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CONTINUING CERTAIN CIVIL DEFENSE
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HEARING
BEFORE THE
COMMITTEE ON ARMED SERVICES
UNITED STATES SENATE
NINETY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 15004

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

MAY 16, 1968

Printed for the use of the Committee on Armed Services

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CONTINUING CERTAIN CIVIL DEFENSE
AUTHORITIES

HEARING
COMMITTEE ON ARMED SERVICES
UNITED STATES SENATE

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CONTINUING CERTAIN CIVIL DEFENSE AUTHORITIES

THURSDAY, MAY 16, 1968

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

The committee met, pursuant to notice at 10:30 a.m., in room S-106, the Capitol Building.

Present: Senators Russell (presiding), Symington, Cannon, Young of Ohio, Byrd, Jr., of Virginia, Smith, Thurmond, Miller, Tower, Pearson, and Dominick.

Also present: William H. Darden, chief of staff; T. Edward Braswell, Jr., professional staff member; Charles B. Kirbow, chief clerk; and Herbert S. Atkinson, assistant clerk.

Chairman RUSSELL. The first bill on the committee's agenda this morning is H.R. 15004, which is a bill to extend for a period of 4 years three civil defense authorities that would otherwise expire on June 30, 1968. These authorities are: (1) the program to provide financial matching to States for civil defense personnel and administrative expenses; (2) the program to procure radiological equipment, to donate this equipment to States and to maintain it after the donation; and (3) the program to make matching payments for travel and per diem expenses of trainees at civil defense schools.

(H.R. 15004 follows:)

[H.R. 15004, 90th Cong., second 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, 1968, 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, 1972.

Passed the House of Representatives March 18, 1968.

Attest:

W. PAT JENNINGS, *Clerk.*

Chairman RUSSELL. Many mayors and governors have informed the committee about their concern of the possible expiration of this authority. Without an extension of this authority appropriations for these purposes may not be included in the independent offices appropriation bill.

The bill does not grant any new authority, and it does not increase the ceiling of \$25 million that applies to the amounts that may be appropriated in any 1 year for assistance to States for local civil defense personnel and administrative expenses.

(1)

Some members of the committee may recall that in 1958 this committee converted these authorities from proposed permanent ones to temporary ones.

The first witness on this bill is Mr. Joseph Romm, Acting Director of Civil Defense, Department of the Army.

Mr. Romm, you may proceed.

STATEMENT OF JOSEPH ROMM, ACTING DIRECTOR OF CIVIL DEFENSE, DEPARTMENT OF THE ARMY, ACCOMPANIED BY HUBERT A. SCHON, DEPUTY DIRECTOR OF CIVIL DEFENSE; MRS. JANE F. HANNA, DEPUTY DIRECTOR OF CIVIL DEFENSE; CHARLES M. MANNING, GENERAL COUNSEL; JOHN W. McCONNELL, ASSISTANT DIRECTOR FOR PLANS AND OPERATIONS; TROY V. McKINNEY, COMPTROLLER; EDWARD S. JOHNSON, DEPUTY COMPTROLLER; FREDERIC E. STEVENSON, STAFF DIRECTOR, PROGRAM DIVISION

Mr. ROMM. Mr. Chairman, it is a pleasure to be able to support this bill. I have two statements, one from the Secretary of the Army, Mr. Resor, and my own. If I may be allowed to proceed, I will read Mr. Resor's statement and then portions of mine.

STATEMENT OF HON. STANLEY R. RESOR, SECRETARY OF THE ARMY

Secretary RESOR. Mr. Chairman and members of the committee, I am pleased to support H.R. 15004, a bill to extend for an additional 4 years, the authority in the Federal Civil Defense Act to provide several forms of financial assistance for civil defense purposes to the States and localities. These authorities are due to expire on June 30, 1968. They were last extended in 1964.

This request for an extension is part of the fiscal year 1969 legislative program for the Department of Defense. We are not requesting any new authority, nor are we asking for any modification of existing authority. These authorities would continue to be subject to spending limitations in the Federal Civil Defense Act.

While this committee is familiar with the rationale for our civil defense program, a brief word about the need for, and basis of, the fallout shelter oriented program seems appropriate. Department of Defense studies validate fallout shelters as an important element of the total strategic defense program. These analyses show that under a wide range of hypothetical nuclear attacks against the United States, fallout shelters would be directly responsible for saving tens of millions of lives. These studies also show that in large-scale nuclear attacks, a fallout shelter system has a greater lifesaving potential for the investment involved than any other element of strategic defense. It complements the damage-limiting effectiveness of other strategic defense elements.

The civil defense program for fiscal year 1969 contemplates no important changes in its basic objective. Attaining comprehensive fallout shelter system and its requisite support to protect the population from radioactive fallout in the event of nuclear attack remains the basic objective. This system is based on the use of protection afforded by and inherent in existing buildings. These, as you know,

have been and are being surveyed, marked and stocked. We continue to survey large and smaller structures, and we are also surveying the protection afforded by homes with basements. OCD actively seeks to influence design of new construction to produce the most fallout protection possible consistent with building function, esthetics and cost limitations. Our program includes support of the necessary planning, organization and training by local governments for the emergency use of these fallout protected areas of existing buildings.

In this program, the States and localities must plan for emergency operations, that is, using all resources available to them to cope with conditions which will result from an enemy attack. The Federal Government places a heavy responsibility on the States and local governments for civil defense. The Federal Government must continue to assist the States and localities in the most effective and economical ways possible in this national defense effort.

The most important form of financial assistance afforded to State and local civil defense is that by which the Office of Civil Defense contributes to the personnel and administrative expenditures of State and local civil defense organizations. This importance is measured not in terms of the total dollars expended but rather in its impact on the capability of State and local civil defense offices to perform their civil defense functions.

Civil defense is, by statute, a joint responsibility of the Federal Government and the States and their political subdivisions. The Federal role in civil defense primarily is to provide guidance and assistance. Actual operation, not only under emergency conditions, but also day-to-day operations, are carried out at the local level.

It is the local civil defense agency which must obtain shelter licenses, and stock these shelter areas. It is at the local level that people must be trained as shelter managers or radiological monitors. It is at the local level that a community shelter plan must be developed, telling people where to go and what to do in the event of an attack. The local government must develop a plan to use all of the physical and organizational resources of the community to cope with an emergency which might be caused by an enemy attack.

A local government must have a continuing civil defense capability to coordinate all facets of its civil defense program. It must have a professional civil defense staff commensurate with its civil defense needs.

Currently all of the States, the District of Columbia, Puerto Rico, and the Virgin Islands have State-level civil defense offices. In addition, over 1,800 jurisdictions with population amounting to 120 million people receive financial assistance for personnel and administrative expenses.

Most of the States and many local governments budget on a fiscal year basis. In order to maintain their civil defense operations, they must continue to receive this financial assistance. The basic statute requires that these personnel meet standards established under a merit system. Civil defense employees are thus career Government employees and can only be released from their positions in accordance with State and local civil service regulations. This means usually that if employees must be released, they must be given at least 30 days' notice. We consider it an urgent requirement that the authority be extended no later than June 1, to avoid the dislocation

that would be caused by State and local governments having to issue to their employees reduction in force notices.

Authority for appropriations involving over \$22 million in the fiscal year 1969 budget request for civil defense is dependent on this legislative request.

I urge your support of this request for extension of these authorities as an important segment of our defense posture.

STATEMENT OF JOSEPH ROMM, ACTING DIRECTOR OF CIVIL DEFENSE, DEPARTMENT OF THE ARMY

Mr. ROMM. Now, if I may, I would like to proceed to my own statement and read these selected portions of it which expands on the the specific authorities which we are requesting to the extended.

A number of the authorities to provide assistance under the act are permanent. However, three forms of assistance are subject to periodic review by Congress. These are the authority: (1) to make financial contributions to States for necessary and essential State and local personnel and administrative expenses; (2) to donate to States radiological instruments and to maintain them; and (3) to contribute to the travel costs of students attending OCD schools.

The authority for these expires on June 30, 1968. H.R. 15004 would amend the Federal Civil Defense Act by changing the June 30, 1968, date to June 30, 1972. As the chairman pointed out these authorities were originally granted in 1958 with a 6-year time limitation. In 1964 they were extended for an additional 4 years.

I would like to reemphasize Secretary Resor's point about timely action by the Congress on this bill. Personnel supported under the personnel and administrative expense assistance are employed under State or local civil service regulations. They can only be released from duty in accordance with those rules. If the personnel and administrative assistance were not to be extended, it would be necessary for most States and localities to initiate substantial reductions in force as they budget on the basis that they will continue to receive Federal support funds.

Generally, the State and local regulations require advance notice of reductions in force. Thus, unless the authorities have actually been extended by about the 1st of June, most State and local governments must take steps to begin reductions, as they would not be assured of continued receipt of Federal funds.

The Office of Civil Defense contributes to necessary and essential State and local civil defense personnel and administrative expenses under section 205 of the Federal Civil Defense Act. Financial contributions are based upon federally approved statewide plans administered by the State civil defense office. To assure that people employed in civil defense are competent professionals, the plans must provide for personnel standards on the merit basis. The Federal Government, however, is specifically prohibited from exercising any authority with respect to the selection, tenure of office, and compensation of any employee. While the basic authority was enacted in the summer of 1958, funds were not immediately provided. The first appropriation was made for the latter part of fiscal year 1961. The first full year of Federal support was fiscal year 1962. In that year 916 counties and municipalities participated. This doubled by fiscal year 1967. Obligations increased from about \$10.5 million to nearly \$17.5 million, State

and local employment through the assistance amounted to 4,234 full-time and 1,581 part-time employees by the end of fiscal year 1967.

We are requesting that \$19.1 million be made available in the fiscal year 1969 appropriation. We anticipate participation by about 2,040 political subdivisions, as well as all the States, the District of Columbia, Puerto Rico, and the three territories.

Over the next 4 years we estimate that the annual requirements for this assistance will increase to \$23.5 million. This amount is expected to cover the anticipated increase in the number of participating political subdivisions and projected increases in salaries in line with merit system regulations. The current spending limitation set out in section 401 of the Federal Civil Defense Act is \$25 million per annum.

