

VOLUME XIV — NUMBER 1

# Journal of Civil Defense

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The American Civil Defense Association



# Journal of Civil Defense

The American Civil Defense Association

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

FEBRUARY 1981

VOLUME XIV — NUMBER 1

Editor ..... WALTER MURPHEY  
Business Manager ..... CAROLYN HAYES  
Bureau Chiefs  
Pacific Coast ..... EVAR P. PETERSON  
Washington, DC ..... WM. A. McCAMPBELL, JR.  
Contributing Editor ..... MAX KLINGHOFFER

Research ..... BETTY NICE  
Public Relations ..... FRANK WILLIAMS  
Composition and Layout ..... RASCOE PHOTO, TYPE  
Cover Design ..... SID JORDAN  
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## CONTENTS

3 CAPITAL COMMENTARY, by  
Jerry Strobe — New Washington  
scene begins to unfold.

5 LATELINE — Focus on fast-  
breaking, late-breaking defense-  
oriented developments.

6 TACDA-USCDC LINKAGE:  
PROGRESS OR PARALYSIS —  
Interview with TACDA President  
Frank Williams.

8 SPOTLIGHT — Reagan view; 2-  
Minute Mail; Emergency Manage-  
ment Institute Schedule; Help Bill  
Murray Help CD; Disaster Bank.

9 EDITORIAL: New CD  
Publications Vital to CD Renaissance.

10 THE MX MISSILE, SALT II  
AND CIVIL DEFENSE, by Prof.  
(Lt. Gen.) Frank J. Sackton — US at  
the Crossroads.

12 DISASTER MEDIC, by Max  
Klinghoffer — Two Views of Medical  
Responsibility.

13 METTAG INTRODUCES 1981  
IMPROVEMENTS — Toughened  
Tag and French-Spanish-German  
Instructions.

14 NINE SECONDS THAT  
WEREN'T, by Capt. John X. Stefanki  
and Walter Murphey — Lessons from  
World's Worst Air Crash.

18 REVIEW: SURVIVAL AND  
PEACE IN THE NUCLEAR AGE  
— Peace Under a Microscope.

19 PUBLIC EDUCATION ON  
CIVIL PROTECTION MATTERS  
— Dr. Milan Bodi's Swiss - Based  
ICDO Relates Know-how on Disaster  
Mitigation.

22 TOO GOOD TO FILE — Leon  
Goure, John Macy, Jack Anderson and  
others.

23 MARKETPLACE — UP-  
COMING — Canada Eyes  
Underground.

24 JOHN SHAY'S OPEN LETTER  
ON TEAMWORK REQUIRE-  
MENTS.

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States and peace in the nuclear age. Its aim is  
public education in this field and service as a  
forum.

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words in length, slanted to the non-technical  
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## WAITING FOR THE CHANGE

There are times when reporting the news from Washington can be frustrating. This time is especially so. This column is being written a week before the inauguration of Ronald Reagan. By the time it is read, the inauguration ceremonies will be nearly a month past — and much may have occurred in the meantime. So, at the risk of speculating about what may have become fact, let me note that at the time of writing President Reagan has not yet named a new head for the Federal Emergency Management Agency. There seem to be only two names mentioned in the rumor mill. The man with the apparent inside track, at least as far as the Reagan transition apparatus is concerned, is Dr. Robert H. Kupperman, who headed the FEMA transition team. Kupperman is a long-time defense analyst, having done research on civil defense at the Institute for Defense Analyses in the 1960s. Later, he joined the Government as head of the Government Preparedness Office of the Office of Emergency

defense advisors that civil defense ought to be pulled out of FEMA and returned to the Pentagon. They argue that emphasis on "comprehensive emergency management" is a device for burying nuclear preparedness and that if the Reagan Administration is going to push civil defense seriously it can't be left in the FEMA bureaucracy. This view also appears to have significant support in the Congress. Of course, a move of this kind won't happen overnight. Indeed, it would have a symbolic meaning that should not be wasted lightly. However, if the matter is being given serious consideration, it may affect the choice at FEMA.

Despite the strong position taken by Reagan during his campaign on the need to strengthen the nation's defense posture, including civil defense, don't look for anything to happen quickly. Domestic economic problems appear to dominate the attention of the new administration at the moment. By installing Caspar Weinberger as Secretary of

### "CIVIL DEFENSE COULD GET LOST IN THE BUDGET - BALANCING SHUFFLE."

Preparedness. He next served as Chief Scientist for the Arms Control and Disarmament Agency. Most recently, he has been a senior fellow at the Center for Strategic and International Studies of Georgetown University. The Center provided many transition officials for the Reagan administration and many of these are being appointed to sub-cabinet levels of the new government. Kupperman has strong support for the FEMA job from key transition officials David Abshire and John Lehman.

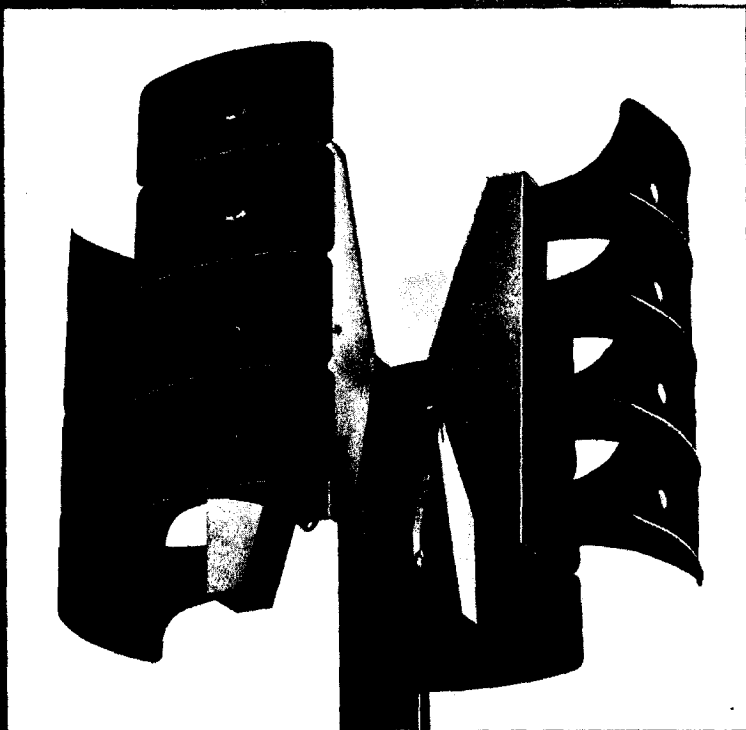
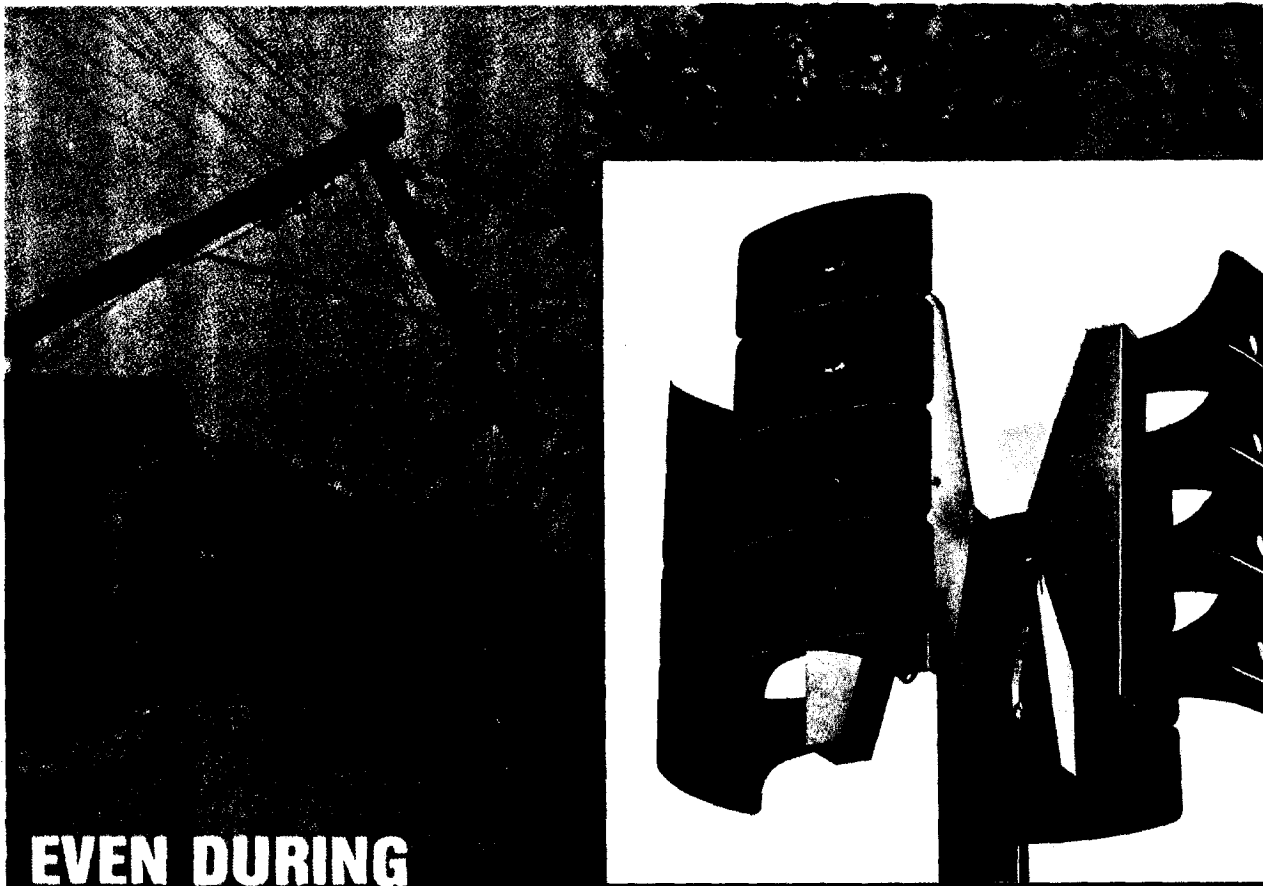
The other name mentioned around Washington as "on the list" for Director, FEMA, is Herbert E. Temple, Jr., currently deputy head of the Army National Guard at the Pentagon. General Temple was Reagan's civil defense director when the President was Governor of California and is a close friend of Edwin Meese III. Thus, Temple has closer personal ties to the President than Kupperman. Both men have good credentials for the job but one or the other may not be interested. For example, another person rumored to be "on the list" for the FEMA job was Darrell Trent, a former deputy director of the Office of Emergency Preparedness. Trent was named deputy secretary of the Department of Transportation last week, the first of what is becoming a flood of sub-cabinet-level appointments.

