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A CORE TRAINING PROGRAM  
FOR STATE LEVEL CIVIL DEFENSE PROGRAM  
PERSONNEL

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*Prepared For*  
Department of Defense  
OFFICE OF CIVIL DEFENSE  
*Under Contract OCD-OS-62-121*

MAY 15 1963

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**Applied Psychological Services**  
Wayne, Pennsylvania

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Available  
Copy**

**A CORE TRAINING PROGRAM  
FOR STATE LEVEL CIVIL DEFENSE PROGRAM  
PERSONNEL**

**Dorothy E. Fletcher  
Douglas H. Macpherson  
Arthur I. Siegel**

**prepared for**

**Department of Defense  
Office of Civil Defense**

**by**

**APPLIED PSYCHOLOGICAL SERVICES  
Wayne, Pennsylvania**

**under**

**Contract OCD-OS-62-121  
30 April 1963**

**MAY 15 1963**

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## SUMMARY

The global purpose of the study here reported was to derive information required for improving State level civil defense training and to apply this information to the development of required courses for achieving this purpose. In order to achieve this goal, research was first conducted to determine the training requirements for the governmental and auxiliary personnel that are needed to implement State civil defense operational plans. Second, training materials were developed to meet these requirements.

### Determination of Training Requirements

To determine State civil defense training requirements, a study was conducted of the State level civil defense positions and tasks in seven States.

The results of the survey of State civil defense systems were prepared in the form of a State civil defense position-task library. This position-task library can be considered as the first end product of the study.

To assess the generality of the library, tasks and related positions were abstracted in the same manner from the operational plan of an eighth State and were compared with the completed library. It was concluded from this comparison that the library can be assumed to be sufficiently general for the purposes of this study.

Then, the position-task library was reviewed by four judges, who represented different segments of the civil defense organization and who possessed different civil defense backgrounds. This group modified certain positions and tasks according to their understanding of current civil defense policy. Each individual judge rated each task, as to its criticality or importance to the over-all civil defense effort, in each of six successive time intervals: preparatory, critical tension, attack and shelter, initial recovery, reconstruction, and final recovery. When average ratings for the four judges were computed, the set of six averaged criticality ratings, one in each of six successive time phases, for a task were included with the task in the position-task library.

In general discussion sessions, positions and groups of tasks were identified for which training is immediately required at the State level.

As a listing of training objectives, the results of these discussions can be considered as the second end product of this study. It was concluded that training is urgently required at the State level in tasks related to the following general areas: (1) State civil defense organization, (2) State civil defense functions, and (3) State level civil defense skills. Specifically, it was concluded that State level civil defense training is required for the following groups of personnel: (1) State civil defense staff, (2) State government personnel with emergency assignments to the management of State civil defense procurement functions, (3) similar groups

assigned to radiological defense functions, (4) similar groups assigned to welfare functions, (5) members of the executive branch of the State government, and (6) members of the State legislative branch. For each of these groups, specific training programs are required to provide to each group the appropriate emphasis upon each of the three subject matter areas of civil defense organization, functions, and skills.

#### Development of Training Materials

The training materials developed to meet these objectives consist of course and briefing outlines, related evaluative procedures, a training guide to assist the States in applying these courses, briefings, and evaluative procedures, and a general training plan.

As a third end product of this study, recommended course and briefing outlines were prepared and suggested related training procedures were developed. The lesson outlines for the courses and briefings were designed to meet the general and specific immediate training objectives and were based on the State civil defense position-task library. To meet available resources, it was recommended that the courses be taught in the States by Federally administered traveling teams and that an introductory lecture of the briefings be taught in the States by a Federal instructor, if the State so requests. Other suggested conditions of training were discussed.

Lesson outlines were prepared for the following four courses:

State Civil Defense Staff Operations

Management of State Civil Defense Procurement  
Functions

Management of State Civil Defense Radiological  
Defense Functions

Management of State Civil Defense Welfare Functions

and for two briefings:

Civil Defense Functions of the State Executive  
Branch

Civil Defense Functions of the State Legislative  
Branch

The fourth end product of this study was a set of recommended evaluative procedures related to these courses and briefings. The evaluative procedures included a check list of the successive steps required to implement the recommended training, a listing of the proportion of persons successfully trained, and summarizing of the performance of individual students in essay examinations and in group discussions.

Fifth, as an end product of this study, a training guide was prepared. This guide is intended to assist the States in applying the recommended courses, briefings, and evaluative procedures. The specific steps discussed in the training guide are:



Designation of State personnel to apply the training programs

Planning conduct of training programs

Commitment of training resources and scheduling of training

Scheduling and conducting related information programs

Conduct of courses and briefings

Evaluating courses and briefings and reporting results to Federal sponsoring group.

As the sixth end product of this study, a general State training plan was prepared. This plan is designed to be appropriate to long range State civil defense training objectives. Also, the training plan can serve as a generalization of the steps taken in this study to determine and meet immediate training objectives. It is suggested in the training guide that, upon completion of the recommended training programs, a State may elect to evaluate the results of these specific programs in terms of the general steps described in the training plan. By this means, the State could evaluate whether the specific training programs had satisfied the training objectives of the State in question. The State could, then, use the training plan to suggest objectives that should be met in subsequent State training programs and to develop and implement the programs required to meet these objectives. The steps discussed in the training plan are:

Assignment of over-all training responsibility

Adoption of policies for initiating training program reviews

Review of civil defense system

Review of missions and tasks within civil defense system

Determination of training objectives and priorities

Assessment of training resources

Determination of optimum training methods

Assignment of responsibility for specific parts of training program

Construction of details for specific parts of training program

Commitment of training resources and scheduling of training for specific parts of training program

Scheduling and conducting specific related manpower, information, or other programs

Conduct of training

Evaluation of training program.

#### Suggested Application and Extension of Core Training Program

It is suggested that further studies be undertaken, as extensions of the present study, to facilitate the application within the States of the core training program developed in this study and the extension of this core program to training in civil defense functions other than those discussed here, for other groups of personnel than the key personnel emphasized here, and for inclusion of problems unique to the individual States.

First, it is suggested that the terminology of civil defense operational and organizational plans be studied explicitly with the aim of reducing the wide variety of terms now in use to a more manageable and more

clearly defined glossary. For the purposes of the present study, the terminology now in use within the civil defense organization was taken at its face value. It was found that even experienced civil defense personnel found gross ambiguities within terms and overlap between terms. With a refined glossary, the content of training and evaluation of training would be considerably facilitated.

Further, it was necessary for the purposes of the present study to make arbitrary decisions as to the expression of civil defense tasks, functions, and missions. It is, therefore, suggested that the tasks derived in this study be examined more closely by the methods of multidimensional analysis. By these methods, it may be possible to express the tasks in terms of their relationships to a limited number of task dimensions. It is to be expected that definition of independent task dimensions will allow for more efficient training and for more relevant evaluation of training in all civil defense functions, including those emphasized in this core training program.

Third, it is suggested that one training program concerned with one group of civil defense functions be developed and applied in a sample of States to provide to the States an explicit guide to the application or extension of any of these training programs. This development would involve selecting one of the course outlines presented here, or an outline for a similar civil defense function, developing it to a complete course according to the steps discussed in the training guide, conducting the course

as discussed in the guide, and proceeding through the evaluation procedures suggested in this study. By this development, more detailed recommendations to the States can be derived. Of course, this application would allow presentation of a more realistic guide or model to the States.

Fourth, it is suggested that empirical tests be conducted of the current proposed and other advanced civil defense training methods. Especially a study of the effectiveness of the methods which might be employed for training masses in short time intervals seems required.

## ACKNOWLEDGEMENTS

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## CHAPTER I

### FOCUS, GOALS, AND PURPOSES OF STUDY

The general goals of this study were to determine the training requirements and educational needs for the governmental and auxiliary personnel needed to implement civil defense operational plans at the State level and, accordingly, to recommend the form of the materials that should be provided to the States to improve their training effectiveness.

To bring these general goals into sharper focus, a general training plan for a State civil defense organization was developed. This training plan was formulated as the discrete steps that would be taken in assessing and meeting the training needs of a typical State. Then, following the first steps of this training plan, State level civil defense systems were reviewed to define the immediate training objectives of these systems. Next, a core training program was developed to meet these objectives and to be consistent with the available training resources. This recommended core training program consists of four course outlines and two briefing outlines, related evaluative procedures, and a training guide that gives directions for the application of these civil defense training materials in a particular State. Application of the core training program in the States would conceptually follow the later steps of the general

training plan, with the training guide serving as a specific case of these steps in the general plan.

#### Definition of Core Training Program

A complete training program for all civil defense functions within the States would require a very extensive effort. It appears to be more practical to locate, first, a limited number of specific civil defense functions and personnel within the typical State for which training is urgently required and to establish appropriately standardized specific training programs for these functions and these personnel as a core training program.

A core training program, therefore, would be characterized as a program that concentrates on certain of those specific civil defense functions for which training is urgently required. Such a program can serve as a model for subsequent training programs designed to satisfy training needs in other civil defense functions.

Also, a core training program would be characterized as one which is designed for key personnel and, especially, for those particular key personnel who most urgently require civil defense training. Extensions of the program would later include other less critical personnel. These extensions could be more readily carried out after the key personnel are more fully trained.

Finally, a core training program would be characterized as being aimed, first, at meeting training needs that are common to all States. In

this sense, a core training program is relatively standardized. The goal of such a program is to assure that all States are brought to a known and acceptable level of training. Later training programs would logically follow to emphasize the unique training needs of each State.



## CHAPTER II

### REVIEW OF STATE CIVIL DEFENSE SYSTEMS

To outline the nature of the problem generally, the available literature on civil defense training was reviewed. Surveys of civil defense training in the States had been conducted by this organization\* in the years 1958 to 1960 (1, 2, 3, 4, 8, 9, 10). These surveys were examined to reach preliminary decisions on general State training requirements, methods, and content. Especially emphasized in this general survey of the available literature was an effort to determine current policy within the civil defense organization as to the assignment of missions to particular governmental departments, as expressed for specific areas of civil defense in recent executive orders (12).

The first step in the research program was to develop an accurate and comprehensive library of the tasks that must be performed in order to implement the civil defense operational plans of any State and to document the assignment of these tasks to specific positions. The second step was to assess the criticality of these tasks for achieving the over-all civil defense mission in successive time phases, ranging from the present preparatory stage of activities to a final recovery time phase following attack or natural disaster.

### Selection of Sources of Information

In the present state of civil defense planning and operations, it is difficult to conduct complete and valid job analyses either by means of direct observations of performance or by means of studies of written performance specifications.

Direct observation of the performance of civil defense tasks is possible, of course, only for the current preparedness time phase and for tasks as they are currently performed. For later time phases, such as attack and shelter, observation during civil defense tests might provide information on some civil defense tasks but would fail to provide task information for those segments of the civil defense organization that are now organized on only a "token" basis. For time phases late in the recovery cycle, there is no available occasion for the direct observation of tasks.

Survey of written operational plans to obtain task information is limited as a job analytic method since currently available plans are to a greater or lesser degree outdated in some operational areas by recent or pending policy changes. Also, many plans are incomplete in some aspects. However, the currently available plans are more complete than the corresponding organizational structure; they are objective; they are officially accepted; and they describe what action would be taken by the civil defense organization of a State if any enemy attack were to occur now.

Therefore, it was decided that the most relevant and objective available sources of information for analysis of State civil defense tasks and related positions are the current State civil defense organizational and operational plans, supplemented by any available associated information for updating these plans.

Requests were sent to the directors of civil defense of the fifty States and of the District of Columbia explaining the purposes of this research and specifically requesting current State civil defense organizational and operational plans and related information. These requests especially pointed out the need for information on problems unique to certain States pertaining, for example, to interstate plans, to rural versus urban plans, or to plans for metropolitan, regional, or target area facilities. Similar requests were sent to the offices of the Regional administrators in the eight civil defense regions.

Approximately half of the States forwarded their current available data. Other States that did not have copies of their State plans available for loan specified where such copies could be obtained. In addition, the replies of many States included valuable comments on unique conditions.

Copies of the plans for some States were, also, obtained from the Records and Services Division of the Office of Civil Defense.

The information provided by the States was examined to select a sample of States for which all available information would be reviewed in detail to prepare a State civil defense position-task library. The criteria followed in selecting this sample were:

- (1) the availability of relatively full information concerning the various operational areas of the civil defense organization of the State
- (2) the recency of this information
- (3) the location of the State in terms of the eight civil defense regions, in order to obtain dispersion of the sampled States over the eight regions
- (4) the geographic size, the population, and the degree of urbanization of the State, with the aim of representing in the sample of States various amounts and combinations of these factors
- (5) the adaptability of the available information to the methodology of this study, i. e., the explicitness with which separable task assignments are described in the source material.

By these criteria, seven States were selected for a detailed survey of the civil defense tasks and positions described or implied in their plans and in the related information they supplied. The States included in the sample were:

California  
Missouri  
North Carolina  
Oklahoma  
Oregon  
Pennsylvania  
Vermont

An eighth State, Delaware, was selected by the same criteria, not for inclusion in the sample of States to be surveyed, but for purposes of cross-verifying the survey adequacy. The documents surveyed for each of these States are listed in Appendix A.

### Survey of Positions and of Task Requirements

The survey of the selected information to produce a representative State civil defense position-task library was conducted in three successive, independent steps. First, task and position information was abstracted for each of the seven States included in the sample. This information was abstracted independently for each State and was expressed in the language of the State from which it was abstracted. Next, this information for seven States was consolidated to produce a generalized and summary library of State civil defense position-task descriptions. Finally, an objectively specified proportion of the information available for an eighth State was treated in the same manner in order to estimate whether the completed position-task library could be assumed to represent States other than the seven that were employed for building the library.

### Position-Task Information Abstraction

For each of the seven States included in the sample, the documents listed in Appendix A were studied and all expressed or implied statements describing State level civil defense tasks for persons or groups within the civil defense organization or within affiliated organizations at any level

were abstracted. Each such statement or group of related statements was placed on a separate position-task card retaining the language of the State. The information was located on the card so as to code certain aspects of position, task, and time terms. This location coding was followed to facilitate comparisons between cards in this and in later steps.

All references to time in connection with a task were transcribed in the language used by the State. It was found that such terms varied among States extensively. Three types of time information were allowed for by location coding on any card: (1) the time phase at which the task as a whole was to be performed, (2) the time phase at which a part of the task was to be performed, and (3) other time terms which do not refer to specific points, or intervals in a continuous succession of time phases. When the document being studied gave no explicit reference to one or more of these types of timing for a task, no time terms were noted, even though they appeared to be obvious for some tasks.

The positions of persons or groups concerned with a task were located on the position-task card according to three position categories: (1) positions responsible for performing the task, the "input position," (2) positions acted upon by the task, the "output position," and (3) positions related to the task in some other capacity, the "criterion position," where the type of relationship was stated.

Each position entered on a card was described in three parts: (1) a position title, (2) the organizational affiliation of the position, and (3) the

level within the organization of the position. Position titles as used by the States were transcribed to the position-task cards without change. Affiliations were stated as in one of four possible categories: civil defense, government, military, and private. The following terms were used to describe level: Federal, regional, State, district, area, county, sector, operational area, local, unit, shelter, family, and individual. Although the States were found to differ in the number of levels they referred to and in their naming of levels, it was possible to use this single set of terms by defining the terms according to their order in the list and by certain other arbitrary conventions, e.g., using the operational area term to apply to target areas, support areas, and the like. using the shelter level term to apply to group or community shelters, and using the unit level term to apply to all mobile and field groups. Certain other of these terms are adequately defined by their context; for example, it is clear from the context that in a position with a military affiliation the regional level does not correspond geographically with the regional level for a civil defense position affiliation.

The task described or implied in the reference was transcribed to the position-task card using location coding on the card to break down the task into four types of terms: (1) grouping terms, (2) task terms, (3) modifier terms, and (4) criterion terms. For some statements, of course, all of these types of task term were not appropriate. To illustrate the usefulness of these terms, the task: "establish transportation

priorities, giving the highest priority to transportation for controlled movement" would be transcribed to the position-task card by placing "establish" in the card location allocated to grouping terms, placing "priorities" in the task location, placing "transportation" in the modifier location, and placing "highest priority for controlled movement" in the criterion location.

By means of this procedure, approximately ten thousand position-task cards were prepared from the references provided by the seven selected States. The entries on these cards were to the extent discussed, above, in the language of the references. Therefore, further analysis was required to remove redundancies due to this special language.

#### Consolidation of Information to Produce Position-Task Library

To remove or reduce redundancies in this large collection of position-task cards for seven States, the grouping of the cards according to the State that had contributed the information was reorganized according to generalized input position titles and according to rewritten task descriptions (cf, 7).

All position title terms were generalized, whether the position term on the card was in the input, the output, or the criterion location on the card. This generalization was necessary, of course, not only for position titles for individuals, but also for titles of groups, such as the various civil defense services. For each generalized position title, a record was maintained of the State terminology to which it referred.



In rewriting the tasks, as much as possible of the original language of the separate references was retained. The first criterion in consolidating several task cards into one rewritten card was to combine only synonyms or near synonyms in the grouping, task, modifier, and criterion terms. As a second step, cards were combined if they were alike except for output positions. Next, cards were combined regardless of the criterion and the time phase specifications to the task, i. e., one rewritten or consolidated card carried criteria and time phases that had occurred on any, although not necessarily on all of the cards from which it was obtained. Finally, to reduce the number of position-task cards to a manageable level, it was necessary to combine by conjunction in either the grouping term, the task term, or the modifier term. In a sense, therefore, a single consolidated position-task card may describe more than one task. For example, if two output positions appear on the card and if the task can be performed for one or the other or both of these output persons or groups, then the task can be interpreted as either one, two, or three individual tasks.

As a result of this consolidation, a library of approximately fifteen hundred State level civil defense position-task cards was obtained. Once the consolidation had been completed, it was no longer necessary to maintain the location coding on the cards; and, therefore, the information on the cards was placed in sentence form. Civil defense tasks

for selected State level positions are presented in Appendix B. The positions which are presented in the appendix are staff positions for which the related tasks were used in later steps of this study in developing training materials.

#### Cross-verification of Position-Task Library

Next, the question was examined of whether this State level civil defense position-task library can be assumed to be representative of any State, rather than only of the seven States reviewed in making up the library.

As described, above, an eighth State, Delaware, had been selected by the same criteria followed in selecting the sample of seven States. Position and task information was abstracted from the civil defense operational plan for Delaware by the same procedures that had been followed in abstracting information from the documents of the seven States included in the library. These documents are referenced in Appendix A. Only about one-fifth of the available information for Delaware was abstracted. Specifically, for each successive block of five pages in the Delaware operational plan, information was abstracted from one randomly pre-selected page of the five pages. By this means, 428 Delaware position-task cards were obtained. Of these cards, 27 did not describe tasks but instead served only to define the organizational relationships

between the stated positions. These cards were, therefore, dropped from the comparison.

The remaining 401 verification cards were, then, compared with the cards in the position-task library according to the following criteria and with the following results:

Explicit matches: The wording of a verification card was found to be the same as all or part of the wording of a library card. This type of match could be made for 7.2% or 29 of the 401 verification cards.

Synonymous matches: Although an explicit match could not be made for all of the wording of a verification card, the meaning was judged to be synonymous with all or part of the wording of a library card. This type of match could be made for 54.6% or 219 of the verification cards.

Generality-specificity matches: Although an explicit or synonymous match could not be made for all of the verification card wording, the wording was judged to vary from all or part of the wording of a library card only in being more general or more specific. This type of match could be made for 35.4% or 142 of the verification cards.

No match: A verification card could not be matched with a library card by one of the above mentioned criteria. This was found to be the case for 2.7% or 11 of the 401 verification cards.

Among the matches made by these criteria, 28 could be made only by ignoring position. That is, in these cases, the task was matched but the position was not.

It was concluded from the results of this comparison of data from an eighth State with the information consolidated from data for seven States that the consolidated information possessed adequate generality for the purposes of this study. It should be noted that the information abstracted from the eighth State, Delaware, was not included in the State civil defense position-task library.

The finding, that about a half of the position-task cards prepared from the operational plan for this additional State could be matched with the consolidated position-task information for seven States only according to synonymous terms, points to a need for more uniformity in wording among the operational plans of the different States. Rapid and accurate communications between States during operations can be expected to depend upon concise, unequivocal terminology. This requirement is increased in those time phases in which the organizational structure of civil defense is greatly expanded with persons who have not had extended civil defense staff experience, either within their own State or with adjacent States with whom they may interact during operations. Emergency training would be considerably facilitated by a glossary that defined, not only technical terms, but also generally used terms, such as "coordinate" and that was followed as much as possible in writing all plans, directives, messages, and the like.

The finding, that about one-third of the verification cards varied along a generality-specificity dimension from the library cards, points

out a more widely understood problem, that is, that operational plans for different States vary considerably in the extent to which sections of the plans are developed.

### Task Criticality Estimation

This library of approximately fifteen hundred civil defense tasks for State level positions was reviewed by a panel whose members are experienced in civil defense. The primary purpose of this review was to judge the importance of each task to the over-all civil defense mission. Secondly, these judges modified, updated, or eliminated positions and tasks according to their understanding of current civil defense policy. In a final meeting, the panel discussed general questions concerning these positions and tasks and concerning related training problems.

### Definitions of Criticality and of Time Phases

In these procedures, criticality was defined as:

The importance of this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967.

Throughout all of these procedures, six time phase terms were used to refer to successive intervals along a single time phase continuum, where this continuum begins before, includes, and continues after either an enemy attack or a natural disaster. It was assumed that this continuum was unidirectional and noncyclic. Also, it was assumed that the entire continuum

was applicable to each task. The terms applied to each of the six successive intervals along the time phase continuum and the definitions that mark the beginning and end points of each interval are presented in Figure 1. These terms were abstracted from a discussion of the subject by Miller (6), except that the terms in parentheses were added to the definitions by the judges.

#### Selection of Judges

Judgements of task criticality in each time phase were made by four persons experienced in civil defense. These men were selected to represent different parts of the civil defense organization and to possess different civil defense backgrounds. One judge was a State director; another was a regional training officer; a third judge represented a regional field operations office; and the fourth possessed a DOD-OCD staff background.

#### Rating and Discussion Session Procedures

The primary purpose of these sessions was, of course, to obtain ratings of criticality in each of six successive time phases for each of the approximately fifteen hundred tasks in the State civil defense position-task library. Although it is often desirable to establish procedures to insure independence among the ratings on different tasks and among the ratings of different judges, for the purposes of the present study it was considered equally desirable to allow discussion among the judges, when they requested discussion, in order to gain the advantage of their experience in improving the position-task library, itself.

TIME PHASE →

(of enemy attack or natural disaster)

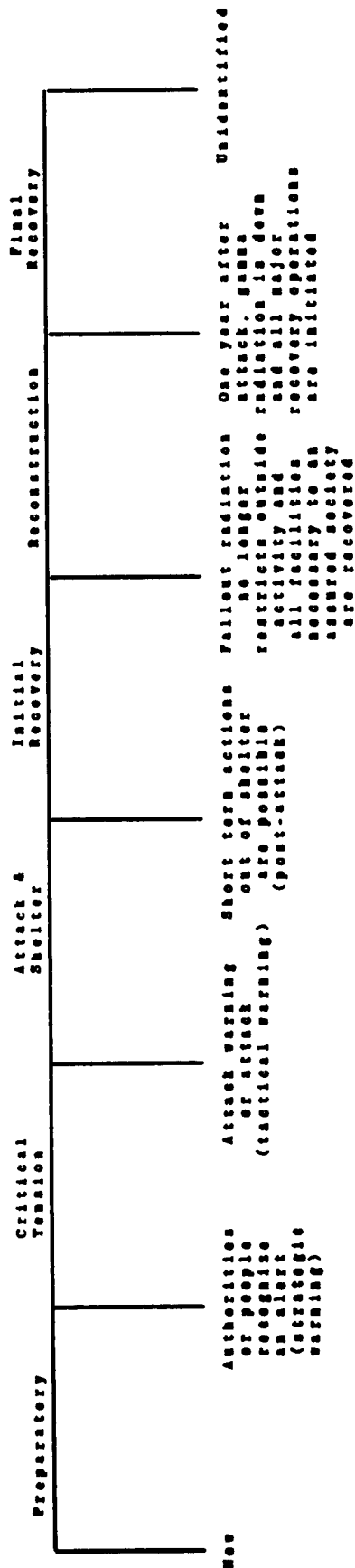


Figure 1 Terms applied to time phase intervals and to points defining intervals. Definitions and terms are abstracted from Miller (6), except that words in parentheses were added by the judges.

The four judges met, first, for three consecutive days, during which they rated and, when they so desired, discussed about six hundred tasks. About a month later, the same judges met for three consecutive days to complete the task ratings and specific task discussions. In all, each of the four judges rated about thirteen hundred tasks, having decided to omit about two hundred tasks.

Positions within the State civil defense agency and the tasks assigned to these positions were judged first. Because of the importance of these agency positions in the current civil defense organization, it was considered desirable to insure that these tasks were rated. After completing these positions, the order in which positions were presented to the judges was randomized. Within any position, the order of presenting tasks was randomized. This randomization of the order of some positions and, within position, of the order of all tasks was instituted to reduce systematic effects upon the ratings of biases due to fatigue, end-of-session spurts, and the like.

On the day following the last day of ratings, the judges met to discuss general problems related to the tasks they had reviewed and related to civil defense training.

At the beginning of the first session, the general problems and methods of the study were explained to the judges. Then, the instructions



to be followed in making the ratings and in discussing the tasks to be rated were read to the judges, as follows:

Our basic material is a set of so-called "position-task cards." Each card describes a civil defense task requirement for a specified civil defense position. Your basic task is to judge the criticality of that task requirement, for each of six time phases. For each card that we read, you will enter your judgements on a different page in the data books in front of you. A sample of a data page is displayed (See Figure 2). For each position, we will read the task requirements for that position that we have abstracted from the organizational and operational plans for a sample of States.

