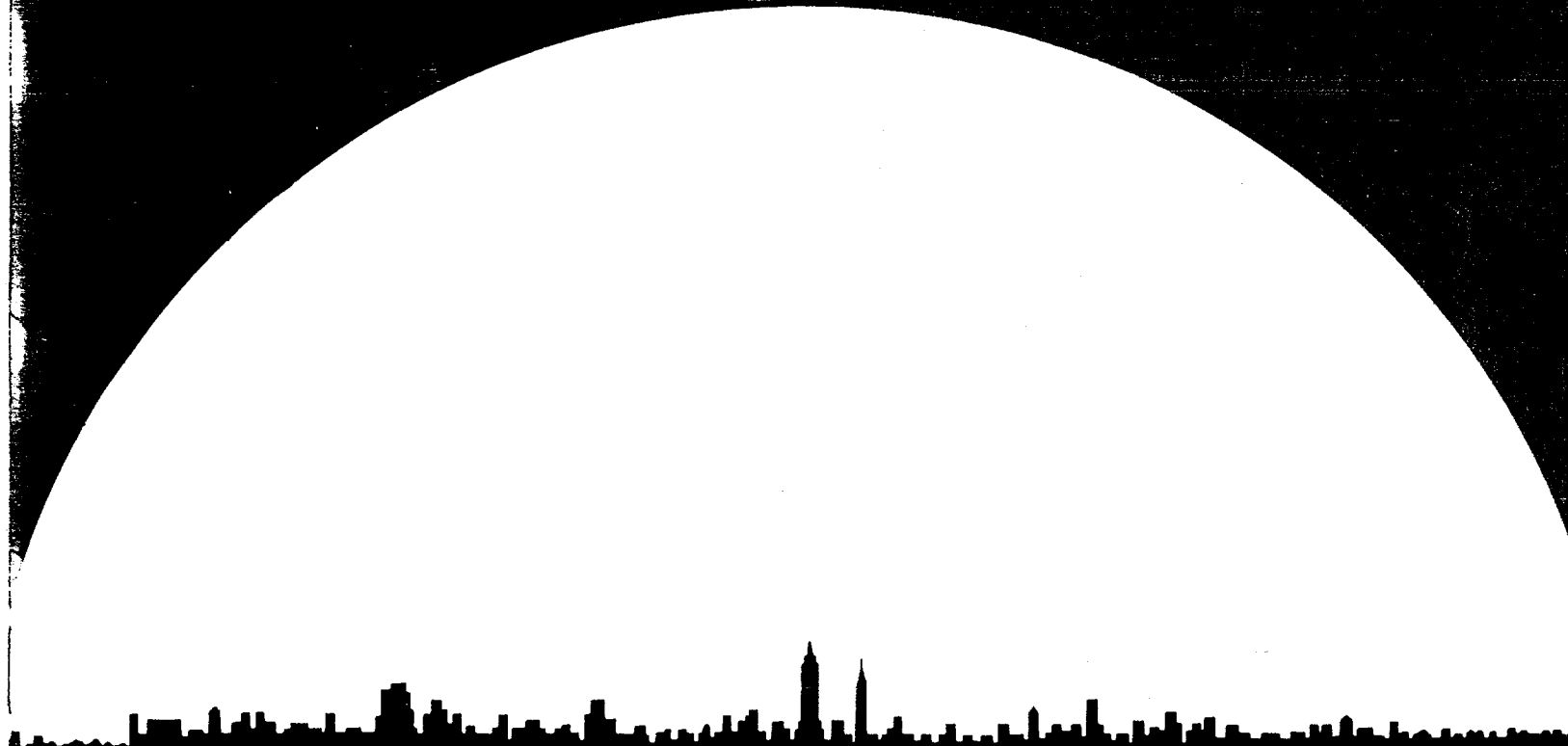


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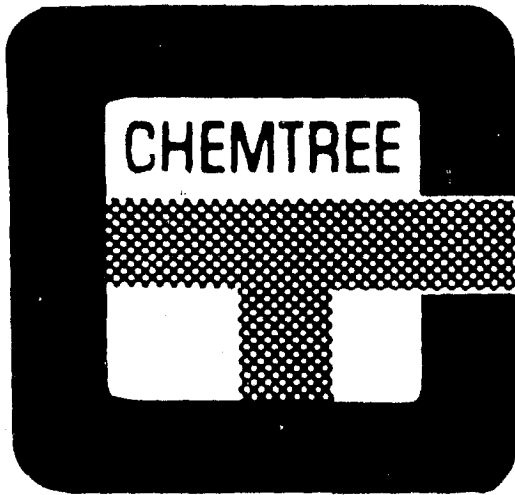
Volume XI—No. 6

# Journal of Civil Defense

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AMERICAN CIVIL DEFENSE ASSOCIATION



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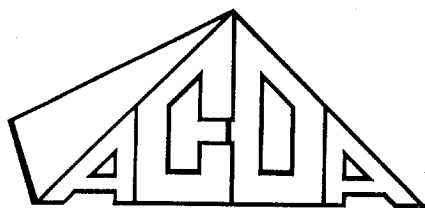


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# Journal of Civil Defense

American Civil Defense Association

Presenting the Views of Industry, Technology,  
Emergency Government and Concerned Citizenry

DECEMBER 1978

VOLUME XI—NUMBER 6

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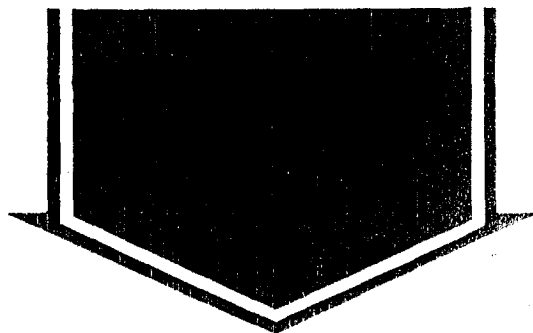
The *Journal of Civil Defense* presents authentic information relating to civil defense—to the survival of free government, the United States and peace in the nuclear age. Its aim is public education in this field and service as a forum.

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## METTAG: No Price Increases for 1979

METTAG—"America's Standard Field Triage Tag"—is not only alive and doing well, it has quadrupled its sales in 1978. METTAG (which is an acronym for Medical Emergency Triage Tag), in spite of increased costs of supplies and materials, increased mailing and shipping charges, increased printing costs, higher wages, and so on, will enter 1979 without any price hike.

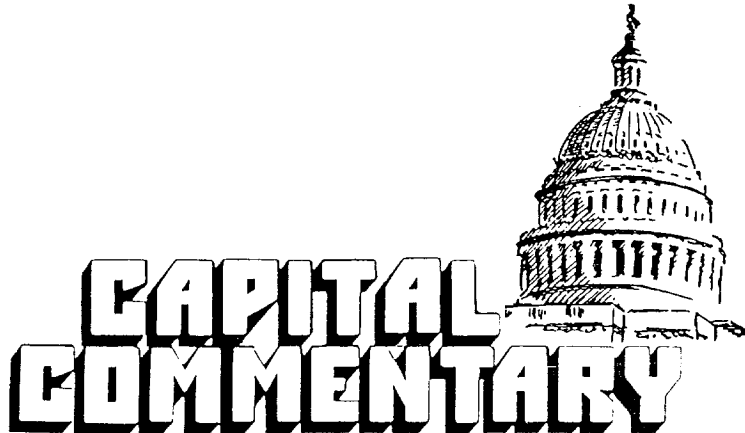
"Volume is the key factor in helping us hold the line on prices," says Business Manager Carolyn Hayes. "METTAG sales have increased throughout the country, also in Canada. We have worked improvements into our operation. Low overhead is another item we are able to control. We hope to delay any price increases until January 1980, maybe even longer. It all depends upon the course of inflation and the success of our constant efforts to streamline our operation."

METTAG, the rugged all-weather, four-color, serial-numbered, universal triage tag (it uses symbols instead of any language), is used by hospitals, airports, fire departments, emergency medical units, civil defense organizations, volunteer rescue groups and other disaster-oriented services throughout the United States and in a growing number of countries abroad. (See advertisement on page 26.)

## UPCOMING

Mar. 11-14 USCDC Mid-Year Conf., Washington DC  
Mar. 12-16 Tunnelling '79, London  
Mar. 19-22 DCPA Staff College Industry/Business  
Emergency Planning, Battle Creek MI  
Apr. 2-6 International Symposium on Earth-  
quake Prediction, Paris  
Apr. 6-9 3rd International Conf. on Disaster  
Medicine, Monaco  
June 3-6 20th US Symposium on Rock Mech-  
anics, Austin TX  
June 3-8 American Nuclear Society Annual  
Meeting, Atlanta

June 15-17 5th Annual Meeting, International Tun-  
nelling Assn., Atlanta  
June 18-21 4th Rapid Excavation and Tunnelling  
Conf., Atlanta  
July 9-13 DCPA Staff College Career Graduate  
Seminar, Battle Creek MI  
July 16-19 DCPA Staff College Industry/Business  
Emergency Planning, Battle Creek MI  
Sept. 30-  
Oct. 5 USCDC Annual Conference, New York  
City  
Nov. 11-16 American Nuclear Society Winter  
Meeting, San Francisco



by Jerry Strobe

## Policies and Politics

A potentially important milestone on the path toward a rejuvenated civil defense in the United States was passed on September 29 when President Carter approved an affirmative CD policy for his Administration. The policy statement has not been released publicly although its main outlines have been leaked to the press. Based on a year-long National Security Council study known as PRM 32, the policy apparently grants civil defense a role in the strategic balance and calls for a program directed at a goal of equivalent survivability. No budget commitments appear in the policy document, although the backup materials reach the conclusion that the Soviets have been investing the equivalent of a billion or more dollars each year for some period of time.

In many respects, the President's policy decision was a triumph for his national security advisor, Zbigniew Brzezinski, and a defeat for the Arms Control and Disarmament Agency, whose recently-resigned director, Paul Warnke, led the defense of the Mutual Assured Destruction view of the strategic balance. Nonetheless, there remains a world of difference between a policy and the realization of that policy in terms of program and budget. The federal bureaucracy thoroughly understands this and has successfully frustrated many a presidential policy decision. So, as far as the MAD believers are concerned, a battle may have been lost but the war is still going on.

The news of the civil defense decision was broken by columnists Evans and Novak in a story that was obviously arranged. Most likely, DCPA's Bardyl Tirana was the arranger. But, Bardyl is a team player so he was probably a messenger for the NSC staff. The message put out by Evans and Novak had two main themes. The first was that the Administration decision to push civil defense was part of an elaborate plan to obtain Senate approval of the upcoming SALT II arms control treaty; specifically, to reassure the defense community that Carter was not accepting strategic inferiority. The second theme was that the policy decision was tied to a program and budget decision; namely, the program recommended last April by Secretary of Defense Harold Brown and very much the same one that

Representative Donald Mitchell tried to push for funding in FY 1979 rather than the FY 1980 budget now being prepared.

