

STATEMENT BY  
GENERAL MAXWELL D. TAYLOR  
CHIEF OF STAFF, UNITED STATES ARMY  
BEFORE THE MILITARY OPERATIONS SUBCOMMITTEE  
OF THE HOUSE COMMITTEE ON GOVERNMENT OPERATIONS  
THURSDAY, MARCH 1, 1956

MR. CHAIRMAN, I AM GENERAL MAXWELL D. TAYLOR,  
CHIEF OF STAFF, UNITED STATES ARMY. I APPRECIATE  
THE OPPORTUNITY TO COME BEFORE THIS COMMITTEE AND  
REPORT TO YOU ON PERTINENT ASPECTS OF CIVIL DEFENSE  
AS REQUESTED IN YOUR LETTER OF FEBRUARY 2, 1956.

YOUR LETTER ASKED FOR MY VIEWS ON THE  
FOLLOWING:

A. HOUSE CONCURRENT RESOLUTION 108, A BILL  
WHICH WOULD CONSTITUTE A DEPARTMENT OF CIVIL DEFENSE  
WITHIN THE DEPARTMENT OF DEFENSE.

B. HOUSE JOINT RESOLUTION 98, A BILL DESIGNED  
TO CONSTITUTE A DEPARTMENT OF CIVIL DEFENSE WITH AN  
ADMINISTRATOR HAVING CABINET STATUS.

C. THE EXTENT TO WHICH THE ARMY NOW PERFORMS  
FUNCTIONS RELATING TO THE CIVIL DEFENSE PROGRAM SUCH  
AS RESEARCH AND DEVELOPMENT AND ENGINEERING  
SERVICES.

D. THE EXTENT TO WHICH THE ARMY'S MISSIONS  
MIGHT BE EXPANDED TO PARTICIPATE IN CIVIL DEFENSE  
PLANNING.

E. OTHER PHASES OF THE CIVIL DEFENSE PROGRAM  
IN WHICH THE ARMY MAY BE IN A POSITION TO ASSIST THE  
CIVILIAN EFFORT.

I SHOULD LIKE TO BEGIN BY PRESENTING MY GENERAL  
VIEWS ON THE SUBJECT FOR YOUR INFORMATION AND THEN

WITH THIS BACKGROUND REPLY SPECIFICALLY TO THE  
QUESTIONS WHICH YOU HAVE ASKED. I HOPE THAT THE  
COMMITTEE WILL PERMIT ME TO LIMIT MY TESTIMONY TO  
MATTERS WHICH PERTAIN TO THE ARMY.

THE DEPARTMENT OF DEFENSE HAS ASSIGNED  
RESPONSIBILITIES FOR CIVIL DEFENSE AND RELATED MATTERS  
TO EACH OF THE SERVICES BY DEPARTMENT OF DEFENSE  
DIRECTIVE 3025.1, DATED 24 JANUARY 1952. THIS  
DIRECTIVE SAYS THAT THE DEPARTMENT OF THE ARMY SHALL  
BE RESPONSIBLE FOR PLANNING FOR EMERGENCY MILITARY  
SUPPORT OF OPERATIONS FOR CIVIL DEFENSE AND RELATED  
MATTERS IN THOSE INSTANCES INVOLVING ENEMY CREATED  
DISASTER WHEREIN THE CIVIL DEFENSE ORGANIZATIONS ARE  
UNPREPARED OR OTHERWISE INCAPABLE OF OPERATING  
WITHOUT THIS SUPPORT; AND FOR THE COORDINATION OF

PARTICIPATION OF THE DEPARTMENTS OF THE NAVY AND  
AIR FORCE IN THIS ACTIVITY. THE DIRECTIVE ALSO  
ASSIGNS RESPONSIBILITY TO THE DEPARTMENT OF THE NAVY  
AND THE DEPARTMENT OF THE AIR FORCE FOR COORDINATION  
WITH EACH OTHER AND THE DEPARTMENT OF THE ARMY IN  
PARTICIPATION IN THE EMERGENCY MILITARY SUPPORT OF  
OPERATIONS FOR CIVIL DEFENSE AND RELATED MATTERS.

FOR A PERIOD OF NEARLY TEN YEARS THE DEPARTMENT  
OF THE ARMY HAS STUDIED THE PROBLEMS OF CIVIL DEFENSE  
WITH SPECIAL ATTENTION TO THE ORGANIZATION REQUIREMENTS  
AND THE RESPONSIBILITIES OF THE MILITARY SERVICES  
SUPPORTING CIVIL DEFENSE. MINOR DISASTERS SUCH AS  
FLOODS, TORNADOS, FIRES OR INDUSTRIAL EXPLOSIONS CAN  
BE DEALT WITH PROMPTLY AND EFFECTIVELY BY MEANS  
AVAILABLE TO CIVIL AUTHORITIES SUPPORTED BY THE LOCAL

MILITARY COMMANDERS. THEREFORE, THIS STATEMENT ADDRESSES ITSELF TO THE MAJOR DISASTER THAT COULD RESULT FROM AN ATTACK ON THIS COUNTRY BY AN ENEMY EMPLOYING NUCLEAR WEAPONS AND RESULTING IN DISASTERS TO ONE OR MORE MAJOR METROPOLITAN AREAS OF THE UNITED STATES. THE ARMY CONSIDERS THAT IN CASE OF DISASTER OF THIS NATURE THE INITIAL FORCES TO BE EMPLOYED FOR RELIEF AND REHABILITATION OF THE STRICKEN AREAS MUST BE LOCAL AND STATE CIVIL DEFENSE FORCES WHICH HAVE BEEN PREVIOUSLY ORGANIZED INTO FUNCTIONING MOBILE UNITS AS DESCRIBED BY THE FEDERAL CIVIL DEFENSE ADMINISTRATION BOOKLET, "PRINCIPLES OF CIVIL DEFENSE." THESE UNITS, CAPABLE OF PERFORMING ENGINEERING, HEALTH, MEDICAL, SPECIAL WEAPONS DEFENSE, FIRE, RESCUE, WELFARE AND POLICE SERVICES SHOULD BE

COMPRISED OF MEN AND WOMEN WHO ARE NOT SUBJECT TO  
EARLY CALL TO MILITARY SERVICE. THE CONGRESS, BY  
ITS ENACTMENT OF PUBLIC LAW 364 LAST YEAR, HAS PROVIDED  
THE STATES WITH THE NECESSARY AUTHORITY TO ORGANIZE  
AND MAINTAIN STATE DEFENSE FORCES. THESE STATE  
DEFENSE FORCES SHOULD BE DESIGNED TO CARRY OUT  
MISSIONS OF A CIVIL DEFENSE SUPPORT NATURE.

