner, Professor of Physics at Princeton University. Their summary report included the following general conclusions:

"It was generally concluded by the Harbor Study Group that any failures to assure both a higher degree of survival and a more rapid rate of recovery from attack by strategic weapons of today and of the foreseeable future is not a result of deficiencies or gaps in our technical knowledge. If the United States is to obtain a higher degree of survival and ability to recover from attack that is contemplated by current defense planning, the primary needs are more money for passive defense measures, wider application of existing technical knowledge, and more intensive research in support of planning and program design."

The Defense Department has conducted intensive studies of the effectiveness of fallout shelters during the past two years, and the conclusions provide overwhelming support for a fallout shelter program. Secretary McNamara in his posture briefing to us early this year stated:

"An interesting and important result of these (Defense) studies was the clear demonstration of the great contribution that an adequate fallout shelter program could make to our damage-limiting capability. The analyses indicated:

- (1) That a properly planned nation-wide fallout shelter program would contribute far more to the saving of lives per dollar than an increase in MINUTEMAN missiles beyond the level we recommend.
- (2) That even if the Soviets were to attack only our military installations, without an adequate fallout shelter program, fatalities from fallout would be very high -- about three times higher than they would be with an adequate civil defense program."

* * * * *

"Far more important: the effectiveness of an active ballistic missile defense system in saving lives depends in large part upon the existence of an adequate civil defense system. Indeed, in the absence of adequate fallout shelters, an active defense might not significantly increase the proportion of the population surviving an 'all out' nuclear attack. Offensive missiles could easily be targeted at points outside the defended area and thereby achieve by fallout what otherwise would have to be achieved by blast and heat effects. For this reason, the very austere civil defense program recommended by the President, which I will discuss later, should be given priority over procurement and deployment of any major additions to the active defenses."

* * * * *

"Civil Defense is an integral and essential part of our overall defense posture. I believe it is clear from my discussions of the Strategic Retaliatory and Continental Air and Missile Defense Forces that a well planned and executed nation-wide civil defense program centered around fallout shelters could contribute much more, dollar for dollar, to the saving of lives in the event of a nuclear attack upon the United States than any further increases in either of those two program."

The Deputy Secretary of Defense Vance, in his testimony to the Senate Appropriations Committee on May 11, 1964 stated:

"Within the Defense Department, an assessment of the importance of civil defense and, in particular, of the fallout shelter program, rests upon detailed studies, the view of senior military officers, and the best judgment of Secretary McNamara and his advisors in this field. All point to civil defense as an essential ingredient of national defense. In both practical and human terms, all indicate the especial importance of a nationwide fallout shelter program.

In my view, a civil defense program with emphasis on fallout shelters is essential because:

It will save many millions of lives in the event of nuclear attack;

It will demonstrate our national will to stand fast, recover from nuclear attack, and look to the future with optimistic determination;

It will give us more flexibility in making future decisions as to weapons systems and strategy;

It will, as Mr. McNamara has said, 'contribute much more, dollar for dollar, to the saving of lives' than further increases in either our strategic retaliatory or continental air and missile defense forces;

It will in accomplishing all of the foregoing, strengthen our deterrent posture.

The complementary relationship of the civil defense program to military measures seems apparent to me. It has repeatedly been emphasized by our senior military leaders. "

RELATIONSHIP OF CIVIL DEFENSE TO THE MILITARY

Since 1961 studies made within the Department of Defense of many nuclear attack patterns have shown clearly that Civil Defense is a vital and essential element of total defense. Its role is damage limiting and is complementary to such military systems as counterforce and antiballistic missiles. As a damage limiting measure, it adds considerably to the deterrent value of our overall defenses. In addition, the fallout shelter program provides the only capability for this country to survive massive nuclear attack and recover since harmful or lethal fallout radiation could cover better than 75% of the continental area of the United States.

General Earl G. Wheeler, the new chairman of the Joint Chiefs of Staff designate, testifying for the Joint Chiefs of Staff before subcommittees of the House and Senate Armed Services Committee, said, "Speaking both for myself as a professional soldier and for the Joint Chiefs of Staff, a fallout protection oriented civil defense is clearly a necessary element of the total United States national security effort. Our potential enemies have a clear capability for nuclear warfare, and we cannot discount the possibility that such a war may occur. Prudence and plain common sense dictate that we be prepared for it. An adequate program of civil defense should give our population a reasonable degree of protection as well as increasing the credibility of our military deterrent posture. "

"The balance between offensive and defensive power is not static. We must be as determined to improve our strategic defenses as we have been to build up our offensive power. The objectives of deterrence and of limiting damage on the United States are served by a combination of offenses and defenses. Therefore, realistic national security planning must embrace the needs of both offense and defense. "

Speaking of the military relationship to Civil Defense, he stated, "Military assistance will complement civil participation in civil defense operations but cannot substitute for such civil effort...Military forces must fight the aggressor and...military assistance should complement the civil effort in civil defense whenever possible. This is the basic view of the Department of Defense and the Joint Chiefs of Staff on Civil Defense..."

General Curtis E. Lemay, Air Force Chief of Staff, has also expressed his conviction that civil defense is an essential complement of our active and passive military defenses. He stated in part that, "We must also provide protection to our population by practicable passive defense measures. Civil Defense has the same identical objective as counterforce

operations and active defense operations; namely, minimizing damage to our country and its people. Thus, Civil Defense is a vital element of our national deterrent posture and is another factor which must be carefully assessed by any potential enemy calculating his chances of success."

Other outstanding military leaders including General Thomas S. Power, Commander and Chief, SAC, General Paul D. Adams, Commander and Chief, Strike Command, and General John Gerhart, Commander and Chief, NORAD, have also strongly endorsed the requirement for an effective civil defense system. General Power said, "If nuclear war should ever be forced upon us, we must expect that our losses in lives and property could be so great as to gravely impair our future existence as a nation. There is no doubt in my mind that an intensive and well-coordinated civil defense program not only can greatly reduce these losses but also would expedite our recovery and, thereby, insure the preservation of our national integrity."

"As you know, a great number of studies have been made along these lines and, while parameters and conclusions vary greatly, most studies agree on the tremendous benefits that would ensue from a dynamic and timely civil defense effort. Particular stress is laid on the importance of shelters which, admittedly, cannot protect against direct hits but could save millions of lives by providing protection against the immediate after-effects of nuclear detonations."

General Adams stated, "Civil defense is an important element in our national security posture...significantly increased effort in the areas of shelter construction, planning and education is a requirement for an effective civil defense program."

General Gerhart has said, "...a combination of military and Civil Defense measures is a most effective means of defending North America..."

Secretary of Defense McNamara, Deputy Secretary of Defense Vance and Secretary of the Army Alles have also endorsed the requirement for a civil defense program on many occasions. Mr. McNamara in his testimony before the Armed Services Committee before the Congress early in 1964 said, "Civil Defense is an integral and essential part of our overall defense posture. I believe it is clear from my discussions of the Strategic Retaliatory and Continental Air and Missile Defense Forces that a well planned and executed nation-wide civil defense program centered around fallout shelters could contribute much more, dollar for dollar, to the saving of lives in the event of a nuclear attack upon the United States than any further increases in either of those two programs."



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STATE ADJUTANTS GENERAL ROLE IN MILITARY SUPPORT OF CIVIL DEFENSE

A plan to increase the effectiveness of military support of civil defense by the utilization of State Adjutants General and State National Guard Headquarters for planning and controlling military support of civil defense operations was announced today.

The Secretary of the Army has outlined the plan in a letter to the State Governors and has asked for their comments on and acceptance of the proposal. The Chief, National Guard Bureau, is sending the complete plan to the State Adjutants General, and the Director of Civil Defense is sending it to State Civil Defense Directors.

The Department of the Army has the primary responsibility for coordinating and controlling through established Service command channels those military resources made available by all Services and DoD agencies for providing assistance to civil defense authorities in an emergency. An essential element currently lacking in carrying out the Army mission in a civil defense emergency is the availability of a military headquarters in each state for planning and controlling military support operations in civil defense emergencies. Under the proposed plan, the State Adjutants General would be given responsibility for planning the use of military resources within the State to support the civil defense authorities should that become necessary.

