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THE WHITE HOUSE
WASHINGTON

July 23, 1976

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR: BRENT SCOWCROFT
FROM: JAMES E. CONNOR *gac*
SUBJECT: U. S. Civil Defense Policy

The President has reviewed your memorandum of July 19th on the above subject and has approved your signing the memorandum calling for a review of U.S. civil defense policy.

Please follow-up with the appropriate action.

cc: Dick Cheney

THE WHITE HOUSE
WASHINGTON

July 22, 1976

MR. PRESIDENT:

U.S. Civil Defense Policy

The attached memorandum from Brent Scowcroft was staffed to Messrs. Marsh, Cannon, Buchen, Lynn, Friedersdorf and Gergen. No one had any objections, except Max Friedersdorf suggested that the review be delayed until after Kansas City because it might be construed as proof of alleged deficient military posture (See Tab 1).

This has also been reviewed by Bob Hartmann who recommends approval of the study group and approves the memo editorially.

Jim Connor

THE WHITE HOUSE

WASHINGTON

SECRET - GDS

July 19, 1976

MEMORANDUM FOR: THE PRESIDENT
FROM: BRENT SCOWCROFT 
SUBJECT: U. S. Civil Defense Policy

I believe it would be appropriate to initiate a review of U.S. civil defense policy. The last review of U.S. civil defense policy (NSSM 57) was completed in 1970, and the last decision (NSDM 184, at Tab B) was signed on August 11, 1972. There have been a number of developments since that time with important implications for structuring our civil defense program, including continued Soviet strategic and civil defense programs and our adoption of a flexible nuclear response strategy.

Our current civil defense program is essentially a posture of planning in peacetime for surging in a crisis. This program keeps peacetime civil defense costs relatively low (approximately \$70 million annually in the Defense budget), but at the same time is extremely limited in terms of its capability to provide for urban evacuation, expanded capacity and stockpiling of shelters, training and education, and protection of the industrial base.

The very limited nature of the current program raises questions as to whether it should be retained in its current form, or whether it should even be retained at all. Some argue that civil defense efforts would be futile in saving lives in a major nuclear war, given the size and capability of Soviet strategic forces. Others disagree with that assessment, especially in light of Soviet civil defense efforts and our new flexible response strategy. Some recent studies indicate that in a major nuclear conflict, Soviet fatalities would be far fewer than U.S. fatalities, generating concern about the impact of civil defense on the strategic balance and deterrence. Also, there are those who contend that under the flexible response strategy with its concept of bargaining through gradual nuclear escalation, the Soviets could evacuate their cities and then issue an ultimatum, rather than bargain over the next step.

SECRET - GDS

KR 5/16/88

There is renewed Congressional interest in our civil defense policy. The Civil Defense Panel of the House Armed Services Investigating Subcommittee recently completed hearings (chaired by Congressman Leggett) on the U.S. civil defense program. Subcommittee Chairman Hebert has transmitted the Panel's report to you (Tab C) with a request that you consider two recommendations in particular: (1) that the NSC conduct a study of the strategic significance of civil defense, and (2) that OMB look at the organizational base for civil defense activities. (Max Friedersdorf is responding to Hebert on your behalf, expressing appreciation for the report and indicating that policy matters such as these are under continual consideration within the Executive Branch.)

Also, the Joint Committee on Defense Production has been conducting hearings (chaired by Senator Proxmire) on U.S. preparedness and planning programs, including the U.S. civil defense program. As a result of these hearings, Senators Proxmire and Tower recently requested the Federal Preparedness Agency in GSA to provide a critical assessment of U. S. preparedness efforts.

In addition to the basic considerations regarding the strategic implications of civil defense, a factor underlying the Congressional interest is your decision in the FY 77 Defense budget that DOD civil defense activities should be devoted exclusively to nuclear attack preparedness. This involves reductions in matching funds assistance to state and local agencies for programs required primarily for natural rather than nuclear disaster preparedness. State and local agencies have complained about this cutback to Congressional committees.

It would be useful to review our civil defense policy and to weigh a number of questions concerning the proper structuring of our civil defense posture in the future. I recommend that you direct the preparation of a civil defense study and a NSSM which would do so is at Tab A. State, Defense, OMB, and the Federal Preparedness Agency in GSA concur.

RECOMMENDATION

That you approve my signing the NSSM at Tab A calling for a review of U.S. civil defense policy.

_____ Approve

_____ Disapprove

h/81



NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

SECRET - GDS

National Security Study Memorandum

TO: The Secretary of State
 The Secretary of Defense
 The Director, Office of Management
 and Budget
 The Administrator, General Services
 Administration

SUBJECT: U. S. Civil Defense Policy

The President has directed a review of U. S. civil defense policy as set forth in NSDM 184, dated August 14, 1972. The study should reflect the impact on civil defense policy of international political and military developments since NSDM 184 was issued and take into account the current status of U. S. and Soviet civil defense programs, their potential impact on the strategic nuclear balance, and their implications for our flexible nuclear options strategy (NSDM 242).

The study should review our current civil defense program, its effectiveness and cost, and propose a range of alternative civil defense policies and accompanying programs, including their effectiveness and costs. In addition to the above considerations, the review should take into account, but not necessarily be limited to, the following:

- Fallout shelters and emergency food and medical supplies.
- Civil defense warning and communications.
- Strategic evacuation of urban areas.
- Protection of key industrial installations.
- Education programs and materials
- The appropriate relationship between civil defense and natural disaster preparedness programs.

SECRET - GDS

KE/s/ks

-- The organizational structure for management of civil defense activities.

The study should be prepared by an ad hoc group composed of representatives of the recipients of this memorandum and chaired by a representative of the Secretary of Defense. The Chairman of the ad hoc group should draw upon other Departments and Agencies for assistance in those portions of the study dealing with substance in their areas of interest. The study report should be submitted by September 30, 1976, for review by the NSC Senior Review Group prior to consideration by the President.

Brent Scowcroft

cc: The Director, Arms Control and Disarmament Agency
The Chairman, Joint Chiefs of Staff
The Director of Central Intelligence

1974



LIMITED OFFICIAL USE

August 14, 1972

National Security Decision Memorandum 184

TO: The Secretary of State
 The Secretary of Defense
 The Director, Office of Emergency Preparedness
 The Secretary of Health, Education and Welfare
 The Chairman, Atomic Energy Commission

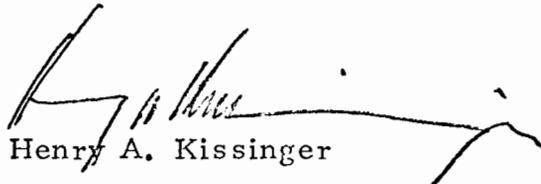
SUBJECT: United States Civil Defense Policy

The President has reviewed the Ad Hoc Group's response to NSSM 57, U.S. civil defense policy, and the views of the interested agencies.

The President has:

- Decided that the U.S. shall maintain the current overall level of effort in its civil defense activities.

- Directed that there be increased emphasis on dual-use plans, procedures and preparedness within the limitations of existing authority, including appropriate related improvements in crisis management planning.


Henry A. Kissinger

cc: The Director of Central Intelligence
 The Director, Arms Control and Disarmament Agency
 The Chairman, Joint Chiefs of Staff
 The Director, Office of Management and Budget
 The President's Science Adviser

LIMITED OFFICIAL USE

1961

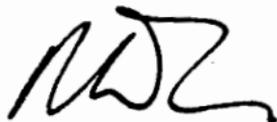


THE WHITE HOUSE
WASHINGTON

TO: BOB LINDER

FROM: TRUDY FRY

The attached is sent to you for
review before it is forwarded to the
President.

A handwritten signature in black ink, appearing to be 'TF' or 'Trudy Fry', located in the bottom right corner of the page.

SUBCOMMITTEE MEMBERS:
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ROBERT W. DANIEL, JR., VA.
WILLIAM L. DICKINSON, ALA.

NINETY-FOURTH CONGRESS
U.S. House of Representatives
COMMITTEE ON ARMED SERVICES
ARMED SERVICES INVESTIGATING SUBCOMMITTEE

2339 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
225-4221, GOVERNMENT CODE 180, EXT. 4221

May 18, 1976

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encl.*

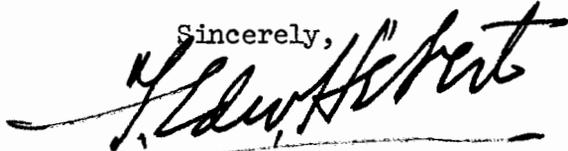
The President
The White House
Washington, D. C.

