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NOMINATIONS OF SECRETARIES HORWITZ,  
VANO, MORSE, AND MARKS AND CONTINUING  
CIVIL DEFENSE AUTHORITIES

GOVERNMENT

Storage



HEARING  
BEFORE THE  
COMMITTEE ON ARMED SERVICES  
UNITED STATES SENATE  
EIGHTY-EIGHTH CONGRESS

SECOND SESSION

ON

NOMINATIONS

- SOLIS HORWITZ, OF PENNSYLVANIA, TO BE AN ASSISTANT SECRETARY OF DEFENSE
- DANIEL M. LUEVANO, OF CALIFORNIA, TO BE ASSISTANT SECRETARY OF THE ARMY
- ROBERT WARREN MORSE, OF RHODE ISLAND, TO BE ASSISTANT SECRETARY OF THE NAVY
- LEONARD MARKS, JR., OF CALIFORNIA, TO BE AN ASSISTANT SECRETARY OF THE AIR FORCE

**H.R. 10314**

EXTENDING THE EXPIRATION DATE OF CERTAIN CIVIL DEFENSE AUTHORITIES

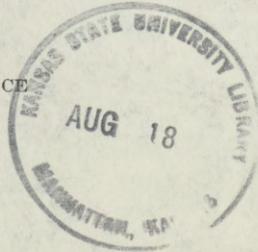
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NOMINATIONS OF SECRETARIES SOLIS HORWITZ,  
DANIEL M. LUEVANO, ROBERT W. MORSE, AND  
LEONARD MARKS, JR., AND H.R. 10314, EXTENSION  
OF CERTAIN CIVIL DEFENSE AUTHORITIES

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THURSDAY, JUNE 25, 1964

U.S. SENATE,  
COMMITTEE ON ARMED SERVICES,  
*Washington, D.C.*

The committee met, pursuant to notice, at 10:30 a.m., in room 212, Old Senate Office Building.

Present: Senators Russell (chairman), Stennis, Symington, Jackson, Thurmond, Cannon, Young of Ohio, Inouye, Saltonstall, and Smith.

Also present: William H. Darden and T. Edward Braswell, of the committee staff and Herbert S. Atkinson, assistant chief clerk.

Chairman RUSSELL. The committee has before it several nominations that require personal appearances by the nominees under the precedents of the committee. The nominees are present this morning, and we will take them up in accordance with the rules of precedence used in the Department of Defense.

The first nomination is that of Mr. Solis Horwitz, of Pennsylvania, to be Assistant Secretary of Defense.

Mr. Horwitz is no stranger to the committee. He served for a time on the staff of the Preparedness Investigating Subcommittee and the Majority Policy Committee.

We welcome you here Mr. Horwitz and congratulate you on your nomination. We will be glad to have you make a brief statement as to your background for the record, including whether or not you own any securities in any companies doing business with the Department of Defense.

(The nomination reference and biographical sketch of Solis Horwitz follow:)

## NOMINATION REFERENCE AND REPORT

IN EXECUTIVE SESSION,  
SENATE OF THE UNITED STATES,  
June 18 (legislative day, March 30), 1964.

*Ordered*, That the following nomination be referred to the Committee on Armed Services:

Solis Horwitz, of Pennsylvania, to be an Assistant Secretary of Defense.

Name: Solis Horwitz.

Present position: Director, Organizational and Management Planning, Office of the Secretary of Defense.

Background:

Schools: 1930, University of Pittsburgh, A.B., 1932, University of Pittsburgh, A.M.; 1936, Harvard Law School, L.L.B.

Bar admissions: Pennsylvania, 1937; District of Columbia, 1953; Supreme Court of the United States, 1953.

Positions:

1937-42: Private practice, Pittsburgh, Pa.

1942-45: U.S. Army.

1945-48: Deputy chief counsel, International Prosecution Section, SCAP, for the trial of major war criminals before the International Tribunal for the Far East, Tokyo.

1949: Counsel, House Armed Services Committee for B-36 Investigation and Strategy and Unification Hearings.

1950-51: Counsel to the Chairman, National Security Resources Board, Executive Office of the President.

1951-53: General Counsel, Reconstruction Finance Corporation.

1954: Counsel to Senate Committee on Government Operations.

1954-57: Private practice, Pittsburgh, Pa., and Washington, D.C.

1957-60: Counsel to Senate Democratic Policy Committee, Senate Special Committee on Astronautics and Space, and Preparedness Investigating Subcommittee of Senate Armed Services Committee for Missiles and Satellites Investigation.

1960: Private practice, Washington, D.C.

1961 to present: Director, Organizational and Management Planning, Office of the Secretary of Defense.

1963 to present: Assigned additional responsibilities as Assistant to the Secretary of Defense for the National Communications System (NCS), effective August 6, 1963.

Publication: Author of "Tokyo War Crimes Trial," International Conciliation Series, Carnegie Endowment for International Peace.

### NOMINATION OF SOLIS HORWITZ TO BE ASSISTANT SECRETARY OF DEFENSE (ADMINISTRATION)

Mr. HORWITZ. Thank you, sir. Mr. Chairman, I was born in Pittsburgh, Pa., November 2, 1910. I was educated in the public schools of Pittsburgh and received my bachelor of arts degree from the University of Pittsburgh in 1930. In 1932 I received my master of arts degree from the same university. I then went on to the Harvard Graduate School and the Harvard Law School and received my bachelor's degree in law in 1936.

I was admitted to the Bar of the Supreme Court of Pennsylvania in early 1937. I practiced law in the city of Pittsburgh, Pa., and engaged in general practice until the end of 1942 when I entered the Army and served in the Army until November 1945.

At that time I went over to Japan to participate in the major war crimes trials which were conducted in Tokyo. I was there from the end of 1945 to the end of 1948, becoming acting chief counsel in the latter stages of those proceedings.

On my return to the United States at the end of 1948, I went back to the private practice of the law, but shortly thereafter was asked to join the staff of the special investigation being conducted by the House Armed Services Committee on the B-36 procurement. I worked with that committee on the B-36 during the hearings on "Unification and Strategy" in the amendments of 1949 to the National Security Act.

In 1950 I went to Harvard University on a grant from the Carnegie Endowment and remained there until September of that year. I then came down to the National Security Resources Board, where I became the assistant to the Chairman in connection with the new responsibilities under the Defense Production Act, which had been passed in connection with the Korean war. When the Chairman of the National Security Resources Board moved over to the Reconstruction Finance Corporation, I went with him and became General Counsel. I remained there until July of 1953 when I returned to private practice. However, before fully returning to private practice, I participated in another investigation, this time on the Senate side, when I became part of the counsel to the Committee on Government Operations in connection with the dispute between Senator McCarthy and the Army.

At the conclusion of those hearings I returned to private practice in Pittsburgh and in Washington, where I remained from early 1954 until 1957, when I joined the staff of the then majority leader, and at that time served as counsel to the majority policy committee, counsel to the Preparedness Investigating Subcommittee, and also with the Special Committee on Astronautics and Space which was set up to deal with that problem following sputnik. During the course of that service, I participated in the missiles and satellites hearings which were conducted by this committee.

I remained with the majority leader until the end of 1959 when I returned to private practice in Washington. I remained in private practice until President Kennedy took office when I went over to the Department of Defense as the Director of the Office of Organization and Management Planning.

I have held that position since that time. In August of last year when President Kennedy created the National Communications System, I received the additional assignment of assistant to the Secretary for the National Communications System.

I have discussed my financial holdings with the General Counsel of the Department, and I can assure the committee that I have no holdings which will effect any of the work which I am to undertake.

Chairman RUSSELL. You have a very rich and varied experience, Mr. Horwitz, and you have rendered valuable service. Senator Saltonstall, do you have any questions?

Senator SALTONSTALL. I have no questions.

I just supplement what the chairman has said.

Mr. HORWITZ. Thank you.

Chairman RUSSELL. Senator Symington.

Senator SYMINGTON. Thank you Mr. Chairman.

It has been my privilege to know Mr. Horwitz for a good many years. In my opinion he is one of the ablest men in Washington, and I think the Department of Defense is fortunate in getting him to take this job.

Chairman RUSSELL. Senator Cannon.

Senator CANNON. I have no questions. I am quite familiar with Mr. Horwitz' background and abilities and I want to compliment him on accepting this type of service. He has been very active in Government service up to the present time and has done an outstanding job in my opinion.

Chairman RUSSELL. Senator Inouye.

Senator INOUE. Thank you, Mr. Chairman.

I join my colleagues in congratulating Mr. Horwitz on his nomination, and I am impressed by his most distinguished background.

Mr. HORWITZ. Thank you very much, Senator.

Chairman RUSSELL. Thank you very much, Mr. Horwitz.

Mr. HORWITZ. Thank you.

(The nomination of Solis Horwitz to be an Assistant Secretary of Defense was subsequently approved by the committee in executive session, and confirmed by the Senate on June 26, 1964.)

Chairman RUSSELL. The next nomination is that of Mr. Daniel M. Luevano, of California, to be Assistant Secretary of the Army, to succeed Paul R. Ignatius, who is now serving as Under Secretary of the Army. We welcome you here, sir, and we extend congratulations on your nomination.

We will be glad to hear from you.

(The nomination reference and biographical sketch of Daniel M. Luevano follow:)

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## NOMINATION REFERENCE AND REPORT

IN EXECUTIVE SESSION,  
SENATE OF THE UNITED STATES,  
March 2 (legislative day, February 26), 1964.

*Ordered*, That the following nomination be referred to the Committee on Armed Services:

Daniel M. Luevano, of California, to be Assistant Secretary of the Army, vice Paul R. Ignatius.

## DANIEL M. LUEVANO

Daniel M. Luevano was born in Los Angeles, Calif., July 26, 1923, the son of Arcadio and Cresencia Luevano.

He was graduated from Alexander Hamilton High School, Los Angeles, in 1940. He received a bachelor of arts degree in political science from the University of California in Los Angeles in 1948 and an LL.B. degree from the San Francisco Law School in 1959.

He enlisted in the Navy on March 2, 1942. He served in South and North Atlantic areas on an antisubmarine warfare vessel from January 1943, to June 1944, when he transferred to the naval officers training program, UCLA. While at UCLA, he received an honorable discharge on December 21, 1945.

After graduation from the University of California in 1948, he worked as technical instructor for the Department of Commerce until April 1950 and as an elections examiner for the National Labor Relations Board until May 1951. He then served a year on the magazine staff of Labor-Management Forum, a publication of the CIO-California Industrial Union Council in Los Angeles.

Beginning in June 1952, he was an editorial consultant for industrial clients. During this period he covered the Republican and Democratic National Conventions of 1952 for 14 California weekly newspapers.

In June 1954, he began a period of about 5 years' service with the University of California, first in the office of the chancellor (Berkeley campus), and then in the office of the president (statewide administration). He also was associated with the project to develop a comprehensive program for foreign students at International House on the university campus.

From June 1959, to August 1960, he was consultant to the Assembly Interim Committee on Ways and Means, California State Legislature. From August 1960, to February 1964, he was chief deputy director, with general administration responsibility in the Department of Finance, State of California, Sacramento. The main responsibility of the department of finance was that of formulating and executing the budget of the State of California. He also represented the department of finance on various policymaking boards and commissions.

Mr. Luevano is an attorney and a member of the State Bar of California.

He married Shirley Ann Margolis of Los Angeles in March 1951 and has one child, Mark Evan, age 8.

### NOMINATION OF DANIEL M. LUEVANO TO BE ASSISTANT SECRETARY OF THE ARMY

Mr. LUEVANO. Thank you very much, Mr. Chairman.

I previously submitted a statement which I believe each of you has received. I thought I might summarize that statement. I have some notes to assist me. I was born and raised in Los Angeles, Calif., and attended the public schools of that State including the University of California. During World War II I served in the U.S. Navy for about 4 years.

After preliminary training and special schooling I spent nearly a year and a half on sea duty in antisubmarine warfare in both the South and North Atlantic. During this period I was an enlisted man. In 1944 I was selected for naval officers training and spent 18 months in both the V-12 and the ROTC programs.

Following my discharge I completed work at the University of California, and in 1948 received a bachelor of arts degree in political science. Upon graduation I worked briefly for the National Labor Relations Board and the Department of Commerce. From 1953 to 1958 I served at the University of California, first as an assistant to the chancellor of the Berkeley campus, and later as an assistant to the president.