Army commanders would designate active and reserve forces to include those made available by the other services in each state which could be temporarily furnished to provide military support for civil defense. During the planning phase, the State Adjutant General and his staff would retain their State status, but would be subject to the planning guidance of the Army Commander. In turn, the State Adjutant General would be authorized to provide guidance and coordinate the planning activities of participating commanders of the Army, Navy, Air Force, and Marine Corps active and reserve forces, for military support of civil defense. Should it become necessary to implement the plans, it is contemplated that the State Adjutant General and his staff would be ordered into active military service. The Adjutant General would become the State military commander with the mission of providing military support to civil authorities in accordance with prepared plans.

The proposed plan reinforces the basic policy of the Department of Defense that military assistance will complement and not be a substitute for civil participation in civil defense operations.

END

(Fact Sheet available in Room 2E 761, Pentagon, extension 73189)

FACT SHEET

MILITARY SUPPORT OF CIVIL DEFENSE

1. By law, civil defense is a civilian responsibility vested jointly in the Federal government and the several States and their political subdivisions.

2. The President, in Executive Order 10952, July 20, 1961, delegated to the Secretary of Defense major civil defense functions, e.g., powers, duties and authorities as contained in the Federal Civil Defense Act of 1950, as amended.

3. By establishing the Office of Civil Defense (OCD) within the Office of the Secretary of Defense, civil defense planning and operations at the Federal level continued to be the direct responsibility of a civilian official. Department of Defense (DOD) Directive 3025.10, April 23, 1963, established DOD policies, assigned responsibilities, and set forth general guidance for providing military support of civil defense under a national emergency involving nuclear attack on the United States.

4. At the Adjutants General Association convention in San Juan, Puerto Rico, April 22-25, 1963, the then Under Secretary of the Army, Stephen Ailes, presented a concept of military support of civil defense that envisioned the use of State Adjutants General and their staffs as State-level headquarters for coordination, planning, and controlling operations of military forces in support of civil defense operations. It contemplated that State Adjutants General would participate actively in pre-attack planning for military support of civil defense; that the State military headquarters would become the focal point for military support planning within its State; that State headquarters would be mobilized prior to or immediately following a nuclear attack on the continental United States (CONUS) and that under these circumstances the State Adjutants General or their alternate designees would exercise control of forces made available from all services and components as designated by ZI Army commanders. The Adjutants General Association adopted a unanimous resolution expressing support and approval of the concept.

5. In December 1963, the Secretary of the Army directed that U.S. Continental Army Command establish a planning group to make recommendations on implementation of the military support concept. The study conducted by the USCONARC Planning Group was submitted to Department of the Army in March 1964. The study recommends a structure for State headquarters, changes required in DOD and DA directives and publications, and an appropriate pre-attack planning relationships structure and post-attack operations structure.

6. On March 31, 1964, the civil defense functions of the Secretary of Defense were delegated by him to the Secretary of the Army who, on April 1, 1964, established the Office of Civil Defense as an entity in the Office of the Secretary of the Army with William P. Durkee as its Director. The civil defense functions of the Secretary of the Army were redelegated by him to the Director, Office of Civil Defense. Civil defense planning and operations thus continue to be the responsibility of civilian officials.

7. The Secretary of the Army was briefed on the USCONARC Planning Group on May 8, 1964 and approved the plan on June 8, 1964. Letter to the State Governors was dispatched on June 13, 1964. Implementing instructions and required changes in directives and publications are being prepared. (END)



information bulletin

DEPARTMENT OF DEFENSE - OFFICE OF CIVIL DEFENSE

Washington, D.C.

April 15, 1964

No. 110

SECRETARY OF THE ARMY IS ASSIGNED RESPONSIBILITY FOR CIVIL DEFENSE; DURKEE APPOINTED TO DIRECT CD PROGRAM

Defense Secretary Robert S. McNamara on March 31 transferred civil defense responsibility from the Office of the Secretary of Defense to the Office of the Secretary of the Army, and appointed William P. Durkee to direct the national civil defense program.

Mr. Durkee's title is Director of Civil Defense, Office of the Secretary of the Army. He reports directly to Army Secretary Stephen Ailes.

Secretary McNamara's statement of March 31 announcing the transfer of responsibilities and the appointment of Mr. Durkee says in part, "The civil defense functions are being transferred to the Army because they are essentially operational and therefore should properly be administered by one of the military departments. These functions were originally assigned to the (Defense) Secretary's immediate office in order that he might exercise personal supervision while the program was first getting started under Defense Department direction...the initial shelter program is now well under-way." The statement also mentioned that the resignation of Steuart L. Pittman as Assistant Secretary of Defense became effective April 1. Mr. Pittman had served in that position since September 21, 1961, after the Defense Department had been assigned responsibility for civil defense on August 1, 1961.

Army Secretary Ailes further explained the transfer and made known his basic views on civil defense at an April 1 meeting of OCD's professional staff members. He emphasized these points:

1. The transfer of civil defense responsibility does not imply in any way that the civil defense program is being either downgraded or militarized.
2. The Office of Civil Defense has been transferred, not to the Department of the Army, but to the Secretary of the Army; and Secretary Ailes intends to devote personal time and attention to the civil defense program.
3. OCD has been transferred as an entity and will function as an entity, under civilian control and direction. The Army Staff will not have any responsibility in the management of the civil defense program, but will provide all possible technical and other assistance to the Office of Civil Defense.

4. The Army believes in and strongly supports civil defense as an integral part of the total defense of the United States; and is especially aware of the close relationship between civil defense and ballistic-missile defense, in which field the Army has important responsibilities.

5. For the past year, the Army has been coordinating its military planning more closely with civil defense planning, as well as devising new means of increasing the military support of civil defense.

Mr. Pittman also addressed the April 1 meeting of OCD staff members and strongly endorsed the transfer of civil defense responsibilities to Secretary Ailes as a step that "brings new strength to the civil defense program." He reiterated many of the points he had set forth in a March 31 letter to the Governors of all States and Territories. In the letter, Mr. Pittman stated:

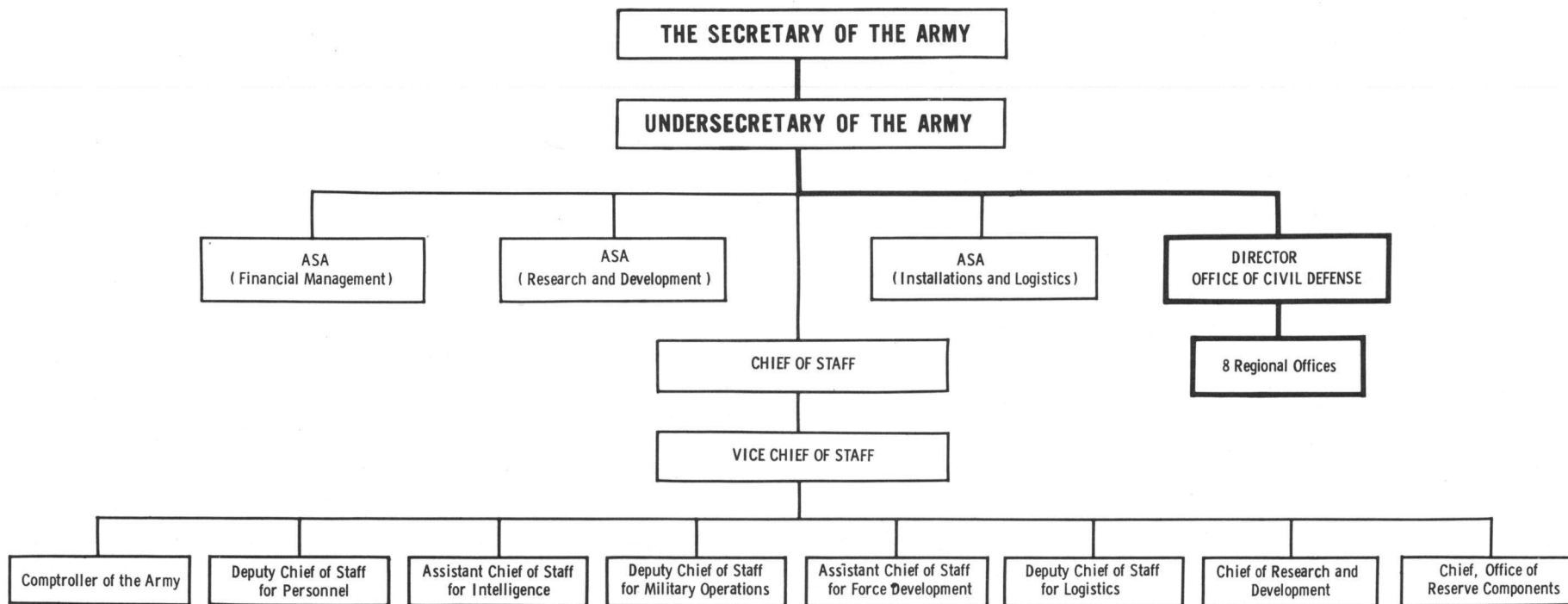
-- The civil defense program "is now out of the woods...the first step in a fallout shelter oriented civil defense program has been completed and a firm base established for the next step...the nation is far along in the organization of a fallout shelter system and all that goes with it, using facilities capable of accommodating about 70 million people..For the next year, I foresee no letup in the momentum we have achieved in the last year or two. Beyond that, I am cautiously optimistic that the objective of nationwide fallout protection will be met."