Dear Mr. President:

On January 22, 1976, I appointed a three-member Civil Defense Panel to conduct a review of our U. S. civil defense program. Members of the Panel were Mr. Robert L. Leggett, Chairman, Mr. Bob Carr and Mr. Donald J. Mitchell.

After an extensive series of hearings the Panel submitted its report containing six recommendations, two of which require Presidential consideration. These hearings represent the first broad-scale review of civil defense by the Committee on Armed Services since the 1963 hearings.

I am enclosing copies of the report and respectfully request your consideration of Recommendations Nos. 5 and 6, which are explained in detail on page 12 of the report.

Sincerely,

F. Edw. Hebert
Chairman

Enc.
FEH/rmr

CIVIL DEFENSE REVIEW
REPORT BY THE CIVIL DEFENSE PANEL
OF THE
SUBCOMMITTEE ON INVESTIGATIONS
OF THE
COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES
NINETY-FOURTH CONGRESS
SECOND SESSION

APRIL 1, 1976



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1976

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CIVIL DEFENSE PANEL

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DONALD J. MITCHELL, New York
RALPH MARSHALL, *Professional Staff Member*
HERBERT ROBACK, *Professional Staff Member*

(II)

LETTER OF TRANSMITTAL

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
Washington, D.C., April 1, 1976.

Hon. MELVIN PRICE,
*Chairman, Committee on Armed Services,
U.S. House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: I have the honor to transmit herewith the Report of the Civil Defense Panel of the Investigations Subcommittee.

The report has been unanimously approved by the Subcommittee members. I would appreciate your early approval of the report in order that it may be printed.

With best wishes, I am
Sincerely,

F. EDW. HÉBERT,
Chairman, Investigations Subcommittee.

Approved for printing:
MELVIN PRICE,
Chairman, Committee on Armed Services.

(III)

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CIVIL DEFENSE REVIEW

Report by the Civil Defense Panel

INTRODUCTION

The Committee on Armed Services is charged with legislative and oversight responsibilities in the matter of civil defense. The Defense Civil Preparedness Agency is a component of the Department of Defense and legislative bills amending the Federal Civil Defense Act are referred to the committee.

The basic legislation was enacted in 1951. Amendments have been made from time to time to extend program authorities which were time-limited and to make more or less substantive changes in the program content. Milestone amendments of 1958 established the concept of Joint Federal-State responsibility for civil defense (in place of the States having primary responsibility), and provision was made for Federal matching grants to help pay for personnel and administrative expenses of State and local civil defense organizations.

In 1963, the Department of Defense proposed to this committee that Federal subsidies be authorized to support a comprehensive fallout shelter program. After very extensive hearings on the subject, the committee decided that the proposal had merit and developed legislation which was passed by the House but was set aside in the Senate because of a then unresolved dispute with the Secretary of Defense over a closely-related subject—ballistic missile defense.

HEARINGS AND TESTIMONY

The 1976 hearings by the Civil Defense Panel represent the first broad-scale review of civil defense by the Committee on Armed Services since the 1963 hearings. In the current series, hearings were held on February 9, 10, 17, 18, 24 and 26, and March 2, 3, 4, 8 and 9, 1976.

The witnesses were in three general categories: (1) Those representing Federal agencies engaged in civil defense, disaster relief, and emergency preparedness activities; (2) those representing outside civil defense organizations and State and local civil defense agencies; and (3) individuals with special knowledge or expertise derived from governmental, academic, or industrial experience. A complete list of witnesses appears in the appendix.

The Federal agency witnesses described the operations and interrelationships of their agencies. The State and local witnesses emphasized the potentially disastrous impact on their civil defense organizations of a severe budget cut and policy restriction proposed by the Administration, as described later in this report. Witnesses with special expertise discussed the role of civil defense in the national defense posture and the significance of the serious and sustained Russian civil defense effort.

AUTHORIZATION FOR CIVIL DEFENSE

The Federal Civil Defense Act of 1950, as amended, is the general authorizing statute for the Federal civil defense program, largely administered by the Defense Civil Preparedness Agency (DCPA). Although several civil defense programs or activities authorized by that Act are for specified periods only, and their authorizations must be renewed from time to time, the civil defense program as a whole heretofore has not been subject to annual review and authorization by the committee having legislative jurisdiction; that is, the Committee on Armed Services.

A provision has been written into the Department of Defense Appropriation Authorization Bill for fiscal year 1977 which, if enacted into law, will require that in fiscal year 1978 and thereafter all military functions administered by the Department of Defense be authorized on an annual basis. The panel recommended, and the committee approved, conforming amendments to the Federal Civil Defense Act, carried in the authorization bill. Thus, commencing in fiscal year 1978, civil defense as well as all other components of the Department of Defense budget will be annually authorized. As stated in the committee's report on the authorization bill (H.R. 12438), the new requirement will enable the committee to "(1) more closely oversee the activities of the Department of Defense as an integrated whole; (2) develop sounder policy positions as a consequence of the broader approach; and (3) work more effectively with the Committee on the Budget and the Committee on Appropriations in establishing adequate, sustained spending levels for the national defense."

The requirement for annual authorization of the civil defense budget, if enacted as part of the defense authorization bill, will be effective next year in connection with the fiscal year 1978 budget. In the meantime, we are faced with the fact that certain financial assistance programs currently authorized by the Federal Civil Defense Act of 1950, as amended, will expire unless re-authorized by June 30, 1976. These programs cover (1) payments for travel and per diem expenses of trainees at civil defense schools; (2) matching grants for State and local civil defense personnel and administrative expenses; and (3) procurement and maintenance of radiological defense equipment and donation of such equipment by loan or grant.

The Department of Defense has requested legislation to extend the authorization of these programs for another four years, until June 30, 1980; and Chairman Price and Representative Bob Wilson have introduced H.R. 7801, by request, for this purpose. To fill the gap between June 30, 1976 and the time in 1977 when an annual authorization requirement would take effect, stopgap legislation is necessary. The panel recommends that H.R. 7801 be considered and reported out in an amended form to cover the June 1976-October 1977 interval. If the annual authorization provision is not enacted, then H.R. 7801 could be enacted to provide the customary four-year authorization.

The panel calls attention at this point to another legislative matter. Title III of the Federal Civil Defense Act, dealing with the President's emergency authority in the event of nuclear disaster, expired on June 30, 1974. The panel is advised that legislation to renew the authority may be submitted shortly by the Administration. We recommend its favorable consideration, with such changes as are necessary to reflect contemporary needs and circumstances.

APPROPRIATIONS FOR CIVIL DEFENSE

In the Committee on Appropriations, the civil defense component of the budget is handled by the Subcommittee on Treasury, Postal Service, and General Government. Since the Federal Civil Defense Agency created by the 1951 enabling legislation was, in its first phase of existence, an independent agency, appropriations went through the Subcommittee on Independent Offices. During the 87th Congress, after civil defense functions were transferred to the Department of Defense, the appropriation request was handled by the Subcommittee on Defense. Subsequently, it reverted to the Subcommittee on Independent Offices, and as mentioned above, now reposes in the Subcommittee on Treasury, Postal Service, and General Government.

Appropriations for civil defense reached a high point of \$207.6 million in fiscal year 1962 during a time of national concern associated with the 1961 Berlin crisis and President Kennedy's request to the Congress for a stepped-up civil defense program emphasizing fallout shelters. In the next fiscal year, the budget was cut almost in half, and for a number of years thereafter, ranged somewhat above \$100 million. In fiscal year 1968, the appropriated amount fell to \$86.1 million, and then dropped to a low point of about \$70 million in fiscal year 1970. The appropriation for fiscal year 1976 was \$85 million. All of these figures are in then-current dollars and do not take account of inflation, which has substantially reduced the value of the Federal program dollar.

For fiscal year 1977, the DCPA submitted a request of \$123 million to the Office of Management and Budget (OMB). This requested increase over last year's amount apparently reflected Secretary James R. Schlesinger's concern about the heavy Soviet investment in civil defense (reported to be about \$1 billion a year) and the consequent destabilizing effect upon nuclear deterrence.

The OMB, in behalf of the Administration, proposed to reduce the amount to \$40 million, but then allowed \$71 million for civil defense, still representing a substantial cutback from the amount requested the year before (\$88 million) and the amount actually appropriated (\$85 million). The OMB-approved amount included \$7 million for selected warning and communications functions heretofore funded by the Army. Consequently, the effective request for fiscal year 1977 is \$64 million, a reduction of \$21 million from the funding made available last year.