It is worthwhile to consider what could have led someone to arrange to get these messages into the public print. Was the first a valid reflection of the Administration's national security game plan? Or was it news to the group in the State Department who are credited with the selling of the Panama Canal treaty and now have been dubbed "the SALT sellers?" Or an explicit threat to State and ACDA to lay off CD or face trouble on SALT II? And what about the second message? Did the President's policy decision include, as Evans and Novak aver, a commitment to raising the annual CD appropriation to \$140 million this year and nearly \$400 million three years from now? Or is it more likely that the budget decision is separate and that someone is trying to avert a purely cosmetic recognition of the policy decision? Informed observers are guessing that the battle is still on and that the convinced "MAD theorists" in ACDA and the Office of Management and Budget will be heard from.

There are a few straws in the wind, as they say, that may support the pessimistic view. There is, for one thing, the bald fact that the President "quietly signed" the policy decision paper. Perhaps Carter didn't attach much importance to it. Other such decisions have been given a bit of publicity by way of questions at Presidential news conferences and the like. And, publicity would be essential if a boost to civil defense were really part of a plan to defang the rightwing SALT II opposition.

Another indication is the continued failure of the President to nominate someone to head the new all-purpose emergency agency, FEMA. An unimpeachable source in the White House told me several weeks ago that the President's Reorganization Project was pushing for a Carter nomination before the November elections; partly to re-emphasize the purported dedication to excellence and partly to avoid a situation where post-election pressures might indeed result in a purely political appointment. At this writing, the day before the election, no nomination has been made.

In line with a before-the-elections timetable, the PRP has been engaged in a wide-ranging talent search. It is reliably reported that the staff choice for the nomination is Dr. Wesley W. Posvar, currently Chancellor (president) of the University of Pittsburgh. Ex-Air Force fighter pilot and Rhodes scholar, Posvar is reputed to be the author of a thoughtful letter to Brzezinski, a friend and colleague, that was the genesis of the NSC study that led to the recent policy decision on civil defense. Posvar for FEMA head was a Brzezinski suggestion that has not been acted upon although it would have met all of the criteria for excellence one could ask for. Of course, perhaps Posvar has been less than enthusiastic about leaving Pitt for an uncertain future in the Government. Yet, a President has ways of inducing talent to enter his Administration and Carter is no

*(continued on page 27)*

*Never in 28 years of civil defense history has an audience been exposed to a panel of speakers as distinguished, knowledgeable, dedicated and genuinely concerned about America's precarious future as the one brought together on October 27th in Gainesville, Florida. The American Civil Defense Association's 1978 seminar was indeed "The Civil Defense Summit" it was predicted to be.*

*The message of each speaker stands out as a stern warning to U.S. citizens—and especially to their leaders—to look to their urgent need for home defenses while there is yet time.*

*Complete talks may be purchased in cassette form—See page 12.*

# SUMMIT CHALLENGE

## A STAFF REPORT

At 8:30 AM on Friday, October 27th the American Civil Defense Association opened its 1978 seminar at the University of Florida. Representative Frank Williams of the Florida Legislature presided as master of ceremonies.

Setting the tone for the conference, Williams said: "There exists today a new urgency to do something quite soon about our civil defense predicament. It is in truth a 'challenge'—a challenge to survive—and it is moreso a challenge because by-and-large our people and our politicians have chosen to take the easy road and to ignore the challenge, to opt for the pleasures of the moment and to disregard the tragedy of tomorrow."

### WIGNER



### **"What Price Peace?"**

The seminar's opening address was delivered by Dr. Eugene P. Wigner (Nobel laureate, etc.) of Princeton University, whose subject was "What Price Peace?"

Excerpts:

"It is a pleasure to be here and to talk to you. It would be perhaps less of a pleasure to talk to people in authority. But I am afraid it would be much more useful and much more necessary. Most of you know all that I can tell you. . . .

"I think you all know it, but I think it is good to remember . . . 'One doesn't like to hear anything as much as what one knows already.' Naturally peace, as far as the Soviet Union is concerned could be achieved . . . by surrendering to them or by being forced to surrender. You know the old saying that 'You can always avoid a confrontation by committing suicide. But surely, this is not what we want.' . . .

"Perhaps I should remind you of a few more points: First, that the losses we would suffer in a nuclear war . . . would be immensely greater than those of the Soviets, particularly if they evacuated their cities before provoking the crisis. My own estimate of the population losses which we could inflict after an evacuation—and I made the estimate as high as I possibly could to be absolutely on the safe side—would be 4 1/2%. You know perhaps of a later estimate by T. K. Jones of the Boeing Company which may be too low. It is 2%. Well, 2% is very much less than what they suffered in the Second World War. But if we compare even with 4% that which the Russians could inflict on us it is just terrible. The estimates, which we know, are more than 60%, and this is terrible. Well, this means that we should *also* have something like a civil defense.

**... we think and act as if we were here on earth forever."**

"Let me say finally . . . what I am most afraid of. It is *not* a first strike by the Russians. It is *not* that the cities of the Soviet Union would be evacuated and that this would be followed by a first strike. It is that the cities would be evacuated and then would be told that

'we cannot stand this aggressiveness and imperialistic tendency of the United States any more. We must demand something like the evacuation at least of West Berlin or the return of Alaska . . . If you don't do this tomorrow 60% of your people will be destroyed.'

This is called 'nuclear blackmail'. It is something similar to what Hitler did at the Munich meeting . . .

"I believe that the reason we don't have a civil defense is that most of our people—simple men as well as intellectuals—do not like to think of a nuclear war or even a threat of a nuclear war. We don't like to think of it any more than any of us likes to think of death. In fact, most of the time we think and act as if we were here on the earth forever . . ."

"We *can* do something to prevent aggression, and we *should* do something about it . . . I think the *Journal of Civil Defense* does a great deal in that direction . . ."

Dr. Wigner also recommended that a letter-writing campaign to Congressmen on the necessity for a vastly upgraded civil defense program be initiated. This, he felt, would have real effectiveness.

## STEVENS



**"Breakthrough Possibilities —1979"**

Nye Stevens, Director of the President's Reorganization Plan No. 3 (disaster preparedness) gave the White House view on the concept of the new Federal Emergency Management Agency (FEMA). Particularly interesting were his comments on FEMA's directorship:

"The director is going to report directly to the President. He will also chair—partly in order to assure a continued White House interest in the tough things that are going to have to be done by this agency; the director will chair what we call the 'White House Emergency Management Committee.' The other members . . . will be the National Security Advisor, the President's assistants for domestic policy and for intergovernmental relations . . . the budget director, Jim McIntyre . . .

"So the director is going to have to be a person who can operate not only at the Cabinet level but also at the White House staff level. This is in recognition that most of these responsibilities are presidential, that the President himself is on the line both for anticipation of where our vulnerabilities are and when there is a national crisis of any kind. He is the one who is in direct command of the response mechanism. The director is going to be, in Washington terminology, an 'Executive Level 2.' . . . Executive Level 2 is comparable to the Director of the Office of Management and Budget, for instance. There are only 12 or 14 such appointments in Washington. He or she is going to be a very important participant or member of the Administration as far as formal rank is concerned. He is going to be provided with a new executive order to replace the conglomeration of powers and authorities that have built up

**"... none of the present agency heads . . . should be the overall director of FEMA . . ."**

over the years that nobody really understands. And the ultimate purpose of that is to clarify the position the President has already made: to give the director of the Emergency Management Agency a *very strong role* in assuring that . . . these resources that are spread throughout the government are indeed made available, both in a preparedness sense and in an after-the-fact emergency situation . . . and the recognition that there are strong institutional forces against that within the Federal Government . . . The

OMB Director's job is essentially a head-knocking job. So is the FEMA Director's job...

"Some examples of the program of policy options that we're developing have to do with the regional offices, authorities and powers that are decentralized for the federal regional offices, the regional offices locations, the continued use and survivability perhaps of the buried—the underground—federal regional centers which six federal regions now have, including the one in Thomasville, Georgia...

"What we have done is to try to develop the criteria that should be met in this appointment... One is that this person should have the stature and the presence and the ability—the intellectual capability—to operate at the Cabinet level, at the White House level, obviously not a person who is at a subordinate orientation. The person has to have the ability to integrate and plan the dovetailing of what are now separate and somewhat competing philosophies. Natural disaster preparedness and attack preparedness is one example. Disaster assistance vs. hazard mitigation is another... One conclusion that emerges from that criterion... is that none of the present agency heads that are coming in, all from much more specialized activities, should be the overall director of FEMA, which has much broader responsibilities. The ability to deal with governors, with intergovernmental relationships right down the line, also with Congress because there's a fairly disparate group of programs that the agency is administering... means that this can't be a shrinking violet type who keeps the office door shut... The pattern which has been particularly prevalent in the past, of appointing defeated, retired or even incumbent people whose credentials are essentially political has had a sad history and is in fact one of the causes, one of the fundamental causes, of the problems that preparedness programs have had in the past—the tendency to put somebody in at the head of them who quite obvious to everybody is just somebody that's a good party man who needs a job and needs to be fixed up... And we intend, and I think the President, on the basis of his June 19th decision intends, that this really is a new thrust and initiative and that there are breakthrough possibilities in 1979..."

#### GOURE



**"Soviet  
Civil Defense  
—Reality  
or Myth"**

Leon Goure, America's foremost analyst of Soviet civil defense, exposed and exploded popular myth about the "benign" preparedness behind the

Iron Curtain. It was suggested immediately after his address that copies be sent to all Congressmen (which is being done). Goure said in part:

"The most recent example of a politicized and regrettably distorted treatment of Soviet civil de-

**"The report has been enthusiastically received by those who have tried... to sweep the issue... under the rug..."**

fense is in the unclassified CIA report, which has been given wide circulation also by the State Department, which was issued in July of this year, and which purports of course to represent the findings of the intelligence community as a whole about the state and quality of the Soviet civil defense program. Let me also say parenthetically, by the way, that for some of the people who are trying to explain the Soviet program they simply say that this is an outgrowth of the Soviet—you might say "knee-jerk"—reaction to bad experiences of previous threats, of its World War II. Because they suffered the invasion of World War II they have discovered so many emotions about security. Why they drew such a lesson from that experience while the United States did not draw a similar lesson from the Pearl Harbor experience is not very clear. But nevertheless there we are. In any case, to come back to this report, it is supposed to also represent the collective judgment about the Soviet programs affecting us and implications of the intelligence community and therefore to be highly authoritative.

"The report has been enthusiastically received by those who have tried all along to sweep the issue posed by the Soviet civil defense program under the rug and also who oppose, of course, any effective civil defense program for the United States. Unfortunately, we shall hear about this report, or rather we shall hear this report cited to this effect, of course, for a long time to come. God knows when the CIA ever gets around to writing the next sequel. For the uninformed reader the CIA report leaves out some very vital clues on how to correct the interpretive findings and its data and its conclusions. For example no reader would guess from reading this report that the report represents a crash effort of some eight months by analysts who have no prior knowledge of either civil defense in general or Soviet civil defense in particular, that it is based on a limited examination of some half a dozen sites or sample sites in the USSR and is therefore *not* a comprehensive survey of the USSR as a whole. But the reader would never know that the report is not based... on actual data which allows you to really assess what the Russians have done from one end of the country to the other..."