During this period I earned a law degree at San Francisco Law School and was admitted to practice in the State in 1959. From the university I went to the State capital as the consultant to the assembly ways and means committee, and this committee in California is concerned principally with the expenditure program of the State of California as described in the State's budget. In the fall of 1960 I was appointed by Governor Brown as chief deputy director of the department of finance. The main responsibility of this department is the formulation and execution of that budget.

As part of my duties in the department of finance, I also served as chairman or member of various policymaking boards and commissions. As I stated before, I am an attorney and a member of the State Bar of California.

I believe you have also received a statement on my financial holdings and I don't believe that there is anything that would in any way interfere with the carrying out of my duties in this assignment.

The CHAIRMAN. We have a copy of that. Senator Saltonstall.

Senator SALTONSTALL. Your experience has been in the government of the State of California, is that correct?

Mr. LUEVANO. Yes, sir; it has.

Senator SALTONSTALL. How long have you been in Washington?

Mr. LUEVANO. I have been in Washington 5 weeks. I arrived 5 weeks ago in preparation for this assignment.

Senator SALTONSTALL. And so this is your first experience in the service of the U.S. Government?

Mr. LUEVANO. I had served both with the National Labor Relations Board and Department of Commerce immediately after graduation, but that was a period of about 4 years, not in Washington, but in California.

Senator SALTONSTALL. You are going to be Assistant Secretary of the Army for Installations and Logistics. That, I would assume, would give you the responsibility in large part of new construction for the Army?

Mr. LUEVANO. Yes.

Senator SALTONSTALL. Now what experience have you had with building industries and that sort of thing?

Mr. LUEVANO. The experience I have had has been, of course, in the State of California, specifically as chief deputy director of the department of finance. That department has responsibility for, among other programs, the State allocation program which is a school construction program, approximately \$125 million annually.

That is direct construction grants to individual school districts. In addition, the department of finance is responsible for land acquisition in preparation for construction, and is responsible for reviewing contracts that have been let or proposed to be let for the State's building program, and that involves university and the usual functional office construction.

Senator SALTONSTALL. What do you consider your responsibility, Mr. Luevano, with a contractor, we will say, in building a new building and reviewing the terms of that contract? Is it your responsibility to see that all the terms are in that contract or do you turn it over to a lawyer in the Department of the Army?

Mr. LUEVANO. At the moment I am not familiar with all of the resources of the Department of the Army, but I assume that the General Counsel's staff is at least one of the reviewing agencies for contract terms and conditions, and that the questions of policy respecting contracting and construction are basically the function of my office.

Senator SALTONSTALL. What do you consider as your responsibility, we will say, if a military officer puts it up to you to say that they need, for example, a new dining hall, or a new recreation hall, or a new swimming pool, or a new barracks in any fort or camp?

What do you consider your responsibility as to whether that is necessary and what are you going to do about it before you approve it?

Mr. LUEVANO. The procedure, it seems to me, would be to examine several levels of program planning, and certainly among those the question of the inclusion of particular kinds of space. This is authorized space or not. Secondly, whether it has any priority standing within the individual commands building program, and more specifically, whether it has any standing in a priority system within a post construction program.

It is always, it seems to me, a question of allocating resources, and there are other spaces competing for the same funds and I would imagine it is a question of deciding that first.

Senator SALTONSTALL. We have a great many requests for military construction of new roads, improvement of highways, access roads,

and so on. Have you had any experience in California in road-building?

Mr. LUEVANO. Not as a functional responsibility, but it is difficult to deal with companies of financing without also including highway and road systems. There is a small program in California which I did have direct contact with. It is quite small, and it did have road construction and road systems in it, but it was not the major highway program, not the freeway program, or the parkway program.

I have had some knowledge of the highway programs in the State of California.

Senator SALTONSTALL. Thank you, Mr. Chairman.

Chairman RUSSELL. Senator Symington.

Senator SYMINGTON. Thank you, Mr. Chairman.

Mr. Luevano, you are taking the place of Secretary Ignatius, is that correct?

Mr. LUEVANO. Yes; that is correct.

Senator SYMINGTON. Then you will be in charge of all logistics for the Army.

Mr. LUEVANO. That is correct.

Senator SYMINGTON. Most of your experience has been fiscal, has it not?

Mr. LUEVANO. That is true.

Senator SYMINGTON. Have you had experience in making contracts with firms with respect to equipment?

Mr. LUEVANO. I have not dealt with firms directly as one of the negotiators, though the department of finance I should describe perhaps a bit more fully. Up until a year ago the department of finance in the State of California had included with it in addition to its budgetmaking functions, which is what I was calling attention to, all of the general service functions of the State of California as well, and that includes such things as procurement of the ordinary kind of supplies and equipment for the conduct of business, automobiles, computers, things of that kind, some portion of the land acquisition program of the State of California, a minor portion, but part of it, and a printing plant, management of buildings and grounds after those units have been constructed. As part of my job I had direct responsibility for policy control and some general supervision over these programs, though there were specific division chiefs that were assigned to the direct negotiation question.

Senator SYMINGTON. Do you feel your business knowledge is adequate for you to determine that contracts are made properly in accordance with the best interests of the Government?

Mr. LUEVANO. I believe so.

Senator SYMINGTON. You have been involved quite heavily in the business of the State of California; is that correct?

Mr. LUEVANO. Yes; I have.

Senator SYMINGTON. I noticed in the record yesterday somebody said that almost half of the business of space went into California. I think over 21 percent of defense business goes into California. Frequently we have talks on the Senate floor about this problem from the standpoint of the other 49 States.

Do you feel that in this position, you would look at it on a national basis, or do you feel you would be unduly influenced by your previous connections?

Mr. LUEVANO. I have no question that I would look at it in the national interest.

Senator SYMINGTON. I have no further questions, Mr. Chairman.

Chairman RUSSELL. Senator Thurmond.

Senator THURMOND. Thank you Mr. Chairman.

You have been with the University of California I notice?

Mr. LUEVANO. Yes, I was.

Senator THURMOND. Your main work has been in administration?

Mr. LUEVANO. Yes. It was in administration at the university.

Senator THURMOND. Did you ever run for an office?

Mr. LUEVANO. No; I haven't.

Senator THURMOND. Who recommended you for this position?

Mr. LUEVANO. I don't have any information on that. The White House would have to answer that. I have no knowledge.

Senator THURMOND. Do you feel qualified to fill this position, since you have looked into it and you have learned your responsibilities and what it embraces?

Mr. LUEVANO. Yes; I do.

Senator THURMOND. I have no other questions, Mr. Chairman.

Chairman RUSSELL. Senator Cannon.

Senator CANNON. Thank you, Mr. Chairman.

Mr. Luevano, as you know, there is a considerable discussion concerning the reduction of military installations. Would it be your responsibility in making a determination, if you were approved for this position, as to any cutback in establishments maintained by the Army?

Mr. LUEVANO. I would expect—as I say I have only been here 5 weeks and I have no direct contact with the operations of the Department.

I have been engaged in briefings basically at this point, and I assume at least one of the functions is to examine the question of base availability and base placement.

Senator CANNON. You are not certain what that actually involves.

Mr. LUEVANO. I am not sure what the scope of the responsibilities for that particular problem is.

Senator CANNON. Do you think that your background is such that you would be able to form an independent judgment rather than just accepting the recommendations of those who were employed by you in your Department if decisions like this were to be made in the location of installations, the termination of installations, and so on?

Mr. LUEVANO. Yes; I think I can exercise independent judgment on this question.

Senator CANNON. As you know, there is a considerable amount of discussion as to who runs the establishment over there, whether it is run by the civilians or whether it is run by the military, and that is a concern that many people have when people go into positions that they have had no experience in, where they are going to get the advice from on which to act. You feel you would be able to exercise independent judgment in that regard?

Mr. LUEVANO. I think I could. I think I would.

Senator CANNON. I have no further questions, Mr. Chairman.

Chairman RUSSELL. Senator Young.

Senator YOUNG. Thank you, Mr. Chairman.

As a matter of fact, Mr. Luevano, I was going to ask a question or so along the same line. You will go in there as a civilian. You have

served in the Navy I see from your biographical sketch. I served in the Army, but I also regarded myself as a civilian in uniform. Perhaps you do likewise. But my question would be almost precisely the same. In this country civilian authority should always be superior over the military. You know that, do you not.

Mr. LUEVANO. Yes; I do.

Senator YOUNG. The Founding Fathers provided that and now, more than ever, you agree to that?

Mr. LUEVANO. I do; yes.

Senator YOUNG. As I understand it, in answer to Senator Cannon's question, you would keep that in mind and try not to be persuaded otherwise. You would exercise independent judgment in your civilian capacity.

Mr. LUEVANO. I intend to exercise that judgment.

Senator YOUNG. I believe you will. No other questions.

Chairman RUSSELL. Senator Inouye.

Senator INOUE. Mr. Chairman, all of the questions I wanted to ask have been asked by my colleagues, but I would like to state that I am impressed by the alert and precise answers that he has given to all the probing questions asked by my colleagues, and although this is his first venture into Federal administration, I am confident he will do a good job. Thank you, Mr. Chairman.

Mr. LUEVANO. Thank you very much.

Chairman RUSSELL. Any further questions? Thank you, Mr. Luevano.

Mr. LUEVANO. Thank you very much.

(The nomination of Daniel M. Luevano to be Assistant Secretary of the Army was subsequently approved by the committee in executive session and confirmed by the Senate on June 26, 1964.)

Chairman RUSSELL. Dr. Robert Warren Morse, of Rhode Island, has been nominated to be Assistant Secretary of the Navy to succeed vice Dr. James H. Wakelin, Jr., resigned. Dr. Wakelin is here with Dr. Morse, and I understand he desires to present him to the committee. We will be glad to hear anything you have to say, Dr. Wakelin.

(The nomination reference and biographical sketch of Robert W. Morse follow:)

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NOMINATION REFERENCE AND REPORT  
IN EXECUTIVE SESSION,  
SENATE OF THE UNITED STATES,  
*June 1 (legislative day, March 30), 1964.*

*Ordered,* That the following nomination be referred to the Committee on Armed Services:

Robert Warren Morse, of Rhode Island, to be Assistant Secretary of the Navy, vice James H. Wakelin, Junior, resigned.

ROBERT WARREN MORSE

Dr. Robert W. Morse, of 144 Meeting Street, Providence, has been dean of the college at Brown University since July 1, 1962. For the preceding 2 years he had been chairman of the physics department.

Dr. Morse has been at Brown since 1946, when he arrived as a first-year graduate student and as a research assistant in physics. He won his doctorate there in 1949, when he was appointed assistant professor. He became a full professor in 1958.

Dr. Morse has done research in the fields of ultrasonics and low-temperature physics, having published widely in these fields. In 1954-55 he devoted a year to research at Cambridge University as a Howard Foundation fellow. The summer of 1962 he did research at the University of Oslo.

Dr. Morse has been associated with the Navy since he was commissioned an ensign in the Naval Reserve in 1942. Upon graduation from Bowdoin College in January of 1943, he went on active duty as a compass adjuster in naval shipyards at Boston, New York, and Baltimore. He later taught small-boat handling at amphibious training schools at Fort Pierce, Fla., and at Little Creek, Va. He was discharged a lieutenant in 1946.

As a civilian physicist, Dr. Morse has served many times as a Navy consultant in underwater acoustics and antisubmarine warfare.

He has been a member of the Undersea Warfare Committee of the National Academy of Sciences since 1957, and Chairman of the Committee since 1962.

Since 1963 he has been chairman of the Division of Solid State Physics of the American Physical Society, and he is president-elect of the Acoustical Society of America.

He is a fellow of the American Academy of Arts and Sciences.

Dr. Morse was born in Boston on May 25, 1921, and spent most of his boyhood in Abington, Mass. He is married to the former Alice M. Cooper, of Brunswick, Maine.

The couple has three children: Robert, Jr., a senior at Providence Country Day School, who will be a freshman at Harvard next year; Pamela, an eighth grader at the Lincoln School in Providence; and James, a sixth grader at Moses Brown School, Providence.

Before he became dean, Dr. Morse resided in Barrington, where he was active in the Citizens League, the PTA, a science study committee for Barrington High School, and a commission to hire a new school superintendent in 1959.

Dr. Morse is skipper of a 33-foot power cruiser, the *Blue Star*, which is moored in the Barrington River.