One complicating factor in the guessing game about FEMA is that there has been some strong feeling among Reagan's

Defense. Reagan surprised his defense constituency and signalled that any defense buildup would be a measured one. Civil defense could get lost in the budget-balancing shuffle. Carter's final budget included increased funding for the military that may represent all that Reagan can embrace. But the Carter request for civil defense barely accounts for inflation. If Reagan does nothing on this score, it will be difficult to argue that the new administration is about to change the civil defense imbalance.

On Capitol Hill, Senator John Tower, now chairman of the Senate Armed Services Committee, has announced that civil defense overview will be undertaken by a new strategic and theater nuclear forces subcommittee to be chaired by Senator John Warner of Virginia. Both Warner and Tower are expected to be supporters of a strong civil defense. Senator Mathias of Maryland will replace Proxmire of Wisconsin as chairman of the subcommittee that has jurisdiction over FEMA's appropriations. During the markup session on the last appropriation, Mathias helped prevent Proxmire from reducing the civil defense appropriation. As a result, both House and Senate appropriated the full Carter request for \$120 million. That appropriations bill was one of the few passed by the lame-duck session of the Congress, so FEMA has not been forced to operate under a continuing resolution that limits expenditures to those of the past year.

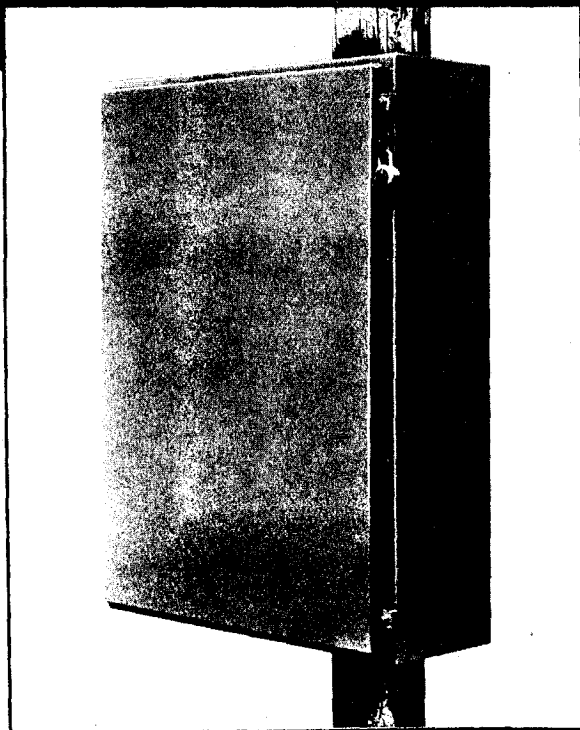
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# LATELINE....

THE REAGAN INAUGURAL ADDRESS telegraphed a turnabout of limp permissive attitudes across the board. "I believe," said the new President, "we the Americans of today are ready to act worthy of ourselves, ready to do what must be done to insure happiness and liberty for ourselves, our children, and our children's children. . . . When action is required to preserve our national security we will act. We will maintain sufficient strength to prevail if need be knowing that if we do so we have the best chance of never having to use that strength."

EUPHORIA OVER REAGAN UNDERSTANDING AND SUPPORT OF CIVIL DEFENSE needs to be tempered with realism and an inspired effort to counteract organized opposition to it. In a 1980 doctoral thesis on civil defense history FEMA's Wayne Blanchard traces the tragic defeats suffered by the first federal civil defense director Millard Caldwell in his valiant attempt to give Americans acceptable protection (1950-1952). Outspoken President Harry Truman, adding his weight to Caldwell's fight, stressed that "civil defense is, and will continue to be, just as vital to American security as our armed forces . . . ." But Congress emasculated Caldwell's budget requests. His 1951 budget of \$1.7 billion was sliced to \$0.099 billion (all figures adjusted to 1980 dollars). In 1952 a \$2.1 billion budget was cut to \$0.227 billion. In 1953 the \$2.3 billion requested was hacked to \$0.129 billion. Said Truman: "This repeats the gross error of the last 2 years by postponing once again the construction of key shelters . . . ." Caldwell gave up, resigned, went home.

THE BOTTOM LINE FOR TODAY is that President Reagan and civil defense executives must have all possible shoulders to the wheel to translate their belief in civil defense into a dynamic program that will surmount persistent and debilitating bureaucratic foot-dragging and sabotage. "Shoulders to the wheel" would include broad-based active help for Bill Murray's USCDC legislative analysis and assault (see page 8), overt encouragement for and reporting of the Wigner-Bergman briefings for Senators, and individual initiative in undertaking repeated personal congressional contacts. The secret to success lies in giving this effort top priority.

HOSTAGES, HOSTAGES. As the American hostages flew out of Iran at Inauguration time on January 20th Americans everywhere choked up to the tune of "Tie a Yellow Ribbon 'Round the Old Oak Tree." Day 444 was a lucky one. The big event upstaged another big event. But who cared? Lurking as a backdrop, however, was the knowledge that America again had been had. TV's Agronsky and Company, for instance, saw the 14½-month negotiations as shameful and pointed out that most foreign service personnel felt the less secure for it. A tougher stance, a tougher reaction would have programmed more respect in touchy spots in the future. With new blood on the Washington scene that could be coming.

IS "POLITICS AS USUAL" OUT THE WINDOW? Executive appointments and decisions may be in for a clean-up. Reagan Press Secretary James Brady, in reference to Reagan Administration action quotes President Reagan as saying: "The decision should be based on what's good for the nation, not what's politically beneficial." We can -- we hope -- see this philosophy fit FEMA down through its regional offices and on to state and local organizations.

*Years ago coordinated efforts by the United States Civil Defense Council (USCDC) and The American Civil Defense Association (TACDA) were firm and taken for granted. Now with new USCDC leadership that working liaison has experienced an encouraging rebirth with even a "coalition" in the wind ... How does TACDA view this trend? Here the Journal queries TACDA President Frank Williams on the question.*

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## TACDA-USCDC LINKAGE: PROGRESS OR PARALYSIS?

— Journal Interview with TACDA President Frank Williams

**Journal of Civil Defense (JCD):** The American Civil Defense Association (TACDA) has often been cited as being at odds with the United States Civil Defense Council (USCDC). Is this true? Is there some kind of feud here?

**Frank Williams:** In my opinion there is no basic difference in objectives. Both organizations work for an upgraded civil defense. This is why many of us feel that they should pool their talents and their resources. As for a feud, it is true that a few individuals have seen TACDA as a threat to USCDC, but I have never heard this responsibly defined. I see overwhelming evidence that this fear was never shared by the general USCDC membership and that it has now all but disappeared anyway. The current USCDC President Bill Brady is one bright sign of this attitude, and there are others on the USCDC Executive Committee and within the membership. Bill is 100% for coordination and seeks it.

**JCD:** When you say the two groups should "pool their talents and resources" do you mean they should merge?"

**Williams:** No. USCDC's membership consists of local CD directors while the TACDA membership is open. I think this is proper in each case, but it means that

there obviously is no basis for merging. There is certainly a compelling basis for coordination whether you call it coalition or something else. The two organizations complement one another.



*TACDA President Williams*

**JCD:** Would such a coalition take in other national CD organizations?

**Williams:** I would favor that. We would need all the muscle we can get.

**JCD:** Will the new Reagan Administration make any difference?

**Williams:** I think we have exciting new opportunities with the Reagan Administration — in the light of its many strong CD pronouncements — to make real progress in home defense without delay. We need this progress now. TACDA will go all out to support these Reagan commitments in every possible way. A team effort would be the best way, and I hope it will now materialize.

**JCD:** What about the *Journal of Civil Defense* as a publication for USCDC members as well as TACDA members? We have heard it mentioned that TACDA wants to make the *Journal* the official USCDC publication.

**Williams:** No, not TACDA. There was a move to do this some years ago, but it did not originate with TACDA or the *Journal*. Of course, the *Journal* would welcome an increase in circulation especially within a strong pro-CD group like USCDC, but this is a question that USCDC alone must address and decide upon if it is to be considered. Frankly, I don't see it as happening.

**JCD:** Then the rumor that TACDA wants to replace or absorb or in some way "do in" USCDC wouldn't seem to hold much water, would it?

Williams: Do I have to answer that? The idea is absurd. In TACDA's eyes a strong USCDC is a No. 1 asset.

JCD: But what about the claim that TACDA has "captured" past USCDC presidents?

Williams: If you mean past USCDC presidents have joined TACDA then the claim is true. Why not? A good number of USCDC people belong to TACDA, and TACDA values their participation very much. And, you know, the *Journal* has been a USCDC member for years. Don Meserve from Kansas is a USCDC vice-president and a TACDA vice-president. USCDC President Bill Brady recently became a member of the TACDA Board of Directors. And so on. I think this is a very healthy situation that shows the organizations to be compatible and capable of coordinated efforts. It's a real blessing.

JCD: What about the allegation that TACDA purposely scheduled its 1979 Kansas City seminar immediately before the USCDC conference in New York?

Williams: True again, and I'm glad to explain because the scheduling looked very odd to some good people. It was done at the specific request of some USCDC members at the 1978 Biloxi USCDC conference. They wanted the 1979 meetings side-by-side timewise so they could attend them both on one trip away from home. We obliged. When this was criticized we obliged again by scheduling our 1980 seminar well after the USCDC conference. Now there is the suggestion that we schedule our 1981 seminar side-by-side with USCDC in Denver. That would be in October. This may or may not be practical, but whatever happens communications between our two organizations are greatly improved, so I don't anticipate now anything less than full understanding.

JCD: If the Denver plan works do you feel the TACDA seminar should precede or follow the USCDC conference?