-- "It is important to note that this delegation (of civil defense responsibility) is to a civilian (Secretary Ailes) appointed by the President to a key defense post, rather than to the Department of the Army... Secretary Ailes joins me in assuring you that this action will in no way compromise the essential civilian nature of responsibility and leadership in the civil defense program. The effect of the change is to recognize the Office of Civil Defense as an operational agency which has matured to a place in the permanent defense establishment. It greatly strengthens the increasingly important ties between the civil and military defense of the nation and the effective planning for military support of civil defense."

Both Mr. Ailes and Mr. Durkee, in their remarks, paid high tribute to Mr. Pittman's effectiveness in organizing and directing the civil defense effort during his 2½ years as Assistant Secretary of Defense. The principal reasons for Mr. Pittman's success, said Mr. Durkee, was his ability to quickly acquire a thorough knowledge of civil defense, and his ability to put facts together creatively and present them in understandable form.

Mr. Durkee was one of Mr. Pittman's principal assistants, first as Director for Federal Assistance and then as Deputy to Mr. Pittman. Born in Chicago and raised in California, Mr. Durkee enlisted in the British Army immediately after his graduation from Yale University in 1941. Wounded in the battle of El Alamein, he was discharged from the Army in 1944 and entered Yale University Law School, where he graduated in 1947. After three years of private law practice, he worked in New York from 1950 to 1955 for the American Committee for a United Europe; served in Paris for three years as a special assistant to the U.S. Ambassador to NATO; and was a political officer for the U.S. State Department in Washington from 1958 to 1961.

HEADQUARTERS, DEPARTMENT OF THE ARMY CHIEFS AND EXECUTIVES



GOVERNORS' SUPPORT *

Excerpts from 1964 Governors' Conference Report -

"Letters from individual Governors to your Committee, supplemented by the reports we have received from the Department of Defense and the Office of Emergency Planning, all underscore the steady and continuing progress made this past year toward an effective civil defense program throughout the nation.

"Rewarding as this progress continues to be, it still falls far short of the program which this Conference has persistently urged as the essential minimum required by the realities of the nuclear age if we are to meet our personal responsibility as Governors for the safety of our citizens."

"1. RESOLVED, that the Report of the Committee on Civil Defense and Post-Attack Recovery endorsing an expanded civil defense effort by all levels of government, be and it hereby is, adopted and that a copy of that Report, together with a copy of these resolutions, be transmitted by the Chairman of the Governors' Conference to the President of the United States and to the Chairman of the Armed Services Committees and the Appropriations Committees of the House and Senate of the United States Congress;

"2. FURTHER RESOLVED, that the Governors' Conference

* Complete texts attached.

recommends that the Congress give the President's civil defense program, built around fallout shelter, a firm and high priority as an integral part of the national security effort;

"5. FURTHER RESOLVED, that the Conference recommends as imperative the enactment before June 30, 1964, by the Congress of H.R. 10314, which extends the expiring matching fund provisions of the Federal Civil Defense Act."

Excerpts from presentation by Governor Egan on the Alaskan Earthquake -

"GOVERNOR WILLIAM A. EGAN: Mr. Chairman and fellow Governors: As the Committee on Civil Defense and Post-Attack Recovery has stated, the capability of Civil Defense to perform under disaster conditions was critically tested by the earthquake in Alaska in March. The Civil Defense organization in Alaska passed this test with flying colors. It coordinated the rescue and relief activities and acted as a center for liaison with military forces and Civil Defense heads. Communications and other equipment purchased with Federal financial assistance provided the vital link between state and local governments and the disaster areas in need."

"... the State Civil Defense and local units of Civil Defense worked in such a manner that they command the respect of all Alaskans at this time."

"I can only hope that, because of the magnitude of the disaster in Alaska, people all over these United States of ours recognize the need for a strong Civil Defense organization does not only exist with relation to a nuclear holocaust, God forbid, that may some day be thrust upon us but in overcoming the disastrous results of natural disaster."

". . . if a holocaust ever comes where nuclear weapons are involved, we will be much, much better able to cope with the results of such a disaster, which we all hope will never be, with the kind of Civil Defense organization that is vitally necessary. I think that it would behoove all citizens of the United States over a two- or three-year period to take a day or two off and become active in their local Civil Defense organization in the particular local community in which they reside so that they will have some good working understanding of what their duties might be if a natural disaster or other disaster ever befalls their particular area where such an organization is needed."

GOVERNORS' CONFERENCE

Committee on Civil Defense and Post-Attack Recovery

Report

Letters from individual Governors to your Committee, supplemented by the reports we have received from the Department of Defense and the Office of Emergency Planning, all underscore the steady and continuing progress made this past year toward an effective civil defense program throughout the nation.

Rewarding as this progress continues to be, it still falls far short of the program which this Conference has persistently urged as the essential minimum required by the realities of the nuclear age if we are to meet our personal responsibility as Governors for the safety of our citizens.

Recent State and Local Progress

Progress has been made in the past twelve months on a number of fronts: on the construction of protected emergency operating centers to assure continuity of state and local government in the event of a nuclear emergency, on training, on resources planning, and on the marking and

stocking of available fallout shelters.

Thirty-nine of the reporting states now have emergency operating centers ("EOCs") with some degree of protection, as compared to the twenty-four last reported. At the county level, also, progress in EOC construction is continuing. Hawaii reports 75% of its counties with protected EOCs, Pennsylvania 40%. Although all reports show some effort by individual counties, a great deal still remains to be done in most states to insure continuity of the local government function in a nuclear emergency.

The Federal University Extension Program for training CD instructors was widely put into effect last year. A number of states, while endorsing the Program, however, express concern that in its establishment, state civil defense authorities were by-passed. These states feel that better results, at lower overall cost, could have been achieved by accepting the appropriate state agency as a full partner in the program's implementation.

The Comprehensive Emergency Resources Planning Program is also receiving active support. Many states have already applied to the Federal Government for funds to assist in the employment of personnel for this project. Others are conducting a planning program with their own funds. Only one state, Alaska, reports its inability to pursue the program, due

to the disruptions caused by the March 27th earthquake. Hawaii, on the other hand, reports that its entire emergency planning program is already 85% complete.

During the past year the Federal marking and stocking shelter program, similarly, made satisfactory progress. Vermont reports that it has achieved 124% of its shelter stocking goal. Connecticut will complete its program during June, 1964. In some states, however, delays in transporting shelter stocks are occurring, due to lack of local funds and the consequent need to rely on the relatively few volunteer workers available.

It is especially interesting to record that this year thirty-seven Governors report a more favorable public attitude toward civil defense than existed a year ago. In western states particularly, the Alaskan disaster seems to have stirred public interest in all forms of pre-disaster planning. Most Governors, however, report a continuing apathy in many quarters toward the entire program. They attribute this to a number of factors, including a lack of understanding of the essentiality of the effort, the apparent detente in the cold war, the failure of Congress to act on the shelter incentive legislation and the belief that a major nuclear conflict is becoming less and less likely.

The Federal Program

During the past year the Secretary of Defense and senior military leaders have testified before Congress, and in public statements, that the civil defense program, built around fallout shelter, should have a firm and high priority as an integral part of our national security effort. Indeed, the Secretary of Defense, in discussing ballistic missiles, made clear his view that the civil defense program recommended by the President "should be given priority over the procurement and deployment of any major additions to the active defenses" of the United States.

Since the Governors' Conference last year, the House of Representatives, for the first time, acted favorably on a Bill (HR 8200) requiring the incorporation of shelters in federal buildings and providing federal financial assistance to those states and local governments, as well as non-profit institutions, that create shelter space in their facilities. The responsibility and leadership exhibited by the House of Representatives in this respect did much to improve the public understanding and acceptance of the essentials of civil defense.