Of course, as you know, different States often assign different position-to-task breakdowns and different position titles. Therefore, the position titles we use here are generalized. You will, I believe, however, recognize their functional meaning.

To each position that we have included we have assigned a numeral. As we begin the list of tasks for a certain position, we will read off this numeral to you and ask you to enter it in the first of the three blocks at the top of the data page. You need do this only for the first task of the position. For each successive task for that position, you will turn to the next page in the data book. Do not turn back in the data book. This will avoid confusion in our data treatment. When we begin a new position, you can simply run on in the book. However, again to retain the order information we will need, as you pick up a new data book, number it successively on the front cover and enter your name and the date, as indicated there.

For each position-task card, you will be asked to make the judgement that is defined as follows: "Criticality: The importance of this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967."

We have listed six time phases; accordingly, for each position-task card, you will make six criticality judgements.

The criticality judgements can be made as an "X." An "X" is preferred as a mark, since it is less subject to error in reading than is a check or a dot.

For the first time-phase, "preparatory," you may feel that a task is of "moderate" criticality; in which case, you would mark an "X" in the middle row of the first column. The same task might be of a criticality for the remaining time phases that is greater than "moderate" but is not "extremely high"; in which case, you would mark an "X" in the second from the top row of the remaining columns.

Since not all tasks will have equal criticality, of course, your criticality ratings will be spread over the entire five point scale. In using the five criticality categories that we have indicated, attempt to define the "little or none" to "extremely high" range by the definition of criticality given: "The importance of this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967."

It is easy to slip progressively into using only a part of the five step scale. To remind you of this framework, we will leave the definition of criticality in front of you as you work.

The time phases we have indicated on the data pages are, to some extent, self explanatory. They are the time phase names described by Dr. Carl Miller, in speaking on May 9th of this year (1962) to an OCD contractors' symposium. We will provide each of you with a diagram which defines the beginning and end points of each time phase interval (See Figure 1).

As we proceed, you may have questions or comments that you feel are essential. We can take these up briefly, but we may have to postpone full discussion for a separate session at the end of the rating sessions; or we may, if that course is more appropriate, contact you directly in the next few weeks to explore your comment or suggestion further. We welcome these comments, of course. If you feel that a comment is essential, will you make it to the entire group? Such comments can change the orientation of the group; and, if they are to do so, all members of the group should be exposed similarly. We will log your comment for future reference.

Are there questions? If not, will you take a data book, enter your name, the date, and Book Number "1" on the cover page? Then turn to the first page and we will proceed with judging the first position's first task. The first position's code number is "1".

As is suggested in these instructions, the judges were given complete freedom, within time limitations, to discuss tasks or positions. Since the judges had been selected because of their experience in civil defense, their comments were considered as important a source of information as were their ratings of criticality.

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TIME PHASE →

	Preparatory	Critical Tension	Attack & Shelter	Initial Recovery	Reconstruction	Final Recovery
Extremely High						
Moderate						
Little or None						
None						

← CRITICALITY

Figure 2 Sample of data page used by each judge for estimating criticality of each task

Some procedural constraints were placed on the discussions during the rating sessions in order to increase the usefulness both of the group discussions and of the individual ratings. These constraints did not appear to limit discussion. First, discussions that had to do with general problems rather than with specific positions or tasks were deferred to a final session conducted after all ratings were completed. Second, discussions were confined to the judges; that is, the research personnel did not enter the discussions. Third, all discussion of a task or position was completed and its outcomes were agreed upon by the group of judges and noted by the researchers before the task or the group of tasks listed under the position was rated.

As implied in this description of the procedures followed during these discussions, the outcomes of discussions sometimes led to changes in tasks. The judges limited themselves in this type of discussion, rewriting only those tasks that they felt unable to rate without revision. They agreed that careful rewriting would allow them to make more reliable ratings but that this rewriting of tasks should be a separate effort. The type of rewriting that they did before rating was usually to bring the task description into conformance with current civil defense policy, as they understood this policy; for example, to a specific task they added a note that the task was performed only under the direction of a specified superior. The type of revision that the judges could not take time for,

but that they agreed to be very desirable, was selecting task descriptive terms that would most accurately describe the task and that would be assigned an explicit and generally agreed upon meaning.

The judges, also, asked that the task be read to them in a general form, first, and that details be provided only upon their request. Procedurally, this meant that apparent synonyms and examples were omitted in the first reading. If the judges requested amplification, additional information was provided only if it occurred on the position-task card. Any request for amplification that could not be met in this manner was referred back to the judges. Any explanation of the task made to the group by one or more of its members was considered a part of the task. The research personnel noted on each card what part of the position-task card information had been read to the judges and what information had been supplied by the judges before they rated that task for criticality. It is in this form, that is, in the form in which the tasks were rated, that tasks are presented in this report.

In addition, the judges requested that certain tasks and groups of tasks be omitted. Some cards were omitted from the rating procedures because the information on the position-task card was considered by the judges to describe only organizational relationships between the positions stated on the card. Also, some tasks were not rated by the judges because they considered these tasks to be equivalent to others they had al-

ready rated under other positions. This latter decision implies and the judges explicitly agreed that their ratings were of tasks rather than of positions or of the particular combinations of positions and tasks. In this manner, approximately two hundred of the approximately fifteen hundred position-task cards were omitted from the rating sessions.

In discussing the criticality dimension, the judges found the definitions of successive intervals of the dimension, as given on the data page, to be sufficient for making decisions on task criticality. They explicitly agreed that a rating of "little or none" in criticality for a task in one or more time phases cannot be taken to mean that the task is not a valid task for civil defense.

On the day following the sixth and last day of task ratings, the judges met with the project coordinator to participate in a discussion session conducted by Applied Psychological Services' personnel. Questions were presented to the judges concerning State level civil defense training objectives, resources, and methods. All questions were presented to the entire group and full discussion was allowed on each question.

### Results of Task Criticality Ratings

In order to treat the data obtained in these rating sessions, the descriptive scale of criticality, as presented to the judges, was converted to a numerical scale by means of the following transformation: the value of one was assigned to the lowest criticality interval, defined on the data

pages as "little or none"; two was assigned to the next higher criticality interval; and so on up to the highest criticality interval, defined as "extremely high," which received a value of five. Following this transformation, the criticality ratings assigned by each of the four judges to a single time phase of a task were averaged. Averages were calculated for the six time phases of a task and for each of the tasks that had been rated.

Each task which the judges elected not to rate, because they had already rated a task which they considered to be equivalent, was assigned the set of average criticality ratings for the six time phases that had been obtained for the parallel task.

Tasks are presented in Appendix B in the form in which they were rated by the judges. With each task is presented the set of six average criticality ratings. Since the criticality ratings for six time phases indicate the times at which the task is more or less critical, the time phase terms of strategic and tactical warning have been dropped from the tasks as they are presented here. Where one of these terms was included in the task as read to the judges, this is indicated by a footnote. In the appendix, tasks are ordered by positions and State civil defense agency staff positions are included that were considered in later steps of this study in developing training materials.



For each position presented in the appendix, a description of the criticality of the position is, also, provided by a table showing, for each time phase, the frequency of occurrence of each of the five possible criticality ratings, among all of the ratings made by each of the four judges for each of the tasks listed in the position-task library under that position.

#### Test of Agreement Among Judges

To test the agreement among the judges in rating task criticality, the question tested was: Do the four judges agree with each other within limits that are defined by those limits that could be produced by chance alone, where it is assumed that chance results would be produced when one or more of the judges does not consistently assign to the different tasks criticality ratings that are high or low as compared with ratings assigned by other judges.

The statistic,  $\chi^2_r$ , was used to test this question. This statistic, suggested by Friedman (5), is described by Wilcoxon (11). For each of thirty-one of the positions rated and for these positions taken as one group, this statistic was calculated separately for each of the six time phases and for a sample of the tasks listed within the position. In each application, the statistic has three degrees of freedom.

Because of the wide range of the number of tasks in different positions, three methods of selecting the ratings to be analyzed by this

statistic were followed. When the total number of rated tasks in a position was less than eleven, the sample included all of the tasks in the position. When the number of tasks was between eleven and twenty, the sample consisted of ten tasks selected according to a table of random numbers. When the total number of tasks was greater than twenty, all oddnumbered tasks were included in the sample. The statistics derived in this manner are presented in Appendix C. The statistic,  $\chi^2_r$ , was significant at the .01 level for all time phases when applied to the over-all sample of 374 tasks selected from thirty-one positions. In the tests for each of the six time phases in each of these thirty-one positions, this statistic was significant at the .05 level in 51% of the tests and at the .01 level in 28% of the tests. Therefore, it can be concluded that the judges failed to agree upon some ratings, even though they had in many cases discussed the tasks being rated before they made their individual task criticality ratings.

When the data in Appendix C were arranged so that positions were ordered according to the order in which they were rated, no trend in extent of agreement as a function of the order of the ratings was evident.

Review of the data suggested that agreement was relatively greater for the attack and shelter time phase and relatively lower for the critical tension time phase as compared to the other time phases. Also, there was some suggestion that the specific experience of a judge may account in part for his deviation in rating particular positions from his own typical level of ranking all positions.

This tendency for one or more judges to rate the criticality of a task high or low with respect to other judges emphasizes the need for combining the results of a representative group of judges in making estimates of task criticality. It was for this reason that judges for this study had been selected so as to represent different civil defense backgrounds and so as to represent in their current assignments different parts of the civil defense organization.

Any significant lack of agreement among civil defense personnel in task criticality judgements points to a need for training, including training in task and mission criticality, per se. It is highly important that all persons who must function effectively as a group during civil defense operations have the same understanding of the official policy on task and mission criticality, especially during the critical tension and initial recovery time phases and for sets of interacting tasks that are of high criticality. Therefore, an effective method of evaluating training or of determining training needs would locate groups of interacting tasks for which criticality judgements differ significantly when made by a representative operational group of civil defense personnel.

### CHAPTER III

#### IMMEDIATE TRAINING OBJECTIVES

The determination of objectives for civil defense training at the State level could be based upon an analysis of the library of tasks that was derived from the selected State operational plans. Also, training objectives could be derived from the ratings made by the experienced civil defense judges of the criticality of these tasks for various time phases. These methods would list the tasks for which either experience or training are needed in the long run at the State level of the civil defense organization and would point out a smaller group of tasks which are most critical and for which it could be assumed that adequate experience or training would further "... achieving the over-all civil defense mission..." However, these methods would not distinguish those tasks for which experience and training are now adequate from those tasks for which training is urgently required. More direct methods were, therefore, adopted in this study for determining immediate training objectives.

#### Determination of Immediate Training Objectives

In the discussion session following the ratings, the judges were directly asked to list those positions for which training is urgently required in most States, according to their experience. They were asked, also, to define generally for each of these positions the groups of tasks in which training is needed. The immediate training objectives described in this chapter were derived from these judgements.

### General Objectives

Training of the current State civil defense staff for the time period of 1963 to 1967 was judged to be of considerable immediate importance. It was concluded that training is urgently required for certain groups of State government personnel with emergency civil defense assignments, specifically, for those groups that are assigned to procurement, radiological defense, and welfare functions. Emphasis was given in the discussion to the need for further training for personnel within the executive and legislative branches of the State Government in their civil defense responsibilities.

For all of these groups, training is required in the following three areas:

1. basic civil defense organization of the State
2. functions of civil defense within the State
3. skills involved in State level civil defense administration, command, and coordination procedures.

It was concluded, however, that the relative emphasis given to each of these three subject matter areas should be different for each of the groups described, above. To allow for this variation in emphasis of subject matter areas for different groups, specific training objectives were developed for each group.

### Specific Objectives of Training in State Civil Defense Staff Operations

Staff training is, of course, of high importance, since for present purposes the "token" State civil defense staff means civil defense for the State. In defining these training objectives, it was assumed that the current civil defense preparedness posture is on a "token" basis in the typical State and will remain on that basis throughout the time required to complete the training programs designed to meet these objectives.

With respect to the State civil defense staff, one of the most urgent training objectives is to insure a comprehensive understanding of the State's civil defense organization and of its functions. For these persons, training is, also, required in some of the skills involved in State level administration of civil defense. The training need not, for students at the State level, consist of practice to develop these skills. Instead, the training program should be aimed at developing effective and applicable knowledge of the responsibilities and procedures involved in certain administrative skills, such as obtaining support or managing statewide training programs.

Specifically, the objectives of State civil defense staff training include:

1. thorough understanding of the principles of the State civil defense organization and of its administration, with the aim of assuring centralized continuous control of all State civil defense functions in both the planning and the operational stages

2. effective knowledge of the sources of support that are available through mutual aid agreements within the State and with other States, through Federal assistance, and through military assistance
3. applicable knowledge of the State's responsibilities, before, during, and after attack, in programs for fallout shelters and controlled movement, for training and information, and for supply and related administrative functions
4. applicable knowledge of the State's responsibilities, in attack and post-attack operations, in programs concerning communications and warning, intelligence, and radiological defense

Specific Objectives of Training in Management of State Civil Defense  
Functions: Procurement; Radiological Defense; and Welfare

With respect to State governmental personnel with emergency civil defense assignments, it may be assumed that their specific emergency assignments are appropriate to their normal job functions and that they are adequately trained in their normal functions.

These persons, not on the regular civil defense staff, need to know the function of civil defense in the State and the basic civil defense organization of the State. However, they need to know these areas from the point of view of their own emergency assignments. They do not need to know the whole civil defense picture. Their training should emphasize their own function in the emergency civil defense organization and

should point out just what they are to do with respect to the whole picture at the proper levels and with the proper emphasis. They need, also, to know the focus in the emergency government of other groups with whom they will interact during emergencies, especially for support purposes.

Many normal governmental administrative procedures, such as command and coordination, will be carried out in an emergency by the same persons who are currently performing these tasks. However, demands in normal government are routine as compared with the relatively variable demands in emergency government. Training should emphasize these unusual demands and the situations that can create them. Any special administrative skill training included in the courses for these persons should be of skills that are not required in normal government but that are needed only for emergencies caused by natural disaster or enemy attack. At the State level, these are not primary skills but are depth skills, including the responsibility for assuring that local level primary skills are properly developed and implemented. The training, instead of providing situations in which these skills can be developed, should emphasize providing effective and applicable knowledge of organization procedures, command and coordination principles, and procedures involved in the management of plans and operations.



Specifically, the objectives of training in the management of the specialized State civil defense functions of procurement, radiological defense, and welfare include:

1. understanding of the specific relationship between the particular State civil defense function or service and the normal and emergency government of the State, including the civil defense organization, and knowledge of the sources of support for the civil defense service
2. applicable knowledge of procedures for organizing the assigned civil defense service and for training service personnel
3. effective knowledge of the principles of commanding and coordinating the service, including the importance of emergency headquarters and other specialized installations
4. applicable knowledge of procedures involved in managing service plans and operations in the various specialized skills implied in the mission of the service

For other specialized State civil defense services, such as engineering, fire, health, or utilities, it was concluded in the general discussion session that the persons to whom these functions are assigned are now proficient in closely related tasks in the State's normal governmental organization or in private organizations within the State. If it can, also, be assumed that it will be possible to give to these persons a period of briefing before they begin their emergency tasks, there is very little risk in not, now, further emphasizing training in these functions. Briefing,

when it does occur, might include elements analogous to those elements listed, above, with emphasis on the use of emergency headquarters, on sources of support, and on the relationship between emergency service functions and the State's emergency government and civil defense organization.

#### Objectives of Training in Civil Defense Functions of State Executive and Legislative Branches

In answer to the question of whether members of the executive branch of any State require civil defense training, in general, the answer must be in the affirmative. It is self-evident that training in any organization is likely to be ineffective if it is given only to the lower echelons. The executive branch will "run the show" during an emergency. Therefore, its members require civil defense training.

In any one State, there may or may not be explicit legislative direction for the use of the civil defense staff by the executive branch in an emergency. Moreover, the political climate in a State may or may not be conducive to the efficient use of this specialized staff in emergency government. Therefore, the elements that should be emphasized in such a briefing will vary considerably from State to State. However, in each State, there should be a clear understanding of the relationships between the State's executive branch and the administrative section of the State civil defense agency. This understanding should be the same for both the executive and the civil defense groups.

With respect to civil defense, the basic legislative function is to provide a statute that will serve throughout the emergency period as an adequate foundation for coordinated and effective civil defense efforts. In some States, the legislators possess specific task assignments by statute. They may be required to convene in emergency session at a specified place and time after the onset of an emergency, to locate their emergency sites appropriately, to appoint, by stated procedures, temporary members as needed, and to be prepared to consider and act on appropriate emergency legislation. Especially for this latter function, it is important that the legislators understand the current and predicted civil defense problems of their State before an emergency occurs.

Among the States, there is variation in the extent to which civil defense legislation is detailed and is current. Therefore, the emphasis to be given to specific areas of training for this group will depend very much on conditions within each State.

## CHAPTER IV

### CORE COURSES AND BRIEFINGS

In preparing recommendations for a core State level civil defense training program, it was necessary, first, to select training methods that would be consistent with the immediate training objectives, the rationale for which was discussed in the preceding chapter, and that would be consistent with the available resources, discussed in this chapter. Second, it was necessary to develop training materials for the specific training programs included within the core training program.

In this chapter, specialized course and briefing outlines and suggested training procedures are discussed.

#### Training Methods and Procedures

To meet the more important and immediate objectives of State level civil defense training within the scope of available resources, it is recommended that four formal courses be presented in the States by Federally administered traveling teams of instructors to specified groups of State level personnel:

For the current State civil defense staff, a course consisting of six two-hour lessons, titled:

#### State Civil Defense Staff Operations

For personnel in the State government or at the State level in private organizations who have emergency civil defense assignments in procurement functions or in related functions, such as resources management and economic controls, institutions and installations, fiscal, and food, fuel, or general supply, a course consisting of four two-hour lessons, titled:

Management of State Civil Defense Procurement Functions

For similarly affiliated personnel who have emergency civil defense assignments in radiological defense functions or in related chemical and biological warfare defense functions, a course consisting of four two-hour lessons, titled:

Management of State Civil Defense Radiological Defense Functions

For similarly affiliated personnel who have emergency civil defense assignments in welfare or in related functions, such as registration, a course consisting of four two-hour lessons, titled:

Management of State Civil Defense Welfare Functions

Further, it is recommended that the administrative section of the State civil defense staff conduct briefings for the specified groups of persons in the following areas:

For persons within the executive branch of the State Government, from one to six hours of briefing, titled:

Civil Defense Functions of the State Executive Branch

For persons within the legislative branch of the State, from one to six hours of briefing, titled:

Civil Defense Functions of the State Legislative Branch

For either or both of these briefings, an initial session may, at the request of the State civil defense organization, be conducted by a Federally administered instructor.

Traveling Instructor Teams for Courses

These training programs have been designed to meet one of the most serious resources problems of the States, particularly of those States without civil defense training officers--training and supplying an adequate core of instructors for the wide range of subjects covered by the various civil defense functions.

The number of instructors required by these programs is not large. There is not the need at the State level as there is at local levels for teaching large numbers of students. The number of instructors required is reduced further in the current application by including in the training programs only those subject-matter areas for which training is urgently required, as discussed in Chapter III.

Although Federal ceilings are limited, it seems for several reasons that Federal instructors are preferable to instructors supplied by the States or by educational institutions within the States. There is a greater than usual need in these training programs for instructors adequately trained both in civil defense and in instructional methods. The

persons to be trained are key personnel and leaders or managers within the State's civil defense system. The products of the training are the persons most likely to be involved in critical operational interactions between States and with the regions, as well as in critical operations within the State. Instructors administered by the Federal level of civil defense are preferable, also, because they will stand in high prestige with their students in the States. State level civil defense personnel might share this prestige because of their experience in civil defense but would, in many cases, be less well trained as instructors. Persons from educational institutions would require considerable experience in civil defense to serve the purposes of this training program as adequately.

The composition of Federally administered traveling teams is a matter of policy. For practical reasons, teams formed to conduct these courses may consist of persons from both the Federal and the regional levels of civil defense.

In the future, for these programs and for similar training programs, it may be shown to be possible and preferable to form and direct these traveling teams from the regional level. Regional level instructors would be in an excellent position to adapt these or other similar courses to the unique problems of each State and to the unique interstate conditions that they are regularly responsible for coordinating and, at the same time, to maintain an appropriate uniformity of courses for different States. With the experience gained from the first application of these

training programs in several States, it would be possible to specify more precisely the personnel and funding requirements for traveling teams and to delimit the requirements for training in instruction, therefore, making it possible to decide whether regional provision and control of these teams is feasible.

Regional and State level civil defense personnel could profitably serve as advisors during the conduct of these courses in their respective States. To assure proper preparation of the course, it seems advisable to recommend that Federally administered traveling teams of instructors be prepared to teach the entire course and that they be informed in advance of the conduct of the course as to whether certain regional and State level civil defense officers will attend the course to introduce the course or to act as advisors when called upon by the instructors to do so.

#### Instructors for Briefings

The recommendation that the briefings in State civil defense executive and legislative functions be conducted by administrative officers within the State civil defense staff is based, mainly, on the consideration that for the briefings the most critical aspect is perhaps the instructor's understanding of the State's civil defense organization, of current and desired State executive and legislative support for that organization, and of the details of the relationships between the State's civil defense organization and its executive command or legislative regulation. The person most qualified in these areas is the State civil



defense director or a person he designates, such as the deputy director, the plans and operations officer, or, in some cases, a member of the executive or legislative branch who has considerable experience in civil defense within the State.

In each of these briefings, it may be profitable to provide a Federal level instructor, at the request of the State civil defense organization, to present in one session a summary of either executive or legislative civil defense functions in the various States and regions. In these cases, this discussion may serve as an introduction to the briefing; and the State, itself, may conduct additional briefings concerning the unique situations of the State.

A second reason for emphasizing the need for State level instructors for these briefings is the variation among States in the required content for the briefings, in the conditions under which the briefings must be conducted, in the number of participants expected at the briefings, and in the level of experience in civil defense problems of the participants. For example, with the beginning of a new legislative session, it may be advisable to arrange for several different briefings in the civil defense functions of the legislative branch. Returning legislators and those who are experienced in civil defense may attend a one or two hour briefing to discuss the current nationwide situation and developments within their State concerning civil defense. On the other hand, new legislators or those with relatively little experience in civil defense may be briefed for

as much as six hours on these subjects and on the complete State civil defense system and its missions.

State level civil defense administrative officers should present these briefings to insure that their understanding of their own relationships with the executive and legislative branches agrees with the understanding of key personnel in these branches. In this sense, the briefings serve an important purpose in communications, to check whether both parties in the interacting system agree upon the roles of each party and upon the nature of the interaction.

#### Conduct of Training

The choice of the training method of formal courses for the staff operations training and for training in the management of specialized civil defense functions was based in part on the goal of standardizing the training material for the different States. A similar reasoning underlies the suggestion that a Federal instructor present one session of the executive and legislative briefings.

However, not only in briefings, but also in courses, student participation should be emphasized. All students in these courses are key personnel in the emergency functioning of civil defense within the State. Also, many of the students will come to the courses or briefings with much relevant experience. Although it is important that the courses include certain standardized material, it is, also, important that the participants fully understand this material, that sufficient time be allowed

for questions, and that the Federal instructors or regional and State advisors of the courses answer all questions fully.

These courses, also, provide to all participants an excellent opportunity to meet each other. The participants are the persons who are likely to interact during emergencies. Therefore, their understanding of each other's points of view and specific emergency assignments will facilitate planning and operations.

To increase the opportunity for profitable group interaction, it is suggested that the number of students in each course session be limited to a range of about five to about fifteen. Further, it is suggested that the States group students within course sessions according to their emergency civil defense assignments and their experience to encourage profitable discussion among the students. Analogous suggestions would probably not be practical for the briefings. However, where it is practical, provision should be made for group participation in the briefings.

The decision to administer these courses and briefings in the States rather than at a few centralized locations throughout the Nation is based on a consideration of a resources problem that has been found to be very serious for the States in civil defense training. It has been found that prospective State level trainees, especially those outside of the present civil defense staff, have considerable difficulty in finding the time or the money to travel to schools located out of the State.

Even when courses are given within the State, the probability of reaching those key personnel, within the State, who require training would be considerably increased if the participants are allowed support in the form of both financial and time allowances for course time and for commuting to and from courses.

The details of this support would be a matter of Federal and State policy. It is suggested, however, that the costs of Federal instructors be shared equally by the Federal level and the State level of civil defense, that students attend the courses tuition free, that their commuting costs be paid by the State level civil defense organization, that any time they must take from their normal work be allowed as free time if the student's normal employment is in the State Government, and that any private organizations involved be requested to allow free time in a similar manner.

### Course and Briefing Outlines

Lesson outlines for four courses and two briefings were developed to meet the criteria of the immediate training objectives, presented in Chapter III, and the specific task and skill requirements of the State civil defense position-task library, described in Chapter II.

The use of the position-task library in developing specific training programs raises again the question, discussed in Chapter II, of the extent to which these tasks conform to current civil defense policy. It was concluded in that discussion that conformance to current policy, that is

adequate, at least for the purposes of this study, has been achieved by the procedural steps taken in selecting the sources of information for the position-task library, in cross-verifying the library, and in modifying particular positions and tasks according to the consensus of the judges who rated the tasks for criticality.

To develop each course and briefing outline, all of the tasks in the position-task library were reviewed to select those that are relevant to the specific immediate training objectives developed for each course and briefing. This material was, then, rewritten in the form of course or briefing outlines and subdivided into lesson format according to the usual procedures. Outlines are presented, below, for each lesson of the four courses and two briefings. For the purpose of demonstrating the manner in which the outlines were developed, after each outline the same material is repeated but is interspersed with relevant specific immediate training objectives, quoted from Chapter III, with specific relevant tasks, some of which are quoted from Appendix B, and, where appropriate, with footnotes explaining any changes that were made in the tasks to include them in the lesson outline.