#### STATEMENT OF JAMES H. WAKELIN, JR., FORMER ASSISTANT SECRETARY OF THE NAVY

Dr. WAKELIN. It is a great honor for me to present Dr. Robert W. Morse, dean of the college of Brown University whom President Johnson has nominated as Assistant Secretary of the Navy with particular responsibilities in the field of research and development.

Dr. Morse is a physicist of international reputation. His particular forte in this area is acoustics and antisubmarine warfare problems, connected primarily with those of the Department of the Navy. He is chairman of the National Academy's Committee on Undersea Warfare, is a member of the Antisubmarine Warfare Panel of the President's Science Advisory Committee, is a member of many learned societies. I have every confidence that because of his training and background in administrative experience, he will do an outstanding job in this assignment. Thank you, sir.

Chairman RUSSELL. Thank you, Dr. Wakelin. Dr. Morse, would you care to make a brief biographical statement in order that the record may be clear as to your background and experience.

#### NOMINATION OF ROBERT W. MORSE TO BE ASSISTANT SECRETARY OF THE NAVY (RESEARCH AND DEVELOPMENT)

Dr. MORSE. Yes, sir. It is a pleasure to appear before this committee. I think perhaps Mr. Wakelin exaggerated my position here. I was born in Boston, Mass., grew up in towns around Boston, went to Bowdoin College in Maine where I have majored in mathematics.

I joined the ROTC at that time, just as we got into World War II. I served about three and a half years in the Navy as compass adjuster,

and then went into the amphibious forces. After the war I went to Brown University in Providence, R.I., and studied for my Ph. D. in physics, received that in 1949, and was appointed assistant professor there at that time and stayed ever since until this point.

I have done research in acoustics, low-temperature physics and solid-state physics. During those years I have been associated with various committees and projects for the armed services in mine warfare, in torpedoes for the Army in land mine location, the Air Force in solid-state physics, and as Dr. Wakelin pointed out, for several years now I have been on the Committee on Undersea Warfare which is a standing committee of the National Academy of Sciences, which advises the Navy.

During my last few years I have moved into administration at the university. I have been department chairman for 2 years, and then the last 2 years I have been dean of the college, which is the chief administrator for the undergraduate curriculum and the men's college in general.

I will be happy to answer any questions that you have.

Chairman RUSSELL. Do you have a Reserve commission in the Navy at the present time.

Dr. MORSE. I gave it up some years ago. After the war I was so involved in my own research that I resigned a few years after the war, since I did not have to participate.

Chairman RUSSELL. Have you had any actual experience in direction of research and development projects.

Dr. MORSE. Since I have never worked for an industrial laboratory, I haven't in that sense. In the university, of course, as department chairman I have had responsibility for a physics department of 25 professors, and a budget of perhaps a million and a half dollars, which is not very substantial in terms of the Government itself.

In the past 2 or 3 years I have also been or was the director of the materials science program of the university, which is an interdepartmental combination of research and materials sciences that has a total budget of perhaps \$2 million.

Chairman RUSSELL. I notice that you have served as consultant, apparently, in our research and development in antisubmarine warfare.

Dr. MORSE. Yes; I have, but this is not quite the same as governing the money.

Chairman RUSSELL. I understand. That is one of the important phases of the research carried on by the Navy and the Department of the Navy. I am just a little intrigued, Dr. Morse, by this statement "Dean of the College of Brown University."

Dr. MORSE. Well, the university is divided into three colleges or branches. One is the college, the other is Pembroke College which is a women's college, and a graduate school, and for some reason it is called the college.

Chairman RUSSELL. Senator Saltonstall.

Senator SALTONSTALL. Mr. Chairman. Thank you. Dr. Morse, are you on leave of absence from Brown or did you resign?

Dr. MORSE. Yes, sir; I resigned my position as dean. I am on leave of absence as a professor.

Senator SALTONSTALL. You are on leave of absence.

Dr. MORSE. As a professor.

Senator SALTONSTALL. But you resigned as dean.

Dr. MORSE. Yes, sir.

Senator SALTONSTALL. I would be very interested to know or understand or have you give the motives which influenced you to take this responsibility and leave Brown.

Dr. MORSE. I am not sure I can answer that exactly, because from the very beginning I don't think I had any doubt about taking the job. I think the interest and the challenge of it presented an opportunity that I could not turn down. I enjoy the university very much. I have been there a long time. But I felt that this was an opportunity that I had to participate in. It is very hard for me to say any more than that.

Senator SALTONSTALL. How long does your professorship leave of absence last?

Dr. MORSE. At the moment it is from year to year.

Senator SALTONSTALL. From year to year?

Dr. MORSE. Yes.

Senator SALTONSTALL. But you intend to stay on this job for several years?

Dr. MORSE. I would stay on as long as I am productive, and if the university would not renew the leave I would be quite willing to let it drop.

Senator SALTONSTALL. Thank you, sir.

(Discussion off the record.)

Chairman RUSSELL. Senator Symington.

Senator SYMINGTON. I have no questions, Mr. Chairman.

Chairman RUSSELL. Senator Thurmond.

Senator THURMOND. I have no questions.

Chairman RUSSELL. Senator Cannon.

Senator CANNON. Dr. Morse, you of course are aware of the problem that we have constantly before us of the competition in the research and development field between the respective services and the respective agencies that are engaged in that. I am anxious to know whether or not you would approach your position with the thought of doing everything possible to eliminate duplication insofar as it can be done other than planned duplication in the areas of research and development.

Dr. MORSE. Yes, sir, I would, and I would expect that one of my chief functions in my liaison with Dr. Bown is to do just that, that this area of the avoidance of duplication is of great importance.

Chairman RUSSELL. Senator Young.

Senator YOUNG. I have no questions.

Chairman RUSSELL. Senator Inouye.

Senator INOUE. I just wish to invite Dr. Morse's attention as the availability of Hawaii as a great site for his investigations, and I am certain he will make a fine member of the defense team.

Chairman RUSSELL. Dr. Morse, have you cleared any securities you might hold with counsel for the Secretary of Defense?

Dr. MORSE. I hold no securities.

Chairman RUSSELL. Thank you very much, Dr. Morse. I am sure you will be a fine successor for Dr. Wakelin. I think he has done an excellent job.

(The nomination of Dr. Robert Warren Morse to be Assistant Secretary of the Navy was subsequently approved by the committee in executive session and confirmed by the Senate on June 26, 1964.)

The next nominee is Mr. Leonard Marks, Jr., of California. He has been nominated to be an Assistant Secretary of the Air Force to succeed Neil E. Harlan, resigned.

Mr. Marks, we are glad to have you before the committee. We congratulate you on your nomination.

Please give us a brief statement as to your background and experience.

(The nomination reference and biographical sketch of Mr. Marks follow:)

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NOMINATION REFERENCE AND REPORT

IN EXECUTIVE SESSION,  
SENATE OF THE UNITED STATES,  
June 8 (legislative day, March 30), 1964.

*Ordered*, That the following nomination be referred to the Committee on Armed Services:

Leonard Marks, Junior, of California, to be an Assistant Secretary of the Air Force, vice Neil E. Harlan, resigned.

LEONARD MARKS, JR.

Personal data:

Born: May 22, 1921, New York, N.Y.  
Father: Leonard Marks (naturalized U.S. citizen born in Hull, England).  
Mother: Laura Colegrove Rose born in Passaic, N.J.  
Youth spent in West Orange, N.J.  
Married: Edna Rodgers Woods, June 6, 1946.  
Children: Linda Jo, 15; Patricia Anne, 13; Peter Kellog, 10.  
Religious affiliation: Methodist.

Education:

West Orange High School, diploma, 1938.  
Drew University, Madison, N.J., B.A., economics, cum laude.  
Harvard University, Boston, Mass., M.B.A. and D.B.A.

Career:

American Smelting & Refining Co., New York, assistant credit manager, treasury division; February 1948 to May 1949.

Harvard University, Graduate School of Business Administration, research associate, instructor, assistant professor of finance in charge of first-year finance course, May 1949 to September 1955 (on assignment as member of Harvard MAC group, 1951-52 to develop financial management plan for U.S. Air Force, and consultant to commanding general, Wright-Patterson Air Force Base).

Stanford University, Graduate School of Business, Palo Alto, assistant professor, associate professor of finance, assistant dean and associate director of International Center for Advancement of Management Education, September 1955 to present. (On leave, 1957-58 as professor of finance, Imede, Lausanne, Switzerland.)

Former consulting assignments:

Continental Oil Co., internal executive development, organization and policies, credit department.

Credit research foundation, director of research.

General Petroleum Corp., internal executive development.

General Telephone Corp., internal executive development.

Harbridge House, teaching material for Army Command Management School.

Internal Revenue Service, expert witness in court on tax case.

International Bank for Reconstruction and Development, internal executive development.

International Finance Corp., internal executive development.

Logistics Management Institute, study on incremental funding of cost type R. & D. contracts.

Pacific Telephone, internal executive development.

Stanford Research Institute, financial analytical research.

## Current consulting assignments:

- Bank of California, total bank organization and policies.
- Community National Bank, Kern County, bank strategy and policies.
- Ford Foundation, Committee for Selection of Doctoral Fellows in Business.
- Independent Bankers Association, 12th Federal Reserve District, organization of annual senior officer seminars.
- San Diego Trust & Savings Bank, total bank organization and policies.

## Publications:

- "Case Problems in Commercial Bank Management," coauthor, McGraw-Hill.
- Credit Management Handbook, contributing editor, R. D. Irwin.
- Miscellaneous articles in Credit and Financial Management.
- Manuscript now in process, "Top Management Organization and Decision-making in Large Japanese Business Firms."

## Military service:

- Inducted October 1942, private to sergeant, antiaircraft.
- March 1943 to July 1943, OCS, antiaircraft.
- July 1943 to August 1946, second lieutenant-captain, antiaircraft in CONUS, Southwest and South Pacific.
- August 1946 to present, captain-lieutenant colonel, U.S. Army Reserve, mobilization assignment, Office Comptroller of the Army.

## Directorships, former:

- Fisher Research Laboratories, Palo Alto, Calif.
- Holden-Day, San Francisco, Calif.
- Homesmith, Inc., Redwood City, Calif.

Directorships, present: Therms, test labs, Sunnyvale, Calif.

### NOMINATION OF LEONARD MARKS, JR., TO BE ASSISTANT SECRETARY OF THE AIR FORCE (FINANCIAL MANAGEMENT)

Mr. MARKS. Thank you, Mr. Chairman.

I am happy to be here, too. I was born in New York in 1921, spent my youth in West Orange, N.J., attended public schools there, and then attended Drew University in Madison, N.J., where I graduated in 1942 with a bachelor of arts degree in economics.

Immediately I went to Harvard Graduate School of Business that summer and stayed until the autumn when I entered the military service of the Army.

I remained in this country for about a year, attended officer candidate school, and then went overseas to the South and Southwest Pacific with an antiaircraft unit, remained until the middle of 1946, returned and continued my Reserve activity, and have just recently asked to be shifted to Inactive Reserve in view of the nomination to this position.

My particular activity recently in the Reserves has been a mobilization assignment in the Office of the Comptroller of the Army. In 1946, when I returned to Harvard, I continued my work toward a master's degree which I completed in February of 1948. I then moved to New York and went to work for the American Smelting & Refining Co., in the Treasury Division, rising to the position of assistant credit manager in about a year and a half. At the end of that time I returned to Harvard as a research associate and instructor. I remained at Harvard until the fall of 1955, and during that period became an assistant professor of finance. At the conclusion of my tour of duty at Harvard, I was head of the first-year finance course. During that period of time, I, together with four other members of the Harvard faculty, spent about a year and a half with the Air Force, working on problems of financial management with the then Assistant Secretary

of the Air Force for Financial Management, the Comptroller of the Air Force, and the commander of the Air Materiel Command at Wright-Patterson Field.

I left Harvard in the fall of 1955 to join Stanford Graduate School of Business, where I have been since that time, and have served as assistant professor of finance associate and now full professor of finance.

In addition I have been an assistant dean in the school, and associate director of the International Center for the Advance of Management Education. The latter is a Ford Foundation-sponsored activity which has as its purpose aid in the development of teaching talent for universities and higher educational institutions in the underdeveloped countries.

In 1957 I took a leave of absence from Stanford and spent a year in Switzerland helping to develop and teach in the first middle management program in a new institute of management. The only securities I hold I have reviewed with the General Counsel of the Air Force, and I am disposing this week of the two which have been called to my attention as contractors with the Air Force. I have requested a leave which will be effective by the first of July from Stanford. This leave is an annual affair which is reviewed annually. If the university desires not to give that leave, then I am prepared to resign my position.

