

Local Organization for Civilian Protection



UNITED STATES
OFFICE OF CIVILIAN DEFENSE
Washington, D. C.

Initiating The Civilian Defense Program

THE OFFICE OF CIVILIAN DEFENSE has prepared a suggested civil defense ordinance and chart of organization made to fit the needs of the average city in the United States in the present emergency. This plan can be adapted to city, county, or other political subdivisions. It is possible to adjust the ordinance to meet existing State laws and charter restrictions or local conditions and necessities. In many instances passage of an ordinance will not be necessary.

The Office of Civilian Defense must certify to the President by August 15, 1941, that your city or other political subdivision has adopted an ordinance or set up under proper authority a civilian defense organization. For this and other reasons, it is important that we demonstrate that civilian defense can be placed upon an efficient basis. It is therefore requested that, unless you have already done so, you take full and immediate steps to make effective the suggestions contained herein. We ask that you send a report on the action taken by your community to reach this Office not later than August 10, 1941. We further request that you send two copies of your report of progress on defense activity to the Civilian Defense Regional Office for your Corps Area, the address of which is on page 4 of the pamphlet.

Very shortly, manuals will be forwarded to you containing instructions covering the detailed set-up of each branch covered in the organization chart and in the ordinance. It is not necessary that these manuals be adopted by law, but simply put into effect by regulation. The manuals will include information as to detailed methods of organization of each branch and general instructions concerning operations and duties.

Bulletins on fire and police organization have already been prepared, and it is assumed that steps have been taken by many cities to put into effect the suggestions made. Please state in your report the type of fire and police organization established and whether it differs from the plan recommended in material issued by this office.

Other bulletins will reach you at intervals so that localities may organize in a constructive way without any lost motion.

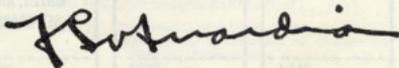
The Regional Offices of Civilian Defense will furnish any advice or assistance needed for the solution of local problems.

The method of securing persons for the various voluntary services should not be by general registration of all persons in your city, but should be by special enrollment for the particular work to be done. The form of enrollment blank given on page 10 is recommended.

Every community is expected to bear the cost of its own organization.

This Office will soon be ready to provide speakers for special occasions as they arise. Arrangements are likewise being made to have schools for instructors in various subjects. These will be announced when ready.

Washington, D. C.
July 17, 1941.

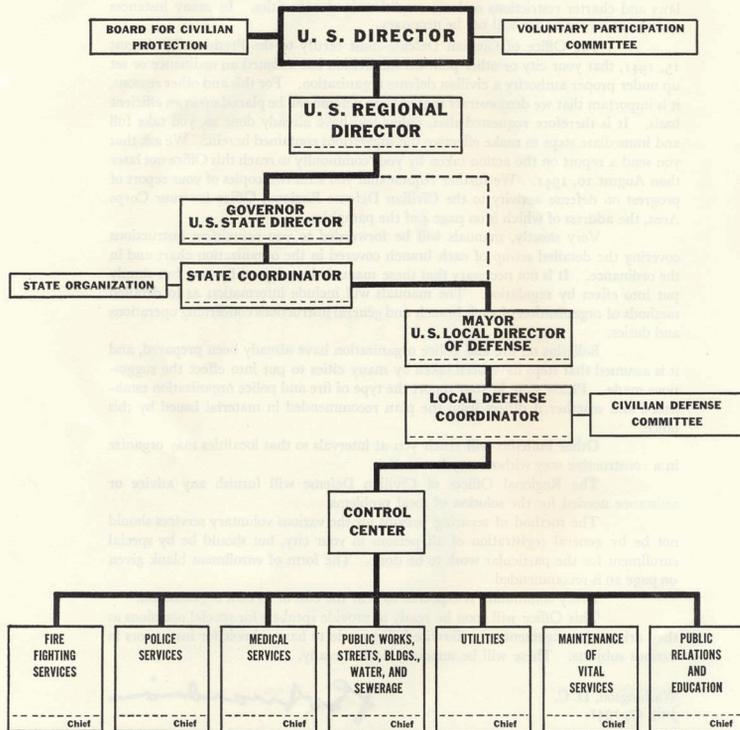


F. H. LA GUARDIA,
U. S. Director Civilian Defense.

Office of Civilian Defense

Functional Chart

PROPOSED ORGANIZATION



For functions of the above services, see opposite page.