### Course Outline: State Civil Defense Staff Operations

1. State Civil Defense Organization and Administration: Sources of authority; staff organization and administration; relationships of the civil defense staff with civil defense organizations within the State, with agencies of the State Government, and with all interested organizations, including the public; normal and emergency organization; use of advisory groups; staff selection and assignment and criteria for selection.
2. Continuity and Centralized Control: Lines of succession and continuity of government; establishing and organizing emergency operating centers; centralized control operations, including alerting and mobilizing, evacuating, effecting and carrying out centralized control, and obtaining support.

Plans and Operations: Research in specialized fields as a basis for planning; procedures for preparing and accepting plans in civil defense, governmental agencies within the State, and private organizations; general and specialized civil defense tests; emergency instructions and operations procedures.

3. Sources of Support: Mutual aid planning and liaison; Federal assistance, including eligibility criteria, relationships between State, regional, and Federal levels, and auditing requirements; military assistance, including coordinated planning, coordination of military and civil defense movements, and emergency organization and provision of military support.

4. Responsibilities for Shelter and Controlled Movement: Advisory responsibilities; provision of technical information and assistance; direction of shelter surveys, stocking, and management, coordination of movement into and out of shelter.

Training and Information Functions: Advisory and liaison responsibilities, provision of technical materials; procedures in specialized civil defense fields.

Supply and Related Administrative Functions: Administration and handling of requests; fiscal procedures; supply procedures; resources management procedures, personnel procedures.

5. Communications and Warning Functions: Advisory responsibilities; liaison requirements, planning and control, communications systems, in relation to emergency operating centers; warning systems, including procedures concerning programmed automatic action lists and alerting lists.

Intelligence Functions. Intelligence headquarters in relation to emergency operating center, control of intelligence activities; general intelligence procedures.

Radiological Defense Responsibilities: Provision of technical advice and assistance; program planning and administration.

6. Review:

Essay Examination: Essay examination, requiring about half an hour, in which each student selects a specific subject matter area of those covered in the course for which emergency training is likely to be required and for that subject matter drafts a "training package," consisting of a course outline and related training aids, assuming that the emergency training must be completed in several hours without special instructors or training facilities.

Group Discussion: The basis for beginning discussion can be one or more of the training packages prepared during the examination. The remainder of the discussion should emphasize the need for applying the subject matter covered in the course to special State situations.



The course outline's basis is documented, below, with the exception of the last lesson, planned for review, including essay examination and group discussion. The documentation is organized as follows:

Specific training objectives: At the beginning of each lesson or group of lessons, the specific training objective which served as a criterion in developing that section is quoted from Chapter III.

Tasks: Following each statement in the lesson outline, one or more tasks are listed to represent the tasks in the State civil defense position-task library upon which the statement was based in developing the lesson outline. Tasks are presented in the following form:

Position title: As a heading to the task, the title is presented under which the task is listed in the State civil defense position-task library.

Task number: Following the position title, is presented the serial number of the task in the listing of tasks in Appendix B for the stated position title.

Task: The task is described in the same manner in which it was read to the judges who rated task criticality. Information in parentheses was not read to the judges. An entire "task" is enclosed in parentheses when that information was not rated, either because it is specialized information pertaining to a rated task but not necessary to the rating of the task or because it describes organizational relationships between the stated positions rather than performance information. Although organizational information was not amenable to criticality ratings, much of this information is necessary to lesson content.

Criticality ratings: The set of six values presented below the task provide estimates of task criticality in six time phases of enemy attack or natural disaster. The values from left to right, respectively, refer to the successive time phase intervals: preparatory, critical tension (strategic warning), attack and shelter (tactical warning), initial recovery (post-attack), reconstruction, and final recovery. Criticality is defined as: The importance of this

task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967. Criticality was rated by each of four judges on a five interval scale, defined as ranging from "little or none" through "moderate" to "extremely high." Each value presented is the average for four judges, obtained by assigning the value of one to "little or none," five to "extremely high," and intermediate values to the intermediate criticality intervals.

Certain tasks in Appendix B are not quoted in full but are referred to following the notation, "Cf," because they serve as specific examples of the statement in the lesson outline. The reference includes the position title and task number.

Footnotes: When a task was modified, after it was rated, for inclusion in the position-task library, the nature of the modification is explained in one or more footnotes, noted at the left of the criticality ratings:

S: When this task was rated, it was referenced to strategic warning.

T: When this task was rated, it was referenced to tactical warning.

Pre: When this task was rated, it was referenced to pre-emergency time phases.

Post: When this task was rated, it was referenced to post-attack time phases.

1. and 2. Specific training objective: Thorough understanding of the principles of the State civil defense organization and of its administration, with the aim of assuring centralized continuous control of all State civil defense functions in both the planning and the operational stages.

1. State Civil Defense Organization and Administration:

Sources of authority;

(Civil Defense Agency - 1)

Represent the Governor and be directed and controlled by him in coordinating and carrying out the organization, operations, and activities of civil defense throughout the State, according to State law and all provisions of the State civil defense plan.

4-1/2      4-1/2      3-1/4      3-1/2      3-3/4      3-3/4

staff organization and administration;

(Civil Defense Agency - 2)

Coordinate necessary civil defense operations throughout the State by means of the political jurisdictions of the State and their county and local civil defense agencies.

4-1/2      4      3-1/2      4-1/2      4-3/4      4-1/2

(Civil Defense Agency - 3)

To facilitate the discharge of the powers and duties of the State civil defense agency. organize and technically administer State to local levels of the civil defense services and of the staffs of the civil defense agencies. These groups assist the State civil defense agency in detailed and current civil defense planning for the operation of State to local level emergency operating centers in emergencies, natural disasters, enemy attacks, and post-attack. These groups, under present conditions in the pre-emergency time phase, are in various states of development and are manned with duty officers on a standby operational basis. These officers are constantly available and they make up a small staff in professional, administrative, technical, clerical, and other fields. In an emergency, natural disaster, etc., these groups are fully operational and are manned as the operational services to coordinate and carry out operations at State to local level emergency operating centers.

4-3/4      4-1/2      2-3/4      4      4-1/2      4-1/4

(Director - 2)

As executive head of the State civil defense agency (and acting for and on behalf of the Governor), organize and administer the State civil defense agency in the coordination of the details of plans and programs for the State.

5                      5                      5                      5                      5

(Cf, Director - 1, 3, 4;  
Deputy Director - 1, 2;  
Plans and Operations Officer - 1, 2, 3;  
Assistant Plans and Operations Officer - 1;  
Fiscal and Supply Officer - 1;  
Resources Management Officer - 1;  
Training and Information Officer - 1, 2)

relationships of the civil defense staff with civil defense organizations  
within the State,

(Director - 5)

Direct and assist the area level Coordinators, according to the civil defense plans and policies of the State and the counties and according to rules, regulations, and orders. Be represented generally by them in their coordination of all activities carried out in their assigned emergency areas.

3                      3-3/4                      4                      3-3/4                      4-1/4                      3-3/4

(Director - 6)

Direct, control, and assist the Directors of the county and local civil defense agencies in organizing, coordinating, implementing, and administering all civil defense emergency operations and activities. This action is to be taken by the Director or the State civil defense agency staff by way of the county and local civil defense agencies. This action, also, is to be consistent with the plans, policies, rules, regulations, and orders of State to local level civil defense agencies.

4                      3-1/4                      1-3/4                      3-1/2                      4-3/4                      4

(Cf, Director - 7;  
Plans and Operations Officer - 4)

with agencies of the State Government, and

(Director - 8)

Coordinate all civil defense programs and policies of the departments or agencies of the State Government.

Pre 4-1/4      4-1/4      2-1/2      1-1/2      1-1/2      1-1/2

(Civil Defense Agency - 4)

Direct various departments or agencies of the State Government in their assistance and supply of all services, facilities, personnel, and equipment for use in civil defense matters where needed throughout the State. Coordinate these activities so as to avoid duplication. (The State civil defense agency does not take over operation of these agencies; the agencies maintain general control with a minimum of essential control by the State civil defense agency.)

1-1/2      1-3/4      4      4-1/4      4-1/4      3-1/4

with all interested organizations, including the public;

(Director - 9)

Establish and maintain executive working relationships for effective public relations with civil defense, government, and private groups from the Federal to the local level and with the public.

4      2-3/4      1-1/4      2-1/4      3-3/4      4

(Cf. Plans and Operations Officer - 5;

Chemical, Biological, and Radiological Officer - 1;

Communications and Warning Officer - 1;

Fiscal and Supply Officer - 2;

Resources Management Officer - 2;

Shelter Officer - 1;

Training and Information Officer - 3;

Women's Activities Officer - 1)

normal and emergency organization;

use of advisory groups;

(Director - 10)

Work with and receive general direction from the State civil defense council. Receive advice, assistance, and recommendations, by way of the Governor, from the Governor's advisory committees. Receive technical information from the council and the advisory committees.

3-1/2      3-3/4      3      3-1/2      4      3-1/2

(Director - 11)

Appoint, organize, and orient State civil defense committees, when the need becomes apparent. Act as a member of these committees. Receive advice, assistance, and coordination from these committees. In an emergency, coordinate and direct these committees.

3            2-3/4            1            1-3/4            3-1/4            3

(Cf, Deputy Director - 3;

Women's Activities Officer - 2, 3, 4)

staff selection and assignment and

(Civil Defense Agency - 5)

Man civil defense groups at State levels and assist in manning such groups at county and local levels. These groups include survival units. (At State and county levels, these groups are made up largely of government employees with comparatively few non-paid volunteers; at local levels, these groups are made up largely of volunteers. Survival units consist of volunteers.)

3            4-1/4            3-1/4            3-1/2            3-3/4            3

(Director - 12)

Appoint the directors of county civil defense agencies, the chiefs of the State civil defense services, and (certain critical) assistant chiefs and chiefs of sections of the State civil defense services. (These appointments are made as appropriate from among the commissioners of departments or agencies of the State Government and from among government and private groups throughout the State.)

Pre 4-1/4            4-1/4            1-1/4            1-1/4            1-1/4            1-1/4

(Cf, Director - 13, 14;

Plans and Operations Officer - 6;

Assistant Plans and Operations Officer - 2)

criteria for selection.

(Cf, Director - 15;  
Control Center Officer - 1;  
Plans and Operations Officer - 7 through 11;  
Assistant Plans and Operations Officer - 3, 4;  
Chemical, Biological, and Radiological Officer - 2 through 7;  
Communications and Warning Officer - 2 through 6;  
Fiscal and Supply Officer - 3 through 8;  
Resources Management Officer - 3 through 7;  
Shelter Officer - 2 through 5;  
Training and Information Officer - 4 through 8;  
Women's Activities Officer - 5 through 9)

## 2. Continuity and Centralized Control:

Lines of succession and

(Deputy Director - 5)

In the absence of the Director of the State civil defense agency, direct the agency as its executive head in carrying out its program and activities.

4-3/4      4-1/2      4-1/2      4-1/2      4-1/2      4-1/2

(Control Center Officer - 2)

Be responsible for lines of succession for the members of the State civil defense agency staff who are assigned to the State emergency operating center.

3-1/2      3-1/4      2-1/2      2-1/2      2-1/4      1-3/4

(Cf, Director - 16;

Deputy Director - 4;

Plans and Operations Officer - 12, 13, 14;

Assistant Plans and Operations Officer - 5)

continuity of government;

(Plans and Operations Officer - 15)

Program continuity of government.

3-1/4      2      1-1/4      1-1/4      2-1/4      1-3/4

(Cf, Director - 17, 18;

Resources Management Officer - 8)

establishing and organizing emergency operating centers;

(Civil Defense Agency - 6)

Establish and organize the operations of the State emergency operating center.

Pre 5                      4                      2                      1                      1-1/2                      1

(Cf, Civil Defense Agency - 7;

Director - 19;

Control Center - 1;

Control Center Officer - 3)

centralized control operations,

(Civil Defense Agency - 8)

Man and activate State to local level emergency operating centers for operations. This action is to be taken upon warning of attack or of flood or other natural disaster. If necessary, evacuate these emergency operating centers.

S, T 1-1/4                      4-1/2                      4-1/4                      3-1/2                      3-1/4                      2-1/4

including alerting and mobilizing,

(Civil Defense Agency - 9)

Put into effect the civil defense plan for State to local levels of civil defense agencies.

T    2                      3-1/4                      4                      2                      1-3/4                      1-1/2

(Director - 20)

Upon warning of flood or other natural disaster, officially and to the degree deemed necessary by the Director, call State to local levels of the civil defense services to duty and mobilize them to carry out their emergency civil defense operations throughout the State.

1-1/2                      3                      3-1/4                      3-1/2                      3-1/4                      3

(Director - 21)

In an emergency, officially and to the degree deemed necessary by the Director, call State to local levels of the civil defense services to duty and mobilize them to carry out their emergency civil defense operations throughout the State.

2                      4-3/4                      5                      4                      5                      4

(Cf, Control Center Officer - 4)



evacuating,

(Control Center Officer - 5)

In an emergency, furnish equipment, materials, records, personnel, and services for the State emergency operating center, with the cooperation of the State civil defense agency. Relocate the State emergency operating center and take up stations at pre-assigned relocation sites of the State emergency operating center, except that a rear detachment of the State civil defense agency staff remains at the normal site. Secure the area of the State emergency operating center by establishing entrance security check points and by posting guards.

S, T 1            4-1/4            4-1/4            1-1/4            1-1/4            1-1/4

(Cf, Civil Defense Agency - 10, 11;

Control Center Officer - 6;

Assistant Plans and Operations Officer - 6)

effecting and carrying out centralized control, and

(Civil Defense Agency - 12)

Effect centralized control of State to local level civil defense agencies as communications are re-established.

Post 1            1            1            3-3/4            4-1/4            4-1/4

(Director - 22)

In the absence of the Governor, serve as executive director of the chiefs of the State civil defense services; originate orders; and command, control, and coordinate emergency civil defense operations throughout the State, directly or by way of the staff of the State civil defense agency, from the State emergency operating center.

1            2-3/4            4-3/4            3-3/4            4            3-1/4

(Cf, Deputy Director - 6, 7, 8;

Control Center Officer - 7 through 17;

Plans and Operations Officer - 16, 17)

obtaining support.

(Control Center Officer - 19)

Make full use of all personnel, equipment, and facilities of State to local levels of government for the emergency operations of the State emergency operating center.

1            3-3/4            4-1/2            4-1/2            4-1/4            3-1/4

(Cf, Control Center Officer - 18, 20, 21, 22)

Plans and Operations:

(Director - 23)

Perform duties within the framework provided by the legislative branches of the Federal and State Government and according to the policies of the State civil defense agency.

4-3/4      4-3/4      4-1/4      4-1/2      4-1/2      4-3/4

(Cf, Plans and Operations Officer - 18)

research in specialized fields as a basis for planning;

(Civil Defense Agency - 13)

As a basis for the State civil defense plan, describe the population and the resources and the like for all civil defense, government, military, and private groups throughout the State.

5              5              2              2-3/4      3-1/2      3-3/4

(Civil Defense Agency - 14)

As a basis for the State civil defense plan, describe the natural disasters that may occur within the State if unusual numbers or types are expected due to local conditions, where natural disasters include floods, storms, hurricanes, coastal storms, rains, snows, tornadoes, and major explosions, fires, wrecks, etc.

4-1/4      2-3/4      1-3/4      1-3/4      2-1/2      3-1/4

(Civil Defense Agency - 15)

As a basis for the State civil defense plan, describe the means of attack that may be expected within the State including hazards from other States, where the means of attack include psychological, biological, chemical, radiological, sabotage, etc.

5              5              3-1/4      2-3/4      2              2

(Civil Defense Agency - 16)

As a basis for the State civil defense plan, map the State on a geographic basis to facilitate direction and control in an emergency. Predict each area's most likely combination of the operations for protecting life and property within the area and for rendering assistance and support to other areas. Assist and guide county and local civil defense agencies in this planning.

3-1/4      3-1/2      1-1/2      2-1/4      2-1/4      2

(Deputy Director - 9)

Make a continuous study of the situation of the State to local level civil defense services to be prepared for future contingencies.

4            3-3/4            2-3/4            3-1/2            4-1/4            3-3/4

(Cf, Plans and Operations Officer - 19 through 22;

Communications and Warning Officer - 7, 8;

Fiscal and Supply Officer - 9;

Shelter Officer - 6, 7, 8;

Training and Information Officer - 9;

Women's Activities Officer - 10, 11)

procedures for preparing and accepting plans in civil defense,

(Civil Defense Agency - 17)

Fully prepare the operational survival plan for emergency functions and operations on a sound basis. This plan consists of the State civil defense plan for the entire State supplemented by the county and local civil defense plans of the political jurisdictions of the State. Periodically review and revise this plan to keep abreast of changing warfare and defense techniques. Print and distribute the plan. The plan incorporates State to local levels of government and private organizations and maximally and effectively mobilizes and uses all required personnel and material resources within the State.

Pre 4-3/4            3-1/2            2            2-1/4            2-1/2            2-1/4

(Director - 25)

Review and accept for the State the survival plan for all levels of civil defense in the State. This responsibility is shared with the Governor. (The State civil defense council approves civil defense emergency operational plans for the State proposed by the Director.)

4-1/4            3            2            2            2            2

(Cf, Director - 24;

Deputy Director - 10;

Plans and Operations Officer - 23, 24, 25)

governmental agencies within the State, and

(Civil Defense Agency - 19)

Receive, review, and approve the civil defense emergency operational statewide plans of the departments or agencies of the State Government, to assure essential conformity with the State civil defense plan and with the program of the State civil defense agency.

3-1/2	3-1/2	2	2-1/2	2-1/2	2-1/2
-------	-------	---	-------	-------	-------

(Cf. Civil Defense Agency - 18;  
Plans and Operations Officer - 26, 27)

private organizations;

(Plans and Operations Officer - 28)

Coordinate the plans of State to local level private groups, in order to develop a private resources management capability for civil defense.

2-1/4	1-1/2	1	1	1-3/4	1-1/4
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(Cf. Resources Management Officer - 9, 10)

general and specialized civil defense tests;

(Director - 26)

Direct periodic civil defense tests and exercises.

3-3/4	2-1/2	1	1	1	1-1/4
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(Plans and Operations Officer - 29)

Conceive, plan, organize, conduct, and evaluate statewide tests, exercises, and drills of the feasibility of the State's plans, procedures, and operations.

2-3/4	1-1/2	1	1	1	1
-------	-------	---	---	---	---

(Cf. Chemical, Biological, and Radiological Officer - 8;  
Communications and Warning Officer - 9, 10;  
Resources Management Officer - 11;  
Women's Activities Officer - 12)

emergency instructions and

(Civil Defense Agency - 20)

In an emergency or under wartime conditions, adopt, promulgate, and enforce plans and policies and rules, regulations, and orders for the civil defense agencies below the State level. These regulations and the like are general and governing; they are to be consistent with the State civil defense plan and with State law; and they are to concern the development, coordination, and operation of programs and activities, assigned by the State civil defense plan, by the civil defense agencies throughout the State within their jurisdictions.

2-3/4      3              2-1/4      4-1/4      4-1/2      3-1/2

(Director - 29)

Establish priorities for the State to local level civil defense services, in the fields of personnel, equipment, apparatus, operations, etc., to meet existing conditions and requirements.

3-1/4      2-3/4      1              2-3/4      3-1/2      3

(Cf. Director - 27, 28, 30;

Deputy Director - 11, 12;

Plans and Operations Officer - 30;

Assistant Plans and Operations Officer - 7, 8)

operations procedures.

(Director - 31)

Advise the Governor, as his principal civil defense advisor; and keep him informed of all civil defense matters and of possible and actual emergencies.

2-3/4      4              4-1/2      3-1/4      3-3/4      3-1/4

(Civil Defense Agency - 21)

Obtain assistance from Federal and regional level Directors and offices of the Office of Civil Defense. These groups provide technical, financial, and other information and assistance, overall and detailed management and direction, and emergency mobilization, by way of their normal or emergency operating centers, for coordinating the plans, programs, and operations of the State civil defense agency.

3              4-1/4      2-1/2      3-3/4      4-1/4      3-1/2

(Director - 35)

Plan, organize, and update the civil defense plans, programs, and operations of State to local civil defense and government groups in emergencies, natural disasters, and attack. Keep informed of, integrate, and direct these plans, programs, and operations, consistent with State law.

3-3/4      4      3-1/2      2-3/4      5      4-1/4

(Cf, Civil Defense Agency - 22 through 28;

Director - 32, 33, 34, 36, 37;

Deputy Director - 13;

Plans and Operations Officer - 31 through 34;

Assistant Plans and Operations Officer - 9, 10, 11;

Resources Management Officer - 12)

3. Specific training objective: Effective knowledge of the sources of support that are available through mutual aid agreements within the State and with other States, through Federal assistance, and through military assistance.

Sources of Support:

Mutual aid planning and liaison;

(Civil Defense Agency - 29)

Assist the political jurisdictions of the State in planning emergency mutual aid programs and operations. Coordinate, mobilize resources for, and fund these plans.

4-1/4      4-1/4      1-1/4      1      1      1

(Mutual Aid Officer - 2)

Establish and delineate with Federal to local level government and private groups mutual aid understandings, responsibilities, authorities, functions, and operations.

4-1/2      2-3/4      2      2/3-4      3-1/2      3

(Cf, Mutual Aid Officer - 1, 3)

Federal assistance,

(Director - 38)

Acting for and on behalf of the Governor, implement, direct, and coordinate civil defense emergency programs, policies, and operations throughout the State to bring to the State Federal surplus property disaster relief and assistance in natural disasters.

3-1/4      3-3/4      3-1/2      4-1/4      4      3-1/4

(Federal Assistance Officer - 1)

Administer emergency programs of the State civil defense agency for Federal assistance, including the Federal matching fund program and programs concerning State owned and controlled items.

3-1/4      2-1/4      1-1/4      1-3/4      2-3/4      1-3/4

including eligibility criteria,

(Director - 39)

Receive and act on requests for Federal support from State to local levels of the civil defense services.

3-1/2      3-1/4      1-1/2      2-3/4      4-1/2      4

(Fiscal and Supply Officer - 10)

Review project applications and reimbursement claims from the political jurisdictions of the State for matching funds, so as to determine their eligibility with respect to the requirements and regulations of the Federal and State civil defense matching funds programs. Approve or disallow these applications or claims.

3-3/4      1-1/2      1      1-1/2      3      2-3/4

(Cf. Plans and Operations Officer - 35;

Communications and Warning Officer - 11;

Federal Assistance Officer - 2;

Fiscal and Supply Officer - 11)

relationships between State, regional, and Federal levels, and

(Federal Assistance Officer - 3)

Transmit Federal assistance requests to the regional Office of Civil Defense, by way of the State civil defense Director.

2-3/4      2      1-1/2      2-3/4      3-1/4      2-1/2

(Director - 40)

Receive personnel, material, and facilities assistance from all or any one of the departments or agencies of the Federal Government, at the discretion of the President and consistent with the Federal military requirements of the Department of Defense.

1-3/4      2-1/4      1-3/4      2      4-1/2      4-1/4

(Federal Assistance Officer - 5)

Accept and allocate, by way of the Director, Federal assistance to the State to local level civil defense services.

2-3/4      2-1/2      1-1/2      2-3/4      3-1/4      1-1/2

(Cf, Federal Assistance Officer - 4;

Fiscal and Supply Officer - 12;

Resources Management Officer - 13)

auditing requirements;

(Federal Assistance Officer - 6)

Audit the emergency programs of the State civil defense agency for Federal assistance.

2-3/4      2      1      1-1/2      2-1/4      1-1/2

military assistance, including coordinated planning,

(Plans and Operations Officer - 36)

Coordinate within the State the plans of State military groups.

1-1/2      1-1/4      1-1/4      1-1/4      1-1/4      1-1/4

(Cf, Plans and Operations Officer - 37)

coordination of military and civil defense movements, and

(Military Affairs Officer - 1)

By way of the State civil defense agency, its Director, and the regional Office of Civil Defense, coordinate military and civil defense movements of Federal to local level military groups and State to local level civil defense services, respectively, to prevent possible interference between and for efficient operation of mutual support between the military and civil defense.

1-1/4      2      1-1/2      2-3/4      2-1/4      1



emergency organization and provision of military support.

(Military Affairs Officer - 3)

Coordinate military support from military groups at all levels, including the National Guard and the State Guard, by way of the State civil defense agency, the Director, and State to local emergency operating centers. Maintain liaison with these groups; communicate with them; and keep them informed concerning military support.

1-1/2      1-3/4      1-3/4      2-1/2      2-1/2      1

(Cf. Military Affairs Officer - 2, 4, 5, 6)

4. Specific training objective: Applicable knowledge of the State's responsibilities, before, during, and after attack, in programs for fallout shelters and controlled movement, for training and information, and for supply and related administrative functions.

Responsibilities for Shelter and Controlled Movement:

Advisory responsibilities;

(Shelter Officer - 9)

Advise and assist the Director in matters concerning the promotion and construction of community and family shelters.

3-1/4      2      1      1      1      1

provision of technical information and assistance;

(Executive Branch - 25)

Assist the political jurisdictions of the State in constructing community shelters.

4      2-1/4      1      1      1      1

(Executive Branch - 28)

In the absence of community shelters, assist families in constructing family shelters and stocking them with food, water, and other necessities of life.

2-1/2      1-3/4      1      1      1      1

(Shelter Officer - 13)

Plan, organize, and implement a broad and effective program for the entire State for providing advice and information on the need for family and community shelters and for stimulating, developing, and providing construction of adequate fallout shelters in buildings throughout the State. This program especially emphasizes State to local level government departments or agencies, public and private hospitals and schools, industries, and families. The program is carried out in cooperation with government and private groups throughout the State and is directed by the Director.