The second financial assistance authority which expires on June 30, is a proviso to section 201(h) of the act. Under this authority the Office of Civil Defense (1) grants radiological instruments to the States, not only for training purposes, but also for public shelters and for a nationwide radiation monitoring system; and (2) provides for maintaining and calibrating these instruments.

These measuring instruments are the only known means for determining with any degree of precision the hazards to people from radioactive fallout. The instruments are designed to measure the rate of exposure at a particular moment and also measure the total dose received. Through April 1, 1968, the Office of Civil Defense granted to the States nearly 3.3 million instruments valued at \$26.6 million. We do not plan additional procurement of instruments in the next fiscal year, but if our current rate of issue continues, we will need to initiate further procurement in fiscal year 1970. However, we must continue in fiscal year 1969 to grant instruments to the States and to maintain and calibrate the instruments already in the hands of the States.

We have projected our appropriation requirements for all costs associated with this indispensable element of the civil defense program, for the 4-year period to be covered by the extended authority, as: for procurement of instruments, as I said in fiscal year 1969, none; fiscal year 1970, \$3.7 million; fiscal year 1971, \$3.6 million, fiscal year 1972, \$3.6 million; for maintenance and calibration—including spare parts—in fiscal year 1969, \$2.8 million; fiscal year 1960 through 1972, \$4 million each year; for Federal assembly, warehousing, and transportation costs, \$0.5 million per year, fiscal year 1969 through fiscal year 1972.

The third authority requiring extension is that specified in section 201(e) of the Civil Defense Act, to match travel expenses of students sent by State and local governments to OCD schools or classes. Currently this is applied to students attending the National Civil Defense Staff College at Battle Creek, Mich.

Chairman RUSSELL. How much did you spend for that last year?

Mr. ROMM. That is only \$30,000 for fiscal 1969 and it is a small amount. There are only 498 students in fiscal year 1967 who were actually matched travel funds. Most of the people who come there are supported fully by their own people.

I would like now, if I may, to give this committee a progress report as of the end of April. The data in the formal statement are as of the end of January. We get an opportunity to report progress to this committee very seldom and I would like to do this now.

As of the end of April the shelter survey had located fallout shelter for over 172 million people in 185,000 buildings around the country; 106,000 such shelter facilities are already marked with a black and yellow sign, and 89,000 of them have been stocked to date with stocks sufficient to maintain over 85 million people for an 8-day period.

In addition, in the 22 States where a home fallout protection survey has been completed we have found protection in the basements of 6.3 million homes for over 22 million people and this protection is adequate and can be brought up, most of it, brought up to the national standard with very little improvement.

Further, there are over 2,300 emergency operating centers at State and local levels that are currently in operation in jurisdictions covering over 108 million people.

Our national warning system extends to 1,500 warning points. This starts in the NORAD combined operation center in Cheyenne Mountain, and over a thousand of those points are in operation 24 hours a day.

There have been over 65,000 radiological monitoring stations equipped, as I had said, with these 3½ million instruments, and over a quarter of a million trained monitors are available to use these instruments if they are ever needed.

Community shelter planning projects have been initiated in over 630 metropolitan areas and counties covering about 60 million people, and I have some samples of these if you are interested. This is where plans are made for the most beneficial use of the shelters that have been located for the population there, and then the people are informed of how to use these, if needed.

Our training program continues to be fairly aggressive. In our adult education program on personal and family survival over 2 million people have been trained to date. The medical self-help program, which teaches people a health aid, a cut above Red Cross aid, almost 6 million people have been trained.

Our university extension program which provides skills training to our civil defense people around the country and orients the political leaders at the local level—almost a quarter of a million people have gone through that.

Architects and engineers over 15,000 of them have been trained in the fallout shelter analysis techniques and how to design shelter into new buildings, and in addition 330,000 labor union members have received civil defense orientation training.

Before I leave this subject, I would like to end with reporting to you the progress we made in Civil Defense in the advancing and developing of an affirmative public attitude toward these programs.

Senator SYMINGTON. Are you going back to your original statement?

Mr. ROMM. Yes, sir.

Senator SYMINGTON. What page?

Mr. ROMM. I am at the top of page 13.

In every one of our efforts which has contact with the public the civil defense program receives positive public support and acceptance, and I would like to cite three facts to substantiate this.

First, there is widespread active participation by local governments in the civil defense effort. Over 4,200 local political jurisdictions develop program papers in accordance with Federal guidance. In total, these governments represent more than 83 percent of the Nation's population. Such widespread participation would not be

possible at the local political level without public acceptance and support.

Second, of the more than 120,000 building owners approached to date, 88 percent have signed agreements permitting the marking and stocking of their buildings and planning for their use as fallout shelters in the event of nuclear attack. Of the 12 percent who did not, most declined for administrative reasons, that is, building ownership was in process of change, the building was to be renovated or torn down, or activity in the building was sensitive and public access could not be permitted. Less than 3 percent of the building owners approached refused because they were unsympathetic to the program.

Third, in the 22 States in which the home fallout protection survey has been completed to date, over half were surveyed by mail. Questionnaires were mailed to 5.9 million homeowners. Over 77 percent of those receiving the mail questionnaire took the time to complete the form and return it. This voluntary public response amply demonstrates the positive reaction of the average citizen to civil defense, when he is asked to do something practical.

I urge the committee's early and favorable action on H.R. 15004. Thank you, Mr. Chairman.

(The complete prepared statement of Mr. Romm follows:)

Mr. Chairman and Members of the Committee, I appreciate the opportunity to present information to this Committee in Support of H.R. 15004, a bill "to further amend the Federal Civil Defense Act of 1950, as amended, to extend the expiration date of certain authorities thereunder."

As part of its responsibilities under the Federal Civil Defense Act, the Federal Government provides substantial support to State and local governments to assist them in carrying out their responsibilities for civil defense. This meets the intent of the Act which states that the responsibility for civil defense is vested jointly in the Federal Government and in the States and their political subdivisions.

A number of the authorities to provide assistance under the Act are permanent; however, three forms of assistance are subject to periodic review by the Congress. These are the authority: (1) to make financial contributions to States for necessary and essential State and local personnel and administrative expenses; (2) to donate to States radiological instruments and to maintain them; and (3) to contribute to the travel costs of students attending OCD schools.

The authority for these expires on June 30, 1968. HR 15004 would amend the Federal Civil Defense Act by changing the June 30, 1968 date to June 30, 1972. These authorities were originally granted in 1958 with a six-year time limitation. In 1964 they were extended for an additional four years.

I would like to reemphasize Secretary Resor's point about timely action by the Congress on this bill. Personnel supported under the personnel and administrative expense assistance are employed under State or local civil service regulations. They can only be released from duty in accordance with those rules. If the personnel and administrative assistance were not to be extended, it would be necessary for most States and localities to initiate substantial reductions in force as they budget on the basis that they will continue to receive Federal support funds.

Generally, the State and local regulations require advance notice of reductions in force. Thus, unless the authorities have actually been extended by about the first of June, most State and local governments must take steps to begin reductions, as they would not be assured of continued receipt of Federal funds.

The Office of Civil Defense contributes to necessary and essential State and local civil defense personnel and administrative expenses under Section 205 of the Federal Civil Defense Act. Financial contributions are based upon Federally approved State-wide plans administered by the State Civil Defense office. To assure that people employed in civil defense are competent professionals, the plans must provide for personnel standards on the merit basis. The Federal Government, however, is specifically prohibited from exercising any authority with respect to the selection, tenure of office, and compensation of any employee.

These requirements are identical to those in effect for a number of Department of Health, Education and Welfare and Department of Labor assistance programs for financing personnel and administrative costs. The Department of Defense, the Department of Health, Education and Welfare, and the Department of Labor have issued joint standards applicable to the merit systems of participating State and local governments. The Department of Health, Education and Welfare administers these standards for all the Federal agencies involved.

While the basic authority was enacted in the summer of 1958, funds were not immediately provided. The first appropriation was made for the latter part of FY 1961. The first full year of Federal support was FY 1962. In that year 916 counties and municipalities participated. This doubled by FY 1967. Obligations increased from about \$10.5 million to nearly \$17.5 million. Employment through this assistance amounted to 4,234 full-time and 1,581 part-time employees by the end of FY 1967.

We are requesting that \$19.1 million be made available in the FY 1969 appropriation. We anticipate participation by about 2,040 political subdivisions, as well as all the states, the District of Columbia, Puerto Rico, and the three Territories.

Over the next four years we estimate that the annual requirements for this assistance will increase to \$23.5 million. This amount is expected to cover the anticipated increase in the number of participating political subdivisions and projected increases in salaries in line with merit system regulations. The current spending limitation set out in Section 401 of the Federal Civil Defense Act is \$25 million per annum.

Before a local government can receive funds under these programs, or receive any financial assistance from OCD, it must have submitted a "program paper" which is reviewed and approved by the State Civil Defense Office and by OCD. This program paper is really an annual plan. The local jurisdiction sets its own specific and measurable goals for the fiscal year. It defines where the community is at the beginning of the year, and where it intends to be at the end of the year with the resources available to the local government. OCD annually issues guidance on program emphasis. This points out the priority items. The program paper is not only useful to OCD in determining propriety of support to a particular county, city, or town, it is also useful to the local director in developing his program for review by the local executive and legislative body.

A principal function of a civil defense agency is to plan for the use of organized and trained State and local government employees who will carry out civil defense operations which fall within the regular functions of their departments of government. At the local level these are usually augmented by nongovernmental support personnel and services. In operation, civil defense is basically civil government acting under emergency conditions using all of the resources available to meet the situation. The civil defense staff forms the nucleus for coordinating emergency operations which would be carried out by the various agencies of government such as the fire department, the health department, the police department and others from among the some 3.7 million State and local government employees who would be involved in civil defense in an emergency.

In addition, the local civil defense staff performs those activities that are not related to day-to-day government activities but which are essential to establishing and improving our civil defense posture.

The local civil defense office:

- Obtains shelter licenses from the building owner, marks the shelters, installs and maintains the emergency supplies, and performs periodic readiness checks on these supplies;

- Makes arrangements to establish an emergency operating center, procedures for its operation, training of personnel and development of a system to alert key government officials;

- Establishes the public warning system, a radiological monitoring system and supporting emergency communications;

- Conducts training programs and assists other agencies having civil defense functions in the development of auxiliaries for such services as fire, police and rescue;

- Maintains a public training and information program on civil defense.