Williams: Speaking for myself — other members of our Board will have their own views — I would leave this up to USCDC.

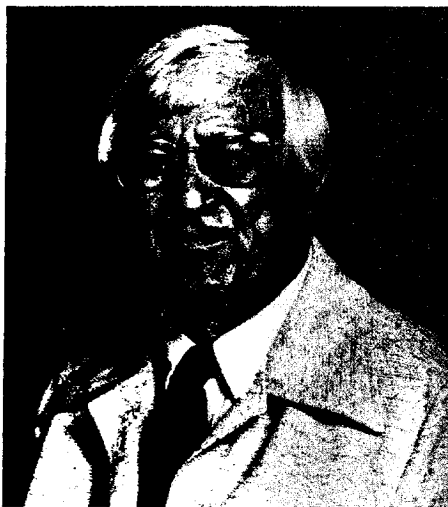
JCD: Why so accommodating?

Williams: We think it is practical and

necessary and productive to be flexible and cooperative. And, really, I am only reflecting the cooperative attitude of USCDC President Bill Brady. When it comes to our objectives, what we think the United States needs in the way of people protection, we are really not very accommodating. We can't be.

JCD: You give the impression that TACDA has no problems.

Williams: Now, that's a statement and not a question. But if I give that impression then I'm deceptive, and I don't want to be. TACDA has more problems than it can contend with. But that's another subject.



*USCDC President Brady*

JCD: To get back on the track: In order to get the kind of civil defense TACDA wants should we imitate the Soviets?

Williams: To a certain extent, yes. The Soviets have some good lessons for us as do the Swiss, the Swedes, the Chinese, the Finns and other nationalities. But we also have our own American civil defense initiative that can, if we use it and exploit it well, give us protection measures that would outstrip those anywhere else in the world.

JCD: How big a civil defense budget do you think we need to do that?

Williams: Big. You have a matter here of absolute first importance. Everything else depends on survival. The Soviets spend maybe \$2 billion a year. We're playing catch-up ball, and we need to

make some hard decisions that will do that job. The new Administration has already indicated clearly, and often that it is going to treat the protection of Americans — civil defense — with the emphasis it deserves. So I look for a big jump in the CD budget.

But we also need to do all the other things that we can do to make an upgraded civil defense program feasible. There are many things that can be done that cost no money at all. Vocal public leadership support of protective measures is one. The problems are well known. We just have to move out on them. I think a coalition — if formed quickly and organized well and given enough rope and enough muscle — could help tackle them with surprising effectiveness.

JCD: One last question: Precisely how do you see a coalition really being organized and functioning?

Williams: That's the pay-off question all right. To answer it is to be presumptuous. Let's say that my answer is just a partial, sketchy idea meant to help start the ball rolling. Because we need a lot of input.

First, of course, there has to be agreement among the parties to form a coalition. Then it must actually be formed. Not easy, but I hear and read more and more arguments for it from all directions.

Second, and this is a big jump ahead, a headquarters has to be established and modestly staffed. Not easy either.

Third, the coalition headquarters has to function. And it has to be supported. And all the difficulties foreseen and unforeseen have to be taken care of in a way that will keep the effort on course and on the offensive toward our common goal.

All this and a lot more must be done unreasonably fast. It's a tremendous job, but it has to be done. I can only hope it will be done, and that we are up to the challenge. The USCDC Mid-Year meeting is a logical place for action.

I'm sure I join Bill Brady and many others when I say I'll do all I can to bring all this about in time to do some real good. And I hope that if there's a hatchet to be buried by TACDA and USCDC it is buried ten miles deep. Civil defense is now in a "go" pattern. It is up to us to help keep it there, prod it and come up with a real winner.

Anything less than that is unthinkable.

# SPOTLIGHT

## HAZARD AIRS REAGAN VIEWS

December's *Hazard* gives this "Reagan View" of disaster cost sharing:

The only way that emergency management can continue to be a state and local responsibility is for the federal government to return to the states and localities the tax resources that will enable them to meet their responsibilities for disaster management and relief. State and local authorities are best equipped to deal with local emergencies ... and are most effective at mobilizing resources required. For truly overwhelming disasters, because of their scale or nature, federal assistance would be appropriate. (*View prepared by Stefan Halper of the Reagan staff.*)

### Emergency Management Institute<sup>\*</sup> Course Schedule — 1981

Feb. 9 - 13 — Planning Seminar: Comprehensive Emergency Management for *State Agencies*.

16 - 20 — Planning Seminar: Comprehensive Emergency Management for *Business and Industry*

23 - 27 — Planning Seminar: *Natural Hazards Management*

Mar. 2 - 6 — Radiological Emergency Planning

2 - 6 — Planning Seminar: Comprehensive Emergency Management for *Federal Agencies*

9 - 13 — Operations Training for Disaster Reservists

9 - 20 — Career Development in Emergency Management: Phase IV

16 - 20 — FEMA Organizational Development Session

23 - 27 — Career Development in Emergency Management: Graduate Seminar

30 - Apr. 3 — Specialist Training for Disaster Reservists

Apr. 6 - 10 — Radiological Emergency Planning

22 - 24 — First National Conference on Emergency Management Issues

27 - May 1 — Administrative Training for Disaster Reservists

27 - May 8 — Fallout Shelter Analysis

May 12 - 14 — Intergovernmental Relations Seminar

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Intelpost is not for everywhere — not yet. The \$9 price is well worth the service in most cases. But Intel sees that price getting slashed with expanded use.

Electronic mail, in fact, looks to become as popular as electronic calculators.

## NATURAL DISASTER INFORMATION BANK NOW IN OPERATION

"The Resources Referral Service," operated as part of The Academy For Contemporary Problems, recently opened its doors in Washington, D.C. The Resources Referral Service specializes in furnishing information relating to natural disasters and related subjects. It is funded by the National Science Foundation and the Federal Emergency Management Agency. The new service was created to (1) distribute information to state and local officials, (2) improve their ability to recover quickly from natural disasters, and (3) mitigate the effect of natural hazards on people and structures.

For information contact:

The Resources Referral Service  
Ms Claire B. Rubin  
The Academy for  
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400 N. Capitol St., N.W. Suite 390  
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With the change in administrations Bill Murray, USDC Legislative Chairman, is badly in need of the following information from every civil defense supporter:

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This information will be used in the ongoing USDC effort to organize congressional support for an upgraded national civil defense.

Send information to:

TACDA Alert  
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THANK YOU!

<sup>\*</sup> Emergency Management Institute, Emmitsburg, Maryland 21727

# EDITORIAL

## NEW CD PUBLICATIONS VITAL TO CD RENAISSANCE

Homed in on the idea that an accelerated buildup of national civil defense is vital to U.S. survival, it makes sense that the more publications that crank up in the CD field the better.

**HAZARD** last year was a welcome addition to the club, and it does a splendid job for the civil defense director and staff with a heavy slant toward natural disaster and major accident coverage. Editor Jim Morentz has promoted a fine liaison with the **JOURNAL OF CIVIL DEFENSE**.

Now FEMA itself has launched a new slick quarterly titled **EMERGENCY MANAGEMENT**. Its first issue does a superb job of reporting on Mt. St. Helens, and volcano photos are out of this world. **EMERGENCY MANAGEMENT**, successor to Dan Thomas's **FORESIGHT** which was mugged in early 1977, is the product of editors Sandra Farrell and Cheri Steffek.

In Great Britain Publisher Alastair Watts of London's Fleet Street has given us the first issue of **PROTECT AND SURVIVE MONTHLY**. Editor Bruce Sibley, British scientist and writer, has done a remarkable job of producing a no-holds-barred magazine. The nuclear threat is the problem, and the subject of nuclear threat is given full sway.

The **JOURNAL OF CIVIL DEFENSE** takes the position that the above publications (along with the **JOURNAL** of course) form a nucleus of civil defense materials that every civil defense office, every safety office, and every entity involved in civil defense work should consider exploiting as current references.

The new momentum in civil defense — the "awakening" and the "renaissance" — make such a policy of primary importance.

### Information on above publications:

**HAZARD**, Box 34408, Bethesda, MD 20034 (Monthly) — \$18 per year for individuals, \$35 a year for institutions if payment accompanies order. \$1 extra with billing.

**EMERGENCY MANAGEMENT, FEDERAL EMERGENCY MANAGEMENT AGENCY**, 1725 I St., N.W., Washington, D.C. 20472 (Quarterly) — government publication, no charge.

**PROTECT AND SURVIVE MONTHLY**, 80 Fleet St., London EC4Y, England (Monthly) — \$60 per year to America.

**JOURNAL OF CIVIL DEFENSE**, P. O. Box 910, Starke, FL 32091 — (Bimonthly) — \$12 per year, \$22 two years.

## CD PANEL TO BE FEATURED AT UNDERGROUND SPACE CONFERENCE

For the first time in its history the American Underground Space Association will feature a civil defense panel at its annual conference in Kansas City June 8-10, 1981.

Participants will include Leon Goure, Director of Soviet Studies at Science Applications Incorporated; Conrad Chester of the Oak Ridge National Laboratory; Reinhard Dörflinger of LUWA (Zurich, Switzerland); Denis Ward of the University of Missouri; and Frank Moreland of the American Underground Space Association.

(For further information contact Thomas C. Atchison, Executive Director, American Underground

Space Association, Dept. of Civil and Mineral Engineering, U. of Minnesota, Minneapolis, MN 55455 — Tel: 612 / 373-4138.)

## ICDO CONFERENCE SUCCESS

Over 50 nations sent delegations to the International Civil Defense Organization's 9th World Conference in Rabat, Morocco November 5-11, 1980. The United Nations, the Order of Malta, the World Meteorological Organization, UNESCO, the League of Red Cross and Red Crescent were also represented.

Impressive exhibits of safety equipment and supplies lined the entrance halls and esplanades outside the conference room at Rabat's Hilton Hotel where the week-long meeting took place.

## UPCOMING (SOMEWHERE):

### ENERGY-BEAM WEAPONS

— Excerpts from article in  
*The American Legion*

The question is no longer whether energy-beam weapons will be developed, but when and by whom. Most military experts agree that whoever is first to deploy these "ultimate" defense weapons will become virtually invulnerable to nuclear attack or counterattack. This, in turn, could bring about a drastic and perhaps irreversible shift in the balance of world power with all this implies for the fate of mankind.