4-1/4      4      1-1/4      1-1/4      1      1

(Cf, Shelter Officer - 10, 11, 12)

direction of shelter surveys, stocking, and management;

(Shelter Officer - 14)

Plan, direct, conduct, and evaluate statewide surveys of all existing buildings, as to whether they are usable and suitable for community shelters.

4-3/4      1      1      1      1      1

(Executive Branch - 26)

With the cooperation of the Federal Government, cooperate with the political jurisdictions of the State in surveying, marking, and stocking community fallout shelters in existing buildings throughout the State.

4-1/2      2-3/4      1      1      1      1

(Executive Branch - 27)

With the cooperation of the Federal Government, assist the political jurisdictions of the State in developing plans for the use and management of community shelters, as protection for the public from excessive fallout levels and other threats. This planning is to be in cooperation with the owners of the buildings where the shelters are located. (The plans are to include: The State executive branch with State to local levels of the Police Service supports and controls the public while in shelter. The State executive branch maintains, informs, and instructs the public while in shelter.)

3-1/2      3-1/4      1      1      1      1

coordination of movement into and out of shelter.

(Executive Branch - 27)

(The plans are to include: The State civil defense agency alerts designated political jurisdictions. The State executive branch with State to local levels of the Police Service assists, advises, expedites, and regulates the public in taking shelter. The local governments advise the public in shelters when to leave shelter, having first determined the nature of the chemical, biological, and radiological contamination situation.)

(Director - 41)

Order the movement of the public from probable fallout in contaminated areas to the nearest fallout free reception area until it is safe for them to return.

Post 1	1	1-3/4	2-3/4	3	2
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Training and Information Functions:

Advisory and liaison responsibilities;

(Training and Information Officer - 10)

Advise and assist the Director in technical civil defense activities concerning information and training.

4	3-1/4	1-1/2	2	3-3/4	3-3/4
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(Training and Information Officer - 12)

Provide technical advice and assistance to the State civil defense agency staff in their planning and implementing of training activities with respect to their special programs.

3-1/2	2-1/2	1-1/4	1-3/4	3	2-3/4
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(Women's Activities Officer - 15)

Plan and organize a sound technical statewide civil defense program for the activities of women civil defense volunteers. Coordinate this program with other civil defense activities. Recommend the program to the State civil defense agency and the Director.

2	1	1	1	1-1/2	1-1/4
---	---	---	---	-------	-------

(Cf, Training and Information Officer - 11, 13, 16, 17;  
Women's Activities Officer - 13, 14, 16)

provision of technical materials;

(Training and Information Officer - 14)

Secure, prepare or plan, organize or edit, and schedule through the political jurisdictions of the State effective civil defense information and training materials and activities for State to local level civil defense services and agencies.

3-3/4      3                      2                      2-1/2      4                      3-3/4

(Cf, Training and Information Officer - 15)

procedures in specialized civil defense fields.

(Training and Information Officer - 18)

Plan, develop, organize, and coordinate, for the State civil defense agency, a broad civil defense information and training program for the entire State.

4-1/2      4                      2-1/4      2-3/4      3-3/4      3-1/2

(Training and Information Officer - 19)

Assist the Director in planning and implementing an information and training program for State to local level civil defense services, for civil defense volunteers, for the public, and for the work force.

4                      2-3/4      1                      1-1/2      3-3/4      3-1/2

(Civil Defense Agency - 31)

Train the State to local level civil defense services and agencies for day to day administrative and organizational standby activities under present conditions; and insure that they are fully and operationally trained for strategic warning, natural disasters, and enemy attack.

4-1/2      3                      2                      2-3/4      3-1/4      3-1/4

(Civil Defense Agency - 32)

Guide, sponsor, and encourage the public in their carrying out in an emergency of the duties imposed upon them by State law of protecting their own and others life and property. This guidance is to be in accordance with approved information, plans, and programs furnished by Federal to local level civil defense agencies as a basis for the actions of the public.

1-3/4      2                      1-3/4      2-1/2      3                      2-1/4

(Cf, Civil Defense Agency - 30;  
 Director - 42, 43;  
 Control Center - 2;  
 Control Center Officer - 23, 24;  
 Plans and Operations Officer - 38, 39;  
 Chemical, Biological, and Radiological Officer - 9 through 14;  
 Communications and Warning Officer - 12, 13, 14;  
 Fiscal and Supply Officer - 13;  
 Resources Management Officer - 14, 15;  
 Shelter Officer - 15;  
 Training and Information Officer - 20, 21;  
 Women's Activities Officer - 17 through 23)

Supply and Related Administrative Functions:

Administration and

(Fiscal and Supply Officer - 14)

Generally administer and supervise and in some cases perform for the State civil defense agency all fiscal, accounting, procurement, supply, personnel, and related office service activities.

4-1/2      4-1/4      3                      3                      4-1/2      4-1/4

handling of requests;

(Civil Defense Agency - 33)

Receive and approve requests from the political jurisdictions of the State for State controlled funds, resources, and assistance.

3-3/4      3-1/2      2-3/4      3-1/2      4-3/4      4-1/4

(Resources Management Officer - 16)

Review requests for resources assistance; and approve or disapprove these requests, according to needs and conformance with civil defense requirements.

1-3/4      1-3/4      1-1/4      3                      4-1/4      3-1/4

fiscal procedures;

(Fiscal and Supply Officer - 15)

Supervise civil defense and natural disaster fiscal planning and accounting functions throughout the State.

3-3/4      3-3/4      2-1/2      3-1/4      3-3/4      3-3/4

(Fiscal and Supply Officer - 18)

Establish, maintain, and supervise for all accounts expenditure and budgetary control of funds, including State appropriated funds.

4 4 2-1/4 3 3-1/2 3-3/4

(Fiscal and Supply Officer - 19)

Prepare necessary Federal and State reports of the status of accounts.

3-1/4 2-1/4 1 1-3/4 3 3

(Cf, Fiscal and Supply Officer - 16, 17)

supply procedures;

(Fiscal and Supply Officer - 20)

Establish procedures for receiving, storing, and issuing supplies.

3-1/2 2-3/4 1-1/2 2-1/4 3-1/4 3

(Cf, Fiscal and Supply Officer - 21 through 24)

resources management procedures;

(Resources Management Officer - 17)

Advise and assist the Director in developing and coordinating programs for the conservation and efficient use of State resources and productive capacity.

3-3/4 3 2-1/4 3-1/2 4-1/2 4-1/4

(Resources Management Officer - 20)

Generally plan and administer the resources management organization, operations, and activities of the State civil defense services, especially of those services concerned with controlled movement, health facilities, welfare centers, and family and community shelters.

4-1/2 4-1/2 1 3-1/4 4-1/2 4-1/4

(Resources Management Officer - 21)

Develop and maintain the resources data program.

4 3-3/4 3 4 4-1/2 4-1/4

(Cf, Resources Management Officer - 18, 19, 22 through 26)

personnel procedures.

(Fiscal and Supply Officer - 25)

Advise the Director on general personnel policies, needs, recruiting, and training.

2-1/4      1-1/2      1-1/2      1-1/2      2      2

(Cf, Fiscal and Supply Officer - 26)

5. Specific training objective: Applicable knowledge of the State's responsibilities, in attack and post-attack operations, in programs concerning communications and warning, intelligence, and radiological defense.

Communications and Warning Functions:

Advisory responsibilities;

(Communications and Warning Officer - 15)

Advise and assist the Director and the staff of the State civil defense agency in organizing, developing, and planning communications and warning systems, as part of the State civil defense plan.

4      2-3/4      2-3/4      2-3/4      2-3/4      2-1/2

liaison requirements;

(Communications and Warning Officer - 16)

Cooperate with Federal to local level groups in developing and operating emergency communications and warning systems.

5      5      4      4      4      4

planning and control;

(Communications and Warning Officer - 18)

Plan, develop, and operate communications and warning systems, facilities, and networks, consistent with Federal systems and facilities and with the State civil defense plan.

4-1/2      3-3/4      3      3      3-1/2      3

(Cf, Communications and Warning Officer - 17, 19, 21, 22, 23)

communications systems,

(Communications and Warning Officer - 20)

Coordinate the communications of the State civil defense services.

4      4      3      3      3-1/2      2-3/4

(Communications and Warning Officer - 24)

Establish appropriate priorities for the use of available communications by the State civil defense services, consistent with the exigencies of the existing situation.

3-1/4      3              3              3-1/4      3-1/2      2-1/2

(Communications and Warning Officer - 25)

Control and direct the State communications center.

3-1/4      4              4-1/2      4-1/2      3-3/4      2-3/4

(Cf, Civil Defense Agency - 34;  
Control Center - 3)

their relation to emergency operating centers;

(Control Center - 4)

Communicate among the State to local levels of normal and alternate emergency operating centers by means of assigned radio networks and frequencies of State to local level communications centers and of government and private organizations throughout the State.

3-1/4      4-1/4      4-1/2      4-1/4      4-1/4      4

(Cf, Control Center Officer - 25)

warning systems,

(Director - 44)

Develop, maintain, and control, so as to assure that it is effective and rapid, a system for the State to local civil defense services for the receipt of emergency and attack warnings and for appropriate dissemination of warnings by intra-agency fanout. The control of this system is by way of the Chief of the State Warning Service.

4-3/4      5              5              3-1/2      2-1/4      2

including procedures concerning programmed automatic action lists and

(Director - 46)

Supply to Federal and regional offices of the Office of Civil Defense lists of programmed automatic actions for the entire State.

3-1/2      4              2-3/4      1-1/2      1-1/4      1

(Cf, Director - 45)



alerting lists.

(Control Center Officer - 27)

Compile alerting and fanout call lists for key personnel of the State civil defense services, including the chief of each service. These lists are by name and phone number.

3	4	2-1/2	2-1/2	2-1/4	2
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(Cf, Civil Defense Agency - 35, 36, 37;  
Control Center Officer - 26)

Intelligence Functions:

Intelligence headquarters in relation to emergency operating center;

(Intelligence Officer - 1)

(Establish the headquarters of the State Intelligence Service as a separate office next to or in the State emergency operating center. The State communications center is established in an analogous manner.)

(Control Center - 5)

Make communications facilities available to the State Intelligence Service.

1-3/4	4-1/4	4-1/4	4-1/4	4	2-3/4
-------	-------	-------	-------	---	-------

control of intelligence activities;

(Intelligence Officer - 2)

Coordinate all matters concerning operational information and intelligence in their respective fields with the chiefs of the State to local level civil defense services.

1-1/4	2	3-1/4	3-3/4	3-1/2	2-3/4
-------	---	-------	-------	-------	-------

(Intelligence Officer - 3)

Control and direct plans, procedures, organization, operations, and efforts of State to local levels of the Intelligence Service concerning collecting, evaluating, reporting, and disseminating operational information, so as to adjust focus and effect smooth flow of information among Federal to local level civil defense groups.

3-3/4	4	4-1/2	4-1/2	4-1/4	3-1/2
-------	---	-------	-------	-------	-------

(Cf, Intelligence Officer - 4, 5, 6)

general intelligence procedures.

(Director - 47)

Keep the State civil defense council informed of possible and actual emergencies.

4            4-3/4            4            3-1/4            4            4

(Control Center - 6)

Advise and inform State to local level emergency operating centers on attack and radioactive fallout situations, if further attack is not immediately probable.

1            1            4            5            4-3/4            2

(Plans and Operations Officer - 40)

Be provided with operational status reports from the chiefs of the State civil defense services.

S    1            4            2-1/2            1-1/2            1-1/4            1-1/4

(Intelligence Officer - 7)

Acquire, integrate, interpret, and analyze information from State to local levels of the civil defense services, of the civil defense agencies and their Directors, and of the communications centers.

1-1/2            2-3/4            3-1/2            3-3/4            2-1/2            1-1/2

(Intelligence Officer - 8)

Analyze the situation and data to develop assessments and estimates of attack, bomb damage, and casualties.

1            1            3-1/2            4-1/4            3            1-3/4

(Intelligence Officer - 9)

Disseminate intelligence to the regional Office of Civil Defense and to State to local levels of the civil defense services and of government departments or agencies.

1            1            3-1/2            4-1/4            3-1/2            2-1/2

(Cf, Control Center - 7;

Assistant Plans and Operations Officer - 12, 13;

Intelligence Officer - 10, 11, 12)

Radiological Defense Responsibilities:

Provision of technical advice and assistance;

(Chemical, Biological, and Radiological Officer - 15)

As a staff service, advise the Director and groups in the State Government with emergency responsibilities on technical matters concerning biological, chemical, and radiological defense plans and operations, including detection, identification, and protection.

4            3-1/4            2-3/4            3-1/4            3-1/4            3

(Chemical, Biological, and Radiological Officer - 16)

Assist the State civil defense services and the State Government in establishing systems for radiological defense, involving forecasting predicted fallout paths, monitoring, data analysis, and decontamination of crop lands, buildings, persons, and equipment.

4            4            2-1/2            3-1/2            3-1/2            3

(Cf, Chemical, Biological, and Radiological Officer - 17, 18)

program planning and administration.

(Chemical, Biological, and Radiological Officer - 19)

Develop and prepare, so that they are coordinated with Federal and State programs, emergency operational plans, policies, standard operating procedures, and systems for the detection, identification, and combat of biological and chemical warfare agents and for forecasting, monitoring, analyzing, and reporting radiological warfare agents and fallout.

4            2-3/4            1-1/4            1-1/4            1            1

(Chemical, Biological, and Radiological Officer - 21)

Plan, develop, optimally organize, and implement a broad and integrated emergency operational program in administrative and technical areas, as part of the State civil defense plan, for biological, chemical, and radiological defense. This program consists of detection, identification, and protection or minimizing effects upon life and property. The program concerns participating elements of civil defense, government, and private groups from the Federal to the local levels.

4-3/4            4-1/2            4-3/4            4-3/4            4-3/4            4-1/2

(Cf, Chemical, Biological, and Radiological Officer - 20, 22, 23)

Course Outline: Management of State Civil Defense Procurement Functions

1. Relationships to Normal and Emergency Government: Administrative relationships with the State civil defense agency; liaison, coordination, and advisory relationships with government, civil defense, and the public; general procedures for the flow of intelligence, emergency regulations, and information.

Sources and Procedures for Support: Supplies, equipment, and facilities; communications facilities; transportation; radiological defense.

2. Suggested Organization: Relationship of staff and services for the functions of procurement, resources management and economic controls, and institutions and installations; internal administration of these services; special procurement officer identification procedures.

Assignment of Functions: Criteria for selecting personnel; sources of personnel; integration of normal and emergency functions of assigned groups; duty assignment, including lines of succession.

Training: Functions requiring training; tests; sources of training materials.

3. Organization of Emergency Headquarters: Alerting and mobilizing personnel; activating headquarters; evacuating headquarters.

Plans and Operations: Procurement procedures, including formulation and dissemination of plans, procurement services, use of State procurement forms, handling of requisitions, and filing of claims; economic controls procedures, including establishing procedures and priorities, implementing plans, and inspections; resources management procedures, including planning and administration, resources data, handling of assistance requests, and records; institutions and installations procedures, including planning and administration, criteria, inspection, plans and operations for critical institutions and installations, such as correctional institutions, hospitals, schools, industries, banks, and utilities.

4. Review:

Essay Examination: Essay examination, requiring about half an hour, in which each student selects a specific subject matter area of those covered in the course for which emergency training is likely to be required and for that subject matter drafts a "training package," consisting of a course outline and related training aids, assuming that the emergency training must be completed in several hours without special instructors or training facilities.

Group Discussion: The basis for beginning discussion can be one or more of the training packages prepared during the examination. The remainder of the discussion should emphasize the need for applying the subject matter covered in the course to special State situations.

The course outline's basis is documented, below, with the exception of the last lesson, planned for review, including essay examination and group discussion. The documentation is organized as follows:

Specific training objectives: At the beginning of each lesson or major part of a lesson, the specific training objective which served as a criterion in developing that section is quoted from Chapter III.

Tasks: Following each statement in the lesson outline, one or more tasks are listed to represent the tasks in the State civil defense position-task library upon which the statement was based in developing the lesson outline. Tasks are presented in the following form:

Position title: As a heading to the task, the title is presented under which the task is listed in the State civil defense position-task library.

Task number: Following the position title, is presented the serial number of the task in the listing of tasks in Appendix B for the stated position title. When no task number is presented, the position title to which the task is assigned in the position-task library is not included in Appendix B.

Task: The task is described in the same manner in which it was read to the judges who rated task criticality. Information in parentheses was not read to the judges. An entire "task" is enclosed in parentheses when that information was not rated, because it describes organizational relationships between the stated positions rather than performance information. Although organizational information was not amenable to criticality ratings, much of this information is necessary to lesson content.

Criticality ratings: The set of six values presented below the task provide estimates of task criticality in six time phases of enemy attack or natural disaster. The values from left to right, respectively, refer to the successive time phase intervals: preparatory, critical tension (strategic warning), attack and shelter (tactical warning), initial

recovery (post-attack), reconstruction, and final recovery. Criticality is defined as: The importance of this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967. Criticality was rated by each of four judges on a five interval scale, defined as ranging from "little or none" through "moderate" to "extremely high." Each value presented is the average for four judges, obtained by assigning the value of one to "little or none," five to "extremely high," and intermediate values to the intermediate criticality intervals.

Footnotes: When a task was modified, after it was rated, for inclusion in the position-task library, the nature of the modification is explained in one or more footnotes, noted at the left of the criticality ratings:

- =: The set of six criticality ratings was made by the judges for another task which they considered to be equivalent to this task.
- S: When this task was rated, it was referenced to strategic warning.
- T: When this task was rated, it was referenced to tactical warning.

1. Specific training objective: Understanding of the specific relationship between the particular State civil defense function or service and the normal and emergency government of the State, including the civil defense organization, and knowledge of the sources of support for the civil defense service.

Relationships to Normal and Emergency Government:

Administrative relationships with the State civil defense agency;

(Resources Management and Economic Controls Service)  
(The Resources Management and Economic Controls Service is centralized at the State civil defense agency.)

(Institutions and Installations Service)  
(The Institutions and Installations Service is centralized at the State civil defense agency.)

(Resources Management Officer - 27)  
(Receive general supervision from the Director, by reports and conferences according to established policy.)

Liaison, coordination, and advisory relationships with government, civil defense, and the public;

(Resources Management Officer - 2)  
Establish and maintain effective working relationships with local civil defense and governmental organizations and with the public.  
= 4                      2-3/4              1-1/4              2-1/4              3-3/4              4

(Resources Management Officer - 12)  
Maintain liaison and coordinate with designated representatives of the Federal Government concerning resources and economic stabilization plans, programs, and organizations.  
3-3/4              3-1/2              1-1/4              2-3/4              3-3/4              3-1/2

(Resources Management Officer - 17)  
Advise and assist the Director in developing and coordinating programs for the conservation and efficient use of State resources and productive capacity.  
3-3/4              3                      2-1/4              3-1/2              4-1/2              4-1/4



(Procurement Service)

Maintain liaison with the following and advise and be advised by them on procurement service status, policy, and other matters: the regional Office of Civil Defense, the State civil defense Director, area Coordinators, the Chiefs of the Food, Fuel, Manpower, and Supply Services, and the Governor.

T 1 2-3/4 3 2-1/2 2 1-1/2

(Resources Management and Economic Controls Service)

Advise the State civil defense services, the area Coordinators, and the Director; and coordinate all interested State civil defense services on economic matters, concerning rationing, price control, restoration, inspections, requirements, and resources throughout the State.

2-3/4 2-1/2 1-3/4 3-1/4 3-1/2 2-1/4

(Institutions and Installations Service)

Coordinate with the Director, the area Coordinators, and the chiefs of the State civil defense services, including the Supply Service; and advise these persons and the Governor on matters concerning protection of and guidance and assistance to all industries and all government and private institutions within the State in the construction, repair, and replacement of buildings and facilities.

2-1/2 2 1-3/4 2-1/2 2-3/4 1-1/4

general procedures for the flow of intelligence,

(Procurement Service)

Evaluate and report to the State to local levels of the Intelligence Service all operational information concerning procurement received from the State to local levels of the Procurement Service.

2 2-3/4 2-1/2 3-1/2 3-1/4 2-1/2

(Institutions and Installations Service)

Report to the State civil defense emergency operating center and to the Director the status and capability of the Institutions and Installations Service.

S 1 2-1/2 1-1/2 1-1/2 1-1/2 1

emergency regulations, and

(Resources Management and Economic Controls Service)

Make known, throughout the State, the prevailing ceiling prices.

1 1-1/4 1-1/4 2-3/4 3-1/4 1-3/4

(Resources Management and Economic Controls Service)  
 Promulgate, by means of the State civil defense agency, emergency regulations for the distribution and sale of alcohol.

1 1-1/2 1-1/2 2 2-1/4 1

(Institutions and Installations Service)

Provide information on the number, type, and anticipated use of structures required for civil defense purposes to State to local level civil defense services by means of State to local civil defense agencies.

1-3/4 1-3/4 1-1/2 2-1/4 1-3/4 1-1/4

information.

(Resources Management Officer - 15)

Conduct conferences and work shops concerning resources management.

3-1/2 2-1/4 1 1-3/4 3-1/4 3-1/2

(Resources Management Officer - 14)

Present ideas concerning resources management clearly and concisely in oral or written form.

4 3-1/4 1-1/4 2 4 4

(Institutions and Installations Service)

Release information to the public by way of the State to local levels of the Information Service.

1-3/4 1-3/4 1-3/4 2 2 1-1/2

#### Sources and Procedures for Support:

Supplies, equipment, and facilities;

(Institutions and Installations Service)

Obtain supplies, equipment, and facilities for emergency operations from State to local levels of the Supply Service, from departments or agencies of the State Government, from the State Government's Department of Industries, and from industries throughout the State.

1-1/4 2 1-1/2 2-1/2 2-1/2 1-1/4

(Institutions and Installations Service)

Check and adjust, as necessary, the supplies of the service.

T 1 1-1/2 1-3/4 1 1 1

communications facilities;

(Procurement Service)

Use the communications facilities of the State to local levels of the Communications Service and of private media throughout the State.

1-1/2      2-3/4      2-1/2      3-1/2      3-1/2      2-1/2

transportation;

(Procurement Service)

Use the transportation provided by the State to local levels of the Transportation Service.

2            2-1/2      1-1/2      3-1/4      3-3/4      2-3/4

radiological defense.

(Procurement Service)

Develop, publish, and maintain standard operating radiological defense procedures for the staff of the Procurement Service.

2-3/4      2-3/4      2            2-1/4      2            1-1/2

(Procurement Service)

Maintain close liaison with the State Radiological Service; and consider the current radiological situation.

1-1/2      2-1/2      3-1/2      3-3/4      2-3/4      2

2. Specific training objective: Applicable knowledge of procedures for organizing the assigned civil defense service and for training service personnel.

Suggested Organization:

Relationship of staff and

(Resources Management Officer - 1)

Supervise a small technical and clerical staff, assigned from the State civil defense agency.

=    3-1/4      3-1/4      3-1/4      3-1/4      3-1/4      3-1/4

services for the functions of procurement, resources management and economic controls, and institutions and installations;

(Procurement Service)

(Officers:

Chief

Radiological Officer

Installations:

Headquarters)

(Resources Management and Economic Controls Service)

(Officers:

Chief

Sections:

Consumer

Inspection

Requirements

Restoration)

(Institutions and Installations Service)

(Officers:

Chief

Assistant Chief

Radiological Officer

Installations:

Headquarters

Sections:

Administration

Mental Health

Probation and Parole

Sanitaria)

internal administration of these services;

(Procurement Service)

Direct and supervise the Procurement Service at State to local levels in procurement actions and operations within the State and in other States, so that these actions and operations are coordinated with the Federal civil defense plan.

3-1/4      3-1/2      2-1/4      3-1/2      4-1/4      3-1/2

(Procurement Service)

Plan the coordination of mutual agreements among State to local levels of the Procurement Service.

2-3/4      2-3/4      1-1/4      1-1/4      1-3/4      1-3/4

special procurement officer identification procedures.

(Procurement Service)

Complete signature cards; and submit these to district and area Coordinators. These cards serve as a list of the service staff.

1-3/4      1-1/2      1-1/4      1-1/4      1-1/4      1-1/4

Assignment of Functions:

Criteria for selecting personnel;

(Resources Management Officer - 4)

Know organization and management principles, especially those concerning public administration and the implementation of programs by means of field staffs.

3-1/4      2-3/4      1-1/2      2      3-1/4      3-1/4

(Resources Management Officer - 5)

Know the State's economic characteristics, including labor, industrial, social, and agricultural characteristics.

4      4      3      3-1/4      4-1/4      4

(Resources Management Officer - 7)

Know the methods and techniques for presenting economic, business, and production data.

2-3/4      2-1/4      1-3/4      2-1/4      2-3/4      2-3/4

(Resources Management and Economic Controls Service)

Be trained and experienced in administration, economic geography, economic research, and economic statistical methods.

2-3/4      2      1-1/4      2-1/4      2-1/4      1-1/2

sources of personnel;

(Procurement Service)

(Emergency procurement tasks are authorized by and performed by the Department of Purchasing of the State Government.)

(Procurement Service)

(The staff is provided by the State Government's Department of Liquor Control, except for its law enforcement division, or by the Department of Purchasing.)

(Resources Management and Economic Controls Service)

(Emergency missions and functions are assigned by the executive branch of the State Government to its Department of Agriculture, with the criterion that they use their own resources.)

(Resources Management and Economic Controls Service)

(The staff is provided and supplemented by civil defense volunteers, State to local levels of government, and the State Government's Departments of Agriculture, Liquor Control, and Revenue.)

(Institutions and Installations Service)

(Emergency civil defense missions and functions are assigned by the executive branch of the State Government to its Department of Industries, with the criterion that they use their own resources.)