The funds granted under the personnel and administrative expense program support all of these activities.

The second financial assistance authority which expires on June 30 is a proviso to Section 201(h) of the Act. Under this authority the Office of Civil Defense (1) grants radiological instruments to the States, not only for training purposes, but also for public shelters and for a nationwide radiation monitoring system; and (2) provides for maintaining and calibrating these instruments.

These measuring instruments are the only known means for determining with any degree of precision the hazards to people from radioactive fallout. The instruments are designed to measure the rate of exposure at a particular moment and also measure the total dose received. Through April 1, 1968, the Office of Civil Defense had granted to the States nearly 3.3 million instruments valued at \$26.6 million. We do not plan additional procurement of instruments in the next fiscal year, but if our current rate of issue continues, we will need to initiate further procurement in fiscal year 1970. However, we must continue in fiscal year 1969 to grant instruments to the States and to maintain and calibrate the instruments already in the hands of the States. By the end of fiscal year 1967 the grant, inspection, maintenance and calibration program included all the States, the District of Columbia and Puerto Rico.

We have projected our appropriation requirements for all costs associated with this indispensable element of the civil defense program, for the four year period to be covered by the extended authority, as: for procurement of instruments—in FY 1969—none, FY 1970—\$3.7 million, FY 1971—\$3.6 million, FY 1972—\$3.6 million; for maintenance and calibration (including spare parts)—in FY 1969—\$2.8 million, FY 1970 through 1972—\$4.0 million each year; for federal assembly, warehousing and transportation costs—\$0.5 million per year, FY 1969 through FY 1972.

The third authority requiring extension is that specified in Section 201(e) of the Civil Defense Act, to match travel expenses of students sent by State and local governments to OCD schools or classes. Currently this is applied to students attending the National Civil Defense Staff College at Battle Creek, Michigan.

Courses for which this assistance is currently provided, include:

- Civil Defense Management.
- Plans and Operations.
- Radiological Defense Officer.
- Radiological Monitor Instructor.
- Shelter Manager Instructor.

OCD provides up to one-half of the cost of travel and per diem expense of State and local students in attendance. Costs cannot exceed, and are paid in accordance with, the requirements in the Standardized Government Travel Regulations of the Federal Government. Many students taking civil defense courses would be unable to do so without the assistance afforded under this program. In the aggregate, the financial assistance provided here is very small (the FY 1969 appropriation request is \$30,000), but it is quite important to the program. During FY 1967, 498 students had up to one-half of their travel and per diem costs reimbursed. These were key people to the program, such as local directors and other State and local officials, and instructors at the local level.

There is no doubt in my mind as to the absolute necessity of the continuation of these forms of financial assistance if we are to have continued progress in the civil defense program. Progress has been made and I would like to present to this Committee a brief status report.

SHELTER PROGRAM

Through January 31, 1968 shelter space for over 166 million people had been identified in more than 182,000 buildings throughout the country. Of these, over 105,000 buildings have already been marked with a black and yellow shelter sign, indicating their availability to the public in event of emergency. 87,000 buildings, with a capacity to protect over 83 million people, had received austere Federal shelter supplies which would maintain these people for an average of eight days, in addition to the supplies normally found in these buildings.

The Home Fallout Protection Survey, initiated two years ago, has now been completed in 18 states and is in process in 4 others. Shelter has been identified in over 5.7 million homes for almost 20 million occupants of these homes. Such shelter has a protection factor over 20, most of which can be upgraded easily to the national standard.

Community Shelter Planning projects have been initiated in 619 planning areas. These will provide information to the public on where to go and what to do in the event of an attack. Population of these areas amounts to 58 million people.

EMERGENCY OPERATIONS

At the end of the year, State and local governments had established 2,255 emergency operating centers. In addition, 677 emergency operating centers are in the process of being completed. These centers provide a local civil command post to coordinate and direct emergency operations in political jurisdictions containing approximately 108 million people.

The program to provide selected radio broadcast stations of the Emergency Broadcast System with fallout protection, emergency power and communication links to local government, to assure their operation in a fallout environment has been initiated in 626 stations. 507 of these have already been provided with fallout protection, and 452 stations are fully operational.

The National Warning System has been extended to over 1300 warning points at State and local government levels, almost a thousand of which are operational 24 hours a day. The system is tested daily and is capable of providing simultaneous attack warning throughout the Nation.

Radiation monitoring capability, which includes instruments and trained radiation monitors, is now available in over 64,000 monitoring stations across the country. In addition, over 87,000 shelter facilities have been provided with radiation monitoring instruments.

TRAINING

Public training has been provided through our adult education courses, medical self-help training programs, and the Department of Agriculture Extension Service. Well over 7 million people have taken advantage of this public training. In addition, through the auspices of the labor unions, over 330,000 labor leaders and union members have received civil defense instruction. Similarly, industrial leaders have attended orientation courses and received training in civil defense skills.

Civil defense skills training has been provided to State and local government employees, to those assigned to Civil Defense, and to those with emergency assignments in other departments of their government. Skills training has been provided through the Civil Defense Staff College, the nation's universities and colleges, adult education programs provided in nation's high schools, and by military training teams. Such skills training includes civil defense management, emergency operations, shelter management, and radiological monitoring instructors, as well as radiological monitors and shelter managers.

To date, over 14,000 architects and engineers have been qualified in fallout shelter design and shelter analysis through graduate level training. Over a quarter of a million people have been trained in radiological monitoring and 66,000 persons have received training in shelter management.

In addition, local governments have organized and trained volunteers to augment their emergency capability. Local governments report that they have enrolled and trained over 500,000 auxiliary personnel in the public safety services alone.

There are attached to this statement a statistical summary of the progress in our major programs as of January 31 and historical data on the appropriations and activities in civil defense under the authorities requested to be extended in this legislation.

A report of progress on civil defense would be incomplete without covering the advances made in developing an affirmative public attitude toward this program. In every one of our efforts which has contact with the public, the civil defense program receives positive public support and acceptance. I cite three facts to substantiate this:

1. There is widespread active participation by local governments in the civil defense effort. Over 4,000 local political jurisdictions develop program papers in accordance with Federal guidance. In total, these governments represent more than 83% of the Nation's population. Such widespread participation would not be possible at the local political level without public acceptance and support.

2. Of the more than 120,000 building owners approached to date, 88% have signed agreements permitting the marking and stocking of their buildings and planning for their use as fallout shelters in the event of nuclear attack. Of the 12% who did not, most declined for administrative reasons, i.e., building ownership was in process of change, the building was to be renovated or torn down, or activity in the building was sensitive and public access could not be permitted. Less than 3% of the building owners approached refused because they were unsympathetic to the program.

3. In the 22 States in which the Home Fallout Protection Survey has been completed to date, over half were surveyed by mail. Questionnaires were mailed to 3.7 million home owners. Over 77% of those receiving the mail questionnaire took the time to complete the form and return it. This voluntary public response amply demonstrates the positive reaction of the average citizen to civil defense, when he is asked to do something practical.

I urge the Committee's early and favorable action on H.R. 15004.

STATISTICAL SUMMARY, JANUARY 31, 1968

I. <i>Fallout shelter surveys</i>	<i>Structures</i>	<i>Spaces¹</i>
National Fallout Shelter Survey -----	182, 694	166, 554, 000
Marked -----	105, 204	97, 220, 000
Stocked (rated capacity) -----	87, 006	83, 352, 000
Smaller Structures Survey -----	95, 215	2, 276, 000
Home Fallout Protection Survey ² -----	212, 130	801, 000
HFPS Space PF 20 to 40 -----	5, 716, 084	19, 683, 000
II. <i>Emergency operating centers (12/31/67)</i>		
Completed -----		2, 255
In Process -----		677
III. <i>Broadcast station protection program</i>		
Stations in Program -----		626
(Estimated National Requirement: 658)		
IV. <i>Warning points</i> -----		1, 335
V. <i>Radiological monitoring stations</i> -----		64, 642
VI. <i>Jurisdictions filing program papers with OCD</i> -----		4, 188
VII. <i>Community shelter planning projects</i>		
Funded Projects Started -----		184
Non-Funded Projects Started -----		435
VIII. <i>Training</i>		
Adult Education (12/31/67) -----		2, 101, 136
Medical Self-Help -----		5, 513, 514
University Extension Program (12/31/67) -----		209, 303
Architect-Engineer Fallout Shelter Analysts -----		14, 299
Military Installation Radef Monitoring (12/31/67) -----		17, 635
Labor leaders oriented -----		7, 584
Labor union members instructed -----		322, 618

¹ Except for last HFPS figure, PF 40 or better spaces.

² Based on complete reports from Rhode Island, Minnesota, Maine, Utah, Nebraska, Iowa, Kansas, W. Virginia, Colorado, Wyoming, New Hampshire, Vermont, Idaho, Wisconsin, Washington, Montana, S. Dakota and N. Dakota; and interim reports from Alaska, Nassau-Suffolk Cos., New York, Michigan and Oregon. Total "spaces" are the number of sheltered occupants in the homes.

CIVIL DEFENSE APPROPRIATION HISTORY, FISCAL YEARS 1964-68

	Fiscal year—	Requested	Granted
Total -----	1964	\$346, 900, 000	\$111, 600, 000
	1965	358, 000, 000	105, 200, 000
	1966	193, 900, 000	106, 800, 000
	1967	134, 400, 000	102, 100, 000
	1968	111, 000, 000	86, 100, 000
Personnel and administrative expenses -----	1964	18, 000, 000	15, 000, 000
	1965	18, 700, 000	16, 000, 000
	1966	18, 500, 000	16, 000, 000
	1967	18, 500, 000	18, 500, 000
	1968	20, 000, 000	18, 500, 000
Radef procurement -----	1964	1, 400, 000	0
	1965	4, 700, 000	1, 000, 000
	1966	2, 500, 000	0
	1967	800, 000	0
	1968	1, 500, 000	0
Radef maintenance and calibration -----	1964	2, 000, 000	1, 500, 000
	1965	2, 200, 000	1, 800, 000
	1966	2, 900, 000	1, 400, 000
	1967	4, 800, 000	3, 500, 000
	1968	4, 700, 000	3, 800, 000
Student travel -----	1964	300, 000	200, 000
	1965	300, 000	100, 000
	1966	100, 000	100, 000
	1967	100, 000	40, 000
	1968	4, 000	30, 000

¹ Funds reprogrammed to extend contracts for State maintenance and calibration to all 50 States, District of Columbia, and Puerto Rico.

