

S T A F F R E P O R T

Consideration of policy relative to the conduct of research in medical and health fields by the Department of Defense and the three military departments of the Army, Navy and Air Force.

THE PROBLEM

Consideration of responsibility for the conduct of research in the medical and health fields by the Department of Defense and the three military departments, the Army, Navy, and Air Force.

- REFERENCES:
- (a) Secretary of Defense memorandum, dated 2 January 1951, subject, "Establishment of the Armed Forces Medical Policy Council".
 - (b) Directive for the Armed Forces Medical Policy Council, Secretary of Defense, 2 January 1951.
 - (c) Proposed legislation, "To amend the Act of August 1, 1947, (Ch. 433, 61 Stat. 715), as amended by the Act of June 24, 1948 (Ch. 624, 62 Stat. 604), to increase the number of professional and scientific positions authorized for the Secretary of Defense and the three military departments."
 - (d) Summary listing of Department of Defense positions needed under P. L. 313 (enclosure under reference c.)

FACTS BEARING ON THE PROBLEM

1. Reference (a) (Tab A) established within the Office of the Secretary of Defense an Armed Forces Medical Policy Council with membership authority, duties and relationships as set forth in the directive effective as of the date of signature, 2 January 1951.

2. Reference (b) (Tab B) is the Secretary of Defense directive for the Armed Forces Medical Policy Council, dated 2 January 1951, based upon the authority vested in the Secretary of Defense by the National Security Act of 1947, as amended. This directive requires that the Council shall report directly to the Secretary of Defense and defines the authority and duties of the Armed Forces Medical Policy Council as well as the relationships of the Council with the military departments and other agencies of the Department of Defense. Section III A of the Directive states in part as follows:

"Specifically, the Council is charged with providing, within its jurisdiction, such broad basic policies, plans, and programs as will provide guidance to other Department of Defense agencies and will enable the military departments to prepare and execute detailed policies, plans, and programs: the Council shall not engage in administration or operations for which an agency already exists.

The Council shall:

- (1) Develop basic medical and health policies for the Department of Defense in collaboration with appropriate agencies and departments.
- (2) Review medical and health policies, plans, and programs of each of the military departments, with respect to:
 - a. Conformity with approved policies.
 - b. Adequacy when unilaterally developed.
 - c. Consistency between the policies unilaterally developed.

As a result of these reviews initiate appropriate action."

3. Reference (c) (Tab C) states in part in the covering letter to the Speaker, House of Representatives, as follows:

"These positions are vitally needed to effectuate those research and development functions relating to the

national defense, military and naval medicine, and any and all activities of the Department of Defense which require the services of specially qualified scientific or professional personnel. The proposed legislation would continue and extend the authorization with no other changes."

4. Reference (d) (Tab D) is a summary listing of Department of Defense positions indicated as necessary under P. L. 313. The summary listing is divided into four sections listing respectively positions for the Office of the Secretary of Defense, Department of the Air Force, Department of the Army and Department of the Navy.

5. Reference (d) (Tab E) is position description No. 9 under the Department of the Army and reads as follows:

"No. 9 Research Director, Environmental Protection. P. L. 313
Office of the Quartermaster General

Has full scientific and administrative responsibility for the formulation, direction and leadership of the Research Program of the Department of the Army in the field of human environmental protection, as carried on in the OQMG and the Quartermaster Climatic Laboratory at Lawrence, Massachusetts.

This includes comprehensive environmental human protection research (a) in the fields of fundamental and applied physics including studies in meteorology and energy transfer and the devising of appropriate instruments for gauging and recording research data; (b) research in environmental geography, occupational geography and climatology, including cartographic planning and preparation of topographical charts and other media depicting weather variations, by regions and climates throughout the world, and the development of cyclical statistical information which may be used as criteria in similar conditions

anywhere; (c) research and studies in human biology as reflected in the fields of anthropology, physiology, biophysics, biochemistry, psychology, psycho-physiology as these applications affect the human body in relationship to its ability and responses to environmental stresses where artificial or other means must be created to protect the soldier against environmental factors throughout all parts of the world; (d) research and studies in tests and analyses to validate the proper relationship, value and end use to the improvement of military performance, and the preparation of wide and varied test techniques designed to afford the basis for evaluation of stated problems in terms of the protection required against environmental factors."