IN THE CASE OF DISASTER OF ANY SORT, THE CIVIL  
DEFENSE FORCES AT COMMUNITY LEVEL CONSTITUTE THE  
INITIAL COVERING FORCES AND SHOULD MOVE PROMPTLY INTO  
THE AFFECTED AREAS AND RENDER MAXIMUM ASSISTANCE.  
THE LOCAL FORCES SHOULD BE REINFORCED BY OTHER CIVIL  
DEFENSE UNITS WHICH ARE NOT REQUIRED IN THEIR OWN  
AREA. SINCE THE CIVIL DEFENSE UNITS OF A STATE WHICH  
SUFFERS HEAVILY FROM ENEMY ATTACK MAY BE INSUFFICIENT,

DISRUPTED OR DESTROYED, IT IS ESSENTIAL THAT CIVIL DEFENSE FORCES FROM OTHER STATES BE PREPARED TO MOVE TO THE STRICKEN AREAS. WHILE I AM NOT AN EXPERT ON THE AUTHORITY OF THE FEDERAL CIVIL DEFENSE ADMINISTRATOR, IT WOULD APPEAR THAT HE OR SOME OTHER FEDERAL OFFICIAL SHOULD BE GIVEN THE AUTHORITY TO DIRECT THE MOVEMENT AND EMPLOYMENT OF STATE CIVIL DEFENSE RESOURCES FROM AREAS WHICH ARE NOT STRICKEN BY ENEMY ATTACKS TO THOSE WHICH ARE. IN CASE THE MAGNITUDE OF THE DISASTER EXCEEDS THE CAPABILITIES OF THE LOCAL CIVIL DEFENSE FORCES REINFORCED BY OTHER CIVILIAN CIVIL DEFENSE FORCES, SUPPORT BY NATIONAL GUARD, RESERVE AND ACTIVE MILITARY FORCES SHOULD BE PROVIDED. DISASTERS OF THE MAGNITUDE ENVISIONED HEREIN ARE ESTIMATED AS BEING MOST LIKELY TO OCCUR DURING THE EARLY STAGES OF WAR WHEN

*Units gone overseas or have*  
MOST ACTIVE ARMY UNITS HAVE EARLY OVERSEAS COMBAT  
COMMITMENTS TO MEET. HOWEVER, ACTIVE ARMY,  
RESERVE AND NATIONAL GUARD UNITS WHICH MAY NOT BE  
REQUIRED FOR EARLY DEPLOYMENT OR SUPPORT OF COMBAT  
OPERATIONS WILL BE AVAILABLE TO REINFORCE CIVILIAN  
CIVIL DEFENSE FORCES.

WHENEVER CONSIDERATION IS GIVEN TO THE EMPLOYMENT  
OF ARMY PERSONNEL AND RESOURCES IN SUPPORT OF CIVIL  
DEFENSE OPERATIONS, IT IS IMPORTANT TO REMEMBER THAT  
ALL OR MOST ACTIVE ARMY UNITS MAY BE DEPLOYED OVERSEAS  
BEFORE AN ENEMY ATTACK ON THE UNITED STATES. THIS  
DEPLOYMENT BEFORE ATTACK COULD RESULT FROM  
INCREASED WORLD TENSIONS LEADING TO LIMITED HOSTILITIES,  
OR FROM A GENERAL WAR WHEREIN ATOMIC WEAPONS ARE NOT  
USED INITIALLY BY EITHER SIDE. IN SUCH CASES ONLY

THOSE UNITS REQUIRED FOR THE DEFENSE OF THE UNITED STATES AND THOSE IN THE EARLY STAGES OF MOBILIZATION AND TRAINING WOULD BE IN THE UNITED STATES WHEN THEY WERE NEEDED FOR SUPPORT OF CIVIL DEFENSE. FOR THIS REASON, AND OTHERS WHICH I SHALL DEVELOP LATER, IT WOULD BE A SERIOUS MISTAKE TO PLACE UNDUE RELIANCE ON THE ARMY FOR SUPPORT OF CIVIL DEFENSE.

IN SUMMARY, THE DEPARTMENT OF THE ARMY:

A. INDORSES STRONGLY THE NECESSITY FOR EFFECTIVE CIVIL DEFENSE ORGANIZATIONS AT THE LOCAL, STATE AND FEDERAL LEVELS, EQUIPPED AND TRAINED TO MEET THE PECULIAR REQUIREMENTS OF CIVIL DEFENSE IN THE ATOMIC ERA.

B. IN THE EVENT THAT CIVILIAN RESOURCES ARE OVERWHELMED BY AN ENEMY ATTACK, WILL MAKE AVAILABLE

FOR ASSISTANCE TO CIVIL DEFENSE, SUCH OF ITS PERSONNEL,  
MATERIEL, AND INSTALLATIONS NOT REQUIRED FOR MILITARY  
OPERATIONS AND THEIR SUPPORT.

WITH THIS BACKGROUND I SHALL NOW REPLY TO YOUR  
SPECIFIC QUESTIONS. FIRST CONSIDERING HOUSE CONCURRENT  
RESOLUTION 108, WHICH PROPOSES THAT THE PRESIDENT SUB-  
MIT TO THE CONGRESS A REORGANIZATION PLAN TO ESTABLISH  
WITHIN THE DEPARTMENT OF DEFENSE A CIVILIAN DEPARTMENT  
TO BE KNOWN AS THE DEPARTMENT OF CIVIL DEFENSE.  
THIS NEW DEPARTMENT WOULD ASSUME THE FUNCTIONS OF  
THE PRESENT FEDERAL CIVIL DEFENSE ADMINISTRATION  
WHICH WOULD BE ABOLISHED. THE SECRETARY OF CIVIL  
DEFENSE WOULD ASSUME THE FUNCTIONS OF THE FEDERAL  
CIVIL DEFENSE ADMINISTRATOR. THERE WOULD BE  
CREATED WITHIN THIS NEW DEPARTMENT, AN OFFICE OF

CHIEF OF STAFF OF CIVIL DEFENSE. THIS OFFICE WOULD  
BE FILLED BY A CIVILIAN WHO WOULD BECOME A MEMBER  
OF THE JOINT CHIEFS OF STAFF.