STATE AND LOCAL CIVIL DEFENSE PERSONNEL AND ADMINISTRATIVE EXPENSES

(OCD matching funds program under sec. 205)

(In fiscal years)

	Actual, 1964	Actual, 1965	Actual, 1966	Actual, 1967	Estimated, 1968
Number of participants:					
State.....	50	50	50	50	50
District of Columbia and territories.....	5	5	5	5	5
Subdivisions.....	1,387	1,498	1,639	1,848	2,030
Total.....	1,442	1,553	1,694	1,903	2,085
Personnel strength:					
State, District of Columbia, and territories.....	1,929	1,880	1,816	1,806	1,810
Subdivisions.....	3,417	3,556	3,669	4,009	4,375
Total.....	5,346	5,436	5,485	5,815	6,185
Obligations:					
State, District of Columbia, and territories.....	\$6,111,229	\$6,604,845	\$6,123,708	\$7,220,119	\$7,235,000
Subdivisions.....	8,209,667	8,867,018	9,289,952	10,156,381	11,265,000
Total.....	14,320,896	15,471,863	15,413,660	17,376,500	18,500,000
Personnel services.....	(11,544,481)	(12,699,005)	(12,836,835)	(14,603,076)	(15,540,000)
Travel.....	(739,620)	(902,637)	(882,670)	(960,225)	(1,017,000)
All other.....	(2,036,795)	(1,870,221)	(1,694,155)	(1,813,199)	(1,943,000)
Average Salary: Federal share.....	2,159	2,336	2,340	2,511	2,512

RADIOLOGICAL DEFENSE EQUIPMENT—DISTRIBUTION TO STATES

	Total through June 30, 1964	Fiscal years 1965-68		Total through June 30, 1968
		Actual, to Dec. 31, 1967	Estimated, January-June 1968	
To high schools.....	159,599			159,599
For training.....	232,579	42,909	1,500	276,988
For public shelters.....	281,210	194,265	29,500	504,975
For monitoring stations.....	226,397	142,567	9,000	377,964
Dosimeters and charges for emergency workers.....	950,001	761,458		1,711,459
Subtotal.....	1,849,786	1,141,199	40,000	3,030,985
State maintenance and repair working stocks.....		303,019	30,000	333,019
Total.....	1,849,786	1,444,218	70,000	3,364,004

ADDITIONAL DISTRIBUTION PLANNED DURING NEXT 5 YEARS

	<i>Instruments</i>
For 60,000 public shelters.....	300,000
For 50,000 monitoring stations.....	300,000
For emergency workers (dosimeters and chargers).....	1,600,000
For training.....	40,000
For 1,000 aerial monitoring teams.....	8,000
Total planned distribution.....	2,248,000

Instruments issued for public shelters through December 31, 1967, have equipped 87,730 shelter facilities.

Instruments issued for fixed monitoring stations through December 31, 1967, have equipped 64,246 monitoring stations.

STUDENT EXPENSE PROGRAM—FEDERAL MATCHING FUNDS FOR STUDENT TRAVEL AND PER DIEM

Fiscal year:	Number of students	Federal travel reimbursement	Average cost per student
1960.....	423	\$30,088	\$71.13
1961.....	2,038	125,408	61.53
1962.....	2,997	181,130	60.44
1963.....	2,349	130,416	55.52
1964.....	1,438	84,032	58.44
1965.....	1,102	62,087	56.34
1966.....	520	34,512	66.37
1967.....	498	40,228	80.78
1968 estimate.....	375	30,000	80.00
Total.....	11,740	717,901	61.15

Note: The average cost per student has increased in fiscal years 1967 and 1968 due to the closing of 2 OCD schools on the east and west coasts in the fall of 1966, requiring travel for greater distances to the remaining OCD school, the staff college in Battle Creek, Mich.

CIVIL DEFENSE AUDIT PROGRAM

STATE AND LOCAL PERSONNEL AND ADMINISTRATIVE EXPENSES

Following the transfer of the civil defense program to the Department of Defense by President Kennedy in 1961, the Office of Civil Defense established an audit staff to perform audits of the matching funds grants to the States for necessary and essential State and local civil defense personnel and administrative expenses. These audits are to assure compliance with Federal regulations and standards in the use of these funds at State and local level. On-site audits are performed at least once annually of each State-level program and representative samples of local programs below state level are selected for on-site audit. These samples cover approximately one-fourth of the local subdivisions participating in the program. The following statistics reflect the results of this audit program over the last 4½ years:

Fiscal year:	Amount audited	Recommended for disallowance	Percent of amount audited	Amount questioned	Percent of amount audited
1964.....	\$27,950,964	\$308,855	1.1	\$3,254,759	11.6
1965.....	28,538,469	341,292	1.2	1,561,284	5.5
1966.....	25,999,586	387,503	1.5	1,109,719	4.3
1967.....	26,998,871	207,344	.8	625,447	2.3
1968 (1st half).....	13,218,146	58,208	.4	502,331	3.8

Amounts reported represent total costs examined, not Federal share.

The above summary shows that the percentage of amounts recommended for disallowance and questioned compared to the amount audited has consistently decreased. This indicates continued improvement in program management at all three levels of government, Federal, State and local, involved in administration of the program.

Chairman RUSSELL. Mr. Romm, all of the activities of civil defense at the present time are apparently geared to the possibility of a nuclear attack.

Mr. ROMM. At the Federal level, the Federal Civil Defense Act requires that we provide preparations and planning to meet an enemy attack. The State and local ordinances that support civil defense at that level have broadened this at the State and local level to include national disaster planning and participation, very active participation, in natural disasters.

When these occur, our people go in and help.

Chairman RUSSELL. So you do have a program relating to natural disasters?

Mr. ROMM. We assist in natural disasters, but our reason for being there is preparation for attack.

Chairman RUSSELL. Have you given any consideration just to the manner in which you might be able to help in preventing the plunder and pillage and destruction of our cities by indigenous mobs?

Mr. ROMM. Yes, sir.

We have from the very beginning told local jurisdictions that whatever civil defense assets are available to them can be made available in meeting these kinds of civil disorders. Our feeling is that the local civil defense director and his organization and the State director and his organization are part of normal government at that level, and as part of normal government they should do everything in their power to assist in meeting these problems.

Now, they have some real assets to do this with. I mentioned the emergency operating centers. These emergency operating centers are really combat control centers or command posts in the military sense for the civil government. It is the place where all communications within the city, all departments of government communications come in there and can be coordinated in an emergency.

In this last series of disorders in April there were 29 cities that either had disorders or thought that disorders were impending. 27 of those had emergency operating centers. Six of them were actually used in those disorders for coordination purposes.

The other thing I think that is extremely interesting is in the Washington area. As you know the Washington area warning system, includes the city of Washington and all the surrounding counties.

When the firefighting support was called in from the other counties it was found that the only communication link, intergovernment, through which the fire chiefs could speak with each other was through the control circuit of this Washington warning system and what it was used for—

Chairman RUSSELL. You mean that was installed by Civil Defense?

Mr. ROMM. It was installed by Civil Defense and it is operated now by the U.S. Army Strategic Communications Command, who operate all of our communications.

Chairman RUSSELL. Do you have similar stations in other cities?

Mr. ROMM. There are national warning systems terminal available in other cities and there are links from State governments to the major cities and major county seats in all States, but as far as I know this is the only warning system that ties together a metropolitan area.

Chairman RUSSELL. So the systems of the fire departments of the suburban communities were invoked through the facilities installed by the Civil Defense?

Mr. ROMM. It was an amazing process.

Chairman RUSSELL. The more you hear about what we have to deal with, the more you believe ought to be done to prevent this pillaging and destruction?

Mr. ROMM. Further on civil disorders, Mr. Chairman, in the Detroit situation of a year ago, when all of the foodstores were actually wrecked and closed up downtown, our food packets, civil defense shelter supplies, were put out on corners so that the people there could subsist. They actually lived on our crackers until such time as the distribution system could pick up and start to resupply them.

Chairman RUSSELL. There was no way to tell whether you were supplying those who had destroyed the prime resources of consumption?

Mr. ROMM. No way at all.

Chairman RUSSELL. Senator Smith?

Senator SMITH. Thank you, Mr. Chairman.

Mr. Romm, as I understand it, this bill represents merely a continuation of the existing authority first approved in 1964; is that correct?

Mr. ROMM. It was originally approved in 1958.

Senator SMITH. Thank you.

Mr. ROMM. It was extended in 1964.

Senator SMITH. Yes, thank you, Mr. Chairman.

Chairman RUSSELL. It doesn't increase the authorization?

Mr. ROMM. No, sir.

The limitation of the bill is \$25 million, and we are not asking for an increase in that.

Chairman RUSSELL. I want to commend you on that. I think that is the first time we have had any request here for extension and expansion of authority from the Congress that didn't carry with it a request for substantially increasing the funds carried out. I must admit that \$25 million is not a tremendous sum for all over the United States. Of course, it has to be matched, I understand it.

Mr. ROMM. Yes, sir; but we never have even requested appropriations up to that limit. Our largest appropriation request was \$20 million to date.

Chairman RUSSELL. Senator Symington?

Senator SYMINGTON. Thank you, Mr. Chairman.

As I understand it, the request for the military is about \$77 billion, and if you are asking for \$25 million, that is less than one-thirtieth of 1 percent, figuring quickly, of what we are asking for the military.

How many people do you figure the Soviets would kill in case of attack against this country?

Mr. ROMM. At the present time it would probably be in the area of 100 million depending on their attack objectives. The shelter system we have today would provide protection, and would save people who would otherwise die, up to 15 million people.

Senator SYMINGTON. Did you say about 100 million?

Mr. ROMM. Yes, sir.

Senator SYMINGTON. I remember Secretary McNamara told us if we struck first we would lose a lot more Americans. But if they struck first they would lose a lot more Soviets on the basis that there is no use hitting empty missile silos, so in retaliation you hit the cities.