I have also served as a consultant to a number of organizations and director of a few small industrial and research-type companies in the California area.

I resigned all these positions. The one which the committee might be most interested in was a consulting assignment which I headed for the Logistics Management Institute.

This was a study of the problems of incremental financing of Defense Department cost-type research contracts. This was undertaken in 1961 and early 1962. The bulk of the work involved the Air Force research contracts.

Chairman RUSSELL. Mr. Marks, there has been quite a large turnover in the Department of Defense. How long do you intend to stay there? Do you intend to stay longer than a year?

Mr. MARKS. Yes, sir; I do. I have informed the faculty and the administration of the university that I would serve at the pleasure of the President, and I intend to stay as long as I am able to serve.

Chairman RUSSELL. You seem to have a very fine background and experience and are well qualified for this position.

Mr. MARKS. Thank you, Senator.

Chairman RUSSELL. I am delighted to hear you say that you intend to serve. Senator Saltonstall.

Senator SALTONSTALL. You are going to be the controller?

Mr. MARKS. Yes, sir; financial management is the specific responsibility, that and programing.

Senator SALTONSTALL. What is your understanding of the responsibilities of the civilian controller as opposed to the military in the matters of finance and so on?

Mr. MARKS. In the Air Force the Controller of the Air Force is the military officer and reports to the Assistant Secretary for Financial Management. Therefore the relationship is one of a very close working relationship, but the military is subordinate to the civilian position.

Senator SALTONSTALL. Do you consider it your responsibility to disagree with the military, with the Air Force Controller if you feel he is wrong, and if so, what steps do you take?

Mr. MARKS. If I in my own opinion disagree, I would so inform the Controller, and would implement the line of activity that I thought was most appropriate. It would be within my authority to do so.

Senator SALTONSTALL. And to take that up with the Secretary of the Air Force?

Mr. MARKS. Yes, if I felt that he needed to be informed of this disagreement.

Senator SALTONSTALL. I thank you, Mr. Chairman. I have no other questions.

Chairman RUSSELL. Senator Thurmond?

Senator THURMOND. No questions, Mr. Chairman.

Chairman RUSSELL. Senator Cannon.

Senator CANNON. Thank you, Mr. Chairman. Mr. Marks, I note you say you are giving up your Active Army Reserve activities because you are accepting a position with the Air Force. Is that because you feel that unification of the services is not that far along at the present time?

Mr. MARKS. No, sir. I didn't think I could serve two masters well at the same time actively.

Senator CANNON. Thank you, Mr. Chairman. That is all.

Chairman RUSSELL. Senator Young.

Senator YOUNG. Thank you, Mr. Chairman. I am much impressed by the statement of Mr. Marks. I have no questions.

Chairman RUSSELL. Senator Inouye?

Senator INOUE. I have no questions, sir.

Chairman RUSSELL. Thank you very much.

Mr. MARKS. Thank you, sir.

(The nomination of Leonard Marks, Jr., to be an Assistant Secretary of the Air Force was subsequently approved by the committee in executive session and confirmed by the Senate on June 26, 1964.)

## H.R. 10314, TO EXTEND THREE CIVIL DEFENSE AUTHORITIES FOR A PERIOD OF 4 YEARS

Chairman RUSSELL. The committee will consider H.R. 10314 this morning. This is the bill extending for 4 years three civil defense authorities that otherwise would expire on June 30, 1964.

(The bill referred to, H.R. 10314, follows:)

[H.R. 10314, 88th Cong., 2d sess.]

AN ACT To further amend the Federal Civil Defense Act of 1950, as amended, to extend the expiration date of certain authorities, thereunder, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Federal Civil Defense Act of 1950, as amended (50 U.S.C. App. 2251 et seq.), is further amended by striking the date June 30, 1964, where such appears in the second proviso of subsection 201(e), the fourth proviso of subsection 201(h), and subsection 205(h), and substituting in lieu thereof the date June 30, 1968.

Passed the House of Representatives June 22, 1964.

Attest:

RALPH R. ROBERTS, *Clerk.*

Chairman RUSSELL. These authorities, which were approved by this committee in 1958, were limited in their duration to June 30, 1964. They are the basis for (1) Federal contributions of 50 percent to States and local governments toward the cost of personnel and administrative expenses of federally approved civil defense programs, (2) payments for travel and per diem expenses of trainees at civil defense schools, and (3) procurement of radiological equipment and the granting and lending of this equipment to the States.

The witness to explain the bill is Mr. William P. Durkee, who is the Director of Civil Defense in the Department of the Army.

Mr. Durkee, I understand you have a detailed statement covering the bill, but if it is satisfactory to the committee I suggest that you submit your statement for the record, and give us an oral summation of the reasons for asking for the extension of these authorities.

**STATEMENT OF WILLIAM P. DURKEE, DIRECTOR OF CIVIL DEFENSE; ACCOMPANIED BY HUBERT SCHON, DEPUTY DIRECTOR OF CIVIL DEFENSE; CHARLES MANNING, GENERAL COUNSEL; WILLIAM CROCKETT, DEPUTY ASSISTANT DIRECTOR FOR OPERATIONS; AND ROBERT YOUNG, EXECUTIVE ASSISTANT**

Mr. DURKEE. I would be very pleased to do so, Mr. Chairman.

**PREPARED STATEMENT, WILLIAM P. DURKEE, DIRECTOR OF CIVIL DEFENSE, OFFICE OF THE SECRETARY OF THE ARMY**

Mr. Chairman, my purpose here today is to request extension by the Congress of three existing authorities in the Federal Civil Defense Act as contained in H.R. 10314. These authorities are scheduled to expire on the 30th of June this year. These are—

- (1) The program to provide financial assistance to States for necessary and essential State and local civil defense personnel and administrative expenses;
- (2) The program to make payments for travel and per diem expenses of trainees at civil defense schools; and
- (3) The program to procure and maintain radiological equipment and to donate it to States by loan or grant.

The three authorities which we seek to continue are indispensable if we intend to keep the momentum and the progress that has been gained throughout the country in the civil defense program. For example, we have located over 116,189,000 shelter spaces and have obtained licenses from the building owners for the use of 58,827,000 spaces. Over 62 million of the spaces located have been marked as shelters. Approximately 24 million spaces have been stocked with shelter supplies to assure survival during the stay in shelters.

In addition we have now in use approximately 47,000 radiological monitoring stations throughout the country. There are 319 State and local emergency operating centers in actual operation. By the end of this fiscal year we will have over 300 emergency broadcasting stations protected against fallout, with a total of 982 stations to which the Federal Communications Commission has

issued national defense emergency authorizations. Over 52 State universities are participating in the civil defense training effort. There are over 4,000 political subdivisions actually participating in the civil defense program, and we have been informed that an additional 237 political subdivisions intend to join the program in fiscal year 1965.

Incidentally, there is a fourth expiring authority in the Federal Civil Defense Act. This permits contributions for uniforms and other items of personal equipment for civil defense workers. We have not provided this sort of assistance in the past and we have no plans to make use of it in the immediate future. Therefore, we are not requesting its extension.

The three authorities which we request be extended were added to the Federal Civil Defense Act by amendments in 1958. We are asking that the authorities be extended for another 4-year period.

All programs involve some form of assistance for State and local civil defense organizations.

The principal program involved is the personnel and administrative expense, which I will term "P. & A. program." This is the program which permits us to match funds for the costs of State and local civil defense staffs provided they quality under a merit system and have programs consistent with national civil defense policies.

Also, we wish to continue paying one-half of the travel expenses of students who attend our three schools at Alameda, Calif.; Battle Creek, Mich.; and Brooklyn, N.Y. The other half of these travel costs are in some instances paid by the State but in many other instances are paid for by the trainee himself or his employer.

Finally, we seek extension of the authority to donate radiological survey meters and dosimeters to the States for use in training and equipping the radiological monitoring teams and for stocking shelters.

I would like to discuss each of these programs in detail, telling you what we have done with the authorities to date and how we plan to use them in the immediate future pending the decisions on how we go forward with the shelter program and how we will use them when a decision is made to go forward.

#### Cost and budget data

The following tables project over the next 5 years the cost of the financial assistance programs extended by this measure.

[Dollars in millions]

	1965	1966	1967	1968	1969	Total
<b>Appropriations:</b>						
Student travel expenses.....	0.3	0.3	0.3	0.3	0.3	1.5
Radiological equipment.....	5.4	6.5	8.5	7.5	7.5	35.4
State and local civil defense personnel and administrative expenses.....	18.7	20.6	22.5	24.4	25.0	111.2
Total.....	24.4	27.4	31.3	32.2	32.8	148.1
Man-years and personnel services expenditures.....	(1)	(1)	(1)	(1)	(1)	(1)
<b>All other expenditures:</b>						
Student travel expenses.....	.2	.3	.3	.3	.3	1.4
Radiological equipment.....	3.0	5.0	8.0	8.0	8.0	32.0
State and local civil defense personnel and administrative expenses.....	16.5	20.1	22.3	24.5	25.0	108.4
Total.....	19.7	25.4	30.6	32.8	33.3	141.8

<sup>1</sup> Negative; no additional Federal employment is anticipated.

The program to provide financial assistance to the States for personnel and administrative expenses constitutes more than 75 percent of the dollars involved in this extension. For 1965, \$18.7 million of the \$24.4 million involved will go to this program. Also, more than the others, it is a positive indicator of Federal willingness to invest dollars in the development of a capability for operations at the State and local level.

The President has requested an appropriation of \$18.7 million for fiscal year 1965. We anticipate that the need will gradually increase to about \$25 million annually by 1969. This act does contain in section 408 a \$25 million limit on the amount which can be appropriated annually. We are not asking that this amount be increased. The 5-year total for this program is estimated at \$111.2 million.

HEARINGS, 1958

As originally enacted, the Federal Civil Defense Act of 1950 provided that responsibility for civil defense was to be vested primarily in the several States and their political subdivisions, the Federal contribution being limited basically to "coordination and guidance."

It soon became apparent that if civil defense were to become an effective part of the total national defense, a much larger responsibility for its operations would have to be assumed by the Federal Government.

In 1958, therefore, there were submitted to the Congress a number of proposed amendments to the Federal Civil Defense Act of 1950. The principal changes were (1) to make the responsibility for civil defense a joint responsibility of the Federal Government and the several States and their political subdivisions, and (2) to provide the means whereby the Federal Government could carry out its new responsibility, one of the principal means being the new section 205 providing for Federal contributions for State and local government personnel and administrative expenses.

These proposals received the active support of the Governors' conference, the American Municipal Association, the U.S. Civil Defense Council, the National Association of State Civil Defense Directors, the American Legion, the AFL-CIO, the National Association of County Officials, and the Council of State Governments.

In the statements before the Senate and House committees, the general theme in support of the proposals was that this authority for contribution was required if the Federal Government were to carry out its joint responsibility for civil defense, that only in this way could the Federal, State and local governments, combine in the development of a truly national civil defense capability.

By this time—1958—it had become apparent that the task of developing an adequate civil defense capability at the local level would require a staff of experienced, trained, full-time specialists, at least in the top echelons of each civil defense organization. At this time it also was apparent that, with but few exceptions, the States and their political subdivisions had found it impossible to support and maintain, by themselves, such a civil defense staff.

The proposed amendments received favorable consideration by the Congress and were enacted into law as Public Law 85-606 dated August 8, 1958.

The Congress in granting the authority for Federal contributions for personnel and administrative expenses very wisely provided for a number of restrictions on the use of such funds.

First, it provided that contributions should be made only on the basis of approved plans which were consistent with the national plan, and that the financial contributions should not exceed one-half of the total cost of such necessary and essential State and local civil defense personnel and administrative expenses.

*Statistical summary of the personnel and administrative expenses program*

1. Fifty-seven percent of the U.S. population or 102 million people are covered by the personnel and administrative expenses program.