FUNCTIONS

FIRE FIGHTING SERVICES:

1. **Personnel:**
 - A. Enrollment of reservists.
 - B. Auxiliaries.
2. **Training:**
 - A. Warden to be initially trained in the Fire Department.
 - B. Fire prevention.
 - C. Fire-fighting instructions to auxiliaries.
3. **Equipment:**
 - A. Inventory of mechanical equipment and other available equipment.
 - B. Provision for additional equipment.
 - C. Household equipment should be provided in every home—and reserves, water pails, hoses, small tools.

POLICE SERVICES:

1. **Training of Personnel:**
 - A. Wardens.
 - B. Auxiliaries.
2. **Warnings:**
 - A. Sirens or air horns.
 - B. Wardens and messengers.
3. **Local Watch:**
4. **Blackout:**
 - A. Extinction of exterior lighting—streets and bridges, vehicles, signs, and shops.
 - B. Dimming of interior light.
5. **Control of Population:**
 - A. Police and wardens.
 - B. Cessation of traffic.
 - C. Population to cover.
 - D. Protection of lost and abandoned.
 - E. Evacuation of danger zones.
6. **Maintenance of Law and Order:**
 - A. Sabotage.
 - B. Crime prevention.
7. **Removal of Delayed Action Bombs:**

MEDICAL SERVICES:

1. **Care of Civilian Casualties:**
 - A. First-aid posts.
 - B. Casualty and decontamination stations.
 - C. Ambulance service.
 - D. Evacuation or clearance hospitals.
 - E. Ambulance trains.
 - F. Base hospitals.
2. **Public Health—under supervision of local (and State) health departments:**
 - A. First aid and general health training of population.
 - B. Sanitary control of water and food supplies in emergencies, and shelter sanitation.
 - C. Communicable disease control; immunization and isolation.
3. **Supplementary Services of Voluntary Agencies (Red Cross, etc.)**
 - A. First-aid training.
 - B. Canteen and information services.
 - C. Ambulance service (coordinated with hospital under transport office).
 - D. Welfare services.
 - E. Nurses' aides corps.

PUBLIC WORKS, STREETS, BUILDINGS, WATER, AND SEWERAGE:

- A. Repairs to streets.
- B. Shoring and clearing of demolished buildings.
- C. Clearing of streets.
- D. Maintenance of buildings.
- E. Water supply.
- F. Water reserve.
- G. Drainage.
- H. Sewerage disposal—repairs.
- I. Emergency repairs—water mains.
- J. Decontamination of streets and buildings.
- K. Shelter construction.

UTILITIES:

- A. Telephones.
- B. Radio.
- C. Telegraph.
- D. Gas.
- E. Electricity and power supply.
 1. Supply.
 2. Repairs to lines and notice of leakage.
- F. Transportation.
 1. Railroads and water.
 2. Street cars.
 3. Buses.
 4. Taxicabs.
 5. Private automobiles.
- G. Preparation for blackout.

MAINTENANCE OF VITAL SERVICES:

1. **Personnel:**
 - A. Rescue parties.
 - B. Clearing of repair gangs.
2. **Shelters and Trenches:**
 - A. Surveying of existing shelters and means of strengthening them.
 - B. Distinctive markings, showing location of shelter.
 - C. Operation.
3. **Protection of Vital Points:**
 - A. Government buildings.
 - B. Ships and docks.
 - C. Railroads.
 - D. Bridges.
4. **Supplies:**
 - A. Gas mask distribution.
 - B. Emergency equipment.
5. **Welfare:**
 - A. Emergency feeding and housing.
 - B. Clothing.
6. **Mass evacuation:**

PUBLIC RELATIONS AND EDUCATION:

- A. Information and instruction.
- B. Editing and distribution of documents, reports, instructions, manuals, report forms, etc.
- C. Diffusion of information—press, radio, pulpit, schools.
- D. Morale.

Warning Signals

The War Department has approved the use of sirens or air horns for a general air-raid warning. Percussion sounds such as bells or rapidly struck triangles will indicate the presence of gas. The exact use of these warning signals and the official warning system operated by the Defense Air Force will be the subject of later detailed instructions.

Blackout

One of the most important of the measures coming under civilian defense is the restriction of lighting. It is suggested that preliminary plans be made at this time for the possible screening or extinguishing of lighting in the event of an emergency. It is recognized that orders regulating the restriction of lights may involve either permanent extinction or diminution or temporary extinction or diminution.

Radio

The protection of radio stations presents great difficulty. It is expected that the Office of Civilian Defense and the Defense Communications Board will issue later suggested regulations covering control of radio. Until such time as these agencies act, no specific steps are recommended.