If there is right in the billions upon billions we are spending in order to be capable of handling the military aspect of a nuclear attack, why do you only ask for \$25 million to protect civilians?

Mr. ROMM. Senator, our total budget request this year was \$77 million. The \$25 million refers to the limitation on personnel and administrative expenses at State and local level.

Senator THURMOND. We can't hardly hear you.

Mr. ROMM. I am sorry, sir.

I said our total budget request was \$77 million this fiscal year of which \$19.1 million is our request for matching funds for personnel. The \$25 million is the ceiling for this authority. The reason for the low request this year is essentially that we fell into President Johnson's priority 2. Anything that could be deferred in our program was deferred until later years. Our budget request this year is strictly a minimum sustaining rate to maintain this program on a businesslike basis.

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

Chairman RUSSELL. Senator Thurmond?

Senator THURMOND. Thank you, Mr. Chairman.

Just for the record, I would like to ask a few questions that I think would be helpful.

You say your total appropriation is \$77?

Mr. ROMM. Total appropriation request is \$77.3 million.

Senator THURMOND. And that is the amount that you hope the Congress will approve for the civil defense program?

Mr. ROMM. Yes, sir.

Senator THURMOND. Now, of that amount how much would be used here in Washington at headquarters to plan and operate this program throughout the Nation, as distinguished between that and the amount that would be spent out of Washington in the States?

Mr. ROMM. We have 360 people in the Office of Civil Defense in the Washington area, and this would amount to about \$5 million in salaries and personnel support.

Senator THURMOND. The rest of it is spent in the States?

Mr. ROMM. Is spent outside of Washington, D.C. It is spent in shelter surveys, maintenance and calibration of instruments—

Senator THURMOND. Just a minute.

In other words, \$5 million is spent here in Washington?

Mr. ROMM. Yes, sir.

Senator THURMOND. 72.3 million spent out of Washington?

Mr. ROMM. Yes, sir.

Senator THURMOND. Now, tell us in brief, other detail, just how that \$72.3 million is spent.

Mr. ROMM. The biggest single single piece of it is for the support of personnel and administrative expenses for which we are requesting authority be extended here today, that is \$19.1 million in that request.

In addition the next biggest piece would be for support of a shelter program, that is surveying shelters, marking, stocking and developing community shelter plans, and the research support to make these operations work better. That request was \$21.6 million including the research.

The next biggest activity is in training and education, about \$7 million. Then the remainder is in other emergency operations including maintenance and calibration of instruments, the development of the damage assessment capability, plus the management costs of our regional offices which coordinate the activities of the States. In addition

we match funds with the States for emergency operating center development including supplies and equipment, including communications and warning which adds up to a request for \$7 million for that purpose.

Senator THURMOND. Now, take any one State you want to, would you tell us exactly the functions you perform and very briefly, no detail, just the very functions you perform, say in South Carolina or Maine or any other State?

Mr. ROMM. The basic function is to manage this broad scope program at the State level and in various cities. They maintain the shelter program, try to get them to license—

Senator THURMOND. On that point, do they rent shelters or do they get people to offer them voluntarily?

Mr. ROMM. Buildingowners offer them voluntarily.

They sign this license agreement which actually gives up a lot of good commercial and industrial space for this defense purpose.

Senator THURMOND. And you pay no rent?

Mr. ROMM. Absolutely not.

Senator THURMOND. In other words, they make a survey and find what is available?

Mr. ROMM. Then they convince the buildingowner to have it used for this defense purpose without charge to the Government.

Senator THURMOND. Who does that in the State?

Mr. ROMM. We provide the skills through the Corps of Engineers to do the actual survey.

Senator THURMOND. Do you pay for that or does the Corps of Engineers?

Mr. ROMM. We pay for that.

Senator THURMOND. You reimburse them?

Mr. ROMM. We reimburse the Corps for this work.

Senator THURMOND. The Corps then makes this survey of buildings which are available where people can go in the event of an attack?

Mr. ROMM. Yes. Then this information is passed to the State and local government personnel in the civil defense structure. They organize their operating plans and determine how these shelters could best be used. Then they go to the buildingowners, arrange for a license agreement so that the buildings can be used, arrange to draw stocks from the Federal Government, and they arrange for the placement of these stocks in these shelters.

Then they inspect these stocks annually, they keep their plans up to date. They develop a training program for shelter managers. They develop a training program and train people for radiological monitoring.

Senator THURMOND. Are the people they train volunteers or paid?

Mr. ROMM. They are usually volunteers. Many of them are local government employees.

Senator THURMOND. Are any of them paid?

Mr. ROMM. No, sir; not for—

Senator THURMOND. They are all volunteers then?

Mr. ROMM. Yes, sir. In addition, they maintain the communications and warning systems within the State. You see, our Federal warning system takes it to the State, but they plan and develop warn-

ing systems in the States for the distribution of warning in the cities and counties. This warning system, in many places, has been used for natural disasters in the event of tornadoes, hurricanes, and the communications systems have been used in many emergencies. For instance, in the Alaska earthquake, the single backbone communications for that State was that provided by the civil defense communications system.

Senator THURMOND. Now, you spoke of Detroit and you spoke of the food you used to help people there after these demonstrations.

Mr. ROMM. Yes, sir.

Senator THURMOND. Who brought that food and where was it stored?

Mr. ROMM. The Federal Government bought the food; that is, we provided the shelter supplies. These shelter supplies cost about \$1.90 per person supplied. It includes food, sanitation, medical—

Senator THURMOND. \$1.90 per person?

Mr. ROMM. Per person for a 2-week period.

Senator THURMOND. For how many people?

Mr. ROMM. We have purchased supplies now for 60 million people for 2 weeks.

Senator THURMOND. In other words, the Federal Government has bought food for 60 million people for 2 weeks?

Mr. ROMM. Yes, sir; for 2 weeks.

Senator THURMOND. And you have got it in hand stored now; is that right?

Mr. ROMM. 51 million units of that have been issued to local government. They have taken title to these supplies and have placed them in these public shelters.

Senator THURMOND. But the Federal Government paid for them.

Mr. ROMM. The Federal Government pays for these supplies. The local government pays for the withdrawal and placement in shelters. That is their responsibility.

Senator THURMOND. For the withdrawal, you mean the hauling of it, moving, and such as that?

Mr. ROMM. For the withdrawal, hauling and moving and placing them in shelters.

Senator THURMOND. These shelters you are speaking of are places that were volunteered by the owners to use.

Mr. ROMM. Yes, sir.

Senator THURMOND. So they are letting you put your food in these buildings that would be used for shelters?

Mr. ROMM. Yes, sir.

Senator THURMOND. How do you protect that? Is it locked up in some way or is it just exposed in a garage?

Mr. ROMM. The medical supplies and the radiation instruments that are stored there have to have secure storage. They are locked up. But the other supplies, the food, the sanitation kits, the water containers are so heavy we find that they don't require secure storage and the fact is, of the \$104 million of issues of these supplies up to date, we have reports as of the end of April that only \$116,000 was lost by theft or vandalism.

Senator THURMOND. How much have you lost over what period of time?

Mr. ROMM. Over the 5-year period the supplies have been in these buildings we have lost \$116,000 out of \$104 million issued.

Senator THURMOND. I see.

Mr. ROMM. Now, we have lost an additional \$400,000 worth of supplies by fire, flood, and use in these emergencies.

Senator THURMOND. If you had to start all over again with a program would you develop the type program you are now operating or would you devise a new system that might be more efficient? In other words, are you thoroughly pleased with the system you now have?

Mr. ROMM. Well, sir, I have mixed emotions about this, as you might expect. The system we now have is an excellent system which involves the people who have to be involved. You have to have State government involved and local government involved. The Federal Government can't do it by itself, and this system we have does that and it does it very well.

In terms of the fallout shelter aspect of the program this is the lowest cost means of protecting people from the effects of a nuclear attack.

Senator THURMOND. You have told us now what the Federal Government does, you have told us what individuals do in offering their buildings for shelters. What does the State government do and the local governments?

Mr. ROMM. The State and local governments coordinate the effort. The Federal Government supplies just guidance. The real work is done at the State and local level in making all these things—

Senator THURMOND. That is by your people paid by you?

Mr. ROMM. No, sir.

These are the people for whom we match funds, and there are over 5,000 of them at the State and local level. They are State and local employees under the State merit systems.

Senator THURMOND. On what basis do you match funds?

Mr. ROMM. We match them 50-50.

Senator THURMOND. I just want to ask you this now: Who selects the people for the funds to be matched, the State and local people?

Mr. ROMM. These are selected by the State and local people, and since 1961 they have had to operate under a merit system or we won't match funds for it so that they are selected under their existing merit system at the State and local level.

Senator THURMOND. Do you have to approve them or do they have the decision?

Mr. ROMM. No, sir; they have the decision. What we have is a review of the merit system by the Department of Health, Education, and Welfare.

Senator THURMOND. But you have a veto over them, they must be a merit system you say?

Mr. ROMM. Yes, sir.

Senator THURMOND. How about my State where we don't have a merit system?

Mr. ROMM. If they don't have a merit system they have to have the same criteria as a merit system.

Senator THURMOND. I see.

Thank you very much.

Mr. ROMM. Thank you, sir.

Senator MILLER. I would like to ask a couple of questions.

First, on page 8 of your statement you say:

“OCD provides up to one-half of the cost of travel and per diem expense of State and local students in attendance.” Are there cases which it provides less than one-half?

Mr. ROMM. Most of the students are provided nothing at all. We ended up last year, in fiscal year 1967, with over 2,500 students at the staff college, only 500 of them had matching funds. They have to be State and local employees engaged in the Civil Defense activity before we match funds for them. If they are State and local employees not engaged in the civil defense activity or not State and local people—for example, we have a tremendous number of people from industry and from the Armed Forces coming to this school—those people do not get matching funds from us.

Senator MILLER. Well, in other words, that statement really might well read “OCD provides up to one-half of the cost of the travel and per diem expense of State and local students who are civil defense officials or employees?”

Mr. ROMM. Yes, sir.

They have to be qualified for the matching funds, it is not everyone who attends.

Senator MILLER. Now, in the case of those who can qualify; are there any cases in which we provide less than one-half?