I AGREE WITH THE PREMISE OF THIS BILL THAT CIVIL  
DEFENSE IS AN INTEGRAL AND IMPORTANT PART OF OUR  
NATIONAL SECURITY. IN ADDITION TO ITS PRIMARY  
OBJECTIVE OF CONSERVING HUMAN LIFE, A STRONG CIVIL  
DEFENSE ORGANIZATION IS IMPORTANT TO THE DETERRENCE  
OF THE ENEMY USE OF STRATEGIC ATOMIC WEAPONS.  
HOWEVER, WE MUST RECOGNIZE THAT THERE ARE MANY  
OTHER PARTS OF OUR NATIONAL ORGANIZATION WHICH ARE  
IMPORTANT TO THE SECURITY AND SURVIVAL OF THE UNITED  
STATES. THEREFORE, PLACING CIVIL DEFENSE WITHIN THE  
DEPARTMENT OF DEFENSE WOULD NOT PLACE UNDER ONE AGENCY  
ALL ESSENTIAL ELEMENTS OF OUR NATIONAL SECURITY.

ANOTHER REASON ADVANCED FOR PLACING THE  
FEDERAL CIVIL DEFENSE ADMINISTRATION WITHIN THE  
DEPARTMENT OF DEFENSE IS TO INSURE ADEQUATE  
COORDINATION BETWEEN THE MILITARY SERVICES AND CIVIL  
DEFENSE ORGANIZATIONS. THE NECESSITY FOR CLOSE AND  
COMPLETE COORDINATION IS NOT LIMITED TO THE DEPARTMENT  
OF DEFENSE AND THE FEDERAL CIVIL DEFENSE ADMINISTRATION.  
ALL FEDERAL AGENCIES MUST COORDINATE AND COOPERATE  
IN THEIR EFFORTS FOR OUR NATIONAL SECURITY. WE  
BELIEVE THAT THIS COORDINATION WHICH IS REQUIRED  
BETWEEN THE MILITARY AND CIVIL DEFENSE IS BEING  
ACCOMPLISHED TODAY AND THAT IT IS IMPROVING AS WE LEARN  
TO WORK WITH ONE ANOTHER. AS AN EXAMPLE OF WHAT I  
MEAN, I WILL CITE A RECENT OCCURRENCE. IN JANUARY  
A CONFERENCE WAS HELD AT THE FEDERAL CIVIL DEFENSE

ADMINISTRATION HEADQUARTERS IN BATTLE CREEK, MICHIGAN.

DURING THIS CONFERENCE REPRESENTATIVES OF EACH OF THE SEVEN FEDERAL CIVIL DEFENSE ADMINISTRATION REGIONS WERE

ASKED IF THEY WERE SATISFIED WITH THE COORDINATION AND

RELATIONSHIPS WHICH EXISTED BETWEEN THEIR REGIONAL

HEADQUARTERS AND THE CORRESPONDING ZI ARMY HEAD-

QUARTERS. IN EACH CASE EXCEPT ONE, THE CIVIL DEFENSE

OFFICIALS EXPRESSED COMPLETE SATISFACTION. THE

REPRESENTATIVE OF FEDERAL CIVIL DEFENSE ADMINISTRATION

REGION VI DID NOT FEEL THAT THE REGION'S COORDINATION

WITH HEADQUARTERS, FIFTH ARMY WAS SUFFICIENTLY WELL

DEVELOPED, LARGELY BECAUSE OF THE DISTANCE BETWEEN

THE TWO, DENVER AND CHICAGO. THE DEPARTMENT OF

THE ARMY REPRESENTATIVE AT THE CONFERENCE ASKED

THE FEDERAL CIVIL DEFENSE ADMINISTRATION REGION VI

REPRESENTATIVE TO ACCOMPANY HIM TO HEADQUARTERS,  
FIFTH ARMY THE NEXT DAY. THIS WAS DONE AND  
PROCEDURES WORKED OUT TO THE SATISFACTION OF ALL  
CONCERNED.

THERE ARE MANY DISADVANTAGES TO THE INCORPORATION  
OF CIVIL DEFENSE IN THE DEPARTMENT OF DEFENSE. FOR  
ONE THING, I BELIEVE THAT CIVIL DEFENSE MIGHT LOSE  
STATURE BY SUCH A REORGANIZATION. ANOTHER IMPORTANT  
CONSIDERATION IS THAT OF FINANCIAL SUPPORT FOR CIVIL  
DEFENSE. I BELIEVE THAT, SHOULD THE NEEDS OF CIVIL  
DEFENSE FOR FEDERAL FINANCIAL SUPPORT BE INCORPORATED  
WITH THOSE OF THE MILITARY SERVICES IN AN OVER-ALL  
DEPARTMENT OF DEFENSE BUDGET, THERE MIGHT BE A  
TENDENCY FOR THESE FUNDS TO LOSE THEIR IDENTITY. IN  
SUCH EVENT EITHER CIVIL DEFENSE OR MILITARY ACTIVITIES  
OR BOTH MIGHT SUFFER.

IN TIME OF WAR THE SECRETARY OF DEFENSE AND HIS MILITARY AND CIVILIAN SUBORDINATES WILL BE COMPLETELY ENGAGED IN THE CONDUCT OF MILITARY OPERATIONS. THE PROBLEMS OF CIVIL DEFENSE WILL NOT BE MINOR ONES WHICH THE SECRETARY OF DEFENSE AND HIS SUBORDINATES COULD PROCESS IN ADDITION TO THEIR PRIMARY DUTIES, BUT WILL BE MAJOR PROBLEMS REQUIRING THE FULL ATTENTION OF AN AGENCY OF GOVERNMENT. THE PROBLEMS OF CIVIL DEFENSE AND MILITARY OPERATIONS ARE EACH TOO VAST AND TOO IMPORTANT TO BE MADE THE RESPONSIBILITY OF A SINGLE FEDERAL AGENCY.

