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FEDERAL CIVIL DEFENSE ORGANIZATION  
The Rationale of Its Development

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INSTITUTE FOR DEFENSE ANALYSES  
ECONOMIC AND POLITICAL STUDIES DIVISION

January 1965

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*This report has been reviewed in the Office of Civil Defense and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Office of Civil Defense*

INSTITUTE FOR DEFENSE ANALYSES  
ECONOMIC AND POLITICAL STUDIES DIVISION

## FOREWORD

This Study represents part of a research program of analyses of alternative civil defense systems conducted for the Office of Civil Defense under Contract No. OCD-OS-63-134 (dated June 28, 1963). IDA studies in civil defense are being performed in the Economic and Political Studies Division under the general direction of Mr. Samuel Ewer Eastman, Project Head.

Among the co-authors of this study, Dr. Nehemiah Jordan contributed historical research and Dr. John E. Tashjean provided political analysis. Miss Adele Scaraton prepared the appendix and assisted in drafting the report. Other members of the IDA civil defense project contributed valuable insight and criticism during the preparation of this study.

Without implicating them in any of our errors of fact, interpretation, or judgment, we wish to acknowledge the assistance and support offered to us by colleagues in other research institutions and, above all, by officials in the Office of Civil Defense, both in Washington and in regional offices.