Mr. ROMM. I think this is true only where the State travel regulations are more liberal than the Federal travel regulations. In that case they get the lesser of the two.

Senator MILLER. I see.

Now, do you have any intelligence on the Soviet civil defense system?

Mr. ROMM. Yes, sir.

Senator MILLER. Do they have a civil defense system similar to ours?

Mr. ROMM. It is similar in some cases and quite different in other cases. Their philosophy is to use existing shelters just as ours is. They have a tremendous amount of literature out on the use of their better shelters in better constructed buildings. Their emphasis is essentially fallout protection very much like ours is. But for those people who don't have that shelter, they still are planning on strategic evacuation, that is taking people out of the cities, which we have given up sometime ago as being a very impractical scheme in large urbanized areas.

Their training program is quite different from ours, in that in their form of government their training can be a required political and educational activity. So they have many, many more people trained than we do because they, in effect, require that they attend these courses. Their structures in terms of how they operate with their cities and their equivalents of States, their oblasts are more militarized in that they have absolute jurisdiction over their structure. We have no decision-making authority over the States.

Senator MILLER. Would you say that the Soviet civil defense system or civil defense program has as its basic objective obtaining a comprehensive fallout shelter system and its requisite support to protect the population in radioactive fallout in the event of nuclear attack?

Mr. ROMM. I wouldn't say that. I would say that the Soviet has several different objectives in their civil defense program.

Senator MILLER. I mean is this the basic objective?

Mr. ROMM. The basic objective is to protect as many people as they can and to evacuate those they can't and to provide for their Federal and State Government structure, party structure, extremely good protection.

Senator MILLER. It is somewhat similar then to our basic objective, isn't it?

Mr. ROMM. Yes, sir.

Senator MILLER. Do you have any figures on how much the Soviet has been spending and is spending on this program?

Mr. ROMM. The last figures I have, and I may have to get someone to determine whether it is classified or not, the last figures I have date back several years and, at that time, they were spending an estimated in American dollars, between \$250 million and \$400 million per year. That was the estimate we had.

Senator MILLER. What is their population?

Mr. ROMM. Their population now must be about 280 million. Their per capita expenditures are quite a bit higher than ours.

Senator MILLER. 280 million people, and we have 200 million.

Mr. ROMM. 200 million.

Senator MILLER. So if we used a proportionate amount we would be spending around \$200 to \$350 million a year, wouldn't we?

Mr. ROMM. That is right.

Senator MILLER. Is there some reason for this disparity?

Mr. ROMM. Well, in order to get comparable figures you would have to add to our \$77 million requested in fiscal year 1969 the appropriations of State and local governments.

Senator MILLER. What would those amount to?

Mr. ROMM. Our estimate is that from prior years the State and local governments put up \$2 in this program for every \$1 that the civil defense structure does in the Federal Government, so that if we were spending \$100 million a year we would expect that the State and local governments—well, that is only on matching portions, so there would be another \$50 million for State and local government.

Senator MILLER. You mean \$50 million on top of the \$77?

Mr. ROMM. About that.

Senator MILLER. Well, you would say roughly \$130 million would be spent in the United States on the current program?

Mr. ROMM. Yes, sir.

Senator MILLER. As against \$200 to \$350 million range in the Soviet on a comparable basis?

Mr. ROMM. To the best of our information.

Senator MILLER. Now, you gave us quite a spread there between \$250 and \$300 million, that is the best you have?

Mr. ROMM. That is the best we have, Senator.

Senator MILLER. If our philosophy is that we will not strike them first, would that indicate that we ought to be spending more than they or less?

Mr. ROMM. Well, of course, our program is designed eventually to provide fallout protection for everyone. Our objective is to provide fallout protection for everyone.

Right now with the assets we have we estimate at this point in time we could provide very good fallout protection to about one-third of our population, and protection that is adequate but not as good as we would like it for another third of the population. It is against this objective that our program is laid out.

Over the past 7 years our expenditures in civil defense have totaled \$900 million, and this has brought us a long way. We started out in 1961 without shelter one. Now we have shelters in 185,000 buildings with space adequate for 172 million people. Obviously they are not where we would like it day and night, but it could do a most creditable job, I think if we pursue this program as we have we will attain our objective eventually.

Senator MILLER. Eventually, what does that mean, in what year?

Mr. ROMM. I would say that we probably would get to a point where we are keeping up with the growth of the population by the mid-1970's. Then for those people who do not have adequate protection at that point in time there would probably have to be some sort of a program which would provide incentives for developing new shelter in new construction that otherwise we wouldn't get.

Senator MILLER. If you were told that we could be facing a very serious emergency within the next 12 months and, therefore, you had to move ahead as rapidly as possible on this, could you implement the program that we would like to implement in a year's time if we had to and if we had the money?

Mr. ROMM. No, sir.

We would never catch up with the new construction in a year's time. What we could do in a year's time, given adequate money, is to provide last minute expedients such as building single purpose shelters, which actually we prefer not to do. This would end up with a whole series of white elephants around the country unless we actually knew we had to have them.

Senator MILLER. You have come before this committee to ask for an extension and for an authorization of \$77 million.

Mr. ROMM. No, sir, we are just asking for the extension of these three authorities. The appropriation process is authorized under the Civil Defense Act, except for the renewal of these three authorities.

Senator MILLER. Well, they total about \$77 million in what you would like to have.

Mr. ROMM. Yes, sir.

These three total only about \$24 million.

Senator MILLER. You are asking for \$24 million for these three then?

Mr. ROMM. Yes, sir.

Senator MILLER. But the total program is \$77 million and that is what you are asking for for this coming fiscal year?

Mr. ROMM. Yes, sir.

Senator MILLER. Was that what you originally determined and requested from the Department of the Army?

Mr. ROMM. No, sir.

Senator MILLER. What was your original request?

Mr. ROMM. Our original budget request which was approved and forwarded by the Secretary of the Army was for \$159.7 million.

Senator MILLER. Instead of \$77?

Mr. ROMM. Instead of \$77.

Senator MILLER. Yes.

Mr. ROMM. This was reduced in the review process, because of the Vietnam priorities and the desire to defer everything that could be deferred, reduced to the minimum sustaining rate of \$77 million.

Senator MILLER. Did you make that determination?

Mr. ROMM. No, sir.

Senator MILLER. How do you know that that was the basis for it?

Mr. ROMM. That is what we were told was the basis for it.

Senator MILLER. I see.

But your best recommendation was \$159 million?

Mr. ROMM. \$159.7 million.

Senator MILLER. Where was that reduced to the \$77?

Mr. ROMM. That was reduced in the Office of the Secretary of Defense by the Secretary of Defense.

Senator MILLER. Do you know who recommended that reduction in the Office of the Secretary of Defense, to the Secretary?

Mr. ROMM. No, sir, it was a joint review by the Office of the Secretary of Defense Comptroller organization, and the Bureau of the Budget.

Senator MILLER. You don't know what the Bureau of the Budget position on it was, do you?

Mr. ROMM. It is a joint review. What came out of it was the Secretary of Defense's position, not attributable to any specific organization.

Senator MILLER. Did you have an opportunity for a reclamation?

Mr. ROMM. Yes, sir.

Senator MILLER. What did you do?

Mr. ROMM. Secretary Resor went back at my recommendation and reclaimed up to \$122.8 million of \$159 initial request. This again was turned down and returned to \$77.3 million.

Senator MILLER. Thank you very much.

Thank you, Mr. Chairman.

Chairman RUSSELL. Senator Cannon.

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

Chairman RUSSELL. Senator Young.

Senator YOUNG. Thank you, Mr. Chairman.

I note that the bill provides an extension to 1972, not to 1970. The other day I read a scientific statement that the internal dissension in Communist China had set back the nuclear capability probably for a period of 20 years. Now, of course, I don't know whether that is a fact or not, but you do know there is tremendous internal dissension in China.

Mr. ROMM. Yes, sir.

Senator YOUNG. And so you do know that China poses no nuclear threat whatever to the United States?

Mr. ROMM. I don't know any such thing, Senator. I do know they have had internal dissention up to now and they developed an atomic device which they detonated.

Senator YOUNG. Yes, sir; but we are talking about intercontinental ballistic missiles, not a crude nuclear weapon that they exploded now. Do you dispute this statement that that internal dissention set back their ability to—

Mr. ROMM. It may have. I don't know anything about it.

Senator YOUNG. All right.

Now, regarding the Soviet Union, since the death of Stalin, they haven't threatened any aggression against the United States, have they?

Mr. ROMM. In recent years I know they have developed an increasingly strong and numerous ballistic missile force and I consider that a threat.

Senator YOUNG. Yes.

We have a superiority though, of course, do we not? You know that.

Mr. ROMM. Right now.

Senator YOUNG. All right.

Well, what is the importance of extending this to 1972 instead of simply to 1970?

Mr. ROMM. There is nothing we know of that would reduce the threat between now and 1972 or any year in the future. We are hopeful that disarmament agreements will come about, but to date these have not been very successful.

Given the threat, we need the protection.

Senator YOUNG. On page 9 of your statement you said that 87,000 buildings, with a capacity to protect over 83 million people, had received austere Federal shelter supplies.

Mr. ROMM. Yes, sir.

Senator YOUNG. How many shelters in those 87,000 buildings have actually been stocked, are you able to tell us?

Mr. ROMM. All of those 87,000 buildings have been stocked and the data as of today—

Senator YOUNG. Do you mean by that every shelter in those 87,000 buildings has been stocked?

Mr. ROMM. The shelter areas in those buildings have stocks for 85 million occupants which would maintain them for 8 days, in addition to the supplies that are already in the buildings normally.

Senator YOUNG. Are you able to tell us how many years have elapsed since those 87,000 buildings have been stocked?

Mr. ROMM. I can give you data on how many have been stocked. In this fiscal year to date, 6,261 buildings have been stocked with supplies for 7½ million people, that is from July 1 through April 30.

Senator YOUNG. And the stock in these other shelters, they have been made during the years from what year to what year?

Mr. ROMM. From 1962 through the present.

Senator YOUNG. To the present year?

Have all of those shelters been inspected within the last year whether the medicines and the foodstuff is spoiled or not?

Mr. ROMM. Yes, sir.