It is regrettable that the Senate Armed Services Committee has elected for the present to defer action on this modest but most significant legislation. We concur

with the Secretary of Defense, and with our national military leaders, that favorable action on this Bill by the Senate, and its approval by the President, are essential to national defense.

Substantial progress has nevertheless been made in the federal shelter program during the past year. More than 100 million shelter spaces have now been located, 74,000 buildings and over 57 million spaces are now marked, and over 38,000 buildings and twenty million shelter spaces have been stocked. Large numbers of shelter managers and radiological monitors are also being trained and shelter use plans are being developed.

Impressive as these figures are, shelter capacity should be further expanded. We are satisfied that the Congress should appropriate the funds requested by the President for these purposes.

Your Committee is also seriously concerned at the continuing delay by the Congress to enact legislation continuing the Federal matching funds program for state and local personnel and administrative expenses. Unless renewed, authority for this program will expire June 30, 1964, resulting in the dismissal on that date of many state and local civil defense employees. Even now, a number of these employees, facing possible loss of employment by July 1st, are seeking positions elsewhere. Significant further delay in authorizing continuance of this matching funds program will seriously disrupt civil defense planning and operations

in most, if not in all, states. The Congress should take immediate action to enact this matching program legislation.

Suggestions for the improvement of federal civil defense and emergency planning operations have been offered by a number of Governors. These suggestions fall mainly into two categories: ⁽¹⁾ First, considerable feeling has been evidenced that stronger leadership at the federal level is essential if further significant progress is to be achieved. Several Governors, in fact, urge a public statement by the President, endorsing the civil defense program and emphasizing its essentiality to our over-all national defense posture.

(2) Second, the feeling still persists on the part of many Governors, though perhaps fewer than last year, that the division of responsibility and lack of close cooperation in Washington, as between the Department of Defense and the Office of Emergency Planning, continues to cause difficulty, duplication and uncertainty at state and local levels.

To quote from one report: "At present, responsibility for the planning for secondary (intrastate and retail) resources is assigned to the Office of Civil Defense, whereas, responsibility for the planning for the same resource - as a primary resource (interstate and wholesale) is that of the Office of Emergency Planning." In most states, civil defense and emergency

planning functions are either combined in one agency or are closely related one to the other. The need for corresponding organizational relationships within the Federal Government is still apparent.

The Alaska Disaster

The capability of civil defense to perform under disaster conditions was critically tested by the earthquake in Alaska last winter.

The civil defense organization in Alaska passed this test with flying colors. It coordinated the rescue and relief activities and acted as a center for liaison with military forces and city civil defense heads. Communications and other equipment purchased with federal financial assistance provided the vital link between state and local governments and the disaster areas in need.

As Governor Egan has said:

"Anyone in Alaska who had reservations about civil defense in Alaska, I am sure has changed his mind now after seeing the great job this agency did and is continuing to do for our people.

"Civil defense shone all the way through. Those who had been sniping at the civil defense organization have now seen where they were wrong. Without civil defense we would have had a dreadful time. The Civil Defense people simply took hold of things in this emergency and proved its worth and value, . . .".

Conclusion

As has been demonstrated by the resolutions adopted at these annual Governors' Conferences, and by the action taken in the fifty states, we as Governors are committed to providing for the American people an adequate, well rounded civil defense program.

Essential to such a program are advance planning, resources management, training of personnel, establishment of better warning and communications systems, provisions for continuity in government, protected emergency operating centers for all levels of government, improved plans for radiological monitoring, decontamination and post-attack recovery and stocked fallout shelters in homes, factories, schools, offices and public buildings.

Thus far the Congress has not provided the financial support requested for the necessary federal programs. Such financial support, together with federal leadership, are crucial to our own efforts as Governors to meet our responsibilities to our people. It is central to these responsibilities to provide the maximum feasible assurance that American families and American democracy can survive

the threat, and if need be by the actuality, of a nuclear attack against us.

In the service of that responsibility we urge the adoption by the 1964 Governors' Conference of the Resolutions attached to and made a part of this Report.

Respectfully submitted,

Governor Nelson A. Rockefeller, New York - Chairman
Governor Farris Bryant, Florida - Vice Chairman
Governor William Wallace Barron, West Virginia
Governor Edmund G. Brown, California
Governor Jack M. Campbell, New Mexico
Governor John H. Chafee, Rhode Island
Governor John B. Connally, Texas
Governor John W. King, New Hampshire
Governor James A. Rhodes, Ohio

GOVERNORS' CONFERENCE

Committee on Civil Defense and Post-Attack Recovery

Proposed Resolutions

1. RESOLVED, that the Report of the Committee on Civil Defense and Post-Attack Recovery endorsing an expanded civil defense effort by all levels of government, be and it hereby is, adopted and that a copy of that Report, together with a copy of these resolutions, be transmitted by the Chairman of the Governors' Conference to the President of the United States and to the Chairman of the Armed Services Committees and the Appropriations Committees of the House and Senate of the United States Congress;

2. FURTHER RESOLVED, that the Governors' Conference recommends that the Congress give the President's civil defense program, built around fallout shelter, a firm and high priority as an integral part of the national security effort;

3. FURTHER RESOLVED, that the 1964 Governors' Conference commends the Honorable Steuart L. Pittman, who resigned as Assistant Secretary of Defense in charge of civil defense on April 1, 1964, and the Honorable Edward A.

McDermott, Director of the Office of Emergency Planning, who is shortly to return to private life, for the significant contributions they both made in the past two years to the development of sound and effective programs for civil defense and records its appreciation for the energy, competence, and character of which they both gave so generously in the public service;

4. FURTHER RESOLVED, that the 1964 Governors' Conference urges the Senate Armed Services Committee to reconsider its postponement of action on H.R. 8200 since the Conference believes that the President's fallout shelter program, of which the shelter incentive feature of H.R. 8200 is a vital element, is essential and minimal, since the Conference is convinced that the effectiveness of the fallout shelter program is not dependent upon other programs for the active continental defense, and since the Conference concurs with the Secretary of Defense that a fallout shelter program will contribute far more to the saving of lives per dollar spent than any other active defense program;

5. FURTHER RESOLVED, that the Conference recommends as imperative the enactment before June 30, 1964, by the Congress of H.R. 10314, which extends the expiring matching fund provisions of the Federal Civil Defense Act;

6. FURTHER RESOLVED, that the federal financial

assistance program for resources management be continued and an additional \$1.5 million be appropriated by the Congress for this purpose;

7. FURTHER RESOLVED, that each State take action to require the incorporation of fallout shelter space meeting criteria established by the Department of Defense, in new construction of public buildings under its jurisdiction, and that local governments be encouraged to take corresponding steps;

8. FURTHER RESOLVED, that each State emphasize in the coming year the licensing, marking and stocking of shelters identified by the National Shelter Survey, the training for special civil defense skills, the development of shelter allocating plans and the establishment of protected emergency operating centers to assure the continuity of state and local governments;

9. FURTHER RESOLVED, that the Chairman and the Vice Chairman of the Committee on Civil Defense and Post-Attack Recovery be authorized, in their joint discretion and on behalf of the Governors' Conference, to appear and testify before any of the appropriate committees of the Congress of the United States so as personally to convey to the Congress the convictions of the Governors, demonstrated at each

Conference for the past six years, as to the crucial significance of an adequate civil defense program and especially as to the importance of a nation-wide system of fallout protection, the soundness of the proposed Federal Shelter Development Program, outlined in H.R. 8200, and the need for better understanding and affirmative leadership with respect to the nation's capability for survival and recovery in the event of nuclear attack.

PRESENTATION BY GOVERNOR EGAN
on the March 27, 1964 Alaskan Earthquake

at the
General Business Session
of the
56th Annual Meeting
of the
GOVERNORS' CONFERENCE

Sheraton-Cleveland Hotel

Cleveland, Ohio

June 10, 1964

PRESENTATION BY GOVERNOR EGAN

GOVERNOR WILLIAM A. EGAN: Mr. Chairman and fellow Governors: As the Committee on Civil Defense and Post-Attack Recovery has stated, the capability of Civil Defense to perform under disaster conditions was critically tested by the earthquake in Alaska in March. The Civil Defense organization in Alaska passed this test with flying colors. It coordinated the rescue and relief activities and acted as a center for liaison with military forces and Civil Defense heads. Communications and other equipment purchased with Federal financial assistance provided the vital link between state and local governments and the disaster areas in need. From the very moment that the March 27th disaster struck -- it was a real large area in Alaska bordering on the outer perimeter of violence in somewhat more than 30,000 square miles and when you consider that the area back of that outer perimeter added an area that entailed about 100,000 square miles more, you can readily see the extent that this violence really covered. But from the very moment this disaster did hit Alaska, the Civil Defense organization, which consisted of eight state employees, including clerical help, plus all of the voluntary units in the various affected communities and other communities of Alaska, the voluntary units working in conjunction and in total coordination and cooperation with the state agencies, performed a magnificent job,

indeed.