2. Number of employees:

Fiscal year 1961.....	3, 638
Fiscal year 1962.....	4, 116
Fiscal year 1963.....	5, 012
Fiscal year 1964 actual as of June 1.....	5, 350
Estimated fiscal year 1965.....	6, 769

Number of participants:

Fiscal year 1961.....	703
Fiscal year 1962.....	916
Fiscal year 1963.....	1, 258
Fiscal year 1964 actual as of June 1.....	1, 370
Estimated fiscal year 1965.....	1, 959

Average number of employees per participant:

Fiscal year 1961.....	5. 0
Fiscal year 1962.....	4. 0
Fiscal year 1963.....	3. 9
Fiscal year 1964 actual as of June 1.....	3. 9
Estimated fiscal year 1965.....	3. 4

3. *Personnel and administrative expenditures by cost categories*

	<i>Percent</i>
Personnel.....	85.0
Travel.....	5.0
All other.....	10.0
Rent, communications, and utilities.....	4.4
Transportation of things.....	.2
Printing and reproduction.....	.4
Other services.....	1.0
Supplies and materials.....	2.0
Equipment.....	2.0

4. The average salary of employees under the personnel and administrative program in fiscal year 1964 is \$4,534 (Federal share \$2,267).

The amendments also provided, among other things:

1. That the plans should be in effect in all political subdivisions of the State and mandatory on them;

2. For the employment of a full-time civil defense director, or deputy director, by the State and for a merit system for civil defense employees.

Although the authority for contributions for personnel and administrative expenses was enacted in 1958, funds for its implementation were not appropriated until fiscal year 1961.

## EXERCISE OF FEDERAL RESPONSIBILITY FROM FISCAL YEAR 1961 ON

The appropriation of funds for personnel and administrative expenses in fiscal year 1961 gave the Federal Government its first opportunity to exercise its responsibility for joint direction of national civil defense efforts.

In order to provide national guidance, OCD issued definitive direction for the preparation of annual "program papers." Under this system the Federal Government forwards to State and local governments a detailed listing of programs which we consider should receive emphasis at State and local levels in order to develop a balanced national civil defense program, oriented around fallout shelter.

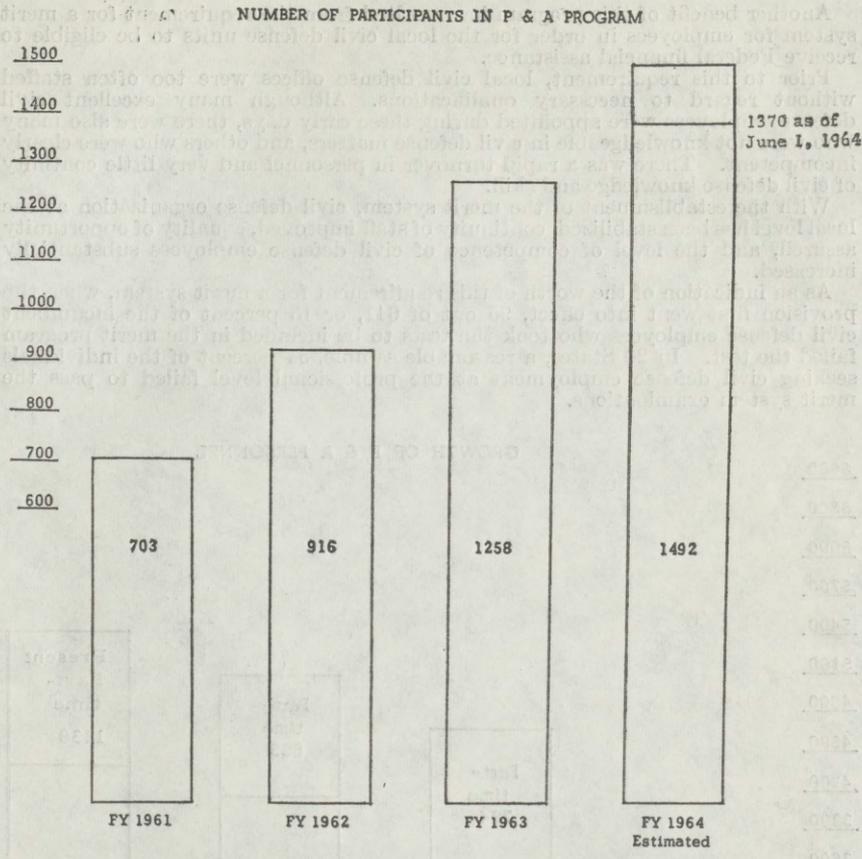
The content of this guidance and the priority areas within this guidance vary from year to year as tasks are completed, research results become available and new programs are defined and can be supported.

These program papers are completed at State and local levels; the local submissions are reviewed and approved at the State level; and all submissions must be approved by the Office of Civil Defense as a condition precedent to participation in the P. & A. program.

The system has many benefits. It permits the development of a national program with all the States and political subdivisions working to accomplish the same objectives. It also has the States and local governments think through their budgets. As a result, they not only receive Federal support but they are better able to obtain support from State legislatures and local city councils.

As a direct result of this program there has been a marked increase in State and local civil defense capabilities. I quote from the House report of last year:

"It is especially important to have effective State and local civil defense staffs. Since the end of fiscal year 1961, the first year in which the personnel and administrative matching funds program was in operation, participation by State and political subdivisions has almost doubled. All States are covered and 55 percent of the population at the county and municipal levels have some degree of organized civil defense leadership."



In fiscal year 1961, 703 counties and municipalities participated. The fiscal year 1964 participation is 1,370 localities with a total personnel of 5,350: \$3,482,757 was obligated by June 30, 1961; \$10,514,284 was obligated during fiscal year 1962; and \$12,940,247 was obligated for fiscal year 1963—\$15 million has been appropriated for fiscal year 1964.

*States voluntarily reporting on professional level examinations*

Number of States reporting <sup>1</sup> .....	20
Number of people taking exams.....	626
Number of failing exams.....	336
Percent of failures.....	54

<sup>1</sup> All States gave professional and clerical examinations but only 20 reported to HEW.

*Separations*

Resignations.....	527
Dismissals.....	49
Layoffs.....	40
Expiration of appointments.....	159
Retirements.....	37
Total separations.....	812
Gross turnover, percent <sup>1</sup> .....	27

<sup>1</sup> These figures are comparable with those of employees of other State and local agencies receiving Federal grants-in-aid.

22 NOMINATIONS AND EXTENSION OF CIVIL AUTHORITIES

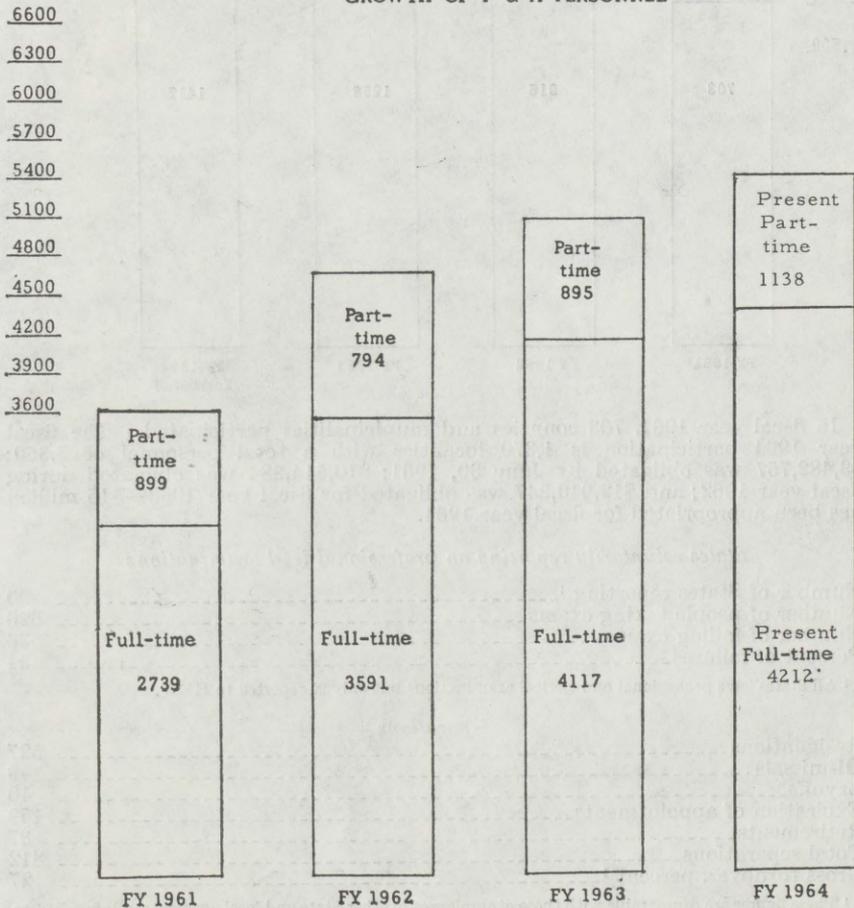
Another benefit of this program has resulted from the requirement for a merit system for employees in order for the local civil defense units to be eligible to receive Federal financial assistance.

Prior to this requirement, local civil defense offices were too often staffed without regard to necessary qualifications. Although many excellent civil defense employees were appointed during these early days, there were also many who were not knowledgeable in civil defense matters, and others who were clearly incompetent. There was a rapid turnover in personnel and very little continuity of civil defense knowledge and skill.

With the establishment of the merit system, civil defense organization at the local level has been stabilized, continuity of staff improved, equality of opportunity assured, and the level of competence of civil defense employees substantially increased.

As an indication of the worth of this requirement for a merit system, when the provision first went into effect, 95 out of 641, or 15 percent of the incumbent civil defense employees who took the tests to be included in the merit program failed the test. In 20 States, a reasonable sample, 54 percent of the individuals seeking civil defense employment at the professional level failed to pass the merit system examinations.

GROWTH OF P & A PERSONNEL



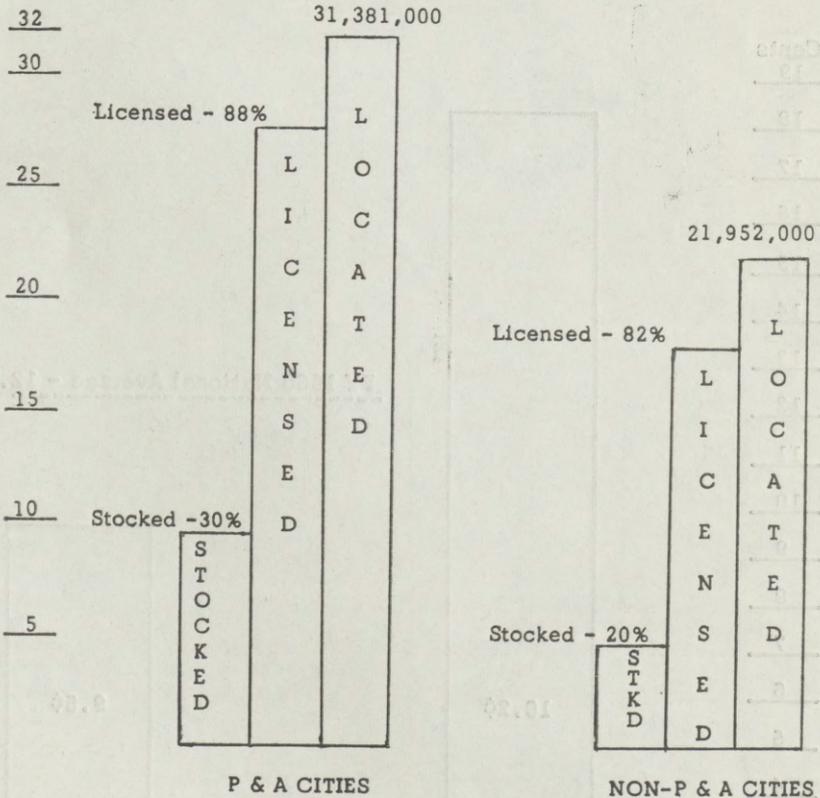
In addition to the increase in quality of personnel, there also has been an increase in quantity of paid civil defense personnel directly attributable to this program.

In testimony before the House in 1958, the U.S. Civil Defense Council mentioned a study it had conducted on the number of full-time salaried civil defense workers in the United States in 1956. It found that there were 1,298 full-time employees in country governments and less than 1,500 in municipal governments, a total of approximately 2,700. Of these, New York State alone accounted for 218 in the counties and 452 in the municipalities. In fiscal year 1963, in the P. & A. program alone there were 4,117 full-time civil defense workers. Overall, there were 5,920 full-time and 8,164 part-time civil defense employees in the Nation, not including Federal employees.

SHELTER SPACE LOCATED, LICENSED AND STOCKED

Cities Over 25,000 Population

Millions



In order to obtain an indication of the relative benefits of the P. & A. program, we have made a study of all cities of 25,000 population or over, comparing the jobs the P. & A. cities have done against the work of the non-P. & A. cities. These cities account for 44 percent of the Nation's population, or approximately 80,500,000 people.