By all available evidence, the Soviet Union thus far has made the greatest effort ...

### LASER: LIGHT AMPLIFICATION BY STIMULATED EMISSION OF RADIATION.

Both the laser and charged-particle-beam weapons are by nature adapted to defense. Presumably, they could be designed for attack in the manner of "death rays." But for now, the primary purpose of laser and charged-beam weapons would be to "zap" enemy satellites, aircraft, and incoming missiles

... Despite Russia's apparent crash program to develop particle-beam as well as laser weapons, successive U.S. administrations have assigned a low priority to the American effort ...

The particle-beam weapon's advocates point to its potential advantages. Unlike lasers, the particle beam could burn through clouds, smoke and other atmospheric occlusions. It also would have the capability of "locking" onto a target regardless of evasion tactics. The charge it could deliver would pack the killing power of a direct lightning hit ....

While conceding that energy-beam defense systems would not by themselves end the threat of conventional war, Wallop (Senator Malcolm Wallop of Wyoming) believes that "they at least hold the promise of barring nuclear-tipped ballistic missiles of mass destruction from the arena of war ... And, for that matter, what sincere advocate of arms control could not bring himself to admit that 'assured protection' is better than 'assured destruction'?"

*In his second of two articles on U.S. military strategy (see "Civil Defense and the Deterrence Interface" in the Journal's December 1980 issue) Professor Frank J. Sackton traces the decline of America's role in world affairs. Then he outlines the corrective action needed to reverse the decline. "The nation can survive," writes Sackton, a retired Lieutenant General, "but it will require our best efforts and a good deal of our treasure."*

## THE MX MISSILE, SALT II, AND CIVIL DEFENSE

Frank J. Sackton  
Lieutenant General, U.S. Army (Ret.)  
Professor of Public Affairs  
Arizona State University

In a speech delivered at the Naval War College on August 20, 1980, Carter's Defense Secretary Harold Brown disclosed that the Soviet missile force has improved faster than expected and may already be able to threaten destruction of U.S. land-based missiles. "The Soviets are now deploying thousands of ICBM (intercontinental ballistic missile) warheads accurate enough to threaten our fixed Minuteman silos," the Pentagon Chief said.<sup>1</sup>

### The SALT agreement appears to be a "shell game."

Brown was simply confirming what military analysts have known for the past two years — the U.S. military deterrence is crumbling rapidly. What can be done? Certainly, the total development and installation of the MX Missile System, replacing our presently fixed ICBM's, would negate the Soviet advantage. A constantly moving missile system cannot be successfully targeted; our ability to respond to a Soviet first-strike would be clear and credible. This is the essence of deterrence.

Inevitably, the question of the MX missile system must be tied to the strategic arms limitation talks (SALT II) an agreement which was signed by President Carter and Soviet President Brezhnev in 1979. The important thing

to remember is that this agreement does not alter the military realities or the balance of power. SALT II was flawed and in question long before the raw Soviet aggression into Afghanistan.

Lieutenant General Edward Rowny, U.S. Army, retired, is perhaps the most knowledgeable American in this field. He was the only member of the U.S. Delegation to serve the entire period of the SALT negotiations. He was the Joint Chiefs of Staff Representative for the talks from March 1973 to June 1979. He has made it clear that he opposes the proposed treaty. Just days before voicing

his frank opposition, General Rowny retired from the Army. He said that he did so when he was sure that an agreement was being reached which he could not approve. During his appearance before the Senate Foreign Relations Committee in July, 1979, he testified, "The emerging treaty, in my view, is not in our interests since it is inequitable, unverifiable, undermines deterrence, contributes to instability, and could adversely affect NATO security and allied coherence." He urged the Senate to send the treaty back for further negotiations.



Lt. General (then Colonel) Frank J. Sackton (L) talks with Dr. Alvin C. Graves, Chief Scientist for Operation IVY at the Atomic Energy Commission Proving Grounds, Marshall Islands in October 1952. Sackton was Director of Military Planning for the first H-Bomb test.

1. Associated Press, August 20, 1980.

The SALT agreement appears to be a "shell game." It gives the illusion that we have an agreement with the Soviets to limit arms when in fact it does not do that at all. It simply maintains the present system of Soviet superiority. When President Carter sent SALT II to the Senate for ratification, the press had played up the fact that the Joint Chiefs of Staffs had approved the SALT II agreement in principle. The fact is that the Joint Chiefs approved the agreement only on the condition and with the full understanding that the United States would undertake a series of important strategic modernization programs in order to maintain strategic parity within the limits of the agreement. In this connection, the decision to proceed with the development of the MX missile is

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"assured destruction"  
"parity"  
"essential equivalence"  
"sufficiency"

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absolutely essential to the decision and the thinking of the Joint Chiefs of Staff, according to General David Jones, Chairman of the JCS.<sup>2</sup>

The decline of our military power, and the deterioration of our ability to deter the enemy from using his, can be traced by the "buzz words" used by our diplomatic leaders. The term "assured destruction" was used shortly after World War II when the United States enjoyed complete superiority in nuclear weapons, and we could assure the destruction of the Soviet Union under any circumstances. Later, as the Soviet Union developed its nuclear arsenal, we went to a situation of "parity." This implied that since the U.S. and the U.S.S.R. were equal in strength, we could claim a stalemate. Still later, when the Soviet Union began to out-pace us with increased numbers and power of nuclear weapons, we went to a situation of "essential equivalence," which meant that although we did not have the same strength as the Soviets in nuclear weapons, we would always have enough to destroy the Soviet Union in retaliation if it attacked first. Still later, when the Soviet Union developed even more nuclear weapons, more powerful and more accurate, we went to a period of "sufficiency" which implies that, while the Soviet Union is becoming markedly stronger, we have sufficient weapons in

our arsenal to deter them from conducting a first strike. What it really adds up to, of course, is that we have gone from first to second place — and possibly an alarmingly distant second at that.

How and why did we go from a point of "assured destruction" to our current situation of "bare sufficiency"? The answer lies in the budget of the United States. Not only have the strategic weapon systems suffered from inadequate funding, but all other weapon systems have suffered as well. During the decade 1970-1980, U.S. military manpower decreased from 3,200,000 to 2,200,000 while Soviet troop strength expanded from 3,300,000 to 3,700,000. The United States tactical aircraft inventory shrank from 6,500 to 3,400 while the comparable Soviet force moved from 4,000 to 4,300. The number of U.S. Navy combat vessels declined by 30% as the Soviet Navy grew by 30%. In this respect, there is a strong feeling among military analysts that the U.S. Navy is rapidly becoming a second-rate force.

In 1970, the national defense budget was \$78.6 billion while for 1980 it is \$125.8 billion. While this appears to be an increase, when we adjust the figures to constant dollars we find that in the ten-year period the national defense budget actually decreased by 20%. It is not that our national budget has declined. On the contrary, in 1970 total expenditures amounted to \$196.6 billion, and in 1980 they are \$531.6 billion. Even after adjusting for inflation, we have an increase of 35% over the ten-year period. In purchasing power, the Soviet Defense budget is about twice the size of the United States. It simply is a question of perceived priorities. The Soviet Union has indicated that it considers its national defense a very high priority, whereas in the United States we have shifted our priority from national defense to the delivery of social services.

In conclusion, let us return to our theme of the survivability of the nation. The nation can survive, but it will require our best efforts and a good deal of our treasure. We do not seek dominance in the world through military strength; we seek only to deter the Soviet Union from its exercise of military power to dominate the world. Part of that deterrence must be through effective civil defense measures. Certainly a total shelter system and relocation capability in both the U.S. and the Soviet Union would provide a substantial segment of deterrence.

Another part is through better funding for weapon systems for which we already

have developed the technology. Directly related to the defense of our country and our people must be the accelerated funding for the MX missile system. Of course, the Soviets will copy it in time, and will install it as part of their defense system. This development would not be altogether bad. The multiple installation of such a system could develop into a stalemate and a stable peace between the two super-powers. The survivability which is inherent in the MX missile system provides a safe spring-board for significant future arms reductions. With an MX system fully deployed in the United States, and with full confidence that it could never be over-run by the Russians, and with the Russians having an MX system deployed in full confidence that they could not be overwhelmed, we could find ourselves in a state of equilibrium from which it might be possible to start a mutual reduction in arms since further increases could not gain any strategic advantage for either side. However, what we need to do now is to move forward with the MX system. It has been funded sparingly and if it is to be deployed by 1986 we must start full funding now.

Finally, we must appreciate that a strategic system by itself is not a

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Certainly a total shelter system and relocation capability in both the U.S. and the Soviet Union would provide a substantial segment of deterrence.

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completely adequate solution to our country's defense and our global responsibilities. True and complete protection for ourselves and our friends is made up of civil defense, strategic arms, tactical capabilities, diplomatic clout, a solid intelligence system, political commitment and, probably the most important of all, strong leadership which can weld together the various national goals to insure the survivability of our nation.

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2. A promising development with reference to SALT II occurred on November 28, 1980 when Senator Charles Percy visited Soviet leaders and suggested that the arms limitation agreement be reconsidered (Associated Press).



## THE MEDICAL ROLE IN NUCLEAR ATTACK

A group called "Physicians for Social Responsibility" has recently voiced a stand against nuclear war. They refer to the effects of nuclear war as the "last epidemic," and they stress the need for prevention of such a conflict. No one can possibly object to this objective, even if it may represent an unachievable ideal.

But from this point on, the Physicians for Social Responsibility advance ideas which are unsound and often inaccurate.

By the use of selected cases, such as the most seriously injured from Hiroshima and Nagasaki, and by citing the parallel of a severely burned patient in a peacetime accident, they imply that there is no hope

for humanity after a nuclear attack. They seem to feel that in the event of a nuclear war, surviving physicians could do nothing to alleviate pain and suffering; and by promulgating this idea, they discourage attempts at preparedness.

No one can deny that a nuclear war would result in an unprecedented medical problem. The numbers of casualties would be without parallel; and the delayed effects of radiation, along with the problems of disease epidemics (both natural and man-made) would tax all our capabilities as never before.

