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**AIR FORCE RESERVE ELEMENT TRAINING**  
STAFF DEVELOPMENT: COURSE NO. 45-0004 ACADEMIC YEAR 1965-66

*Command Study XIV*

**NONMILITARY DEFENSE AND NATIONAL SECURITY**



*Chapter 2*

**The National Preparedness System**



HEADQUARTERS  
CONTINENTAL AIR COMMAND  
ROBINS AIR FORCE BASE, GEORGIA

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**COMMAND STUDY XIV**

*Chapter 2*

**The National Preparedness System**

*prepared by*

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HEADQUARTERS  
CONTINENTAL AIR COMMAND  
ROBINS AIR FORCE BASE, GEORGIA

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# FOREWORD

1. The student text for the Staff Development Course 45-0004 for the last half of Academic Year 1965-66 consists of Command Study XIV (Chapters 1 through 5) and Current Study XIV (Chapters 1 through 6). An examination will complete the instructional material for the last half of the academic year.
2. The material is designed:
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  - b. To increase his professional qualifications as an Air Force officer.
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## The National Preparedness System

THE national preparedness system encompasses a complex mechanism of military, political, economic, and social institutions established to "provide for the common defense" of the United States and to "promote the general welfare" of the American people and their way of life. Even though the myriad demands of total defense in the nuclear age are infinitely more complex than those confronted by the original founders of America, the Constitution of the United States is a monument to the wisdom of these early Americans and is the basic authority for the most comprehensive defense and security program which the American people have ever undertaken. The Preamble and several passages in the body of the Constitution provide the legal foundation from which has come all enabling defense legislation, executive acts, and the regulations which govern the military and nonmilitary instruments of national security. Under the Constitution, an intricate system of checks and balances insures the joint responsibility of the U. S. Congress and the President of the United States for national defense and designates the President as the Commander in Chief of the Nation's Armed Forces. And in this role he is responsible for a vast array of policy-making machinery and organizational activities which have national and international implications for the security and defense of the United States. The existing national security organization therefore may be pictured as a massive pyramid with the President at the apex supported within the executive branch of the Government by a unified system of technical boards, councils, advisory bodies, executive departments, and a variety of economic, scientific, and research agencies (Fig. 1).

Although the legal framework for national security remains constant under the Constitution, national objectives or goals fluctuate in response to world conditions and reflect significant changes in the national outlook. While in 1789 security was designed to support national objectives which were essentially concerned with domestic issues, the security of the United States today supports national objectives based upon international concepts and the realities of technological warfare on a worldwide scale. And, national plans to accomplish such objectives must be sufficiently flexible and adaptable to meet the growing demands of the scientific age and the pervasive threat of nuclear weapons. For her own security and that of the free world, the United States has turned her attention more and more to the resolution or containment of world problems, and her national objectives have assumed international proportions in the light of these problems.

Following World War II, the aggressive threats of international communism and unstable conditions throughout the world resulted in a series of closely related legislative and executive actions designed to counteract the Communist threat and bolster the security of the United States. Beginning in 1947 and extending through 1964, these official actions established a central system for coordinating the Nation's defense effort with national objectives and provided for



the integrated functions of Government agencies responsible for political, economic, and military matters affecting national security. The National Security Act of 1947 and the amendments of 1949 created the Department of Defense and established the three coordinate branches of the Armed Forces under the unified direction of a new cabinet member, the Secretary of Defense. In rapid succession, the Federal Civil Defense Act of 1950, the Defense Production Act of 1950, and a series of reorganization plans provided the legal basis for implementing nonmilitary defense actions and thereby completed the framework for the existing national preparedness system. But, as the power of nuclear weapons increased and as intercontinental delivery systems became more sophisticated, threat of aerospace attack assumed such proportions that nonmilitary defense plans rapidly became obsolete. Although the Reorganization Plan No. 1 of 1958 represented a partial response to the growing threat, most authorities believe that President John F. Kennedy's Reorganization Order of 1961 and Secretary of Defense McNamara's assignment of civil defense functions to the Secretary of the Army on 31 March 1964, probably gave the greatest impetus to nonmilitary defense concepts since the conclusion of World War II.

In order to place the broad objectives of civilian protection, survival, and recovery plans in their proper perspective, this chapter devotes primary emphasis to the nonmilitary defense aspects of national preparedness as complements to national military power and as contributing factors to the total defense posture of the United States. In recognition of the basic nonmilitary defense responsibilities of all government levels for the development of pre-attack survival and recovery plans, the chapter includes a review of the legal background of civil preparedness in the United States and the official instruments implementing preparedness actions at Federal, State, county, and municipal levels. Within this context, it is our purpose to examine these official instruments of nonmilitary defense, their structural organization, and administrative functions.

## THE LEGAL BASIS FOR CIVIL DEFENSE

### The Federal Civil Defense Act of 1950

The first evidence of a major organized effort in the field of civil defense was the enactment of the Federal Civil Defense Act of 1950, which called for the development and coordination of a national program of civil defense under the guidance of a Federal Civil Defense Administration (FCDA). In its original context, this act charged individual States and their political subdivisions with the responsibility for carrying out civil defense preparations but provided for only limited Federal assistance and encouragement. With the approval of Public Law 85-606 on 8 August 1958, however, the original act was amended with the following declaration of policy by the United States Congress:

It is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack. It is further declared to be the policy and intent of the Congress that the responsibility for civil defense shall be vested jointly in the Federal Government and the several states and their political subdivisions. The Federal Government shall provide necessary direction, coordination, and guidance; shall be responsible for

the Federal Civil Defense Administration . . . ; and shall provide necessary assistance as herein authorized. \*

Under the provisions of the Federal Civil Defense Act, the term "civil defense," as it applies to national security and the development of emergency capabilities, has a pre-attack, trans-attack, and post-attack connotation for government leaders vested with emergency responsibilities. According to this definition, effective civil defense organization and operational plans must encompass a broad variety of activities designed especially to (1) minimize the effects of an attack upon the civilian population, (2) deal with the emergency conditions created by an attack, and (3) provide emergency repairs to, or the restoration of, vital facilities and functions destroyed or damaged by an attack. Measures to be taken in anticipation of an attack include the establishment of appropriate emergency organizations, operational plans, and supporting agreements necessary to guide and implement the overall civil defense mission. Other pre-attack preparations involve the training of sufficient numbers of professional personnel to perform emergency operations, the conduct of organized research to assure adequate capabilities, and stockpiling vital materials and supplies. Additionally, effective pre-attack plans provide for the development of suitable warning systems, creation of shelters, shelter areas, and control centers, and, when appropriate, the nonmilitary evacuation of the civilian population.

During the actual period of attack, civil defense operational plans envision the enforcement of passive defense regulations established by military or civil authorities, the evacuation of people to shelter areas, the control of traffic and panic, and the management of civil communications. For the post-attack period, the Act of 1950 defined civil defense activities to include operating capabilities in firefighting; rescue, emergency medical, health, and sanitation services;

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\*This amendment to the Act of 1950 came as the result of numerous studies strongly recommending that the Federal Government assume primary responsibility for civil defense in coordination with State efforts. The best known of these studies are listed below in the event that further resource or reference materials are required:

1. The Committee on the 1955 Review of Project East River  
(the Nelson Report)
2. The Commission on Intergovernmental Relations (Kestnbaum Report)
3. The Senate Armed Services Subcommittee on Civil Defense  
(Kefauver Report)
4. The National Planning Association's Committee on Nonmilitary Defense
5. David Sarnoff on Civil Defense (1955 Memorandum)
6. The Holifield Report
7. The 1956 Governors' Conference
8. The 1956 Civil Defense Committee of the American Municipal  
Association
9. The Gaither Report
10. The Rockefeller Report on the Problems of United States Defense, 1958
11. The Rand Corporation's self-sponsored study entitled "Current Impli-  
cations of a Nonmilitary Plan for Defense"

monitoring for specific hazards of special weapons; unexploded bomb reconnaissance; essential debris clearance; and emergency welfare measures.

Under the foregoing provisions, civil defense organizations were given legal status on a nationwide basis, and nonmilitary defense planning assumed an increasingly important role in national concepts for total defense. An Executive order in 1951 marked the next major official step in civil defense planning with the establishment of the Defense Mobilization Board to coordinate the varied policies and activities of principal government departments and agencies participating in the defense program. In 1953, the Office of Defense Mobilization (ODM) was established in the Executive Office of the President to function as a central policy planning and coordinating agency with responsibilities parallel to those of the FCDA. After an extensive examination of the conflicting functions in the programs undertaken by the FCDA and the ODM, the House Military Operations Subcommittee, under the chairmanship of Congressman Chet Holifield, concluded in 1956 that the FCDA had "not fully grasped the technical, administrative, or economic requirements of an effective civil defense program." At that time, the subcommittee recommended the consolidation of FCDA and ODM functions and the creation of a cabinet-level Federal agency vested with broad statutory authority to plan and administer the national civil defense program. And, in response to the development of international thermonuclear delivery systems, the subcommittee also proposed that emphasis in civil defense shift from the concept of mass evacuation to a system of protection against fallout and that expedient action be taken to provide such protection through a nationwide shelter construction program.