Robert A. Gessert

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APPENDIX A

A CIVIL DEFENSE CHRONOLOGY

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1916 August 29		The Council of National Defense, composed of the Secretaries of War, Navy, Interior, Agriculture, Commerce, and Labor, was created by act of Congress. This became the major Federal agency for guiding the domestic war effort, including "civil defense."
1918 October 1	A Field Division, with the Secretary of Interior as Chairman, was created under the Council of National Defense to coordinate the activities of thousands of state, local, and community "local defense" units which had sprung up during the war.	
November 11		The Armistice ending World War I was signed.
1938 September 29		The Munich Conference on the Czechoslovakia crisis was held.
1939 September 1		German Armed Forces invaded Poland.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1940 May 25		The Office for Emergency Management was established, upon recommendation of the revived Council of National Defense, in the Executive Office of the President.
1941 May 20	The Office of Civilian Defense was established, by Executive Order 8757, within the Office for Emergency Management. Mayor Fiorello H. LaGuardia was named Director.	
December 7		Japanese forces attacked the United States base at Pearl Harbor. War was declared between the United States and Japan on the following day.
December 11		War between the United States and Germany was declared.
1942 February 10	Mayor LaGuardia resigned as Director of the Office of Civilian Defense.	
February 11	James M. Landis, Assistant to the President, became Director of the Office of Civilian Defense.	
April 15	The responsibilities of the Office of Civilian Defense were expanded by Executive Order 9134.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1945 May 7		Colonel General Gustav Jodl, Chief of Staff of the German Army, signed the unconditional surrender for Germany.
June 30	The Office of Civilian Defense was abolished by Executive Order 9562.	
July 16		An experimental atomic bomb was exploded at Alamogordo, New Mexico.
July 26		The Allies issued the Potsdam Declaration, calling upon Japan to surrender immediately and unconditionally.
August 6		The first atomic bomb was dropped by the United States on Hiroshima.
August 9		A second atomic bomb was dropped by the United States on Nagasaki.
August 14		In a note to the Four Powers Japan announced its unconditional surrender.
1946 March 21		The Strategic Air Command was established at Bolling Air Force Base.
June 30		The United States Strategic Bombing Survey report, <u>The Effects of Atomic Bombs on Hiroshima and Nagasaki</u> , was completed.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1946 November 25	Secretary of War Patterson established a Civil Defense Board in the War Department to study the problems of civil defense. Major General Harold R. Bull was named Director.	
1947 February 28	The Civil Defense Board submitted its report, <u>A Study of Civil Defense</u> (known as the "Bull Report"). This study was classified as "confidential."	
June 5		In a commencement address delivered at Harvard University, Secretary of State George C. Marshall discussed the broad policy lines of what was later to be implemented as the "Marshall Plan."
July 26		The National Security Act (PL 80-253), "to provide a comprehensive program for the future security of the United States," was signed.
September 18		The National Security Act became effective.
1948 February 14	The Bull Report was declassified and released by the National Military Establishment.	
February 20-25		The final crisis which was to culminate in a Communist takeover in Czechoslovakia intensified.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1948 March 27	The Office of Civil Defense Planning was established in the National Military Establishment by Secretary of Defense Forrestal. Russell J. Hopley was named as Director.	
June 20-29		The crisis over access to Berlin intensified, culminating in the Airlift.
November 13	The Office of Civil Defense Planning submitted its report, <u>Civil Defense for National Security</u> (known as the "Hopley Report"), to Secretary of Defense Forrestal. The study was released to the public on the same day.	
1949 March 3	Rejecting the recommendation of the Hopley Report that an Office of Civil Defense be established in the National Military Establishment, President Truman transferred responsibility for civil defense planning to the National Security Resources Board. William A. Gill was named Coordinator of Civil Defense Planning.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1949 July 25		After the prolonged debate which had preceded Senate ratification, President Truman signed the treaty of the North Atlantic Treaty Organization.
August 10		President Truman signed the National Security Act Amendments of 1949 (PL 81-216), amending the National Security Act of 1947 and reorganizing the National Military Establishment into the Department of Defense.
September 23		President Truman announced that the Soviet Union had recently exploded an atomic device.
October 1		The establishment of the People's Republic of China was proclaimed.
1950 March 1	Paul J. Larsen became Chairman of the Civilian Mobilization Office of the National Security Resources Board.	
March 3	The Joint Congressional Committee on Atomic Energy opened Hearings on civil defense.	
June 25		President Truman announced the invasion of South Korea by North Korean forces and called for an emergency meeting of the United Nations Security Council.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1950 September 8	The report of the National Security Resources Board, <u>United States Civil Defense</u> (NSRB Document 128), was submitted to the President.	
September 8		The Defense Production Act (PL 81-774), providing the powers and defining the policies to meet the needs of defense mobilization, was signed.
September 18	NSRB Document 128 was transmitted to the Congress for consideration and review.	
October 29	The National Security Resources Board published <u>Survival Under Atomic Attack</u> as the first booklet designed to educate the public in self-protection.	
December 1	President Truman issued Executive Order 10186, temporarily establishing a Federal Civil Defense Administration in the Office for Emergency Management.	
December 6	Millard F. Caldwell was sworn in as Federal Civil Defense Administrator.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1950 December 16		President Truman issued Executive Order 10193, establishing the Office of Defense Mobilization in the Executive Office of the President, and assigning to it the task of coordinating all mobilization activities of the Federal Government.
December 16		President Truman issued Proclamation No. 2914, declaring events in Korea to "constitute a grave threat" and proclaiming "the existence of a national emergency."
1951 January 12	President Truman signed the Federal Civil Defense Act (PL 81-920).	
1952 October 3		Britain exploded its first experimental nuclear device at Monte Bello Island.
October 31		The United States exploded an experimental thermonuclear device at Eniwetok.
November 15	Millard F. Caldwell resigned as Federal Civil Defense Administrator.	
1953 March 4	Frederick V. Peterson was sworn in as Federal Civil Defense Administrator.	
March 5		The death of Joseph Stalin was announced.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1953 March 13		President Eisenhower issued Executive Order 10438, transferring certain functions of the National Security Resources Board to the Director of the Office of Defense Mobilization.
June 12		Reorganization Plan No. 3 was issued, abolishing the National Security Resources Board and transferring its remaining functions to the Office of Defense Mobilization.
July 26		The "cease fire" in Korea became effective.
August 12		The Soviet Union exploded a thermonuclear device.
1954 January 12		Secretary of State John Foster Dulles, in an address before the Council on Foreign Relations in New York, discussed the policy and strategy of "massive retaliation."
August 31	The new headquarters of the Federal Civil Defense Administration was formally opened in Battle Creek, Michigan.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1955 February 15		In response to growing public demands, the Atomic Energy Commission issued a press release describing fallout from a multimegaton thermonuclear device exploded by the United States at Bikini Atoll on 1 March 1954.
February 22- June 20	In light of the newly-disclosed fallout problem, the Subcommittee on Civil Defense (Senator Kefauver, Chairman) of the Senate Armed Services Committee held a series of major hearings on the operations and policies of the Civil Defense Program.	
April 9	President Eisenhower created a new Civil Defense Coordinating Board within the Federal Government, and appointed Federal Civil Defense Administrator Peterson as Chairman.	
June 15-17	During a major test of the nation's defenses (the second "Operation Alert") President Eisenhower "declared" martial law, precipitating a reassessment of military-civilian relations in civil defense.	
July 18-23		The Heads of Government of France, the United Kingdom, the United States, and the Soviet Union conferred at Geneva on the unification of Germany, disarmament, and the security of Europe.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1955 August 1		PL 84-364 was signed, authorizing the States to organize and maintain State Defense Forces which, unlike National Guard units, would be exempt from federalization in time of emergency.
1956 January-June	The Subcommittee on Military Operations (Representative Chet Holifield, Chairman), of the Committee on Government Operations of the House of Representatives, held major hearings on "Civil Defense for National Survival."	
July 26- November 6		The Suez Crisis, precipitated by President Nasser's nationalization of the Suez Canal led to an invasion of Egypt by Israeli, British, and French forces which was terminated by a ceasefire on 6 November.
August 11	The Federal Civil Defense Administration released a document entitled, <u>The National Plan for Civil Defense Against Enemy Attack</u> , outlining Federal responsibilities and programs and suggesting plans for State and city organizations.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1956 October 23- November 4		The Hungarian crisis and anti-Communist revolt intensified, culminating in the second (and decisive) massive Soviet military intervention.
1957 July 19	Leo A. Hoegh was sworn in as Federal Civil Defense Administrator, succeeding Frederick V. Peterson.	
October 4		The Soviet Union launched Sputnik I.
1958 April 24	President Eisenhower sent Reorganization Plan No. 1 to Congress, transferring all responsibilities of the Federal Civil Defense Administrator and of the Director of the Office of Defense Mobilization to the President, and consolidating the FCDA and ODM into a new Office of Defense and Civilian Mobilization in the Executive Office of the President.	
May 12- July 15		The crisis in Lebanon intensified, leading to a military coup on 14 July, and the landing of United States Marines on 15 July.
July 1	Reorganization Plan No. 1 (see previous items) became law.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1958 July 1	President Eisenhower issued Executive Order 10773, delegating all functions and responsibilities transferred to the President by Reorganization Plan No. 1 to the Office of Defense and Civilian Mobilization (later renamed the Office of Civil and Defense Mobilization).	
August 6		The Department of Defense Reorganization Act (PL 85-599) became law, amending the National Security Act of 1947, and strengthening, <u>inter alia</u> , the direction, authority, and control of the Secretary of Defense.
August 8	PL 85-606, the principal amendment to the Federal Civil Defense Act, was signed, making civil defense a joint responsibility of the Federal Government and State and local governments, expanding the program of Federal financial assistance, and providing for the distribution of radiological defense instruments to State and local units.	
August 23- September 4		The crisis over Communist China's shelling and blockade of Quemoy and Matsu intensified.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1958 October 31		An international conference on the banning of atomic weapons tests and on surprise nuclear attack was convened at Geneva.
1959 January 1		Castro forces entered Havana, ending the long struggle for the overthrow of the Batista regime.
September 25-27	President Eisenhower and Premier Khrushchev conferred at Camp David.	
1960 February 13		France exploded its first nuclear device at Reggan.
May 1		A U-2 was shot down over the Soviet Union, resulting in the cancellation of a proposed Summit Conference.
1961 March 7	Frank Ellis was confirmed as Director of the Office of Civil and Defense Mobilization.	
April 17		Cuban exiles unsuccessfully attempted a landing at the Bay of Pigs.
May 25		In an address to Congress on "urgent national needs," President Kennedy indicated his intention to place civil defense in the Department of Defense.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1961 June 3-4		President Kennedy conferred with Premier Khrushchev in Vienna on a number of international issues.
June 4- August 17		The Berlin Crisis precipitated by the Soviet demand for a Germany Peace Treaty, intensified, culminating in the erection of the Berlin Wall (beginning 15 August).
July 20	President Kennedy issued Executive Order 10952, assigning civil defense responsibilities to the Secretary of Defense. This provided further for the later creation of the Office of Civil Defense by the transfer of certain property, facilities, personnel, and funds from the Office of Civil and Defense Mobilization to the Department of Defense, and for the reorganization of OCDM as a smaller advisory agency to be named the Office of Emergency Planning.	
July 25		In a television address to the nation, President Kennedy announced the reorganization of the civil defense program.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1961 September 1		The White House announced that the Soviet Union had resumed the testing of nuclear weapons, thereby ending the self-imposed Three Power moratorium which had begun on 31 October 1958.
September 15	The appointment of Steuart L. Pittman as Assistant Secretary of Defense for Civil Defense was confirmed.	
December 5	Assistant Secretary Pittman announced that the former staff of the Office of Civil and Defense Mobilization which had been transferred to the new Office of Civil Defense in the Department of Defense would be moved from Battle Creek back to Washington, D. C.	
1962 March 2		President Kennedy announced that the United States would resume atmospheric tests of nuclear weapons in late April, unless the Soviet Union agreed to a test-ban treaty prior to that time.
June 16		In a commencement address delivered at the University of Michigan, Secretary of Defense McNamara described the programs and policies necessary to provide a flexible defense posture.