The 365 P. & A. cities had licensed 88 percent of the shelter spaces located in the national shelter survey, as compared to 82 percent for the 400 non-P. & A. cities, an advantage to the P. & A. cities of 7.2 percent.

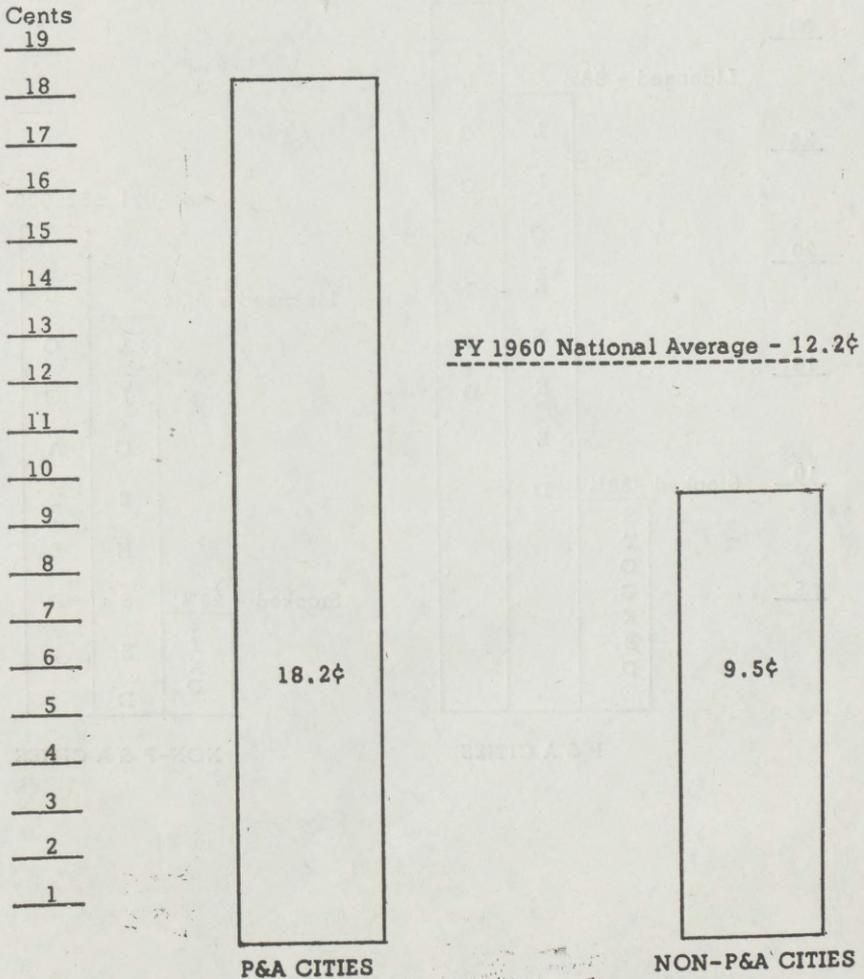
Of the shelter spaces located or required, the P. & A. cities have stocked 30 percent compared to 20 percent for non-P. & A. cities, a difference in favor of the P. & A. cities of 50 percent.

**PER CAPITA EXPENDITURE OF LOCAL FUNDS**

**FOR CIVIL DEFENSE**

**FISCAL YEAR 1963**

**Cities Over 25,000 Population**



The P. & A. cities have trained 1.16 shelter managers per 10,000 population, compared to 0.65 per 10,000 population for non-P. & A. cities, or about 2 to 1.

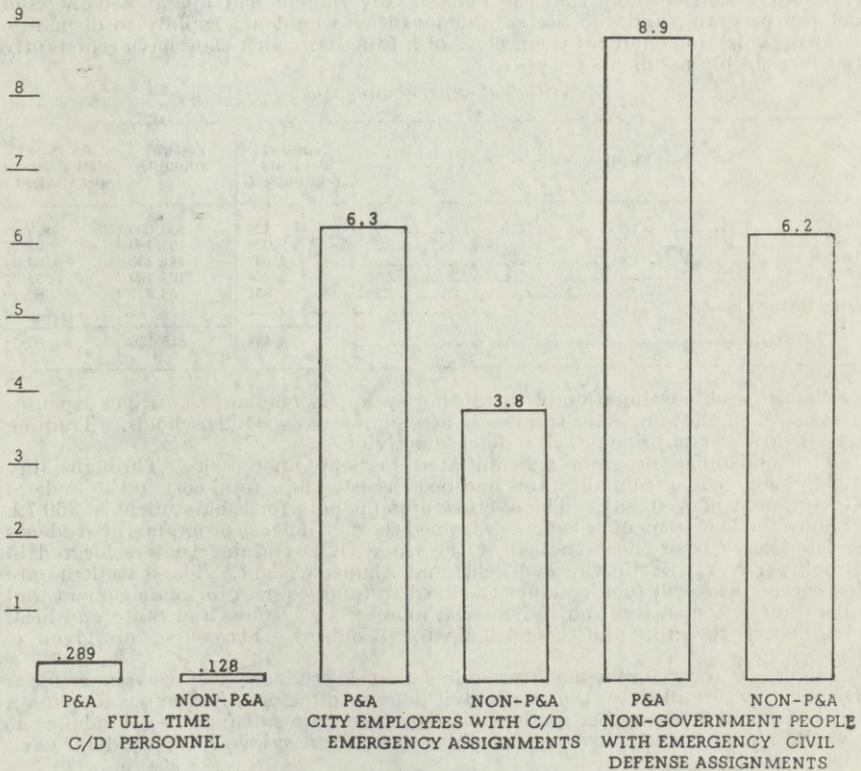
While some Federal and State funds may be available to local governments for civil defense activities, one measure of local interest and activity is the amount of money the local government puts into the program out of its own pocket. In fiscal year 1963, the cities participating in the P. & A. program spent, out of local funds, 18.2 cents per capita for civil defense as compared with 9.5 cents per capita for non-P. & A. cities, again an almost 2-to-1 ratio.

The national per capita amount spent in local funds for civil defense in fiscal year 1960 was 12.2 cents. Thus P. & A. cities in 1963 show a growth of almost 50 percent over the 1960 average, while non-P. & A. cities are about 25 percent below the 1960 average.

CIVIL DEFENSE PERSONNEL

(Per 10,000 Population)

Cities Over 25,000 Population



At the end of fiscal year 1963 the P. & A. cities had substantially more full-time civil defense employees, in proportion to population, than non-P. & A. cities—0.289 employees per 10,000 population as compared with 0.128 employees in non-P. & A. cities. Stating this another way, P. & A. cities average 1 full-time employee for each 35,000 population, while non-P. & A. cities have 1 full-time employee for each 78,000 population.

P. & A. cities have 6.3 city government employees per 1,000 population who have civil defense emergency assignments and have received some training for their civil defense duties as compared with 3.8 per 1,000 in non-P. & A. cities. In some instances these employees are currently doing part-time civil defense work.

An important activity in local civil defense is the enlistment and training of auxiliary help for emergency shelter management, police, fire, rescue, radiological, and other civil defense duties. As of June 30, 1963, P. & A. cities had such people assigned to the extent of 8.9 per 1,000 population as compared with 6.2 per 1,000 population in non-P. & A. cities.

In specific areas, such as attendance at OCD schools and the establishment of fixed monitoring stations, non-P. & A. cities have equaled or in some cases exceeded the participation of P. & A. units. These programs are supported by a greater direct Federal participation in both funds and/or direction. In addition, the non-P. & A. cities and counties generally receive much more direct assistance from their States than do the better organized P. & A. communities.

The ability of State governments to meet this demand of the non-P. & A. cities is possible because of Federal assistance to the State agency through the P. & A. program.

All of this, I think, is clear evidence that this program is an effective stimulant to the State and local civil defense effort.

The program has been in effect long enough for the States and localities to come to rely on it. They have staffed based upon the expectation that the Federal Government will shoulder its share of the load. Failure to continue it would be considered positive proof that the Federal Government had abandoned the civil defense program, and the States and localities would act rapidly to dismantle their organizations and rid themselves of a function which they have reluctantly but responsibly assumed.

*Student expense program*

Fiscal year	Number students reimbursed	Federal amount	Average reimbursement per student
1960	423	\$30,000	\$70.94
1961	2,038	125,480	61.57
1962	2,997	181,130	60.44
1963	2,249	125,199	55.67
1964 (July through January)	851	56,327	66.19
Total	8,558	518,136	60.54

We also seek continuation of the authority to pay one-half the travel expenses and per diem allowances for trainees in attendance at the OCD schools. Training has always been a principal civil defense activity.

This assistance program was initiated in September 1960. Through May 1964, 8,908 people from all States had been assisted at a total cost to the Federal Government of \$540,881. The average amount paid for each student is \$60.72.

Since the Department of Defense assumed the civil defense program, the students assisted have been those trained at the three OCD training centers located in Brooklyn, N.Y.; Battle Creek, Mich.; and Alameda, Calif. These students are instructors who will then conduct the local training courses for management and operation of the shelter and radiological monitoring systems and State and local civil defense directors and their principal staff officers. Six courses are given at these schools.

Eligibility for reimbursement requires that a student meet certain criteria. He must be certified by the State civil defense director, must agree to remain active in civil defense after graduation, must maintain satisfactory attendance at the OCD school, and must take a loyalty oath as prescribed in the Federal Civil Defense Act.

There is a \$300,000 limitation on the amount which can be appropriated for these travel expenses. We anticipate spending up to that amount next year and at that rate over the next 5 years for a total of \$1.5 million. We are not, however, asking at this time for an increase in the ceiling.

The payment of these expenses is a necessary stimulant to the success of the civil defense training program. The present training structure is part of an evolving system. Future evolution of this structure will include longer courses for civil defense leaders with the goal of establishing a professional career course comparable to War College level in the military training system. The complexities of the civil defense program and the growing requirements for trained career professional civil defense leaders at State and local levels will place an increasing demand on the national OCD school system. The degrees of professional training

that will be required cannot be obtained through training at the lower levels or by guidance materials and manuals alone. We will need to maintain the national schools. If we do so, it is only fair that we assist the students who must travel long distances and spend weeks away from home at considerable personal cost. The assistance is provided in accordance with the austere standards of the Travel Expenses Act and the standardized Federal travel regulations.

The third authority which we ask that you continue is the authority to procure and maintain radiation measuring and detection instruments and to donate these to the States.

These instruments are the only known means for obtaining reasonably accurate information of the fallout radiation levels at any one time at a geographic location. They are an indispensable part, not only of the shelter system, but also for other emergency operations.

Since radiation levels postattack will vary geographically even within small areas, we need a nationwide organized capability of detection, measuring, monitoring and reporting levels to give a basis for decisions affecting the period of shelter occupancy, restoration of vital facilities, emergency operations such as firefighting, rescue, law enforcement, medical and welfare operations, decontamination and other postattack activities.

These special instruments cannot be in the warehouses but must be located in the shelters, emergency operating centers, and other places such as fire and police stations and health, sanitation, and maintenance facilities which will be used as bases for emergency operations.

Through May 1964, we have distributed 1,764,653 instruments. Separated by categories, they have been used for the following purposes:

To high schools.....	159, 599
For training.....	211, 592
For public shelters.....	265, 000
For monitoring stations.....	227, 322
Dosimeters for emergency workers.....	901, 140
 Total granted to States.....	 1, 764, 653

The objective is to establish 150,000 monitoring stations with 2 sets of 6 instruments each per station. Over 47,000 of these stations have been established and are now operating.

We are requesting \$5.4 million for radiological equipment for the next fiscal year. The 5-year projection is \$35.4 million.

I would like to submit for the record a supplemental statement describing this program in detail.

In summary, then, Mr. Chairman, we are requesting authority to continue three present programs. No new authority is involved. There is no change in the dollar ceilings. We need these authorities in order to maintain the current program.

Mr. DURKEE. This bill simply extends for 4 additional years current authority in being. They are intended to and have achieved the results of professionalism in civil defense by creating a way for the Federal Government to provide funds conditioned on the acceptance of the program run by a merit system which produces professionalism in civil defense. Also, one of the authorities provides help for us in creating professional training and education. The other authority allows the Federal Government to make grants for radiological equipment.

I might just say a word about the current program so that you will know what the dimensions are. The Secretary of Defense and General Wheeler and others have testified about the need of this program. As you are aware, the central heart of it is built around the identification of community fallout shelters in existing buildings, structures which have already been created.