Of course, in Alaska we have a defense command, a unified defense command, that was very, very helpful to the state in the first trying days, particularly following the earthquake and the seismic sea waves of the evening of March 27th. But the major work of getting the show on the road and installing confidence and determination in the people of Alaska, that Alaska would rebuild, that we would come out of it and rise from the material effects that hit the state on that fateful evening, the State Civil Defense and local units of Civil Defense worked in such a manner that they command the respect of all Alaskans at this time. I am certain that all Alaskans and others from the many other states of the American Union who visited Alaska during the time of the disaster to offer their services will always hold a fond regard for the good work that was accomplished by the Civil Defense units in Alaska.

Each year that I have been Governor, the Civil Defense organization has accomplished great work in natural disasters that have hit the state of Alaska, particularly each spring when we have huge floods in the breakup period on the Kuskokwim River and the Yukon River. But these efforts were not dramatic enough and the destruction was not dramatic enough to bring home to all of the people in Alaska the vital necessity for a good and strong Civil

Defense organization, nor of the necessity that scores and even hundreds of people throughout the state of Alaska should become active workers in Civil Defense activity. That is not the case today. In Alaska, all over our great state, there is a strong realization that there must be and will be an ever-increasing effort from the standpoint of the citizens of the state in becoming vitally and individually a part of the Civil Defense effort. I can only hope that, because of the magnitude of the disaster in Alaska, people all over these United States of ours recognize the need for a strong Civil Defense organization does not only exist with relation to a nuclear holocaust, God forbid, that may some day be thrust upon us but in overcoming the disastrous results of natural disaster. I am firmly convinced now, and I know that there are several other Governors who sensed this prior to the time of the Alaskan disaster, that there has been a great psychological mistake and that is the name of the organization - the Federal organization and the organizations in the many states of the Union. I feel that if the name of the organization were titled State Civil Disaster Agency or some such title, rather than State Civil Defense Agency or National Civil Defense Agency, the apathy of the American public, as has been so evident down through these years, would not have been the case. In Alaska we are going to change the name of our agency so that it will reflect the need for this kind of an

organization really functioning well in time of natural disaster. But in the great disaster that hit Alaska, and I might say that, in attempting to visualize in your own mind the violence and the intensity of what happened on that March 27th evening, on the Richter scale a six reading is a dangerous reading. In other words, a six on the Richter scale can mean in many areas where there is an earthquake that terrible damage will result. When you reach a reading of eight on the Richter scale, that is fifteen hundred times greater in intensity and velocity than is six on the Richter scale. We used the six figure because following the earthquake of March 27th in Alaska there were several aftershocks that reached the intensity of six. But the intensity of the quake in Alaska reached a maximum of some eight point six on the scale. That was probably more than two thousand times the violence and intensity of the six on the Richter scale or some twenty million times more violence than occurred when the atomic bomb was dropped on Hiroshima.

All of the United States is earthquake country. Certain areas of our great United States, of course, in the fault areas, are more likely to have earthquakes of great violence. But I think that the disaster in Alaska points out the need more than ever before for a strong Civil Defense organization all over these great United States of ours to meet natural disasters. And, of

course, in planning in this way, in having a strong organization in every state of the Union, if a holocaust ever comes where nuclear weapons are involved, we will be much, much better able to cope with the results of such a disaster, which we all hope will never be, with the kind of Civil Defense organization that is vitally necessary. I think that it would behoove all citizens of the United States over a two- or three-year period to take a day or two off and become active in their local Civil Defense organization in the particular local community in which they reside so that they will have some good working understanding of what their duties might be if a natural disaster or other disaster ever befalls their particular area where such an organization is needed.

In Alaska, though our organization functioned real well, we noticed many things that can and will be improved. The ham operators did a tremendous job in Alaska as did other persons who took over security details when the National Guard went back to inactive status; and in many other ways people were very, very valuable in their working relationship with Civil Defense. But there were scores and even hundreds of people who came in to offer their services who had never attended a Civil Defense meeting in their local community and had no idea whatsoever of how they could be helpful in the various aspects following the disaster that demands certain manpower and aid that would be beneficial to the

over-all community. Consequently, many of the offers and sincere desires of hundreds of people to be helpful had to be turned down. These people had to be turned away because of the fact that they had never participated in activities of this nature. But I know that in Alaska we in the state government, in all the state agencies had many meetings over the past two years preparing for some great eventuality that might occur. And these people did a very fine job. But we never did get the support in the civilian community that was necessary and will be necessary in the future anywhere that such a disaster might strike. I agree fully with the Report of the Committee on Civil Defense and Post-Attack Recovery and I hope that the Congress of the United States has become much more aware of the needs for an all-out Civil Defense organizational drive all over the United States of America.

In closing, I want to say that the Office of Emergency Planning, Mr. Edward McDermott, the Director of that office, and all of his staff, the regional directors from many of the regions of the United States, which you Governors are from, and many of the people of your various Civil Defense organizations that came to Alaska to be of help, did a magnificent job for us. Alaskans are grateful, indeed, of the strong support, both from the moral and material standpoint, that came to us in these past two months from all of the citizens of the United States, of all of the

states of the Union, and the great, warm feeling of fellowship that was the cause of this. It gave me a heartwarming feeling, I know, during this period of time. It gave the people of Alaska a stronger determination and spirit to rebuild Alaska and make a better Alaska than existed prior to the earthquake and tidal waves of March 27, 1964. And it made me more proud than ever to be a Governor of one of the great states of the American Union and to be an American. Thank you. [Applause]

GOVERNOR EDMUND G. BROWN: I would like to ask Governor Egan a question. Have you given any thought -- I know you have because I spoke with you about it -- about some form of disaster insurance that we might write on a national basis to take care of a situation like that? Because there is no insurance, no private insurance, that could be written on a disaster such as you experienced in Alaska. I know the Governors would be interested in your comments on that.

GOVERNOR EGAN: I am firmly convinced that the intensity and the area covered by the Alaskan earthquake has proven beyond any question that the time has arrived when the Government of the United States must seriously consider setting up some kind of a natural disaster funding program that will be meaningful. Now, it is not as likely that you would have a violent earthquake of this intensity in the centrally located part of the

United States, a highly industrialized area. But it is possible and history shows very clearly that there have been earthquakes of tremendous violence, one in particular in the 1800s where the center was in South Carolina and it extended up into New York State. If the industrial centers that now exist in those areas had been there then and the population had been there at that time that exists in those states at the present time, you would probably have upwards of tens of thousands or maybe hundreds of thousands of fatalities. And it could be that if an earthquake of that intensity could strike that area, you would run into a situation where you would have a one hundred billion to two hundred billion dollar economic loss in industries and businesses that would be destroyed. So I think that now is the time to work on planning and recommendations to the Congress of the United States for some sort of long range funding for natural disasters. Otherwise, we could find ourselves one of these days in a situation where the industrial areas would be damaged to such a degree that all at once the great United States of America, its Federal Government, could not have too much meaningful help in rebuilding. [Applause]

WHY A CIVIL DEFENSE ORGANIZATION?

Civil Defense, as defined in the model State Civil Defense Act recommended by the Council of State Governments and adopted by all State and most local governments, is as follows:

"Civil Defense" shall mean the preparation for and the carrying out of all emergency functions, other than functions for which military forces are primarily responsible, to prevent, minimize and repair injury and damage resulting from disasters caused by enemy attack, sabotage or other hostile action, or by fire, flood, earthquake, or natural causes."

Moreover, by definition in state law and local ordinance, further implemented by Executive action, most departments and agencies of the State and local governments are assigned civil defense missions closely related to their usual function in the event of emergency. The following civil defense functions are those which are not compatible with the duties of traditional agencies of governments:

1. Warning of impending enemy attack;
2. The creation of a communication system linking the on-going system of police, fire, engineering, health, and others to central government;
3. Development and management of a system for radiological defense, which includes recruitment of personnel, management of a system, and training in techniques for its operation and maintenance;

4. Emergency command and control systems for State and local governments, including a reporting system for damage assessment and the means of its rapid evaluation and decision making based upon such reports.