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1962 October 22-29		The Cuban missile crisis, announced to the nation on October 22 in a television address by President Kennedy, came to a climax.
1963 May 28 August 27	A Subcommittee of the House Committee on Armed Services (Edward Hebert, Chairman) held major hearings on the fallout shelter program and on proposed amendments to the Federal Civil Defense Act.	
June 11		President Kennedy delivered a major policy speech at the American University, proposing a "strategy of peace," and announcing high-level Three Power talks on a nuclear test ban.
October 7		President Kennedy signed the instruments of ratification of the Partial Nuclear Test-Ban Treaty.
1964 March 31	Upon the resignation of Assistant Secretary Pittman, civil defense responsibilities were redelegated to the Secretary of the Army, and the Office of Civil Defense was transferred to the Department of the Army.	
April 7	William P. Durkee was designated Director of the Office of Civil Defense.	

<u>Date</u>	<u>Civil Defense Events</u>	<u>Background</u>
1964 October 15		The Soviet Union announced the removal of Nikita Khrushchev from his offices in the Party and in the Government.
October 16		Communist China exploded its first nuclear device.

APPENDIX B

A SELECTED BIBLIOGRAPHY ON CIVIL DEFENSE



## APPENDIX B

### SELECTED BIBLIOGRAPHY ON CIVIL DEFENSE

#### B.1 RELEVANT OFFICIAL DOCUMENTS ON CURRENT PROGRAMS

##### Federal Civil Defense Guide

A collection of documents prepared by OCD for guidance of State and local civil defense personnel. The Guide describes the Federal program, recommends actions to be taken at the State and local levels, and serves as a major source of technical and administrative information. It is divided into eight major sections: Introduction (including documents on Federal responsibilities and authorities); Organization, Planning and Programing; Shelter Development; Shelter Utilization; Emergency Services; Preattack Supporting Programs; Preparing Emergency Operations Plans; and Reports.

##### OCD Instructions and Manuals

A collection of documents prepared by OCD to provide authoritative guidance for personnel in the national and regional offices of the Office of Civil Defense. These documents deal both with matters of administration and with specific aspects of the program. The fourteen general subject areas are: (1) personnel; (2) planning and readiness; (3) supply management; (4) warning; (5) general administration; (6) publications; (7) organization and functions; (8) security; (9) office and administrative services; (10) comptrollership; (11) shelter; (12) shelter support; (13) training and education; and (14) federal assistance.

##### National Plan for Emergency Preparedness

Prepared by the Office of Emergency Planning, revising and superseding sections of the 1958 National Plan for Civil Defense and Defense Mobilization. The new Plan consists of 18 chapters which together establish policy guidelines for, and outline the emergency programs and functions of, Federal departments and agencies. Chapter I is entitled, and outlines, "Basic Principles."

RELEVANT OFFICIAL DOCUMENTS ON CURRENT PROGRAMS - continued

The remaining 17 chapters deal mainly with such specific functions as civil defense, transportation, telecommunications, resource management, etc.

Digest of Federal Emergency Measures

In preparation by the Office of Emergency Planning to replace earlier classified plans. Plan C had been developed for use in limited war and to improve readiness for general war; plan D-minus had been prepared for use in the event of an all-out nuclear attack on the United States. The classified Digest is intended to consolidate plans C and D-minus into a single plan covering cold war, limited war, and nuclear attack contingencies. It is anticipated that it will provide for increased flexibility and efficiency in the selection of emergency measures.

[The Digest is briefly discussed in US Congress, Joint Committee on Defense Production. Thirteenth Annual Report. H. Rept. No. 1095. 88th Congress, 2d Session, 13 January 1964.]

B.2 MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION  
(Listed Chronologically)

US War Department General Staff, Office of the Provost Marshal General. Defense Against Enemy Actions Directed at Civilians. Study 3-B-1, Washington, D. C., 1946

This was the first civil defense planning study prompted by developments in atomic weaponry. It was undertaken almost simultaneously with the United States Strategic Bombing Surveys, and utilized findings of these Surveys as well as the more general body of information on the experience with civil defense during the war. The study was classified and never released, but it provided much of the background material for both the Bull and Hopley reports.