CIVIL DEFENSE INVOLVES THE COORDINATION OF THE EFFORTS OF MANY FEDERAL, STATE AND LOCAL AGENCIES. THIS IS EVIDENCED BY THE FACT THAT THE FEDERAL CIVIL DEFENSE ADMINISTRATION HAS, IN ACCORDANCE WITH THE

TERMS OF PUBLIC LAW 920 OF THE 81ST CONGRESS, DELEGATED  
RESPONSIBILITIES TO SEVERAL FEDERAL AGENCIES. I BELIEVE  
THAT IT IS MORE EFFECTIVE FOR A SEPARATE FEDERAL AGENCY  
TO CARRY OUT THIS COORDINATION THAN REQUIRE THE DEPART-  
MENT OF DEFENSE TO ASSUME THIS AS AN ADDITIONAL MISSION.

IN SUMMARY I BELIEVE THAT THERE MAY BE SOME  
ADVANTAGES TO INCORPORATING THE FEDERAL CIVIL DEFENSE  
ADMINISTRATION INTO THE DEPARTMENT OF DEFENSE BUT  
THAT THESE ARE FAR OUTWEIGHED BY THE DISADVANTAGES.

MR. CHAIRMAN, YOU HAVE FURNISHED ME WITH A COPY  
OF HOUSE JOINT RESOLUTION 98 DESIGNED TO CONSTITUTE A  
DEPARTMENT OF CIVIL DEFENSE WITH AN ADMINISTRATOR  
HAVING CABINET STATUS. I ASSUME THAT THIS BILL WAS  
FURNISHED FOR MY INFORMATION INASMUCH AS COMMENT ON  
SUCH A PROPOSAL IS BEYOND THE PURVIEW OF THE OFFICE OF  
THE CHIEF OF STAFF, UNITED STATES ARMY.

NOW TO ANSWER QUESTIONS CONTAINED IN YOUR  
LETTER. THE ARMY PERFORMS MANY FUNCTIONS RELATING  
TO CIVIL DEFENSE OPERATIONS, PARTICULARLY THOSE IN THE  
AREA OF DISASTER RELIEF. HOWEVER, THESE FUNCTIONS  
ARE INCIDENTAL TO THE PRIMARY MISSION OF THE ARMY  
WHICH IS COMBAT AGAINST THE ARMED FORCES OF AN  
ENEMY. AS PART OF OUR TRAINING FOR OUR COMBAT  
MISSION WE ACQUIRE CERTAIN SKILLS WHICH ARE HELPFUL  
IN CIVIL DEFENSE OPERATIONS. THESE SKILLED SOLDIERS  
INCLUDE:

TRAINED MEDICAL PERSONNEL

VEHICLE AND VEHICULAR EQUIPMENT OPERATORS

COMMUNICATORS

ENGINEERS

MEN TRAINED IN RIOT CONTROL AND MILITARY  
POLICE WORK.

I HAVE DIRECTED THAT FROM 5 TO 15 HOURS OF ADDITIONAL INSTRUCTION IN THE ARMY'S ROLE IN CIVIL EMERGENCIES, DEPENDING ON THE LEVEL AND COURSE DURATION, BE INTEGRATED INTO OFFICER CANDIDATE COURSES, ALL COMPANY AND ADVANCED COURSES, THE COMMAND AND GENERAL STAFF COLLEGE AND THE ARMY WAR COLLEGE. ARMY COMMANDERS WILL SOON START A COURSE OF INSTRUCTION IN MARTIAL LAW FOR ALL ACTIVE DUTY ARMY OFFICERS AND WARRANT OFFICERS. DURING PEACETIME DISASTERS, WE ARE ABLE TO ASSIST CIVIL DEFENSE BECAUSE OF THESE SKILLS AND BECAUSE THE ARMY FORCES WHICH PROVIDE DISASTER RELIEF ARE NOT ENGAGED IN COMBAT OPERATIONS. IN TIME OF WAR WE EXPECT TO CONTINUE TO SUPPORT CIVIL DEFENSE WITH WHATEVER RESOURCES INCLUDING PERSONNEL, MATERIEL, AND SUPPLIES MAY BE AVAILABLE.

IN ADDITION, WE PERFORM FUNCTIONS IN SUPPORT OF CIVIL DEFENSE IN THE FIELD OF LOGISTICS. FOR EXAMPLE, USING FEDERAL CIVIL DEFENSE ADMINISTRATION FUNDS THE ARMED SERVICES MEDICAL PROCUREMENT AGENCY HAS BEEN PROCURING COMPONENTS FOR 200 BED HOSPITALS, WHICH ARE BEING ASSEMBLED BY THE ARMY AT ONE OF OUR MEDICAL DEPOTS AND OUTSHIPPED IN ACCORDANCE WITH FCDA INSTRUCTIONS. ITEMS WERE OBTAINED, WHERE POSSIBLE, FROM EXCESS MILITARY STOCKS. WE ARE ALSO RENDERING TECHNICAL ADVICE AND ASSISTANCE IN THE CONDUCT OF A FIELD TEST OF THESE HOSPITAL UNITS TO DEVELOP TRAINING DOCTRINE AND STAFFING REQUIREMENTS. IN THIS LINE, PERSONNEL OF THE FCDA ALSO ATTEND OUR COURSE IN THE HANDLING OF MASS CASUALTIES AT THE ARMY MEDICAL SCHOOL AT FORT SAM HOUSTON, TEXAS. IN CASE OF NEED WE WILL

DIRECTLY SUPPORT CIVIL DEFENSE BY DISPOSING OF  
UNEXPLODED BOMBS USING THE SPECIALIZED UNITS WE  
HAVE THROUGHOUT THE UNITED STATES, WHICH ALSO HAVE  
THE PEACETIME RESPONSIBILITY OF PROVIDING TECHNICAL  
TRAINING AND PLANNING ASSISTANCE TO CIVIL DEFENSE  
PERSONNEL IN RECONNAISSANCE FOR UNEXPLODED BOMBS.  
ADDITIONALLY, COURSES OF INSTRUCTION FOR CIVILIANS IN  
MASS FEEDING HAVE BEEN CONDUCTED IN MANY ARMY  
INSTALLATIONS THROUGHOUT THE UNITED STATES AT THE  
REQUEST OF FCDA.