But major disasters are not new to mankind, and we have survived many of them. Examples are the early epidemics of Bubonic Plague, Cholera, and Smallpox. More recently, the great Influenza epidemic of 1918-19 produced about 525,000,000 casualties, with 21,000,000 dead. Yet it is interesting that the medical and allied professions did not become victims of an emotional paralysis as a result of this disaster. They fought the illness as best they could. Later, they worked to improve preventive measures by the development of immunization and

man. Perhaps the parallel exists among nations today. A smaller country which might never have dreamed of attacking a "superpower" might today feel it has become the military equal of the larger nation, and might be capable of launching a surprise attack. Can we doubt the possibility of such an event, assuming the weapons were in the hands of someone like Castro, Amin, or Khomeini? Simply crying out against war is too much like King Canute flogging the waves to hold back the tide.

If another nation were to consider a nuclear attack on the United States, what might be the thinking of its military? Certainly they would have to consider, along with the devastating effects of the attack on the United States, the possibility of retaliation. This possibility alone may be the greatest deterrent to nuclear war. And for this nation to have the capability of retaliation, it would be necessary that we survive and function. If an enemy knew that a nuclear strike against the United States would result in complete physical and moral collapse he might well be tempted to initiate a war. If

## LETTER

### CIVIL DEFENSE YES — PULCHRITUDE NO

Editor, Journal of Civil Defense

Today I received the office copy of your magazine, August 1980 issue. Our office admittedly has slow circulation and I've been busy.

However, I am writing to you to express my extreme displeasure with the advertisement on page three (3) for the 1980 TACDA Conference sponsored by the ACDA, et. al.

What relationship does a woman in scanty clothing wearing what appears to be a civil defense helmet have to do with your conference?

It is disturbing me as a woman involved in emergency planning to see such a blatantly sexist advertisement for your conference.

Such insensitivity from the sponsors of, I quote "America's Civil Defense Summit" says quite a bit.

I strongly urge that you screen further ads to remove sexist material.

There are many people who believe that if you have to use sex to sell something, it's not a good product.

I would hope that is not the case with your conference.

Thank you.

Deidre Krause

### SIMPLY CRYING OUT AGAINST WAR IS TOO MUCH LIKE KING CANUTE FLOGGING THE WAVES TO HOLD BACK THE TIDE.

anti-viral medications. But never did they assume a defeatist attitude of: "It is so terrible and widespread we cannot cope with it."

Again — no one can fault the efforts at prevention of war. But can we afford the illusion expressed in a popular song that "wishing will make it so"? With the increased violence in the world today, can we feel safe against attack — nuclear or conventional — by some of the more adventurous or fanatical leaders of nations? The danger of attack is probably increasing out of proportion to the numbers of countries which have nuclear capability.

About the middle of the 19th century there was a sign which was found in gunshops and hardware stores: "God created man, but Sam'l Colt made him equal." This sign referred to the repeating handgun, which often made the smaller man the equal of a larger

on the other hand the enemy feels we can survive, and that we will retaliate, then he is likely to consider carefully before he takes a step which may be tantamount to suicide.

Surely in the event of all out war there will still be survivors. Who is to care for these casualties? Are we to ignore them simply because the casualty rate is so high? At what point does the casualty rate become so high that we abandon our obligations to care for the sick and injured?

The issue is one of preparedness, and this must include the medical profession. Such preparedness is the key to survival.

In ANY disaster, if one individual survives, and if there is one doctor available to care for him, it is the moral obligation of that doctor to do so. To deny this on the basis of the scope of the disaster is a "cop-out". □

*METTAG (Medical Emergency Triage Tag) is the international triage tag slanted specifically toward emergency field use. It has been marketed by the Journal of Civil Defense since 1976 and is today advertised as "America's standard field triage tag."*

## METTAG INTRODUCES 1981 IMPROVEMENTS

Carolyn Hayes, Business Manager for Medical Emergency Triage Tag (METTAG) is careful to point out — when the subject comes up — that before METTAG appeared on the market it underwent exhaustive research. It is a fact that METTAG's creator R. F. Blodgett spent a year on a METTAG shakedown operation that included analysis and input from doctors, nurses, medical technicians, rescue specialists, firemen, civil defense directors and others.

When METTAG finally appeared it was what the trade needed, wanted and approved of.

"We realized," says Mrs. Hayes, "that the experience provided by actual use in the first few years would probably show us where we could make certain improvements. One of these was the 'airport option.' Another was a strengthening of perforations. We do follow one basic rule religiously and that is that nothing be done in the way of improvement that would in any way tend to make the METTAGs already in use outdated. The first METTAG must always be 100% compatible with the latest one."

1981 METTAG changes — now in effect — are as follows:

a. The new cardstock is tougher and more resistant to adverse conditions often present in a disaster situation (an improvement brought about through recommendations from rescue-medical technicians and research efforts to find superior cardstock).

b. A further strengthening of perforations to make detachable portions more resistant to separation in adverse conditions (also a user recommendation — the new cardstock makes better perforations possible).

c. Translations of instructions into French, Spanish and German in order to better serve the expanding METTAG market. Instructions appear on each see-through packet of 50 METTAGs, and translations appear

on blue (French), salmon (Spanish) and gold (German) paper with each language identified by an extension beyond the bottom of the English (white) version.

d. Minor adjustments in numbering and layout (extra number removed from black strip, "No." deleted before serial numbers, color separations improved).

"These changes," says Mrs. Hayes, "give METTAG more durability under adverse conditions, and the translations of instructions adapt it better to its international role."

Sample 1981 METTAG prices are:

Quantity	Cost ea.	Shipping	Total
50	39¢	\$2.15	\$21.65
100	35¢	3.25	38.25
500	25¢	6.55	131.55
1,000	24¢	12.85	252.85

(Fla. orders — supply tax exemption number or add sales tax to total.)

(Foreign orders — triple shipping cost and add to total.)

METTAGs are marketed in all 50 states as well as abroad. METTAG customers include (but are no means limited to) airports, hospitals, disaster-response groups, civil defense units, fire-rescue teams, emergency medical technicians and other disaster oriented organizations and individuals.

METTAGs are not designed to be cheap. They are designed to be adequate. They are produced in a rural location where low production costs hold down prices. This combined with other planned economy measures have held price increases to less than half the inflation rate.

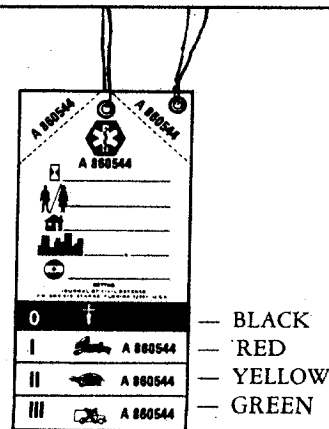
"Advance familiarity with METTAG is a decided advantage when disaster requires quick action," points out Mrs. Hayes. "The practice in some localities of using METTAG for everyday routine ambulance calls means that this familiarity already exists in emergencies. No time is taken up in briefings."

Information on METTAG, including free samples may be obtained by phoning 904 / 964-5397 or writing:

**METTAG**  
P. O. Box 910  
Starke, FL 32091

### AIRPORT OPTION

Air crash investigations require knowledge of positions where casualties have been found. Many air rescue teams, therefore, order METTAG's "airport option" which consists of an extra grommet and extra loose-end tie placed in the right diagonal tear-off. This is placed at the casualty position. Cost: 4¢ extra per tag. (Useful in many other situations as well.)



*In 1492 Christopher Columbus, on his daring probe of the western unknown, made his final landstop at Spain's Canary Islands just off the North African coast. On the principal island of Tenerife, dominated by its towering dormant volcano, he prayed at the community's little chapel for the success of his venture and the safe return of his ships and crews. In 1977 — 485 years later — there were also prayers, this time a special mass conducted for the 581 victims of the world's worst air tragedy.*

## NINE SECONDS THAT WEREN'T

— Captain John X. Stefanki  
— Walter Murphey

Tenerife.

The name still haunts us as a stark, awesome, frightening reminder of the collision four years ago of two Boeing 747s that cost 581 lives.

On March 27, 1977 a KLM (Dutch) 747 taxied down the Tenerife runway to its eastern end, swung around 180 degrees to takeoff position. Another 747, the Pan American *Clipper Victor*, was taxiing along the same runway (the parallel taxi strip was encumbered by parked aircraft) toward the Dutch plane some 4800 feet away.

The weather: low ceilings, foggy. Visibility: 1600 feet. The planes could not see one another. Captain V. F. Grubbs in the Pan American plane informed the control tower he would report when he turned off the runway and was clear of the active runway.

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700,000 POUNDS OF KLM  
RIPPED INTO  
700,000 POUNDS OF  
PAN AM

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At this point the Dutch plane, without being cleared for takeoff in fact began its takeoff. Why? No one will ever know. This set the stage for the worst crash in aviation history. It would take the Dutch plane about 30 seconds to reach the Pan American plane.

Seeing the lights of the Dutch plane coming toward him Pan American pilot Grubbs quickly radioed a warning. At the

same time he accelerated his engines in an attempt to get out of the Dutch plane's path.

As the Dutch plane bore down on the Pan American plane its pilot — apparently seeing a crash imminent — took evasive action by trying to leapfrog the Pan Am.