[In spite of its significance as the first study, public references to it are rare. The above annotation was prepared on the basis of citations in three places: page 34 of Appendix B to the declassified Bull Report (cites the study under a listing of documentary references), page 2 of the Hopley Report (mentions that the

MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION - continued

Office of Civil Defense Planning utilized the study in the conduct of its own investigation), and page 76 of US Senate, Subcommittee on Civil Defense of the Committee on Armed Services. Hearings on the Federal Civil Defense Act of 1950. 81st Congress, 2d Session, 1950 (referred to in the testimony of Colonel Barnet W. Beers, Assistant for Civil Defense Liaison to the Secretary of Defense). 7

US National Military Establishment, Office of the Secretary of Defense. A Study of Civil Defense. War Department Civil Defense Board, Washington, D. C., 1948

Completed as a classified study in 1947, this study was declassified and publicly released in 1948. Known as the "Bull Report" (after Major General Harold R. Bull, Director of the Civil Defense Board), it built on the work of the earlier study by the Office of the Provost Marshal General. The Report called for, and outlined, major steps in planning and legislation to establish a civilian civil defense agency within the proposed unified Department of Defense. Its proposals were based on a review of the World War II civil defense organizations of Great Britain, Germany, and Japan, and an examination of wartime civil defense activities in this country.

US National Military Establishment, Office of Civil Defense Planning. Civil Defense for National Security. Washington, D. C., 1948

This report, known as the "Hopley Report" (after Russell J. Hopley, Director of the Office), attempted to detail the basic ideas presented in the Bull Report. It offered a comprehensive analysis of civil defense functions and services, and of the various organizational patterns for fulfilling these functions. This study specifically recommended the adoption of a permanent, peacetime civil defense system, favoring its establishment within the National Military Establishment.

US National Security Resources Board. United States Civil Defense. NSRB Document 128, Washington, D. C., 1950

This report, known as the "Blue Book," focused on civil defense planning and legislation, stressing "self-

MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION - continued

protection" and "economy," and emphasized the operational roles of the States and their political subdivisions. It was accepted by President Truman and then transmitted to Congress, providing the basis for the deliberations which led to passage of the Federal Civil Defense Act.

Associated Universities, Inc. Project East River. New York, 1952

This study constituted a major review of civil defense. It was broadly critical of the lack of coordination in the national defense effort as between both military and non-military defense and civil defense and defense mobilization. The report specifically recommended the consolidation of the latter two functions into a single office.

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1955 Review of the Report of Project East River. New York, 1955

This study consisted, in part, of a review of civil defense during the three-year period since the completion of Project East River, and offered a series of recommendations based upon that review. It stressed the need for planning and organization on the basis of metropolitan target zones, restated the necessity for improved coordination of military and non-military defense functions, for reduction of urban vulnerability, and for industrial dispersion, and recommended a strengthening of the Federal Civil Defense Administration.

US Commission on Intergovernmental Relations. A Staff Report on Civil Defense and Urban Vulnerability. Washington, D. C., US Government Printing Office, 1955

This study, known as the "Kestnbaum Report" (after Meyer Kestnbaum, Chairman of the Commission), was highly critical of the organizational, financial, and jurisdictional aspects of the civil defense program. It recommended that action be taken to make civil defense a joint Federal - State and local responsibility, thus removing primary responsibility from the States and their political subdivisions.

MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION - continued

National Planning Association, Special Policy Committee on Non-military Defense Planning. A Program for the Non-military Defense of the United States. Washington, D. C., 9 May 1955

In its report, the Committee recommended that provision be made for centralized coordination and direction of the non-military defense program of the Federal Government, and that a temporary Non-military Defense Commission be created to explore ways of accomplishing this coordination. The accompanying report by William H. Stead dealt more specifically with the nature of the threat and with current planning assumptions. It included a proposal for a non-military defense program, focused on essential tasks and task-achievement, and examined the responsibilities of Federal, State, and local governments in the overall civil defense program. The Appendix to Mr. Stead's report discussed the present status of non-military defense planning in certain Federal agencies and departments, and of industrial non-military defense planning.

[ These reports of the Special Committee of the National Planning Association are included as Exhibits 11, 12, and 13 (Appendix) in US Senate, Subcommittee on Civil Defense of the Committee on Armed Services. Hearings on Operations and Policies of the Civil Defense Program, Part II and Appendix. 84th Congress, 1st Session, 1955.]

McKinsey and Company, Inc. Report on Non-military Defense Organization. Part I: A Framework for Improving Non-military Defense Preparedness. Washington, D. C., 31 December 1957

Report on Non-military Defense Organization. Part II: Organization for Non-military Defense Preparedness. Washington, D. C., 21 March 1958

Part I of the McKinsey study examined existing non-military defense plans and programs, defined the nature of the organizational problems, and offered proposals to deal with these problems. It particularly called attention to the role of the President, and recommended that he issue a message stressing the

MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION - continued

importance of non-military defense and announcing a reexamination of organizational arrangements.

The major recommendations of Part II of the McKinsey Report were: that established agencies and departments be utilized more fully and that their civil defense assignments be clarified; that ODM and FCDA be abolished and that there be established a new agency in the Executive Office of the President; and that FCDA regional offices be reorganized under the consolidated agency to assist State and local units and to coordinate their efforts with Federal preparedness activities. These and other recommendations were based upon analysis of the nature of non-military defense preparedness functions, consideration of alternatives for their assignment within the Federal Government and for their direction and coordination, and examination of organizational arrangements necessary to stimulate and assist State and local activities and to coordinate these with Federal efforts.

[The two parts of the McKinsey Report are included in Exhibit A of the Appendix to US House of Representatives, Subcommittee on Military Operations of the Committee on Government Operations. Hearings on Civil Defense. Part II: Reorganization Plan No. 1 of 1958. 85th Congress, 2d Session, May 6-7, 1958, pp. 410-430 (Part I) and 430-476 (Part II).]