Reorganization Plan No. 1 of 1958. In order to resolve the administrative and organizational problems stemming from the mutually exclusive functions of Federal agencies responsible for civil defense on the one hand and defense mobilization on the other, the President, with the approval of Congress, issued Reorganization Plan No. 1 of 1958, which merged the FCDA and the ODM into the Office of Civil and Defense Mobilization (OCDM). This plan not only consolidated all defense mobilization and civil defense planning functions, but also transferred these functions to the Executive Office of the President and vested all statutory authority affecting civilian mobilization in the President. By Executive Order No. 10773, President Eisenhower delegated these newly acquired functions to an appointed Director of the OCDM, who in turn was charged with the responsibility for delegating appropriate civil defense functions to Federal departments and for coordinating the national program with State and local civil defense organizations. These executive actions, however, did not alter the basic legislative foundation of the national civil defense program nor did they change the substantive content of the program. On the other hand, the 1958 merger sought the following basic objectives and implementive actions at Federal and State levels:

- Consolidation of previous emergency delegations issued by FCDA and defense mobilization orders issued by ODM;
- Development of guidelines showing the total emergency preparedness role of each Federal department or agency;

- Clarification of interagency relationships by indicating agencies with primary responsibilities and those with support responsibilities in emergency; and
- Recognition of the central planning and coordinating role of OCDM as an executive agency acting on behalf of the President.

Public Law 85-606. In addition to the consolidation of responsibilities and the transfer of statutory authority under Reorganization Plan No. 1, the President, on 8 August 1958, signed into law an Act of Congress (Public Law 85-606) amending the Federal Civil Defense Act of 1950. This enabling legislation made civil defense the joint legal and financial responsibility of all levels of government and, more particularly, provided the Federal Government with the necessary vehicles for more effectively directing the nationwide civil defense effort. As a result of these significant legislative and executive actions, considerable impetus was given to the development of detailed emergency plans at all government levels with the "National Plan for Civil Defense and Defense Mobilization" serving as the doctrinal guide for both OCDM and State civil defense officials. These official actions further authorized the administrator of OCDM to make financial contributions on a fifty-fifty basis to state and local civil defense organizations for essential personnel and administrative expenses as a means for expanding preparedness activities at State and local levels. A basic feature of Public Law 85-606 required the development of approved State and local operational plans consistent with the National Plan and the maintenance of full-time civil defense organizations actively engaged in the expansion of emergency capabilities. The end result was the completion of State and local operational survival plans, the expansion of professional civil defense organizations, and increased emergency training and education activities throughout the Nation.\*

But, from the standpoint of national objectives and public acceptance of civil defense responsibilities, the Office of Civil and Defense Mobilization, like its predecessors, confronted critical administrative and financial problems during the three years of its existence. In the first place, the almost inconceivable scope of emergency responsibilities which the merger of 1958 placed in the hands of this consolidated agency, coupled with a paucity of funds, made the delegation of emergency planning assignments to appropriate Federal and State agencies a sine qua non for the agency's own survival. In the second place, OCDM budgets developed under extreme financial handicaps, were designed primarily for the creation of emergency operating plans only with very limited financial resources available for the development of actual emergency facilities. After Frank B. Ellis became Director of OCDM, he observed in a February 1961 report to the President that preoccupation of the OCDM staff with civil defense operations tended to subordinate the agency's basic planning and coordinating responsibilities. In part, Mr. Ellis stated that, in order "for OCDM to assume its proper role in the Executive Office . . . it must divest itself of all operating functions that can be performed by other agencies; it must concentrate on directing and

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\*A more detailed consideration will be given to the specific achievements and operational effectiveness of the national civil emergency program in subsequent chapters dealing with State and local civil defense concepts.

coordinating the total nonmilitary defense effort. . . ." And, in July 1961, a management consulting firm, McKinsey and Company, Inc., in a lengthy report submitted to the Bureau of the Budget apparently summarized current views regarding the status of the OCDM program. A paragraph from this report reads as follows:

The failure of OCDM to delegate more fully and to utilize to a greater degree the established agencies of the Federal Government has been in part the result of the growth of this agency. This, in turn, caused the creation of vested interests which prevented the agency from objectively adapting itself and the whole Federal structure to changing concepts of war, growing enemy capabilities, and the evolving technology of defense. . . .

In a civil defense message to Congress on 25 May 1961, President Kennedy expressed the necessity for improving the nation's nonmilitary defense system and more or less focused the direction which the new civilian defense program should take when he said:

One major element of the national security program which this nation has never squarely faced up to is civil defense. This problem arises not from present trends but from national inaction in which most of us have participated. In the past decade we have intermittently considered a variety of programs, but we have never adopted a consistent policy. Public consideration has been largely characterized by apathy, indifference, and skepticism; while, at the same time, many of the civil defense plans have been so far-reaching and unrealistic that they have not gained essential support.

This Administration has been looking hard at exactly what civil defense can and cannot do. It cannot be obtained cheaply. It cannot give an assurance of blast protection that will be proof against surprise attack or guaranteed against obsolescence or destruction. And it cannot deter a nuclear attack. . . .

. . . there is no point in delaying the initiation of a nationwide long-range program of identifying present fallout shelter capacity and providing shelter in new and existing structures. Such a program would protect millions of people against the hazards of radioactive fallout in the event of a large-scale nuclear attack. Effective performance of the entire program not only requires new legislative authority and more funds, but also, sound organizational arrangements. . . .

#### Executive Actions Since 1961

The initiative for further reorganization of the national civil defense program, therefore, developed within the Office of Civil and Defense Mobilization itself. Mr. Ellis' memorandum of 7 July 1961 emphasized the President's leadership and responsibility for nonmilitary defense, laid out a Presidential advisory, assistance, and coordinating role for an Office of Emergency Planning (OEP), and recommended that "responsibility for the total civil defense program" be assigned to the Secretary of Defense. Following Mr. Ellis' recommendations, President Kennedy issued Executive Order No. 10952 on 20 July

1961 calling for the transfer of major civil defense responsibilities to the Department of Defense and the reconstitution of the OCDM as a small Presidential staff agency under the title of Office of Emergency Planning. In a White House press release, the President remarked:

The Secretary of Defense will be in charge of Federal programs for the protection of the Nation's civilian population against the dangers of a nuclear attack. . . . The Director of the Office of Civil and Defense Mobilization will advise and assist the President in coordinating the civil defense operations of all executive departments. . . .

In calling upon the resources of the Department of Defense to stimulate and invigorate our civil defense preparations, I am acting under the basic Federal premise that responsibility for the accomplishment of civil defense preparations at the Federal level is vested in me. In the States and localities, similar responsibilities are vested in the Governors and local executives. It is my hope that they, too, will redouble their efforts to strengthen our civil defense and will work closely with the Department of Defense in its new assignment.

Civil defense, like other elements of the total nonmilitary defense program, reaches into virtually every phase of our government and of our national life. I shall accordingly be actively concerned with the problem of coordinating our civil defense preparations with other nonmilitary defense preparations required to achieve a strong position for our Nation. In this, I shall be represented and assisted by the Director of the Office of Civil and Defense Mobilization. . . .

Under the Executive order of 1961, the President separated the functions of civil defense and defense mobilization into more manageable proportions by assigning the operational components of civil defense to the Department of Defense and advisory, planning, and coordinating responsibilities related to the total national preparedness and mobilization to the Office of Emergency Planning. In effect, this restructuring of the organizational base for civilian preparedness reestablished the pre-1958 division of labor between civil defense and defense mobilization with the exception that civil defense is now a part of a regular Cabinet department already responsible for the continental defense of the United States. The Ninth Report of the Committee on Government Operations submitted in 1961 observed that this Executive action is not merely a delegation in the sense used by FCDA and OCDM to parcel out civil defense responsibilities among the Federal departments and agencies but is rather a shift in the base of operations for civil defense. The Department of Defense, holding primary Federal responsibility for civil defense, does not allot broad areas or segments of this responsibility to other departments or agencies. Instead, the Department of Defense executes contracts or enters into agreements for the performance of specific civil tasks as prescribed by a series of Executive orders issued by President Kennedy between 1961 and 1963 to all Government departments and agencies. This kind of coordination not only required the Secretary of Defense to integrate the resources and services of other Federal departments and agencies with those of the Department of Defense in the discharge of civil defense functions but also charges him with the responsibility for effectively organizing the operations of field agencies and State units of government which of necessity figure prominently in the Nation's civil preparedness system.

Under the provision of Executive Order No. 10952, the President specifically reserves for himself and excludes from the delegation to the Secretary of Defense the following functions:

- Provisions of the civil defense law relating to procurement and distribution of materials and financial grants as they apply to medical and food stockpiles. (These were delegated by Executive Order No. 10958 in August 1961 to the Departments of Agriculture and Health, Education, and Welfare.)
- Appointment of the Civil Defense Advisory Council.
- Delegations to Federal agencies.
- Emergency authority prescribed in Title III of the Federal Civil Defense Act of 1950.

Since the Office of Emergency Planning functions as an executive staff agency to advise and assist the President on all matters pertaining to nonmilitary defense, it does not take statutory action, but provides planning guidance, coordination, and review on behalf of the President and serves as the staff arm of the President in matters related to national security. In this role, the staff of the OEP reviews proposed programs, enunciates policies, sets national goals for civil defense and provides leadership for the nationwide management of emergency resources.