WE ARE PROVIDING STORAGE SPACE AT 10 ARMY DEPOTS  
FOR FCDA MATERIEL, AND PLAN TO PROVIDE MORE AT LOCATIONS  
WHICH MEET THE FCDA DISPERSION PLANS. WE NOW HAVE  
SOME MILITARY PERSONNEL ON LOAN TO THE OFFICE OF DEFENSE  
MOBILIZATION TO ASSIST IN PLANNING FOR COMMUNICATION.

SUPPORT OF CIVIL DEFENSE. WE PARTICIPATED WITH THE FCDA AND THE ODM IN A SURVEY OF THE STATUS OF CIVIL DEFENSE TRANSPORTATION PLANNING IN 30 SELECTED CITIES. FURTHER, THE FCDA IS AUTHORIZED TO USE OUR COMMUNICATION SYSTEM TO SUPPLEMENT ITS OWN.

THE FCDA AND THE ODM ARE NOW COMPLETING FORMAL AGREEMENTS FOR THE CORPS OF ENGINEERS, IN ITS CIVIL WORKS ORGANIZATION, TO ASSUME RESPONSIBILITY FOR MANY CIVIL DEFENSE ENGINEERING FUNCTIONS. FUNDS AND PERSONNEL SPACES WILL BE PROVIDED BY THE FCDA.

THE ARMY HAS ASSISTED THE FCDA IN THE PREPARATION OF MANY PUBLICATIONS, DISPLAYS AND MOVING PICTURES AND HAS MADE ARMY PUBLICATIONS AVAILABLE FOR CIVIL DEFENSE USE. WE HAVE ALSO GIVEN THE FCDA DESCRIPTIONS, PICTURES, SPECIFICATIONS AND PROTOTYPES OR SAMPLES OF

SOME ITEMS WHICH SEEM SUITABLE FOR CIVIL DEFENSE USE,  
PARTICULARLY IN THE FIELD OF PROTECTIVE EQUIPMENT.  
WE ARE ALSO PROCURING, ON A REIMBURSABLE BASIS,  
SEVERAL DIFFERENT TYPES OF EQUIPMENT. WITHIN OUR  
CURRENT RESEARCH AND DEVELOPMENT PROGRAM WE HAVE  
TWO PROJECTS ON PROTECTIVE MASKS, WHICH ARE FUNDED  
BY FCDA. ADDITIONAL SERVICES SUCH AS THESE CAN  
AND WILL BE UNDERTAKEN AS OUR RESOURCES PERMIT,  
USING, WHERE APPLICABLE, FUNDS AND PERSONNEL SPACES  
PROVIDED BY THE FCDA SO THAT THESE REQUIREMENTS WILL  
NOT HAVE TO BE ABSORBED BY ARMY PROGRAMS.

WITH REGARD TO YOUR QUESTION AS TO THE EXTENT  
TO WHICH THE ARMY'S MISSIONS MIGHT BE EXPANDED TO  
PARTICIPATE IN CIVIL DEFENSE PLANNING, I SHOULD LIKE TO  
POINT OUT THAT THE ARMY NOW PARTICIPATES IN CIVIL DEFENSE

PLANNING AT THE FEDERAL, STATE AND LOCAL LEVELS.

THERE IS CLOSE LIAISON BETWEEN ZI ARMY COMMANDERS  
AND FEDERAL CIVIL DEFENSE ADMINISTRATION REGIONAL  
ADMINISTRATORS. RECENTLY I HAVE REITERATED AND

AMPLIFIED PREVIOUS GUIDANCE IN THIS AREA IN A DIRECTIVE  
TO THE COMMANDING GENERAL OF THE CONTINENTAL ARMY

COMMAND. HE HAS BEEN DIRECTED, AMONG OTHER THINGS,

TO COLLABORATE WITH REPRESENTATIVES OF OTHER SERVICES  
IN THE PREPARATION OF A PLAN TO ASSIST CIVIL AUTHORITIES  
IN CIVIL DEFENSE EMERGENCIES, AND TO:

A. BE PREPARED TO PROVIDE MILITARY ASSISTANCE  
TO CIVIL AUTHORITIES IN THE EVENT OF A CIVIL EMERGENCY  
IN THOSE CASES WHERE CIVIL AGENCIES ARE UNABLE TO COPE  
WITH AN ENEMY CAUSED DISASTER.

B. BE PREPARED TO EMPLOY MILITARY RESOURCES  
IN A STRICKEN AREA TO RESTORE AND/OR MAINTAIN LAW  
AND ORDER AND TO PROVIDE RELIEF UNTIL CONTROL BY  
CIVIL AUTHORITIES CAN BE RE-ESTABLISHED.

C. INSURE THAT THERE IS CLOSE COORDINATION  
BETWEEN ZI ARMY COMMANDERS AND CIVIL AUTHORITIES  
CONCERNED WITH CIVIL DEFENSE.

D. INSURE THAT MILITARY PLANS FOR THE EMPLOY-  
MENT OF RESOURCES AND FACILITIES SUCH AS ROUTES OF  
COMMUNICATION AND PUBLIC UTILITIES ARE COORDINATED  
WITH APPROPRIATE CIVILIAN AUTHORITIES SO THAT CIVIL  
DEFENSE PLANS AND MILITARY PLANS ARE NOT IN CONFLICT.

E. INSURE THAT THERE IS AN EQUITABLE BALANCE  
IN THE USE OF CIVILIAN AND MILITARY ASSETS IN THE EVENT

OF AN EMERGENCY. MILITARY RESOURCES SHOULD  
SUPPLEMENT CIVILIAN RESOURCES AND NOT BE EMPLOYED  
IN LIEU THEREOF.