According to the testimony, the OMB budget-cutting action came as a complete surprise to State and local civil defense authorities. Numerous letters of protest were sent to Members of Congress. A substantial portion of the testimony was devoted to the budgetary impact.

Considering the weight of this protest, and the substantial impairment to State and local preparedness activities threatened by the budget cut, the panel proposed, and the committee approved, a recommendation that the civil defense budget be increased to \$110 million. An explanation of how the increased amount would be allocated is given in the appendix. In the panel's view, a civil defense budget of this amount is fully justified. It is a modest step toward a reasonably adequate civil defense. The question of adequacy is discussed later in this report. We note, for the moment, that the annual

outlay by the Federal Government for civil defense, at present levels of expenditure, is less than the projected cost of a single B-1 bomber.

The urgency of the recommendation for increasing the civil defense budget was due to the fact that the committee was required by the Congressional Budget Act to submit a report to the Committee on the Budget by March 15, 1976. This report, giving our committee's views and evaluation of needed budget authority and outlays for the defense function in its entirety for the coming fiscal year, was timely submitted. It included the budgetary recommendations on civil defense. Chairman Leggett and Mr. Mitchell of the Civil Defense Panel also appeared before the Appropriations Subcommittee to explain the actions of the panel and of the Committee on Armed Services, and to urge favorable action on the committee's proposal that \$110 million be appropriated for civil defense in fiscal year 1977.

THE DUAL USE CONCEPT

The OMB, in behalf of the Administration, not only cut back the DCPA budget request but directed that Federal matching grant funds to the States be confined to nuclear disaster preparedness activities. This proposed restriction compounded the concern about the budgetary impact, because State and local authorities no longer would be permitted to use such funds jointly for nuclear and natural disaster preparedness.

The witnesses before the panel bore down heavily on the adverse consequences of such a restrictive approach. They pointed out that emergencies and disasters, whether natural or man-made, whether in wartime or peacetime, demand a unified response and use of all available resources by State and local authorities. They simply cannot afford to maintain separate organizations for different kinds of disasters.

The Federal Civil Defense Act, as the organic legislation for civil defense, does not specifically authorize the use of Federal grant funds for natural disaster work. However, State and local civil defense personnel and resources have been used interchangeably, in the past few years, for both purposes. The Committee on Armed Services sought to clarify the authority for dual use of civil defense funds back in 1963, when the civil defense shelter legislation was developed. This legislation specifically would have amended the definition of civil defense in the organic legislation to include natural disasters. However, as noted above, this legislation passed the House but not the Senate.

The Secretary of Defense, in affirmation of the dual role, directed the DCPA, upon its formal establishment in May 1972 (transferring civil defense functions from the Army), to be responsible for providing assistance to State and local governments in the development of natural disaster as well as civil defense (nuclear attack) preparedness plans and programs. In August 1972, Presidential guidance gave increased emphasis to dual-use preparedness plans and procedures within the limitations of existing authority.

The Disaster Relief Act of 1974, handled by the Committee on Public Works, does not address clearly the problem of dual-use authorization. The President is authorized under the Act to provide financial relief to States for use in areas stricken with natural disasters,

and to establish a program of disaster preparedness using the services of all appropriate Federal agencies, including specifically the DCPA. The civil defense aspect is mentioned again in a section authorizing the President to make available facilities of the civil defense communication system to State and local agencies for disaster warning purposes. Also, the President is given broad authority to provide to the State technical assistance and advice, supplies and services, Federal emergency support teams, and various other kinds of assistance, including one-time planning grants up to a certain amount, and additional small grants for updating such plans.

However, the Disaster Relief Act does not provide, or at least it has not been construed to provide, for the kind of continuing administrative and personnel funding support that has been available through the civil defense route. The effect of the OMB-directed restriction, in other words, is to throw back on the State and local governments virtually the complete burden of financing natural disaster planning and operations.

The witness before the panel from the Federal Disaster Assistance Administration, in the Department of Housing and Urban Development, which administers the Disaster Relief Act, made plain his belief that this burden properly should be assumed by the State and local governments. His testimony, consistent with the Administration's policy restriction on dual use, was particularly disconcerting in light of a letter from President Ford to the United States Civil Defense Council, which was read into the record by the Council President, Cecil H. Russell. The middle paragraph of the letter, dated March 18, 1975, reads as follows:

I am particularly pleased that civil defense planning today emphasizes the dual use of resources. Through development of the capability to support and assist our citizens in time of war, we are also improving our ability to respond to humanitarian needs during natural disasters.

The panel can conclude only that the Administration has done a complete about-face on its dual use position, or that the persons responsible for formulating the policy have not kept the President fully informed and were unaware of his position as stated to the Civil Defense Council.

To allay any doubts about the propriety of dual use of Federal grants from DCPA for both nuclear and natural disaster preparedness at the State and local levels, the panel proposed, and the Committee on Armed Services approved, legislative language clarifying the congressional intent. Section 710(a) of the defense authorization bill (H.R. 12438) would amend section 2 of the Federal Civil Defense Act, which is a statement of congressional policy, by adding the following sentence:

Without in any way modifying the provisions of this Act which would require that assistance provided under this Act be furnished basically for civil defense programs, as herein defined, it is the intent of Congress that the needs of the States and their political subdivisions in preparing for other than enemy-caused disasters be taken into account in providing the Federal assistance herein authorized.

The panel recommended this formulation, and a change in the policy declaration rather than in the *definition* of civil defense, as was proposed in the 1963 legislation, for reasons now discussed.

The panel recognizes that there have been separate lines of legislative and organizational development at the Federal level with regard to civil defense and natural disaster preparedness. The organizational issue is addressed below. To change the definition of civil defense to include natural disasters would raise new issues without resolving present ones caused by separate laws and organizations. Unless and until the Federal Civil Defense Act and the Disaster Relief Act are assimilated in a more comprehensive, integrated approach to emergency preparedness, these problems are likely to remain unsolved. The panel regards its amendatory language on Congressional intent as an expedient solution to an immediate problem, reflecting the need to maintain the dual-use concept, which has been accepted practice for some years.

The wording of the amendatory language makes it clear, however, that civil defense remains the primary mission of the DCPA, and that civil defense funds for natural disaster preparedness are in the nature of assistance for a secondary or derived mission. There are, of course, common elements in the several kinds of preparedness activities. For example, warning and communications systems can be used for both natural disaster and nuclear attack situations.

Evacuation of people from areas of impending floods or storms offers useful knowledge and disciplines in evacuating people from target areas in the event of possible nuclear attack. Administratively, it is difficult, if not impossible, for State and local authorities to distinguish and separately account for dual-use preparedness functions.

Nevertheless, the dual-use concept poses an awkward dilemma for civil defense. It seems that civil defense organizations on the State and local levels will not flourish unless their people and resources are made available in natural disaster situations. Such disasters are a frequent, random occurrence, causing much destruction of life and property. They are part of the daily hazards of existence, demanding quick responses by governmental bodies. Nuclear attack preparedness, in contrast, is more in the nature of war gaming exercises about an event with low probability. We have lived without nuclear war since Hiroshima and Nagasaki. The American people hope that nuclear bombs never will be used again by any country. However, enduring the hazard of nuclear war and the magnitude of potential destruction, it is difficult to bring to civil defense training and exercises the sense of earthiness and urgency associated with natural disaster operations. Civil defense planning is directed to that ultimate disaster which may never occur. Natural disaster preparedness deals with the here and the now, and what may happen next week.

The other horn of the dilemma is that preoccupation with natural disaster needs and consequent allocation of resources to meet those needs can be carried so far that the civil defense mission dries up. The State or local civil defense organization may derive half of its support funds from the Federal civil defense agency but apply them only incidentally to civil defense purposes. In other words, the primary mission in theory can become secondary in fact. The law does not contemplate such a situation, and the amendatory language proposed

by the panel and approved by the committee does not sanction such a reversal. The amended policy declaration makes clear that the basic civil defense mission remains unimpaired.

The panel is aware that the diversion of civil defense funds, if it may be called that, has been regarded as a real problem by the DCPA and other Federal authorities. The panel expects that even with the committee's endorsement of the continued dual use of civil defense funds, the State and local agencies will strike the proper balance and insure that civil defense capabilities are in the forefront of their preparedness planning and operations.