Further significant legal actions were taken by Secretary McNamara on 31 March 1964 when he announced Defense Department Directive No. 5160.50 delegating civil defense responsibility to the Secretary of the Army. In announcing the transfer of civil defense responsibilities, Mr. McNamara made this statement:

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 underway. . . .

Secretary of the Army Stephen Ailes commented further that this transfer of civil defense is the "logical next step" in an orderly integration of civil defense responsibilities and functions into the total national defense structure and reflects Mr. McNamara's view that the Nation's new civil defense program has matured to a place in the permanent defense establishment.

Contrary to reports that civil defense is being militarized, officials of the Department of Defense state that the directive of 1964 delegates civil defense responsibility to the Secretary of the Army, not to the Department of the Army. Secretary Ailes makes it clear that the Office of Civil Defense "was transferred as an entity and will function as entity," with no change in the civilian nature of the leadership, supervision, and control. Furthermore, the 31 March transfer

does not increase the Army's civil defense support responsibilities, nor does it lessen the civil defense roles, responsibilities, and functions of the other military services. These sources say that the Office of Civil Defense remains an operational entity and a civilian responsibility in the same fashion that U. S. authority over the Canal Zone is assigned to the Secretary of the Army, and not the Army Staff. This is in accord with basic policy that civil defense should be a civilian-directed program fully coordinated with military programs and fully supported by the military services.

In a speech of 5 May 1964 at the Spring Conference of the National Association of State Civil Defense Directors in Washington, D. C., Secretary Ailes called attention to the inconsistency which presently exists between the civil defense organization and that of the military. Administratively, the civil defense organization extends from regional headquarters to the State civil defense organization and thence to county and local civil defense headquarters, while the regular Army organization has no headquarters at the state level. Since an adjutant general and a State headquarters exist in the National Guard organization of each state, the adjutant general and his headquarters can be used as a State-level military headquarters for military support of civil defense within the state.

In the event of a nuclear attack, the State adjutant general and the necessary elements of his headquarters would, of course, be called into Federal service. The State adjutant general would then come under the command of the Zone of the Interior Army Commander in whose area he is located, and would have operational command of the military resources within his State, including reserve and active Army units, made available by the Zone of the Interior Army Commander for the military support mission. In April 1963, Secretary Ailes presented an organizational concept to the Association of Adjutants General during a conference in San Juan, Puerto Rico, based on the aforementioned contingency. Since State adjutants general and necessary elements of their headquarters will in all probability be called into Federal service in the event of a nuclear attack, these same people, according to Secretary Ailes' proposal, should have pre-mobilization responsibilities in planning and preparing for military support of civil defense within their State. In the assignment of pre-mobilization responsibilities for military support of civil defense, this organizational concept would involve utilizing existing military staffs otherwise having no mobilization assignment and would further provide an ideal means for coordinating State and Federal organizations. During the pre-mobilization phases of emergency preparations, governors of each State, by working through their adjutants general, would have an input to the planning which affects their States. And even after mobilization, such a plan would present a familiar means of civil defense coordination between governors and their senior military authorities and would therefore provide a standard military chain of command which can function with maximum effectiveness in cooperation with State and Federal civil defense authorities.

From its inception in 1950 as an organizational component of the national security system, civil defense has undergone major changes from time to time in order to adapt to external forces and to improve organizational effectiveness. On the other hand, the legal foundation and the substantive content of national emergency preparedness have remained constant in the face of current knowledge relating to the capabilities and effects of nuclear weapons. The

Soviets' development of thermonuclear weapons in the late 1950's and the technical capabilities to deliver them made it virtually certain that a nuclear attack on the United States would destroy millions of Americans, and while no economically feasible system could be established to protect people in blast and fire zones, scientific studies offered conclusive proof that other millions could be saved in fallout zones by a nationwide system of fallout shelters. Accordingly, the new civil defense program of 1961 recognizes that national survival depends upon the effective protection of people from radioactive fallout and the development of efficient tools needed to recover and to rebuild the nation in a hostile but habitable environment. National survival, rather than personal survival, therefore became the basic objective of the new civil defense program, and the concept of community fallout shelters logically followed as the heart and core of all operations plans. The sections which follow examine the national organization and provide a general outline of the objectives, functions, and components of the national preparedness structure as established by law and administered by the President under the provisions of the Constitution.

## ORGANIZATIONAL STRUCTURE

### The Executive Office of the President

As the Nation's Chief Executive and Commander in Chief, the President of the United States exercises constitutional and administrative control over the national preparedness system. In addition to the Cabinet, which constitutes a traditional advisory group to the President, the Executive Office of the President includes a number of organizations which function in specialized advisory capacities and administer, with the approval of the President, certain specific affairs of the executive branch. Of particular significance to the Nation's civil and other nonmilitary defense affairs, three of these groups--the Bureau of the Budget, the National Security Council, and the Office of Emergency Planning--exercise basic functions which influence in varying degrees the accomplishment of civil preparedness objectives specified by the Federal Civil Defense Law. Although all functions in civil defense and defense mobilization are vested by law and by the Reorganization Plan of 1958 in the President, the President from time to time delegates these functions to an officer or agency of the executive branch of the Government and in turn may authorize such an officer or agency to redelegate appropriate functions to other agencies or departments.

In carrying out his responsibilities for emergency preparedness, the President concerns himself with budgetary and financial problems, implications for national security, and the extent of progress made toward the achievement of a total preparedness posture. As a specialized agency in control of the Government's financial operations, the Bureau of the Budget formulates the Government's fiscal program, prepares the national budget, and informs the President of progress made by Government agencies in the accomplishment of their assigned emergency mission. Established by the National Security Act of 1947, the National Security Council subsequently became a part of the Executive Office to advise the President on matters relating to national security to prevent confusion and cross-purposes among agencies dealing with domestic, foreign, and military policies. Composed of the President, who acts as the chairman,

the Vice President, the Secretary of State, the Secretary of Defense, and the Director of the Office of Emergency Planning, the National Security Council appraises the objectives and commitments of the United States in relation to military power and examines the policies and programs of all governmental agencies concerned with matters related to national security. As the designated agency responsible for leadership and coordination of all phases of nonmilitary defense, the Office of Emergency Planning acts on behalf of the President to develop long-range plans and to integrate nationwide emergency functions in consonance with the national preparedness program. Each of these agencies is a staff arm of the President acting on his behalf to assure continuing progress and efficient operation of the entire Government establishment, particularly in the vital areas of national welfare and security. Nonmilitary preparedness, therefore, begins with the President, who uses the specialized skills of the Office of Emergency Planning to develop long-range policies and the extensive resources of the Department of Defense to implement the operational requirements of the national civil defense system.

### The Department of Defense

Executive Order No. 10952 of 1961 not only created the Office of Emergency Planning within the Executive Office, but it also had a significant and expeditious effect on the national civil defense program. With the delegation of all operational components of civil defense to the Secretary of Defense, the President stated in 1961 that the Department of Defense, with its large budget, its wide variety of resources, and its far-flung network of organizations, is the logical Cabinet-level Department for absorbing the numerous functions for an effective civil defense. As the civilian commander of the entire defense establishment, the Secretary of Defense is able not only to coordinate military resources for civil defense but also to keep military action from conflicting unduly with civil defense objectives, and, at the same time, prevent civil defense preparations from interfering with vital military missions. And, with Department of Defense Directive No. 5160.50 assigning civil defense responsibilities to the Secretary of the Army, Secretary McNamara established, for the first time in U. S. civil defense history, a sound military requirement for a nationwide fallout shelter program directed to the protection of American lives and property in the event of an attack.

In addition to improving the coordination of nonmilitary and passive defense activities with the military establishment, the new civil defense program focuses on a continuation of the fallout shelter locating, marking, and stocking program. As of June 1964, shelter spaces had been located for over 100 million Americans in existing structures throughout the country. Of the total spaces located, officials of the Department of Defense report that shelters have been posted with standard identification signs and stocked with rations and survival supplies capable of accommodating 60 million people with projected facilities for 63 million by 1 July 1965.

A further organizational objective of the Defense Department's accelerated program is improving and expanding those complementary emergency activities which constitute a balanced civil defense program. Among a host of other broad emergency functions, these include warning and communications systems, radiological monitoring and reporting networks, research programs, skills training,

public information, survival education, Federal aid to States in maintaining operational civil defense systems, and the establishment of protected operating centers.

Although the Office of Civil Defense is now supported by the full resources of the Department of Defense, the comprehensive and pervasive nature of non-military preparations calls for the mobilization of resources in other Federal agencies and State governments. As the central office for the coordination of the Federal Government's civil defense efforts, the Office of Civil Defense therefore performs a number of its functional assignments in conjunction with other Federal agencies and various State civil defense organizations. As the result of a series of Executive orders, all Federal Departments now have specific emergency planning responsibilities related to their normal operations. Since these orders include certain limited civil defense functions, the Office of Civil Defense, through contractual arrangements, coordinates its activities with these Departments to assist them in carrying out their emergency responsibilities in consonance with the national civil defense plans and programs of the Secretary of Defense. In the light of significant contributions which the combined resources of the Federal establishment make to the overall national preparedness posture, the succeeding section examines the exact nature of OCD and OEP coordinating activities and the manner by which the emergency functions of each Federal agency complete the national structure and strengthen the capabilities of state and local civil defense organizations.