IN THIS CONNECTION, SHOULD THE MISSION OF THE  
ARMY BE EXPANDED TO INCLUDE GREATER RESPONSIBILITY  
FOR CIVIL DEFENSE, THE NUMBER OF PERSONNEL AND THE  
AMOUNT OF FUNDS AUTHORIZED THE ARMY WILL HAVE TO BE  
CORRESPONDINGLY INCREASED.

MR. CHAIRMAN, I WOULD LIKE TO POINT OUT IN THIS  
REGARD THAT THE PERSONNEL AND MATERIEL RESOURCES  
WHICH WILL BE REQUIRED BY CIVIL DEFENSE ARE LARGELY  
AVAILABLE FROM CIVILIAN SOURCES AND THAT ARMY  
RESOURCES ARE COMPLETELY INADEQUATE TO MEET CIVIL  
DEFENSE NEEDS EVEN IF THEY WERE ALL EMPLOYED FOR  
CIVIL DEFENSE. BY MATERIEL RESOURCES I MEAN SUCH

THINGS AS ENGINEERING EQUIPMENT, TRANSPORTATION, MEDICAL FACILITIES, FIRE FIGHTING EQUIPMENT, RESCUE VEHICLES, FOOD AND COMMUNICATIONS.

THE ARMY WILL CONTINUE TO REVIEW ITS CAPABILITY TO SUPPORT CIVIL DEFENSE IN CONJUNCTION WITH THE NAVY AND THE AIR FORCE. IT WILL PROVIDE SUCH SUPPORT AS MAY BE AVAILABLE TO ASSIST IN CIVIL DEFENSE PLANNING NOW AND IN TIME OF DISASTER TO ASSIST IN THE EMERGENCY SUPPORT OF CIVIL DEFENSE OPERATIONS. WE ARE MAKING EVERY EFFORT NOW TO SUPPORT CIVIL DEFENSE AND WILL CONTINUE TO REVIEW OUR CAPABILITIES IN THIS AREA. IF IT BECOMES APPARENT THAT THERE ARE OTHER PHASES OF THE CIVIL DEFENSE PROGRAM IN WHICH THE ARMY MAY BE IN A POSITION TO ASSIST THE CIVILIAN EFFORT, APPROPRIATE ACTION WILL BE TAKEN BY THE DEPARTMENT OF THE ARMY.

I WOULD LIKE TO EMPHASIZE THAT THE ARMY IS PERMANENTLY CHARGED WITH MANY VITAL DEFENSE MISSIONS, FOR THE EXECUTION OF WHICH ALL OF ITS MANPOWER AND PERSONNEL RESOURCES ARE EARMARKED FOR USE IN TIME OF EMERGENCY. THE ARMY IS ONE OF THE PRINCIPAL DETERRENT FORCES PREVENTING WAR TODAY; BY ITS OVERSEAS DEPLOYMENTS, BY ITS READY FORCES IN THE CONTINENTAL UNITED STATES PREPARED FOR INTERVENTION IN THE CASE OF RENEWED AGGRESSION, AND BY ITS ANTI-AIRCRAFT UNITS CONSTANTLY READY TO DEFEND OUR SKIES AGAINST INVADING AIRCRAFT. TO DIVERT DELIBERATELY THE ATTENTION OR THE RESOURCES OF THE ARMY FROM ITS PRIMARY ROLE AS A DETERRENT SECURITY FORCE, WOULD BE A SERIOUS MISTAKE IN THE WORLD OF TENSION IN WHICH WE LIVE TODAY. HOWEVER, I REPEAT THAT THE ARMY RECOGNIZES THE IMPORTANCE OF

CIVIL DEFENSE AND IN AN EMERGENCY IS PREPARED TO DO  
EVERYTHING WITHIN ITS POWER TO SUPPORT THE CIVILIAN  
EFFORT AND THUS ALLEVIATE THE EFFECTS OF ATOMIC  
DISASTER.

MR. CHAIRMAN, MAY I AGAIN STATE THAT I APPRECIATE  
THIS OPPORTUNITY TO PRESENT MY VIEWS ON THIS IMPORTANT  
MATTER OF CIVIL DEFENSE AND TO OUTLINE FOR YOU SOME  
OF THE ACTIONS WHICH THE ARMY IS TAKING TO ASSIST CIVIL  
AUTHORITIES IN THIS FIELD.

-END-

STATEMENT BY  
GENERAL MAXWELL D. TAYLOR  
CHIEF OF STAFF, UNITED STATES ARMY  
BEFORE THE MILITARY OPERATIONS SUBCOMMITTEE  
OF THE HOUSE COMMITTEE ON GOVERNMENT OPERATIONS  
THURSDAY, MARCH 1, 1956

R M

Mr. Chairman, I am General Maxwell D. Taylor, Chief of Staff, United States Army. I appreciate the opportunity to come before this committee and report to you on pertinent aspects of civil defense as requested in your letter of February 2, 1956.

Your letter asked for my views on the following:

- a. House Concurrent Resolution 108, a bill which would constitute a Department of Civil Defense within the Department of Defense.
- b. House Joint Resolution 98, a bill designed to constitute a Department of Civil Defense with an Administrator having cabinet status.
- c. The extent to which the Army now performs functions relating to the civil defense program such as research and development and engineering services.
- d. The extent to which the Army's missions might be expanded to participate in civil defense planning.
- e. Other phases of the civil defense program in which the Army may be in a position to assist the civilian effort.

I should like to begin by presenting my general views on the subject for your information and then with this background reply specifically to the questions which you have asked. I hope that the Committee will permit me to limit my testimony to matters which pertain to the Army.

The Department of Defense has assigned responsibilities for civil defense and related matters to each of the Services by Department of Defense Directive 3025.1, dated 24 January 1952. This directive says that the Department of the Army shall be responsible for planning for emergency military support of operations for civil defense and related matters in those instances involving enemy created disaster wherein the civil defense organizations are unprepared or otherwise incapable of operating without this support; and for the coordination of participation of the Departments of the Navy and Air Force in this activity. The directive also assigns responsibility to the Department of the Navy and the Department of the Air Force for coordination with each other and the Department of the Army in participation in the emergency military support of operations for civil defense and related matters.