6. Reference (d) (Tab F) is job description No. 10 under Department of the Army.

"No. 10. Physical Science Administrator. P. L. 313

QMC., Phila. QM Depot, AM General Laboratories

Has full scientific and administrative responsibility for the formulation, direction and leadership of the broad program of basic research carried on in the Quartermaster General Laboratories, Phila.

The Research Director has complete latitude for conducting the program of research and development in the following four fields:

(1) Biological Research Laboratory covering the fields of mycology, bacteriology, biological chemistry biophysics, and allied biological sciences, with research to be concerned with the elucidation of the basic and elementary causes, the mechanism of actions and the principles underlying these biological phenomena and the manner of morphological, chemical and physical changes induced in living organisms or on Quartermaster items by living organisms.

(2) Chemistry Research Laboratory covering the organic, inorganic, analytical, physico-chemical, microchemical and spectroscopic fields with research studies conducted therein for the definition of chemical properties and interactions of material, the development and improvement of test methods and analysis of materials, the standardization of the methods of tests and analysis for incorporation into specifications, and conduct of special analyses on leather, textiles, plastics, metals, finishes, chemicals and related materials.

(3) Physics Research Laboratory covering the fields and/or sciences of mechanics, electricity, heat transfer and optics, with research studies conducted for the purpose of defining physical properties and interactions of materials, developing or improving test methods and test instruments utilized in Quartermaster research, development, procurement and inspection, standardizing methods of test and analysis for incorporation into specifications, and conducting special physical tests on metal, plastics, wood, finishes and related items.

(4) Accelerated Exposure Laboratory with studies conducted in the field and laboratory to determine the effects of climatic and related influences on the durability and keeping qualities of Quartermaster materials, the relationship between the influence and the type of deterioration, in order to adopt existing or develop new accelerated procedures for laboratory application which will establish within a practical time interval the durability and keeping qualities of Quartermaster material, standardizing methods of procedures for incorporation into specifications, and conduct of special weathering experiments."

DISCUSSION

1. The directive of the Secretary of Defense dated 2 January 1951 for the Armed Forces Medical Policy Council definitely charges the Council with certain duties, among which are the review of medical and health aspects of broad policies, plans, and programs, which other Defense agencies (such as JCS, MB, R&DE, PFB, CCFB) are responsible for establishing and for advising the Secretary of Defense of substantial differences of opinion of specific medical and health aspects of any given policy, plan, or program, and recommending appropriate action. In addition to these broad duties the Chairman is charged with the responsibility of being the principal adviser and assistant to the Secretary of Defense on all medical and health matters with which the Secretary of Defense may be concerned and will be guided in such advices by the views of the Council.

2. The conduct of research in the medical and health fields is definitely a matter with which the Armed Forces Medical Policy Council is directly concerned. The Surgeons General of the three military departments are responsible within their respective services for the health and welfare of the military personnel attached to their service and for the conduct of their respective departments, and with medical research and development projects within their cognizance. Within their respective department they are the principal advisory agent to their respective Secretary in the medical and health fields, and within the Department of Defense are members of the Armed Forces Medical Policy Council. It would therefore appear that any matter which affects health or directly or indirectly pertains to research within the medical or research fields should be a matter of their cognizance and supervision.

2. Tab E provides for the establishment of a position as Research Director, and environmental protection under the Office of the Quartermaster General and requires the incumbent of this office to have scientific and administrative responsibility for the formulation, direction, and leadership of the research program of the Department of the Army in the field of Human Environmental Protection as carried on in the Office of the Quartermaster General and in the Quartermaster Climatic Laboratory at Lawrence, Mass. A part of the duties listed include research and studies in human biology as reflected in the fields of anthropology, physiology, biophysics, biochemistry, psychology, psycho-physiology, as these applications affect the human body in relationship to its ability and responses to environmental stresses where artificial or other means must be created to protect the soldier against environmental factors throughout all parts of the world. This requirement definitely indicates that the research must be within the medical and health fields. The requirement does not indicate that the incumbent must be a doctor of medicine but rather a scientific person of administrative responsibility. There is no question that the information which such research may develop would be of value to the Office of the Quartermaster General, to provide proper protection to the soldier against environmental factors, but such research should definitely be coordinated with the Office of the Surgeon General of the Army, and conducted under his supervision as the responsible officer within the Department of the Army with regard to these matters. No recognition has been given to this responsibility in the job description.