#### Coordination of Federal Support Activities

With the Office of Emergency Planning responsible for the development of long-range emergency plans and the Department of Defense responsible for implementing major civil defense operations, the groundwork for an effectively coordinated national system has evolved under the current national organization structure. A common characteristic of executive orders since 1961 making emergency assignments to the heads of all major Federal Departments and Agencies is the stipulation that each Department or Agency will prepare emergency plans for providing personnel, materials, facilities, and services according to the provisions of the Federal Civil Defense Act. Additionally, each

Department heads and agencies directed by the President to develop emergency plans commensurate with their normal peacetime mission		
Secretary of State	Administrator of General Services	Administrator of the Small Business Administration
Secretary of the Treasury	Housing and Home Finance Administrator	Administrator of Veterans Affairs
Postmaster General	Interstate Commerce Commission	Board of Directors of the Tennessee Valley Authority
Secretary of the Interior	Civil Service Commission	Railroad Retirement Board
Secretary of Agriculture	Federal Reserve System	Administrator of the National Aeronautics and Space Administration
Secretary of Health, Education, and Welfare	Federal Home Loan Bank Farm Credit Administration	Federal Power Commission
Secretary of Commerce	Export-Import Bank	Director of the National Science Foundation
Secretary of Labor	Federal Deposit Insurance Corporation	
Atomic Energy Commission	Securities and Exchange Commission	
Civil Aeronautics Board		
Federal Aviation Agency		
Federal Communications Commission		

Figure 2 Major Federal Department with Emergency Planning Assignments

Federal Department and Agency is directed to prepare plans for maintaining the continuity of its essential functions at the seat of Government and elsewhere during a civil defense emergency. The Office of Emergency Planning and the Department of Defense give direct assistance by indicating the types of personnel, materials, facilities, and services essential for civil defense purposes in time of emergency; arranging for their use; and coordinating such arrangements with national, State, and local civil defense plans.

Within the specified areas of its responsibility, each Federal agency works with the various States and, as appropriate, their political subdivisions to provide functional guidance and assistance in emergency preparedness matters. For example, the Field Extension Service of the Department of Agriculture conducts outstanding educational programs in rural civil defense, and the Department of Health, Education, and Welfare develops instructional materials and provides guidance to schools, colleges, and other educational institutions for incorporating emergency preparedness measures and concepts into their programs. DHEW also directs a nationwide program to train manpower in emergency health and welfare services, both to enhance professional and technical capabilities and to improve civil defense skills. In a similar manner, all Federal agencies develop education and training programs in support of their specifically assigned emergency preparedness functions. Under the coordinating action of the Office of Emergency Planning and the Department of Defense, the emergency functions of each Federal Department therefore provide for civil defense and recovery capabilities at the national level, for direct aid and assistance to States and local communities during and following a civil defense emergency, and for arranging mutual survival pacts with neighboring States and nations.

In order to assure the most effective coordination and support to Federal Departments and States in the development of their emergency plans, the Office of Emergency Planning and the Department of Defense conduct continuing research to determine optimum methods, materials, and facilities for broad nonmilitary defense activities within the context of the National Plan. This program of research and development includes subject matter materials on weapon effects, protective and remedial measures against such effects, and numerous other technical materials related to operational procedures, resource analysis, and use of equipment. The Office of Emergency Planning conducts a continuing review of Federal, State, and local government emergency activities and plans to identify and define specific nonmilitary defense programs and their interrelationship, and establish program objectives and measurable standards of accomplishment. Since emergency operations sometimes differ significantly from normal activities, the OEP coordinates national and associated international nonmilitary readiness tests for the primary purpose of assessing capacities to function effectively in an emergency. Other support functions include the education of public and government personnel at all levels and the systematic teaching of technical and operational techniques. Each of these support activities is directed toward the refinement of the total nonmilitary defense effort and is therefore an integral part of all programs that constitute emergency preparedness under the new civil defense program.

#### State and Local Organizations

It is impossible to overemphasize the strategic importance of State and local civil defense preparations as critical factors in the Nation's ability to

withstand an all-out nuclear attack. The Federal Civil Defense Act, as amended, assigns the leadership and coordinating role in civil defense to the Federal Government. But, as the implementive elements of the national preparedness system, State and local governments and their jurisdictional populations are the ultimate determinants of national survival and recovery.

All States currently have civil defense legislation based in varying degrees of modification on a model act developed and sponsored by the Council of State Governments and intended as a legal instrument for maximum coordination with Federal Government plans and functions. Through this legislation, State and local government officials are charged with the responsibility for conducting civil emergency activities. In every State, a civil defense director or other government official is charged with general administrative responsibility for civil defense, including that of advising the State governor and other officials on civil defense matters and assisting political subdivisions in developing competent civil defense organizations. Similarly, local civil defense departments using a variety of organizational structures are vested with authority and command responsibilities for developing civil emergency capabilities. Just as the President of the United States is the Chief Executive of the Nation, the governor is the chief executive official of his State, and as such, is responsible for effectively conducted civil defense activities throughout the State. In all instances, State civil defense organizations have administrative and coordinating responsibilities similar in nature to those of the Office of Emergency Planning and the Department of Defense. Thus, the organizational structure of the nonmilitary defense system follows a standard format from the national level to the local level and is designed for the conduct of independent, self-sufficient operations in the event of emergency requirements. In the final analysis, local governments have the primary responsibility for implementing a major part of national and State civil defense programs and establishing a community capability for effective emergency action.

Under the National Plan for Emergency Preparedness, every political subdivision\* plays a key organizational role in the Nation's total preparedness system, and, in this role, contributes to national objectives by preparing for its own survival with the least possible pre- and post-emergency disruption of its political, social, and economic system. Without the active and continuing pre-emergency actions of local governments, civil defense organizations, and dedicated citizens, the emergency chain of command is broken and the Nation's potential for survival is proportionately weakened. Local government units therefore have a primary responsibility for planning the effective, unhampered use of all resources to conduct survival operations during a national emergency. Such resources must include thoroughly trained and competent personnel, appropriate equipment, and well-provisioned facilities of government supplemented by trained auxiliaries, volunteers, and the coordinated participation of capable nongovernmental agencies and organizations. For the post-attack period, plans for the effective management and allocation of surviving resources, continuity of government activities, the protection of vital records, and other essential

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\*From the administrative and operational standpoint, it is preferable in most cases to establish countywide or equivalent civil defense organizations to coordinate the emergency activities of component municipalities for the most effective mutual aid systems in the event of an attack.

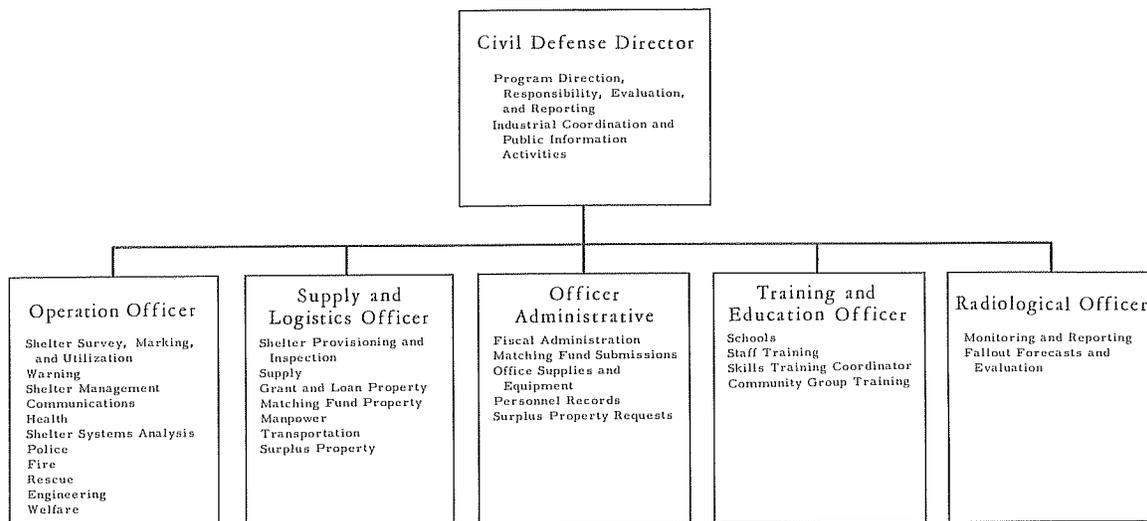
requirements for recovery must be in a complete state of readiness before an attack occurs.

In the organization of local government for civil defense functions, the first requirement for efficiently conducted emergency operations is unified leadership organized along clearly established lines of command with the chief government executive in the top command position. Some sources say that, in many cases, the forms of local government are designed contrary to this standard since direction and control are dispersed among ad hoc boards, commissions, authorities, and special districts or committees. Under such organizational patterns, executive functions may be fragmented among several officials who constitute a plural executive body, or they may be severely limited by the restraints that accompany allocations of authority and responsibility to a nominal chief executive. According to these sources, this type of organizational structure should be modified to meet crisis circumstances so that vital decisions can be made promptly and authority for emergency action can emanate from a single competent and responsible source.