One hundred and sixteen million spaces have been located; 62 million of these spaces have been marked; that is, the buildings have been marked, and 24 million of these spaces have been stocked with

austere supplies. We are also creating an emergency broadcasting system, and we have 47,000 radiological monitoring stations around the country.

The magnitude of this program calls for a professional civil defense staff. We think these authorities do that kind of job. Let me deal very specifically with each of them in a little more detail. The personnel and administrative expense program is a grant from the Federal Government—50 percent matching funds to State and local governments. This grant of funds has to be accompanied by the acceptance by the Federal Government of a specific program paper; that is, what those people are going to do in that year.

They are covered by a merit system which has to be accepted by the Federal Government, regular qualifying exams, regular merit system procedures. There are at the present time 5,350 such employees in State and local Governments, and they cover 1,370 political subdivisions. The average salary of these employees is \$4,534, roughly that of a Federal GS-5. So the purpose of this program is to create professionalism, and it is doing so.

The second authority is that which allows us to give radiological equipment instruments to State and local governments to create a radiological monitoring system which is compatible throughout the Nation and which would be used in the event of a nuclear disaster or a nuclear accident in this country.

The third authority is that which allows us to pay half of the cost of bringing people to federally supported and run schools for the purpose of giving professional civil defense instruction. Over the period of years since 1960 that this program has been in effect, 8,908 people have been assisted in this fashion at an average cost of \$60 per student for at least a week's course.

Mr. Chairman, I think that is a very brief summary of the purpose of these bills. Let me emphasize again that it simply continues current authority. There is no new extension or no new acceleration of the program. It is an extension of that which already exists.

Chairman RUSSELL. On page 8 of your filed statement you have a statistical summary of the personnel and administrative expense program. Would the "number of employees" indicate those in the Federal Government and the States, or is that only those in the States?

Mr. DURKEE. Only those in the States.

Chairman RUSSELL. Why do you anticipate an increase of 1,400 there in the next fiscal year, Mr. Durkee?

Mr. DURKEE. Mr. Chairman, as the civil defense program is developed, more and more communities are turning to the Federal Government for this aid in professionalizing their civil defense. When this program started, for example, in 1961, there were 703 political subdivisions in the program at that time, so that it has extended throughout the country to other political subdivisions, city by city, political subdivision by subdivision, creating a professional civil defense structure.

Chairman RUSSELL. Is that what you mean by "participant," that that is a unit.?

Mr. DURKEE. A unit of government that comes in to participate in the program, Mr. Chairman.

Chairman RUSSELL. And so you anticipate that there will be some 609 more participating units in fiscal 1965?

Mr. DURKEE. That is right. For example, in Boston, Mass., they are coming into the program, and they have given us a program paper. Los Angeles, Calif., has, Cleveland has, and Cincinnati, Ohio has. This is the kind of development that is taking place throughout the country.

Chairman RUSSELL. Senator Saltonstall.

Senator SALTONSTALL. The only question I have, and perhaps following up right along the line of what the chairman has said, in the House report and also in your little brief you show that the contribution to the States is constantly going to increase from 1965 to 1969. In other words, from \$18.7 million up to \$25 million. Now even if your units increase, isn't it possible to keep down your contribution to the States?

Mr. DURKEE. Yes.

Senator SALTONSTALL. I would hope that it would be less expensive.

Mr. DURKEE. Yes, sir; the current level of the funding is \$15 million, and we anticipate that we will have applications sufficient in the next fiscal year to spend \$18.7 million. We would in actual fact, of course, only make available those contributions for which funds are actually appropriated.

Senator SALTONSTALL. So that if you get an applicant you have to approve the applicant before you give him anything?

Mr. DURKEE. That is correct.

Senator SALTONSTALL. And so you anticipate it is going to approve a number of more applicants in the next few years.

Mr. DURKEE. That is correct.

Senator SALTONSTALL. Thank you.

Mr. DURKEE. For example, the State and local governments actually spend a good deal more funds than we actually match.

Senator SALTONSTALL. One of the criticisms that we get in the Appropriations Committee sometimes is that the Federal Government doesn't contribute what the States expect they are going to contribute, and the pressure is put on us to appropriate more money for these things. But do you feel that we have just got to do it? Is it a must? Is there any discretion left to the Congress?

Mr. DURKEE. This matching funds program for administrative purposes for personnel is an absolute must in my judgment if civil defense is to be a professional operation around the country and there is to be any coherent Federal, State, and local program.

Senator SALTONSTALL. Thank you Mr. Chairman.

Chairman RUSSELL. This program has a limitation in the statute which I believe is left in by this bill.

Mr. DURKEE. \$25 million.

Chairman RUSSELL. Of \$25 million.

Mr. DURKEE. Yes, sir.

Chairman RUSSELL. You can't exceed that.

Mr. DURKEE. No, sir; we cannot, nor do we propose to do so.

Chairman RUSSELL. Is there anything here in your statement, or in the report of the House committee, indicating the number of employees who are engaged in the civilian defense activities in the Department of Defense and other Federal agencies without Federal funds?

Mr. DURKEE. I don't know whether it is here. I have the figures in my head.

Chairman RUSSELL. I would like to have that.

Mr. DURKEE. Yes, sir. There are presently in the Department of Defense 1,042 people engaged in civil defense operations.

Chairman RUSSELL. Do you have any in HEW and other agencies?

Mr. DURKEE. HEW and some of the other agencies have civil defense assignments made to them by Executive order, Mr. Chairman, by the President, and have some people assigned. This is largely in the Public Health Service. The Public Health Service has the responsibility for medical operations in civil defense.

Chairman RUSSELL. Now these travel expenses and per diem payments, I believe the State has to pay half of those?

Mr. DURKEE. They have to pay half of those; yes sir. There are State and local funds, or personal funds of students, involved in every one of these transactions.

Chairman RUSSELL. Senator Thurmond?

Senator THURMOND. Thank you, Mr. Chairman. Have you been coordinating with the civil affairs section of the Department of the Army in the planning of civil defense?

Mr. DURKEE. Yes, sir.

Senator THURMOND. Those units are well trained and they are in a position to be very helpful I take it to the civil defense organization. I believe with the 2d Army they have drawn a number of plans for cities in an emergency. The probability is if we had an emergency the military might have to take over and those would be ideal units, because they have specialists in every facet of the operation of the cities.

Mr. DURKEE. Yes, sir.

Senator THURMOND. I just wondered how close you have worked with them.

Mr. DURKEE. Not only have we worked very closely, Senator Thurmond, but there is now in the hands of all 50 State Governors a letter from Secretary of the Army Ailes which proposes the creation of a new command structure for the purpose of providing a coherent way of giving military—support to civil defense.

Included in that concept is the use of civil affairs units on a basis going from States right down to localities. I want to emphasize that our concept in terms of civil defense is to create a small professional staff of qualified people, not to build a bureaucracy. It would be their job to coordinate the activities of all assets which are available, whether military assets or governmental assets or private assets. The plans for military support of civil defense are moving along very rapidly and I think very explicitly.

Senator THURMOND. You think you are making progress then?

Mr. DURKEE. Yes, sir; I have no question about it. In fact, during the recent disaster in Alaska, we had a test operation of this kind of structure. The civil defense staff, which we had trained—this is training for nuclear disaster, but there they were acting in a national disaster which I think we always have to keep in the back of our mind—took over. They provided the Governor with communications, using our warning system which was established there.

They had a regular procedure worked out to get information to the Governor about what was going on, and the military commander in the area went right straight to the Governor and said, "I have these military assets available, Mr. Governor. Where would you like them placed within your State?"

Martial law was never declared, so that we had civil defense in operation and military supporting operations. It was very effective and Governor Egan has so testified.

Senator THURMOND. Thank you, Mr. Chairman.

Chairman RUSSELL. Senator Cannon.

Senator CANNON. Who exercises the control over these supplies? Are these under your professional people here?

Mr. DURKEE. The title passes to local government, Senator. They have the full responsibility for the placement and the financing of those supplies into the shelters, for the inspection of those supplies within the shelters, for the operation of the radiological monitoring stations in relationship to the shelters so that you can see you need professionalism of the kind we are speaking about.

Senator CANNON. Do you exercise any control to determine if those supplies are properly handled and properly maintained?

Mr. DURKEE. Yes, sir. Of the thousand people that we have in the Defense Department, by far the largest bulk of them are actually in the field in our regional offices, and they work directly with State and local government, and one of their responsibilities is to make checks and see to it that this is being done properly. This is in addition to a regular audit, fiscal audit, which takes place.

Senator CANNON. Assuming that it isn't being done properly, what authority do you have then, if any?

Mr. DURKEE. Our authority then would be complete authority to withhold Federal funds of any kind for support of civil defense in that city.

Senator CANNON. Thank you, Mr. Chairman.

Chairman RUSSELL. Senator Smith.

Senator SMITH. I have no questions, thank you.

Chairman RUSSELL. Senator Young.

Senator YOUNG. I have a few questions. Now you stated that you proposed a small professional staff, not to be a bureaucracy.

Mr. DURKEE. Yes, sir.

Senator YOUNG. And that is 1,042 in the Department of Defense? Is that the number you propose?

Mr. DURKEE. No, sir, Mr. Senator. I was responding to a question of the chairman asking what the present staff of the Office of Civil Defense at the Federal level is.

Senator YOUNG. What is that?

Mr. DURKEE. 1,042.

Senator YOUNG. And do you term that a "small professional staff," 1,042?

Mr. DURKEE. Yes, sir; for these purposes.

Senator YOUNG. When, then, do you consider the bureaucracy commences if 1,042 is a small staff?

Mr. DURKEE. I suppose, Mr. Senator, it is a question of judgment, but it is also a question of the functions that they are performing.

This Office has the entire responsibility for the national civil defense program, and the bulk of these people, as I indicated, are located in what we call the field offices. These are places where field command is exercised and these people are working directly with State and local governments in a very complicated program.

Senator YOUNG. They are the Federal employees.

Mr. DURKEE. That is right.

Senator YOUNG. Now you propose how many for next year?

Mr. DURKEE. I am not proposing here any for next year.

Senator YOUNG. It is 1,042 at the present time?

Mr. DURKEE. It is 1,042 at the present time.

Senator YOUNG. And isn't it a fact that the average salary approximates \$10,592 for those 1,042?

Mr. DURKEE. The average salary of the State and local government employees which we match funds—

Senator YOUNG. I am not talking about that. I am asking about the 1,042.

Mr. DURKEE. The average salary of the Federal employees in the Office of Civil Defense is GS-10.3 and it has been that for the past 3 years.

Senator YOUNG. It is approximately \$10,592.

Mr. DURKEE. It is 10.3, sir.

Senator YOUNG. \$10,592 is approximately correct you say?

Mr. DURKEE. I believe so.

Senator YOUNG. By comparison, the salaries of FBI officials and employees in the Federal Government approximate only \$9,200, do they not?

Mr. DURKEE. I understand so. I am sure your figures are correct.

Senator YOUNG. And then we come to the National Aeronautics and Space Administration, and that includes, of course, hundreds of high-salaried scientists. Now, that is also a difference of more than \$1,000. That is \$9,576 approximately, is that right?

Mr. DURKEE. I accept your figures.

Senator YOUNG. It is approaching the noon hour so I want to be very brief if I can. The purpose, the main purpose of the civil defense setup in the Department of Defense, to be frank about it, is the possibility that the Soviet Union would unleash an atomic attack on us. That is what we are building to defend against, is it not?

Mr. DURKEE. That is one of the purposes.

Senator YOUNG. That is the main purpose, isn't it? And of course it is admitted, is it not, that if such an emergency would arise of an atomic attack such as the attempt at Pearl Harbor, with atomic weapons from any nation, and, of course the Soviet Union is the only one with the capability of doing that, you would agree, would you not, that the military would immediately take over in such a national emergency.

Mr. DURKEE. Would I agree that the military would take over?

Senator YOUNG. Yes.

Mr. DURKEE. No, sir.

Senator YOUNG. Well, it has always been the history of our country, has it not, even in the War Between the States, the Civil War, that while it was a terrible thing at that time it wouldn't be anything like a nuclear attack. President Lincoln immediately suspended the writ of habeas corpus and immediately the military took over, isn't that a fact historically?

Mr. DURKEE. If you say it is a historical fact, I can't dispute it.