ORGANIZING FOR EMERGENCY PREPAREDNESS

Considerable dissatisfaction was expressed by witnesses with regard to the Federal organization for emergency preparedness. Those in charge of State or local emergency services believe that the Federal functions bearing upon their responsibilities are too fragmented. Several witnesses recommended that civil defense and natural disaster functions at the Federal level be combined in a single agency to conform more closely to the State and local practice and to provide a central source of leadership and policy guidance. The National Governor's Conference, in plenary session of February 24, 1976, endorsed the single-agency approach.

In an organizational sense, civil defense has been moved frequently around the Federal landscape. After the World War II civil defense machinery was disbanded, residual planning and study functions were continued in the War Department, transferred to the National Resources Planning Board in 1949, and absorbed in the independent Federal Civil Defense Agency (FCDA) created first by executive order and then by legislation in 1951. About the same time, an Office of Defense Mobilization (ODM) was created by executive order under the Defense Production Act of 1950.

In 1958, FCDA and ODM were combined and placed in the Executive Office of the President as the Office of Civil and Defense Mobilization (OCDM). In 1961, the functions were split up again. An Office of Civil Defense (OCD) was established within the Department of Defense, headed by an Assistant Secretary; other policy and planning functions in emergency mobilization and nuclear attack preparedness, as well as peacetime disaster relief, remained in the Executive Office of the President, grouped in the Office of Emergency Preparedness (OEP). Still other functions were assigned to several civil departments, and all major departments and agencies, by delegation from the President, were charged with mobilization and preparedness functions within their special areas of competence.

In 1964, OCD functions were transferred to the Army, and in 1972 they came back to the OSD level, headed by a director and known as the Defense Civil Preparedness Agency (DCPA). In 1973 the OEP was abolished and its functions severally distributed to the General Services Administration (GSA), which now maintains a Federal Preparedness Agency; and to the Department of Housing and Urban Development, which maintains the Federal Disaster Assistance Administration.

It is apparent from this organizational rundown that civil defense, or emergency preparedness in a broader concept, has no settled place in the Federal Government. This panel did not have the time nor the jurisdictional scope to examine the organizational problems in all their ramifications. We are aware that studies have been made from time to time, without satisfactory resolution of the problems, and perhaps it is time to try again. Accordingly, we recommend that the President direct the OMB to undertake a comprehensive review of civil defense and emergency preparedness functions in order to establish a sounder organizational base for them in the Federal Government. The recommendations resulting from such a study undoubtedly will, in significant part, require legislation. Consequently, the Congress will have ample opportunity to review and assess, and possibly give effect to, the recommendations.

Although the panel is not prepared to make any definitive findings on the organizational issue, it takes note with approval of testimony which points toward the establishment of a component in the Executive Office of the President to give policy direction and guidance to, and to monitor performance in, the Federal agencies concerned with emergency preparedness in its multiple, interrelated aspects. The panel is aware that the President continually must fight against unwieldiness and the accretion of variegated functions in the Executive Office. Among the stated reasons for relocating civil defense and other emergency preparedness functions from the Executive Office has been the desire to confine it to manageable size by excluding operating-type and other functions more suited for administration elsewhere in the executive branch. At the same time, the panel appreciates that Executive Office embracement confers a special kind of prestige and status associated with the high office of the Presidency.

For purposes of analogy, we may note that an Office of Science and Technology (OST) was established in the Executive Office by a so-called reorganization plan in 1962 to advise the President and provide policy guidance and coordination to the many-faceted scientific activities of the Federal Government. In 1973, President Nixon developed a reorganization plan which abolished the OST and transferred its functions to the National Science Foundation. Now, in 1976, President Ford sponsors legislation to re-establish an OST in the Executive Office, and apparently the Congress will approve legislation to this effect.

In the procurement policy area, also, it has been deemed appropriate to create a new unit in the Executive Office of the President, in this case, the Office of Federal Procurement Policy (OFPP). It was established by law as a sub-unit of the Office of Management and Budget. Both the OST and the OFPP will remain small in size and confine their responsibilities to broad policy matters.

The panel believes that the same considerations should apply to emergency preparedness, which is of a similar order of importance. Coordination of government efforts at the Federal level is badly needed. The Federal Preparedness Agency in GSA, which has inherited more or less the policy planning responsibilities of the former Office of Emergency Preparedness in the Executive Office of the President, does not seem to be very effective, despite the hard work

and dedication of its director and staff. It is tucked away in a service agency. It has no visibility. It lacks the prestige and status, even if it has the authority, to provide policy guidance and direction to the affected departments and agencies of the Federal Government.

A small policy and advisory unit for emergency preparedness in the Executive Office of the President is particularly appropriate, considering the fact that practically all emergency preparedness functions now are vested by law directly in the President himself rather than in the heads of subordinate departments and agencies. Although civil defense functions originally were vested in a Federal Civil Defense Administrator by the 1951 legislation, these functions were transferred to the President by Reorganization Plan No. 1 of 1958. Similarly, defense mobilization functions and disaster relief functions are vested in the President under applicable statutes and reorganization plans. This centering of responsibilities, and the importance of disaster preparedness in the American economy and society, both suggest that the President should have a special unit in the Executive Office to assist him in guiding and monitoring the execution of these responsibilities.

CIVIL DEFENSE AND STRATEGIC POSTURE

It is now well known, and ample evidence was presented to the panel, that the Soviet Union maintains a much more rigorous civil defense effort than does the United States. The Soviets emphasize training, indoctrination, dispersal of industry and population, and shelters. The size and reach of the Soviet effort, coupled with its aggressive buildup of arms, raise profound questions about the appropriate defensive counter-actions to be taken by the United States.

When Secretary Schlesinger was before our committee last year, his posture statement called attention to the important role of civil defense in strategic deterrence. He stated the Department's belief that the United States should have the same option as the Soviet leaders either to evacuate cities or to shelter the population in place, depending on the assessment in the particular crisis situation. The rationale for this option is two-fold, Secretary Schlesinger pointed out: To be able to respond in kind if the Soviet Union attempted to intimidate us in time of crisis by evacuating its population from cities, and to reduce fatalities if an attack on our cities appeared imminent.

Donald H. Rumsfeld, in his first appearance before the committee as Secretary of Defense, skipped rather lightly over the strategic aspects of civil defense. His posture statement noted the "assymetry" caused by the Russian civil defense effort, but the remainder of the civil defense section was devoted largely to explain why DCPA funds no longer would be available to State and local agencies for dual-use nuclear and natural disaster preparedness.

We understand the Secretary's preoccupation with the nuclear part, which is more appropriately the business of the Department of Defense than is natural disaster preparedness. On the other hand, as we have explained above, State and local civil defense organizations will not be viable without dual-use authority. In that sense the Secretary's injunction, whether initiated or accepted by him, is self-defeating. And certainly the proposed reduction in the civil

defense budget does not conduce toward the level of civil defense effectiveness which the Department professes to believe in, and would like to have.

TOWARD AN ADEQUATE CIVIL DEFENSE

What is an adequate civil defense? Through the years, civil defense concepts and programs have been influenced by changes in defense strategies, the state of international affairs, and budgetary pressures. In the past, U.S. civil defense measures have been justified mainly by their "war-fighting" value; that is, on the basis of the millions of lives that could be saved in the event of nuclear war. More recently, the emphasis has been placed on the "war-preventing" value of civil defense; that is, its role in strategic deterrence and strengthening our stance at the crisis bargaining table. In any case, the United States never has mounted the level of effort in shelter systems and rigorous training disciplines that would maximize the life-saving potential of civil defense. Cost considerations have been the main obstacle. Whereas billions of dollars are spent each year even for single weapon systems, civil defense counts its appropriations in the tens of millions. Civil defense is the orphan in the Department of Defense.

A bit more respect and attention are being paid to the civil defense orphan as the crisis evacuation posture of the Soviet Union becomes more pronounced. The panel received truly alarming estimates from Dr. Eugene Wigner, the eminent nuclear physicist and civil defense expert, about the comparative casualties in the event of nuclear attack if the Soviets had evacuated their people during the crisis period and we were unable to do so. The Soviets would lose about 10½ million people; the United States would lose about 90 million people.

Not surprisingly, therefore, so-called crisis relocation or evacuation is getting renewed emphasis in civil defense planning.

It assumes that a nuclear attack probably will not come "out of the blue"; there will be a build-up of tensions and a period of crisis, during which time populations can be quickly removed from target areas—provided the necessary planning and preparation have been done. The capability to remove populations is important in deterring an attack as well as in reducing casualties if deterrence fails.