US Office of Civil and Defense Mobilization. Basic Report of Civil Defense and Defense Mobilization: Roles, Organizations, and Programs. Washington, D. C., February, 1961

This classified report was submitted to the President by Mr. Frank B. Ellis, Director of OCDM. In commenting on this study, House Report No. 1249 (US House of Representatives, Committee on Government Operations. New Civil Defense Program. Ninth Report, 87th Congress, 1st Session, 21 September 1961), pp. 15-16, indicated that it criticized OCDM as having become too "operational" while neglecting the direction and coordination functions of non-military defense efforts. It further noted that Mr. Ellis both stressed the importance of delegating civil defense functions to

MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION - continued

existing agencies and departments, and recommended that emergency preparedness orders be reissued as Executive Orders.

US Department of Defense, Office of the General Counsel.  
A Report to the Secretary of Defense on the Organizational Questions Involved if Major Civil Defense Functions are Assigned to the Department of Defense.  
Washington, D. C., 10 June 1961

This classified report was submitted to the Secretary of Defense. In commenting on this study, House Report No. 1249 (pp. 16-19) noted that it was prompted by consideration of the desirability and feasibility of delegating major civil defense operating functions to the Secretary of Defense. The Report further indicated that the General Counsel's study considered organizational alternatives, assuming such a transfer of responsibilities, and apparently favored the organizational option of establishing a new civil defense Administrator on a par with the service secretaries.

McKinsey and Company, Inc. Study of Civil Defense Reorganization. Washington, D. C., 14 July 1961

In this study, submitted to the Director of the Bureau of the Budget, the McKinsey Corporation was called upon to review and evaluate alternative approaches to the transfer of civil defense responsibilities to the Secretary of Defense. The report supported the transfer and advanced three approaches to improving non-military defense, one of which was substantially adopted in Executive Order 10952. This alternative was to assign to the Department of Defense major responsibility for "planning and developing" a national shelter program.

Included as Appendix 12 to US House of Representatives, Subcommittee on Military Operations of the Committee on Government Operations. Hearings, Civil Defense -- 1961. 87th Congress, 1st Session, August 1961, pp. 508-518.

MAJOR STUDIES DEALING WITH CIVIL DEFENSE ORGANIZATION - continued

US Department of Defense, Office of Civil Defense.  
Harbor Project. Washington, D. C., 1963

This report on the effects of enemy attack and on problems of civil defense was submitted to the Office of Civil Defense by a National Academy of Sciences Study Group. This study, conducted by a group of scientists and engineers, examined the requirements for survival, assessing weapons effects, and stressing the need for intensive focus on problems of post-attack recovery. The group recommended the adoption of an extensive, long-range civil defense program, and suggested that the Federal Government assume primary responsibility for the planning development, and operation of such a non-military defense program.

B.3 MAJOR REVIEWS OF THE US DEFENSE POSTURE, INCLUDING NON-MILITARY DEFENSE

Office of Defense Mobilization. Report of the Gaither Committee. The White House, 1957

A study commissioned by President Eisenhower and submitted to him at a meeting of the National Security Council on 7 November 1957. This "top-secret" study was prepared by a team of prominent citizens and an advisory panel of scientists and educators, headed by H. Rowan Gaither, a former chairman of the board of the Ford Foundation. The Committee was originally established to review plans for active and passive defense against nuclear attack. Its assignment was prompted by the recommendation of the Federal Civil Defense Administration that a \$40,000,000,000 blast and fallout shelter program be undertaken by the Federal Government.

In its Report, the Committee recommended broadly that: (1) the United States undertake a sustained build-up of its offensive and defensive power to deter attack, and (2) that a long-term \$22,000,000,000 program of shelter construction for protection against radio-active fallout be initiated. Although never declassified and released to the public, sections of the study's findings "leaked out" and precipitated considerable controversy and debate.

MAJOR REVIEWS OF THE US DEFENSE POSTURE, INCLUDING NON-MILITARY  
DEFENSE - continued

[The above annotation is derived from newspaper sources, especially the December 21, 22, 25, and 29 issues of the New York Times, 1957.]

RAND Corporation. A Study of Non-military Defense.  
Report No. R-322, Santa Monica, California, 1958

The contents of this study were based on two assumptions: (1) that effective non-military defense measures could alleviate the consequences of nuclear attack and sustain the recovery effort, and (2) that such measures would increase United States' flexibility in the areas of foreign policy decision-making and implementation of a deterrent strategy. The study considered such specific aspects of non-military defense as types and performance of shelters, radiation consequences, and problems of recovery. It further offered cost estimates of alternative, varying performance-level programs, discussed the inter-relationships of military and non-military defense systems, and presented a series of conclusions and recommendations based on its findings. A major conclusion of the study was that extensive governmental research, development, and long-term planning in the field of non-military defense was critical. It further recommended that a civil defense program be oriented primarily towards domestic civilian protection, survival, and recovery, rather than towards war production mobilization in support of a large overseas army.

[A summary Report on a Study of Non-military Defense is included as Exhibit B of the Appendix to US House of Representatives, Subcommittee on Military Operations of the Committee on Government Operations. Hearings on Civil Defense. Part I: Atomic Shelter Tests. Part II: Reorganization Plan No. 1 of 1958. 85th Congress, 2d Session, 1958.]

Rockefeller Brothers Fund. International Security - The Military Aspect. Special Studies Panel II report, 1958

[Later included in Rockefeller Brothers Fund. Prospects for America. Garden City, N. Y., Doubleday and Company, Inc., 1961.]

MAJOR REVIEWS OF THE US DEFENSE POSTURE, INCLUDING NON-MILITARY  
DEFENSE - continued

The report of the Panel stressed the inter-relationships of military and non-military defense. It broadly examined the civil defense program and concluded that deterrence is totally ineffective as a strategy in the absence of an effective non-military defense effort. In the words of the Panel, "In the age of the ballistic missile the known capability of a society to withstand attack will become an increasingly important deterrent."  
(p. 46).