"In fact... the present program that the Soviets have announced is to provide sufficient blast shelters in place in all the potential target areas for everybody—that is, for every resident—to keep the



evacuation concept along with it giving them . . . two options: the fast-moving war, or 'crisis' if you like, the situation where the Soviets decide to exercise total surprise over the United States in an attack, or the slow crisis where you can use crisis relocation either for political evacuant purposes or for security purposes or for whatever you like. Now the politicized character of the CIA report is especially glaring in its conclusions . . .

"The general message of the CIA report as it is interpreted at least by the arms control ideologist is that 'Yes, the Soviet Union has a civil defense program, but don't worry about it. And above all don't allow it to justify any meaningful civil defense program for the United States.'"

#### PATTERSON



#### **"Financial Security & Civil Defense"**

Indications of a broadening interest in civil defense were apparent with the appearance of Lawrence Patterson, a publisher in the economics field from Cincinnati, Ohio and Basel, Switzerland.

"You're probably wondering what I'm doing here as an investment publisher at a civil defense annual conference. Hopefully I can make that crystal clear . . .

"Now, I do not in any way claim to be an expert on defense, or even civil defense. But the question has long ago occurred to me: Could there be a relationship between the collapse of the American defense posture and the collapse of the dollar? The cancellation of the B-1 bomber, the withdrawal from Korea, the cancellation of the neutron bomb, the giveaway of the Panama Canal, and all these kinds of things. . .

"I would suggest to all of you here: a way to attract new membership would be to show a connection between protection in civil defense matters and protection in retirement savings, and you'll bring in a vast new number of people who are concerned about their retirement assets. We not only want to be alive with our civil defense procedures, but we also want to be physically independent of government handouts. We want to be individually solvent, financially secure. And, as it seems, there are going to be problems in both areas—financial security as well as physical security. Again, my area has not been the physical, personal physical security, but retirement and financial security. I would suggest

\*As announced by the notice at the end of this article Dr. Goure's complete talk is available on tape as are those of other speakers. The full text of Dr. Goure's talk is also available on paper at a handling cost of \$1.50.

**" . . . a relationship between the collapse of the American defense posture and the collapse of the dollar?"**

that in your magazines and newsletters you explain to your readers that they have a stake in the perception of our country and its currency by our trading partners. And that if the dollar continues to collapse their retirement assets are going to collapse with it. Instead of a comfortable existence in retirement they're going to have a subsistence-level living standard. And those who have held their heads high throughout their lives by their independence will find it obnoxious and a shock to have to accept handouts in their old age. In my opinion our future independence is going to depend upon how we handle our dollar-dominated investments.

#### HAALAND



#### **"Civil Defense Research Accomplishments At ORNL"**

Representing the Solar and Risk Analysis Section of the Oak Ridge National Laboratory, Carsten M. Haaland traced the section's history and highlighted its numerous projects in support of survival methodology.

"In the summer of 1963," said Haaland in opening his talk, "the National Academy of Sciences called together over 60 scientists and engineers for a six weeks study of civil defense. 'Project Harbor' as it was called was led by Dr. Eugene Wigner of Princeton University. One of the recommendations

**" . . . no mutual assured destruction if even one country has an effective civil defense . . ."**

of Project Harbor was that a national civil defense research center should be established. In the fall of 1964 the Civil Defense Research Project began at Oak Ridge National Laboratory . . .

"The main thrust of the early months of the project was toward blast shelters for urban populations culminating in the tunnel-grid concept. This system was too expensive for Americans at that time. And furthermore, the mutual assured destruction policy—the MAD policy—had almost total dominion over defense operations in those years under the McNamara 'Whiz Kids.' The 'MAD' policy is antipatheti-

cal to civil defense. There can be no mutual assured destruction if even one country has an effective civil defense...

"Improvised shelter techniques have been carried on primarily by Cresson Kearny. They include most of the necessities for survival in a shelter environment or in a post-attack environment including the necessity for proper ventilation, water, food, some means of detecting the presence of radiation from fallout and expedient clothing and expedient methods of preparing foods. The Kearny air pump is a wooden frame mounted on hinges with flaps similar to Venetian blinds that can go up and down as the frame is pulled back and forth. It can pull up to a volume of 5,000 cubic feet per minute...

"The final study... is the 'Survival Handbook' (which is now in draft form). This book incorporates all of the important improvised survival techniques that have been mentioned here. The important thing about these is that they have been *proven*. They are not just theory. They've been actually constructed and tried. This book will make available to those who want to survive the knowledge to *help* them to survive...

"It is evident from this presentation that expedient survival involves hard work and most likely suffering for many of those who are driven to this means of survival. This hardship could be avoided if the government would adopt civil defense plans similar to those of the Swiss involving a long-range program of construction of dual-use shelters and requirements for shelters in new construction. Of course, we may be running out of time as the talk by Dr. Goure rather indicates. In our section of ORNL under Dr. Chester energy-efficient partially-buried house designs are being developed which would provide excellent protection against fallout in addition to being economical and esthetically pleasing..."

#### SINGLAUB



#### **"Peace Through Strength"**

In a ringing finale to the seminar proper Major General John Kirk Singlaub deplored unilateral disarmament and exposure of the American population to attack. Underlining the strict duties and responsibilities of military leaders—as well as the Commander-in-Chief—Singlaub also recognized the vital role of civil defense in overall preparedness. He said:

"The basic fact is—and I'm afraid it is only dimly appreciated by the American public because it has been partially hidden from them by this Administra-

tion and by three previous Administrations—that the United States has been engaged in gradual unilateral disarmament for roughly fifteen years... Gradual or phased unilateral disarmament has been carried out behind a diplomatic disguise labelled 'detente.'...

#### **"We have deliberately left our people and our industry undefended..."**

"I tend to hold the view that the Soviets will choose in the next few years to continue to use their military power along with their allies and their surrogates such as Cuba, in some of the more remote or soft spots of the world where the people in this country won't sense an immediate threat. These aggressions such as the ones taking place right now in Africa and which took place recently in Afghanistan are I believe merely a phase in the Soviet long-range plan. And I see no reason for believing that the Soviets will not elect at some time and place of their choosing to confront us again... The time and the place will be such that the risks to us because of our relative military inferiority will be so high that we will not respond. Now, if that takes place our allies might very well abandon us and begin the rapid process of accommodation with that political force which appears to them to be riding the tide of the future. We would then find ourselves alone. We would find ourselves economically crippled and in a nearly hopeless position to respond to any Soviet ultimatum... Now, I realize that in general Americans don't like to hear that kind of talk. They don't want to face up to unpleasant reality, and therefore the politicians who tell them that military superiority cannot be translated into political advantage are welcomed in their home districts...

"I'd like to suggest to you that one of the symptoms of schizophrenia, whether it's in an individual or a nation, is unwillingness to face up to unpleasant reality.

"This bleak scenario that I have just outlined is not something that I believe to be inevitable. I foresee it only if we continue our present policy of gradual, unilateral disarmament under the guise of detente. I believe that the policy could and should end today—and at the very latest tomorrow.

"Now, what can we as a nation do, and here's where this group comes in... The first thing that we must do is to rectify the awesome fact that in the event of a nuclear war the Soviets would lose fewer people than they did in their own purges of the 1930's, while at the same time 110 million Americans would be sacrificed, would perish in that nuclear exchange...

"We have deliberately left our people and our industry undefended while the Soviets have poured billions into active and civil defense. Now, of course this is tied in, and a part of this imbalance is related, to our neglect of strategic offensive capability. I

think we must shake off the incredible notion that we can deter Soviet aggression or threats from blackmail by threatening to commit suicide . . .

"What can we do to bring about the changes that I think are necessary . . . ? Well, certainly this group with its Journal can make a major contribution, because one of the most obvious weaknesses is in the area of civil defense. But because you are an active group now I would urge that you become even more active than you have been in the past . . .

"I hope that through this organization or through the Coalition for Peace Through Strength or through other similar organizations that you as an individual have personal faith in that you too, as an individual, will continue to work for the adoption of these policies for the United States. Ladies and gentlemen, if we don't only God can help us."

#### TELLER



### ***"Civil Defense in Russia & its Consequences"***

The talk which a number of seminar participants had come thousands of miles to hear was the banquet address by the incomparable Edward Teller. Up from a sick bed Teller appeared to be even stronger and more stentorian than ever. His logic—as usual—was gripping, incisive, compelling.

"What you must hear you will hear," began Teller. "Now actually—probably—there is little to add to the many important things you heard here. And what you heard here is not what you hear elsewhere. We choose to live in a world of dreams. We choose to call what we don't like 'unthinkable'. And the tragedy is that what is unthinkable will happen.

"But if we *think*, we can still prevent it from happening. You have heard evidence perhaps more authoritatively, more explicitly from General Singlaub than from anyone else that the Russians today are ahead of us in practically every field that counts in a military context. That opinion is not generally accepted. Unfortunately, it is kept a secret from the American people.

"These days the word 'coverup' has a nasty connotation. I believe not to admit our weakness is a significant coverup.

"There is, however, another point that no one even dares to deny. And that is that the Russian deployment of military might proceeds faster than it does proceed anywhere else in the world.

"Why? For defense? I want to give you an obvious answer in a not-quite-obvious form. There is no question that modern technology is making the

world smaller, interdependent. There is *no* question that modern technology gives us the changes, the development in history, that the big trend of history drives us toward interdependence, toward some form of world order.

"There can be no doubt about it. There can be a doubt only as to *how* it will happen. And, according to my moderate imagination, it can happen in two ways: the normal way and the miraculous way. The normal way is how it always *has* happened: by force, by conquest, by empire building, by violence. And the Kremlin is making realistic preparations to that end. They don't want war. They just want power—and war if the necessary aim cannot be otherwise accomplished.

"There is another way: the miraculous way. World order by reason, by agreement, by democracy. Democracy? It doesn't even work in *one* country. How can it work on a world scale? This can happen only by a miracle. And to this miracle I am dedicated, and I am sure so are all of us.

"Now, what does that have to do with civil defense? The answer is: 'A lot' . . . In the military imbalance between the Soviet Union and the United States the imbalance is great in many fields. *But nowhere is it greater than in civil defense . . .*

"People say: 'What's the good of it? Overkill—nothing will be left. Why defense?' With evacuation the Russian losses—and you heard it today—can be held lower than they were in the Second World War, while half or more of the Americans will die, and America will cease to exist as a military power, as a political entity and—what is much more important—as an idea.

"'But, we can retaliate, we may wipe out the Russian industrial plant.' What's the difference? Once the Russians have defeated us . . . they will have retained most of their nuclear weapons. There will be no one left in the world to say 'nay' to them. They will ask for materiel, factories, food, slave labor. Russia was reconstructed after the Second World War quickly. After a nuclear holocaust Russian power will hardly miss a beat. It will just keep marching on. And the Russian leaders know it.