Crisis relocation or evacuation planning is cheap compared to shelter-building in target areas. At least it is relatively cheap to plan and prepare in peacetime, incurring large costs only if the crisis develops and evacuations are carried out. Secretary Rumsfeld put it this way in his posture statement to the committee:

The current Civil Defense program seems best suited to a posture of planning in peacetime for surging in a crisis. Such a program will keep peacetime Civil Defense costs low, while at the same time providing the basis to permit expanding the peacetime disaster preparedness base to provide an increased capability in times of nuclear crisis.

Means to disperse, communicate with, and maintain the population in a nuclear crisis will be an essential part of an adequate civil defense posture. We note that the \$123 million budget originally proposed for DCPA contained funds for planning the relocation of only the relatively small part of the population near counterforce targets. Matching the Soviet city evacuation capability will require a considerable expansion of this planning effort. At the same time, the

shelter plans both for a dispersed population, and in the cities if evacuation should not occur, need to be made complete and operational. Expanding the capacity of good below-ground existing shelter with ventilation devices, and completing and updating the stocking of shelters with the minimum essential supplies and equipment appear to be necessary adjuncts of both planning efforts.

The current level of training and education in civil defense is too low and spotty to give confidence that civil defense plans can be understood and carried out in a crisis. Even if it is accepted that a crisis period most likely will precede any imminent attack, the Government's instructions to the public need a broader base of public understanding than exists today. The record of discussions of weapon effects and protective actions in these hearings leads to the conclusion that civil defense is a highly technical program. Although emergency information for the public needs to be as simple as possible, it must be soundly-based, and civil defense personnel must be trained to a far greater degree than the public at large. There is enough uncertainty in this area to indicate that research, development, experimentation, and testing are as important in civil defense as in the armed services. Research, planning, and training do not appear to be getting the attention and resources that they deserve.

Finally, we note with concern that proposed civil defense measures deal almost entirely with survival of the population. Though capabilities to protect the people deserve the highest priority, witnesses have testified that the Soviet effort also includes a substantial program of hardening and dispersing the industrial base. It has been stated that such measures are not as costly or disruptive as they might appear. We conclude that an adequate civil defense posture must include such measures.

The panel appreciates the difficulties—political, financial, and other—in raising the level of civil defense preparedness. Since there seems to be such a wide disparity between the present level of budgetary support and that which would make civil defense a genuine factor in our strategic defense posture, the panel recommends that the President direct the National Security Council to study the strategic significance of civil defense and develop recommendations for program directions and an adequate level of spending effort over a five-year period.

We recall that when President Eisenhower was presented with recommendations from his Federal Civil Defense Administrator for a comprehensive shelter system, he appointed the so-called Gaither Panel to study the problem in a broad defense context. Unfortunately, the report of that group was withheld from the public for many years, although there was much speculation and writing about its contents. We believe the time has come to constitute a new blue ribbon group. Its report, upon completion, should be transmitted to the Congress. It will be particularly helpful to the Committee on Armed Services, which is to be charged with new responsibilities for annual authorization of civil defense and all other national defense programs.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. The civil defense program of the United States does not get enough attention from the Congress. In the interests of developing program adequacy and insuring effective administration, the civil

defense program should be subject to annual authorization. Legislative language to this effect is carried in section 710 of H.R. 12438, the defense authorization bill reported by the Committee on Armed Services.

2. The annual authorization requirement in H.R. 12438, if enacted into law, will become effective commencing in fiscal year 1978. Authorization for certain civil defense programs, under the Federal Civil Defense Act of 1950, as amended, will expire on June 30, 1976. Suitable interim legislation should be enacted to extend the authorizations for these programs until the annual authorization requirement is in effect.

3. Although judgments differ on what constitutes an adequate civil defense program, it is clear that the program today is under-funded. The panel recommends that, as a first step toward a more adequate civil defense, the Administration's budget request for civil defense be increased from \$71 million to \$110 million. Recommendations to this effect have been approved by the Committee on Armed Services and have been conveyed to the Committee on the Budget and the Committee on Appropriations.

4. The Administration unwisely placed a restriction on the use of Federal civil defense funds which would preclude State and local agencies from using such funds for natural disaster as well as nuclear-attack preparedness. Most State and local governments cannot afford to maintain separate organizations for peacetime and wartime emergencies, and dual-use preparedness has been an accepted practice for some years. The intent of Congress in the Federal Civil Defense Act should be clarified to comprehend the dual-use concept without impairing the basic civil defense mission. Such clarifying language has been approved by the Committee on Armed Services and is carried in section 710 of H.R. 12438, the defense authorization bill recently reported by the committee.

5. Multiple Federal agencies perform emergency preparedness functions. The shifting around of civil defense, natural disaster, and other preparedness functions suggests that a sounder organizational base needs to be developed. The President should direct the Office of Management and Budget to study this problem area and should then submit recommendations to the Congress. The panel submits for consideration by the study group the establishment of a small unit in the Executive Office of the President to coordinate emergency preparedness (including civil defense) functions and to advise the President in the execution of these several functions, which are vested in him by law.

6. A sounder policy base for the civil defense effort also needs to be developed. Civil defense is important in strategic deterrence but heretofore has not had sufficient attention and support, either by the Congress or the Administration. The President should direct the National Security Council to study the strategic significance of civil defense and develop recommendations for a five-year program of upgrading civil defense. Such recommendations will be helpful to the Committee on Armed Services in undertaking its new responsibilities for annual authorization of all national defense (including civil defense) programs.

APPENDIX

WITNESSES APPEARING BEFORE THE CIVIL DEFENSE PANEL

WITNESSES REPRESENTING FEDERAL AGENCIES ENGAGED IN CIVIL DEFENSE, DISASTER RELIEF AND EMERGENCY PREPAREDNESS ACTIVITIES

The Honorable John E. Davis, Director, Defense Civil Preparedness Agency (DCPA).

John McConnell, Assistant Director for Plans and Operations, DCPA.

Ren F. Read, Assistant Director for Research and Engineering, DCPA.

Jack Raskin, Comptroller, DCPA.

George W. Jett, General Counsel, DCPA.

Leslie W. Bray, Jr., Director, Federal Preparedness Agency, General Services Administration (GSA).

Dr. Robert E. Streicher, Director, Bureau of Medical Services, Health Services Administration, Department of Health, Education and Welfare.

M/Gen. LaVern F. Weber, Chief, National Guard Bureau.

Thomas P. Dunne, Administrator, Federal Disaster Assistance Administration, Department of Housing and Urban Development.

WITNESSES REPRESENTING OUTSIDE CIVIL DEFENSE ORGANIZATIONS AND STATE AND LOCAL CIVIL DEFENSE AGENCIES

Cecil Russell, President, U.S. Civil Defense Council (USCDC):

Lea Kungle, President-Elect (USCDC).

Gilbert Leonard, Past President (USCDC).

Evar P. Peterson, Past President (USCDC).

Walter Halstead, Past President (USCDC).

Herbert Simpson, Past President (USCDC).

George Jones, President-Elect, National Association of State Directors for Disaster Preparedness.

David L. Britt, Secretary and State Director of North Carolina.

Fred Craft, State Director of South Carolina.

Jerry McFarland, State Director of Tennessee.

Bob McFerren, State Director of Kentucky.

George Rodericks, Director for the District of Columbia.

Hayden Haynes, Director, Oklahoma Civil Defense Agency.

Col. Daniel E. Still, Assistant Director, Maryland Civil Defense and Disaster Preparedness.

William L. Altman, County Administrator, Howard County, Maryland.

Richard L. Weekly, Director, Office of Emergency Services, State of West Virginia.

Col. Charles Erdmann, Director of Civil Defense, New Orleans, Louisiana.

Charles T. Johnson, State Council of Civil Defense, Commonwealth of Pennsylvania.

Craig A. Williamson, Acting Director of Civil Defense, State of Pennsylvania.

WITNESSES WITH SPECIAL KNOWLEDGE OR EXPERTISE DERIVED FROM
GOVERNMENTAL, ACADEMIC OR INDUSTRIAL EXPERIENCE

Paul H. Nitze, Formerly Deputy Secretary of Defense, Secretary of the Navy, and Member of the U.S. Strategic Arms Limitations Talk (SALT) Delegation.

Professor Eugene P. Wigner, Department of Physics, Louisiana State University, Former Director, Harbor Project on Civil Defense and Recipient, Nobel Prize for Physics, 1963.

Dr. Leon Gouré, Director of Soviet Studies, Center for Advanced International Studies, University of Miami.

Dr. Conrad V. Chester, Chief, Emergency Technology Section, Health, Physics Division, Oak Ridge National Laboratory.