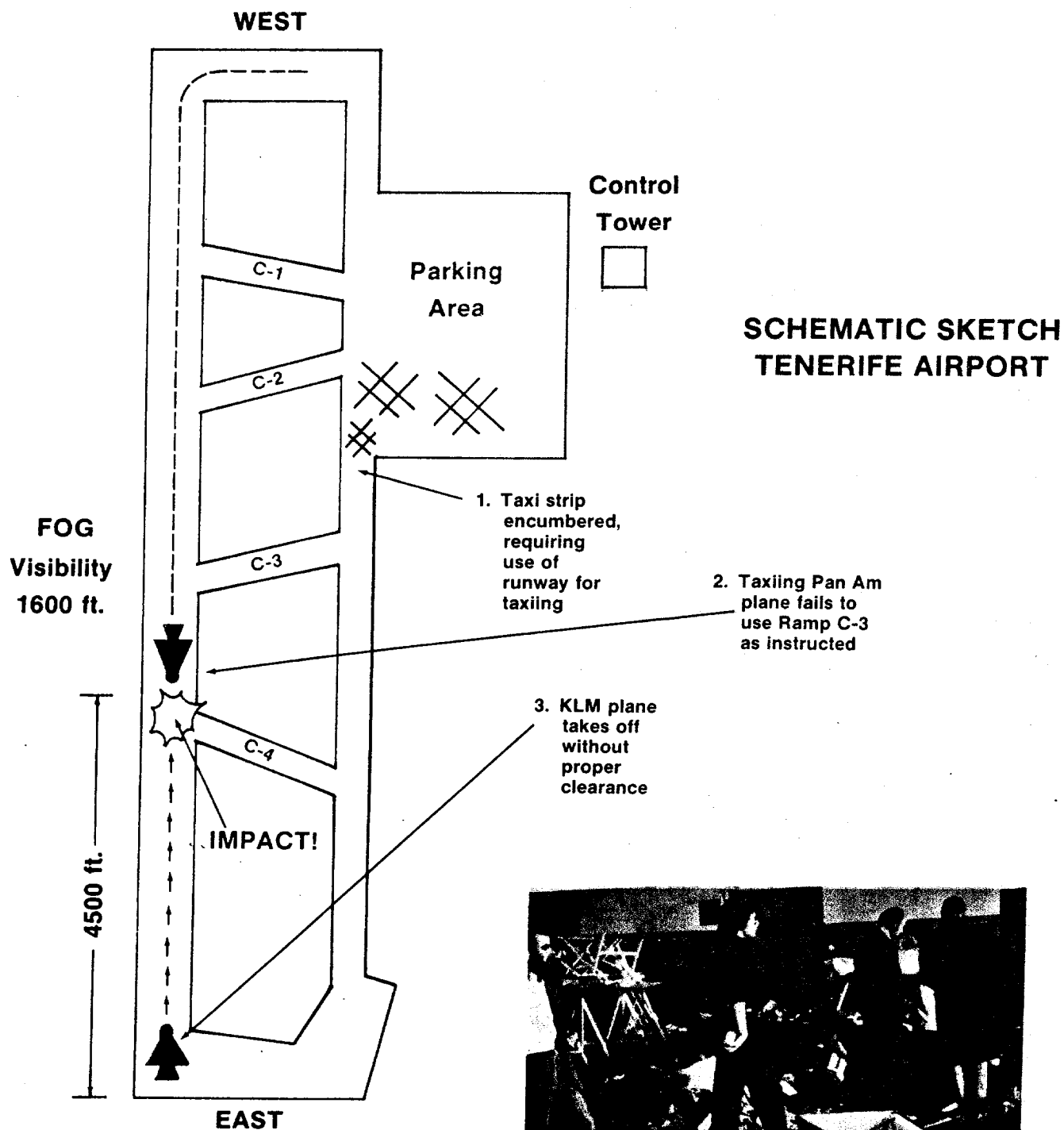
But these actions were not adequate.

700,000 pounds of KLM ripped into 700,000 pounds of Pan Am. The KLM wound up in a burning heap 1500 feet beyond the Pan Am aircraft. All 248 passengers and crew were killed on KLM. Only 67 of the 396 on the Pan Am plane survived. Total killed: 577. Four who died later brought the final toll to 581.

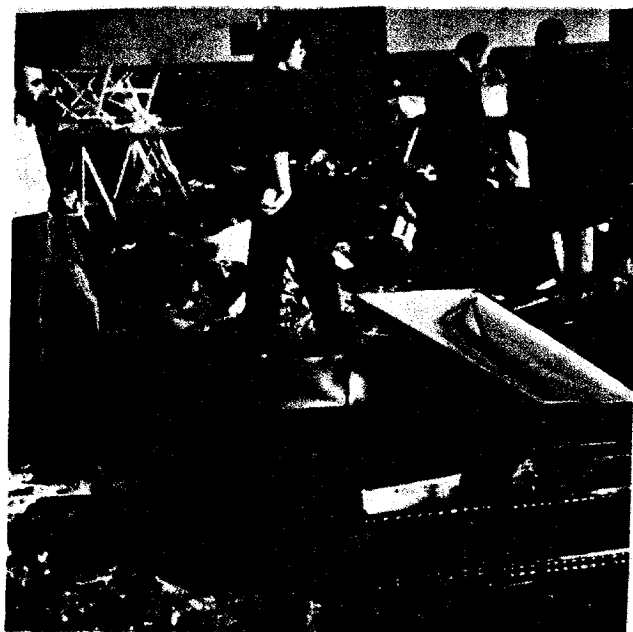
Had the KLM been nine seconds later



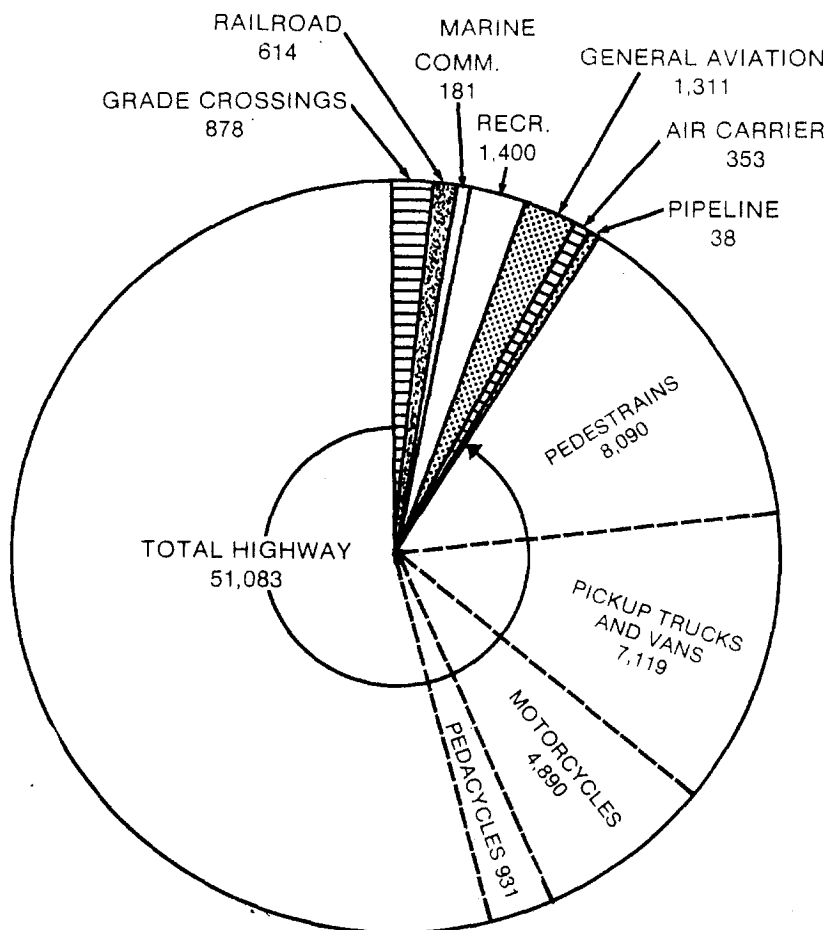
*Captain John X. Stefanki*



Circumstances surrounding  
March 27, 1977 Tenerife  
air crash of two Boeing 747s.



# Transportation Fatalities 55,858 in 1979\*



\* Air carrier deaths in 1979 represented only 0.632 percent of all transportation fatalities. Even so, this was an increase over 1978 and 1977. The figure for 1980 will be much lower.

in its takeoff the Pan Am plane would have been clear of the runway and the tragedy averted.

It should also be pointed out that the Pan Am plane had been cleared by the control tower to leave the runway at taxi way C-3 which was the first exit that would clear the many parked itinerant transports. But it elected not to do so because the exit required two sharp turns. It proceeded along the runway to the next exit. Had he been able to turn off as cleared he would have been clear of the runway as the KLM plane prematurely started its takeoff.

And certainly it should be further

pointed out that had the taxi strip on that morning not been overtaxed with diverted parked aircraft but used for its intended purpose — as a taxi strip — there would have been no possibility of the head-on collision. But we should also consider here that in dealing with diverted aircraft parked on taxi strips we are dealing with standard practice at many airports where parking space is inadequate. It is a standard practice at certain airports to use runways as taxiways.

Remove any one of the above three questionable procedures (the failure of the KLM plane to obtain takeoff

clearance before taking off, the failure of the Pan Am plane to use the fog-bound intended exit, and the use of the runway as a taxi strip) and the stage would not have been set for the Tenerife tragedy.

The National Transportation Safety Board and the pilots themselves, through their Air Line Pilots Association, actively seek to investigate air carrier accidents and improve safety in every possible way. In doing so they "let the chips fall where they may." By being relentlessly self-critical they dig to the core of accidents with an almost fanatical thoroughness. The actions of any pilot involved in an accident are subject to minute accident investigation analysis. "Pilot error" as a "probable cause" is thoroughly investigated along with many other possible causes.

The goal of improved safety depends on this approach. Unfortunately pilots are human and in spite of exhaustive training, a highly disciplined devotion to duty and the most rigorous professional requirements are subject to human frailties.

## 91% OF AIRCRAFT ACCIDENTS "ARE ON OR IN THE APPROACH/ DEPARTURE ZONES OF AIRPORTS"

Could pilot distraction have been a factor at Tenerife? Could the KLM pilot have heard only parts of transmissions from the tower and between the Pan Am plane that led him to believe he was cleared for takeoff? As a veteran KLM pilot of some 30 years and a knowledgeable instructor of junior pilots it is certain that the KLM pilot would not have taken off had he known that he was "not cleared" for takeoff. The voice recorder discloses that he was questioned about his takeoff clearance by his other flight crew members. Words are the symbol of an idea. They mean only what you want them to mean.

So, if we add further emphasis to cockpit discipline — already a primary effort — perhaps we have a grip on further improvement in air safety.

Just how safe is an airline passenger? Although commercial air crashes are infrequent they tend to be dramatic! Therefore they earn banner headlines. Over 500 are killed on American

highways on a typical holiday week end, but this statistic gets very little mention. However, one or 20 or a hundred killed in a rare commercial plane crash — that's spectacular news! It can give the false impression that the sky is a much more dangerous place to travel than the earth's surface.