For a period of nearly ten years the Department of the Army has studied the problems of civil defense with special attention to the organization requirements on the responsibilities of the Military Services supporting civil defense. Minor disasters such as floods, tornados, fires or industrial explosions can be dealt with promptly and effectively by means available to civil authorities supported by the local military commanders. Therefore, this statement addresses itself to the major disaster that could result from an attack on this country by an enemy employing nuclear weapons and resulting in disasters to one or more major metropolitan areas of the United States. The Army considers that in case of disaster of this nature the initial forces to be employed for relief and rehabilitation of the stricken areas must be local and state civil defense forces

which have been previously organized into functioning mobile units as described by the Federal Civil Defense Administration booklet "Principles of Civil Defense". These units, capable of performing engineering, health, medical, special weapons defense, fire, rescue, welfare and police services should be comprised of men and women who are not subject to early call to military service. The Congress, by its enactment of Public Law 364 last year, has provided the states with the necessary authority to organize and maintain state defense forces. These state defense forces should be designed to carry out missions of a civil defense support nature.

In the case of disaster of any sort, the civil defense forces at community level constitute the initial covering forces and should move promptly into the affected areas and render maximum assistance. The local forces should be reinforced by other civil defense units which are not required in their own area. Since the civil defense units of a state which suffers heavily from enemy attack may be insufficient, disrupted or destroyed, it is essential that civil defense forces from other states be prepared to move to the stricken areas. While I am not an expert on the authority of the Federal Civil Defense Administrator, it would appear that he, or some other Federal official, should be given the authority to direct the movement and employment of state civil defense resources from areas which are not stricken by enemy attacks to those which are. In case the magnitude of the disaster exceeds the capabilities of the local civil defense forces reinforced by other civilian civil defense forces, support by National Guard, Reserve and active military forces should be provided. Disasters of the magnitude envisioned herein are estimated as

being most likely to occur during the early stages of war when most active Army units have early overseas combat commitments to meet. However, active Army, Reserve and National Guard units which may not be required for early deployment or support of combat operations will be available to reinforce civilian civil defense forces.

Whenever consideration is given to the employment of Army personnel and resources in support of civil defense operations, it is important to remember that all or most active Army units may be deployed overseas before an enemy attack on the United States. This deployment before attack could result from increased world tensions leading to limited hostilities or, from a general war wherein atomic weapons are not used initially by either side. In such cases only those units required for the defense of the United States and those in the early stages of mobilization and training would be in the United States when they were needed for support of civil defense. For this reason, and others which I shall develop later, it would be a serious mistake to place undue reliance on the Army for support of civil defense.

In summary, the Department of the Army:

a. Indorses strongly the necessity for effective civil defense organizations at the local, state and Federal levels, equipped and trained to meet the peculiar requirements of civil defense in the atomic era.

b. In the event that civilian resources are overwhelmed by an enemy attack, will make available for assistance to civil defense, such of its personnel, materiel, and installations not required for military operations and their support.

With this background I shall now reply to your specific questions. First considering H. CON. RES. 108, which proposes that the President submit to the Congress a reorganization plan to establish within the Department of Defense a civilian department to be known as the Department of Civil Defense. This new department would assume the functions of the present Federal Civil Defense Administration which would be abolished. The Secretary of Civil Defense would assume the functions of the Federal Civil Defense Administrator. There would be created within this new department, an Office of Chief of Staff of Civil Defense. This office would be filled by a civilian who would become a member of the Joint Chiefs of Staff.

I agree with the premise of this bill that civil defense is an integral and important part of our national security. In addition to its primary objective of conserving human life, a strong civil defense organization is important to the deterrence of the enemy use of strategic atomic weapons. However, we must recognize that there are many other parts of our national organization which are important to the security and survival of the United States. Therefore, placing civil defense within the Department of Defense would not place under one agency all essential elements of our national security.

Another reason advanced for placing the Federal Civil Defense Administration within the Department of Defense is to insure adequate coordination between the Military Services and civil defense organizations. The necessity for close and complete coordination is not limited to the Department of Defense and the Federal Civil Defense Administration. All Federal agencies must coordinate and cooperate in their efforts for our national security. We believe that this coordination which is required between the military and civil defense is being accomplished today and that it is

improving as we learn to work with one another. As an example of what I mean, I will cite a recent occurrence. In January a conference was held at the Federal Civil Defense Administration Headquarters in Battle Creek, Michigan. During this conference representatives of each of the seven Federal Civil Defense Administration Regions were asked if they were satisfied with the coordination and relationships which existed between their regional headquarters and the corresponding ZI Army headquarters. In each case except one, the civil defense officials expressed complete satisfaction. The representative of Federal Civil Defense Administration Region VI did not feel that the Region's coordination with Headquarters, Fifth Army was sufficiently well developed, largely because of the distance between the two, Denver and Chicago. The Department of the Army representative at the conference asked the Federal Civil Defense Administration Region VI representative to accompany him to Headquarters, Fifth Army the next day. This was done and procedures worked out to the satisfaction of all concerned.

There are many disadvantages to the incorporation of civil defense in the Department of Defense. For one thing, I believe that civil defense might lose stature by such a reorganization. Another important consideration is that of financial support for civil defense. I believe that, should the needs of civil defense for Federal financial support be incorporated with those of the Military Services in an over-all Department of Defense budget, there might be a tendency for these funds to lose their identity. In such event either civil defense or military activities, or both, might suffer.

In time of war the Secretary of Defense and his military and civilian subordinates will be completely engaged in the conduct of military operations. The problems of civil defense will not be minor ones which the Secretary of Defense and his subordinates could process in addition to their primary duties, but will be major problems requiring the full attention of an agency of government. The problems of civil defense and military operations are each too vast and too important to be made the responsibility of a single Federal agency.

Civil defense involves the coordination of the efforts of many Federal, state and local agencies. This is evidenced by the fact that the Federal Civil Defense Administration has, in accordance with the terms of Public Law 920 of the 81st Congress, delegated responsibilities to several Federal agencies. I believe that it is more effective for a separate Federal agency to carry out this coordination than require the Department of Defense to assume this as an additional mission.

In summary I believe that there may be some advantages to incorporating the Federal Civil Defense Administration into the Department of Defense but that these are far outweighed by the disadvantages.