3. Tab F provides for the Office of Physical Science Administrator under the Quartermaster Corps, Philadelphia Quartermaster Depot, Quartermaster General Laboratories. The incumbent of this position is required to have full scientific and administrative responsibility for the formulation, direction, and leadership of the broad program of basic research carried on

in the Quartermaster General Laboratories, Philadelphia. Within the job analysis four fields of research are given, one of which requires the conduct of a program within the biological research laboratory covering the fields of mycology, bacteriology, biological chemistry biophysics, and allied biological sciences with research to be concerned with the elucidation of the basic and elementary causes, the mechanism of actions and the principles underlying these biological phenomena and the manner of morphological, chemical, and physical changes induced in living organisms or on Quartermaster items by living organisms. These duties indicate responsibility within the field of medical and health research and while such research answers may be of value to the consideration of the Quartermaster General of the Army, it is considered that the conduct of such research should more appropriately be the responsibility of the Office of the Surgeon General of the Army or conducted under his supervision. The requirement is not made that the incumbent of this responsible be a doctor of medicine or in fact have medical training. In this instance, as well as in the preceding, the responsibility of the Surgeon General of the Army within the medical and health fields is not given proper consideration and research within the medical and health fields placed outside the cognizance of the Medical Department of the Army and therefore outside the cognizance of the Armed Forces Medical Council.

4. There is increasing evidence of research programs being conducted by the military departments within the medical and health fields and outside the cognizance or responsibility of the responsible medical agencies. As an indication, reference is made to the Department of Defense Office of Public Information news release of Thursday, 7 February 1952 which states in part as follows:

"Dixon, Wash, Times-Her 2/7 (M2717) discloses Army QM erecting big laboratory at Natick, Mass., which is to

bear the arresting name of "'Institute of Man'", devoted to conducting studies and tests of food and clothing with which man can best survive the heat of the tropics or the cold of the Arctic; says project expected to cost \$40 or \$50 million but probably will be worth it."

The conduction of such studies as is mentioned requires investigation into medical and health matters which affect the individual, both in regard to the type of food which he consumes, and the clothing which he wears, and the conduct of such research would therefore come within the medical and health fields for which the medical departments of the various services are responsible. Such research is considered as essential to a complete understanding of that type of food or equipment which personnel may require in various climates but it is equally important that the research conducted be under the cognizance or the supervision of the responsible medical department.

5. The Adjutant General's office of the Army has been conducting a research program in Visual Acuity since 1947. This research program, No. PR-4075 indicates that present methods of testing visual acuity have given rise to great inconsistency in the physical standards for vision which have been adopted for military service. It further indicates that present methods have varied greatly among the services, within the services, and frequently from day to day within the same installation. Variability is accounted for by lack of standardization of testing conditions as well as the use of different test forms which have led to inconsistent interpretation. The purpose of the study is to therefore develop standard testing conditions and standard testing forms as well as standard methods of visual evaluation. The object of the study is most commendable but the consideration of physical

standards is not believed to be a matter with which the Office of the Adjutant General should be primarily concerned. Physical standards should properly come within the responsibility of the Office of the Surgeon General of the Army and such research, if conducted, should be conducted by the Office of the Surgeon General of the Army or under the supervision of that office.

6. If the Armed Forces Medical Policy Council is to be responsible for providing basic policies, plans, and programs in the medical and health fields as will provide guidance to Department of Defense agencies and enable the military departments to prepare and execute detailed policies, plans, and programs, it is equally important that all matters of research within the medical and health fields come within the cognizance of the medical departments of the various services as well as the Armed Forces Medical Policy Council. It would therefore appear that it is essential that the Armed Forces Medical Policy Council establish a policy to provide for the conduct of research in the medical and health fields by the Department of Defense and the departments of the Army, Navy, and Air Force.

CONCLUSIONS

It is concluded that:

1. Matters of research within the medical and health fields, primarily the responsibility of the medical departments of the Army, Navy, and Air Force, and primarily under the policy guidance and coordination of the Armed Forces Medical Policy Council are now in some instances being conducted by military agencies not under the guidance or supervision of the medical department of the respective services or the policy control or coordination of the Armed Forces Medical Policy Council.

2. The Armed Forces Medical Policy Council should establish a Department of Defense policy relative to the conduct of research in the medical and health fields by the Department of Defense and the military departments of the Army, Navy, and Air Force.