Statistically this is an illusion. The reverse is true. If you were driving from Los Angeles to New York, for instance — well, you'd be 15 times safer traveling if you chose to fly in a commercial air carrier.

The Boeing 747 aircraft — and both aircraft in the Tenerife crash were Boeing 747s — is described by former FAA Administrator Elwood Quesada as "the safest and most reliable air transportation yet designed by man."

Commercial aviation, however, does not rest on its laurels. The Air Line Pilots Association, the Air Transport Association, the Professional Air Traffic Controllers Organization, the International Association of Mechanics, the Federal Aviation Administration, the Air Line Passenger Association and airports and manufacturers themselves continually strive for better aircraft, better airports, better traffic control, and better pilots. A highway - air fatality ratio of 15 to 1 is not good enough for the aviation industry.

Another way of reducing casualties — and the Airport Disaster Planning Subcommittee of the Air Line Pilots Association pursues this problem with a special flair — is response to an accident



once it occurs. A September 1980 report by the Rescue and Fire Committee of the Air Line Pilots Association\* reveals that 91% of aircraft accidents "are on or in the approach/departure zones of airports" and that 71% of aircraft accident deaths "are caused by fire." The organization, training and equipping of airport disaster response teams has become a top priority item. The speed with which disaster personnel and equipment respond, their coordination with the emergency agencies at the scene of the accident, immediate triage and emergency medical treatment of casualties and non-casualties and their orderly evacuation and processing to hospital medical care is both a professional art and a science that will save lives and property.

Just as it is certain that over 500 people will be killed in auto accidents over the next holiday week end so it is certain that there will be another major air crash some time, some place.

But in the case of aircraft accidents, their causes and the lessons learned, with the accident studies made and being

made, with the precautions taken, with the improvements instituted, and with the ever-mounting emphasis on preventive measures to reduce the frequency of accidents and to correct mistakes, the chances of the air line passenger being involved in an aircraft accident are exceedingly low and becoming slimmer and slimmer.

Tenerife, as tragic as it was, is a real lesson on how much better aviation safety has become and how future corrective procedures are being built into air travel.

The short nine seconds that marked the difference between death and survival at Tenerife should disappear as a factor in the risk of a recurrence of this type of accident. Although accidents cannot be completely eliminated, at least the chances of another Tenerife are very close to zero. □

*\*This concise, instructive report on air crashes, safety measures and rescue efforts should be in the ready reference file of all those seriously involved with rescue operations. For copies contact the Airline Pilots Association, 500 Airport Blvd., Burlingame, CA 94010.*

## AMERICA IN HOSTAGE SOVIET CIVIL DEFENSE AND U.S. SECURITY

A video presentation providing a scholarly, thoroughly documented examination of Soviet civil defense and its implications for the United States.

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☐ Supplemental materials

## SURVIVAL AND PEACE IN THE NUCLEAR AGE, by Laurence W. Beilenson

Published by Regnery/Gateway, Inc.,  
Suite 300, 116 S. Michigan Ave.,  
Chicago, IL 60603. 1980. 169 pp.  
\$10.95.

Reviewed by Kevin Kilpatrick.

If you'd rather be lulled into complacency instead of stimulated into thinking **DON'T** read *Survival and Peace in the Nuclear Age*. By all means.

Laurence Beilenson is a searching pragmatist. With a chilling appreciation of the dimensions of nuclear war and the need for nuclear peace he recognizes a compelling obligation to be involved in assessments of the anatomy of war, diplomacy, subversion and history. He sees demands for peace that exclude efforts to deal with causes and effects of the overall peace-war problem as self-defeating, or worse.

"The final supposed instrument for our salvation in the nuclear age," he writes, "is the clerical and lay preaching of peace. For the good intentions of such heralds, God bless them; from our being guided by their advice, God save us."

Bungling diplomacy has in the recent past added to America's woes through the "propensity of politicians to complicate and embroider." The simple approaches are thereby obscured.

America's founding fathers were not so obsessed, so naive, so dumb. "A wiser group of leaders has never blessed the birth of any nation," says Beilenson. "Though they wore no halos, and though their opinions are not Holy Writ, their ideas are always worth consulting."

The tools of war have escalated in quantum jumps — but not human nature. This fact needs to be recognized, digested and analyzed — then applied to any serious effort to avert nuclear war. Adversary intentions are deceptive and subject to radical and ominous change. A better

gauge is adversary capability. Deterrence relies too heavily on the former. It "lacks empiricism."

Unfortunately man's quest for peace has inevitably ended in war. "The Murphy's Law [*If anything can go wrong it will*] of the statesman has been the recurrence of war."

Does civil defense play a part in Beilenson's treatise? Of course. A very prominent part. Chapter 3 of *Survival and Peace* is titled: "Shelter and Shield." It opens with:

"In a game of Russian roulette the player loads a revolver's cylinder with only one cartridge that can kill ... he spins the cylinder and at random injects one of the cartridges into the chamber. He then places the muzzle against his head and pulls the trigger. At stake is one man's life. Even if nuclear war is unlikely but reasonably possible, our government's failure to shelter and shield the American people from nuclear bombs and missiles is playing Russian roulette for a hundred million American lives."

Beilenson neatly explodes much of the myth surrounding civil defense. The people need it, the people want it, the people are entitled to it. He cites Leon Goure, Eugene Wigner, Howard Proctor, T. K. Jones, Jiri Nehnevajsa, Conrad Chester, Walmer E. Strobe, Donald G. Brennan and others — even the *Journal of Civil Defense*.

Beilenson opts for shelter and the development of defense technology

(the particle beam weapon, lasers, etc.). He lays a practical foundation for the best odds for peace.

"For our survival and peace in the nuclear age, what should we do?" asks Beilenson, and he answers: "Realize that whatever we do, nuclear war is likely sooner or later. Prepare the best shelter (civil defense) for our population that money and brains can buy. Go all out to develop an active defense. Know that treaties are a trap and avoid them except in the case of temporary settlement treaties and alliance treaties, and understand that they too will be broken. Comprehend that diplomacy is only a patching tool; use it for that purpose, though sparingly, but do not harbor the illusion that diplomacy can do more than patch. Forget SALT. Build up our nuclear deterrent to strive for superiority. In short, employ armed might in being as our tool of choice for survival and peace."

"Nuclear war, however, is not inevitable. We should devote our utmost endeavor to prevent it by avoidance as well as deterrence."

Barrister Beilenson was counsel for the Screen Actors Guild when Ronald Reagan was the Guild's president. At that time Beilenson was given an honorary life membership in the Guild.

*Survival and Peace* is a mix of measured pessimism and guarded optimism. It's a timely masterpiece.

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*The far-flung International Civil Defense Organization (ICDO) has been managed from Geneva, Switzerland for the last 27 years by dynamic Yugoslav expatriate Dr. Milan M. Bodi. In 1979 Bodi addressed the TACDA seminar in Kansas City. Here he focusses ICDO expertise on civil defense education, a problem TACDA's Eugene Wigner looks upon as vital to civil defense in the United States.*



## PUBLIC EDUCATION ON CIVIL PROTECTION MATTERS

— from the October 1980 issue of the  
Bulletin of the International Civil Defense Organization\*

The necessity of an effective preparation of the population in the face of disasters, natural or provoked by man, is today no longer open to debate. It must be emphasized, however, that the training of specialists, emergency officers and personnel, as advanced as it may be, can only attain its full objectives if the public itself is informed and prepared.

This public education, within the framework of an overall Civil Protection, is often neglected. But, in case of disaster, whatever its origin or nature may be, maximum effectiveness can be attained, only if the public is prepared, informed,

alerted. The consequences of great disasters are immeasurable if one neglects the problems arising from warning messages, public alerts and various prevention and rescue measures, which must be undertaken by the Civil Protection organizations and by individuals themselves.

### AN INFORMED PUBLIC IS BETTER ABLE TO REACT TO DANGER

Losses in human lives and various material damages are often the result of ignorance and the absence of preparedness and know-how. It is being realized, little by little, that an informed public is better able to react to danger and that a well-conceived educational program can improve the effects of warning procedures.

It is therefore the resort of national Civil Protection Authorities to instigate an awareness of disaster prevention and to awaken an active interest in this field. Public education and information on a community level is a necessary and indispensable element in preparedness and prevention. It can start at school where children will get acquainted with the effects of disasters and the means of prevention against them. These effective preventive measures can not only save human lives and limit material damages, but will also help to avoid economic

losses to countries struck by disasters.

With this in mind, Civil Protection organizations must make available to the public the basic knowledge concerning natural phenomena and their effects in order to familiarize it with the essential and practical measures of prevention and preparedness. On the psychological level, this information will also be useful in the dissipation of the traditional fatalism, so often brought on by natural disasters.

### The need for information

A program of public education, with this objective in mind, must resort to modern techniques such as films and video-cassettes which will demonstrate the course that the Civil Protection officials and technicians will organize for communities particularly disaster prone. Starting with this education of an already motivated public, the program will be extended to the entire population of a country, thanks to the press, radio and television, then to the entire group of countries in the same geographical area

....

Civil Protection Authorities must therefore give priority to public education by informing and training it in the field of disaster prevention and by preparing for these phenomena. This information will be especially imparted to civil servants, to people in responsible positions, to the professionals in housing



*Dr. Milan M. Bodi*

and industry, in construction, to public health planning specialists, to the personnel in medical services, to the inhabitants of areas particularly vulnerable, etc. ....

### The role of the media

In the preparatory period, when the subject of disaster education is introduced in school curricula, it will be necessary to obtain the cooperation of the media in order to broadcast information equally to adults. The media, especially the press, the cinema, radio, and television have an important function to fulfill on the subject of information and education concerning disaster preparedness ....

Public educational measures must be considerably improved in order that its reactions to warning signals be changed - reactions which generally remain passive. Most often, a large portion of the population does not undertake suitable initiatives, in spite of messages nevertheless well understood ....

### From information to education

To counteract this mentality, Civil Protection Authorities must initiate an educational program which should sensitize the public. The basis of such a program can be outlined by emphasizing long-term rather than short-term education, and by incorporating the program into the pedagogical infrastructure, from elementary school to university. The press, radio and television can also be profitably utilized to sensitize adults. This program of education must begin in the areas where disasters and dangerous situations often strike, where there are human, material and financial resources, and where the population has reasons to react favorably. Then a general program will be set up based on regional experiments in order to extend it to the entire country.