T. K. Jones, Program and Product Evaluation Manager, Boeing Aerospace Company, Seattle, Washington, and former Deputy Director, Office of the Secretary of Defense (OSD) SALT support group and Senior Advisor to the OSD, Member of the U.S. SALT Delegation.

Walter E. Strobe, Consultant on Civil Defense, Stanford Research Institute and Former Assistant Director for Research, Defense Civil Preparedness Agency.

Michael G. Hansen, Special Projects Coordinator, Institute for Disaster Preparedness, Los Angeles, California.

Col. William H. Pietsch, Jr. (U.S.A.-Ret.)

DEFENSE CIVIL PREPAREDNESS AGENCY—JUSTIFICATION OF INCREASES TO FISCAL YEAR 1977 BUDGET¹

{In thousands of dollars}

	\$71,000,000 level	Increase
Matching funds in support of State and locals	29,538	23,942
Personnel and administrative expenses	20,100	14,900
Additional funds will enable the continuation of matching funds support of State and local civil defense organizations, including salaries, travel and administrative expenses under a dual-use approach, i.e., natural disaster and nuclear emergency preparedness. The total request of \$35,000,000 will substantially meet the requirements submitted to DCPA by the States. It will permit the funding of the current P. & A. organizational base and a small growth of about 148 political subdivisions.		
Emergency operating centers	3,750	4,650
The increase will fund for the design, construction and equipping of an additional 82 EOC's at State and local levels which will provide a capability for performing and coordinating essential government functions in event of nuclear or natural disaster. The total request of \$8,400,000 is based upon requirements submitted to DCPA by the States.		
Communications equipment and maintenance	2,321	1,174
Warning equipment	3,367	1,400
The increase will provide for the acquisition and maintenance of additional radio receivers, monitor receivers—antennas, transmitters and antennas, mobile radios, teletypes, sirens, encoder and monitor receivers, AF-air raid timers, voice sound systems, etc. Also will provide for additional leased or rented equipment or facilities for operating civil defense communications and warning systems. The total amount for communications equipment and maintenance and for warning are based upon requirements submitted by the States.		
Emergency services equipment and maintenance	0	1,818
The addition of these funds to the fiscal year 1977 budget will enable the purchase and maintenance of rescue trucks, rescue trailers, and sets of tools and equipment for rescue work. This equipment will serve the dual purpose of natural and nuclear disaster functions. The additional funds are based upon requirements submitted by the States.		
State and local operational support	10,185	1,820
Emergency support services	670	29
The increase will be applied toward the engineering guidance and expertise required for the planning, design and development, and construction of the additional 82 State and local EOC's. The total amount of \$699,000 will provide this service to on-going EOC projects, as well as engineering assistance to the broadcast station protection program and to the installation of electromagnetic pulse (EMP) protection.		

See footnote at end of table.

DEFENSE CIVIL PREPAREDNESS AGENCY—JUSTIFICATION OF INCREASES TO FISCAL YEAR 1977
BUDGET¹—Continued

{In thousands of dollars}

	\$71,000,000 level	Increase
Emergency Operations Planning	200	800
The additional funds will be used for analyses to identify the most cost-effective ways to maximize rapid warning capabilities in counterforce areas. These analyses will consist of area-by-area surveys which will furnish a basis for future actions to improve warning. The base of \$2,000,000 will provide for plans to relocate people from higher-risk areas to host areas during the time of emergencies.		
Radiological defense	2,724	145
Of the \$145,000 increase, \$10,000 will be used for maintenance and improvement of planning, operational, training and exercise guidance and materials of RADEF systems at State and local levels, and \$30,000 will increase the level of effort in the application of the principles of dual-use, risk orientation, and crisis augmentation to improve and maintain the state of readiness, reliability and overall effectiveness of civil defense RADEF systems at State and local levels. Another \$40,000 will be applied to projects that contribute to the replacement of the present inventory with RADEF instruments which are more reliable, easier to interpret and less expensive to maintain. And \$65,000 will be used for procurement of radioactive source sets, and additional batteries and replenishment supplies.		
Communications	3,322	650
The increase will provide for the operation and maintenance, design of emergency back-up antenna, and hardened microwave system for the continued dual-use operation of the prototype DIDS facility.		
Warning	3,269	496
The additional funds will provide for the procurement and installation of sirens for the Washington warning system.		
Training	1,546	7,421
Radiological defense technical training	1,071	504
The number of State and local participants in RADEF technical training courses will increase by 2,590 as a result of this increase.		
Emergency services technical training	0	13
Funds requested will provide for the conduct of 90 conferences involving 5,400 participants. Conferences are geared to orient police and fire chiefs to both "in shelter" and "relocation" safety strategies during nuclear crises and attack so they can properly deploy their resources as circumstances require.		
Training of CD professionals and State and local officials	300	5,766
The increase will reinstate instruction under State contracts. Training activities will provide professional instruction for CD coordinators and their staff in the development and coordination of emergency operations plans, and orient key State and local officials to their emergency responsibilities. Training will encompass both attack-related and peacetime hazards.		
Training materials	175	825
Provides for training materials which are principally required to support civil preparedness training at the local levels of government, and the federally financed contractual programs that are designed to increase the capability of civil preparedness professionals. Additional funds will provide:		
New training materials	(317,400)	
CD-USA Home Study (Revised)	(30,000)	
State NCP Planners & State Staff Manual	(6,000)	
Audio-visual Cassette on NCPP	(28,000)	
Public Officials & Private Sector Leaders Manual	(6,000)	
Shelter Management Instructor's Guide	(44,200)	
Shelter Management Student Manuals—Risk Area	(20,000)	
Fire Training Leader's Guide	(38,000)	
CP Fire Training—Students Manual	(35,000)	
Community Leaders CP Guide	(29,000)	
Training Films and Cassettes	(56,200)	
Operational Exercises Materials	(25,000)	
Reprints and replacements	(507,600)	
Rescue Training Materials	(15,000)	
Government in Emergency	(10,000)	
Games that Teach	(15,000)	
Law and Order Training Package	(15,000)	
Career Development Program Materials	(5,000)	
Civil Preparedness Director/Coordinator Home Study Course	(20,000)	
Instructional Television Cassette (Replacements)	(10,000)	
Your Chance to Live (Student Manual)	(185,000)	
Your Chance to Live (Instructor Guide)	(15,000)	
Environmental Realities K-46	(12,000)	
Your Chance to Live Films (English)	(56,000)	
Your Chance to Live Film (Spanish)	(31,500)	
NPC Conference Guide	(100)	
Shelter Management Student Manuals—Host Areas	(20,000)	
Police Training Instructional Materials	(73,000)	
Emergency Operations Simulations Materials	(25,000)	

See footnote at end of table.

DEFENSE CIVIL PREPAREDNESS AGENCY—JUSTIFICATION OF INCREASES TO FISCAL YEAR 1977

BUDGET ¹—Continued

[In thousands of dollars]

	\$71,000,000 level	Increase
Student expense.....	0	73
Provides for partial reimbursement for travel expenses incurred by local officials in attendance at resident and field courses conducted by DCPA as authorized by the Federal Civil Defense Act of 1950 (Public Law 920). Training will enable local personnel to increase their overall effectiveness and efficiency and enable them to better discharge and perform civil preparedness functions ranging from generalized management responsibilities through specific skills.		
Instructional and personnel development.....	0	240
The increase provides for the development of (1) a training module covering the planning handbooks and procedures developed for prototype crisis relocation planning for major metropolitan areas (\$21,000), (2) a training module which will include the presentation of minimum planning requirements needed to keep essential production and services going, including designation of essential employees of key industries, as well as the means for assigning them to host areas close enough to permit commuting to and from work, and the means to assure effective commuting, (\$37,000), (3) a training seminar covering State and State area emergency operating center staffing, organization and procedures (\$50,000). Also provides for the development of a computer assisted emergency operating simulation presenting a total system local operational exercise for use in training local personnel. These computer assisted simulations (CAS) permit the control of realtime variables (dynamic response features), tabulating the availability and use of resources and promoting appropriate coordination as these all relate to the decisionmaking process within an emergency operating center. The major objective of the CAS system will be immediate feedback to students on the impact of their operational decisions (\$132,000).		
Information and education.....	300	2,409
Information on CD program.....	100	249
Additional funds provide for preparation and dissemination of localized emergency action information to approximately 1,600,000 families residing in counterforce areas. The action information will be based on nuclear civil protection plans for each community. Will also provide for production of 1 film on civil preparedness and associated volunteer services such as volunteer fire departments, rescue squads, Civil Air Patrol, Red Cross workers, Salvation Army, Scouts, and many more who give their time to assist in local emergencies.		
Emergency public information.....	200	270
Provides for purchase of support materials for radio and television, such as filmstrip and videotape presentations, transfer of videotape recordings to 16 mm kinescopes and purchase of other TV programs or films related to civil preparedness activities. Provides funds for purchase of 400 prints of currently available civil preparedness films. Also provides for a citizen orientation program aimed at involving community leaders in the protective planning process and explaining the local plans, procedures and systems to the citizens of the communities for which plans are being developed.		
Education.....	0	1,890
Provides personal and family survival education to students in our country's school system. Efforts are made to: (1) establish civil preparedness instruction as an integral part of the Nation's school systems and (2) to conduct workshops and training sessions for teachers and school officials who will assist in implementing the program. The core of instruction is based on "Your Chance to Live" materials consisting of a textbook, teachers manual, and 16 mm films or filmstrip sets which provide instructions on how to prepare for 10 disaster possibilities including nuclear attack. The materials are designed primarily for use in grades 7 through 9.		
Civil defense management and research and development.....	18,100	3,300
DCPA management.....	17,100	2,700
Provides for continuing support for personnel, travel and housekeeping expenses for DCPA headquarters and field offices.		
Research and development.....	1,000	600
Provides for 6 additional research projects related to relocation planning, 8 additional projects for physical protection, an increase of 3 studies related to emergency operations, 9 additional systems analysis projects and an increase of 4 projects in the area of training and education.		
Items for which no increases are requested.....	11,331	
Grand total.....	71,000,000	38,892,000