B.4 CONGRESSIONAL REPORTS (Listed Chronologically by Committee)

US House of Representatives, Committee of Conference.  
Federal Civil Defense Act of 1950. (Conference Report to accompany H. R. 9798) House Report No. 3235, 81st Congress, 2d Session, 1951

This Conference Report is historically important for the discussions which it contains of the House and Senate deliberations on, and versions of, the bill, and for its presentation of the final form in which the Act was passed. The recommendations of the Conference Committee resolving the conflict over the earlier House version of the Act, rendering it temporary and the later Senate version, making it permanent, are of special relevance.

US House of Representatives, Subcommittee on Military Operations of the Committee on Government Operations (Representative Chet Holifield, Chairman). Civil Defense for National Survival. House Report No. 2946, 84th Congress, 2d Session, 27 July 1956

\_\_\_\_\_. Status of Civil Defense Legislation. House Report No. 829, 85th Congress, 1st Session, 22 July 1957

\_\_\_\_\_. Analysis of Civil Defense Reorganization (Reorganization Plan No. 1 of 1958). House Report No. 1874, 85th Congress, 2d Session, 12 June 1958

\_\_\_\_\_. Atomic Shelter Programs. House Report No. 2554, 85th Congress, 2d Session, 12 August 1958

CONGRESSIONAL REPORTS - continued

\_\_\_\_\_. Civil Defense in Western Europe and the Soviet Union. House Report No. 300, 86th Congress, 1st Session, 27 April 1959

\_\_\_\_\_. Civil Defense Shelter Policy and Postattack Recovery Planning. House Report No. 2069, 86th Congress, 2d Session, 1 July 1960

\_\_\_\_\_. New Civil Defense Program. House Report No. 1249, 87th Congress, 1st Session, 21 Sep -

\_\_\_\_\_. National Fallout Shelter Program. House Report No. 1754, 87th Congress, 2d Session, 31 May 1962

The periodic investigations and reviews of the civil defense program undertaken by the Holifield Subcommittee resulted in the publication of the above-noted reports. With the exception of House Report No. 300 (a Staff study), these reports together constitute a continuous examination and history of civil defense in this country. House Reports 1874 (1958) and 1249 (1961) provide especially valuable analyses of the reorganizations of 1958 and 1961.

US Senate, Subcommittee on Civil Defense of the Committee on Armed Services (Senator Estes Kefauver, Chairman). Interim Report on Civil Defense. 84th Congress, 1st Session, 1955

This rather brief Interim Report covered the first phase of the 1955 hearings which had been prompted by widespread debate on the problems of fallout. No final report was issued by the Kefauver Subcommittee.

US House of Representatives, Committee on Armed Services. Amending the Federal Civil Defense Act of 1950, As Amended. House Report No. 694 (to accompany H. R. 7576), 85th Congress, 1st Session, 5 July 1957

This Report recommended passage of H. R. 7576, a Committee bill proposed as a substitute for an FCDA-sponsored amendment. In redrafting the amendment, the Committee adopted the FCDA proposal to amend the Act to establish civil defense as a joint responsibility of the Federal Government and the States and their political



REPORTS OF THE ACTIVITIES OF THE JOINT COMMITTEE ON DEFENSE  
PRODUCTION - continued

\_\_\_\_\_. Eighth Annual Report. Senate Report  
No. 1, 86th Congress, 1st Session, 1959

\_\_\_\_\_. Ninth Annual Report. House Report No.  
1193, 86th Congress, 2nd Session, 1960

\_\_\_\_\_. Tenth Annual Report. Senate Report  
No. 1, 87th Congress, 1st Session, 1961

\_\_\_\_\_. Eleventh Annual Report. Senate  
Report No. 1124, 87th Congress, 2nd Session, 1962

\_\_\_\_\_. Twelfth Annual Report. Senate Report  
No. 3, 88th Congress, 1st Session, 1963

\_\_\_\_\_. Thirteenth Annual Report. House  
Report No. 1095, 88th Congress, 2nd Session, 1964

\_\_\_\_\_. Fourteenth Annual Report. House  
Report No. 1, 89th Congress, 1st Session, 1965

The Annual Reports of the Joint Committee contain summaries of the programs and operations of all departments and agencies related to defense production. Three of these Reports are especially interesting: The Eighth Annual Report provided valuable data on the reorganization of 1958; the Eleventh Annual Report contained information on, and analysis of, the 1961 reorganization; and the Thirteenth Annual Report includes the most comprehensive and authoritative statement of current assignments in the field of non-military defense to be collected in a single document.

B.6 MAJOR CONGRESSIONAL HEARINGS ON CIVIL DEFENSE  
(Listed Chronologically)

US Congress, Joint Committee on Atomic Energy. Hearings on Civil Defense Against Enemy Attack. 81st Congress, 2nd Session, 1950

These were the first major hearings on civil defense. They treated extensively of the planning activities of the National Security Resources Board and were important to the report issued by the Board later in the year and entitled, United States Civil Defense.

MAJOR CONGRESSIONAL HEARINGS ON CIVIL DEFENSE - continued

US House of Representatives, Special Subcommittee on Civil Defense of the Committee on Armed Services. Hearings on H. R. 9798 (To Authorize A Federal Civil Defense Program). No. 224, 81st Congress, 2nd Session, 1950

US Senate, Subcommittee on Civil Defense of the Committee on Armed Services. Hearings on the Federal Civil Defense Act of 1950. 81st Congress, 2nd Session, 1950

The Congressional hearings on the proposed Federal Civil Defense Act were distinctive for their general acceptance of its basic intent; there was little debate on the broad provision for civil defense under Federal guidance. The hearings did, however, result in reorganization of the proposed Act, the clarification of its limits and intent, the addition to it of a section of "definitions," and the provision of a termination date for the emergency authorities (Title III) established under the Act.

US Senate, Civil Defense Task Force of the Preparedness Subcommittee of the Committee on Armed Services. Hearings, Civil Defense Program. 82nd Congress, 1st Session, 1951

These were the first hearings held after the Federal Civil Defense Administration began operations and were primarily concerned with the relationship of the Department of Defense to civil defense and to the FCDA.