The Control Center

The Control Center is the heart of the community defense organization. This is set up so that the Local Defense Coordinator will know exactly what is going on in his own defense area. All communications to this center must be maintained. Where wire communication is interrupted, liaison or constant contact by messenger service must be maintained. The Control Center should be established in a well-protected location.

Fire Defense

The fire hazards of modern war are most serious. The price of safety is unceasing vigilance, thorough training, and prompt action.

The most practical plan is the establishment of at least three auxiliary fire stations around each existing engine company. An officer or first-grade fireman may be placed in charge of each auxiliary station and enrolled volunteers assigned on the platoon system. Men of good character and physique not subject to military draft should be sought for enrollment as auxiliary firemen.

Fighting incendiary bombs as they fall is a duty in which all able-bodied citizens must be trained. After training and demonstrations, the most alert citizens should be selected as fire watchers. The duty of each will be to send a messenger to the Air Raid Warden's Post to report any bomb and seek immediately to extinguish it, with or without help.

Rescue Parties

Saving persons caught in burning buildings is no new task, but air attacks create special problems. To rescue persons trapped in debris, to render emergency first aid, to extinguish incipient fires and to shut off gas, electric, water, and other broken lines, special Rescue Parties should be organized. Each should consist of about ten men.

Air Raid Wardens

To a great extent, the Air Raid Warden is the embodiment of the civilian defense program to the average citizen. He is not a policeman and does not enjoy police powers, but he works under the police organization and with its help.

An Air Raid Warden's Post should be organized to cover each 500 people in a city. It must be central, easily accessible, plainly marked.

Under emergency conditions one person must be constantly on duty. Therefore, the appointment of one Air Raid Warden and three Assistant Wardens for each Post is recommended.

A Warden's duties include: (1) Observing lights showing during a blackout and warning occupants of buildings with such lights; (2) directing persons in the street to shelter; (3) reporting fallen bombs; (4) detecting and reporting the presence of gas; (5) administering elementary first-aid measures; (6) reporting fires; (7) assisting in fighting incendiary bombs as soon as they fall; (8) MOST IMPORTANT—setting an example of controlled activity and cool efficiency to the persons for whose protection he is responsible.

The Air Raid Warden should be chosen carefully from applicants enrolled as volunteers.

Auxiliary Police

Plans should be made at this time for an auxiliary police corps. Enrollment should take place at police precinct station houses or police headquarters. Men of good character and physique not subject to military draft should be sought for enrollment.

The auxiliary force should be under the direction of the present police force. It should be organized in the same manner as the present force, that is, assigned to divisions, precincts and posts. The auxiliary force should be distributed among the precincts primarily in proportion to the number of important plants, factories, warehouses, wharves, dams, and other key points to be guarded.

Bomb Squads

Disposal of delayed-action bombs or duds is dangerous work, requiring special skill and training. A nucleus for handling this work exists in the bomb squad of many police departments.

Gas Detection

Selected officers who have received requisite training should be charged with this work. Further details regarding such training will be furnished.

Medical Services

A separate memorandum covering suggested organization and administration is being prepared. This memorandum will include detailed suggestions as to the establishment of first-aid posts, casualty clearing stations, first-aid parties, auxiliary courses, augmenting of hospital staffs and ambulance service, and other activities involved in the care and treatment of civilian casualties.

Demolition

An air attack using high explosives leaves in its wake unsafe walls and partly demolished houses. A corps of inspectors should be organized to inspect all places near a blast and trained crews provided to demolish quickly all structures classified as dangerous.

Sewer and Main Repairs

To conserve water and prevent pollution, breaks in the mains caused by bombing must be repaired quickly. Existing repair services are capable of working out the problems involved.

Road Repairs

Organization should be provided for repair of streets after an air attack.

Emergency Repairs

Provision must be made for the clearing of debris caused by the explosion of bombs or other forms of attack. Obstructions to important streets and highways should be removed by squads of men organized for this work. Sufficient technical knowledge to enable them to deal successfully with dangerous conditions is required.

Decontamination

Should persistent gas (really a liquid) be used, it must be neutralized chemically or covered with earth. Detailed instructions for this work will be furnished separately.

Shelter Construction

British experience has indicated a trend toward individual rather than group shelters. In view of the large costs and engineering tasks involved, initial planning should be concerned only with the protection of public buildings, arrangements for downtown emergency shelters, reinforcement of powerhouse construction, protection of telephone exchanges, and similar tasks. It is probable that local engineers and architects have given study to the shelter problem.