***"If we have a viable civil defense, then the Russians may begin to respect us as *not* complete fools."***

"There is a little opportunity right now. And it may be our last opportunity. And it is this opportunity that has been mentioned in the column of Evans and Novak. SALT II may not come about at all without civil defense on our part. And that for two reasons, one of them mentioned by the columnists. They said: civil defense will be needed to be thrown to the Congress to reassure them that SALT II is not disaster . . . So that's one reason.

"But there's another one: Take the point of view of the Russians. They know from bitter experience that civil defense is necessary. They have practiced

it throughout the decades. They see we are doing nothing about it. What must they think? They may think—and they may be right—that we are god-forsaken fools. But there is another school of thought . . . which comes from Russian sources: friendly scientists who occasionally express themselves with some freedom. They say: 'America, when it comes to a showdown, will want to strike first and destroy us.' Of course, suspicion of that will stimulate a Russian first strike. And suspicion of that is *the* unstabilizing circumstance in a situation that is unstable enough already.

"If we have a viable civil defense, then the Russians may begin to respect us as *not* complete fools. And what's more they may get the idea that, instead of relying on a first strike in desperation, we rely on reasonable defense . . ."

Dr. Teller concluded his address with the recommendation that the adaptation of hardened skyscraper core areas be considered as a new type of blast shelter that—if they can be properly engineered—would be accessible to skyscraper oc-

cupants very quickly—whereas evacuation to underground shelter (in the few cases where this type of shelter exists) takes precious time that may not be available in crisis. □



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# TOO GOOD TO FILE

Proceeding from the principles of internationalism, the Soviet Union and other socialist countries have substantially extended all types and forms of cooperation with the countries of Asia, Africa and Latin America. The USSR has corresponding agreements with sixty developing countries. About 1,000 industrial and other installations have been or are being built in these countries with Soviet economic and technical assistance. Seventy-four per cent of those installations are industrial or energetic enterprises. More than 20,000 students and post-graduates from the developing countries are studying in the Soviet Union. All this is naturally of great help in these countries' efforts to achieve economic independence.

—*Soviet Military Review*—October 1978

The Soviet Union, driven both by deep-rooted Russian imperial impulses and by Communist ideology, insists on pursuing an expansionist course. In its endless, probing quest, it attempts to take advantage of every opportunity to enlarge its influence...

Finally, there is passive defense, a subject of increasing importance and justified concern, which directly affects the basic arithmetic of deterrence. The Soviet Union is known to have a massive civil defense program including shelter, training, and evacuation program for the population, and dispersal and hardening of industrial facilities...

There is no equivalent U.S. counterpart of these programs and perhaps there cannot be, given the unattractiveness of civil defense to an open society. But the potential effect of such a war-survival program on our deterrent could be so great as to nearly nullify it—some calculations indicate that Soviet civil defense and industrial dispersal programs would reduce Soviet casualties during a full nuclear exchange to one-tenth those of the United States.

It is widely argued that the Soviet civil defense programs would not be efficiently carried out in time of crisis, and in particular, that evacuation during a crisis would be economically and socially disruptive and could not be sustained. Such arguments seem to us not to be fully responsive. If the programs are only half as effective as claimed, the Soviet losses in an all-out nuclear exchange still would be but a

fraction of those of the United States, which has no civil defense...

—from *Is America Becoming Number 2?*  
(October 1978), published by the  
Committee on the Present Danger.

Paul Scott's . . . column "West Preparing Own Suicide" seems pertinent.

Scott quotes Lenin's 1921 memorandum to his Commissar for External Affairs: "The capitalists will supply us with the material and technology we lack and will restore our military industry which we need for our future victorious attacks upon our suppliers. In other words, they will work hard to prepare their own suicides." Scott also quotes from a study by the American World Council of Freedom: "Over the past 10 years, the outflow of technology to the U.S.S.R. has dramatically increased. Computers, scientific instruments, and advanced jet engines obtained from the West are now being used to advance the Soviet space and missile programs."

—DeWitt S. Snell in a letter to the  
*Manchester Union Leader*, October 23, 1978

The United States must act now to avoid entering the 1980s with a military imbalance that could force it to wipe out civilian populations, former Secretary of State Henry A. Kissinger said Thursday...

Kissinger said a deeper concern was a changing military balance that stems from a series of "wrong decisions" during the past 20 years...

—Associated Press dispatch, November 3, 1978

In the field of national defense the Carter administration is playing an ever more dangerous game. Given the steadily increasing strength of our Soviet opponents and the life and death nature of the stakes involved, the President's policies in this vital area should be causing growing alarm across the nation. That they are not doing so is evidence of our nation's current tendency to sidestep or ignore crucial issues of survival. Such questions can be overlooked for awhile but they cannot be escaped for long. The present and pressing danger is that realities we ignore today may well overwhelm us tomorrow.

—Jack Ross, Community Planning Board No. 1,  
Long Island City, NY

Bud Wilkinson, the coach of the NFL St. Louis Cardinals, was once asked what contribution football had made to the overall physical conditioning of the United States. Bud answered, "Absolutely none. I define football as 22 men on the field desperately in need of rest and 75,000 people in the stands desperately in need of exercise."

—from *Tidings* (New Testament Christian Church, Little Rock, AR)

What is "Consolidated Guidance?" Have our top military leaders been swept under the Pentagon carpet? What is the reaction at the Capitol? Congressman Richard C. White, a Texas Democrat, underlines the congressional obligation "to insure national survival."

## MUZZLING THE GENERALS

Congressman Richard C. White

Because of poor decisions based on inadequate information and faulty judgments, our country is now following a policy of unilaterally disarming and relinquishing our technological advantages. Career military experts are being silenced to prevent them from criticizing these decisions or from giving Congress the necessary information on which to analyze these decisions.



Congressman White takes one of many citizen calls during an all-day "Citizens' Audit" of legislation.

Until recently, the United States had been superior in military strength to all other nations. Our security was assured. Within the past few years, that superiority has eroded. If present trends continue, our nation and the other nations of the free world could within a few years, be intimidated by the superior war potential of the Soviet Union and its satellite Warsaw Pact countries. Freedom and our way of life could become a memory without a shot being fired.

Slowly the American people have become aware of this deplorable condition, and they are dismayed by recent decisions of the President and the Secretary of Defense to accelerate our unilateral disarmament.

This policy of unilateral disarmament is being followed by this Administration on the elusive hope that the Soviets will imitate our example and reduce their own military forces.

The new awareness in the people and in the Congress of how our policy has jeopardized our chances for survival has turned the Congress around in its thinking. 160 Congressmen have responded by committing themselves to a new coalition whose goal is a national strategy for peace through a strong defense. Security will only come through strength.

It is very appropriate that the Congress take the lead in this effort because, under the Constitution,

\*Reprinted from the *Washington Report*

the Congress has the prime responsibility to raise and support our Armed Forces.

In this highly technological age, the only way Congress can properly fulfill its obligation to insure national survival is to have available to it information and advice from the most knowledgeable sources. By reason of time constraints and other realities, Congress must rely on the expert testimony of our

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"One of the principles espoused by the Coalition for Peace through Strength is that we should provide a strategic and a civil defense which would protect U.S. citizens against nuclear war at least as well as the Soviets defend their citizens. Not to do so in the face of improving Soviet Civil Defense is to accept a degradation in the effectiveness of our own nuclear strike potential, thereby possibly inviting attack."

—Richard C. White M.C.

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top military leaders, whose experience and dedication mark them as the best source of practical guidance.

To be valid, the testimony from these military leaders must be unrestrained and candid. Unfortunately, in recent months Congress has been denied unfettered and frank counsel from our senior military men. It is as if a choking cloak had been dropped over our military experts. They have been stilled from offering their professional advice.

The reason for this choking off of traditionally honest military advice can be found in the Office of the Secretary of Defense. In order to control the inputs to the President on which he must base his decision, the Secretary has established a policy of Consolidated Guidance. In practice this means that initial defense plans are developed by a civilian "general staff" within the Department of Defense, without full advice and counsel from the Joint Chiefs of Staff and their professional military experts. Their inputs come after the fact, when it is too late to exert any meaningful influence on the military decisions. Thus the Joint Chiefs of Staff have been relegated to a role of implementing decisions after they have been made.

To compound the defects of this new policy—never officially announced, by the way—the military experts have been given to understand that they shall not freely criticize these decisions. Consequently, Congress has encountered a reluctance from active-duty military personnel to discuss openly and freely the merits of these decisions, thus leaving Congress with many blind spots in its evaluation of Defense decisions.

The faultiness of some of the recent decisions has been so apparent that Congress has publicly challenged them. Undoubtedly, some slipped unscathed through the Congressional review process and are now part of our defense policies.



Congressman White presiding as Chairman of the Personnel Subcommittee of the House Armed Services Committee.

The faculty decisions that were detected, however, had the cumulative effect of turning Congressional thinking around. Among those decisions were: the cancellation of the B-1 bomber, the enhanced radiation weapon, and the nuclear powered aircraft carrier, along with the pull-out of combat troops from South Korea, and the reduction of the Naval Reserve.

After I came into possession of the Consolidated Guidance memoranda, and could see for myself the stifling effect they were having on the input of the Joint Chiefs of Staff to the decisionmaking process, I discussed the issue with several of my colleagues. Congressmen Sikes, Cederberg, Bob Wilson, and I signed a joint letter to the Chairmen of the Budget, Appropriations, and Armed Service Committees of both Houses of Congress, with copies of the memoranda enclosed, expressing our concern. We then sent similar letters to 100 Members of Congress enclosing the letter to the Chairmen and, again, enclosing copies of the memoranda for reference. I then personally sent another letter to those same people, urging them to press for all appropriate information from the Services, utilizing subpoena powers if necessary, in order to get the full truth about the state of our military readiness.

The clamor which these letters caused resulted in the Chairman of the House Armed Services Committee, Melvin Price, assigning to Congressman Sam Stratton the task of conducting an investigation on the decisionmaking process in the Department of Defense, with specific reference to the "muzzling of the Generals and Admirals." Such an investigation is the proper means for uncovering the facts in this case, and Congressman Sam Stratton of New York is without question the right man to conduct the investigation.

Time is passing and with every day we draw closer to that point at which we will be unable to recover from our mistakes and our complacency. If we are to survive, we must be strong. Rebuilding our military strength is this country's first priority. Let's be about it! □



*The lethal beauty of winter demands the highest respect and the most careful precautions. Here two leading weather professionals give us lifesaving guidance. With proper planning and proper cold-weather conduct tragedy can usually be averted.*

# Beware the Storms of Winter

H. Michael Mogil  
Disaster Preparedness Staff  
and  
Richard I. Coleman  
Warnings Program Leader  
National Weather Service Headquarters  
Silver Spring, MD 20910

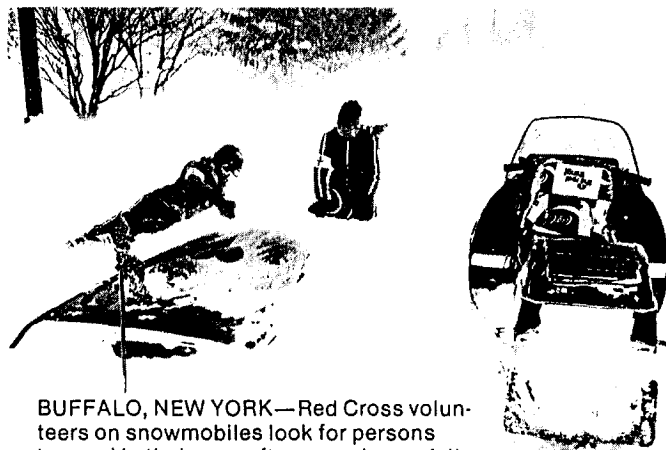
The first taste of autumn chill is the time to recall what happened last winter in Boston, New York City, and Chicago. Howling snowstorms driven by hurricane force winds piled snow into enormous drifts, while wind chill temperatures plunged to  $-50^{\circ}\text{F}$  or lower. Major metropolitan centers as well as scores of other communities . . . large and small . . . were paralyzed nationwide. In eastern Massachusetts (greater Boston area) on February 6-7, 1978, 29 storm-related deaths occurred during one of the worst winter storms ever to affect the area. And historically, we can expect more death-dealing storms this winter and in winters to come.