(Institutions and Installations Service)

(The staff may be persons from the State Government or from the Department of Industries or the Department of Institutions. Also, they may be civil defense volunteers from industries throughout the State.)

integration of normal and emergency functions of assigned groups;

(Procurement Service)

Integrate the normal procurement services of the Department of Purchasing of the State Government with those of their services which must be continued in an emergency and with the services of the Procurement Service.

3                      3                      2                      2-1/2                      2-1/2                      2-1/4

duty assignment, including lines of succession.

(Procurement Service)

Develop, publish, and maintain standard operating procedures for the specific assignment of duties to the staff at State to local levels.

3-1/4                      2-1/2                      1-1/4                      1-1/4                      1-3/4                      1-3/4

(Procurement Service)

Develop, publish, and maintain standard operation procedures for lines of succession for chiefs of the service at State to local levels and for key members of the staff at State to local levels.

2-3/4                      3                      2-1/2                      2-3/4                      2-1/2                      1-3/4

(Institutions and Installations Service)

Check and adjust the assignments of the staff, as necessary; and request manpower from the State Manpower Service.

T	1	2-1/4	2	2-1/4	1-3/4	1
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Training:

Functions requiring training;

(Procurement Service)

Provide training and practice problem programs for the staff of the Procurement Service from State to local levels.

2-1/2	2	1	1	1-1/2	1-1/2
-------	---	---	---	-------	-------

(Resources Management and Economic Controls Service)

Provide the training necessary to the carrying out of their assigned mission to the staff of the State Resources Management and Economic Controls Service.

3-1/4	3	1-3/4	2-3/4	2-3/4	1-3/4
-------	---	-------	-------	-------	-------

(Institutions and Installations Service)

Provide training programs in emergency operations, regulations, requirements, and methods to the State to local levels of the staff of the Institutions and Installations Service and to maintenance units of the Service.

2-1/4	2-1/4	1-3/4	2-1/2	3	1-3/4
-------	-------	-------	-------	---	-------

(Procurement Service)

Train the State to local levels of the staff in radiological defense.

3	2-3/4	2-1/4	2	1-1/2	1-1/4
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(Resources Management Officer - 3)

Know the plans and functions of Federal to local level civil defense organizations.

2-3/4	2-3/4	1-3/4	1-3/4	2-1/2	2-1/2
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(Resources Management Officer - 6)

Interpret economic, business, and production data with respect to civil defense.

3-1/2	3	2-1/4	3	3-3/4	3-3/4
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tests;

(Resources Management Officer - 11)

Develop and coordinate plans of Federal and State civil defense organizations for exercises to test the capability to administer the emergency resources management program.

3            1-1/2            1            1            1            1

sources of training materials.

(Procurement Service)

Obtain from the State civil defense agency training samples of State procurement forms.

1-1/2            1-1/2            1            1            1-1/2            1-1/4

### 3. Organization of Emergency Headquarters:

Specific training objective: Effective knowledge of the principles of commanding and coordinating the service, including the importance of emergency headquarters and other specialized installations.

Alerting and mobilizing personnel;

(Procurement Service)

Develop, publish, and maintain standard operating procedures for alerting the staff of the Procurement Service at State to local levels.

3            3            2            2            2            1-1/2

(Procurement Service)

According to standard operating procedures, mobilize the staff of the State to local levels of the Procurement Service for emergency operations; and determine that they are present and prepared.

S    1-1/2            3-1/4            2-1/2            2-1/2            2-1/4            2

activating headquarters;

(Institutions and Installations Service)

Report to and activate the headquarters of the State Institutions and Installations Service.

S,T    1            2-1/2            2-1/2            1-3/4            1-3/4            1



evacuating headquarters.

(Procurement Service)

Plan and maintain up-to-date plans for the evacuation on short notice of personnel, records, and office equipment and supplies of the headquarters of the State Procurement Service.

2-3/4      2-3/4      2-1/4      1-3/4      1-3/4      1-1/2

(Procurement Service)

Check normal and alternate headquarters of the State Procurement Service. As necessary and appropriate, move to and set up at alternate headquarters the headquarters personnel, records, and office equipment and supplies, according to pre-arranged plans.

S    1              3-1/4      1-3/4      1-1/2      1-1/4      1

Plans and Operations:

Specific training objective: Applicable knowledge of procedures involved in managing service plans and operations in the various specialized skills implied in the mission of the service.

Procurement procedures, including formulation and dissemination of plans,

(Procurement Service)

Formulate and disseminate to all interested and affected groups within the State and indoctrinate them in emergency supply procurement plans, procedures, and regulations, to insure proper accountability.

2-3/4      2-1/4      1-1/2      1-1/2      2-1/4      2-1/4

procurement services,

(Procurement Service)

Provide and insure to State to local level civil defense services the procurement services of requisition, supply, and payment.

2              3-1/4      2              2-3/4      3-1/4      2-3/4

use of State procurement forms,

(Procurement Service)

Use State procurement forms to obtain supplies from industries throughout the State and from other owners of the supplies.

1-1/4      2-3/4      1-3/4      2              3-1/4      2-1/2

handling of requisitions, and

(Procurement Service)

Process procurement requisitions from the State to local level civil defense services.

2            1-3/4            1-1/2            3            3-3/4            3-1/4

filing of claims;

(Procurement Service)

Transmit to the State civil defense agency forms for procurement of supplies by the Procurement Service and for payment and accounting by the agency.

1            1            1            1-1/2            2-1/4            2

(Procurement Service)

File claims, supported by evidence, with the State Government's Board of Control for reimbursement by the State for goods appropriated by the Procurement Service, due to inability to determine prices or for other reasons.

1-1/4            1            1            1-3/4            2-3/4            2-1/4

economic controls procedures, including establishing procedures and priorities,

(Resources Management Officer - 23)

Develop a system for assigning available resources to priority activities in an emergency.

4            3            1-1/2            1-3/4            2-3/4            2-1/2

(Resources Management Officer - 10)

Work with State to local private banks and industries to develop and maintain plans for economic controls, including price, wage, rent, and salary stabilization and consumer rationing programs.

5            3            2-1/4            3-1/2            5            4-1/2

(Resources Management and Economic Controls Service)

Plan and establish procedures throughout the State for conservation, rationing, price control, and distribution of consumer goods.

3-3/4            3            2            3-1/4            3-1/4            2

(Resources Management and Economic Controls Service)

Establish priorities within the State for essential supplies and materials.

3-1/4            2-1/2            2-1/4            3-1/4            3-3/4            2-1/4

implementing plans, and

(Resources Management and Economic Controls Service)

Implement plans, procedures, and operations within the State for conservation, rationing, price control, and distribution of consumer goods.

1-1/4	2	1-1/4	3-1/2	3-3/4	2-1/4
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inspections;

(Resources Management and Economic Controls Service)

Implement plans, procedures, operations, and actions for preventing, detecting, investigating, and reporting findings on rationing and price control violations.

T	1	1	2	2-3/4	3-1/2	2
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resources management procedures, including planning and administration,

(Resources Management Officer - 18)

Consult with, cooperate with, work with, and assist Federal to local level government and private groups, including industries in the State, concerning supply and production planning matters.

3	2-1/2	1	1-1/2	3-1/2	3-1/2
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(Resources Management Officer - 19)

Assist the political jurisdictions of the State in developing resources management plans, consistent with Federal and State civil defense plans.

4-1/4	2-1/2	1-1/4	1-1/4	3	2-3/4
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(Resources Management Officer - 20)

Generally plan and administer the resources management organization, operations, and activities of the State civil defense services, especially of those services concerned with controlled movement, health facilities, welfare centers, and family and community shelters.

4-1/2	4-1/2	1	3-1/4	4-1/2	4-1/4
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resources data,

(Resources Management Officer - 25)

Develop and maintain a system for estimating and reporting requirements, including assessing damage to resources, facilities, and services.

3-3/4	3	3	3	3-1/4	3
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(Resources Management Officer - 21)

Develop and maintain the resources data program.

4            3-3/4            3            4            4-1/2            4-1/4

handling of assistance requests, and

(Resources Management Officer - 16)

Review requests for resources assistance; and approve or disapprove these requests, according to need and conformance with civil defense requirements.

1-3/4            1-3/4            1-1/4            3            4-1/4            3-1/4

records;

(Resources Management Officer - 26)

Keep detailed records of all property distributed.

2-1/4            2            1-1/2            2            2-3/4            2-1/4

institutions and installations procedures, including planning and administration,

(Institutions and Installations Service)

Formulate rules and regulations for the operation of the State Institutions and Installations Service.

3            2-3/4            1            1-1/2            1-3/4            1

(Resources Management and Economic Controls Service)

Plan and establish, for the State, procedures and operations for the rehabilitation and distribution of services, facilities, and resources.

3-1/4            2-1/4            2            3-1/4            3            2-1/4

(Resources Management and Economic Controls Service)

Implement plans, for the State, until the Federal system is in operation, for procedures and operations to rehabilitate or salvage and distribute services, facilities, and resources (especially, for the public, for utilities, and for public and private schools and hospitals).

1            1-1/2            1-1/2            3-1/2            4-1/4            3-1/4

criteria,

(Institutions and Installations Service)

Minimize, by the functions of the State to local levels of the service, loss and damage to personnel, equipment, property, and facilities.

1-1/2      2-1/4      2-1/2      3      3      1-1/2

inspection,

(Institutions and Installations Service)

Conduct, at their request, safety inspections of the buildings and facilities of the political jurisdictions and of the departments or agencies of the State Government.

1-3/4      1-1/2      1-1/4      2      2      1-1/4

plans and operations for critical institutions and installations, such

as correctional institutions, hospitals, schools, industries, banks,

and utilities.

(Resources Management Officer - 9)

Encourage the development of plans for survival, repair, and restoration by State to local private groups, including banks, industries, and utilities.

3-3/4      2-3/4      1-1/4      1-1/4      2-3/4      2-3/4

(Institutions and Installations Service)

Develop plans for the protection, in an emergency, enemy attack, or natural disaster, of the personnel, plants, and facilities of public and private hospitals and schools and of industries and media throughout the State.

3-1/4      3      1-1/4      1-1/4      1      1

(Institutions and Installations Service)

Implement plans, in an emergency, enemy attack, or natural disaster, for the protection of the personnel, plants, and facilities of public and private hospitals and schools and of industries and media throughout the State.

1-1/4      3      2-1/4      2      2      1

Course Outline: Management of State Civil Defense Radiological Defense Functions

1. Relationships to Civil Defense and to Government: Organizational and administrative relationships; advice and assistance.

Relationships to Supporting Organizations: Communications; transportation.

2. Organization and Administration: Suggested organizational table; internal administration; supply.

Assignment of Functions: Criteria; selection of agencies of State Government; personnel sources.

Training: Civil defense organization and operations; technical training requirements; training for other civil defense and government groups and for volunteers.

3. Plans and Operations: Planning; coordination with government and with other civil defense services; responsibilities for technical equipment; services in radiological warfare defense.

4. Review:

Essay Examination: Essay examination, requiring about half an hour, in which each student selects a specific subject matter area of those

covered in the course for which emergency training is likely to be required and for that subject matter drafts a "training package," consisting of a course outline and related training aids, assuming that the emergency training must be completed in several hours without special instructors or training facilities.

Group Discussion: The basis for beginning discussion can be one or more of the training packages prepared during the examination. The remainder of the discussion should emphasize the need for applying the subject matter covered in the course to special State situations.

The course outline's basis is documented, below, with the exception of the last lesson, planned for review, including essay examination and group discussion. The documentation is organized as follows:

Specific training objectives: At the beginning of each lesson the specific training objectives which served as criteria in developing that section are quoted from Chapter III.

Tasks: Following each statement in the lesson outline, one or more tasks are listed to represent the tasks in the State civil defense position-task library upon which the statement was based in developing the lesson outline. Tasks are presented in the following form:

Position title: As a heading to the task, the title is presented under which the task is listed in the State civil defense position-task library.

Task number: Following the position title, is presented the serial number of the task in the listing of tasks in Appendix B for the stated position title. When no task number is presented, the position title to which the task is assigned in the position-task library is not included in Appendix B.

Task: The task is described in the same manner in which it was read to the judges who rated task criticality. An entire "task" is enclosed in parentheses when that information was not rated, because it describes organizational relationships between the stated positions rather than performance information. Although organizational information was not amenable to criticality ratings, much of this information is necessary to lesson content.

Criticality ratings: The set of six values presented below the task provide estimates of task criticality in six time phases of enemy attack or natural disaster. The values from left to right, respectively, refer to the successive time phase intervals: preparatory, critical tension (strategic warning), attack and shelter (tactical warning), initial recovery (post-attack), reconstruction, and final recovery. Criticality is defined as: The importance of this task, in each time phase, for achieving the over-all civil



defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967. Criticality was rated by each of four judges on a five interval scale, defined as ranging from "little or none" through "moderate" to "extremely high." Each value presented is the average for four judges, obtained by assigning the value of one to "little or none," five to "extremely high," and intermediate values to the intermediate criticality intervals.

Footnotes: When a task was modified, after it was rated, for inclusion in the position-task library or in this lesson outline, the nature of the modification is explained in one or more footnotes, noted at the left of the criticality ratings.

=: The set of six criticality ratings was made by the judges for another task which they considered to be equivalent to this task.

R: When this task was rated, references to radiological warfare defense were accompanied with references to chemical and biological warfare defense, which are deleted here to reflect the emphasis in this course upon functions related to radiological defense.

1. Specific training objective: Understanding of the specific relationship between the particular State civil defense function or service and the normal and emergency government of the State, including the civil defense organization, and knowledge of the sources of support for the civil defense service.

Relationships to Civil Defense and to Government:

Organizational and administrative relationships;  
advice and assistance.

(Chemical, Biological, and Radiological Officer - 15)

As a staff service, advise the Director and groups in the State Government with emergency responsibilities on technical matters concerning radiological defense plans and operations, including detection, identification, and protection.

R    4                    3-1/4            2-3/4            3-1/4            3-1/4            3

(Chemical, Biological, and Radiological Officer - 14)

Effectively prepare and present lectures, conferences, and articles concerning the radiological program to State to local level civil defense services and to private organizations throughout the State.

R    2-3/4            1-3/4            1-1/4            1                    1-1/2            1-1/4

(Chemical, Biological, and Radiological Officer - 13)

Provide information on protection from and reduction of radiation hazards.

          4                    3-3/4            2-1/2            3                    2-1/4            1-3/4

Relationships to Supporting Organizations:

Communications;

(Radiological Service)

Obtain required communications from State to local levels of the Communications Service and from media within the State. Private media are to be used to the greatest possible extent. The Communications Service is to be used when the private media are inoperable or inadequate.

=    1-1/4            2                    2-1/4            3                    2-3/4            1-1/2

transportation.

(Radiological Service)

If transportation provided by transportation industries within the State is not sufficient, submit the transportation requirements of State to local levels of the service to the Transportation Service.

=	1	1-1/2	2	2-3/4	3	1-1/4
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2. Specific training objective: Applicable knowledge of procedures for organizing the assigned civil defense service and for training service personnel.

Organization and Administration:

Suggested organizational table;

(Chemical, Biological, and Radiological Officer: in the State civil defense agency;

with two services:

Biological and Chemical Service  
and Radiological Service

or with these combined as one service with the following organization:

Officers:

Chief

Assistant Chief

Installations:

Headquarters

Monitoring Stations

Support Sections:

Administrative

Communications

Supply

Training

Operations Sections:

Decontamination

Meteorological

Monitoring

Records Control)

internal administration;

(Radiological Service)

Direct and coordinate, professionally and technically, the service in all matters concerning emergency measures for defense against the effects of radiological warfare.

= 4-3/4 4-1/2 4-1/4 4-1/2 4-3/4 4-1/4

(Chemical, Biological, and Radiological Officer - 22)

Provide technical supervision, direction, and assistance to civil defense volunteers, the State civil defense agency staff, local civil defense services, and State to local levels of government in radiological physical defense programs, activities, and functions.

R 4-1/4 4-1/4 4-1/4 4-1/4 4-1/4 4-1/4

supply.

(Radiological Service)

Plan, obtain, and provide for all the service the essential supplies and equipment. A minimum of special supplies and equipment not normally in the State are to be maintained in duplicate. These include field equipment for sampling and analyzing contaminants.

= 4-1/2 4-1/2 1-1/2 2-1/2 3 2-1/4

Assignment of Functions:

Criteria;

(Chemical, Biological, and Radiological Officer - 4)

Know the basic concepts and principles of physics, chemistry, and biology; and be able to apply them to the detection and prevention of radiological warfare agents.

R 3-3/4 3-3/4 3 3 3 3

(Chemical, Biological, and Radiological Officer - 5)

Know the chemical and physical properties of nuclear radioactivity and radioactive isotopes.

2-3/4 2-3/4 2-3/4 2-3/4 2-3/4 2-3/4

selection of agencies of State Government;

personnel sources.

Training:

Civil defense organization and operations;

(Radiological Service)

(After appointment, take a civil defense course in organization and staff operations.)

technical training requirements;

(Chemical, Biological, and Radiological Officer - 6)

Know the principles, practices, and techniques of radiological defense.

R 4-1/2 4-1/2 4-1/2 4-1/2 4-1/2 4-1/2

(Chemical, Biological, and Radiological Officer - 7)

Know the capabilities and operation of the necessary technical equipment for the detection, identification, and measurement of radioactive fallout.

R 4-1/2 4-1/2 4-3/4 4-3/4 4-3/4 4-1/2

(Chemical, Biological, and Radiological Officer - 11)

Set up training programs for radiological monitors.

3-1/4 1-1/4 1-1/4 1-1/4 1-1/4 1-1/4

(Chemical, Biological, and Radiological Officer - 8)

Prepare, conduct, and evaluate periodic operational tests and exercises of the effectiveness and operability of the radiological program; and initiate necessary improvements in the program.

R 3 1-3/4 1 1 1 1

training for other civil defense and government groups and for volunteers.

(Chemical, Biological, and Radiological Officer - 2)

Know the statewide programs concerned with radiological functions of the State civil defense services.

R 3-1/4 3-1/4 3-1/4 3-1/4 3-1/4 3-1/4

(Chemical, Biological, and Radiological Officer - 10)

Assist civil defense volunteers, the State civil defense agency staff, and State to local levels of government in training involving the capabilities, operation, and use of technical equipment for radiological defense; or provide and perform such training.

R 3-3/4 2-1/4 1 1 1-3/4 1-1/2

3. Specific training objectives: Effective knowledge of the principles of commanding and coordinating the service, including the importance of emergency headquarters and other specialized installations. Applicable knowledge of procedures involved in managing service plans and operations in the various specialized skills implied in the mission of the service.

Plans and Operations:

Planning;

(Radiological Service)

Develop general and effective plans and policies for the State to local levels of the service for emergency actions and for defense against radiological warfare attacks against the public.

= 4-1/2      4-1/2      3-1/4      3-1/2      3-3/4      2-1/2

(Chemical, Biological, and Radiological Officer - 19)

Develop and prepare, so that they are coordinated with Federal and State programs, emergency operational plans, policies, standard operating procedures, and systems for forecasting, monitoring, analyzing, and reporting radiological warfare agents and fallout.

R    4              2-3/4      1-1/4      1-1/4      1              1

coordination with government and with other civil defense services;

(Chemical, Biological, and Radiological Officer - 21)

Plan, develop, organize, and implement a broad and integrated emergency operational program in administrative and technical areas, as part of the State civil defense plan, for radiological defense. This program consists of detection, identification, and protection or minimizing effects upon life and property. The program concerns participating elements of civil defense, government, and private groups from the Federal to the local levels.

R    4-3/4      4-1/2      4-3/4      4-3/4      4-3/4      4-1/2

(Chemical, Biological, and Radiological Officer - 17)

Assist local civil defense services and State Government groups with emergency responsibilities in technical activities and programs concerning radiological defense.

R    4              3-3/4      2              3              3-1/4      2-3/4

responsibilities for technical equipment;

(Chemical, Biological, and Radiological Officer - 18)

Assist local civil defense services in minor maintenance, calibration, operation, and procurement of technical equipment for physical defense against radiological agents.

R 3-3/4 2-3/4 1-1/4 3 3 2

services in radiological warfare defense.

(Chemical, Biological, and Radiological Officer - 16)

Assist the State civil defense services and the State Government in establishing systems for radiological defense, involving forecasting predicted fallout paths, monitoring, data analysis, and decontamination of crop lands, buildings, persons, and equipment.

4 4 2-1/2 3-1/2 3-1/2 3

(Chemical, Biological, and Radiological Officer - 23)

Predict and determine areas of radioactive contamination.

2-1/2 2-1/2 3-3/4 4-1/4 3-1/4 2-1/2

Course Outline: Management of State Civil Defense Welfare Functions

1. Relationships to Civil Defense and Government: Organizational and administrative relationships; welfare and registration information responsibilities to civil defense agencies and services and to the government, including advice and assistance, intelligence and damage assessment, and public information.

Support Sources: Financial assistance and supplies; communications; transportation; radiological defense.

2. Organization and Management: Suggested organizational table; internal administration; coordination with welfare functions of other civil defense services, assistance to other services, and mutual aid.

Assignment of Functions: Criteria for selection; selection of specified government agencies and private organizations for welfare and supporting functions; personnel sources; integration of normal and emergency welfare services; specific task assignment, including assigning radiological defense tasks and setting up lines of succession.

Training: Civil defense organization and operations; welfare functions; radiological defense.

3. Emergency Headquarters: Designation, location, and establishment of installations; procedures for alerting and mobilizing staff and activating



installations; procedures for evacuating installations; reporting readiness of installations; deploying welfare services.

Plans and Operations: Location and relocation; registration; housing; clothing; feeding; financial assistance; medical and health; radiological; religious; counseling; special services.

4. Review:

Essay Examination: Essay examination, requiring about half an hour, in which each student selects a specific subject matter area of those covered in the course for which emergency training is likely to be required and for that subject matter drafts a "training package," consisting of a course outline and related training aids, assuming that the emergency training must be completed in several hours without special instructors or training facilities.

Group Discussion: The basis for beginning discussion can be one or more of the training packages prepared during the examination. The remainder of the discussion should emphasize the need for applying the subject matter covered in the course to special State situations.

The course outline's basis is documented, below, with the exception of the last lesson, planned for review, including essay examination and group discussion. The documentation is organized as follows:

Specific training objectives: At the beginning of each lesson or major part of a lesson, the specific training objective which served as a criterion in developing that section is quoted from Chapter III.

Tasks: Following each statement in the lesson outline, one or more tasks are listed to represent the tasks in the State civil defense position-task library upon which the statement was based in developing the lesson outline. Tasks are presented in the following form:

Position title: As a heading to the task, the title is presented under which the task is listed in the State civil defense position-task library.

Task: The task is described in the same manner in which it was read to the judges who rated task criticality. Information in parentheses was not read to the judges. An entire "task" is enclosed in parentheses when that information was not rated, because it describes organizational relationships between the stated positions rather than performance information. Although organizational information was not amenable to criticality ratings, much of this information is necessary to lesson content.

Criticality ratings: The set of six values presented below the task provide estimates of task criticality in six time phases of enemy attack or natural disaster. The values from left to right, respectively, refer to the successive time phase intervals: preparatory, critical tension (strategic warning), attack and shelter (tactical warning), initial recovery (post-attack), reconstruction, and final recovery. Criticality is defined as: The importance of this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967. Criticality was rated by each of four judges on a five interval scale, defined as ranging from "little or none" through "moderate" to "extremely high."

Each value presented is the average for four judges, obtained by assigning the value of one to "little or none," five to "extremely high," and intermediate values to the intermediate criticality intervals.

Footnotes: When a task was modified, after it was rated, for inclusion in the position-task library, the nature of the modification is explained in a footnote, noted at the left of the set of criticality ratings:

S: When this task was rated, it was referenced to strategic warning.

1. Specific training objective: Understanding of the specific relationship between the particular State civil defense function or service and the normal and emergency government of the State, including the civil defense organization, and knowledge of the sources of support for the civil defense service.

Relationships to Civil Defense and Government:

Organizational and administrative relationships;

(Welfare Service)

(The Chief of the Welfare Service is a member of the executive branch of the State Government.)

(Welfare Service)

(The Chief of the Welfare Service is directed by the State civil defense Director and by the Chief of the Supply Service. The Welfare Commission of the State Government issues orders which the service administers and executes.)

(Registration Service)

(The registration function is centralized at the State civil defense agency.)

welfare and registration information responsibilities to civil defense agencies and services and to the government, including advice and assistance,

(Welfare Service)

Advise the area Coordinators, the Director, and the Governor on welfare matters.

2-1/2	2-1/4	1-1/2	3	3	1-1/4
-------	-------	-------	---	---	-------

(Registration Service)

Advise and assist the Director on registration matters.

2-1/2	2-1/2	2-1/2	2-1/2	2-3/4	1-3/4
-------	-------	-------	-------	-------	-------

intelligence and damage assessment,

(Welfare Service)

Collect and check operational information on capabilities and damage assessment; and report this information to the Intelligence Service and to the service headquarters.

1-1/4      1-1/4      1      3      3-1/4      1

and public information.

(Welfare Service)

Release information to the public only by the appropriate means of the Information Service.

1-1/2      1-3/4      1-1/2      2-1/4      2-1/2      1

Support Sources:

Financial assistance and

(Welfare Service)

Estimate State to local level needs and the funds required for providing financial assistance and clothing to the public. Prepare requests for these to the Department of Health, Education, and Welfare of the Federal Government.

1-1/4      2      1-1/2      2-3/4      3-1/4      1-1/4

(Welfare Service)

Apply for or request from the Department of Health, Education, and Welfare of the Federal Government funds and credit for financial assistance and clothing for the public and for the salaries of the service staff from State to local levels. Aid to the public may be temporary, to be reimbursed by the Department of Health, Education, and Welfare.

1      1      1      2      3-1/4      1-1/2

supplies;

(Welfare Service)

Coordinate with the Supply Service at State to local levels to obtain required supplies.