Utilities

The gas, electric, broadcasting, and other public-service utilities, whether privately or city owned, should be brought into complete coordination with the defense plan under a system of effective control.

Shelter Operation

Should it later be determined that public shelters are necessary, competent people should be trained to supervise them.

Emergency Feeding and Housing

In the event of an air attack, hundreds or thousands of people may be made homeless. Plans should be made for providing food and shelter in an emergency.

Evacuation

It is possible that some problems of civilian protection may be solved by evacuation in the case of attack. At this time only preliminary planning should be undertaken.

Civilian Enrollment

All volunteers will be required to take active training and will be subject to discipline as duly enrolled personnel in the civilian defense organization. It is desirable that leadership be developed so that, in emergency, qualified persons will assume responsibility.

The use of a standard form for enrollment and of a continuing record of performance for all enrolled workers is advised. Enrollment may be handled at police precinct stations.

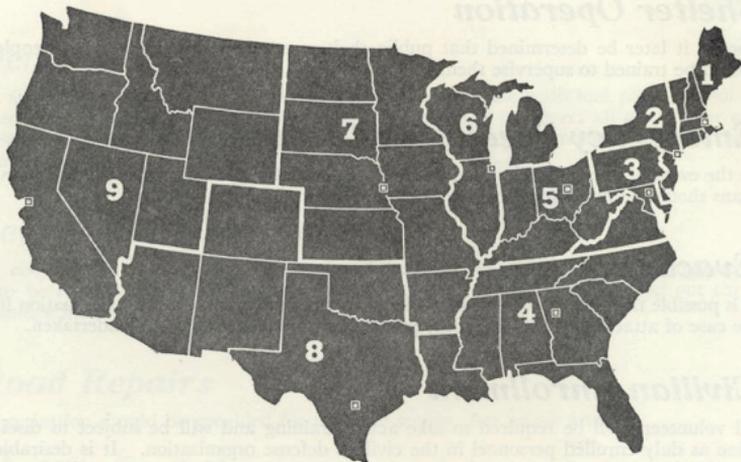
Instructors and Schools

Each locality must provide its own corps of instructors for enrolled workers. Texts and suggested curricula will be furnished as rapidly as possible by the United States Office of Civilian Defense.

Civilian Defense Schools

Developments in chemical and incendiary attack have been studied and made the basis of experiment by the Chemical Warfare Service of the United States Army. Schools for the training of instructors to teach gas protection and special fire-fighting problems introduced by incendiary bombs have been planned and will be conducted by the service. The first school, held at Edgewood Arsenal, Md., from June 30 to July 12, 1941, trained a group of fire officers from 40 cities. Early extension of this training school system is contemplated.

U. S. Regional Offices for Civilian Defense



REGIONAL OFFICES

- | | |
|-------------------|--------------------------|
| 1. Boston, Mass. | 5. Columbus, Ohio. |
| 2. New York City. | 6. Chicago, Ill. |
| 3. Baltimore, Md. | 7. Omaha, Neb. |
| 4. Atlanta, Ga. | 8. San Antonio, Tex. |
| | 9. San Francisco, Calif. |

As a means of expediting the work within the States and political subdivisions, there have been set up nine regional offices coterminous with the Army Corps Areas. The States included in these areas, as well as the city in which the regional office is located, are indicated by the map above.

Model Ordinance Creating Municipal Defense Council

AN ORDINANCE CREATING A MUNICIPAL DEFENSE COUNCIL, PRESCRIBING ITS DUTIES AND DECLARING AN EMERGENCY

WHEREAS, the President of the United States, by Executive Order signed on May 20, 1941, created the Office of Civilian Defense in the Office for Emergency Management; and

WHEREAS, the Office of Civilian Defense has requested the cooperation and assistance of all municipalities in carrying out the Civilian Defense program; and

WHEREAS, it is desirable to coordinate all municipal defense activity in one municipal agency; Now therefore,

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF

SECTION 1. There is hereby created the Municipal Defense Council of the City of to be composed of the Mayor as Chairman and such other persons, not exceeding eleven in number, as the Mayor may appoint from time to time. The Mayor shall designate one of the members so appointed as Vice Chairman who shall be the Coordinator for the City of Each member of the Municipal Defense Council shall serve at the pleasure of the Mayor or until the repeal of this ordinance.

SEC. 2. The Municipal Defense Council shall have full and plenary powers to employ such persons as may be necessary to carry out the functions of the Council. These persons shall be subject, however, to all regulations now provided by law governing this municipality.