It is a requirement on local governments who take title to these stocks to inspect them every year to make sure they are there and in a

state of readiness. In addition to that we have inspections for quality control by the Army veterinarians and the Air Force veterinarians on a sampling basis to determine the efficacy of these supplies.

Senator YOUNG. Now, to come back, just one more question about the bill: have you any reason for any strong objection to extending this to June 3, 1970, instead of June 30, 1972?

Mr. ROMM. My only reason for this is that it would hamper State and local planning. Many of these people budget on a 2-year basis and this would sort of catch them in the middle. I think it would be harmful, detrimental to the program and detrimental to the people at that level.

Senator YOUNG. Mr. Chairman, I have no further questions. I shall vote against reporting out this bill, but I shall not make any issue in committee. I will take care of that matter very definitely when the appropriation bill comes before the Senate. But I simply want it recorded that I am opposed to this.

Chairman RUSSELL. Very well.

Mr. Romm, in your discussion, I believe with Senator Thurmond or Senator Miller, of the various activities of the civilian defense administration, I didn't hear you mention it, you may have, but there is one that seems rather small to those who live in a great metropolitan center, but it could be very important to small communities in any State. When the water supply has become exhausted civil defense has brought in some emergency equipment, and averted very critical situations in some very small towns, none of them more than 3,000 or 4,000 in population, but this is a matter of great importance for those people.

Mr. ROMM. I thank you for bringing that up. We actually have 45 water supply systems in emergency storage. They are scattered around the country. Our experience with the drought over the past 4 or 5 years has indicated that half of these are out on loan at any one time, and this is not only in your part of the country, but in New England and the Midwest and the Far West, these water supply systems—

Chairman RUSSELL. While it is a far cry from drilling after a nuclear warhead explosion, it has been one of the unexpected benefits flowing from these programs as far as I am concerned and the people of the State I am trying to represent.

Mr. ROMM. It is interesting to note that these are useful even when there is a flood that washes out the water supply system. With all the water around they don't have any potable water and these water supply systems provide it.

Chairman RUSSELL. Mr. Byrd of Virginia.

Senator BYRD. No questions, Mr. Chairman.

Senator CANNON. Mr. Chairman, I have one question.

Chairman RUSSELL. Senator Cannon.

Senator CANNON. What about these hospital units, have you had some experience with those where you have had to use them in the local communities?

Mr. ROMM. Those hospital units are not under our management or jurisdiction, they are maintained by the Health Mobilization Division of the Public Health Service.

Senator CANNON. I see.

Mr. ROMM. And there are over 2,500 of them distributed around the country, and they have used them in emergencies. As you know, they are portable and packaged and they are an assistance to existing medical facilities and can double the bed capacity of a hospital practically overnight.

Senator CANNON. But that is not under your jurisdiction.

Mr. ROMM. No, sir; we coordinate with them. The people at the State and local level for whom we are requesting this authority work with the Public Health Service in this program, but it is not under the jurisdiction of the Office of Civil Defense.

Senator CANNON. Thank you, Mr. Chairman.

Senator YOUNG. Mr. Chairman, may I ask one question?

Chairman RUSSELL. Yes.

Senator YOUNG. Regarding hospital units, about how many hospital units are there in the United States not in use, simply in storage, either not unpacked or in storage?

Mr. ROMM. I don't know the exact number, Senator, but it is in excess of 2,500 200-bed hospitals.

Senator YOUNG. In excess of 2,500, and they are simply not unpacked yet?

Mr. ROMM. Well, they are packed and ready for use.

Senator YOUNG. They have never been unpacked, that is, they have never been used?

Mr. ROMM. Many of them have been unpacked in emergencies. I don't recall the exact circumstances, but I think some of them were used in the floods of Ohio several years ago.

Senator YOUNG. I happen to know of many in my State that are still unpacked. You are not able to say how many in excess of 2,500 are not in use?

Mr. ROMM. No, sir; it is not my program, but I would be happy to get the information for you and put it in the record.

(The information requested above follows:)

The DHEW has a program to affiliate 2573 pre-packaged disaster hospitals with existing hospitals; with the community hospitals agreeing to develop an operational plan to provide staffing and, to the extent possible, to rotate many of the pharmaceuticals.

Senator YOUNG. No other questions.

Chairman RUSSELL. Senator Thurmond.

Senator THURMOND. Mr. Chairman, I have one more. I expect to support this program. I was wondering what could be done that might save some of these 100 million lives that you spoke about that is not now being done or in the works? Of course, you are familiar with the testimony, probably have read it, of some of the military authorities that if we had an antiballistic missile system that that would probably save 80 million lives, and when it tied in with the shelter system as saving so many more.

Now, would you tell us just what additional could be done in the event of an all-out attack between the United States and the Soviet Union that might save millions of lives and what would be the cost?

Mr. ROMM. Well, sir, my first response would have been to get an active defense to work in complement with this passive defense program. The two programs together is the way to lick the problem.

On our side, on the passive defense side, the current program we are pursuing, as I stated before, would provide protection for about two-thirds of the population by the mid-1970's, that is fallout, adequate fallout, protection. This does not provide them blast protection against a heavy attack.

Senator THURMOND. The facilities then that you provide, as I understand, are protections against fallout only.

Mr. ROMM. That is right.

Senator THURMOND. And not against blast?

Mr. ROMM. That is correct.

Now, they are usually in heavy buildings, better constructed buildings where we find fallout protection so it does provide peripheral protection against blast, but not against a direct hit. For that you need an active defense system to intercept the incoming weapon. No defense system will be perfect and weapons will come through, particularly in a large attack. It is for those weapons that come through that detonate on the ground that would create fallout that our system is designed to protect against.

The program as we now foresee it, as it is now projected for the mid-1970's, would cost about \$100 to \$150 million per year, and this will get us the fallout protection for about two-thirds of the population. In order to protect the total population, we would have to embark on an incentive program of some variety to influence construction to include fallout protection in new construction wherever they were building these buildings. Obviously where the buildings are being built is where the people are. In addition in some places where there is no new construction, we would have to develop some low cost single purpose shelter program to fill the gaps.

Senator THURMOND. A few years ago, I believe, the civil defense was recommending to the individual citizens that they build shelters maybe in their basements, in their yards, and so forth. Are they still recommending that?

Mr. ROMM. We are not recommending single purpose shelters in basements or yards because it is a very high cost way of doing it. If people want to build them we will provide them with designs to do so. What we are doing in the home fallout protection survey is telling them where the best protection is in their home, and how to improve it with very low cost expedients or even on a permanent basis, with very low cost additions, so that this becomes a real asset to them. But it is still low cost. It isn't single purpose.

Senator THURMOND. Now, you say if we spend \$150 million a year we could probably save how many lives or individuals?

Mr. ROMM. We would probably save up to 30 million lives.

Senator THURMOND. Thank you very much.

Chairman RUSSELL. Every one of those figures is based on estimates, aren't they, and the estimator's opinion of the accuracy of the explosive power of the Russian bombs, and whether or not we would evacuate any population from the city. There are so many imponderables, I think they are more of guesstimate than they are an estimate.

Mr. ROMM. Senator, if I may, we don't do this for ourselves, this is part of a war gaming operation.

Chairman RUSSELL. I understand. Mr. McNamara headed up that estimating group for a long time.

Senator MILLER. Mr. Chairman, could I ask a question?

Chairman RUSSELL. Yes, sir.

Senator PEARSON hasn't asked any.

Senator PEARSON. I have no questions.

Senator MILLER. You stated that on your reclamation you asked for \$124 million?

Mr. ROMM. Yes, sir.

Senator MILLER. Now, how much of an increase in State matching funds would be required if the larger program that you initially asked for were implemented?

Mr. ROMM. There was no change in the State matching funds. We kept that request at \$19.1 million.

Senator MILLER. So this would all have been additional Federal, nonmatching money?

Mr. ROMM. There would be nonmatching money, but in support of the State programs with greater emphasis on shelter basically.

Senator MILLER. I wonder if you would be good enough to supply for the record a statement of what the \$122.8 million program would do that will not be done under the \$77 million program?

Mr. ROMM. I will be glad to supply that for the record.

(The information requested above follows:)

COMPARISON OF CIVIL DEFENSE FISCAL YEAR 1969 PROGRAMS

[In thousands of dollars]

Program activity	Program proposed by Army, December 1967	Approved program to Congress, January 1968	Reduction	Comment
Shelter survey.....	23,500	8,000	15,500	Surveys of some 20,000 facilities are eliminated, failing to keep pace with new building construction across the United States. Further, home basement shelter surveys requested by Governors of 3 States will not be performed.
Shelter improvement.....	2,000		2,000	Procurement of ventilation kits to make habitable about 900,000 shelter spaces will be deferred, denying needed shelter protection to this many people in an emergency.
Shelter development.....	10,572	4,477	6,095	Defers initiation of a new program to test the use of financial incentives to stimulate incorporation of low cost shelter in new construction projects. Also reduces the level of technical support to architects-engineers in slanting designs to maximize shelter.
Marking and stocking.....	1,956	700	1,256	Eliminates funding for evaluation of new and improved product components and proposed expansion of quality checking of condition of supplies currently stored in shelters.
Shelter use.....	7,326	3,350	3,976	Defers the development of specific plans for emergency use of existing shelter in 110 large communities. The basic objective is to provide specific guidance to the population as to where to go for the best protection in an emergency.
Warning.....	800	600	200	Reduces scope of test and evaluation of radio indoor warning devices.
Command, control, and communications.....	4,680	1,380	3,300	Defers the construction of 2 Federal regional emergency operating centers out of 8 centers which were authorized and appropriations provided in 1966. The need for additional funds results from cost increases.
Emergency operations support.....	6,299	4,999	1,300	Procurement of spare parts and replacement batteries to support the States radiological instrument maintenance and calibration program will be deferred.
Financial assistance.....	28,109	26,000	2,109	Within the matching funds for "Survival supplies, equipment and training" the acquisition of such items as communications and warning equipment would be deferred and in many cases delay the implementation of specific local civil defense operational plans.
Information activities.....	2,339	1,300	1,039	Defers printing and distribution of "Community Shelter Plans" for over 200 cities which are designed to tell the citizens where to go and what to do in the event of an emergency.
Management.....	13,208	12,744	464	Eliminates funds budgeted for reimbursing GSA for maintenance and operation of two new Federal regional centers scheduled for construction completion during the first half of fiscal year 1969.
Research and development.....	10,000	6,500	3,500	Curtailment and deferment of on going effort within this program and discontinuance of projects for (1) full-scale shielding experimentation; (2) human shelter occupancy studies; (3) full-scale fire experimentation; (4) improved warning made possible by Sentinel radar capabilities; and (5) special studies at Oak Ridge.
Training and education.....	11,990	7,250	4,740	A reduction of 40 percent in this program has necessitated the elimination of those segments of the program which provide for citizen training on a nationwide basis.
Total.....	122,779	77,300	45,479	

Senator MILLER. Thank you, Mr. Chairman.