All of us in the civil defense, public safety, and warning and disaster preparedness arenas need to be reminded about these deadly winter hazards and the proper safety measures to take against them, and to ensure that people, in general, are knowledgeable, too. We've written this article to help you do your part.

## The Dangers

To begin with, it's important to know the most serious hazards for which official\* warnings are issued. Here is a list of these hazards and a brief description of each one.

**Blizzard**—A combination of strong winds (35 miles per hour or more) and considerable falling and/or blowing snow reducing visibility to less than one-quarter mile. A blizzard is considered severe when the wind speeds increase to 45 miles per hour or more, visibility lowers to near zero, and air temperatures lower to  $10^{\circ}\text{F}$  or colder.



BUFFALO, NEW YORK—Red Cross volunteers on snowmobiles look for persons trapped in their cars after record snowfall. (American Red Cross photo by Smith)

**Heavy Snow**—This generally describes snowfall accumulations of 4 inches or more in 12 hours or 6 inches or more in 24 hours. However, in certain areas of the country where these accumulations are commonplace, the criteria for heavy snow are somewhat higher.

**Ice Storm**—Describes a dangerous condition in which rain or drizzle freezes on contact with ground-based objects. The weight of the ice accumulation can topple trees and power and phone lines, and render roadways impassable.

**High Wind**—Sustained wind speeds of 40 miles per hour or more frequently occur with intense winter storms and can present a formidable hazard. Some of the more spectacular events occur on the lee slopes of the Rockies in Color-



# WIND CHILL TABLE\* / AIR TEMPERATURE (°F)

	35	30	25	20	15	10	5	0	-5	-10	-15	-20	-25	-30	-35	-40	-45
WIND SPEED MPH	WIND CHILL INDEX (EQUIVALENT TEMPERATURE)—Equivalent in cooling power on exposed flesh																
4	35	30	25	20	15	10	5	0	-5	-10	-15	-20	-25	-30	-35	-40	-45
5	32	27	22	16	11	6	0	-5	-10	-15	-21	-26	-31	-36	-42	-47	-52
10	22	16	10	3	-3	-9	-15	-22	-27	-34	-40	-46	-52	-58	-64	-71	-77
15	16	9	2	-5	-11	-18	-25	-31	-38	-45	-51	-58	-65	-72	-78	-85	-92
20	12	4	-3	-10	-17	-24	-31	-39	-46	-53	-60	-67	-74	-81	-88	-95	-103
25	8	1	-7	-15	-22	-29	-36	-44	-51	-59	-66	-74	-81	-88	-96	-103	-110
30	6	-2	-10	-18	-25	-33	-41	-49	-56	-64	-71	-79	-86	-93	-101	-109	-116
35	4	-4	-12	-20	-27	-35	-43	-52	-58	-67	-74	-82	-89	-97	-105	-113	-120
40	3	-5	-13	-21	-29	-37	-45	-53	-60	-69	-76	-84	-92	-100	-107	-115	-123
45	2	-6	-14	-22	-30	-38	-46	-54	-62	-70	-78	-85	-93	-102	-109	-117	-125
WIND SPEEDS LESS THAN 4 MPH AND GREATER THAN 40 MPH HAVE LITTLE ADDITIONAL CHILLING EFFECT																	
																	*National Weather Service, 1978

ado where winds exceeding 100 miles per hour have caused high property losses. Mobile homes are particularly vulnerable.

**Coastal Flood**—Strong winds associated with intense winter storms often produce battering surf and abnormally high storm tides which flood vulnerable coastal areas, cause significant beach erosion, inflict heavy property damage, and pose a serious threat to life.

Another danger is wind chill—the combined cooling effect of *wind* and *temperature* on exposed flesh. At *actual air temperatures near 0°F*, the effective cooling or wind chill temperature drops to minus 22°F with a 10 mile per hour wind and minus 39°F with a 20 mile per hour wind. At minus 25°F, a 20 miles per hour wind produces a wind chill of -74°F. At a wind chill temperature this low, exposed flesh may freeze within 30 seconds (see table). Last winter there were numerous reports of such low wind chill temperatures as far south as Kentucky.

## Watches, Warnings, and Advisories

The National Weather Service issues official advices about the winter hazards described above. When there is a significant threat of severe winter weather, National Weather Service forecast offices issue "watches" to advise the public to allow adequate time for proper preparedness actions. Watches are usually issued from 12 to 36 hours in advance of the anticipated winter storm conditions. Watches are not issued for a specific winter hazard because several hazards frequently occur together and because NWS forecasters don't always know which hazard will predominate.

When the severe winter weather is almost certain to occur, National Weather Service forecast offices issue "warnings" for the specific hazard(s). The warning is usually issued 6 to 12 hours in advance of the onset of severe winter conditions.

NWS offices also issue "Travelers' Advisories" and "Stockmen's Advisories" to highlight other

serious winter weather events which do not meet the intensity criteria for a warning. For example, Travelers' Advisories are frequently issued to describe hazardous driving conditions. Stockmen's Advisories describe a combination of snow or cold rain and windy conditions dangerous to livestock.

## Dissemination

Reports of winter weather hazards are received by emergency public service groups, the National Weather Service, the public, CB groups, amateur radio operators and others.

The public, as well as governmental agencies, can get the latest up-to-date weather information on commercial radio and television and the NOAA\*\* Weather Radio. The NOAA Weather Radio is a National Weather Service operated VHF-FM radio with three special frequencies (162.40, 162.475, and 162.55 MHz) and an effective range of about 40 miles. More than 200 stations are now in operation, with over 300 stations scheduled to be on the air a year from now. In addition, weather information is relayed via NAWAS, Plectron, law enforcement or other teletypewriter circuits to emergency public service groups.



## Public Safety

The best way to ensure the public safety is to spread winter weather safety information to newspapers, radio, television and public institutions (libraries, schools, hospitals) so that they know what watches and warnings mean and what safety actions to take. Local civil defense officials, the National Weather Service, and others working together, using films, slide sets, brochures and radio/television spots, can carry out a more effective public awareness program than each could have done alone.

The following is a partial list of weather safety publications and audio-visuals that you may want to order to help you in this effort:

**Avalanche Handbook (1975)**—GPO\*\*\* 001-000-03466-9—\$4.25.

**Human Needs, Where to Get Federal Help During an Energy Emergency (1978)**: Order from Dept. of Energy Consumer Affairs, Forrestal Building, Room 8G031, Washington, D.C. 20585—Free.

**"Owlie SKYWARN on Winter Storms"** (Wall Poster): NOAA PA 77017, may be obtained from Local NWS Office—Free.

**Pocket Guide to Cold Water Survival (1975)**—GPO\*\*\* 050-012-00111-1—\$.50.

**Snow Avalanche Sites (1974)**—GPO\*\*\*0100-02922—\$.50.

**Winter Storms (8 page pamphlet) (1975)**—GPO\*\*\*003-018-00064-4—\$.35.

**Winter Storms—The Deceptive Killers (1977)**—Slide set with tape and commentary: National Audiovisual Center, Order Section, General Services Administration, Washington, D.C. 20409; Order Number 010-557—\$25.00.



**Winter Survival, A Consumers Guide to Winter Preparedness**: Order from Dept. of Energy Technical Information Center, P.O. Box 62, Oak Ridge, Tennessee 37830—Free.

Hopefully, you won't experience many serious winter storms this year. But just in case you do, the information and sources printed here should help you weather them. □

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\*Under the Organic Act of 1890, the Department of Commerce (National Weather Service) has responsibility for "... the issuance of storm warnings ..."

\*\*NOAA is the National Oceanic and Atmospheric Administration of the Department of Commerce. The National Weather Service is a part of NOAA.

\*\*\*Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Prices subject to change without notice.



A Losing Battle  
(Photo by *Newsday*, Long Island, N.Y.)



# BOOK REVIEWS

**The Contaminant**, by Leonard Reiffel, published by: Harper & Row, 10 E. 53rd Street, New York, New York 10022, 284 pages, \$8.95, 1978, Reviewed by: R. F. Blodgett.

These are the days which can spawn a novel in the tone of "The Contaminant"—an epic tale of gathering nuclear crisis, disastrous panic and hot-line drama. The most frightening aspect of the book is that it may not, in fact, be fiction; but the news reports of tomorrow's newspapers and television newscasts. It might well be a scenario portending the doomsday of the world, the actuality of which will vary only insignificantly in details.

Keeping fact and fiction separated is difficult during the few hours it will take to read the book; for it is difficult to allow interruption and to lay the book aside once you have started.

Losing an insignificant 20 million dollars between the interagency cracks of the national budget is almost accepted practice nowadays; but to use it for covert wartime operations—why not? We almost look for Harvard's "Professor Eugene P. Wigren" to develop the mathematical models leading to the development of the associative computer hardware which divulges the skeleton of the novel's insidious plot against the Russians. (The name of the fictional "Eugene P. Wigren" comes curiously close to that of the real-life Eugene P. Wigner—recipient of Nobel, Fermi, Max Planck, Atoms for Peace Awards, etc.—whose classic 1964 *Harbor Report* decries the nation's preparedness status.)

Finally, when the book comes so close to the real world, or vice versa, that the President is finally advised that "... the old Civil Defense Agency and the Office of Emergency Preparedness had been allowed to wither into mere boxes on the Federal organizational chart," the fictional President has to realize that he has a problem. This, however, may be the point where fiction is stranger than truth.

Read this one by all means. What might the author already know that we don't, or is it already too late for us?

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**BUILDING DESIGN FOR RADIATION SHIELDING AND THERMAL EFFICIENCY** (TR-85, December 1977)—Prepared by: Delbert B. Ward, AID, Architect, Salt Lake City, Utah, printed by U.S. Government Printing Office, available through Defense Civil Preparedness Agency (DCPA) 2800 Eastern Blvd. (Middle River) Baltimore, Maryland 21220., reviewed by R. F. Blodgett.

This is one of the best semi-technical publications from DCPA in a long, long time. Bardyl Tirana, Director of DCPA, introduces the booklet by saying, in part, "In developing building designs to protect

from radio-activity, DCPA has found that some of the techniques used also can improve building thermal efficiency which, in turn, reduces consumption of energy."