US Senate, Subcommittee on Civil Defense of the Committee on Armed Services. Hearings on Operations and Policies of the Civil Defense Program. (Part I and Appendix, Part II and Appendix), 84th Congress, 1st Session, 1955

The hearings of the Kefauver Subcommittee, growing out of the discovery of large-scale fallout radiation, constituted a major examination of the entire civil defense program. Two articles by Dr. Ralph E. Lapp, which prompted public debate on the problem, are included as Exhibits 16 and 17 of the Appendix to Part I. The report of the National Planning Association, A Program for the Non-Military Defense of the United States, accompanied by a report by William H. Stead, entitled: The Tasks of Non-Military Defense of the Present Status of Planning (with Appendix), are included as Exhibits 11, 12, and 13 of the Appendix to Part II.

MAJOR CONGRESSIONAL HEARINGS ON CIVIL DEFENSE - continued

US House of Representatives, Subcommittee on Military Operations of the Committee on Government Operations (Representative Chet Holifield, Chairman). Hearings, Civil Defense for National Survival. (Parts 1-8), 84th Congress, 2nd Session, 1956

The 1956 hearings of the Holifield Subcommittee are, by far, the most extensive to date. They dealt with all facets of the civil defense program, included the testimonies of numerous witnesses, discussions of the civil defense programs in key cities, and letters from Governors, Mayors, and State and local civil defense personnel commenting on the overall program, its needs, areas for change, and spheres of responsibility.

US House of Representatives, Subcommittee No. 3 of the Committee on Armed Services. Hearings on H. R. 4910 and H. R. 4911. 85th Congress, 1st Session, 1957

These hearings dealt with the FCDA proposals to amend the Federal Civil Defense Act of 1950, As Amended, establishing civil defense as the joint responsibility of the Federal Government and the States and their political subdivisions, and increasing Federal financial assistance.

US House of Representatives, Subcommittee on Military Operations of the Committee on Government Operations. Hearings on Civil Defense (Part I and Part II), 85th Congress, 2nd Session, 1958

The 1958 hearings of the Holifield Subcommittee dealt first with atomic explosion effects on test shelters. In the course of the investigation, a large body of authoritative technical information was introduced regarding atomic shelter designs and structures, and the basic policy considerations of a nation-wide shelter system were reviewed.

Part II of the hearings dealt with Reorganization Plan No. 1 of 1958, creating a new Office of Defense and Civilian Mobilization in the Executive Office of the President. The report of the McKinsey Corporation, Report on Non-military Defense Organization (Part I: A Framework for Improving Non-military Defense Preparedness, and Part II: Organization for Non-military Defense Preparedness) and that of the RAND



MAJOR CONGRESSIONAL HEARINGS ON CIVIL DEFENSE - continued

Department's operations under Executive Order 10952. The new national fallout shelter program, including surveys of existing spaces, was examined in detail.

US House of Representatives, Subcommittee No. 3 of the Committee on Armed Services (Representative F. Edward Hebert, Chairman). Hearings, Civil Defense - Fallout Shelter Program (Pursuant to H. R. 3516). Part I (No. 11) and Part II, Vols. I and II (No. 20), 88th Congress, 1st Session, 1963

The hearings of Subcommittee No. 3, prompted by OCD proposed legislation to develop new fallout shelter spaces, constituted a major examination of the entire civil defense program. They more broadly considered the entire range of opinions on civil defense in general, and on the shelter program in particular, calling on numerous witnesses representing all points of view.

US House of Representatives, Committee on Armed Services. Hearings, Civil Defense - Fallout Shelter Program (Pursuant to H. R. 8042 and H. R. 8200). Part III (No. 22), 88th Congress, 1st Session, 1963

The hearings before the full Committee followed those of Subcommittee No. 3 and were held to receive the report of the Hebert Subcommittee on the civil defense fallout shelter program, and to consider the provisions of the bill.

B.7 ANNUAL REPORTS ON CIVIL DEFENSE

US Federal Civil Defense Administration. Annual Reports. 1951 - 1958

US Office of Civil and Defense Mobilization. Annual Reports. 1959 - 1961

US Office of Civil Defense, Department of Defense. Annual Reports. 1962 - 1963

The Annual Reports of FCDA, OCDM, and OCD provide information on, but little analysis of, the on-going programs and activities of civil defense. They contain details on the status of various aspects of the over-all program (e.g., the shelter program) and on such activities as civil defense training and education. The Appendices to these Reports generally include the

ANNUAL REPORTS ON CIVIL DEFENSE - continued

texts of such relevant documents as Executive Orders, Directives, and various conference reports.

B.8 MISCELLANEOUS (Listed Alphabetically)

Bricton, Robert C. Development of Over-all Training Programs. Part I: Program Development. (Prepared for the Office of Civil Defense, Department of the Army) Tech. Memo. -(L)-2017, System Development Corporation, Santa Monica, California, 1964

This working draft of a final report undertakes to provide a framework for the development of alternative civil defense training programs, to advance a theory of instruction, and to design plans for evaluation and testing.

Brooks, E. Robert. Functions and Responsibilities in Civil Defense. Research Memorandum RM-134-1, Research Triangle Institute, Durham, N. C., 1963

This brief working paper reviewed some of the principal documents assigning responsibilities, developed a check-list of functions, and called for a clarification of assignments relating to civil defense.

Brown, William M. Alternative Civil Defense Programs and Postures, Final Report. (Prepared for the Office of Civil Defense, Department of the Army) HI-361-RR/1, Hudson Institute, Inc., Harmon-on-Hudson, N. Y., 1964

A recent Report which outlines alternative civil defense programs ranging in cost from \$.2 to \$50-100 billion per year. It deals principally with "hard-ware" systems, rather than with organizational aspects of civil defense.