Today, certain countries have organized solid structures of national Civil Protection. Specialists, cadres and personnel have been trained and prepared to act in case of disaster. They are spending much time in training or self-training, but rarely in the field of information, which has resulted in the fact that Civil Protection has become in many countries the responsibility of

## CIVIL PROTECTION IS STILL THE "POOR RELATION" OF NATIONAL DEFENSE

specialists and that the public at large does not feel involved. "Civil Protection must come out of its shelters!" the headlines of a large Swiss daily newspaper recently read, and the writer blamed, not without reason, the Civil Protection officials for not sufficiently informing the media of their activities and their goals. Because of this, in the eyes of public opinion, and this applies to many countries, Civil Protection is still the "poor relation" of National Defense, instead of seeing itself raised to the rank of protector of the population in the face of all dangers, which is, at the same time, its role and its mission. This essential function of Civil Protection is too often ignored by the public when voluntary organizations publicize their activities as soon as misfortune strikes. On the scene, reporters record relief operations, but most often ignore the efforts of firemen, first-aid workers, health personnel and other auxiliaries whose job, assigned to them by the Authorities, consists of planning, organizing and directing the rescue operation. It is precisely this job which must be explained to the public in order that it may be made to understand its necessity. And Civil Protection, in countries where it is organized as such, would do well to resort to "Public Relations Officers", specialists specifically trained in the field of information, not only in information in cases of hardship, but mainly in useful, necessary and even vital post-disaster information.

In conclusion, it will be noted that informing the public must result in its education. This is an accomplished fact in many countries where, as a result of the last World War, Civil Protection has become a part of National Defense.

It can obviously be maintained that it is not possible to guarantee everywhere on a nation-wide scale the education of the entire population in the fight against disasters. Many people are not sufficiently interested or motivated to participate voluntarily in training

exercises. To this negative attitude, it will be replied, on the basis of acquired experience, that the best way to propagate programs of disaster preparedness on a large scale, is to make these programs legally mandatory.

This is a logical solution for countries frequently subject to disasters. □

*\*International Civil Defense Organization, 10-12 chemin de Surville, CH-1213, Petit Lancy/Geneva, Switzerland.*

*Surprise is one of the most important conditions for achieving decisive and rapid success in battle. It consists in the striving to begin and carry out combat actions in the most expedient grouping against an enemy unprepared for battle and at a time when he least of all expects it.*

— Soviet Military Review

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# TOO GOOD TO FILE

The Soviet Civil Defense Program is massive and comprehensive. It has been under way for some 30 years and has been repeatedly upgraded .... The program includes such things as the massive construction of blast shelters in the cities and in industrial sites, fallout shelters in rural areas, detailed planning of evacuation and dispersal of the urban population, yearly compulsory instruction of the entire population from school children to retirees, a wide range of methods to decrease the vulnerability of industry to attack (transportation and so on) ....

The civil defense system permeates the entire administrative, economic, educational and social structure of the USSR. You'll find it everywhere and at all levels ....

While the Soviet civil defense budget is kept secret estimates range as high as \$35 per person per year — about what the Swiss spend right now on civil defense, although I would say a figure of about ... \$15 to \$22 per year is probably more likely.

— Leon Goure in a Dec. 21, 1980 talk to the Heart of America Conservative Club in Kansas City, Mo.

To achieve victory there are three major principles that appear to dominate Soviet strategic thinking. The first is the need to strike first with surprise. The side that strikes first has the advantage, and this advantage is greatly magnified if the strike is a surprise strike that is able to destroy a major portion of the enemy's nuclear capability before it can be employed in a counterstrike. Surprise is essential because Soviet planning assumes that the enemy is both prudent and active, and any prudent enemy who detects a first strike being launched against him will immediately preempt; hence, the need to strike first with surprise ....

This discussion, naturally, is quite incomplete without special attention directed to the problem of recovery and reconstitution and, hence, civil defense. Judging from past experience, fresh approaches here may also be

necessary. One thought is to stop trying to implement defense measures uniformly and focus attention only on high priority segments or branches — in effect, the inverse of Soviet targeting strategy.

— Joseph D. Douglas in the Fall 1980 issue of the *International Security Review*.

I have examined the call for an expenditure of \$70 billion for a nationwide deep blast shelter program. I have reviewed this oft repeated number not only in its relationship to budgetary goals but in terms of the lives saved from use of these shelters in a nuclear attack. Even though dismissed in the past by decisionmakers, this purpose should continue to be evaluated. While its total achievement may be beyond fulfillment in competition with other national needs, blast shelters should be considered as a part of the civil defense mix — some relocation plus some fallout shelters plus some hardening plus some mobility plus some blast shelters. Likewise there must be avoidance of large round cost figures without time frames. Gross numbers representing a period of three, five, seven or ten years misrepresent the financial impact in any given year.

— FEMA Director John W. Macy in address to the TACDA-SCESA-RDOA Anaheim, California Seminar.

The underfinanced, overlooked Federal Emergency Management Agency (FEMA) is charged with protection of the American people in the event that Soviet nuclear bombs start raining down on the continental United States. But a confidential FEMA report — prepared under contract by the National Governors' Association — makes clear that our preparations for civil defense can be summed up in one word: deplorable. "There is a general overestimation by the American public about national

civil defense planning and funding," the FEMA report states, adding: "National policy has been equivocal, and guidance from the federal level has been negligible."

"Governors and citizens trust that the federal government is planning for the major programs dealing with an attack," the secret report notes, adding bluntly: "That is a delusion."

— Jack Anderson (*United Feature Syndicate*).

*"For my part, whatever anguish of spirit it may cost, I am willing to know the whole truth; to know the worst, and to provide for it."*

— Patrick Henry

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 Feb. 23-27 — Aircraft Crash Management Course — College of Engineering, Arizona State University, Tempe, AZ 85281  
 Mar. 9-11 — 8th Energy Technology Conference & Exposition — Washington, DC  
 Mar. 9-13 — Multi-Model Transportation of Hazardous Materials (Hazardous Materials Advisory Council, Suite 908, 1100 17th St. NW Washington, DC 20036 — Fee \$275 - \$325) — Oklahoma City, OK  
 Apr. 12 - 15 — University Association for Emergency Medicine Annual meeting — San Antonio, TX  
 Apr. 20 - May 1 — Crash Survival Investigators School, Engineering Safety Center, University of Arizona (Reg. fee \$670) — Tempe, AZ  
 Apr. 22 - 24 — First National Conference on Emergency Management Issues, The Emergency Management Institute, Emmitsburg, MD 21727  
 Jun. 7 - 12 — American Nuclear Society Annual Meeting — Miami Beach, FL  
 Jun. 8 - 12 — Aircraft Crash Management Course — College of Engineering, Arizona State University, Tempe, AZ 85281  
 Jun. 8 - 10 — Underground Space Conference & Exposition (American Underground Space Assoc., Dept. of Civil & Mineral Engineering, U. of Minnesota, Minneapolis, MN 55455) — Kansas City, MO.  
 Aug. 3 - 28 — Protective Designs for Architects and Engineers — The Emergency Management Institute, Emmitsburg, MD 21727.

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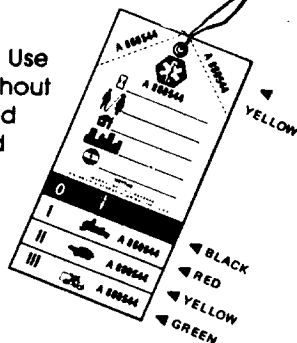
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### Canada Eyes Underground Construction

In a 4-page *Emergency Planning Digest* (Oct-Dec 1980) article columnist Ann Elsdon sees underground development as both desirable and necessary. With new energy-saving demands and a rising need to preserve surface areas for food production she predicts a boom for sub-surface construction.

The article, "Down Under: How The Modern Troll Beats Energy Costs," cites the Kansas City tunneled industrial complex as one outstanding example. The foremost American research group in the underground field, the article points out, is the University of Minnesota's Underground Space Center.

Elsdon puts special emphasis on underground homes. "They preserve the landscape, which is a big plus for cities and suburbs short on green space. They are amazingly sound proof and private. The homes are well protected from burglars, storms and tornadoes. Because most of the structure is concrete, fire is a minimal risk." Insurance rates tumble. And, observes the editor in a footnote, another dividend is fallout protection.

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### Open Letter to Civil Defense Organizations

An editorial appeared in the October, 1980 edition of the Journal of Civil Defense. It was entitled "A Civil Defense coalition..." and it proposed that all CD organizations work together in "concert" and if we don't "we shall fall on our respective faces". I believe this coalition is essential no matter what course the new administration chooses to take. We cannot let one organization go to Congress, the White House, or FEMA with one goal and another turn and present them with an opposite view. I am certain that if the goals and objectives of the various CD organizations were studied, we would not find much difference. A coalition like this is certainly not new.

In the Fire service there are National Association of Fire Chiefs, volunteers, professional firefighters, fire inspectors, etc., all tailored to their particular needs. When it becomes necessary to meet on problems that affect all of them, they have the "Joint Council of National Fire Service Organizations" which is composed of 12 fire related groups. They meet every three months and rotate chairmanship.

Currently I'm aware of several National CD Associations; U.S. Civil Defense Council (USCDC), The American Civil Defense Association (TACDA), National Emergency Management Association (NEMA) The State Directors Association and how many others that I may not even know about, not to mention the State Associations, like IESMA, that now has a membership of 714 in Illinois alone.

The time has come to do something before it's too late for all of us. I propose that a meeting be held with two or three officers invited from each CD association to at least explore the possibility of this coalition or common council. I propose that USCDC take the leadership and set up this meeting either before or after their mid-year conference in Washington D.C. the last week of February, 1981.

Let's sit down and talk it over. Let's see how close we might be to presenting a united front to our elected officials. We cannot continue in the direction we are headed. Our responsibility is much too important to let the programs go any further downhill.

I invite your comments pro or con.

John J. Shay, President  
Illinois Emergency Services  
Management Association  
2200 North Seminary Avenue  
Woodstock, Illinois 60098  
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