Since the task of planning and administering a civil defense program seems to become ever more complex and demanding in technical knowledge, most local governments establish professionally staffed civil defense agencies generally headed by a coordinator or director who is properly a staff aide to the chief executive and acts for, and in the name of, the chief executive. During actual emergency operations, he becomes the chief of staff for the executive and, as such, advises and assists, but does not assume overall operational command himself. The staff of a local civil defense agency varies in size according to the population of the community and the degree to which the civil defense program has matured. In comparison to normal peacetime operating departments, the civil defense organization is relatively small as a general rule because its role is highly specialized and usually limited to planning and coordination. Specific civil defense tasks and responsibilities are usually assigned to regular government forces with guidance from the civil defense agency under the direction of the chief executive and his line administrators.

To maintain organizational stability and continuity, the chief government executive usually assigns the director of civil defense on a full-time basis with no collateral duties in any other department. Since he occupies a position which requires working relationships with local government agencies and efficient coordination of the emergency functions of these agencies, he must have a professional status merited by previous experience and training to command the respect of all government departments and the public and to justify the full confidence of the chief executive. The civil defense staff is generally composed of personnel assigned to the agency from regular government departments to perform specific jobs in line with their particular professional competences or of personnel recruited from outside sources for professional assignments in civil defense.

Figure 3 shows a sample distribution of personnel and administrative responsibilities which include the basic concepts of the national civil defense program. Small government units, for financial reasons, often find it necessary to combine certain positions, while larger units may increase their number of positions in order to adjust the greater scope of their program requirements to reasonable workloads. Under the Federal Civil Defense Law, all personnel and administrative costs of state and local civil defense agencies, including the costs of necessary clerical staffs, may be shared on a fifty-fifty basis with the



*Figure 3 Sample Distribution of Personnel and Administration of a Local Civil Defense Organization*

Federal Government if the employees of these organizations meet basic merit requirements. As a means of encouraging balanced civil defense efforts and evaluating progress at the local level, the Office of Emergency Planning and the Office of Civil Defense require State and local civil defense organizations to prepare periodic program papers and progress reports as prerequisites for continued Federal personnel and administrative contributions. In reference to the tangible local developments resulting from accelerated Federal action in civil defense, former Assistant Secretary of Defense for Civil Defense, Stuart L. Pittman, testified before the House Committee on Armed Services in 1963:

. . . we are depending on local government as the "hands and feet" of civil defense and in the event of a nuclear attack . . . I think that there will be no substitute for the mayor . . . the county commissioner . . . the civil defense director . . . his communications channel . . . his equipment . . . local police and firemen being the principal tools for survival in the first few weeks of an attack. . . . There will not be enough manpower or equipment in the military to come to the rescue of the entire population in the United States and nobody knows how available it would be in a particular area. But there has to be a capability for communities standing on their own feet at the local level in the United States. Therefore, it is important, I think, that we build up local civil defense organizations in the ways that are now available.

#### FUNCTIONS AND RESPONSIBILITIES

Our major concern thus far has focused on the legal foundation and evolution of the current U.S. nonmilitary defense system as a complementary element of the Nation's plans for defense and survival. Within the context of the Federal

Civil Defense Act of 1950, we have examined the overall structure and functional design of the national organization established to carry out civil emergency preparations. In order to accomplish the eleven basic objectives of emergency preparedness discussed in the preceding chapter, each component of this organization has immensely complex assignments which must be accomplished in coordination with other organizational components under the central guidance of the Office of Emergency Planning and the Office of Civil Defense. Subsequent sections treat with the elements of the civil preparedness program from the standpoint of official functions assigned to the Office of Emergency Planning, the Office of Civil Defense, and regional offices which provide guidance and supervision to State and local civil defense organizations.

### The Office of Emergency Planning

Fifteen years of experience with the many problems of civilian defense have convinced Government leaders that public concern, congressional support, and State-local preparatory action depends to a great extent upon the active leadership and direction of the President of the United States. As the Nation's Chief Executive and Commander in Chief, the President plays a national leadership role in conveying to the American people the nature of the thermonuclear threat and the emergency preparations necessary on the part of individuals, families, communities, and their agencies of government. To assist the President in the discharge of this critical obligation, the Office of Emergency Planning advises him in the determination of national preparedness policy and assumes primary responsibility for nonmilitary plans and preparedness programs. These basic functions include, but are not necessarily limited to, the following broad coordinating and planning activities which encompass the whole spectrum of Government operations:

- Development of planning assumptions and emergency preparedness objectives relative to various conditions of national emergency
- Determination of overall policy for planning, directing, and coordinating the total civil defense program
- Coordination of the civil defense activities of the various Federal agencies with each other and with the activities of the States and neighboring countries
- Determination of the appropriate civil defense roles to be played by Federal agencies, mobilization of national support through State, local, and private participation, evaluation of the progress made in existing programs; and the preparation of reports to Congress on civil defense matters
- Assistance to the State in the negotiation of interstate civil defense contracts and the enactment of reciprocal civil defense legislation
- Development of plans and coordinated programs for the continuity of Federal, State, and local government operations to assure the

continued effective functioning of civilian political authority under any emergency condition

- Development of procedural guides for determining the relationship between available supplies of the Nation's resources and the requirements of military, civilian, and foreign emergency programs; and
- Development of policies, programs, and control systems to deal with resource mobilization, problems of claimancy, resource deficiencies, and consumer requirements during an emergency.

Essentially, the Office of Emergency Planning provides a central point of leadership in the development of an overall national emergency system which envisions OEP operation as the Nation's resource control agency should a general emergency occur. The planning assumptions of this system involve the formulation of uniform criteria and procedures for managing resources and production in varying degrees of emergency in such areas as food and water, economic stabilization, manpower, materials, industrial capacity, production facilities and equipment, construction, fuels and energy, and transportation. Since each Federal agency, in coordination with related State and local agencies, must develop specific emergency plans in conjunction with their normal operations, OEP's central system of resource management requires specialized planning by all government levels for the amounts and types of resources which they must claim in order to carry out their planned emergency programs. As the central agency for determining major resource utilization and for directing the adjustment of emergency programs, the Office of Emergency Planning develops procedures and policies for the coordinated application by Federal agencies of priorities, allocations, and other resource control and distribution systems. To maintain such an all-inclusive system of resource management, OEP conducts periodic evaluations of planned Federal, State, and local systems to determine overall emergency requirements in relation to the anticipated availability of particular resources. Similarly, in its research planning program, OEP, with the coordinated support and participation of all Federal agencies, maintains a national resources evaluation capability for predicting and monitoring the status of national resources, for identifying resource deficiencies and feasible production quotas, and for supplying such evaluations to national and subordinate levels to support mobilization planning, continuity of government, and economic recovery.

The Director of the OEP determines the kinds of strategic materials to be acquired or disposed of and the objectives which govern the quantities of such materials to be held as a strategic reserve. Under the Critical Materials Stockpiling Act of 1946, the Director is authorized, in the event of an enemy attack upon the United States, to order the release of specific materials from stockpiles established under this Act for such uses as he determines necessary in the interest of national defense. The U. S. Government also maintains a Supplemental Stockpile of products acquired by the Department of Agriculture in exchange for surplus agricultural commodities. Another inventory, acquired by the Department of Agriculture in exchange for surplus agricultural commodities, is held under the Commodity Credit Corporation account. These materials

are for the immediate use of Government agencies and, if they are not consumed in this manner, the materials must be transferred to the Supplemental Stockpile. And, in coordination with the civil defense activities of the Department of Agriculture, the Department of Health, Education, and Welfare, and the Department of Defense, the Director of OEP advises the President concerning the need for stockpiling various food, medical supplies, and other items essential to the survival of the population.

The Office of Emergency Planning has broad planning and coordinating responsibilities related to the protection of facilities, continuity of civil government, and other sensitive areas where national security or recovery is involved. After consultation with appropriate Federal agencies, the Director of OEP advises the President concerning the strategic relocation of industries and services, and coordinates national efforts to apply the principle of geographic dispersal to government and privately owned industrial facilities. Additionally, the Director of OEP reviews all measures taken by Federal agencies regarding the physical security and protection of facilities important to defense mobilization, defense production, civil defense, and the civilian economy, and recommends action for strengthening such measures.

OEP also has a major responsibility in working with State governors to promote vigorous State and local participation in emergency preparedness activities, particularly in the development of plans for the continuity of State and local civilian political authority in the event of a nuclear attack. The development of plans in this area includes programs for maintaining lines of succession to office, protection of essential records, provision for alternate sites of government, and the effective use of government resources, personnel, and facilities. Moreover, the OEP functions as a coordinating instrument between State governments and Federal agencies having closely related emergency responsibilities and directly assists States with the preparation of plans for resources management and allocation. This function is performed through the development of detailed written procedures by the staff of OEP for the "Survival of Government and Management of Resources" and in organizational planning guides containing technical data and guidelines.