1-3/4      1-1/2      1-1/4      3      3-1/2      1-1/4

(Registration Service)

Coordinate with the Supply Service at State to local levels to obtain required supplies.

2            2            1            1-3/4            2-1/2            2

communications;

(Welfare Service)

Coordinate with the Communications Service at State to local levels to obtain required communications facilities.

1-1/2            1-3/4            1-1/2            2-1/2            2-1/2            1-1/4

(Registration Service)

Coordinate with the Communications Service for communications requirements.

2-1/4            2-1/2            1-1/2            2-1/4            2-1/4            1-1/2

transportation;

(Welfare Service)

Coordinate with the Transportation Service at State to local levels to be provided with required transportation.

1-1/4            1-1/2            1-1/4            2-1/2            3            1-1/4

(Registration Service)

Coordinate with the Transportation Service at State to local levels for transportation requirements which cannot be met from assigned resources.

1-3/4            1-1/2            1-1/4            1-3/4            2-1/4            1-1/4

radiological defense.

(Welfare Service)

Maintain liaison with the Radiological Service.

1-1/2            1-3/4            2            3            2-1/2            1

2. Specific training objective: Applicable knowledge of procedures for organizing the assigned civil defense service and for training service personnel.

Organization and Management:

Suggested organizational table;

(Welfare Service)  
 (Registration Service)  
 (Officers:  
   Chief  
   Assistant Chief  
   Radiological Officer  
 Installations:  
   Headquarters  
   Welfare Centers  
   Central Registries  
 Support Sections:  
   Fiscal  
   Intelligence  
   Legal  
   Manpower  
   Resources  
 Operations Sections:  
   Operations  
   Clothing  
   Feeding  
   Financial Assistance  
   Housing  
   Reception  
   Registration  
   Special Services)

internal administration;

(Welfare Service)  
 Direct and control the activities, functions, and operations of the Welfare Service staff at State to local levels.

3	2-1/2	2	3-3/4	3-1/2	2
---	-------	---	-------	-------	---

(Registration Service)  
 Supervise registration activities at State to local levels, according to standard operating procedures.

1-3/4	2-1/4	1	1-1/2	3	2-1/2
-------	-------	---	-------	---	-------

(Welfare Service)

Evaluate needs of the Welfare Service at State to local levels; and act to supply these needs.

2            1-1/2            1-1/4            2-3/4            2-3/4            1

(Welfare Service)

Assign available special purpose transportation equipment, including mobile canteens and kitchens, to the local level of the Welfare Service.

1            1-3/4            1            2-1/2            3            1-1/4

coordination with welfare functions of other civil defense services,

(Welfare Service)

Coordinate the welfare functions of mobile support units, of State to local levels of other civil defense services, and of the State Government with those of the Welfare Service at State to local levels.

1-3/4            2            1-3/4            2-1/4            2-3/4            1-1/4

assistance to other services, and

(Welfare Service)

Assist operations of other civil defense services at State to local levels in damaged areas, as required and as prescribed in local civil defense plans.

1            1            1            2-3/4            3-1/4            1-1/4

mutual aid.

(Welfare Service)

Receive, evaluate, and act on mutual aid requests.

1-1/4            1-1/4            1            3-1/2            3-1/4            1-1/2

Assignment of Functions:

Criteria for selection;

(Welfare Service)

(Personnel assigned to State to local levels of the Welfare Service are experienced in operating congregate and commercial mass feeding, distribution of clothing, care, and lodging. They are already skilled and in key positions, although they may require further indoctrination. Experienced evacuees are a major source of personnel to augment professional welfare personnel.)



(Welfare Service)

The staff of the Welfare Service is experienced in social welfare and public administration.

2-3/4      1-3/4      1-3/4      2-1/2      2-1/4      1-3/4

selection of specified government agencies and private organizations for welfare and supporting functions;

(Welfare Service)

(The Department of Welfare of the State Government and private welfare agencies from State to local levels are assigned by the executive branch of the State Government to perform the emergency civil defense tasks, activities, functions, and missions of the Welfare Service at State to local levels. The private agencies are embodied in the service at county and local levels.)

(Welfare Service)

(The Welfare Service at State to local levels is provided with equipment, services, facilities, and resources by the State Department of Welfare and the private welfare agencies, to the maximum extent and in the manner most likely to assure their most effective possible use in an emergency.)

(Registration Service)

(The Registration Service makes maximum use of the resources of the Department of Motor Vehicles of the State Government.)

(Welfare Service)

(The Welfare Service is supported by industries, hotels, public gathering places, and churches in that they develop and implement emergency civil defense plans to protect the public.)

(Welfare Service)

(The Welfare Service at State to local levels is provided with facilities and resources, including parks, etc., and equipment for social and related activities, by departments or agencies of the State Government, as designated in the State civil defense plan. These may include the Departments of Beaches & Parks, of Correction, of Forests & Waters, of Mental Health, of Natural Resources, of Welfare, and of the Youth Authority. The Engineering Service similarly supports the Welfare Service at their request. This support is planned, coordinated, provided, and supervised by way of the political subdivisions in which the facilities are located with the cooperation of the State civil defense

agency, as is required and as emergency conditions permit, for maximum use of the resources. The support is used for the operations of the Welfare Service, including mass care, aid, feeding and lodging.)

(Welfare Service)

(Obtain support and facilities from private groups, including industries, public gathering places, and restaurants. These facilities are used to feed and provide mass care for casualties and evacuees, and for other emergency operations of the Welfare Service. The support is obtained from the owner by way of the county and local civil defense agencies.)

personnel sources;

(Welfare Service)

(The Chief of the Welfare Service may be the Commissioner of the State Government Department of Welfare.)

(Welfare Service)

(The Chief of the Welfare Service is appointed by the State Government Welfare Commission.)

(Welfare Service)

(Personnel are assigned to the Welfare Service at State to local levels, as designated in the State civil defense plan. Personnel assistance is obtained from the following groups, consistent with maximum use of social and related personnel resources within the State:

civil defense volunteers;

departments or agencies of the State Government, including the Departments of Correction, Mental Health, Natural Resources, Recreation, Veterans Affairs, and Welfare, and the Welfare Commission;

industries, including clothing, food, hotel, public gathering place, and restaurant businesses;

private welfare agencies, including the Red Cross, if they are incorporated in the State civil defense plan;

evacuees; and  
the public.)

integration of normal and emergency welfare services;

(Welfare Service)

Integrate the normal services of the Department of Welfare which must be continued in an emergency with the services of the Welfare Service.

1-3/4	1-3/4	1-1/2	2	2	1-1/2
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specific task assignment,

(Welfare Service)

Assign tasks to the staff of the Welfare Service at State to local levels.

3	2-1/4	2	3-1/4	3	1-1/4
---	-------	---	-------	---	-------

including assigning radiological defense tasks and

(Welfare Service)

Select one member of the staff of the Welfare Service for training and radiological defense certification as the Radiological Officer of the service.

2-3/4	1-3/4	1	1	1	1
-------	-------	---	---	---	---

setting up lines of succession.

(Welfare Service)

(The Chief of the Welfare Service is succeeded by specified staff members in a specified order.)

### Training:

Civil defense organization and operations;

(Welfare Service)

(After appointment, take a civil defense course in organization and staff operations.)

welfare functions;

(Welfare Service)

Provide as necessary and continue if incomplete training or instruction of the State to local staff of the Welfare Service in the performance of welfare functions.

S	3-1/2	2-1/4	2	1-1/2	2-1/4	1-1/2
---	-------	-------	---	-------	-------	-------

radiological defense.

(Welfare Service)

Provide training in radiological defense to the State to local staff of the Welfare Service. Assure that this training is adequate for their needs.

3	2-1/4	2	2-1/4	2	1
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3. Emergency Headquarters:

Specific training objective: Effective knowledge of the principles of commanding and coordinating the service, including the importance of emergency headquarters and other specialized installations.

Designation, location, and establishment of installations;

(Registration Service)

Designate, locate, and establish State and county central registries.

2-3/4	3	2	2-1/2	2-3/4	1-3/4
-------	---	---	-------	-------	-------

procedures for alerting and mobilizing staff and activating installations;

(Welfare Service)

Alert and mobilize designated professional welfare personnel of State to local levels of the Welfare Service in target areas. These persons are to report to their duty assignments, review plans, and prepare to start operations.

S	1	3-1/4	2-1/2	1-3/4	2-1/4	1
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(Registration Service)

Alert the State level staff of the Registration Service for operations.

1-1/4	3-1/2	2	1-3/4	1-1/2	1-1/4
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(Welfare Service)

Alert State to local levels of the Red Cross; and request that they proceed to the State headquarters of the Welfare Service.

S	1	2	1	1	1	1
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(Welfare Service)

Report to the State civil defense emergency operating center or the State Welfare Service headquarters to perform assigned duties.

S	1	2-3/4	1-3/4	2	2-1/4	1
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(Welfare Service)

Alert all welfare centers, as needed; and prepare to activate and staff them.

S	1	2	1-1/2	2-3/4	3-3/4	2
---	---	---	-------	-------	-------	---

(Welfare Service)

Direct the activation of welfare centers, by way of the State civil defense agency.

S	1	2	1-1/2	2-3/4	3	1
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(Registration Service)

Activate and operate State and county central registries.

1-1/2	1-3/4	1-1/2	3-1/4	3-3/4	2
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procedures for evacuating installations;

(Welfare Service)

Prepare and carry out the transfer of personnel, records, and equipment of the State headquarters of the Welfare Service.

S	1-1/4	2	1	1	1	1
---	-------	---	---	---	---	---

reporting readiness of installations;

(Welfare Service)

Report the readiness state of the State Welfare Service headquarters to the Chief of the Welfare Service.

S	1	3	1-3/4	2	2-1/4	1
---	---	---	-------	---	-------	---

deploying welfare services.

(Welfare Service)

Recommend, initiate, and coordinate the transfer between areas of emergency welfare services and resources.

S	1	1-1/4	1	2-1/4	2-1/4	1-1/4
---	---	-------	---	-------	-------	-------

Plans and Operations:

Specific training objective: Applicable knowledge of procedures involved in managing service plans and operations in the various specialized skills implied in the mission of the service.

(Welfare Service)

Prepare and promulgate plans, rules, and regulations for the performance of welfare functions by State to local levels of the Welfare Service.

3            2-1/4            1            1-1/2            2-1/4            1

Location and relocation;

(Welfare Service)

Assign evacuees to mass care facilities, as required.

S    1            2            1            1-3/4            2-1/4            1

(Welfare Service)

Initiate plans in support areas to relocate evacuees to areas of their choosing.

1            1            1            1            1-1/2            1

registration;

(Registration Service)

Establish priorities for answering registration inquiries.

2            2            1            1-1/2            1-1/4            1

(Registration Service)

Adjust registration standard operating procedures according to conditions; and inform State to local level central registries of the adjustment.

1-1/2            1-3/4            1            1-1/2            2-3/4            2-1/4

(Welfare Service)

Take registrations, by means of registration teams, of evacuees on a 24-hour basis until they are all registered. Transmit the registrations to county central registries.

S    1            2-3/4            2            1-3/4            1-3/4            1

(Registration Service)

Coordinate the receipt and transmission of registration inquiries among State civil defense services, the regional Office of Civil Defense, and State and county central registries.

1            1-1/4      1-1/4      2-1/2      3-1/4      1-1/2

(Registration Service)

Receive and maintain files of completed registration forms and of inquiries at State and county central registries. (The county central registries receive information from registration teams in all civil defense services, especially the Health, Medical, and Welfare Services, in support areas.)

1-1/4      1-1/4      1-1/2      2-1/2      3-1/2      2-1/4

(Registration Service)

Correlate registration inquiries from all civil defense services, within the State and from other States, to produce automatic inquiries or responses at the county level with county data, when possible. When this is not possible, refer the inquiries to the State level central registry. Answer the inquiring civil defense service.

1-1/4      1            1-1/4      2-3/4      2-3/4      1-3/4

housing;

(Welfare Service)

Provide housing, in undamaged areas, for evacuees.

1            1            1-1/4      2-1/4      3-1/4      1

clothing;

(Welfare Service)

Provide clothing for evacuees, in support and undamaged areas.

1            1            1            2-1/4      3-1/2      1-1/4

feeding;

(Welfare Service)

Provide, in support areas, mass feeding for evacuees.

S    1            1            1            3            3-1/4      1-1/2

financial assistance;

medical and health;

(Welfare Service)

Provide health, medical, and nursing services, education, and information, concerning pre-natal, maternity, and infant care, to the public, in coordination with the Chiefs of the State Medical and Health Services.

1-1/2	1-1/2	1-1/4	2-1/4	2-1/2	1-1/4
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radiological;

(Welfare Service)

Perform, for State to local levels of the Welfare Service staff and for evacuees in Welfare Service installations and facilities, radiological protection to minimize exposure; and perform essential decontamination.

1	1	1	2-3/4	3	1-1/4
---	---	---	-------	---	-------

religious;

(Welfare Service)

Provide personnel and facilities at State to local level welfare centers, in coordination with the Chief of the Religious Affairs Service, for the church, religious, and spiritual needs of evacuees.

1	1-1/4	1	1-3/4	2-1/4	1
---	-------	---	-------	-------	---

counseling;

(Welfare Service)

Develop and provide emergency counseling and case work aid, assistance, and services for evacuees and families in support areas, according to their needs.

1	2-1/4	1-1/2	2-1/2	3	1-1/4
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special services.



Briefing Outline: Civil Defense Functions of the State Executive Branch

1. Introduction: Summary of current Federal planning assumptions, action guidelines, and executive, judicial, and legislative assistance to the States.
2. Basic Defense Responsibility: Definition of basic civil and military defense responsibility of the State; lines of succession; declaration and termination of emergencies; emergency command; federal assistance in emergencies.
3. Maximum Use of State Resources: Survey of State resources; assignment of civil defense missions; Governor's advisory committees.
4. Planning for Centralized Control of Emergency Operations: Organization of State civil defense council, civil defense agencies, directors, and staffs, and emergency operating centers; preparation and acceptance of State civil defense plan; coordination and approval of mutual aid agreements.
5. Participation in Shelter Program: Assistance to political jurisdictions for developing community fallout shelters; assistance for family shelters.
6. Discussion: Review of special civil defense problems within the State.

The briefing outline's basis is documented, below, with the exception of the last lesson, planned for group discussion. Following each statement in the outline, one or more tasks are listed to represent the tasks in the State civil defense position-task library upon which the statement was based in developing the lesson outline.

As conducted, the briefing may omit certain lessons or parts of lessons, according to the training requirements of the State.

The documentation is organized as follows:

Position title: As a heading to the task, the title is presented under which the task is listed in the State civil defense position-task library.

Task number: Following the position title, is presented the serial number of the task in the listing of tasks in Appendix B for the stated position title. When no task number is presented, the position title to which the task is assigned in the position-task library is not included in Appendix B.

Task: The task is described in the same manner in which it was read to the judges who rated task criticality. Information in parentheses was not read to the judges. An entire "task" is enclosed in parentheses when that information was not rated, either because it is specialized information pertaining to a rated task but not necessary to the rating of the task or because it describes organizational relationships between the stated positions rather than performance information. Although organizational information was not amenable to criticality ratings, much of this information is necessary to lesson content.

Criticality ratings: The set of six values presented below the task provide estimates of task criticality in six time phases of enemy attack or natural disaster. The values from left to right, respectively, refer to the successive time phase intervals: preparatory, critical tension (strategic warning), attack and shelter (tactical warning),

initial recovery (post-attack), reconstruction, and final recovery. Criticality is defined as: The importance of this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967. Criticality was rated by each of four judges on a five interval scale, defined as ranging from "little or none" through "moderate" to "extremely high." Each value presented is the average for four judges, obtained by assigning the value of one to "little or none," five to "extremely high," and intermediate values to the intermediate criticality intervals.

1. Introduction:

Summary of current Federal planning assumptions, action guidelines,  
and executive, judicial, and legislative assistance to the States.

(Civil Defense Agency - 23)

Receive definite emergency civil defense assistance from the  
executive, judicial, and legislative branches of the Federal  
Government in defense mobilization responsibilities, activities  
of the courts, legislation, and other areas.

3-3/4      3-3/4      1-1/2      2-3/4      4-1/2      4-1/2

2. Basic Defense Responsibility:

Definition of basic civil and military defense responsibility of the State;

(Executive Branch - 1)

(Hold, in accordance with State law, the basic civil and military  
defense responsibility for the State.)

(Legislative Branch - 12)

Define, as State law, the civil defense duties of the Governor.

1-3/4      1      1      1      1      1

lines of succession;

(Police Service)

Assign members of the State Police to protect the personal se-  
curity of the Governor, the Lieutenant Governor, and the Speaker  
of the House.

1      1-1/4      1-3/4      2      2      1

(Executive Branch - 2)

(By authority of State law, the command and post of the Governor  
is succeeded to, in his absence, by the Lieutenant Governor, the  
President of the Senate, and the Speaker of the House, in that  
order.)

(Judicial Branch - 1)

In accordance with State law, appoint special emergency judges to the State courts to succeed to the exercise of the duties and powers of the judges of the State courts, except for judges of the State Supreme Court who are appointed by the Governor.

1            1-3/4            1            2            3-1/4            1-1/4

(Legislative Branch - 2)

Convene the General Assembly, at a specified time after attack; establish the site of the General Assembly, at the normal site or at another location, at the discretion of the General Assembly or of the Governor; and appoint emergency successors to the President of the Senate, the Speaker of the House, and members of the Senate and the House, if they are not present, immediately after the scheduled time to convene and until replacements are duly elected.

1            1            1            1            2-1/4            1

declaration and termination of emergencies;

(Executive Branch - 3)

Declare and terminate states of emergency by proclamation, in accordance with the State civil defense plan and State law.

1-1/2            3-3/4            3-1/4            1            3-3/4            2

(Legislative Branch - 4)

Authorize or concur in the proclamation of a state of emergency, due to enemy attack, as State law. This law is specifically designed to facilitate and increase the effectiveness of emergency civil defense operations throughout the State.

1-3/4            1-1/4            1            1-1/2            1-1/2            1-1/4

(Legislative Branch - 5)

Authorize or concur in the declaration of a state of emergency, due to a major natural disaster, as State law. This law is designed to warrant Federal disaster assistance to supplement the efforts and available resources of the State and its counties and cities and to alleviate damage, hardship, and suffering.

1            1-1/4            1-1/4            1            1-1/2            1

(Warning Service)

Receive and evaluate warning and supplemental information; and, at the discretion of the Governor, disseminate this information to State to local levels of civil defense and the government, to industries throughout the State, and to the public.

1-1/4      3-3/4      4      2-1/2      1-3/4      1

emergency command;

(Executive Branch - 4)

(In an emergency, put plans into operation and command the State civil defense council, State to local levels of government, and the National Guard, to assure and carry out civil defense emergency tasks and functions throughout the State and in other States. The State to local levels of government include the State civil defense agency and the State civil defense services. Have authority over the National Guard by way of the Adjutant General, until the National Guard is called into other service by Federal military authorities. Invoke martial rule. These actions are to be in accordance with State law and with the State civil defense plan.)

(Military Affairs Officer - 2)

Provide military support to State to local civil defense services, under the direction of the Governor, when so requested by the services through the normal channels.

1-1/2      1-3/4      2      3-1/4      3-1/4      1

(Executive Branch - 5)

Invoke extraordinary legal powers, in an emergency until control by the legislative branch is possible. These powers include maintaining law and order, permitting the emergency acquisition of property, permitting civil defense operations across State lines, and rationing, freezing, and imposing wage, rent, and price controls.

1-1/4      1      2-3/4      3-1/4      3      1

(Executive Branch - 6)

Formulate, amend, promulgate throughout the State, or rescind emergency civil defense rules, regulations, and orders, as necessary to carry out the provisions of the State law, within the limits of the State law and with due consideration of the State civil defense plan. File every such rule, regulation, or order adopted by the Governor with the Commissioner of the State government's Department of State.

3-1/4      3      2      3      3-3/4      2

(Executive Branch - 7)

Review and approve all emergency civil defense rules, regulations, and orders promulgated by the State civil defense agency and by departments or agencies of the State Government.

2            1-3/4            1            1            1            1

(Judicial Branch - 2)

Hold, in accordance with State law, definite emergency civil defense responsibilities, including damage assessment and determining the amount due to the owners for property taken, seized, or condemned. (Where numerous claims may be filed and upon application of the owners, the Governor assists in making application for claims in the county courts.)

1            1            1            1-1/2            1-1/2            1

federal assistance in emergencies.

(Executive Branch - 8)

Obtain support and assistance from the Office of Civil Defense and the Office of Emergency Planning of the Federal Government in their commitment of the civil and military resources of the Federal Government, (as delegated to all appropriate Federal governmental departments or agencies and as the exercise of all of the extraordinary legal powers of these departments or agencies. At the discretion of the Governor, these resources may be accepted and received as gifts, grants, or loans. The Governor may procure and store these supplies prior to an emergency for use by the civil defense services within the State during an emergency.)

2-1/4            2            1-1/2            3            3-1/4            1

(Legislative Branch - 13)

Define, as State law, the acceptance and receipt of Federal aid by the Governor and by the political jurisdictions of the State.

1            1            1            1            1            1

(Director - 38)

Acting for and on behalf of the Governor, implement, direct, and coordinate civil defense emergency programs, policies, and operations throughout the State to bring to the State Federal surplus property disaster relief and assistance in natural disasters.

3-1/4            3-3/4            3-1/2            4-1/4            4            3-1/4

### 3. Maximum Use of State Resources:

Survey of State resources;

(Executive Branch - 9)

Make or cause to be made, in accordance with State law, such surveys of the resources and facilities of government, military, and industrial organizations within the State as are necessary to ascertain the capabilities of these resources for civil defense and as are necessary to plan for the most efficient use of these resources in an emergency.

3-3/4      2-1/2      1              1              2-1/2      1-1/2

assignment of civil defense missions;

(Executive Branch - 10)

Assign civil defense emergency tasks and functions to departments or agencies in the State Government and to private agencies at the State level, so as to make maximum practicable use of their existing resources, facilities, services, equipment, supplies, and personnel and in accordance with State law. These assignments are discharged as the State civil defense services.

4              3-1/2      2-1/2      2-1/2      2-1/2      2

(Executive Branch - 11)

Assist the political jurisdictions within the State in developing effective civil defense emergency plans and procedures, in accordance with the State civil defense plan, for assigning emergency civil defense missions to existing departments or agencies in the county and local governments.

3              2-3/4      1              1-3/4      1-1/2      1

(Executive Branch - 12)

By means of the State Department of Justice and at the discretion of the Attorney General of the State, assist State to local levels of civil defense and government organizations in drafting emergency legislation.

3-1/2      3              1              1              1-1/2      1



Governor's advisory committees.

(Executive Branch - 13)

Create advisory committees; and be advised by them in technical, professional, and other matters that may affect the work of the State civil defense agency.

3                      2                      1-1/2                      2-1/4                      2-3/4                      2

4. Planning for Centralized Control of Emergency Operations:

Organization of State civil defense council,

(Executive Branch - 14)

Appoint and be advised in all civil defense matters by the State civil defense council. (The Governor directs and controls this council as its chairman. The council advises the State civil defense Director and the chiefs of the State civil defense services.)

3-1/4                      3                      2-1/2                      2-1/2                      3                      2-1/2

civil defense agencies, directors, and staffs, and

(Executive Branch - 15)

Establish, create, and dissolve the powers of the civil defense agencies, Directors, and staffs at the State to local levels, according to State law.

2-1/4                      2-1/4                      1-3/4                      1-3/4                      2                      1-1/2

(Legislative Branch - 8)

Require, as State law, that the political jurisdictions of the State establish county and local civil defense agencies and Directors. (This action is to be in accordance with the State civil defense plan and with the approval of the Governor.)

1                      1                      1                      1                      1                      1

(Civil Defense Agency - 1)

Represent the Governor and be directed and controlled by him in coordinating and carrying out the organization, operations, and activities of civil defense throughout the State, according to State law and all provisions of the State civil defense plan.

4-1/2                      4-1/2                      3-1/4                      3-1/2                      3-3/4                      3-3/4

(Director - 31)

Advise the Governor, as his principal civil defense advisor; and keep him informed of all civil defense matters and of possible and actual emergencies.

2-3/4      4      4-1/2      3-1/4      3-3/4      3-1/4

(Director - 2)

As executive head of the State civil defense agency (and acting for and on behalf of the Governor), organize and administer the State civil defense agency in the coordination of the details of plans and programs for the State.

5      5      5      5      5      5

emergency operating centers;

(Executive Branch - 16)

Locate the seat of the State Government and the State civil defense emergency operating center, at the normal site or at an alternate site if the normal site is untenable.

3-1/4      3-1/4      1      1      1      1

(Executive Branch - 17)

Assist the political jurisdictions of the State to develop plans and procedures, in accordance with the State civil defense plan, for establishing county and local civil defense emergency operating centers, for the continuity of their governments.

3      2-3/4      1      1-3/4      1-1/2      1

(Director - 22)

In the absence of the Governor, serve as executive director of the chiefs of the State civil defense services; originate orders; and command, control, and coordinate emergency civil defense operations through the State, directly or by way of the staff of the State civil defense agency, from the State emergency operating center.

1      2-3/4      4-3/4      3-3/4      4      3-1/4

(Deputy Director - 7)

In the absence of the Governor and the Director, command the continuous operations of the State civil defense emergency operating center.

2-1/4      4-1/4      4-1/2      4-1/4      3-3/4      3-1/4

preparation and acceptance of State civil defense plan;

(Executive Branch - 18)

Prepare and submit updated and comprehensive plans and programs for coping with emergencies for civil defense services throughout the State. (These plans are to be integrated and coordinated to the fullest possible extent with the Federal civil defense plan and with the civil defense plans of other States.)

2-1/2      1-3/4      1              1              1-1/2      1

(Executive Branch - 19)

Assist the political jurisdictions of the State in developing their civil defense emergency plans and procedures, in accordance with the State civil defense plan, to protect public safety.