The booklet explains the design and construction details which are mutually beneficial in building energy efficient and radiation shielded buildings. The compatibility of efforts in simultaneously achieving both goals is surprising.

To this reviewer the publication is so outstanding that some consideration should be given to maximizing distribution outside the usual C.D. oriented channels, e.g. Fallout Shelter Analysts, Defense Coordinators of Federal Agencies, State C.P. Coordinators, etc., School Board Architects, State, County, and City design and engineering departments, private architects and engineers should be exposed to these concepts to the widest extent possible.

Local coordinators ought to take special note of this publication and not only order several copies for their own library, but consider obtaining them in quantity for local distribution.

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Does anyone have any idea what caused the apparent and unexpected break in the DCPA publication log jam?

A "Shelter Management Handbook" (H-16) was published in March, 1978, superseding the 12/66 edition. April, 1978, ushered in a new "Radiological Defense Preparedness Guide" (CPG 2-6.1). July, 1978, brought an entirely new pamphlet, "Guidance For Development of an Emergency Fallout Shelter Stocking Plan" (CPG-1-19) to light, superseding eight outdated publications. Seems odd that close to two decades after the Feds proclaimed their first program declarations in shelter stocking, management and monitoring they are now ready to pass their unresolved responsibilities on to the local coordinators; or are they making "brownie points" in preparation for the "consolidation?"

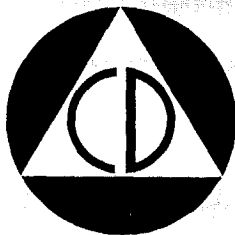
The shelter management booklet takes the realistic approach that sustaining a peacetime trained management organization is next to impossible. Expedient assumption of leadership during shelter occupancy seems to be the only pragmatic resolution to the problem under today's "holding pattern" attitude.

The RADEF guide redefines criteria almost impossible to honestly attain under present circumstances.

The shelter stocking plan is a total "cop out" on the Feds' part. Probably because they couldn't justify national funding of a restocking program it then becomes a local problem. It looms so overwhelmingly to the average local coordinator that he can only advise the public: "What you don't bring, you won't have."

At a time of Proposition 13 repercussions, rampant and widespread local work "stoppages," we find less national-level support is being offered the "local yokel" at the very time when he needs it more than ever before.

# GRASS ROOTS



## Southern Chapter California Emergency Services Association

Mr. Bardyl Tirana, Director  
Defense Civil Preparedness Agency  
Pentagon

July 26, 1978

Dear Mr. Tirana:

From time to time the news media has seen fit to carry stories regarding what can only be described as the "sorry" state of Civil Defense within the United States. It is unfortunately true that we in this profession are not in any position to rebut those stories. First, because we must admit that the stories are true, and secondly, because we realize that most of the media quotes are gained from those of us within the profession. The statement to the effect that Civil Defense is in a "sorry" state, we do not challenge, but rather we also must acknowledge that fact.

Unfortunately we must recognize that many, if not most of our problems are of our own doing. What I am making specific reference to here is the continual degradation of preparedness programs through the years. Examples which support this statement obviously include such programs as: a. EOC construction; b. Shelter stocking; c. Medical self-help, and others almost too numerous to mention.

Another common denominator in our retrogressive civil preparedness efforts is the assignment of additional responsibilities to the local level. As an example, the federal government no longer accepts any responsibility for shelter stocking, so by fiat, the local governments are given that mission. All of this by a rather circuitous route, brings me to the reason for this letter. That purpose is the Emergency Broadcast System (EBS) and the DCPA accidental launch procedures contained in your circular 78-1 dated January 23, 1978. This circular is another precise example of the federal government attempting to abrogate a long standing legal responsibility by mandating it on local government.

We do not quarrel with the premise that civil preparedness is a shared responsibility. Obviously some things can only be done at the local level, while others are best done at the State and national levels. What we do quarrel with, however, is the shifting of certain responsibilities from the national level downward when such actions seriously compromise the security of our nation. With reference to EBS the point therefore is this; what was once a viable method of warning and information dissemination has through neglect reverted to a condition where it can no longer accomplish its purpose. Even after this condition has been recognized, no apparent attempt was made to rejuvenate the system. Rather than attempts to improve EBS, the time-worn method of transference of responsibility was adopted. This statement is made because when we contested the advisability of the accidental launch procedures and suggested that such warnings should be handled at the national level, we were told in effect that it can't be done at the national level. The reason given was that it would take at least thirty minutes to activate and utilize the national EBS. Additionally, in recent communication seminars we have been told that the national EBS will not work and therefore, we, those of us at the local level, would be responsible to make the system workable. The implications of this are incredible. Can it be that we are willing to accept literally hundreds of unconnected and uncoordinated information systems and call it an Emergency Broadcast System?

We do not find either these statements or this transfer of responsibility acceptable. We also find it difficult, if not impossible, to believe that either the President or Congress knows about or accepts the virtual dismemberment of this vital program. By his reorganization plans, the President has indicated that he is less than satisfied with the status quo in preparedness matters. Therefore, it follows that each of us must be striving to improve our total preparedness effort and certainly not continuing our tired old approach of being satisfied with things the way they are. We say this firm in the conviction that things are not right today and must be improved if we are to provide an acceptable level of protection for the American people.

Each of us has of late indicated our recognition of the need for immediate improvements in the nuclear preparedness system and we submit that EBS would be an excellent place to start. Very little money would be required and recognition of this fact should remove one of the usual objections to change. It would, however, require some work on the part of your staff, and this I think we all have a right to expect.

We would hope and expect that within the next year there would be in operation an EBS which would be fully capable of doing the things which the President and the American people think it is able to do today. This we ask nothing less and nothing more.

Respectfully submitted,

Robert J. Horrigan, President

# GRAFFITI



**DEFENSE CIVIL PREPAREDNESS AGENCY**  
WASHINGTON, D.C. 20301

Mr. Robert J. Horrigan, President  
Southern Chapter, California Emergency Services Association  
Emergency Services Association  
Riverside, California

August 10, 1978

Dear Mr. Horrigan:

This is in response to your letter of July 26, 1978, concerning the Accidental Launch procedures contained in DCPA Circular 78-1, January 23, 1978. The original Accidental Launch Warning Circular was distributed in January 1977. The January 1978 circular was an update which contained the same information as the initial circular except for the change from the use of the Alert signal to the Attack Warning signal to warn the public.

As you note in your letter, warning the public is a shared responsibility of Federal, State and local governments. The possibility of an accidental launch occurring is considered highly unlikely, but we feel that the warning points and State and local government officials should have the information contained in the circular if they are to properly react in the unlikely event that such an occurrence takes place. It was not and is not our intent to abrogate our responsibilities at the Federal level, but rather to make sure that all concerned in warning the public have the background information necessary to take effective action.

Apparently there is a misinterpretation of the intent and function of the Emergency Broadcast System (EBS). It was established in 1964 to provide the President with an expeditious method of communicating with the American public in the event of war, threat of war, or grave national crisis. In the last several years, the original concept of EBS has been expanded so that it can also be used for day-to-day emergencies at the State and local level to provide the means for prompt, reliable receipt and release of life and property-saving warning, as well as emergency information. Examples of day-to-day emergencies are: tornadoes, hurricanes, flash floods, blizzards, earthquakes, etc. The White House requirement for the national level EBS is that it be capable of activation for a Presidential announcement within five minutes for radio and television audio.

If an accidental launch should ever occur, we assume that the President would most probably activate the EBS to provide follow-on information to the general public. However, there would be such a short time available before possible detonation of an accidentally launched missile that the time needed to activate the EBS would result in valuable warning time being lost when every minute counts. Therefore, the use of the National Warning System to get the information to local governments so that they in turn could rapidly get the information to their radio and television stations, appears to be the quickest way to inform the public in the threatened area.

As a means of adding another capability for disseminating emergency information, DCPA is in the process of connecting the major national broadcast networks to the National Warning System. Four national radio/television network broadcast centers in New York City are now on NAWAS and the other three National Broadcast Systems located in Washington, D.C. area are being added this month. Also since 1972 the Associated Press, New York, and the United Press International, Chicago, have been on NAWAS. These innovations add to the potential for expediting emergency information to the public. However, in the final analysis, the local government has responsibility to issue instructions as to the specific protective actions their people must take. Local government is in the best position to implement such measures in accordance with local plans designed specifically for the emergency facing it at a particular time.

I want to thank you for bringing these matters that concern you to my attention and for affording me the opportunity to clarify them. It is essential that people such as yourself, who daily implement civil preparedness at the county and local level, support the program; otherwise, civil preparedness becomes meaningless. A better understanding, I believe, leads to improved support. I sincerely hope that I have provided a better understanding of the facts behind the warning policies about which you expressed concern.

Sincerely,

Bardyl R. Tirana, Director



# SPOTLIGHT

## TRAINING PAYS OFF IN NORTHERN CALIFORNIA

At 4:40 a.m. on March 24, a bus carrying 32 Oregon senior high school students north on Interstate 5 hit a trespassing cow and overturned. Cottonwood, California was five miles from the scene of the crash.

Mrs. Eugene Hastings, a Radio Emergency Associated Citizen Team (REACT) volunteer of Redding, California, received a call from an unidentified truck driver who came upon the accident scene moments later. He found injured students in and around the wrecked bus. Mrs. Hastings is a volunteer with the Buckhorn REACT of Redding which is registered as a local civil defense volunteer organization. Mrs. Hastings immediately notified the California Highway Patrol and a unit combing the area for stray cattle was at the site within five minutes after the accident occurred. The Shasta County Emergency Services organization was alerted, and fire-rescue and medical crews responded without delay.

By 5:55 a.m. all 32 students had been taken to the three hospitals in the area. Most of these were transferred to motels after medical processing for minor injuries. By 7:30 a.m. all families in Oregon had been notified. By 1:30 p.m. 28 of the students were on their way home with parents or on a replacement bus. The remaining four, with serious injuries, remained in hospitals.

The polished teamwork displayed by Shasta County stemmed from annual accident simulations during the previous five years—and lessons learned from them. The 1977 simulation coincidentally was a bus accident nearly identical to the actual 1978 experience.

"We feel," said Richard D. Elliott of the Shasta County, California Office of Emergency Services, "that through the use of simulated emergency exercises, based on realistic scenarios, we were able to provide a timely and properly managed response to a serious accident. We have learned and profited by the real thing."

Shasta County will continue its accident simulations.

## USCDC MOBILE MEETING: "FIVE DAYS IN OCTOBER"

Banquets, bashes, excursions, door prizes and other activities to entertain 500 USCDC guests held sway in Mobile, Alabama from October 8th through 12th. Southern hospitality was at its peak, and the weather cooperated beautifully for those who took advantage of the area's recreational activities.

For the serious CD buff there were portions of the program which got down to grappling with survival problems.

The work shop put on by the DCPA Staff College was one. In a positive, provocative, informative manner oriented toward practical solutions it sifted through problems encountered by local civil defense organizations.