Under Executive Order No. 11051, the President delegated to the Office of Emergency Planning certain other authorities relating to Government operations during emergency conditions. In consultation with the Bureau of the Budget, the OEP Director is charged with the responsibility for planning the central direction of all emergency mobilization activities and the creation of any special agencies necessary for performing such activities. Not only does the OEP prepare advance proposed emergency legislation, orders, and regulations appropriate to specific emergency situations; it also develops policies and plans for filling executive positions in the Government during an emergency. As the staff arm of the President, OEP coordinates the telecommunications activities of Federal agencies and assigns frequencies to Government radio stations on behalf of the President. This responsibility requires close coordination with the Federal Communications Commission, which assigns frequencies for use by nongovernment stations to assure the most efficient use of all national telecommunications resources during an emergency. And, under the Trade Expansion Act of 1962, OEP investigates industrial and trade allegations that certain imported articles pose a threat to national security and offers necessary advice to the President who is authorized to take appropriate actions.

Although many of the functions and responsibilities of the Office of Emergency Planning cannot be included within the limitations of this chapter, the all-inclusive nature of OEP's emergency task is readily apparent from the standpoint of broad national security objectives and the functional elements contained in the National Plan for Emergency Preparedness. In effect, it is the President's staff head of the national preparedness system and seeks through broad coordinating and monitoring actions the achievement of total nonmilitary defense capabilities throughout all echelons of government. This concept was aptly described in 1961 by President Kennedy when he said:

The ultimate objective of our nonmilitary emergency planning is the development of a capability at all levels of government to manage our resources, both human and material, so that we can meet essential human needs, successfully support any required military effort, and survive as a free and independent nation.

#### The Office of Civil Defense

Although various legislative and executive actions over a period of 15 years have modified civil defense organizational and administrative functions to achieve more effective coordination and management, three basic documents set forth the actual content of the national civil defense program--the Federal Civil Defense Act of 1950, as amended, the National Plan for Emergency Preparedness, and the Federal Civil Defense Guide. The Act of 1950 provides the legal basis and functional requirements for a nationwide civil defense system; the National Plan provides the principles, doctrines, and objectives of total nonmilitary preparedness; and the Federal Civil Defense Guide outlines the components of the current civil defense program and provides the guidelines for developing civil defense operational capabilities.

As noted earlier, under the provisions of Executive Order No. 10952 of 1961 and Defense Department Directive No. 5160.50 of 1964, Secretary of Defense McNamara established the Office of Civil Defense under the Secretary of the Army to carry out major civil defense functions and responsibilities in the most expeditiously and efficiently performed manner possible. These functions include the development and execution of:

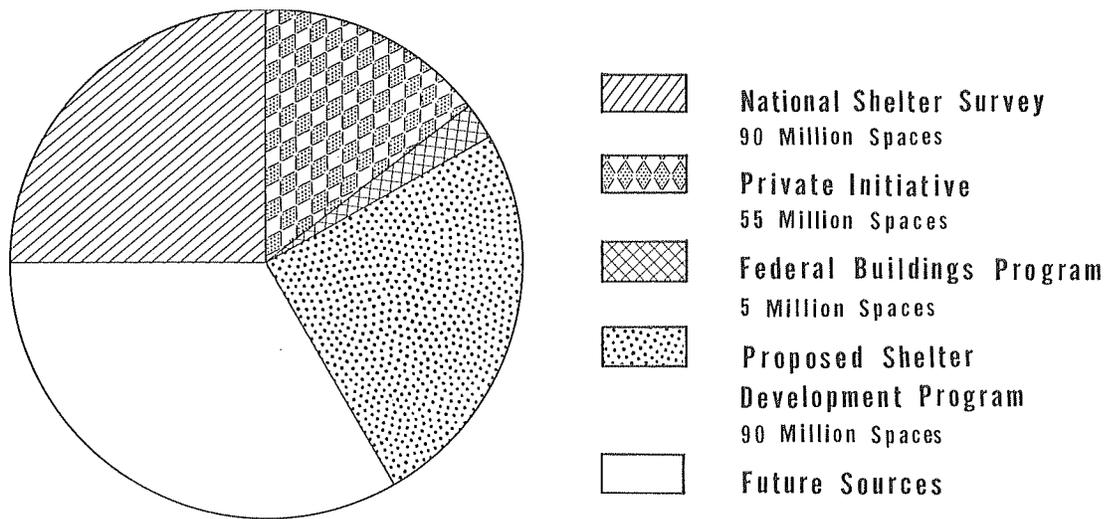
- a nationwide fallout shelter program;
- a chemical, biological, and radiological warfare defense program;
- all steps necessary to warn or alert Federal military and civilian authorities, State officials, and the civilian population;
- all functions pertaining to communications, including a warning network, monitoring reports, instructions to shelters, and communications between authorities;
- effective plans for emergency assistance to State and local governments in a post-attack period, including water, debris, fire, health, traffic police, and evacuation capabilities;

- protection and emergency operational capability of State and local government agencies in keeping with plans for the continuity of government;
- programs for making financial contributions to the States for civil defense purposes (including matching funds for hardware purchases and for personnel and administrative expenses);
- plans and systems for a nationwide post-attack assessment of the nature and extent of the damage resulting from enemy attack, including systems to monitor and report specific hazards which develop from the detonation or use of special weapons; and
- arrangements for the donation of Federal surplus property in accordance with the Federal Property and Administrative Services Act of 1949, as amended and subject to applicable limitations.

From the outset, the organization and operation of the Office of Civil Defense have been guided by four principles enunciated by the Secretary of Defense in a statement of 1961 as follows:

1. The civil defense effort must remain under civilian control, involving, as it does, the survival of every citizen. It requires the closest and most sympathetic cooperation between the Federal civilian authorities and State and local governments.
2. In the age of thermonuclear war, civil defense must be integrated with all aspects of military defense against thermonuclear attack.
3. The civil defense functions of the Department must not be permitted to downgrade the military capabilities of our Armed Forces.
4. Whatever expenditures are undertaken for civil defense projects must be directed toward obtaining maximum protection for lowest possible cost.

Using these principles as guides for redirecting the overall national civil defense program, the Department of Defense determined that the most practical and economic means for providing protection to the population lay in the concept of a nationwide public fallout shelter system. From the Federal level to State and local levels, this new emphasis on community fallout shelters required that all operational survival plans, previously developed under OCDM around the idea of mass evacuation and family shelters, be updated and revised, using the concept of community shelter systems as the focal point for civil defense planning. With the aid of Federal and State agencies, the Office of Civil Defense developed and administered a comprehensive national plan to determine total shelter requirements over a five-year period ending in 1968. With allowance for population growth and customary movement between home and work, OCD officials estimated that by the end of 1968 shelter space would be needed for 240 million people. The plan for achieving this capability hinges on a fourfold approach: (1) a national shelter survey, (2) incorporation of fallout shelters in



Fiscal Years 1962 to 1968

Figure 4 Planned Sources of Fallout Shelter Space

Federal buildings, (3) a proposed shelter development program for nonprofit institutions,\* and (4) the stimulation of private shelter development with massive Federal technical assistance (see Fig. 4).

As the primary element in the revised civil defense program, the nationwide fallout shelter system requires intensive OCD logistics, procedural, and educational planning for locating, marking, and stocking each approved shelter. And to encourage community action, the Office of Civil Defense gives direct professional and resource assistance to State and local civil defense organizations in developing and maintaining community shelter systems, flexible operational survival plans, and effective support systems. Concurrent to the development of a national system for sheltering community populations, the national civil defense concept requires operations plans, funding procedures, and facilities for establishing protected emergency operating centers in every community having an organized civil defense program. These centers are to be used as emergency headquarters for government functions at Federal, State, and local levels during an attack and for coordinating survival activities in the immediate post-attack period. Similarly, the national shelter system requires the development of plans and facilities for protecting selected individual radio stations with specific assignments requiring them to operate continuously under fallout conditions. Provided that adequate funds are available, civil defense officials anticipate a five-year quota of approximately 1,700 stations to achieve the protection of these essential components of the national civil defense system. Other functions in support of the National Shelter Program include prototype shelter construction for research and inventory purposes, operation of a Protective

\*Since the Congress did not enact this legislation, the Office of Civil Defense proposes in 1966 to concentrate its efforts on exploiting fully all of the existing potential for fallout protection and to determining more precisely the exact nature of the residual shelter requirement.

Structures Development Center, specialized advisory services to architects and engineers regarding shelter design and construction, and the development of technical materials to be used in fallout shelter analysis courses for architects and engineers, training instructors and faculty members of architectural and engineering schools, and numerous other workshops and seminars in shelter design and protective construction requirements.

In addition to developing comprehensive plans and procedures for organizing a national shelter system, the Office of Civil Defense provides leadership and guidance for establishing complementary operating systems essential to the effective use of shelters, to organizational planning in the pre-attack period, and to survival operations in the post-attack period. Used in support of the fallout shelter program, these integral systems, radiological monitoring, warning, communications, and damage assessment assure operational balance to civil defense shelter activities and are therefore a necessary part of shelter utilization plans at each level of government. Balanced operational capabilities also include functional pre-attack planning for emergency actions in specific service areas of intelligence, health and medical services, police, emergency information, supply, transportation, fire, public works, engineering, rescue, and welfare. Through the Federal Civil Defense Guide and appropriate policy directives, the Office of Civil Defense prepares general emergency operations plans for use by each government level. The emergency functions required for each of the component systems mentioned above are then assigned to appropriate government units which, in turn, also prepare emergency plans and functions applicable to their particular assignment. As a part of the total mobilization concept, OCD provides professional and technical guidance to industrial, social, and various other nongovernmental institutions in the preparation of emergency plans which are compatible with the emergency plans of the existing government civil defense organization. And, to assure personnel competency in each required emergency service, the OCD organizes training and educational materials, conducts specialized courses at the national level, and assists States in establishing emergency training programs of their own.