3-1/4      2-3/4      2              2-1/4      2-1/2      1

(Executive Branch - 20)

By way of the Director, integrate and coordinate the preparation of civil defense plans and programs by the political jurisdictions of the State to the fullest possible extent with the State civil defense plan.

3-1/2      2-1/4      1              1              1-1/2      1

(Executive Branch - 21)

The various departments or agencies of the State Government develop and prepare plans and procedures for discharging their responsibilities as the State civil defense services.

4              3-3/4      1              1              1-1/2      1

(Executive Branch - 22)

The departments or agencies of the State Government participate in civil defense training programs and tests to develop and expand their own emergency capabilities. (They are encouraged to do so by the Governor.)

4              3-1/2      1-1/4      1              1              1

(Executive Branch - 23)

Review and accept as final for the State the survival plan for all levels of civil defense in the State. This responsibility is shared with the State civil defense Director.

3              1-3/4      1              1              1              1

(Director - 25)

Review and accept for the State the survival plan for all levels of civil defense in the State. This responsibility is shared with the Governor. (The State civil defense council approves civil defense emergency operational plans for the State proposed by the Director.)

4-1/4      3              2              2              2              2

coordination and approval of mutual aid agreements.

(Legislative Branch - 14)

As State law, allow the political jurisdictions of the State to enter into mutual aid agreements, with the approval of the Governor.

1-1/2      1              1              1              1              1

(Executive Branch - 24)

Coordinate, according to State law and the State civil defense plan, and approve all plans, agreements, and arrangements for civil defense mutual aid made by the political jurisdictions of the State with State to local levels of government, private, and military organizations within the State or in other States.

3-1/2      3-1/4      1-3/4      1-3/4      2-1/4      1-1/4

5. Participation in Shelter Program:

Assistance to political jurisdictions for developing community fallout shelters;

(Executive Branch - 25)

Assist the political jurisdictions of the State in constructing community shelters.

4              2-1/4      1              1              1              1

(Executive Branch - 26)

With the cooperation of the Federal Government, cooperate with the political jurisdictions of the State in surveying, marking, and stocking community fallout shelters in existing buildings throughout the State.

4-1/2      2-3/4      1              1              1              1

(Executive Branch - 27)

With the cooperation of the Federal Government, assist the political jurisdictions of the State in developing plans for the use and management of community shelters, as protection for the public from excessive fallout levels and other threats. This planning is to be in cooperation with the owners of the buildings where the shelters are located. (The plans are to include: The State civil defense agency alerts designated political jurisdictions. The State executive branch with State to local levels of the Police Service assists, advises, expedites, and regulates the public in taking shelter. The State executive branch with State to local levels of the Police Service supports and controls the public while in shelter. The State executive branch maintains, informs, and instructs the public while in shelter. The local governments advise the public in shelters when to leave shelter, having first determined the nature of the chemical, biological, and radiological contamination situation.)

3-1/2	3-1/4	1	1	1	1
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assistance for family shelters.

(Executive Branch - 28)

In the absence of community shelters, assist families in constructing family shelters and stocking them with food, water, and other necessities of life.

2-1/2	1-3/4	1	1	1	1
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## Briefing Outline: Civil Defense Functions of the State Legislative Branch

1. Introduction: Summary of current Federal planning assumptions, action guidelines, and authorizing and supporting legislation; typical State legislation; typical county and municipal legislation.
2. Continuity of Government in Emergencies: Primary criterion for legislative action; pre-emergency legislation to establish locations of government and emergency operating centers, establish lines of succession, preserve essential records, and define acts of emergency government as legal; procedures for convening legislature in emergency; emergency legislative powers.
3. Definition of Key Civil Defense Terms and Agencies: Definition of state of emergency in enemy attack or natural disaster; definition of civil defense functions and of excluded functions; provision of legislative framework for duties of civil defense agency, director, and staff; provision for civil defense council and specialized advisory committees; assignment of civil defense responsibilities to public and private departments or agencies.
4. Definition of Civil Defense Duties of Executive and Judicial Branches: Duties of Governor in civil defense planning and in operations; emergency duties of judicial branch.

5. Special Sections of Civil Defense Law: Federal and mutual aid and State resources; status of civil defense workers; responsibilities of the public, including the degree of penalty for violating the State civil defense law; emergency rules, regulations, and orders.

6. Discussion: Proposed State legislation and related problems.

The briefing outline's basis is documented, below, with the exception of the last lesson, planned for group discussion. Following each statement in the outline, one or more tasks are listed to represent the tasks in the State civil defense position-task library upon which the statement was based in developing the lesson outline.

As conducted, the briefing may omit certain lessons or parts of lessons, according to the training requirements of the State.

The documentation is organized as follows:

Position title: As a heading to the task, the title is presented under which the task is listed in the State civil defense position-task library.

Task number: Following the position title, is presented the serial number of the task in the listing of tasks in Appendix B for the stated position title.

Task: The task is described in the same manner in which it was read to the judges who rated task criticality. Information in parentheses was not read to the judges. An entire "task" is enclosed in parentheses when that information was not rated, either because it is specialized information pertaining to a rated task but not necessary to the rating of the task or because it describes organizational relationships between the stated positions rather than performance information. Although organizational information was not amenable to criticality ratings, much of this information is necessary to lesson content.

Criticality ratings: The set of six values presented below the task provide estimates of task criticality in six time phases of enemy attack or natural disaster. The values from left to right, respectively, refer to the successive time phase intervals: preparatory, critical tension (strategic warning), attack and shelter (tactical warning), initial recovery (post-attack), reconstruction, and final recovery. Criticality is defined as: The importance of



this task, in each time phase, for achieving the over-all civil defense mission, as prescribed by current DOD-OCD policy, for the time period of 1963-1967. Criticality was rated by each of four judges on a five interval scale, defined as ranging from "little or none" through "moderate" to "extremely high. " Each value presented is the average for four judges, obtained by assigning the value of one to "little or none, " five to "extremely high, " and intermediate values to the intermediate criticality intervals.

1. Introduction:

Summary of current Federal planning assumptions, action guidelines,  
and authorizing and supporting legislation;

(Civil Defense Agency - 23)

Receive definite emergency civil defense assistance from the executive, judicial, and legislative branches of the Federal Government in defense mobilization responsibilities, activities of the courts, legislation, and other areas.

3-3/4      3-3/4      1-1/2      2-3/4      4-1/2      4-1/2

typical State legislation;

typical county and municipal legislation.

2. Continuity of Government in Emergencies:

Primary criterion for legislative action;

pre-emergency legislation to

(Legislative Branch - 1)

Define continuity of government in emergencies: establish locations of government; establish lines of succession; preserve records; and define as legal the acts of the temporary government.

2-1/2      1-1/2      1      1-3/4      2      1

establish locations of government and emergency operating centers,

(Executive Branch - 16)

Locate the seat of the State Government and the State civil defense emergency operating center, at the normal site or at an alternate site if the normal site is untenable.

3-1/4      3-1/4      1      1      1      1

(Director - 17)

Assist the political jurisdictions of the State in selecting emergency locations of government, as exigencies render necessary and advisable.

3-1/4      3      1      1-3/4      1      1

(Executive Branch - 17)

Assist the political jurisdictions of the State to develop plans and procedures, in accordance with the State civil defense plan, for establishing county and local civil defense emergency operating centers, for the continuity of their governments.

3            2-3/4            1            1-3/4            1-1/2            1

establish lines of succession,

(Executive Branch - 2)

(By authority of State law, the command and post of the Governor is succeeded to, in his absence, by the Lieutenant Governor, the President of the Senate, and the Speaker of the House, in that order.)

(Director - 48)

(In his absence, the State civil defense Director is succeeded in his post, powers, and duties by emergency interim successors named by him, by title and in specified order. This succession is temporary until a replacement is duly appointed.)

(Director - 16)

Assist the political jurisdictions of the State in establishing emergency interim successors.

3-1/4            3-3/4            1-1/4            1-1/2            1-1/2            1-1/4

preserve essential records, and

(Director - 18)

Assist all of the political jurisdictions of the State in taking action for the emergency preservation of their official records and record materials that are essential to the continued and orderly functioning of their governments in emergencies. This action is to be in accordance with the provisions of current State statutes and law and is to be such as the political jurisdictions deem necessary.

3            3-1/2            1-1/4            2-1/4            1-3/4            1-3/4

define acts of emergency government as legal;

procedures for convening legislature in emergency;

(Legislative Branch - 2)

Convene the General Assembly, at a specified time after attack; establish the site of the General Assembly, at the normal site or at another location, at the discretion of the General Assembly or of the Governor; and appoint emergency successors to the President of the Senate, the Speaker of the House, and members of the Senate and the House, if they are not present, immediately after the scheduled time to convene and until replacements are duly elected.

1 1 1 1 2-1/4 1

emergency legislative powers.

(Legislative Branch - 3)

Hold, in an emergency, definite civil defense legislative responsibilities.

1 1 1 1 1 1

### 3. Definition of Key Civil Defense Terms and Agencies:

Definition of state of emergency in enemy attack or natural disaster;

(Legislative Branch - 4)

Authorize or concur in the proclamation of a state of emergency, due to enemy attack, as State law. This law is specifically designed to facilitate and increase the effectiveness of emergency civil defense operations throughout the State.

1-3/4 1-1/4 1 1-1/2 1-1/2 1-1/4

(Legislative Branch - 5)

Authorize or concur in the declaration of a state of emergency, due to a major natural disaster, as State law. This law is designed to warrant Federal disaster assistance to supplement the efforts and available resources of the State and its counties and cities and to alleviate damage, hardship, and suffering.

1 1-1/4 1-1/4 1 1-1/2 1

(Executive Branch - 3)

Declare and terminate states of emergency by proclamation, in accordance with the State civil defense plan and State law.

1-1/2 3-3/4 3-1/4 1 3-3/4 2

definition of civil defense functions and of excluded functions;

(Legislative Branch - 6)

As State law, define civil defense and list its functions, stating the political and military activities and the private welfare agency activities that are excepted.

1-1/4      1-1/4      1              1              1              1

provision of legislative framework for duties of civil defense agency,  
director, and staff;

(Legislative Branch - 7)

Define, as State law, and create and establish, within the executive branch of the State Government, the State civil defense agency, Director, and staff.

1-3/4      1              1              1              1              1

(Legislative Branch - 8)

Require, as State law, that the political jurisdictions of the State establish county and local civil defense agencies and Directors.

1              1              1              1              1              1

(Executive Branch - 15)

Establish, create, and dissolve the powers of the civil defense agencies, Directors, and staffs at the State to local levels, according to State law.

2-1/4      2-1/4      1-3/4      1-3/4      2              1-1/2

(Legislative Branch - 9)

Provide the legislative framework for the performance of the duties of the State civil defense Director.

2-1/2      1              1              1              1              1

provision for civil defense council and specialized advisory committees;

(Legislative Branch - 10)

(The President of the Senate, the Speaker of the House, and the Minority Leaders of the Senate and the House are members of the State civil defense council.)

(Executive Branch - 14)

Appoint and be advised in all civil defense matters by the State civil defense council.

3-1/4      3              2-1/2      2-1/2      3              2-1/2

(Executive Branch - 13)

Create advisory committees; and be advised by them in technical, professional, and other matters that may affect the work of the State civil defense agency.

3                      2                      1-1/2                      2-1/4                      2-3/4                      2

assignment of civil defense responsibilities to public and private departments or agencies.

(Legislative Branch - 11)

Assign to State to local levels of governmental departments or agencies and have held by State to local levels of private agencies civil defense responsibilities within their jurisdictions.

2-1/2                      1                      1                      1                      1                      1

(Executive Branch - 10)

Assign civil defense emergency tasks and functions to departments or agencies in the State Government and to private agencies at the State level, so as to make maximum practicable use of their existing resources, facilities, services, equipment, supplies, and personnel and in accordance with State law. These assignments are discharged as the State civil defense services.

4                      3-1/2                      2-1/2                      2-1/2                      2-1/2                      2

(Executive Branch - 11)

Assist the political jurisdictions within the State in developing effective civil defense emergency plans and procedures, in accordance with the State civil defense plan, for assigning emergency civil defense missions to existing departments or agencies in the county and local governments.

3                      2-3/4                      1                      1-3/4                      1-1/2                      1

#### 4. Definition of Civil Defense Duties of Executive and Judicial Branches:

Duties of Governor

(Legislative Branch - 12)

Define, as State law, the civil defense duties of the Governor.

1-3/4                      1                      1                      1                      1                      1

(Executive Branch - 1)

(Hold, in accordance with State law, the basic civil and military defense responsibility for the State.)

(Executive Branch - 13)

Create advisory committees; and be advised by them in technical, professional, and other matters that may affect the work of the State civil defense agency.

3                      2                      1-1/2                      2-1/4                      2-3/4                      2

assignment of civil defense responsibilities to public and private departments or agencies.

(Legislative Branch - 11)

Assign to State to local levels of governmental departments or agencies and have held by State to local levels of private agencies civil defense responsibilities within their jurisdictions.

2-1/2                      1                      1                      1                      1                      1

(Executive Branch - 10)

Assign civil defense emergency tasks and functions to departments or agencies in the State Government and to private agencies at the State level, so as to make maximum practicable use of their existing resources, facilities, services, equipment, supplies, and personnel and in accordance with State law. These assignments are discharged as the State civil defense services.

4                      3-1/2                      2-1/2                      2-1/2                      2-1/2                      2

(Executive Branch - 11)

Assist the political jurisdictions within the State in developing effective civil defense emergency plans and procedures, in accordance with the State civil defense plan, for assigning emergency civil defense missions to existing departments or agencies in the county and local governments.

3                      2-3/4                      1                      1-3/4                      1-1/2                      1

#### 4. Definition of Civil Defense Duties of Executive and Judicial Branches:

##### Duties of Governor

(Legislative Branch - 12)

Define, as State law, the civil defense duties of the Governor.

1-3/4                      1                      1                      1                      1                      1

(Executive Branch - 1)

(Hold, in accordance with State law, the basic civil and military defense responsibility for the State.)

in civil defense planning and

(Executive Branch - 23)

Review and accept as final for the State the survival plan for all levels of civil defense in the State. This responsibility is shared with the State civil defense Director.

3            1-3/4            1            1            1            1

in operations;

(Executive Branch - 5)

Invoke extraordinary legal powers, in an emergency until control by the legislative branch is possible. These powers include maintaining law and order, permitting the emergency acquisition of property, permitting civil defense operations across State lines, and rationing, freezing, and imposing wage, rent, and price controls.

1-1/4            1            2-3/4            3-1/4            3            1

emergency duties of judicial branch.

(Judicial Branch - 1)

In accordance with State law, appoint special emergency judges to the State courts to succeed to the exercise of the duties and powers of the judges of the State courts, except for judges of the State Supreme Court who are appointed by the Governor.

1            1-3/4            1            2            3-1/4            1-1/4

(Judicial Branch - 2)

Hold, in accordance with State law, definite emergency civil defense responsibilities, including damage assessment and determining the amount due to the owners for property taken, seized, or condemned.

1            1            1            1-1/2            1-1/2            1

#### 5. Special Sections of Civil Defense Law:

Federal and mutual aid and State resources;

(Legislative Branch - 13)

Define, as State law, the acceptance and receipt of Federal aid by the Governor and by the political jurisdictions of the State.

1            1            1            1            1            1



(Legislative Branch - 14)

As State law, allow the political jurisdictions of the State to enter into mutual aid agreements, with the approval of the Governor.

1-1/2      1              1              1              1              1

(Executive Branch - 9)

Make or cause to be made, in accordance with State law, such surveys of the resources and facilities of government, military, and industrial organizations within the State as are necessary to ascertain the capabilities of these resources for civil defense and as are necessary to plan for the most efficient use of these resources in an emergency.

3-3/4      2-1/2      1              1              2-1/2      1-1/2

status of civil defense workers;

(Legislative Branch - 15)

Allow, as State law, the political jurisdictions of the State to appoint, provide for, and remove civil defense volunteers, fire and police auxiliaries, members of rescue teams, and the like.

1-1/4      1              1              1              1              1

(Legislative Branch - 16)

Define, as State law, the duties of mobile support units in aiding all levels of the civil defense services throughout the State in damaged areas.

1              1              1              1              1              1

responsibilities of the public, including the degree of penalty for violating the State civil defense law;

(Civil Defense Agency - 32)

Guide, sponsor, and encourage the public in their carrying out in an emergency of the duties imposed upon them by State law of protecting their own and others life and property. This guidance is to be in accordance with approved information, plans, and programs furnished by Federal to local level civil defense agencies as a basis for the actions of the public.

1-3/4      2              1-3/4      2-1/2      3              2-1/4

(Legislative Branch - 3)

(Define, as State law, as a misdemeanor the violation in an emergency of any rule, regulation, or provision of the State civil defense law by a civil defense volunteer or by the public.)

emergency rules, regulations, and orders.

(Legislative Branch - 3)

(File every amendment to the State civil defense law adopted by the legislative branch of the State Government with the Commissioner of the State Government's Department of State.)

(Executive Branch - 6)

Formulate, amend, promulgate throughout the State, or rescind emergency civil defense rules, regulations, and orders, as necessary to carry out the provisions of the State law, within the limits of the State law and with due consideration of the State civil defense plan. File every such rule, regulation, or order adopted by the Governor with the Commissioner of the State Government's Department of State.

3-1/4      3                      2                      3                      3-3/4      2

(Director - 30)

Assist the county and local civil defense agencies within the State in developing, adopting, promulgating, and enforcing, as they deem necessary to protect life and property in their areas under attack conditions and the like, general programs and policies and civil defense rules, regulations, and orders adopted and promulgated by the State civil defense agency.

1                      1-1/4      3                      3-1/2      4-1/2      4

(Executive Branch - 7)

Review and approve all emergency civil defense rules, regulations, and orders promulgated by the State civil defense agency and by departments or agencies of the State Government.

2                      1-3/4      1                      1                      1                      1

## CHAPTER V

### EVALUATIVE PROCEDURES

It is possible to evaluate these training programs during their implementation, after they are completed, or as they affect the performance of the participants. All information relevant to the evaluation of the programs should be collected by the Federal sponsoring group.

The training programs can be partially evaluated during their progress by checking off as they are completed the successive steps required to implement the programs in the State. This check may be performed by the State training officer assigned to apply the programs to the needs of his State. Of course, each State should note at the appropriate step any problems encountered. It is recommended that the results of this check be provided to the Federal group administering the training programs by means of required reports from the States at specific steps.

The most thorough evaluation of the training programs would be possible after their completion by comparing the effect of the programs on the training status of the State with the effect that was planned as the specific immediate training objectives of the programs. Specific forms of this type of evaluation are recommended in sections, below.

More relevant evaluation would be possible by means of job proficiency tests for the tasks or missions related to this training program. These tests might be considered as a pre-planned part of one or more future civil defense tests. Formal job proficiency tests for this training program are not suggested at this juncture, although such tests may warrant consideration for development at a later date. Development of such tests would require some time and would, therefore, defeat the first objective of these programs--to provide as rapidly as is possible training in those areas where training is urgently needed.

#### Proportion of Persons Trained

An objective method of evaluating these training programs is to list for each State and for each course and briefing title the number of persons that the State judged could benefit from attending the course or briefing and the number of these persons who did attend all lessons of the course or briefing. This list might be made more detailed to reflect the number of persons not included in the list of persons who could benefit from a course or briefing but who did attend all lessons. Valuable information for planning future training programs would be obtained if the civil defense titles of these persons were provided.

It should be noted that these comments imply that a minimum requirement for the successful completion of a course or briefing is that the student attend all lessons. These courses are made up of so few

lessons that it does not seem possible to allow the concept of successful course completion to include missing even one lesson.

#### Individual Performance in Essay Examination and in Group Discussion

For students and for subject matter on the level discussed in these training programs the "essay" and "group participation" types of course examinations appear to be most appropriate.

Any judgements of a student's level of understanding of the course material, whether made on the basis of a written essay or participation in a group discussion or both, should be made by the instructors of the Federal traveling team rather than by instructors or advisors from within the student's State or region. These students may be well known to State and regional level civil defense personnel, making it very difficult for the State or regional personnel to judge the student's course performance independently of his performance in his assigned civil defense tasks or in his normal government tasks.

Federal level instructors would, also, be able to apply more uniform criteria to evaluating students in different States. Evaluation of a student at the end of a course or briefing will serve little additional purpose over a record of his attendance if these evaluations are made according to different criteria in the different States.

It is recommended that the students be informed, when enrolling for the course, that this evaluation will be made. It is, also, recommended that they be informed as promptly as possible after the completion of the course of whether they were judged to have successfully or not successfully completed the course. These evaluations should be supplemented with explanatory comments to the student, where these are appropriate.

It is recommended that a short essay examination be administered at the beginning of the last lesson of each course. This type of evaluation is probably not suitable to the briefings described here. For this examination, each student may be asked to select a specific subject matter area of those covered in the course for which he feels an emergency training package is likely to be required and to draft a "training package" for that subject matter area. The training package should include an outline of the training and descriptions of related training aids. It should be assumed that the emergency training must be completed in several hours without specially trained instructors or specially selected training facilities.

These emergency training packages might be intended to replace, in an emergency, a part of the course just completed. The training packages might cover related materials for these civil defense workers who in a time phase of increased tension would be recruited and trained to fill out the service organization. The proposed training may consist of

similar materials designed for the public to facilitate their cooperation with the service's operation or their performing without direction of specific tasks related to the mission of the service. For certain functions related to the course material, the emergency training package might be merely a check list of the steps required to perform a certain task, with appropriate notations of safety precautions.

Taking this examination would serve as an excellent practical review of the subject matter of the course, since it would require thinking over the course material from the point of view of possible emergency operational situations within the State.

When completed, these examinations would, also, serve the practical purpose of providing to the State and Federal levels draft forms of emergency training packages that they may be required to formulate and publish on short notice. In some instances, the students in these courses would be the same persons who might later be called upon for advice in formulating such training packages. Their preliminary thoughts along these lines would provide valuable guidance in designing actual emergency training packages, especially since they will have, during the course, reviewed the subject matter related to the training package.

It is recommended that the remainder of the last lesson in each course and about an hour at the end of each briefing be devoted to group discussion. For the courses, this discussion can be initiated by obtaining

the comments of the group on one or more of the completed draft emergency training packages. The discussion should include a review of the problems that were raised by the students during the course or briefing and should emphasize the application of the course or briefing material to the unique situations within the State. This latter point is the most important from the point of view of training. It is, therefore, in the discussion period that the presence of advisors from the State and regional levels of civil defense would be most useful. Even if the entry into the discussion of these advisors makes it more difficult to assess the individual student's understanding of the course material, it should be allowed.



## CHAPTER VI

### TRAINING GUIDE

The steps outlined in this training guide are intended to assist the States in applying the course and briefing outlines presented in Chapter IV and the evaluative procedures described in Chapter V. Also, the training guide is interpretable as an example of the training plan described in Chapter VII.

The details of the training guide are stated here as recommendations only. The final form of these details and the extent to which they are adopted as either Federal requirements or Federal suggestions must be decided at the Federal level. In its official form, the wording of a training guide to the States should define clearly a set of the necessary and sufficient steps that a State should take in conducting these courses and briefings.

#### Use of Training Guide

##### As Check List of Steps

The six steps to be taken by a State, with the assistance of the Federal group sponsoring this training program, to implement the immediate training objectives derived in this study are presented, below. Some of these steps include secondary steps. These six primary steps and the secondary steps included in them serve as a check list of the actions required

of the State for planning, conducting, and evaluating the suggested courses and briefings.

Some of these steps consist of reporting information developed within the State to the Federal group administering these training programs. These reports provide to the Federal group a means for evaluating the programs, while they are in progress in the various States. The detailed form of the reports would probably be standardized so as to assure that all information is received that is necessary for Federal evaluation.

#### As Example of Training Plan

The training guide for these particular training programs was developed as a special application of a general training plan for State level training, which is presented in the following chapter. The training guide is intended to implement the immediate training objectives described here; the training plan is intended to describe the development and application of training programs which may be required in the future by the States to meet other or longer range training objectives.

Of the thirteen steps in the training plan, major parts of the first five steps were taken in the present study in arriving at the immediate training objectives discussed in Chapter III. Decisions analogous to those described in steps six and seven of the training plan were made in this study and are discussed in Chapter IV, where these decisions concern the resources that are available and the training methods that appear to be

best suited to meet the immediate training objectives. For the remaining six steps in the training plan, steps eight through thirteen, there is a one-to-one analogy between the generalized training plan steps and the six specific training guide steps listed, below.

It is suggested that the persons in the States who are responsible for conducting these courses and briefings in their States will understand more fully the relevance of the suggested courses and briefings to the problems of their State if they "think through" or review the first seven steps of the training plan in view of their own States' civil defense training situation. Subsequent steps in the training plan and the six steps of the training guide require detailed State decisions. This is especially true of the last step which concerns techniques for evaluating the training programs. Therefore, a review not only of the specific steps as presented in the training guide, but also of the more general forms of these steps as presented in the training plan will facilitate the making of these State level decisions.

Designation of State Personnel to  
Apply the Training Programs

In formulating the training programs suggested here, no special assumptions were made as to the nature of the State civil defense training group. The minimum requirement in initiating these programs is as follows:

The State should initiate the application of these programs of courses and briefings by appointing one member of the State civil defense staff to be primarily responsible, as a training officer, for the programs.

### Criteria for Selecting Personnel

Preferably, the person appointed should have thorough experience in civil defense training and should be a person who will carry on similar functions in the future.

This person should, also, be able to allocate a sufficient proportion of his time to these programs. For example, it would probably be difficult for a State civil defense director to find sufficient time for the details of these programs. It does not seem to be practical at present to predict the proportion of a State training officer's time that would be required by these training programs, since conditions that would affect such a prediction vary considerably in different States. It was assumed, in designing the programs, that the programs could be completed in about a year.