Bullis, Andrew S. and Williams, Lawrence A. Organizing Municipal Governments for Civil Defense. (Prepared for the Department of Urban Studies, the American Municipal Association) American Municipal Association, Washington, D. C., 1963

An excellent study of the civil defense responsibilities and activities of municipal governments. The authors undertook to describe these responsibilities as they are defined by Federal programs and policies, with

MISCELLANEOUS - continued

special reference to the fallout shelter program. They selected six cities for detailed examination of the ways in which resources have been organized to meet responsibilities, preparations made to cope with the effects of attack, and volunteers and non-governmental agencies, organizations, and institutions utilized to supplement municipal forces. The study further identified major problems encountered by the cities in building their civil defense capabilities (dealing particularly with their relationships with other governmental jurisdictions), and offered recommendations designed to overcome these difficulties.

Chipman, William K. Nonmilitary Defense for the United States - Strategic, Operational, Legal and Constitutional Aspects. University of Wisconsin, National Security Studies Group, Madison, Wisconsin, 1961

Encyclopaedic in nature, this work, originally intended to focus on legal and constitutional aspects of civil defense, includes discussions of strategic and operational problems as well. Written as a dissertation, the study is valuable primarily as a reference work and includes an exhaustive (unannotated and unselected) bibliography.

Hammond, Paul. Organizing for Defense: The American Military Establishment in the Twentieth Century. Princeton, N. J., Princeton University Press, 1961

A thorough and scholarly examination of the history of the organization and workings of the military establishment from 1903 to 1960. It provides an interesting background for, and perspective from which to view, the problems of organizing civil defense capabilities and operations.

McElroy, Robert. Narrative Account of the Office of Civilian Defense. Washington, D. C., Reports and Awards Office, The National Archives, 1944 (Type-written)

An unpublished history of civilian defense during World War II, written by an official of the Office of Civilian Defense. This study stressed the protective, as opposed to the war services of civil defense, and argued for the maintenance of a permanent Office of Civilian Defense.

MISCELLANEOUS - continued

Mitchell, Donald W. The Economics of National Security - Civil Defense: Planning for Survival and Recovery. Industrial College of the Armed Forces, Washington, D. C., 1962

A general discussion of civil defense problems and programs written for use in an introductory, graduate-level course.

Modell, John. "The Politics of Safety and Civil Defense." Unpublished Master's Thesis, Columbia University, 1963

A brief, somewhat "partisan," and not always reliable history of civil defense from 1950 to 1962. Mr. Modell largely attributes the failures of the civil defense program to Congress and to members of the Republican administration.

O'Brien, Terence H. Civil Defense. London, Her Majesty's Stationery Office and Longmans, Green and Company, 1955

The definitive, most comprehensive history of the British civil defense effort from its beginnings in 1924 to the end of World War II. The book is especially useful in view of the extent to which the early American efforts at organizing for civil defense made use of British patterns.

Rankin, Robert S. and Dallmayr, Winfried R. Freedom and Emergency Powers in the Cold War. New York, Appleton-Century-Crofts, 1964

This book deals with the "growing power of the President" with respect to such various fields as non-military defense, labor relations, and racial equality. Included in its overall treatment of non-military defense are a succinct history of civil defense efforts and programs as well as useful discussions of martial law and of Title III emergency powers of the Federal Civil Defense Act.

Rome, Beatrice and Sydney. Communications and Large Organizations. SP-1690/000/00, System Development Corporation, Santa Monica, California, 1964

Two lectures presented at the Air Force Office of Scientific Research Summer Seminar on Communication

MISCELLANEOUS - continued

Cybernetics. The on-going computer experiments in the theory and logic of large, complex organizations, reported on in these lectures, represent a creative and philosophical approach to organization theory.

Sloan, Royal D., Jr. "The Politics of Civil Defense: Great Britain and the United States." Unpublished Doctoral dissertation, Department of Political Science, University of Chicago, 1958

Despite the fact that this study only covered the period up to 1958 and is rather uneven in regard to the quality of its presentation, it is valuable as a general and comprehensive history of United States civil defense.

Summers, Maclin B. A Methodological Framework for the Federal Nonmilitary Defense System. (Prepared for the Office of Emergency Planning, the Executive Office of the President) SRI Project No. IMU-3711. Stanford Research Institute, Menlo Park, California, 1962

This Report presented an approach to the organization of non-military defense based upon clarification of program objectives and "program packaging."

United States Code - Congressional Service, 1950, Vol. II.  
"A Legislative History of the Federal Civil Defense Act of 1950." St. Paul, Minnesota, West Publishing Company, 1950 (pp. 4328-4346)

The legislative history provided useful background information for interpreting the intent of Congress concerning provisions of the Act. Included is a succinct chronology of civil defense events to that time.

US Executive Office of the President, Office of Civil and Defense Mobilization. Legislative History. Vol. IV: Amendments to the Federal Civil Defense Act of 1950. Office of Civil and Defense Mobilization, Washington, D. C., 1961

A comprehensive statement of the legislative history of the Act from the time of the major amendments of

MISCELLANEOUS - continued

1958 through the Appropriations Act of 1961, including excerpts from relevant hearings and reports.

US Office of Civilian Defense. Civilian Defense Manual on Legal Aspects of Civilian Protection. (Prepared by the American Bar Association) OCD Publication No. 2701, US Government Printing Office, Washington, D. C., 1943

This study provided a comprehensive discussion of the legal aspects of the organization of civilian defense (including the US Office of Civilian Defense and State and Local Defense Councils). It analyzed the relation of military authority to civilian defense and the problems of liability associated with civilian defense activities. It further included extensive documentation on organizational and legal aspects of the World War II civilian defense effort.

United States Strategic Bombing Survey. The Effects of Atomic Bombs on Hiroshima and Nagasaki. Washington, D. C., 1946

This study contained the results of a comprehensive investigation of the effects of the atomic bombs dropped on Japanese cities during World War II. It offered detailed data on radiation and blast effects, on the extent of the damage done to various types of construction, and on lives lost as attributable to the attacks. The findings of the Survey were especially important to the classified study completed by the Office of the Provost Marshal General in 1946 (Defense Against Enemy Actions Directed at Civilians) and to succeeding post-war studies of civil defense.