In addition to technical and organizational planning activities at the Federal level designed to implement nationwide civil defense systems, the Office of Civil Defense conducts a broad range of assistance programs at regional and State levels to strengthen local preparedness functions. One aspect of such assistance takes the form of policy and program guidance principally to aid local officials in developing community fallout shelter capabilities, organizing shelter utilization programs, and emergency operational plans. Generally, such guidance flows through three closely related instruments: (1) regional civil defense coordinating boards, (2) team visits by OCD headquarters and regional representatives, and (3) program direction based on the Federal Civil Defense Guide. Regional coordinating boards composed of military and Federal agency representatives function in each of the eight geographical regions to coordinate the civil defense plans of military departments and Federal agencies having specifically assigned emergency functions and to make Federal resources in the field more readily available to State and local governments. OCD conducts team visits and distributes instructional materials on national civil defense projects to provide direction and coordination among the technical staffs of state and local officials. For example, specialized OCD representatives give direct assistance to States in the preparation of program papers and periodic progress reports,

the solution of problems related to marking, licensing, and stocking shelters, and overall administrative guidance for developing balanced emergency capabilities. These particular types of technical assistance require a great deal of OCD staff research, planning, and coordination both within the Department of Defense and with other Federal agencies.

Through the development and conduct of educational programs at national and State levels, the Office of Civil Defense offers still another type of assistance through instructional activities to (1) train civil defense leaders responsible for planning and directing emergency operations, (2) provide skilled civil defense workers, and (3) educate the public in the use of shelters. For providing management and technical training to professional civil defense personnel and instructors, the OCD operates a Staff College at Battle Creek, Michigan, and Civil Defense Training Centers at Alameda, California, and Brooklyn, New York, with facilities capable of handling over 5,000 students annually. Under contractual agreements between State institutions of higher learning and OCD, colleges and universities participate in the Civil Defense University Extension Program, which offers numerous professional courses to train shelter management instructors, radiological monitoring instructors, and civil defense administrators. As a result of contractual arrangements between the U. S. Office of Education and OCD, State departments of education administer the Civil Defense Adult Education Program in which state education officials offer emergency preparedness training to local teachers who in turn conduct adult classes in survival and shelter living. Developed in cooperation with the U. S. Public Health Service and the American Medical Association, a Medical Self-Help Program offers public instruction designed to train at least one member of every household to meet emergency health needs in the event that professional medical help is unavailable for prolonged periods. And, in addition to special contracts with the U. S. Continental Army Command for locally initiated radiological monitor training, the National Education Association for personal survival materials, and certain designated educational institutions for developing technical courses, OCD itself prepares and distributes extensive instructional and training materials for conducting standard courses supported by Federal matching funds.

Other functional aspects of OCD assistance and coordinating responsibilities are those of direct financial assistance, surplus property donations, and an emergency supply and equipment inventory. Under the provisions of the Federal Civil Defense Act of 1950, OCD administration of direct financial assistance is managed under three broad programs related to the actual purchase of essential civil defense equipment, personnel and administrative expenses, and reimbursement for attendance at OCD staff schools and training centers. The so-called hardware (or equipment) program provides civil defense agencies with funds on a fifty-fifty matching basis for essential organizational equipment, facilities, and materials including supplies, medicines, equipment, component parts, and technical information and processes necessary for civil defense. Moreover, to aid State and local civil defense leaders in the establishment and staffing of their organizations, the Federal Government provides matching funds for personnel and administrative expenses to be used in the employment of professional personnel and the development of competent civil defense organizations.

A third area of direct OCD financial assistance is the program for partial reimbursement of travel and per diem expenses incurred by civil defense workers and employees attending OCD schools. To uphold minimum standards and

to assure nationwide conformity of operations, the OCD requires all recipients of these funds to submit official program papers showing objectives, specific activities, and points of emphasis within appropriate civil defense programs. Federal surplus property, such as trucks, generators, firefighting and communications equipment, may also be donated for civil defense purposes under the same prerequisites as those which determine eligibility for matching funds. OCD and the Department of Health, Education, and Welfare also maintain inventories of emergency supplies at 19 different locations available for local emergency use. This equipment consists of various items of engineering equipment, radiological defense equipment, biological defense supplies, and emergency kits.

In order to provide a logical, scientific, and operational base on which to establish current and future civil defense plans and systems, the Office of Civil Defense conducts an extensive research program in the four functional areas of shelter, support systems, post-attack problems and systems evaluation. Figure 5 gives a breakdown of the particular types of research which require the

Shelter	Support Systems	Postattack Research	Systems Evaluation
1. Protection studies	1. Monitoring systems	1. Radiological phenomena	1. CD systems analysis
2. Shelter environmental studies	2. Communications and warning	2. Radiological counter-measures	2. Strategic analysis
3. Subsistence and habitability	3. Reduction of vulnerability	3. Repair and reclamation	3. Vulnerability requirements
4. Component development	4. Emergency medical research	4. Postattack, medical, health, and welfare	4. Organization and training
5. Shelter management	5. Fire, rescue, and damage control	5. Recovery and maintenance	5. Planning support
6. Shelter systems studies	6. Emergency phase operations research		6. Intelligence
7. Shelter development tests and evaluation			7. Physical environment
			8. Sociological and psychological

Figure 5 Typical Office of Civil Defense Research Areas

resources of many Federal agencies, universities, nonprofit corporations, and business firms in highly technical areas related to weapons effects and improved protective techniques against such effects. These major research programs are conducted primarily to develop more economical operational procedures for civil defense, improve the effectiveness of civil defense systems, increase the capabilities of men and machines for post-attack operations, and provide more useful data for planning and operating emergency programs.

As weapon systems and military strategy change, civil defense research programs must produce parallel concepts of civilian preparedness functions in response to new threats or to additional knowledge of existing threats. Research in the shelter and support systems categories includes studies of human reactions under various environmental conditions, minimum equipment needed to control different shelter environments, shelter management procedures, and essential subsistence supplies. Particularly intricate problems lie in determining essential radiation data and communications facilities needed for conducting survival operations which require command and control in such activities as rescue, fire fighting, and radiological defense. Other typical research focuses on the development of more effective ventilating equipment to improve habitability of shelter space and the economical solution of water supply and sanitation problems in public shelters. Additionally, the OCD conducts research to solve a maze of legal, financial, technical, and organizational problems

related to integrating shelter facilities into community-wide shelter utilization plans. In other words, as an integral component of an effective civil preparedness program, OCD research activities are directed to improving the protective capability and habitability of community shelters and to developing more efficient emergency organizations in every community in order that people understand shelter concepts, shelter emergence problems, and techniques for surviving during the hazardous first weeks following an attack.