¹ The administration proposed a \$71,000,000 civil defense budget for fiscal year 1977. The Committee on Armed Services recommended \$110,000,000. This paper explains how the increased amounts would be applied.

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THE WHITE HOUSE

WASHINGTON

July 20, 1976

MEMORANDUM FOR: JIM CONNOR

FROM: MAX FRIEDERSDORF *M.F.*

SUBJECT: Scowcroft Memo (7/19) re: U.S.
Civil Defense Policy

I concur with Scowcroft's recommendation but would delay until after Kansas City. This review could be seized upon as proof of alleged deficient military posture and indication U.S. civilian population is in danger because of military balance shift to Soviet advantage.

STAFFING

Sack 7/23/76

July 22, 1976

MR. PRESIDENT:

U.S. Civil Defense Policy

The attached memorandum from Brent Scowcroft was staffed to Messrs. Marsh, Cannon, Buchen, Lynn, Friedersdorf and Gergen. No one had any objections, except Max Friedersdorf suggested that the review be delayed until after Kansas City because it might be construed as proof of alleged deficient military posture (See Tab 1).

This has also been reviewed by Bob Hartmann who recommends approval of the study group and approves the memo editorially.

Jim Connor

THE WHITE HOUSE
WASHINGTON

Jim Connor

Bob Hartmann
should be included on
clearances of this nature.

Rec. 7/22/76 - 5:45 pm
mm

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 22

Time:

FOR ACTION: Bob Hartmann

cc (for information):

FROM THE STAFF SECRETARY

DUE: Date: Friday, July 23

Time: 10:00 a.m.

SUBJECT:

Scowcroft memo (7/19) re: U.S. Civil Defense Policy

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

Recommend approval of study group

Prepared NSSM approved editorially

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE

WASHINGTON

SECRET - GDS

July 19, 1976

MEMORANDUM FOR: THE PRESIDENT
FROM: BRENT SCOWCROFT 
SUBJECT: U. S. Civil Defense Policy

I believe it would be appropriate to initiate a review of U.S. civil defense policy. The last review of U.S. civil defense policy (NSSM 57) was completed in 1970, and the last decision (NSDM 184, at Tab B) was signed on August 11, 1972. There have been a number of developments since that time with important implications for structuring our civil defense program, including continued Soviet strategic and civil defense programs and our adoption of a flexible nuclear response strategy.

Our current civil defense program is essentially a posture of planning in peacetime for surging in a crisis. This program keeps peacetime civil defense costs relatively low (approximately \$70 million annually in the Defense budget), but at the same time is extremely limited in terms of its capability to provide for urban evacuation, expanded capacity and stockpiling of shelters, training and education, and protection of the industrial base.

The very limited nature of the current program raises questions as to whether it should be retained in its current form, or whether it should even be retained at all. Some argue that civil defense efforts would be futile in saving lives in a major nuclear war, given the size and capability of Soviet strategic forces. Others disagree with that assessment, especially in light of Soviet civil defense efforts and our new flexible response strategy. Some recent studies indicate that in a major nuclear conflict, Soviet fatalities would be far fewer than U.S. fatalities, generating concern about the impact of civil defense on the strategic balance and deterrence. Also, there are those who contend that under the flexible response strategy with its concept of bargaining through gradual nuclear escalation, the Soviets could evacuate their cities and then issue an ultimatum, rather than bargain over the next step.

SECRET - GDS

5/14/86 KR

There is renewed Congressional interest in our civil defense policy. The Civil Defense Panel of the House Armed Services Investigating Subcommittee recently completed hearings (chaired by Congressman Leggett) on the U.S. civil defense program. Subcommittee Chairman Hebert has transmitted the Panel's report to you (Tab C) with a request that you consider two recommendations in particular: (1) that the NSC conduct a study of the strategic significance of civil defense, and (2) that OMB look at the organizational base for civil defense activities. (Max Friedersdorf is responding to Hebert on your behalf, expressing appreciation for the report and indicating that policy matters such as these are under continual consideration within the Executive Branch.)

Also, the Joint Committee on Defense Production has been conducting hearings (chaired by Senator Proxmire) on U.S. preparedness and planning programs, including the U.S. civil defense program. As a result of these hearings, Senators Proxmire and Tower recently requested the Federal Preparedness Agency in GSA to provide a critical assessment of U. S. preparedness efforts.

In addition to the basic considerations regarding the strategic implications of civil defense, a factor underlying the Congressional interest is your decision in the FY 77 Defense budget that DOD civil defense activities should be devoted exclusively to nuclear attack preparedness. This involves reductions in matching funds assistance to state and local agencies for programs required primarily for natural rather than nuclear disaster preparedness. State and local agencies have complained about this cutback to Congressional committees.

It would be useful to review our civil defense policy and to weigh a number of questions concerning the proper structuring of our civil defense posture in the future. I recommend that you direct the preparation of a civil defense study and a NSSM which would do so is at Tab A. State, Defense, OMB, and the Federal Preparedness Agency in GSA concur.

RECOMMENDATION

That you approve my signing the NSSM at Tab A calling for a review of U.S. civil defense policy.

_____ Approve

_____ Disapprove

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

SECRET - GDS

National Security Study Memorandum

TO: The Secretary of State
 The Secretary of Defense
 The Director, Office of Management
 and Budget
 The Administrator, General Services
 Administration

SUBJECT: U. S. Civil Defense Policy

The President has directed a review of U. S. civil defense policy as set forth in NSDM 184, dated August 14, 1972. The study should reflect the impact on civil defense policy of international political and military developments since NSDM 184 was issued and take into account the current status of U. S. and Soviet civil defense programs, their potential impact on the strategic nuclear balance, and their implications for our flexible nuclear options strategy (NSDM 242).

The study should review our current civil defense program, its effectiveness and cost, and propose a range of alternative civil defense policies and accompanying programs, including their effectiveness and costs. In addition to the above considerations, the review should take into account, but not necessarily be limited to, the following:

- Fallout shelters and emergency food and medical supplies.
- Civil defense warning and communications.
- Strategic evacuation of urban areas.
- Protection of key industrial installations.
- Education programs and materials
- The appropriate relationship between civil defense and natural disaster preparedness programs.

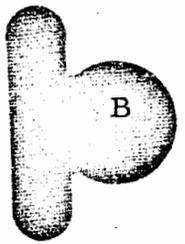
SECRET - GDS

-- The organizational structure for management of civil defense activities.

The study should be prepared by an ad hoc group composed of representatives of the recipients of this memorandum and chaired by a representative of the Secretary of Defense. The Chairman of the ad hoc group should draw upon other Departments and Agencies for assistance in those portions of the study dealing with substance in their areas of interest. The study report should be submitted by September 30, 1976, for review by the NSC Senior Review Group prior to consideration by the President.