Shirley Smith, Harriett Paine and Libby Lafferty from California expertly wove civil defense into home economics. Their approach to preparedness—or unpreparedness—was refreshing, and their presentation would have been a credit to Hollywood.

For those whose interests extended to hard-core problems of survival in a nuclear attack environment the Pfizer Awards Luncheon was a kind of second-half rally. Bishop William M. Smith's invocation was awe-inspiring. "Truth crushed to the ground," said Smith, "will surely rise again." The address delivered by Dr. Carroll P. Hungate of Kansas City—"Thirty Years of Civil Defense, A Critique"—probed under the meeting's lilt to examine the need for awakening to the country's real civil defense difficulties. "I must tell you," said Dr. Hungate, "that I am a shelter man. I've been a shelter man since 1949. I'm still a *blast* shelter proponent because I have been in shelters that are blast-proof in Western Europe, and I know that that is the protection people need during a nuclear war. And there is no other protection. And if we could have the money, part of the money of the \$46 billion lost in HEW and part of the money lost by GSA, and had started 30 years ago, we'd have a program today that would be better than the Russians have..."

"I want to read something I feel very strongly about:

As Stalin said, historical parallels are risky. Still American-Soviet policy cannot fail to prompt recollection of English policy toward Germany forty years ago. It was the supporters of appeasement then who brought England to war, and then left it to the hard-liners to fight.

"That was in the *Baltimore Sun*..."

### TOM J. ELLIOTT

Sioux City flags went to half mast when veteran Civil Defense Director Tom J. Elliott passed away July 31st. Elliott's 16 years as director brought an emergency response organization to Sioux City that functioned smoothly in crisis and zeroed in effectively on saving lives and property.

Elliott's legacy to Sioux City is a continuing high-efficiency disaster-response capability, a team that can react in stride in emergency and carry on its future planning effectively under new directorship. Creating the framework and building the executive talent that makes this possible is the finest possible achievement of any true leader.

## NATIONAL JOURNAL ON THE CIVIL DEFENSE "FENCE"

With its September 9th issue the *National Journal* weighed the pros and cons of a national civil defense program. In a feature article, "The Best Civil Defense May Be the Best—or Worst—Offense" it points out:

But some military strategists have been thinking about civil defense a lot lately. To them, planning for the worst may do more than save lives after a nuclear exchange; it may even prevent the exchange in the first place. Thus, they argue, if we have a good civil defense system, we probably don't need one; if we don't have one, we will.

An "Administration official," however, disagrees. He says:

The only realistic danger lies in the exaggeration of Soviet civil defense and the American response to it. Ironically, the more attention we pay to it, the more tensions rise, making war more likely, not less.

This would seem to belie the contention that civil defense is ineffective. The above Administration official may himself have one of the 20,000 blast-protected spaces that ring Washington. These "protected" officials obviously have some respect for hard shelter. Later the article takes another tack:

In a significant shift from the civil defense debate of the 1950s, today's focus is on the value of the program *before* a nuclear exchange occurs as a deterrent to an enemy attack.

A photo caption quotes Defense Civil Preparedness Agency Bardyl Tirana as saying:

It's folly to think of civil defense as being able to protect society as we know it from destruction in a very large-scale nuclear exchange.

Presidential Review Memorandum 32 (PRM 32), however, appears to hew to the positive argument and to disagree with the President's own administrative officials. The article points out:

And now PRM 32 argues that the country with the best civil defense system could gain

a strategic advantage despite the "essential equivalent" of their military forces and weapons.

Indeed, PRM 32 attempts to shift the U.S. policy focus from the "essential equivalence" of military might to the "equivalent survivability" of the two societies...

American women and children may get a break yet.

## A NEW MARKET: UNDERGROUND HOMES

There's no corner on the market for the construction of underground houses, and the demand is not yet that great. But it's coming. The Oak Ridge National Laboratory is also into the technique of nestling home construction into the earth.

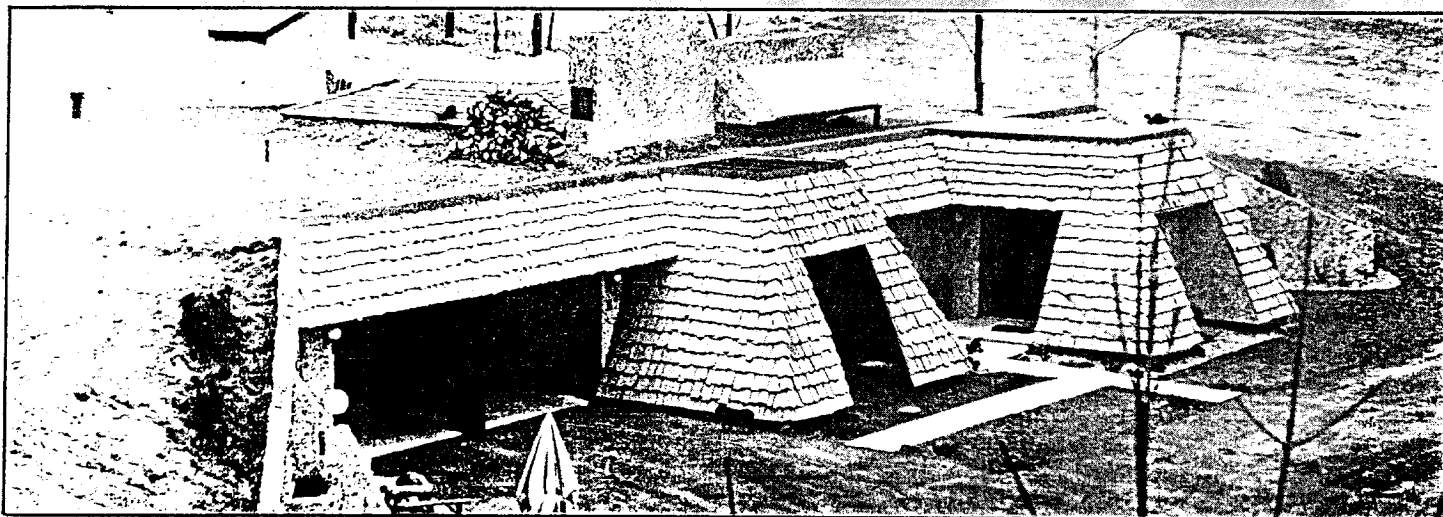
In Granite City, Illinois Gary Davis—after a good bit of costly research and not a little ridicule—has launched his U'Bahn Earth Homes company. His claims for subterranean living include the following:

1. High energy efficiency (60% to 75% fuel savings)
2. Low maintenance
3. Privacy and security
4. Quiet
5. Surface space economy
6. Storm-proof
7. Fire-proof
8. Termite-proof, rot-proof
9. No freezing of pipes
10. Better pollution control
11. Lower insurance rates
12. 10% to 20% cheaper to build
13. Increased life of home by factor of 100

The closest U'Bahn publicity comes to the fall-out question is to say that the home will withstand the direct hit of a bomb. Of course, it depends on what kind of bomb. But U'Bahn is a big step in the right direction from a civil defense angle.

For further information write:

U'Bahn Earth Homes  
4008 Braden  
Granite City, IL 62040



U'Bahn's newest model, "The Woodland," boasts three bedrooms, two baths, utility room and garage. Estimated price, depending on locality, is \$35,000 to \$50,000.

*More and more the media, top leadership, industry and even elements of the public are discovering the tragic potential of a sick civil defense. One probing group is a congressional research committee composed of House of Representative Republicans. Below is that portion of its latest report which addresses the American home defense dilemma.*

House Republican Research Committee National Defense Task Force\*:

## The Civil Defense Question

American defense analysts recognize that the Soviet Union possesses the world's most comprehensive civil defense network. In stark contrast, the U.S. lacks clearly defined goals for an effective civil defense system.

### COMPARISON OF U.S.-U.S.S.R. CIVIL DEFENSE PREPAREDNESS:

- over the past decade, the Soviets have spent over \$1 billion annually on civil defense; the U.S. has matched less than 10% of that figure.
- Soviet civil defense planners expect their efforts to provide safety for 95% of their nation's population; U.S. analysts project population losses of up to 60% for the United States in the event of an all-out nuclear exchange.
- the Russians have developed an extensive program to protect their industrial base; new industries are dispersed throughout the country. In many areas, factories are separated by a distance greater than the lethal radius of a nuclear weapon. As a result, the credibility of U.S. retaliatory capability is declining. The U.S. has no equivalent civil defense program. In fact, the most

serious attention to the civil defense issue was a 5-year shelter plan initiated 14 years ago. The scheme was subsequently shelved in the late '60's.

The inadequacy of U.S. civil defense preparedness is illustrated in that:

- the total number of existing U.S. shelters could accommodate less than half the U.S. population.
- the majority of the public is unaware of the location of their local shelters.
- many of the existing shelters lack sufficient food and water supplies.
- U.S. industry has no contingency plan in the event of a nuclear war.

Absent a well-coordinated civil defense strategy, Soviet weaponry would have a far greater destructive impact on our population and industry. That is, our lack of CD preparedness results in a multiplier effect for Soviet strategic power. The upshot is a relative increase in U.S. vulnerability and a dangerous asymmetry in the strategic balance.

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\*Chairman: Robin Beard, M.C.



## WHY IS THE U.S. SO UNPREPARED?

The failure to institute adequate civil defense programs is due primarily to three misconceptions held by the American public:

- the “overkill fallacy” implies that the U.S. could collect the entire Soviet population into a density similar to Hiroshima and Nagasaki—and that this population could be killed many times over. In reality, the Soviet population is so dispersed as to discredit this scenario.
- much of the world's population would be destroyed by fallout from a large-scale nuclear war. Not true, according to the National Academy of Science. The NAS estimates the long-term fallout effect to be a 2% rise in the world's cancer rate over a 15-year period.
- adherents of this doomsday scenario mistakenly believe that survivors would be forced into a mole-like underground existence for weeks on end. In fact this would apply only to people in close proximity to blast sites, while other survivors would be safe from fallout in less than ten days.