Chairman RUSSELL. As a practical matter, that is not before this committee, is it?

Mr. ROMM. I am happy for any help I can get.

Chairman RUSSELL. That is before the Appropriations Committee. Any further questions?

Members of the committee will remember Mr. John Jackson who was a member of the staff of Senator Leverett Saltonstall. He is present and desires to present a brief statement in behalf of Governor Volpe, who is Chairman of the National Governors Conference. You may proceed, Mr. Jackson.

STATEMENT OF HON. JOHN A. VOLPE, GOVERNOR OF THE COMMONWEALTH OF MASSACHUSETTS, AS PRESENTED BY JOHN JACKSON

Mr. JACKSON. Thank you, Mr. Chairman, my name is John Jackson and I represent the Commonwealth of Massachusetts here in Washington. Governor Volpe had hoped he would be able to come this morning, but unfortunately he is entertaining the Prime Minister of the Bahamas in honor of a new trade route that is being developed between that area and Boston, and I would like to read his statement if I may, Mr. Chairman.

Chairman RUSSELL. All right, sir.

Mr. JACKSON. Mr. Chairman, I am honored and privileged to appear before this distinguished committee this morning as Chairman of the National Governors Conference to testify on H. R. 15004 which passed the House of Representatives on March 18, 1968, by a vote of 319 to 1 and is now pending before this committee.

On February 28, 1968, the Governors, at their midyear meeting here in Washington, adopted the following statement of policy in regard to civil defense, upon the recommendation of the Committee for National Guard, Civil Defense and Disaster Relief, chaired by Governor Kerner, of Illinois. This policy statement was unanimously adopted by the conference and reads as follows:

The States and their political subdivisions have accepted the joint partnership responsibility for civil defense as contained in section 2 of the Federal Civil Defense Act of 1950, as amended. Accomplishing the purpose of this act requires stable and viable organization at local and State levels. With the training and financial assistance measures of the above act, such organization has become increasingly effective and valuable to the defense effort of this Nation. This increasing effectiveness has been repeatedly demonstrated during major State and local natural and manmade disasters. Countless lives have been saved. Property damage and personal suffering have been reduced in the face of the threat of floods, hurricanes, tornadoes, blizzards, and earthquakes by the use of the civil defense organization and such systems as warning, communications, shelter, and emergency information.

Further local and State civil defense organizational development is required and is urgent in view of world and domestic problems. The Governors are determined to support this.

The Federal Government should continue to support this partnership approach to civil defense.

1. By extending the expiration date of certain authorities of the Federal Civil Defense Act of 1950, as amended. This would be accomplished by H. R. 15004.

2. And by appropriating not less than that proposed by the President for civil defense in his fiscal year 1969 budget.

Mr. Chairman, the Governors, as well as the mayors and county officials, have accepted seriously the joint responsibility outlined in the Federal civil defense Act of 1950, as amended, for Civil Defense in their respective jurisdictions. This is evidenced by a total appropriation for the current fiscal year from the State and local governments' tax funds of \$45.5 million, \$17.5 million by States, over \$28 million by local governments and the expenditure of time and effort in promulgating the practical, low-cost fallout shelter-based civil defense program. The legislation before you this morning authorizes the continuation of three authorities of great importance to the Governors. However, the urgency of the matter is mainly centered upon the authorization to continue the matching funds for personnel and administrative expenses.

State and local government personnel employed under this matching funds provision are required to be under State merit systems. Regulations governing these systems in most States require at least 30 days' notice prior to an employee being released. Thus, if extension of authority is not assured 30 days prior to the expiration of the authority, one-half of the State and local employees covered by the matching funds program would be issued reduction-in-force notices on May 31, 1968. This causes loss of qualified personnel and disruption of programs in State and local civil defense. If I may remind the distinguished chairman, this disruption occurred 4 years ago when these authorities were before the Congress for extension and review. It was only through the speedy action of this committee that the authority was signed on June 30, the very day of expiration. We are hopeful that the committee will act today and that the Senate will pass the bill quickly in order to avoid this year the loss of valuable personnel because of reduction-in-force notices.

The civil defense program, as stated by the President, the Secretary of Defense, and the Joint Chiefs of Staff, is an integral part of the national security posture of this country. The Governors have an inescapable responsibility for the safety and well being of the people of their respective States. But, we urgently need Federal financial assistance, policy and technical guidance in order to fulfill our responsibilities to our States and to the Nation.

The authority for the Federal Government to procure, distribute, and maintain radiological monitoring equipment to the States is a uniquely Federal responsibility. Instruments must be procured to rigid standards, must be uniform, and must be regularly calibrated and maintained. This can only be properly done by the Federal Government under the authority carried in this legislation.

The third authority, matching funds for expenses for trainees attending the Civil Defense Staff College, while a small monetary investment, is an important one in maintaining trained personnel at State and local levels. The State and local political subdivisions must maintain a cadre of trained people knowledgeable at all times in the developments in the civil defense program. They include civil defense officials and other governmental department heads who have vital responsibilities in this area.

Mr. Chairman, I would like to bring to the attention of the committee the fact that while the Federal law only gives the Office of Civil Defense responsibility to meet the effects of a nuclear attack on the country, the laws of the 50 States give to the State civil de-

fense agencies the mission of coordinating governmental actions in all peacetime emergencies as well. This dual-use aspect of the civil defense program is of vital importance to our people.

For example, on September 20 last fall, the Honorable John Connally, Governor of the State of Texas, in a press conference pointed up clearly the need for assistance to a State when a disaster of the magnitude of Hurricane Beulah hits a wide area. He stated that the Office of Civil Defense maintained around-the-clock representation at the Emergency Operating Center. That civil defense fallout shelter supplies stored at the cities were available for use by the shelterees. These stocks included food, water, emergency sanitation kits and medical kits. Civil defense also made available the National Warning System and the National Communications Systems for the emergency. Emergency generators, water purification units, and engineering supplies available from the civil defense stocks in a warehouse in Texas were all in use in that emergency. The Governor highly commended the Federal, State, and local officials on their performance and stated "We have not been lacking in cooperation from any agency."

Additionally, in the recent civil disturbances across the country, the expertise of trained civil defense personnel have been invaluable in coordinating the work of State and local governments in these emergencies through the use of the Emergency Operating Centers and communication networks established for civil defense purposes, as well as facilitating the use of the supplies and equipment which have been prepositioned in the cities.

To deprive the State and local governments of this kind of emergency assistance at this time in the history of our country, would, in the considered judgment of the Governors, be a serious mistake. The threat of nuclear attack continues to exist, though we hope it will never materialize. Peacetime disasters are more than a daily occurrence across this great Nation and safeguarding the lives of American citizens continues to be a responsibility of all levels of government. Civil defense, whose mission is saving lives is an integral function of all levels of government and must be supported adequately and given leadership at the Federal level.

On behalf of the Governors in the United States, I urge the favorable consideration of H.R. 15004 and its speedy enactment into law.

Thank you.

Chairman RUSSELL. Senator Thurmond?

Senator THURMOND. No questions.

Chairman RUSSELL. Senator Symington?

Senator SYMINGTON. No questions.

Chairman RUSSELL. Senator Cannon?

Senator Miller?

Senator Byrd?

Senator Pearson?

Thank you very much.

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

Chairman RUSSELL. At this point in the record I would like to insert a letter from Senator Mansfield, requesting inclusion of a

communication from the Board of County Commissioners of Toole County, Mont.

(Letter referred to above follows:)

U.S. SENATE,
OFFICE OF THE MAJORITY LEADER,
Washington, D.C., March 20, 1968.

Hon. RICHARD B. RUSSELL,
Senate Armed Services Committee,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed is a letter I have received from the Chairman of the Board of County Commissioners for the County of Toole in Montana endorsing legislation which would extend the authority of the Department of Defense to match personnel and administrative funds for the state and local civil defense programs.

Should this issue come before your committee this year, I would appreciate your making this letter a part of the record of any hearings.

With best personal wishes, I am

Sincerely yours,

MIKE MANSFIELD.

COUNTY OF TOOLE,
Shelby, Mont., March 14, 1968.

Hon. MIKE MANSFIELD,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MANSFIELD: We would like to call your attention to legislation which will be coming before Congressional Committees in the very near future. This legislation has to do with the extension of the authority of the Department of Defense to match personnel and administrative funds for state and local civil Defense purposes. This has been introduced in the House by Congressman Hébert and is identified as HR-15004.

The development of Civil Defense nationally as a result of the impetus given to the program by administrative matching funds has been quite gratifying. I understand that the personnel and administrative program has grown from the initial \$12 million, which was approved for this purpose in 1960, to a present requirement in excess of \$19 million. This means that not only is the Federal Government providing \$19 million for approved Civil Defense staffing and programming, but also state and local governments are matching this figure on a 50-50 basis. As a matter of fact, local involvement exceeds this 50-50 basis by a great deal. HR-15004 provides for the extension of the authority until June, 1972.

We would greatly appreciate it if you would lend your personal support to the bill in the Senate and make contact with other senators who feel could be of assistance to us in support of this legislation.

Very truly,

BOARD OF TOOLE COUNTY COMMISSIONERS,
ALTON WIGEN, *Chairman*.

Chairman RUSSELL. The committee will go into executive session when it resumes the hearings after going over to the Senate to vote on the pending question, and we will therefore, have to ask our guests to clear the room at that time.

(Whereupon at 11:45 a.m., the hearing was recessed).

(Subsequently in executive session, the committee voted to report H.R. 15004, without amendment, as covered by Senate Report No. 1134.)