Brent Scowcroft

cc: The Director, Arms Control and Disarmament Agency
The Chairman, Joint Chiefs of Staff
The Director of Central Intelligence



LIMITED OFFICIAL USE

August 14, 1972

National Security Decision Memorandum 184

TO: The Secretary of State
 The Secretary of Defense
 The Director, Office of Emergency Preparedness
 The Secretary of Health, Education and Welfare
 The Chairman, Atomic Energy Commission

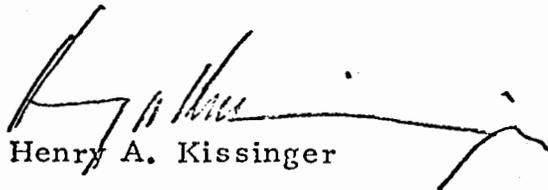
SUBJECT: United States Civil Defense Policy

The President has reviewed the Ad Hoc Group's response to NSSM 57, U. S. civil defense policy, and the views of the interested agencies.

The President has:

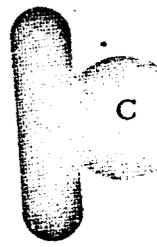
- Decided that the U. S. shall maintain the current overall level of effort in its civil defense activities.

- Directed that there be increased emphasis on dual-use plans, procedures and preparedness within the limitations of existing authority, including appropriate related improvements in crisis management planning.


Henry A. Kissinger

cc: The Director of Central Intelligence
 The Director, Arms Control and Disarmament Agency
 The Chairman, Joint Chiefs of Staff
 The Director, Office of Management and Budget
 The President's Science Adviser

LIMITED OFFICIAL USE



S-19
JOHN F. LALLY
COUNSEL

SUBCOMMITTEE MEMBERS:
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DONALD J. MITCHELL, N.Y.
ROBERT W. DANIEL, JR., VA.
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NINETY-FOURTH CONGRESS
U.S. House of Representatives
COMMITTEE ON ARMED SERVICES
ARMED SERVICES INVESTIGATING SUBCOMMITTEE
2339 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
225-4221, GOVERNMENT CODE 180, EXT. 4221

May 18, 1976

MF
encl.

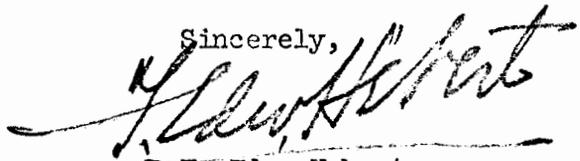
The President
The White House
Washington, D. C.

Dear Mr. President:

On January 22, 1976, I appointed a three-member Civil Defense Panel to conduct a review of our U. S. civil defense program. Members of the Panel were Mr. Robert L. Leggett, Chairman, Mr. Bob Carr and Mr. Donald J. Mitchell.

After an extensive series of hearings the Panel submitted its report containing six recommendations, two of which require Presidential consideration. These hearings represent the first broad-scale review of civil defense by the Committee on Armed Services since the 1963 hearings.

I am enclosing copies of the report and respectfully request your consideration of Recommendations Nos. 5 and 6, which are explained in detail on page 12 of the report.

Sincerely,

F. Edw. Hebert
Chairman

Enc.
FEH/rmr

defense program should be subject to annual authorization. Legislative language to this effect is carried in section 710 of H.R. 12438, the defense authorization bill reported by the Committee on Armed Services.

2. The annual authorization requirement in H.R. 12438, if enacted into law, will become effective commencing in fiscal year 1978. Authorization for certain civil defense programs, under the Federal Civil Defense Act of 1950, as amended, will expire on June 30, 1976. Suitable interim legislation should be enacted to extend the authorizations for these programs until the annual authorization requirement is in effect.

3. Although judgments differ on what constitutes an adequate civil defense program, it is clear that the program today is under-funded. The panel recommends that, as a first step toward a more adequate civil defense, the Administration's budget request for civil defense be increased from \$71 million to \$110 million. Recommendations to this effect have been approved by the Committee on Armed Services and have been conveyed to the Committee on the Budget and the Committee on Appropriations.

4. The Administration unwisely placed a restriction on the use of Federal civil defense funds which would preclude State and local agencies from using such funds for natural disaster as well as nuclear-attack preparedness. Most State and local governments cannot afford to maintain separate organizations for peacetime and wartime emergencies, and dual-use preparedness has been an accepted practice for some years. The intent of Congress in the Federal Civil Defense Act should be clarified to comprehend the dual-use concept without impairing the basic civil defense mission. Such clarifying language has been approved by the Committee on Armed Services and is carried in section 710 of H.R. 12438, the defense authorization bill recently reported by the committee.

5. Multiple Federal agencies perform emergency preparedness functions. The shifting around of civil defense, natural disaster, and other preparedness functions suggests that a sounder organizational base needs to be developed. The President should direct the Office of Management and Budget to study this problem area and should then submit recommendations to the Congress. The panel submits for consideration by the study group the establishment of a small unit in the Executive Office of the President to coordinate emergency preparedness (including civil defense) functions and to advise the President in the execution of these several functions, which are vested in him by law.

6. A sounder policy base for the civil defense effort also needs to be developed. Civil defense is important in strategic deterrence but heretofore has not had sufficient attention and support, either by the Congress or the Administration. The President should direct the National Security Council to study the strategic significance of civil defense and develop recommendations for a five-year program of upgrading civil defense. Such recommendations will be helpful to the Committee on Armed Services in undertaking its new responsibilities for annual authorization of all national defense (including civil defense) programs.

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 22

Time:

FOR ACTION: Bob Hartmann

cc (for information):

FROM THE STAFF SECRETARY

DUE: Date: Friday, July 23

Time: 10:00 a. m.

SUBJECT:

Scowcroft memo (7/19) re: U.S. Civil Defense Policy

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 19, 1976

Time:

FOR ACTION: ~~Jack Marsh~~
Jim Cannon
~~Phil Buchen~~
~~Jim Lynn~~
~~Max Friedersdorf~~
FROM THE STAFF SECRETARY

~~XXXXXXXXXXXXXXXXXXXX~~
~~XXXXXXXXXXXXXXXXXXXX~~
Dave Gergen

DUE: Date: Wednesday, July 21

Time: 10:00 a.m.

SUBJECT:

Scowcroft memo (7/19) re: U.S. Civil Defense Policy

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

SECRET ATTACHMENTS

Map - see Comments *Grogg - Concur*
Buchen/Schultz - no objection
Marsh - approve
Lynn - no problems per Ogline
Cannon - no objection

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE

WASHINGTON

July 20, 1976

MEMORANDUM FOR: JIM CONNOR

FROM: MAX FRIEDERSDORF *M.F.*

SUBJECT: Scowcroft Memo (7/19) re: U.S.
Civil Defense Policy

I concur with Scowcroft's recommendation but would delay until after Kansas City. This review could be seized upon as proof of alleged deficient military posture and indication U.S. civilian population is in danger because of military balance shift to Soviet advantage.

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 19, 1976

Time:

FOR ACTION: Jack Marsh
Jim Cannon
Phil Buchen
Jim Lynn
Max Friedersdorf

~~XXXXXXXXXXXXXXXXXXXX~~
Dave Gergen

FROM THE STAFF SECRETARY

DUE: Date: Wednesday, July 21

Time: 10:00 a. m.

SUBJECT:

Scowcroft memo (7/19) re: U. S. Civil Defense Policy

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

No objection

J. Schmidt 7/21

SECRET ATTACHMENTS

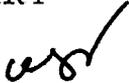
PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE
WASHINGTON

July 21, 1976

MEMORANDUM FOR: STAFF SECRETARY
FROM: BILL RHATICAN 
SUBJECT: Action Memorandum Re:
Scowcroft Memo on U. S.
Civil Defense Policy

The Communications Office concurs in the Scowcroft recommendation to the President.

THE WHITE HOUSE
WASHINGTON

Sara,

Cavanaugh called. Domestic
Council has no objection to
the civil defense memo.

E.

7/22

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 19, 1976

Time:

FOR ACTION: Jack Marsh
Jim Cannon
Phil Buchen
Jim Lynn
Max Friedersdorf
FROM THE STAFF SECRETARY

~~XXXXXXXXXXXXXXXXXXXX~~

Dave Gergen

BR

DUE: Date: Wednesday, July 21

Time: 10:00 a.m.

SUBJECT:

Scowcroft memo (7/19) re: U.S. Civil Defense Policy

ACTION REQUESTED:

___ For Necessary Action

X For Your Recommendations

___ Prepare Agenda and Brief

___ Draft Reply

X For Your Comments

___ Draft Remarks

REMARKS:

SECRET ATTACHMENTS

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President