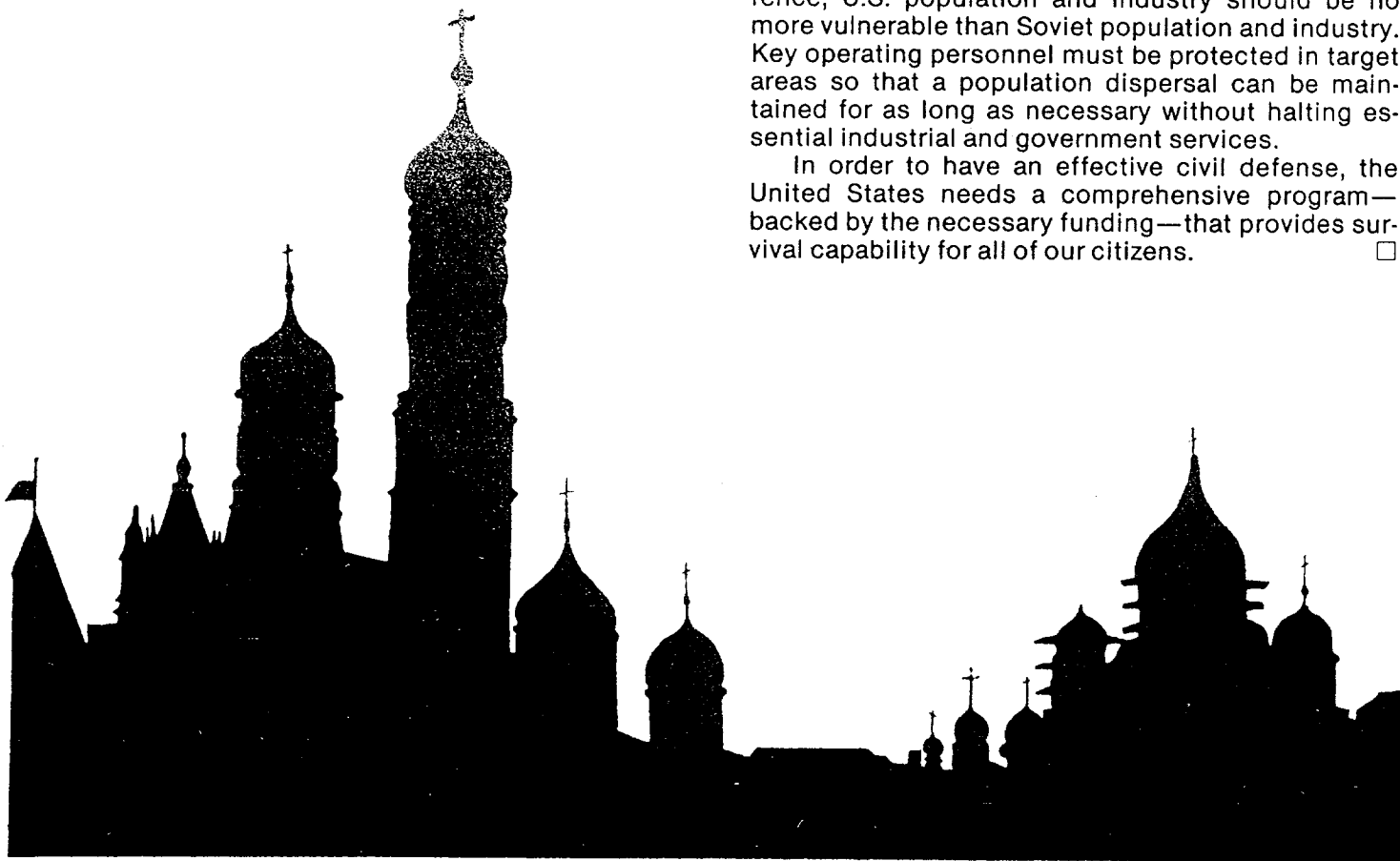
## TASK FORCE RECOMMENDATIONS

In view of the trends in the U.S.—Soviet strategic balance, the U.S. must rethink and reevaluate not only its global position and strategic arms policies, but also the fundamental question of its security and future survival in the event of a nuclear war. The nation must ensure that no potential attacker could expect to emerge from nuclear combat with superiority over the U.S. This will ensure that deterrence is maintained and that nuclear war is kept unthinkable. Steps must be taken *today* to rebalance the strategic equation, namely:

- it must be recognized at the highest levels of government that the survival of the United States in the event of nuclear war should be no less secure than the survival of the Soviet Union.
- the American public must be educated to understand all facets of nuclear war and its own survival potential.
- all government-funded, -financed, or -insured construction should be modified to provide fallout and blast protection.
- U.S. industry should undertake studies and preparations for protection in the event of a nuclear war.
- the U.S. must reinstitute an Air Defense system if the Soviets continue to deploy the Backfire bomber.

To maintain the strategic balance and deterrence, U.S. population and industry should be no more vulnerable than Soviet population and industry. Key operating personnel must be protected in target areas so that a population dispersal can be maintained for as long as necessary without halting essential industrial and government services.

In order to have an effective civil defense, the United States needs a comprehensive program—backed by the necessary funding—that provides survival capability for all of our citizens. □



## Faith, Hope and Preparedness

*Zivilschutz*, Switzerland's civil defense magazine, takes its preparedness lessons where it can find them. And it does a remarkable job.

In its July-August issue it emphasizes again (from the files of the Swiss Office of Civil Defense) the value of organized protective measures by comparing the allied aerial bombardments of two German cities toward the end of World War II.

Here are the statistics cited:

	Stuttgart	Pforzheim
Population .....	500,000	80,000
Number of air raids .....	53	1
Total bomb tonnage .....	25 KT	1.6 KT
Total fatalities.....	4,000	17,500
% of population killed ..	0.8%	22%

Along with these statistics it gives the ratios of military to civilian casualties in recent wars according to Swiss sources. These are:

World War I.....	20 military to 1 civilian
World War II .....	1 military to 1 civilian
Korean War.....	1 military to 5 civilians
Vietnam War .....	1 military to 13 civilians
A future war .....	1 military to 10-100 civilians

Observes *Zivilschutz*: "Up to quite recently, most of the time the civilian population was spared the effects of armed conflict. Now it is above all the civilian population which is hardest hit by the events of war."

Question: In the United States what effect would the "Hostage Concept" (where the population is purposely left exposed to attack) have on the trend shown in the second table above?

Pforzheim (first table) saved a good bit of money by not worrying about preparedness.

So do we.

*Walter Murphy*

## EXTRA

In the words of Senator Sam Nunn (D-Ga), a member of the Senate Armed Services Committee and a leading defense authority in Congress: "During the past decade, while our military resources and political energies were being sapped by the Vietnam War and by Watergate, the Soviets made massive military gains on the United States. Not since Hitler's Germany of the 1930s has any nation undertaken such an ambitious military program in peacetime.

—U.S. News & World Report, Oct. 30, 1978

The FBI and the CIA trample the freedoms of US citizens by tapping telephones, opening private mail, practicing surveillance over them. According to incomplete data, about 12,000 million dollars are spent every year for shadowing people.

—Soviet Military Review

Unless we counter these new Soviet initiatives, we can expect our deterrent posture to continue to lose credibility. There is no good reason why the unfavorable trends cannot be reversed. Our nations are rich enough and vigorous enough to respond to the new threats to our security...

—NATO Review, October 1978

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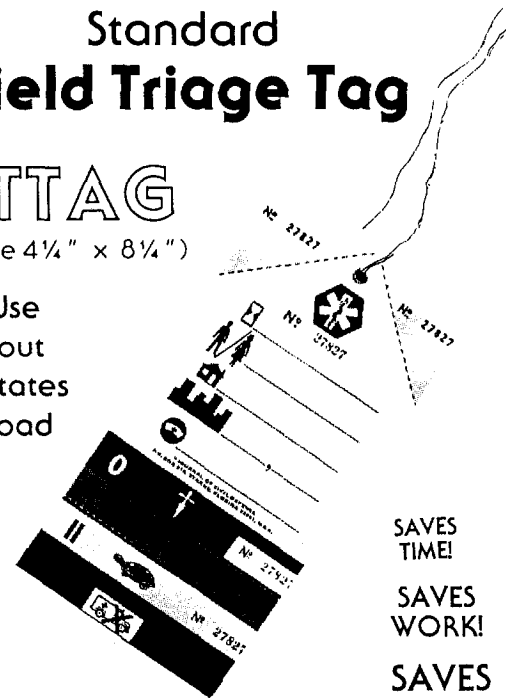
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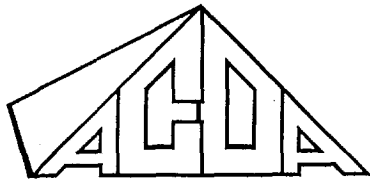
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**CAPITAL COMMENTARY** (continued from page 5)

exception. Thus, it may be that the nomination has not yet gained the President's attention and may well be handled on a basis quite different than that which the NSC and PRP had in mind.

Still, the CD policy decision is a legitimate milestone even if it turns out that FEMA was not set up to carry out a new civil defense mandate. Certainly, no potential boost for the program would be in prospect if the decision had been adverse. And, the messages contained in the Evans and Novak column of October 20th have some innate validity. Civil Defense is not incompatible with arms control. An effort to cover the population's current naked-

ness to nuclear attack (and, hence, coercion in a confrontation) would augment the limitations sought by treaty. It is also reasonable to believe that the civil defense program under consideration is the minimum required to make a change in the survivability equation. It falls far short of what the Soviets are doing but it would install a reliable capability to counter a Soviet city evacuation with one of our own. That is certainly a step in the right direction.

The President's budget message due in January and his nominee to head FEMA will tell the significance of the policy decision. A CD budget request for less than \$140 million will not impress the Congress nor the States that a policy change has occurred. ☐

# THE 'BIG LIE' ABOUT DEFENSE SPENDING

(Excerpted from the *Naval Reserve Association News*—November 1978)

Those who specialize in propaganda know that if you repeat a "big lie" often enough, people will eventually come to believe it—no matter how blatant it gets.

While you expect this sort of thing from totalitarian governments of the left and right, you do not expect it from a "free press."

Yet right now, the liberal press in America seems intent upon promoting the "big lie" that social spending in the U.S. is being limited by "federal defense spending budgets."

The fact is: Over the past 18 years, U.S. social spending has been soaring like a skyrocket, while defense spending has steadily been lagging in real value. Social spending has grown 60 times as fast as defense!

The following table compiled from the U.S. Budget for 1979 tells the story completely.

## DEFENSE vs. NONDEFENSE SPENDING, 1960-1977 (in billions of constant 1960 dollars)

	1960	1977	Percent change
Total federal outlays ....	\$92.2	\$200.3	117
Defense .....	45.2	47.5	5
Nondefense .....	47.0	152.7	225
Social spending .....	26.5	111.9	322
Weapons and research	18.0	13.7	- 24

Thus, instead of the "big lie" that defense spending is "robbing social programs," as one black congressional leader recently stated—Patten Mitchell (D-Md.)—exactly the opposite is taking

place as the defense share in the ballooning federal budget has fallen dramatically, while social spending has soared.

## SHARE OF THE FEDERAL BUDGET (including Off-Budget Spending)

	1960 (percent)	1977 (percent)	Percent change
Defense .....	49	23.7	- 52
Nondefense .....	51	76.3	+ 49.6
Social spending .....	28.7	55.9	+ 94.7

During this same period, our national economy will have grown, in constant dollars, by about 62 percent (through 1979), or about six times as fast as our defense budget! And social spending has grown 60 times as fast!

As a result, the defense share of our nation's economy has steadily dwindled, while the non-defense share has skyrocketed.

## FEDERAL SHARE OF THE GNP

	1960 (percent)	1977 (percent)	Percent change
Nondefense .....	9.8	17.3	+ 82
Defense .....	9.0	5.2	- 42
Social .....	5.3	12.5	+ 135

What is worse, because of the voluntary Army (and rapidly rising military pay and problems), our actual level of defense is far worse than even these figures tell.

(The above account was excerpted from an article written by Warren H. Brookes for the *Boston Herald American*. It appeared in *Human Events* and was entered in the Congressional Record by Sen. Barry Goldwater.)

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