5. Creation of a system for the organized management and operation of fallout shelters. This includes:

a. The local management of the licensing, marking, and stocking of shelters in existing buildings;

b. An inspection and maintenance system for the shelters and supplies placed in the shelters;

c. State and local shelter use plan for the emergency use of the shelters.

6. A comprehensive plan for training of State and local governmental employees in the technicalities and specialities of civil defense and the training of volunteer civil defense workers.

7. Emergency public information, including an emergency broadcasting system made up from local broadcast facilities, and use of other news media for an emergency public information program of emergency instruction to the public.

8. Planning and coordination of requests for additional support, including that of military support.

SIGNIFICANT RESULTS IN THE HISTORY OF THIS AUTHORITY
ON STATE AND LOCAL PERSONNEL

Introduction

Effect of merit system requirements .

Has stabilized staffs.

Has raised their professional competence .

Qualifications for employment are high.

15% of incumbent civil defense employees taking qualifying tests failed them.

54% of persons recently applying for civil defense professional jobs failed the entrance examinations.

Growth of participation in the program.

Growth is due mainly to increase in number of cities and counties participating.

Began in 1961 with 703 cities and counties.

This year there are 1,370 communities with staffs totaling 3,413.

Staff size averages less than 4 persons.

Use of the Federal Contributions.

Almost the entire amount goes for salaries .

Average salary is \$4,534 of which Federal Government pays one-half.

Five per cent used for travel.

Ten percent for rents, utilities and all other office expenses.

Accomplishments of participating cities. vs non-participating cities.

Had stocked fifty per cent more shelter space.

Had trained almost twice as many shelter managers.

Have twice the per capita local funding.

Had more than twice as many full-time civil defense employees in proportion to population.

Have made more civil defense emergency assignments and provided civil defense training to a greater proportion of their city employees.

Have enlisted a higher proportion of auxiliary help to perform emergency radiological, police, rescue and other duties.

6

SUPPORT OF CIVIL DEFENSE FROM LOCAL OFFICIALS*
AND NATIONAL ORGANIZATIONS & ASSOCIATIONS

By act of Congress, civil defense is a responsibility of national, State and local governments. At the national level rest the responsibility for study, research, broad planning and program formulation. At the State level lies a responsibility for adaptation of these broad plans and programs to the needs of the particular State. But, it is at the local level that action must take place.

The following associations, representative of this "action" level, have expressed their support of a strong Civil Defense:

American Municipal Association (Representing some 13,000 municipal governments)

"Increased Disaster Assistance -- We recommend that the federal government provide through surplus property or by direct grant, additional fire fighting rescue, communications, medical supplies or other equipment needed by the communities to increase their capability of meeting disasters of great magnitude. We urgently request the Congress to provide an additional, more complete and adequate financial program for civil defense, which recognizes the urgent importance of protecting and defending our homeland. We recommend that the Congress, under the authority granted it by Public Law 85-606 continue matching funds to share the cost

* Complete texts attached.

of state and local personnel, to procure, distribute, and maintain needed radiological detection equipment, and to train state and local civil defense personnel.

"The Congress of the United States should enact laws which give to all civil defense agencies a higher priority in the procurement of such federal surplus properties as are necessary to the organization, maintenance and operation of an effective civil defense and disaster program.

"Civil defense and disaster preparedness should be a part of every municipal employee's training and civil defense and disaster assignments should be made so that their employees are better equipped to carry out their responsibilities."

National Association of Counties (Representing some 3050 county governments)

'Joint Responsibility: We approve federal recognition of civil defense as a joint responsibility of the federal government, the several states and their political subdivisions. We further approve legislation which provides that the federal government shall match the administrative and personnel costs of state and local civil defense organizations.

"County Responsibility: County Governments should recognize their responsibility as a unit of the nationwide Civil Defense

Organization. They should promote Civil Defense Organizations throughout the County and its local political subdivisions, and wherever feasible and practical, act as the coordinating agency for Civil Defense within the County.

"Natural Disasters: We favor a more flexible and expeditious administration of federal laws and regulations intended to afford prompt assistance to local communities in times of natural disasters.

"We recommend that the Federal Civil Defense Act of 1950, as amended, be further amended to include natural disaster activities within the definition of Civil Defense."

AFL-CIO (Representing millions of Americans)

"RESOLVED: 3. Adequate information and training provided by the Federal government both in educational material and in competent civil defense leaders.

"6. Government control over construction of destructible high buildings in cities and Federal, State and local control over new buildings such as schools, hospitals, office buildings, to make certain that they all contain adequate shelter space.

"Disaster relief is a part of the civil defense function in all States and this particular amendment set forth in Section 3 was recommended by organizations representing State and local civil

defense directors, who are now required to distinguish between civil defense and disaster relief activities.

"The AFL-CIO believes that planning and preparations for natural disaster relief should be related to preparations for civil defense operations, and we urge recognition of this essential relationship by enactment into law of a broader definition of civil defense which includes natural disaster relief operations. We believe adoption of this broader definition of civil defense will encourage and stimulate even greater participation by the American labor movement in civil defense and natural disaster relief activities."

Individual local officials have submitted the following views to the Congress:

James D. Dworak, Mayor of Omaha, Nebraska -

"I need not belabor the obvious; Civil Defense, when viewed from the standpoint of a City, becomes totally impractical if the Federal Government cannot be relied upon to carry through with a joint undertaking, with local Governments, which was initiated by the Federal Government in the name of National Defense. The Federal Program has moved the City of Omaha to extraordinary effort.

"Many of our cities are well ahead of our Federal Government in Civil Defense and are tired of the vacillation of Congress which

cannot but result in a totally unreliable Federal Program.

"We intend to continue our efforts and to carry our end of the program. . . . I will continue to call forth the effort of the public and private citizens of Omaha in the face of the Federal affront which says 'do as we say' not 'do as we do.'

"The responsibility of City and County officials is not to ask for the burdens of Civil Defense, but to do their part in a sensible national plan under Federal direction and guidance, quite apart from national defense requirements. It appears to me to be bad government, bad politics, and less than responsible for the Federal Government to take the lead in a joint undertaking in one year and to invite local government to take the lead in the next year.

"As the Mayor of this City, I do not pretend to judge the needs of National Defense. I have faith in the Federal Government and am prepared to carry out to the best of my ability, those defense actions the Federal Government indicates must be done by City Government. It is difficult enough for me and other Mayors and County officials to do our part in a program of national defense which appeals largely to a sense of duty. It will be an almost impossible task without continuity of Federal support."

Edmond W. Wade, Mayor of Long Beach, California -

"A failure at this time for the Federal government to continue the shelter program, which has just gotten off to a good start, will make it most difficult for the citizens to understand the need to be concerned about national preparedness at the individual and family level. It will also be most difficult at the community level to sustain a reasonable posture of readiness to help meet national emergency situations unless Congress demonstrates that such preparedness is desirable."

Neal S. Blaisdell, Mayor of City and County of Honolulu -

"Most important to public understanding is Federal attitude exemplified by action of Congress."

Mayor Cavanagh, Detroit, Michigan -

"We are hopeful and confident that a suicidal war can be avoided, but we recognize that preparations to protect our people are a part of the preventive program."

Myron Lotto, Chairman, Brown County Board of Supervisors, Wisconsin

"Since Civil Defense became a part of the Department of Defense, there appears to be a feeling of leadership with a definite course of action that can and should be followed. The Fallout Shelter Program is the most plausible and understandable undertaking to date."

U. S. Conference of Mayors -

"WHEREAS, municipal communities cannot properly plan for an effective long-term civil defense program without continuity of financing of federal support, and

"NOW THEREFORE BE IT RESOLVED by the United States Conference of Mayors that, as Chief Executives of the cities of our nation, we have the clear responsibility for organizing leadership in our cities to carry forward the necessary civil defense activities responsive to the national civil defense program."

". . (d) Provide that all aids and grants for local civil defense purpose be channeled through local and city civil defense sources."

ROLE OF CIVIL DEFENSE IN NATURAL DISASTERS

CONTENTS

- I. Lead - basic theme.
- II. Statements on Civil Defense Action in:
 - 1. Alaska.
 - 2. Crescent City, California; Hawaii (tidal wave warnings).
 - 3. Stroudsburg, Pennsylvania (June 26, 1944: dynamite truck explosion in front of snake farm).
 - 4. North Las Vegas, Nevada (plane crash).
 - 5. California (fire and explosion).
 - 6. Montana floods/Nebraska.
 - 7. Ohio River Floods (Ohio, Pennsylvania, Indiana, Kentucky).
 - 8. Attleboro, Massachusetts (Thompson Chemical Plant explosion).
 - 9. Michigan (tornado)
 - 10. Delaware (editorial on value of civil defense in natural disasters).
- III. Assistance Loans of Civil Defense Engineering Equipment to 15 States for Water Shortage and Flood Aid.