SEC. 3. The Municipal Defense Council shall be charged with the duty of coordinating all defense activities of this City.

It shall:

(1) Coordinate the activities of municipal and private agencies cooperating in the defense program;

(2) Keep in contact with the Office of Civilian Defense to the end that all requests and suggestions from that Office shall receive prompt and efficient response;

(3) Conduct studies regarding defense problems of the City of to the end that the municipal government of the City of will at all times be abreast of the problems of defense, and information desired by Federal agencies will be readily available;

(4) Survey existing facilities, proffers of facilities, services and ideas originating within

the city and make appropriate disposition of them;

(5) Act as a clearinghouse on municipal defense information for all governmental and private agencies cooperating in the defense program;

(6) Direct information regarding the defense program to all municipal departments or agencies which are or may be affected thereby;

(7) Make recommendations, from time to time, for improvements in the handling of defense problems affecting the City of

(8) Perform such other advisory functions as may be requested by agencies or departments of the Federal Government in connection with the National Defense program.

(9) Do whatever is necessary and proper to carry out the intent and purpose of this ordinance, tending to protect life and property.

SEC. 4. The Municipal Defense Council may expedite procedure by organizing itself into subcommittees and may subdivide its work and prescribe such rules and regulations as are not in conflict with the provisions of this ordinance. It shall prescribe the training regulations. It may delegate the authority of preliminary hearings for dismissal of voluntary workers to the heads of Departments.

The Municipal Defense Council may appoint additional committees to meet any emergency that may arise but shall report same promptly to the Council of the City of, which shall have the authority, at its discretion, to order the discontinuance of such committee. Any person appointed to any position created under this ordinance may be removed by the appointing authority for any reason deemed by it to be sufficient.

SEC. 5. This ordinance is hereby declared to be an emergency measure and shall take effect immediately upon execution and publication in the official journal (or at the earliest date allowed by law).

Adopted this day of, 1941.

.....
Mayor.
.....
Clerk.

City of

ENROLLMENT FOR CIVILIAN DEFENSE DUTY

1. Name
- Address Telephone No.
2. Married Single Age Male Female
3. Birth: Place Date
4. U. S. citizen: Yes No First papers: Yes No
5. Any physical disability?
6. Present occupation Business address
7. Education (last school attended): Grade High school
- College Other
8. Languages: Read Write Speak
9. Will you perform air raid warden duty?
10. Hours you can be available for such duty?
11. Check any of the following in which you have had experience:
- | | | | |
|---|---|--|---|
| <input checked="" type="checkbox"/> Auto mechanic | <input type="checkbox"/> First aid | <input checked="" type="checkbox"/> Plumber | <input checked="" type="checkbox"/> Steamfitter |
| <input type="checkbox"/> Clerk | <input type="checkbox"/> Food preparation | <input checked="" type="checkbox"/> Police work | <input type="checkbox"/> Switchboard operator |
| <input type="checkbox"/> Demolition work | <input checked="" type="checkbox"/> Military experience | <input type="checkbox"/> Shorthand | <input checked="" type="checkbox"/> Teacher |
| <input type="checkbox"/> Electrician | <input type="checkbox"/> Nurse | <input checked="" type="checkbox"/> Social service | <input checked="" type="checkbox"/> Typist |
12. Are you licensed to operate: A car Bus or truck
13. If you own a motor vehicle, state type and Registration No.
14. State experience in any other capacity than those above mentioned that might be of use in defense:
-
-
-
-
15. Type of duty desired:
16. If qualified, will you accept other assigned duties?
17. Character references:
- (1) Name Address
- (2) Name Address
- (Signature of applicant)
- Date

Forms will not be furnished by the Office of Civilian Defense, but may be reproduced locally.

Regional Offices

1. BOSTON, MASS.
 2. NEW YORK, N. Y.
Port Authority Building
111 Eighth Avenue
 3. BALTIMORE, MD.
 4. ATLANTA, GA.
City Hall
 5. COLUMBUS, OHIO
City Hall
 6. CHICAGO, ILL.
176 West Washington Street
 7. OMAHA, NEBR.
 8. SAN ANTONIO, TEX.
Majestic Building
 9. SAN FRANCISCO, CALIF.
2471 Greenwich Street
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This volume deals with Civilian Protection.
Other volumes concerning Volunteer Participation will follow.

U. S. OFFICE OF CIVILIAN DEFENSE
2000 Massachusetts Avenue, Washington, D. C.



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