Senator YOUNG. Now conferences are going on at this time in Geneva and elsewhere to relieve the whole war tension, that is correct, is it not?

Mr. DURKEE. That is correct.

Senator YOUNG. And sometimes we begin to feel a ray of hope that the tensions are being relieved.

Mr. DURKEE. Surely.

Senator YOUNG. And those conferences will continue. Why is it advisable to have this request for extension made for 4 years?

Why wouldn't an extension for 2 years be more realistic if it has to be extended at all?

Mr. DURKEE. There is one specific reason, and it is this. Many of the States and localities are on a 2-year budget cycle, and unless we give them enough leadtime in order to finance themselves properly, 2 years simply is not enough time, and that is really the only reason that we are asking for 4 years.

Senator YOUNG. But the States do it on a 2-year basis, of course.

Mr. DURKEE. Yes, many States do.

Senator YOUNG. Many State administrations are simply for 2 years. The Governor is elected for a 2-year term.

Mr. DURKEE. Yes, so I understand.

Senator YOUNG. Now it is contemplated that in the matching between the State and the Nation, you will add how many employees, some 8,000 or more?

Mr. DURKEE. Well, there are now 5,350 State and local employees that we match funds with. This is growing on a regular progression and we have to anticipate the work of State and local governments—to anticipate what that will be.

Senator YOUNG. It becomes higher every year. The number has increased.

Mr. DURKEE. Let me say, Senator, it certainly has increased. Let me say a word about the increase. The increase is not in terms of adding more people to existing staff. The increase in personnel is adding more communities to civil defense. The average size of the unit is still four people, so that this is being held down. What we are getting is the spread of professionalism, not the buildup of a bureaucracy.

Senator YOUNG. There is a difference of opinion. I consider 1,042 as a bureaucracy already built up, and you don't consider it as such.

Mr. DURKEE. I understand. You are talking about the Federal structure. I am talking about the State and local structure.

Senator YOUNG. Now another question along this line. As a matter of fact the shelter program and all that is to advise as to poisonous fallout from nuclear explosions, is it not?

Mr. DURKEE. Yes, sir.

Senator YOUNG. Now isn't it a fact that scientists have testified that the nuclear fallout, the poisonous fallout from the explosion of a nuclear warhead, if that explosion occurs in the atmosphere, as ours did over Japan, that there is very little if any fallout from that.

Mr. DURKEE. There is none.

Senator YOUNG. There is none from that. The fallout would come if the Soviet Union, say in attacking an airbase or the Pentagon, set an explosion, exploding the warhead in the atmosphere would accidentally or purposely hit the ground or hit the buildings.

Mr. DURKEE. That is correct.

Senator YOUNG. And it is well known that nuclear warheads are far more devastating in their terrible effects if the explosion is in the atmosphere rather than striking buildings on the ground.

Mr. DURKEE. I believe that General Wheeler testified directly to the opposite.

Senator YOUNG. But scientists have testified to the opposite of General Wheeler.

Mr. DURKEE. General Wheeler has testified just the opposite in answer to your question.

Senator YOUNG. Without taking further time in question, Mr. Chairman, I am certainly expressing opposition to this program, and I think that I would want to discuss later that if we have to waste taxpayer's money, we should do it only with negotiations going on, we should do it for only a period of 2 years, to see what the situation will be 2 years from now.

Chairman RUSSELL. The committee will discuss that in executive session.

Senator YOUNG. I will express my views later on that. You spoke of just one other thing. It is a fact, isn't it, that in all periods of natural disasters in this country, every year you might say and have over the years from colonial times with fires, earthquakes, and all that, that neighbors always come to the rescue of those afflicted in the past. And also isn't it a fact that in various States we have law enforcement bodies. We have sheriffs, deputy sheriffs. We don't have to depend on civil defense officials.

We never did in the past, isn't that true?

Mr. DURKEE. It is a fact, Mr. Senator, that all 50 States have assigned natural disaster functions to their civil defense operations. It is the judgment of States as to how best to do it.

Senator YOUNG. And it is a fact that in the recent disaster in Alaska I believe the civil defense functioned very well there.

Mr. DURKEE. Yes, and recently also during the Montana floods.

Senator YOUNG. And in Oregon—

Mr. DURKEE. In Oregon they did very badly.

Senator YOUNG. They failed so miserably.

Mr. DURKEE. They did extremely well in San Francisco in a fire recently, and in Boston in a fire. We are trying to create a professionalism that will operate effectively under any disaster.

Senator YOUNG. The fact is that these 1,042 Federal civil defense employees receive higher salaries, higher by far than the FBI, higher than even the Aeronautics and Space Administration, and I will refer to one other agency, the Small Business Administration, and that is an important agency in the operation of our Government, to make loans to small businesses throughout the country, and to try to relieve unemployment and at the same time not squander Federal money.

The average salary of small business officials and employees is \$8,015 as against your average of your Federal, what I would call bureaucracy, which you say is not a bureaucracy, of \$10,592.

Now does that not indicate to you that there should be a reexamination of salaries paid to civil defense employees and officials?

Mr. DURKEE. Mr. Senator, we are always examining that question both in terms of salaries and number of people. As a matter of fact, we have reduced by some 250 people since the responsibilities were transferred to us when this program has increased in size at least fourfold to fivefold.

Senator YOUNG. But with that present disparity far exceeding the Small Business Administration, and exceeding even the FBI and the Space Agency, don't you think it would be a good idea to make a further reexamination?

Mr. DURKEE. We try to have as professional a staff as we can, Mr. Senator, with as little clerical help as possible.

Senator YOUNG. I will not take further time. I am opposed to this bill, Mr. Chairman.

Chairman RUSSELL. Senator Inouye.

Senator INOUE. Mr. Chairman, I believe this is an appropriate time to thank Mr. Durkee and his staff and his predecessors in behalf of the people of Hawaii for the effective leadership his agency has given us for these many years. As you know, Mr. Chairman, we have had an active civil defense organization in Hawaii since December 7, 1941, up to this date, and I can't say enough to give our gratitude for the number of lives that this organization has saved in Hawaii. In the recent Alaskan disaster if we did not have a civil defense organization, I suppose we too would have suffered losses in lives. But we came through with flying colors without a single loss, although we suffered property damages. We consider the civil defense so important that the Governor of Hawaii has for the past several administrations appointed the adjutant general of the National Guard to serve at the same time as the director of civil defense in Hawaii. We have coordinated our facilities superbly with the military. It is an integral part of Hawaiian living I would say.

I hate to disagree with my very distinguished and friendly colleague, but Mr. Chairman, I would like to say that I am wholeheartedly in favor of this bill. And if I may, I have just one question.

Mr. DURKEE. Yes, sir.

Senator INOUE. Of your 1,042 Federal employees, wouldn't you say that the vast majority of them are actually in the administrative category.

Mr. DURKEE. They are professionals and not secretaries and clerks.

This is the nature of our work. We send professionals to give professional advice and guidance, and that is the nature of the personnel.

Senator INOUE. Therefore, it is understandable that the pay level would be slightly higher than the FBI, which includes secretaries, mail clerks, messenger boys.

Mr. DURKEE. Yes, sir; exactly.

Senator INOUE. So I think we should make this part of the record.

Senator THURMOND. Are the secretaries in a different category?

Are they paid separately?

Senator INOUE. The secretaries are usually paid by the States; aren't they?

Mr. DURKEE. What the Senator is saying is that in the nature of the work that we do our staff is composed largely of professional people who give professional advice. We have many fewer routine administrative things to do so that we can have a much smaller secretarial and clerical force than is usual. This particularly so in the—

Senator YOUNG. If I may ask of the 1,042 employees, that includes all of the employees.

Mr. DURKEE. Yes, indeed.

Senator YOUNG. That includes every one.

Mr. DURKEE. Yes, sir.

Senator YOUNG. From secretary and file clerk right up to the top?

Mr. DURKEE. Yes, sir, right up to the top.

Senator YOUNG. So they are no more professionals than are the FBI or NASA, are they? As a matter of fact you say that the 1,042

are all professionals. Well, from the bottom to the top of the FBI they are all professionals, are they not?

Mr. DURKEE. I was simply agreeing with the Senator from Hawaii's statement that in the nature of our operation it is a higher caliber of professional staff in terms of numbers. We need more professional staff at a higher grade than we do in other agencies because of the nature of our work.

They need more secretarial and administrative help so they have to have more—

Senator YOUNG. Would you say that was the situation of the National Aeronautics and Space Agency?

Mr. DURKEE. I think so, sir.

Senator YOUNG. You haven't studied that though, have you?

Mr. DURKEE. I have studied this question. I haven't studied it in detailed relations to other agencies to give you an answer of that kind.

Senator YOUNG. Are you able to break down and give us for the record, not this morning, but give us for the record, a detailed statement of the salaries of these 1,042?

Mr. DURKEE. Yes, sir.

Senator YOUNG. In a different category?

Mr. DURKEE. Yes, sir.

Senator YOUNG. Would you furnish that?

Mr. DURKEE. Yes, sir.

Senator YOUNG. Within a few days?

Mr. DURKEE. Today.

Senator YOUNG. I would like to have a copy.

(The following information was subsequently supplied:)

#### OFFICE OF CIVIL DEFENSE

*Breakdown of average salaries (permanent GS positions) actual as of fiscal year 1964*

Grade	Number	Average salary	Grade	Number	Average salary
GS-18.....	2	\$20,010	GS-9.....	37	\$7,638
GS-17.....	6	19,094	GS-8.....	10	7,217
GS-16.....	18	16,959	GS-7.....	58	6,442
GS-15.....	98	16,929	GS-6.....	76	5,940
GS-14.....	189	14,668	GS-5.....	146	5,218
GS-13.....	170	12,694	GS-4.....	71	4,631
GS-12.....	99	10,636	GS-3.....	24	4,273
GS-11.....	36	9,025			
GS-10.....	2	8,590	Total.....	1,042	.....

#### *Average GS grade as compared with FBI and NASA*

	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965
Office of Civil Defense.....	10.2	10.2	10.2
Federal Bureau of Investigation.....	8.0	7.9	7.9
National Aeronautical and Space Administration.....	10.0	10.0	10.0

*Distribution of professional versus other personnel*<sup>1</sup>

[In percent]

	Professional <sup>1</sup>	Other personnel <sup>1</sup>
Office of Civil Defense, Office of the Secretary of the Army -----	56	44
Federal Bureau of Investigation <sup>2</sup> -----	35	65
National Aeronautical and Space Administration <sup>2</sup> -----	37	63

<sup>1</sup> Professional personnel are defined as GS-12 and above; other personnel as GS-11 and below.

<sup>2</sup> Source: President's budget 1965.

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

It is important to note that since the civil defense program became a part of the Department of Defense in 1961 that the Office of Civil Defense has reduced its overall personnel strength by 18 percent from 1,300 to 1,042.

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

Senator INOUE. Mr. Chairman, I have no further questions.

Chairman RUSSELL. Mr. Durkee, do you know in my State they have had a severe drought in the last 2 or 3 years, and the State civil defense agency supplied pumps and pipelines that enable a small community to change its source of water supply. I suppose they got that through excess or surplus property channels.

Mr. DURKEE. They got that, sir, from engineering stockpiles which the Federal Government holds and makes available for that purpose.

It came directly from our regional office in Thomasville, Ga.

Chairman RUSSELL. The State I believe has custody of this.

Mr. DURKEE. Yes, we gave custody to the State to use for those purposes, and then the State administers it down to the local community.

Chairman RUSSELL. Any further questions of Mr. Durkee? If not, we thank you, Mr. Durkee.

The committee will now go into executive session.

Mr. DURKEE. Thank you very much, Mr. Chairman.

(Whereupon, at 11:45 a.m., the committee went into executive session.)

(Subsequently, in executive session, the committee voted to report H.R. 10314, without amendment, as covered by S. Rept. 1120.)



Distribution of professional social class

in 1950

Profession	Percentage
Professionals	10.0
Intermediate	25.0
Non-manual	65.0

The distribution of professional social class in 1950 is shown in Table 1. The distribution is similar to that in 1940, but with a slight increase in the proportion of professionals and a corresponding decrease in the proportion of non-manual workers. The distribution of professional social class in 1950 is similar to that in 1940, but with a slight increase in the proportion of professionals and a corresponding decrease in the proportion of non-manual workers. The distribution of professional social class in 1950 is similar to that in 1940, but with a slight increase in the proportion of professionals and a corresponding decrease in the proportion of non-manual workers.

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