Role of CD in Natural Disasters

LEAD

Mr. President, the responsibility of government to be prepared for action in time of disaster -- both natural and man-made -- is recognized in the civil defense legislation of every State.

The role of civil defense is to serve as the emergency coordinating arm of the elected executive who, in a disaster situation, must direct a multitude of governmental actions to alleviate damage and speed recovery -- and do all of this in a tightly compressed period of time.

ALASKA

The recent earthquake in Alaska provided a realistic appraisal of what civil defense can do in the face of peacetime disaster.

The State Civil Defense organization of five professionals and two secretaries was expanded to approximately 150 within 24 hours, and coordinated emergency recovery actions ordered by Governor William A. Egan.

Because of water and sewer line destruction in Anchorage, water containers and sanitation kits from the public fallout shelters were distributed all over town. CD generators provided emergency power at critical locations, including Providence Hospital, the central medical center for the Anchorage area.

Support by the military and by organizations and individuals was of the highest order in all devastated areas. An important point to remember, however, is that martial law was never declared at any time anywhere in the State. Civil defense -- civil government in emergency -- retained control of all emergency actions.

In the aftermath of the emergency, Governor Egan declared that "... the direction came from civilians ... and the efforts, to a large degree, followed closely along established disaster plans. ... Civil defense was the key operational unit working directly from my office. And while coordination between State and local civil defense units was quickly established, the local units worked exceedingly well on their own.

"If this type of disaster agency had not been fully functioning at

the time of the Alaska earthquake, I personally believe the first hours following the earthquake would have been ones of tragic confusion."

CRESCENT CITY/HAWAII
(Alaskan quake)

Soon after the Alaskan earthquake struck, a tidal wave warning was sent by the 28th Warning Center of the OCD National Warning System at Hamilton Air Force Base, California, to the State Civil Defense Offices of California, Oregon, and Washington.

In California, the State Disaster Office (civil defense) dispatched the warning by teletype and telephone to Crescent City an hour before the first big wave struck.

In Hawaii, civil defense sirens sounded tidal wave alarms in coastal areas. Approximately 150,000 people were evacuated from lowlands. In Honolulu, civil defense authorities manned posts in an emergency control center deep in bedrock below Diamond Head.

Stroudsburg, Pennsylvania
(June 26, 1964: dynamite truck
explosion in front of snake farm.)

Civil defense workers in the Stroudsburg, Pennsylvania, area were called out almost immediately after the explosion of a dynamite truck near Stroudsburg early in the morning of June 26. Volunteer firemen had been handling the situation until the explosion, which resulted from a brake fire. However, the explosion blew up a nearby snake farm, liberating hundreds of snakes, many of them poisonous.

About 50 civil defense workers from Monroe County Civil Defense at Stroudsburg were dispatched to the scene to help direct traffic around the blast scene, and to kill loose snakes.

Monroe County Civil Defense activated its new emergency operating center in the county courthouse at 4:17 a.m. to meet the situation. Civil Defense people in charge: Marvin E. Abel, the County Director, and Jack Anderson, the Eastern Area Director for the State Council of Civil Defense.

NORTH LAS VEGAS, NEVADA
(plane crash)

An example of military-civil defense cooperation came in May when an Air Force F-105 Thunderchief jet crashed into a housing area of North Las Vegas, Nevada, killing the pilot, a woman and three children, and demolishing 14 homes.

A civil defense emergency headquarters was quickly established on the outer perimeter of the disaster strike zone. Fire, police, and hospital officials dispatched ambulances and two medical teams to the emergency headquarters, and headquarters personnel directed the evacuation of families from homes in the disaster area.

Reflecting later on the emergency operations, Major General John C. Meyer, commanding officer of U. S. Air Force Headquarters at Waco, Texas, stated (in a letter to Senator Alan Bible):

"In my opinion the civil defense capabilities, as demonstrated by its operation after this crash, is a model which cities of greater size and population may well copy. I am certain that the action of the civil defense unit did much to minimize the tragic aftermath of the crash."

CALIFORNIA
(Fire and explosion, 1964)

San Francisco's All-Hallows Church, devastated by fire which claimed 16 lives, prompted both the San Francisco Chronicle and the San Francisco Examiner to call public attention to the value of adequate Civil Defense organization and planning.

The Chronicle complimented the City Civil Defense Director for coordinating rescue efforts while the Examiner said the fire showed "San Francisco that peacetime disaster, and not war alone, can leave a tragic wake of destruction, death, and terror."

The effective coordination of the efforts of doctors and nurses, ambulance crews, policemen and firemen, contributed greatly to alleviation of the effects of the fire, the Examiner said.

Commenting that "many citizens have equated preparation for disaster with civil defense, associated only with war," the Examiner added that those who "think of Civil Defense as fostering war ... are wrong."

Noting that "all would pray that such emergencies would never occur," the Examiner called for increased emergency capability "on a scale serving not just hundreds of casualties, but thousands."

MONTANA floods/NEBRASKA
(June 1964)

Civil defense worked jointly with the military and the Red Cross earlier this month in one of the worst floods in Montana's history.

Maj. Gen. Richard C. Kendall, Montana Adjutant General and Executive Head of the State Civil Defense, rushed back from Cleveland, where he was attending the Governors' Conference, to coordinate emergency operations for the State, including dispatching of typhoid vaccines, emergency bedding, and food supplies to flood-stricken areas.

Ham radio operators cooperated closely with government authorities during the emergency, reporting at one time from the town of Browning, near Glacier National Park, the recovery of 13 bodies.

In the wake of the Montana disaster, flash floods swept through Omaha, Nebraska, on June 16, taking at least six lives. Civil defense organized an emergency force of boats to rescue stranded people, coordinating its efforts with National Guardsmen who were ordered to duty by Governor Frank Morrison to assist in rescue operations.

OHIO RIVER FLOODS
(March 1964)

In the Ohio River floods in March 1964, civil defense organizations in four States mobilized to meet the threat of disaster.

In Indiana, civil defense and the Red Cross set up emergency shelters and food lines for flood refugees.

In Louisville, Kentucky, civil defense units assisted in the evacuation of thousands from flood-threatened areas, and took on the job cleaning up and restoring order.

In Pennsylvania and Ohio, civil defense worked around the clock preparing shelters for evacuated families.

ATTLEBORO, MASSACHUSETTS
(Thompson Chemical Plant
explosion)

Early this year, a major explosion at the Thompson Chemical Plant in Attleboro, Massachusetts, resulted in fatal injuries to seven employees. Of the six main buildings at the plant, only three remained relatively intact after the fire was extinguished. Forty other persons were injured in the blast.

By a prior arrangement, Attleboro police notified the City Civil Defense Director as soon as the alarm was sounded. He in turn alerted civil defense auxiliary fire and police squads in Attleboro.

Civil defense set up a communications center to procure supplies and equipment to help Attleboro public safety units at the scene of the disaster. Volunteer auxiliary civil defense units assisted the city's regular fire and police forces during the night.

MICHIGAN
(Tornado, 1964)

On the afternoon of May 8, 1964, a tornado struck west of Mount Clemens, Michigan, killing ten persons and sending 82 to local hospitals. More than 200 persons were treated for injuries and released.

National Guardsmen, Selfridge Air Force personnel, and Civil Defense workers maintained order and assisted in the evacuation of casualties in the devastated area where damage was estimated officially at between \$4 and \$5 million dollars.

On May 15, the Warren, Michigan, Tri-City Progress credited "advance civil defense planning with holding down casualties and speeding relief to the injured and homeless victims."

The Macomb County civil defense director said the emergency plans of the County Sheriff's Department, the various police and fire agencies and private organizations "all meshed" when the tornado struck.

An emergency control point was set up by the Sheriff's Department and from there the various agencies were activated by Civil Defense and operations continued until there was assurance that all victims, living and dead, had been provided for.

DELAWARE

From editorial in Delaware State News, Dover, Oct., 1963:

"... civil defense is more than a mechanism of war. It is a defense against the forces of nature as well. Every community is vulnerable to natural disasters which may strike anywhere in the form of hurricanes, tidal waves, tornadoes, floods or fires.