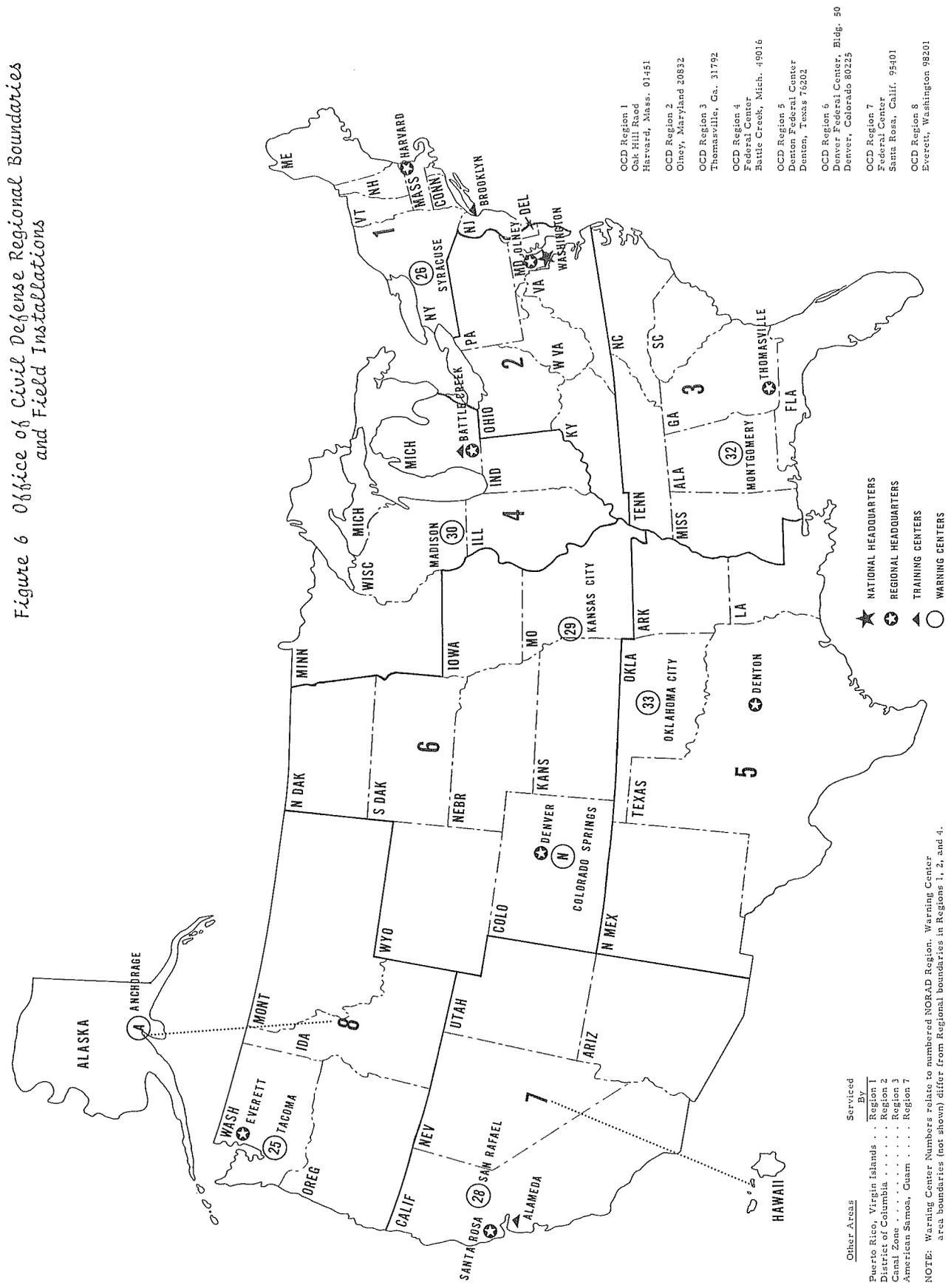
An effective national civil defense system is contingent upon an informed public, the active support of industry and national organizations, and broad program perspective based upon international implications. To carry out particular informational and liaison functions, the OCD publishes a wide variety of survival handbooks, shelter design booklets, exhibits, and magazine articles all intended to provide citizens with protective measures against a possible attack. Various informational bulletins, motion pictures, spot announcements for radio and television describe aspects of the national program and outline actions which should be taken by State and local organizations to perfect their community civil defense capabilities. And through close technical liaison with the National Academy of Sciences, appropriate Federal agencies, scientific societies, industrial groups, and the civil defense staffs of the North Atlantic Treaty Organization, OCD not only develops new preparedness concepts but also provides direct guidance to industrial, labor, and other organizations for coordinating their civil defense planning activities with State and local government civil defense plans.

#### Regional Offices

To simplify administrative contacts with State and local civil defense organizations and to provide dispersed operational headquarters for Government emergency activities in the event of an attack, the Office of Civil Defense and the Office of Emergency Planning maintain eight regional offices established on a geographical basis (see Fig. 6), each headed by a regional director. The boundary of each region is generally coincident with the boundaries of the Zone of the Interior Army areas, excepting the Fifth and Sixth Army areas which have two civil defense regions each. Responsibilities assigned to the regional directors and their staffs roughly parallel those of national directors at Washington, D. C., and center primarily on major coordinating and operational planning activities of Federal and State organizations within the geographical boundaries assigned to particular regions.

Although regional office responsibilities are generally the same as those assigned on a national level to the OCD and the OEP, they include functional activities of a more direct operational and implementative nature. Despite the fact that these offices have no directive authority over State civil defense organizations within their geographic jurisdiction, they play a major role in the commitment of funds for Federal matching assistance to the States, the preparation of annual program papers, and overall monitoring of State and local civil emergency activities. Technical and professional staff members of these regional offices provide on-the-spot assistance to State and local organizations in the preparation of appropriate operational survival plans and in the proficient development of community shelter, radiological defense, warning, and communications systems. In addition to assisting State offices in the organization and

Figure 6 Office of Civil Defense Regional Boundaries and Field Installations



Other Areas Served By  
 Puerto Rico, Virgin Islands . . . Region 1  
 District of Columbia . . . Region 2  
 Canal Zone . . . Region 3  
 American Samoa, Guam . . . Region 7

NOTE: Warning Center Numbers relate to numbered NORAD Region. Warning Center area boundaries (not shown) differ from Regional boundaries in Regions 1, 2, and 4.

★ NATIONAL HEADQUARTERS  
 Ⓢ REGIONAL HEADQUARTERS  
 ▲ TRAINING CENTERS  
 ○ WARNING CENTERS

OCD Region 1  
 Oak Hill Road  
 Harvard, Mass. 01451  
 OCD Region 2  
 Olney, Maryland 20832  
 OCD Region 3  
 Thomasville, Ga. 31792  
 OCD Region 4  
 Federal Center  
 Battle Creek, Mich. 49016  
 OCD Region 5  
 Denton Federal Center  
 Denton, Texas 76202  
 OCD Region 6  
 Denver Federal Center, Bldg. 50  
 Denver, Colorado 80225  
 OCD Region 7  
 Federal Center  
 Santa Rosa, Calif. 95401  
 OCD Region 8  
 Everett, Washington 98201

conduct of conferences, seminars, and various meetings, regional office representatives provide support to the States in achieving conformity to national preparedness standards and developing emergency capabilities in each of the components required for a balanced civil defense program.

The establishment in 1963 of Regional Civil Defense Coordinating Boards in each of the eight regions accomplished a great deal toward closer correlation of civil defense operations and planning at regional, State, and local levels. Since these boards are composed of Federal agency and military department representatives, the scope of their operations includes all aspects of civil defense emergency planning by Federal, State, and local government agencies, as well as the development of contingency plans by military departments to provide for post-attack assistance to civil defense authorities. A major function of these regional coordinating boards involves a continuing review of policy guidance governing implementation of plans and operational procedures related to the following priority programs:

1. Identification, licensing, marking, and provisioning shelters, in consonance with the National Shelter Program;
2. Increasing community shelter capability and encouraging the development of home shelters;
3. Development and execution of plans for utilization of shelter space, including movement to shelter, shelter management, and training shelter staffs; and
4. Development and execution of plans for warning the public, radiological monitoring and informing the public of civil defense plans.

In summary, the national preparedness system is not designed as a one-shot crash program for completion within a day, a week, or a year. On the contrary, it is intended as a continuing, long-range national emergency system developed as a critical response to the threat of new and strange weapons produced by the nuclear age and as a vital instrument for protecting the American people in the event that an all-out attack is ever launched against the United States. It is a system which of necessity penetrates every facet of the Nation's social, governmental, and economic life and calls for the adoption of systematic emergency thinking and concepts on the part of the American people over and above their normal peacetime pursuits. National preparedness in the face of current weapon technology and capabilities requires total resource organization and comprehensive emergency plans from the rural community level to the huge municipal complex, from the single economic or social unit to the sprawling industrial and social network, and from the small local government unit to the Federal establishment and its coordinating instruments of national survival. Without recognition and acceptance of the threat which nuclear weapons pose and without continuing day-by-day implementation of emergency plans and operations in every aspect of American society, last-minute, haphazard arrangements and improvised, inadequate shelter techniques may be the only response which the American people can make to an enemy attack.

## REVIEW QUESTIONS

1. Review the legal evolution of the current national preparedness system and cite some of the advantages of the existing program over previous programs.
2. Discuss the organizational structure and concepts of the current nonmilitary program, giving particular attention to the role played by each level of government.
3. Describe the specific functions and responsibilities of the Offices of Emergency Planning and Civil Defense, particularly as they relate to state and local emergency preparedness programs.
4. Discuss the functions of regional offices as they relate to the national program and state civil defense programs.
5. Give a broad sketch of the operational objectives of the national civil defense system from the national level to the community level.

## SUGGESTED READINGS

1. "Executive Order #10952, 20 July 1961, as Amended." Federal Civil Defense Guide. Part B, Chapter 1, Appendix 3, Dept. of Defense. Office of Civil Defense, 15 April 1963.
2. Executive Orders Prescribing Emergency Preparedness Responsibilities to the Federal Government. Office of Emergency Planning. Executive Office of the President, February 1963.
3. Highlights of the U. S. Civil Defense Program. Dept. of Defense. Office of Civil Defense, June 1963.
4. "National Fallout Shelter Program." Sixteenth Report by Committee on Government Operations. 87th Congress, 2nd Session. House Report #1754. U. S. Government Printing Office, Washington, D. C. : 1962.
5. 1963 Annual Report. Dept. of Defense. Office of Civil Defense. Supt. of Documents, U. S. Government Printing Office, Washington, D. C.
6. Personal and Family Survival - Civil Defense Adult Education Course. SM 3-11 (Revised). Dept. of Defense. Office of Civil Defense, May 1963.
7. "Reorganization Plan No. 1 of 1958, as Amended." Federal Civil Defense Guide. Part B, Chapter 1, Appendix 2, Dept. of Defense. Office of Civil Defense, 15 April 1963.
8. The Civil Defense System. Dept. of Defense. Office of Civil Defense, July 1963.
9. "The Federal Civil Defense Act of 1950, as Amended." Federal Civil Defense Guide. Part B, Chapter 1, Appendix 1. Dept. of Defense. Office of Civil Defense, 15 April 1963.
10. The National Plan for Emergency Preparedness. Office of Emergency Planning. Executive Office of the President, August 1963.