Mr. Chairman, you have furnished me with a copy of H. J. RES. 98 designed to constitute a Department of Civil Defense with an Administrator having cabinet status. I assume that this bill was furnished for my information inasmuch as comment on such a proposal is beyond the purview of the Office of the Chief of Staff, United States Army.

Now to answer questions contained in your letter. The Army performs many functions relating to civil defense operations, particularly those in the area of disaster relief. However, these functions are incidental to the primary missions of the Army which is combat against the Armed Forces of an enemy. As part of our training for our combat mission we acquire certain skills which are helpful in civil defense operations. These skilled soldiers include:

Trained medical personnel

Vehicle and vehicular equipment operators

Communicators

Engineers

Men trained in riot control and military police work.

I have directed that from 5 to 15 hours of additional instruction in the Army's role in civil emergencies, depending on the level and course duration, be integrated into Officer Candidate courses, all Company and Advanced courses, the Command and General Staff College and the Army War College. Army Commanders will soon start a course of instruction in martial law for all active duty Army officers and warrant officers. During peace time disasters, we are able to assist civil defense because of these skills and because the Army forces which provide disaster relief are not engaged in combat operations. In time of war we expect to continue to support civil defense with whatever resources including personnel, materiel, and supplies may be available.

In addition, we perform functions in support of civil defense in the field of logistics. For example, using FCDA funds the Armed Services Medical Procurement Agency has been procuring components for 200 bed

hospitals, which are being assembled by the Army at one of our Medical Depots and outshipped in accordance with FCDA instructions. Items were obtained, where possible, from excess military stocks. We are also rendering technical advice and assistance in the conduct of a field test of these hospital units to develop training doctrine and staffing requirements. In this line, personnel of the FCDA also attend our course in the handling of mass casualties at the Army Medical School at Fort Sam Houston, Texas. In case of need we will directly support civil defense by disposing of unexploded bombs using the specialized units we have throughout the United States, which also have the peacetime responsibility of providing technical training and planning assistance to civil defense personnel in reconnaissance for unexploded bombs. Additionally, courses of instruction for civilians in mass feeding have been conducted in many Army installations throughout the United States at the request of FCDA.

We are providing storage space at 10 Army depots for FCDA materiel, and plan to provide more at locations which meet the FCDA dispersion plans. We now have some military personnel on loan to the ODM to assist in planning for communication support of civil defense. We participated with the FCDA and the ODM in a survey of the status of civil defense transportation planning in 30 selected cities. Further, the FCDA is authorized to use our communication system to supplement its own.

The FCDA and the ODM are now completing formal agreements for the Corps of Engineers, in its Civil Works organization, to assume responsibility for many civil defense engineering functions. Funds and personnel spaces will be provided by the FCDA.

The Army has assisted the FCDA in the preparation of many publications, displays and moving pictures and has made Army publications available for civil defense use. We have also given the FCDA descriptions, pictures, specifications and prototypes or samples of some items which seem suitable for civil defense use, particularly in the field of protective equipment. We are also procuring, on a reimbursable basis, several different types of equipment. Within our current research and development program we have two projects on protective masks, which are funded by FCDA. Additional services such as these can and will be undertaken as our resources permit, using, where applicable, funds and personnel spaces provided by the FCDA so that these requirements will not have to be absorbed by Army programs.

With regard to your question as to the extent to which the Army's missions might be expanded to participate in civil defense planning, I should like to point out that the Army now participates in civil defense planning at the Federal, state and local levels. There is close liaison between ZI Army Commanders and Federal Civil Defense Administration Regional Administrators. Recently I have reiterated and amplified previous guidance in this area in a directive to the Commanding General of the Continental Army Command. He has been directed, among other things to collaborate with representatives of other Services in the preparation of a plan to assist civil authorities in civil defense emergencies, and to:

- a. Be prepared to provide military assistance to civil authorities in the event of a civil emergency in these cases where civil agencies are unable to cope with an enemy caused disaster.

- b. Be prepared to employ military resources in a stricken area to restore and/or maintain law and order and to provide relief until control by civil authorities can be re-established.

c. Insure that there is close coordination between ZI Army commanders and civil authorities concerned with civil defense.

d. Insure that military plans for the employment of resources and facilities such as routes of communication and public utilities are coordinated with appropriate civilian authorities so that civil defense plans and military plans are not in conflict.

e. Insure that there is an equitable balance in the use of civilian and military assets in the event of an emergency. Military resources should supplement civilian resources and not be employed in lieu thereof.

In this connection, should the mission of the Army be expanded to include greater responsibility for civil defense, the number of personnel and the amount of funds authorized the Army will have to be correspondingly increased.

Mr. Chairman, I would like to point out in this regard that the personnel and materiel resources which will be required by civil defense are largely available from civilian sources and that Army resources are completely inadequate to meet civil defense needs even if they were all employed for civil defense. By materiel resources I mean such things as engineering equipment, transportation, medical facilities, fire fighting equipment, rescue vehicles, food and communications.

The Army will continue to review its capability to support civil defense in conjunction with the Navy and the Air Force. It will provide such support as may be available to assist in civil defense planning now and in time of disaster to assist in the emergency support of civil defense operations. We are making every effort now to support civil defense

and will continue to review our capabilities in this area. If it becomes apparent that there are other phases of the civil defense program in which the Army may be in a position to assist the civilian effort, appropriate action will be taken by the Department of the Army.

I would like to emphasize that the Army is permanently charged with many vital defense missions, for the execution of which all of its manpower and personnel resources are earmarked for use in time of emergency. The Army is one of the principal deterrent forces preventing war today, by its overseas deployments, by its ready forces in the Continental United States prepared for intervention in the case of renewed aggression, and by its anti-aircraft units constantly ready to defend our skies against invading aircraft. To divert deliberately the attention or the resources of the Army from its primary role as a deterrent security force, would be a serious mistake in the world of tension in which we live today. However, I repeat that the Army recognizes the importance of civil defense and in an emergency is prepared to do everything within its power to support the civilian effort and thus alleviate the effects of atomic disaster.

Mr. Chairman, may I again state that I appreciate this opportunity to present my views on this important matter of civil defense and to outline for you some of the actions which the Army is taking to assist civil authorities in this field.