"Without a well-organized CD program and citizens trained to cope with emergencies, many lives may be lost unnecessarily in the panic that follows when disaster strikes a community.

"If Civil Defense officials placed more emphasis in the vital role CD plays in these natural disasters, American citizens might wake up to the importance of preparedness to survival."

ASSISTANCE LOANS OF CIVIL DEFENSE ENGINEERING
EQUIPMENT TO STATES FOR WATER SHORTAGES
AND FLOOD AID

Civil Defense engineering equipment is loaned to the States for use during water shortages and to alleviate floods. One unit consists of 10 miles of 8-inch pipe and necessary pumps and generators.

During the past two years, such equipment has been loaned to 15 States for use in 51 communities. Forty-six loans were made because of water shortages, and five were for flood aid. Eight States currently have on loan engineering equipment in use in sixteen communities.

Engineering equipment has been or is on loan to the following States:

Kansas
Massachusetts
Missouri
Ohio
Oklahoma
Pennsylvania
Virginia
West Virginia
Indiana
Illinois
Vermont
New York
Maryland
Kentucky
New Hampshire

Details are attached.

June 25, 1964

LIST OF ASSISTANCE LOANS OF CD EQUIPMENT TO STATES FOR
WATER SHORTAGES AND FLOOD AND (*)

OKLAHOMA

State and City

Date of Issue

KANSAS

Galesburg

November 6, 1963

Extended May 5, 1964

Alma

February 18, 1964

Extended August 17, 1964

MASSACHUSETTS

Gardner

October 30, 1963

Maynard

April 6, 1964

Loominster

June 9, 1964

Franklin

June 10, 1964

Lunenburg

June 10, 1964

MISSOURI

Adrian

September 16, 1963

Extended June 11, 1964

Fayette

June 12, 1963

Extended June 13, 1964

Extended Sept. 13, 1964

Macon

October 15, 1963

Extended July 20, 1964

OHIO

(*) Nelsonville

March 13, 1964

OKLAHOMA

Boggs

November 15, 1963

PENNSYLVANIA

Hanover

September 25, 1963

Extended May 1, 1964

Hyndman

April 30, 1964

VIRGINIA

Crozet

September 16, 1963

Extended September 1, 1964

WEST VIRGINIA

Hurricane

May 26, 1964

COMPLETED

<u>State and City</u>	<u>Date of Issue</u>	<u>Date of Return</u>
INDIANA		
Austin	October 29, 1963	January 8, 1964
Bedford	March 16, 1964	April 6, 1964
(*) Sellersburg	March 10, 1964	April 14, 1964
ILLINOIS		
Newton	November 15, 1963	December 17, 1963
Chester	January 3, 1964	March 30, 1964
Blandinsville	December 5, 1963	March 16, 1964
MASSACHUSETTS		
Leominster	September 30, 1963	February 10, 1964
Turner Falls	October 30, 1963	March 31, 1964
MISSOURI		
Lanagan	July 1, 1963	January 9, 1964
OHIO		
Spencer	December 17, 1963	January 24, 1964
Mt. Orab	October 22, 1963	December 10, 1963
(*) Athens	March 11, 1964	March 26, 1964
(*) Marietta	March 11, 1964	March 26, 1964
College Corners	November 5, 1963	May 26, 1964
OKLAHOMA		
Locust Grove	November 6, 1963	December 2, 1963
PENNSYLVANIA		
Spring Grove	October 18, 1963	May 5, 1964
Cornwall	October 17, 1963	January 21, 1964
Lock Haven	October 21, 1963	October 25, 1963
Tower City	October 18, 1963	January 30, 1964
Weatherly	October 24, 1963	January 7, 1964
West Chester	October 17, 1963	January 28, 1964
Schuylkill	December 9, 1963	December 20, 1963
Ebensburg	October 23, 1963	May 5, 1964
York	October 9, 1963	April 28, 1964
VERMONT		
South Royalton	September 25, 1963	October 17, 1963
State of Vermont	November 7, 1963	December 31, 1963
South Royalton	October 30, 1963	April 13, 1964
Brattleboro	November 5, 1963	March 13, 1964
Barre Town	December 27, 1963	January 24, 1964
NEW YORK		
State	October 31, 1963	December 29, 1963

COMPLETED Con't

<u>State and City</u>	<u>Date of Issue</u>	<u>Date of Return</u>
WEST VIRGINIA		
Harpers Ferry	November 29, 1963	March 6, 1964
MARYLAND		
Myersville	October 18, 1963	December 17, 1963
KENTUCKY		
(*) Louisville	March 12, 1964	March 18, 1964
VIRGINIA		
Tazewell	September 23, 1963	March 3, 1964
NEW HAMPSHIRE		
Claremont	October 2, 1963	December 30, 1963

BREAKDOWN OF AVERAGE SALARIES (PERMANENT GS POSITIONS)

	<u>Actual as of FY 1964</u>	
<u>Grade</u>	<u>No.</u>	<u>Average Salary</u>
GS-18	2	\$20,010
GS-17	6	19,094
GS-16	18	16,959
GS-15	98	16,929
GS-14	189	14,668
GS-13	170	12,694
GS-12	99	10,636
GS-11	36	9,025
GS-10	2	8,590
GS-9	37	7,638
GS-8	10	7,217
GS-7	58	6,442
GS-6	76	5,940
GS-5	146	5,218
GS-4	71	4,631
GS-3	24	4,273
Total	1,042	

AVERAGE GS GRADE AS COMPARED WITH FBI AND NASA

	<u>FY 1963</u>	<u>FY 1964</u>	<u>FY 1965</u>
Office of Civil Defense	10.2	10.2	10.2
Federal Bureau of Investigation	8.0	7.9	7.9
National Aeronautical & Space Administration	10.0	10.0	10.0

*DISTRIBUTION OF PROFESSIONAL vs OTHER PERSONNEL

	<u>*Professional</u>	<u>*Other Personnel</u>
Office of Civil Defense,		
Office of the Secretary of the Army	56%	44%
** Federal Bureau of Investigation	35%	65%
** National Aeronautical & Space Administration	37%	63%

The mission of the Office of Civil Defense is constituted by law as one of technical guidance and direction to the States. Therefore, the bulk of the more routine operations are carried out by the States and localities. As a result, a Federal civil defense organization was constituted under OCD as a staff of specialized personnel such as architects and engineers, scientists in all fields, radiation experts, lawyers, communications experts, educators, statistical analysts, logistics experts, and contract negotiators necessitating a higher pay scale than other Government agencies whose functions include a larger proportion of routine clerical operations.

* Professional personnel are defined as GS-12 and above; other personnel as GS-11 and below.

** Source: President's Budget 1965

It is important to note that since the Civil Defense Program became a part of the Department of Defense in 1961 that the Office of Civil Defense has reduced its overall personnel strength by 18 per cent from 1300 to 1042.

The supergrade strength of the Office of Civil Defense for which each position has been certified and approved by the Civil Service Commission and the Department of Defense Evaluation Board represents less than 3 per cent of the total Office of Civil Defense civilian strength as compared to 7 per cent within the Office of the Secretary of Defense.

SURFACE BURSTS VS. AIR BURSTS

In a nuclear surface burst, the fireball touches the surface of the earth. Because of the intense heat, a considerable amount of rock, soil, and other material located in the area will be vaporized and taken into the fireball. In addition, the strong afterwinds at the earth's surface will cause large amounts of dirt, dust and other particles to be sucked up as the fireball rises. Thus, a surface burst differs from an air burst in that the radioactive cloud is much more heavily loaded with radioactive debris which gradually falls back to the earth as "fallout" as the cloud moves downwind. Air bursts, on the other hand, optimize the fire effects.

General Earl G. Wheeler, Chief of Staff, United States Army, in a statement to a subcommittee of the Senate Armed Services Committee, Dec. 2, 1963, had this to say on use of ground bursts vis-a-vis air bursts, "While it is true that high yield, high altitude nuclear detonations can cause extensive fire damage to urban areas, atmospheric conditions could severely limit their thermal effects. Furthermore, blast and fallout effects are sacrificed in such usage. Greater damage can be achieved with greater certainty by surface and low altitude bursts with weapons of yields adapted to particular target objectives. Therefore, we do not consider that high yield, high altitude nuclear detonations will represent the major part of future nuclear threats. It follows, then, that it is the radioactive fallout created by surface and low altitude bursts which establishes the need for a fallout shelter system to protect the population."



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