### Sources of Assistance

The State civil defense director would be the primary source of advice to the training officer responsible for these programs, especially in relating the objectives of the training programs to the State's civil defense effort.

Civil defense directors and training officers at levels below the State level may assist the State level training officer for the purposes of these programs, in accordance with the extent to which the programs would affect their jurisdictions. For example, the location of training facilities may require the cooperation of the civil defense training officer in a particular city.

Technical assistance may be obtained from certain members of the technical staff of the State civil defense agency or from the chiefs of certain State civil defense services.

As needed, the assistance of a training advisory committee may be obtained, especially for the planning stages of these programs. A previously formed committee may be supplemented for the purposes of all or some of these particular programs with advisors from certain technical groups, for example, from public and private welfare agencies.

#### Reporting of Appointment to Federal Sponsoring Group

In order to facilitate exchange of information at various phases of these programs between States and with Federal and regional levels, the following step is required:

The name, title, address, and telephone number of the training officer assigned by the State to these programs should be forwarded to the Federal Group administering the programs.

It would be assumed by the Federal sponsoring group upon its receipt of this notice that the State concerned had initiated the application of these programs. Therefore, the Federal group would forward to that State any new information concerning the programs as it was developed, for example, results of the application of the programs in other States or special notice of the availability of the training teams for the courses of instructors for the briefings.

## Planning Conduct of Training Programs

Certain planning steps would, then, be taken within the State by the State training officer assigned to these programs.

### Setting Student Selection Criteria

The State training officer responsible for applying the programs should review the suggested course and briefing outlines and compare the content of these outlines to the missions and tasks represented in the State's organizational and manning charts, considering the training status of the persons and groups represented on these charts, to determine which persons within the State should take each of the courses or briefings. The manning charts that are reviewed should be charts that list, not only the principal assignments to a civil defense position, but also the alternates to each position. From the point of view of the prospective student, these training programs can provide, not only training in the subject matter of his principal position assignment, but also cross-training in assignments he holds as an alternate or emergency interim successor to another position. The brevity of these courses and briefings and their accessibility to the students makes them especially suitable for cross-training applications. Therefore, considering principal and alternate manning of the positions represented on the State's organizational charts, the following decisions should be made:

Under each course and briefing outline title  
should be listed the names and titles of the persons

within the State who should take the training described in the respective course or briefing outline. The titles listed should include the title within the civil defense organization and the title of the person's normal position, if these are different.

The first criterion to apply in selecting these persons for certain courses or briefings is, of course, the functional area of their normal and/or emergency civil defense assignment. The proposed course outlines give first priority to staff training. Second priority is given to training key personnel in the management of certain State level skills: procurement, radiological defense, and welfare. Emphasis is, also, given to briefing key personnel in executive or legislative functions as they relate to civil defense within the State.

The interpretation of these functional areas may be broadened somewhat, according to the needs of the State. For example, in considering the application of the course in the management of State civil defense procurement functions, the State may elect to consider as students for this course those with assignments in resources management and economic controls, institutions and installations, fiscal, or food, fuel, and general supply.

Also, the State may elect to consider as students a broader group than that defined by the allocation of State civil defense staff members to the staff operations course and of State government personnel with related emergency civil defense assignments to the respective specialized management courses. For example, in some States, certain emergency civil

defense assignments have been made to State level personnel or groups in private organizations within the State. Also, in some cases, personnel assigned to State level specialized or general civil defense advisory committees play a critical part in the civil defense organization and may, therefore, be considered as prospective students.

Federal or State policies may set definite limits to the affiliations of persons who may take these courses. Within that context, the State training officer should examine for prospective students all aspects of his State's civil defense organization.

In selecting participants for these courses and briefings, each State should consider the question of whether the availability of these training programs would allow carrying out of desired modifications in the State's civil defense manpower procedures or organizational structure. Also, the State should consider the application of this training program for the purposes both of initial and of refresher training for certain prospective students.

In general, at this point in planning, the relative level of civil defense experience of the prospective participants need not be emphasized.

It may be found that one student is appropriately listed under more than one course or briefing. The question of the priority with which he would be considered for one course or another need not be considered at this point.



### Assessing Training Resources

The training resources for which the State will be responsible will, of course, depend upon the policies of assistance developed and published in initiating these training programs. With these policies in official and explicit form, the State's contribution to the programs must be related to the State's civil defense effort and, particularly, to its ongoing training effort. The resources areas that may be matters for State level decisions are described, below.

It may be necessary for the State to limit the number of students, in view of the available State resources.

If relative priorities for the prospective students must be established, the following criteria are suggested:

Training would be emphasized for those persons whose civil defense assignments are judged to be more critical to the State's civil defense mission

Those participants would be preferred for whom the training status is currently relatively farther from the desired training level for their assigned tasks

For persons listed under more than one course or briefing, that one in which they have less civil defense experience would be preferred.

It will be necessary for the State to provide appropriately located class meeting rooms. For the courses, these rooms should be capable

In summary, to assess the availability of training facilities, the State training officer responsible for this program would make the following decisions:

Available meeting space, capable of accommodating 20 persons, should be located for the courses; and the following characteristics of the available space should be noted:

Location of the space with respect to the normal locations of the prospective students

Suitability of the space in providing training in itself

Suitability of the space for encouraging group discussion.

It is not anticipated that special training aids will be required in conducting these courses and briefings. Training aids that serve as an integral part of the instruction would be provided, it is assumed, by the traveling team of instructors. Accessory aids, such as civil defense publications, may be already available to these prospective students. The traveling team may provide to the students the most current index of Office of Civil Defense publications. The Federal group may, also, provide to each student relevant parts of Federal civil defense plans, as they are available.

The State may elect to provide materials that describe the civil defense structure within the State. If the State does decide to provide training

of accommodating about 20 persons, in a setting that would favor group discussion. For the briefings, the size of the room is not so readily predictable. Therefore, selection of meeting rooms for the briefings should be deferred to a later step.

The type of training space selected is not a major limiting factor. The State might select for any of the courses or briefings the State's civil defense emergency operating headquarters or for certain of the courses the related civil defense service headquarters of a major installation assigned to that service. Under these circumstances, the training location can serve a training purpose, for example, if the location is of key command or operational importance, if it is well developed, or if it is highly relevant to the mission of the civil defense service emphasized in the training.

The location of the training space is highly important in facilitating attendance at the courses or briefings. It will be necessary to compare the available training facilities with the normal locations of the prospective students to decide upon locations that appear to be sufficiently accessible. If Federal and State financial assistance is provided for commuting to courses and briefings, the limitation of location would be considerably eased and greater flexibility would be provided in selecting the training facility that would, itself, serve a training purpose.

aids, their availability should be assessed in this step and the required numbers of copies should be prepared, if necessary.

Each State may prepare for each prospective student the following materials in handout form:

Current State civil defense organizational and assignment charts relevant to the course or briefing material

The relevant parts of the current State operational plan.

The State may elect to appoint technical advisors to attend the courses; and it will be necessary in some States to appoint instructors for all or part of the briefings. The availability of suitable persons to perform these functions, if so desired by the State, should be assessed. It is necessary to make the following decisions:

The availability of suitable persons from the State and regional civil defense organizations to act as course advisors, either to introduce specific courses, to attend the last session of specific courses where problems unique to the State will be discussed, or to attend all course lessons in a specific course to answer questions that may arise concerning the State's policies and practices

The desirability of requesting that a Federal instructor conduct the first part of one or both briefings. This introduction would summarize executive or legislative branch relationships with civil defense in various States and in the Federal Government

The availability of the State civil defense director or of persons he designates to conduct either all of each briefing or to conduct one or both briefings after an introduction presented by a Federal instructor.

If the State elects to appoint advisors or instructors in these areas, it is, of course, preferable that these be persons with considerable civil defense experience who would be recognized by the prospective students as knowledgeable persons. It may, also, be possible to select these persons by the criterion that they be persons with whom the prospective students would interact during civil defense emergencies or in normal civil defense planning and tests.

#### Prediction of Number of Course and Briefing Sessions

It was recommended that each course session be limited to a range of from about five to about fifteen students. It was considered impractical to make an analogous recommendation concerning the briefing sessions. Fewer than five participants in each session would, probably, not make the expense of sending Federal instructors to the courses or briefings warranted. If a Federal instructor is not involved, as may be the case for either of the briefings, the setting of a lower limit may be ignored. It is suggested, since group participation would be limited in a large group, that a definite upper limit be set to the number of students in a course session. Also, it is suggested that briefings be kept to a similarly limited maximum number

of participants in each session if this is practical. No predetermined maximum enrollment in a course or briefing session should be allowed to make the course or briefing unavailable to a prospective student.

In allocating prospective students to course sessions, the suggested steps would be as follows:

For each course and briefing for which at least five prospective students were listed and for those briefings that are to be conducted without Federal instructors for which any prospective students are listed, decide whether the State wishes to proceed with the planning and conduct of the course or briefing.

If the availability of State resources has limited the total number of students who can be trained, set this number as a maximum and remove names according to pre-established priorities to reduce the list to this number.

For all remaining students in each course or briefing, if the number is greater than fifteen, set up separate sessions, if practical, and tentatively group students within sessions, as is feasible, to encourage profitable group interaction.

Set tentative times and locations for each lesson of each course and briefing session, according to the available and desired training facilities and the time and distance limitations of prospective students, advisors, and instructors.

Probably, in its official form, this training program could not economically allow each State to set more than one or, perhaps, two training locations for each course. The hours at which course sessions will be set

may, also, be matters of specific Federal or State policy. As planned, the staff operations course would require six two-hour lessons in each session; each of the three courses in the management of specialized civil defense functions would require four two-hour lessons; each of the two briefings for the executive and legislative branches, respectively, may require from one to six hours. Lessons need not be conducted on different days, if appropriate time is allowed for relaxation between lessons. When lessons are planned for different days, they should be separated by no more than one week.

If more than one session of a course or briefing is planned in a State and if, therefore, there is an opportunity to group students to encourage profitable group discussion, the grouping of students may be made with the following in mind. Some variation in type of experience among the students would allow the students to act as advisors to each other. A limited variation in level of civil defense experience would serve the same purpose. With extreme variations in civil defense experience, it may be preferable to group students according to the extent of their experience into different sessions. Where there is considerable variation in civil defense experience among legislators or members of the executive branch who may take the appropriate briefing, it may be desirable to set up different sessions for prospective students with different levels of experience, perhaps giving only one or two hours of briefing to more experienced students and two to six hours to the less experienced. Finally, if different

sessions are to be planned for a course, the State should consider the possibility of allocating students to course sessions so as to represent in the sessions groups that will work together in tests and in normal and emergency operations.

### Commitment of Training Resources and Scheduling of Training

The actual commitment of training resources according to definite training schedules should be set up within the State, reported to the Federal group sponsoring these programs, and reaffirmed within the State according to Federal confirmation of the proposed State plans.

#### Commitment within State

Before scheduling information is forwarded to the Federal group, definite commitments should be made within the State as follows:

For each session of each course or briefing to be conducted by the State, locations and alternative dates and times, agreeable to the participants, should be determined.

The persons responsible for the facilities to be used for each training session should be asked whether those facilities will be available at the dates and times determined, as above.

If actual date and time commitments cannot be made for all participants and locations, it may be necessary to set up different course or



briefing sessions so as to include as many as possible of the prospective participants at accessible and suitable training locations.

Reporting of Schedules to Federal Sponsoring Group

The State training officer should, then, report these schedules to the Federal sponsoring group and request support by the traveling teams of instructors according to these schedules. The form of this report need not be standardized.

A report should be made to the Federal sponsoring group, for each course or briefing that is to be conducted by the State, including the following information:

The number of students expected and the position title of each student, in both civil defense and normal government, as applicable

The number of sessions required and the number of students expected to attend each session

The preferred and alternative dates for each session

The location for each session

The names and titles of advisors and the lessons they will attend

If desired, a request for a Federal instructor to present an introductory lesson in one or both of the briefings.

### Confirmation of Schedules

According to the reply from the Federal sponsoring group to this request, it would, then, be possible within the State to register prospective students, receive definite commitments from advisors and State or regional level briefing instructors, and receive definite commitments from the persons responsible for the training facilities that will be used. The State training officer responsible for this program should complete the following steps:

Obtain from persons responsible for the facilities, confirmation of the availability of these facilities for the dates and times stated

Obtain from State and regional level advisors or instructors confirmation of dates and times that they will be available at stated locations for specified lessons within specified courses or briefings

Register prospective students for stated dates, times, and locations of specified courses or briefings.

### Scheduling and Conducting Related Information Programs

It is suggested that, at this point, the State schedule and conduct public information campaigns related to these training programs, basing the information campaigns on Federal public information bulletins prepared for this purpose.

Since it is assumed that these training programs will represent a nationwide effort to meet an urgent need within the States, the programs

are "news." More important, public information as to the programs will have a material "training" effect in increasing the motivation of participants in these programs and in preparing the way for other training programs that logically follow.

### Conduct of Courses and Briefings

The proper conduct of the courses and briefings will depend, mainly, upon full completion of prior steps before the courses and briefings are begun. Therefore, the responsibility of the State training officer in this step is of complete review of previous steps to assure that they are adequate, as follows:

Fully complete all preceding steps as they pertain to a particular course or briefing before conducting that course or briefing.

As is implied in this statement, these steps need not be taken at the same time for each course or briefing.

### Evaluating Courses and Briefings and Reporting Results to Federal Sponsoring Group

As was noted, above, these programs can be evaluated while they are in progress by noting the completion of each step as it is made.

For each course or briefing, the State training officer should note for each step in planning and conducting the course or briefing any problems that were

encountered in completing that step. A summary of these comments should be forwarded to the Federal Group administering these programs.

Other forms of evaluation can be applied to the training programs, in the last lesson of each course or briefing or at the completion of all of the programs in the State.

#### Proportion of Persons Trained

At the completion of each course or briefing session, the State training officer should list the persons who registered for that course or briefing session and the number of these who attended each lesson.

Where appropriate, the State training officer may note reasons for failure to attend all course or briefing lessons.

These lists and comments should be forwarded to the responsible Federal group.

The comments of the State training officer may prove to be valuable in designing future training programs or in applying the programs described here to different States. Those comments should be emphasized that would be useful from this point of view.

#### Individual Performance in Essay Examination and in Group Discussion

Judgments of an individual student's performance on the essay examination and in the group discussion conducted in the final lesson of each course will probably be made by the Federal instructors. It is assumed

that some information concerning the results of the evaluation will be provided to the State training officer and that students will be given detailed information on their performance in these activities.

For the briefings, it is not recommended that analogous judgements of individual performance be made.

#### Satisfaction of State Training Objectives

The State training officer may elect to evaluate these training programs according to the extent to which they were able to satisfy the training objectives of his State. For more formal methods of making such an evaluation, reference may be made to the last step of the training plan, in the next chapter. Regardless of the methods used to make this general evaluation of the training programs, the following step is suggested:

The State training officer should provide to the Federal administering group, if he feels that it is appropriate, his comments on the adequacy of these training programs to the needs of his State, to the extent that these comments are not covered in other reports he has submitted to this group.

## CHAPTER VII

### TRAINING PLAN

In this training plan, the steps are presented and discussed that should be taken in planning, implementing, and evaluating a total State level civil defense training program.

This training plan, once initiated, would continue according to certain feedback steps that are discussed, below. The plan is, therefore, appropriate to long range training objectives. For deliberately limited training objectives, this training plan will be useful in locating the steps or parts of steps that should be taken and in setting these steps in the context of the steps or parts of steps that can be deliberately omitted for practical reasons.

#### Assignment of Over-all Training Responsibility

The first step in implementing a State level civil defense training plan is to establish a training officer at the proper organizational level and to assign to him the primary and continuing responsibility for the training program. At least in planning phases of the program, this person may be supplemented, as required, for advisory purposes. Later, he may be further assisted in carrying out specific parts of the training program, as is described in the eighth step, below.

### Criteria for Selection of Training Officer

The need for a State civil defense staff training officer has been emphasized by various groups. Nearly half of the States have training officers. However, many of these officers are assigned to many additional duties, e.g., public relations. Further, some training officers have emphasized, for reasons of immediate practicality, the provision of training services at the local levels of civil defense, with the result that State level training is, often, provided only by exercises and by the various civil defense publications.

With a training officer who can allocate a sufficient proportion of his own effort to State level training, the training officer in the typical State would be in a position to plan, conduct, and evaluate training programs that are adapted to the needs of his State.

### Relationship of Training Officer to Other Groups

With a State civil defense training officer, the director's primary needs with respect to training would be to understand the training function, to appreciate the importance of training in implementing the State's operational plan, and to advise and support the training officer in relating the goals of a training program to the goals of the State's civil defense effort.

The training officer would be responsible for maintaining liaison concerning training activities with the responsible persons at the Federal and regional levels. Also, he can profitably coordinate the training programs of his State with those of other States, especially for adjacent States

where predicted circumstances and mutual aid agreements make it likely that the adjacent jurisdictions will work together and, therefore, would be benefited by information or actual cross-training in each other's plans and procedures. The training officer would, also, be responsible for coordinating State level training programs with those at other levels within the State.

At the discretion of the State, the training officer may be assisted by certain members of the technical staff of the State civil defense agency and by certain of the chiefs of the State civil defense services. He may be assisted by a training advisory committee, especially in planning phases.

#### Adoption of Policies for Initiating Training Program Reviews

The second step in developing a training program would be to adopt, as part of State civil defense policy, specific procedures for initiating reviews of the State's training program.

#### Need for Explicit Policies

Without explicit prearranged policies and procedures for initiating training program reviews, it is very likely that training may not be considered in the rush of events, especially in those critical periods when it should be carefully considered. It is suggested, therefore, that each



State adopt specific standard operating procedures which describe the occasions upon which a training program review will be initiated.

#### Occasions for Initiating Reviews

A review and possible resulting revision of the State's training program would be first initiated upon the appointment of the responsible person and when this person has obtained the assistance he needs to make the review, that is, with the completion of step one.

Following the first review, reviews should be scheduled periodically, for example, annually.

In addition, reviews of the State's training program would be initiated upon any appreciable change in attack possibilities or upon any change in the nation's civil defense posture, the latter usually resulting from changes in attack possibilities. These changes may occur with little or no forewarning. They may involve moving from the present "token" civil defense preparedness basis to a "stand-by" basis or directly to a fully operational basis. Depending upon the extent of the warning time, these changes may or may not be accompanied by funds and other assistance to the State for making appropriate training program changes. These possible future limitations in time and/or resources require that any estimation of the training goals of a State include the possibility of time and resources limitations being immediately imposed.

Any change in natural disaster possibilities for a State would, also, require initiating a review of the State's civil defense training program.

Although little change in the type or severity of natural disaster is likely, there may be material changes in the policies of the Nation or the State as to the use of civil defense organizations for natural disaster purposes. Or, as a result of using the civil defense organization in an actual disaster, there may be changes in the State's assessment of the adequacy of this organization's training for natural disaster applications.

Analogously, changes in the State's evaluation of the adequacy of the training of its State level civil defense staff and services may occur as the result of participation in civil defense tests or exercises.

Review of the training program may, also, be required by less pervasive changes that may, however, materially affect at least a part of the training system. The assigned training officer is, generally, responsible for keeping continuously informed of any changes in the defense effort or in any situation that would affect support of the defense effort, whether the change occurs at any level, whether it occurs in his own State or in adjacent States, and whether it occurs within civil defense or in other organizations. He is responsible for examining such a change as to its effect upon his civil defense training effort and he is responsible for planning any required adjustment to this change. Usually he must take as a first or working assumption that any new training program required by the change will be a civil defense responsibility and will be conducted at or below the State level. Examples of such changes are as follows: new State supporting legislation; acquisition by the State of new facilities or resources, such as new

emergency operating centers; new statements of Federal plans, organizational structures, or functions; revised Federal policies as to funds and assistance to States; and Federally suggested training programs.

### Review of Civil Defense System

The third step in planning would be to carry out as complete as possible an analysis of the State level civil defense system from the point of view of training.

### Comparison of Training and Other Points of View

In examining the State level civil defense system, the training point of view can be compared with other related points of view, including organizational, information, and manpower or personnel points of view.

The relationship between the point of view of a training program and that of other types of program may be that current or proposed programs in one field may have considerable effect upon programs in the other field. For example, if the personnel policy of the State level civil defense system encourages considerable mobility within the system in terms of the particular positions to which a person may be assigned, this policy would have an important effect upon training plans. In this case, broad training would be emphasized relative to training for specific positions, subject-content areas, or skills.

On the other hand, a program in one of these fields may serve as an alternate or as a planned precursor or successor of a program in

another field. For example, training may not be necessary if it is possible to restructure the civil defense organization to meet the same objectives. Or, it may be planned to carry out specified training programs to allow restructuring the organization more appropriately to State civil defense objectives.

#### Dimensions of Review

The major dimension to be applied in analyzing the State level civil defense system from the point of view of training consists of a comparison throughout the system of the current training status versus the desired training status for each person within the State level civil defense system.

In arriving at this comparison, "current," "desired," and "person" must be further defined.

Definition of the current and desired status in training or in any other aspect of the civil defense system involves stating explicitly the civil defense preparedness posture that the State takes at present, as to whether preparedness is "token," "stand-by," or "splendid." For efficiency in planning, by "present" must be meant a stated period of time, for example, currently and during the next fiscal year. If it appears to be likely that the preparedness posture will change abruptly within the stated period, it would be profitable to examine the State's civil defense system as to current status, desired status assuming "token" civil defense preparedness, and desired status assuming "splendid" preparedness, that is, full operational readiness.

The persons to be considered should be described in accordance with location within the civil defense system. The review would, of course, emphasize persons at the State level of the civil defense system. Ideally, a parallel review procedure would be applied to persons at each level of civil defense within the State. Also, the review would probably emphasize persons within the civil defense staff organization. However, ideally, the review would consider interactions with persons in other segments of civil defense, such as those government departments or agencies which have emergency civil defense assignments.

Practically, a total training review may be conducted in two phases. The first phase would, then, be a pilot review from the training point of view of the State's civil defense system, emphasizing State level and staff segments of the civil defense system. This pilot review could serve as a means of refining review techniques to the problems of the individual State. On the basis of these refined techniques appropriate to the State, a model can be set up to be followed by State training personnel, by the responsible persons in particular State government departments or agencies, or by the responsible persons in the political subdivisions of the State for preparing training reviews in a standard form for their regions of responsibility. The different reviews can, then, be assembled by State civil defense staff training personnel to arrive at a coordinated picture of the over-all civil defense training situation within the State.

A complete picture of the civil defense training situation within the State would include the following segments of civil defense:

The civil defense organization as it exists at the present time.

The emergency operational organization that would be available if enemy attack or natural disaster were to occur at the present time, in terms of the assignment of particular civil defense functions to particular groups.

The supporting operational field staff throughout the State that would be available at the present time.

Public readiness, in terms of public understanding of civil defense aims, knowledge of plans and procedures, and skills in specific tasks, such as self-protection, family protection, community mutual aid, job continuation, and cooperation with civil defense operations.

Sources of support for civil defense operations, in the form of currently effective legislation and mutual aid agreements within the State and with adjacent States.

To obtain a complete description of the State's civil defense training status, the various levels of the civil defense organization within the State should be examined. States differ in their naming of levels and in how many levels they include in the civil defense organizational structure. Also, States differ in the extent to which a given level's organization is developed. Therefore, each State must adjust a list of levels to its own structure. A relatively full list is given, below:

State level

District level: The largest regional unit within the State

Area level: An area unit smaller than a district but larger than a county

County level: The largest political subdivision within the State

Sector level: A level set up to meet special State problems, for example, industrial, military, or population complexes that may, also, in some instances, cut across State lines

Operational area level: In pre-attack planning these units may be referred to as operational areas, target areas, non-target areas, support or reception areas, assembly areas, where these terms are based on predictions of post-attack situational definitions, such as contaminated areas, damaged areas, fire areas, or undamaged areas. Other descriptive terms may be used by a particular State to describe their unique current and predicted situations more appropriately

Local level: City, municipality, town, village, township, borough, community, or fire district, or, in general, a political subdivision that is smaller than the county

Unit level: On the level of survival units, as a subdivision of the local level. This term can, also, be applied to mobile support units, registration teams, engineering units, fire units, laboratory units, maintenance units, air and ground reconnaissance units, first aid units, hospital units, monitoring units, litter units, rescue units, and the like. For these units or teams, the leader and crew or members may be specified.

Community shelter level: As marked and stocked group fallout shelters become increasingly available,

this level is usefully considered as a formal part of the civil defense organization. Especially, as communications with such shelters are available, they will serve important operational positions in the post-attack phases. Practically all "best available" cover or refuge should be similarly considered. At this level, the shelter manager and the shelter population should be considered

Family level: Including home shelters, the family itself, and the head of the family

Individual level: Including persons formally committed to the civil defense organization, such as volunteers, women volunteers, wardens, radiological monitors, and auxiliaries concerned with fire, health, medical, police, or rescue functions, and including persons in a private capacity with whom the civil defense organization must deal, such as casualties, the dead, evacuees, owners, the work force, the public, and, for some purposes, women as a separate group.

The training status in each civil defense function should be reviewed separately. The grouping of these functions varies among States, mainly because of variations among States in the assignment of these functions to existing normal government departments or agencies or to existing private groups within the State. In certain States, some of these functions, such as communications and warning, may be assigned for emergency purposes to the civil defense staff. Regardless of the grouping or assignment of these functions, all must be reviewed from the point of view of civil defense training, since all functions must be prepared for coordinated emergency operations. A list of separate functions would include, but would not be limited to:



Administration or staff	Mortuary
Biological and chemical	Mutual aid
Committees	Police
Communications	Procurement
Continuity of government	Radiological
Engineering	Registration
Federal assistance	Religious affairs
Fire	Rescue
Fiscal	Resources management and
Food	economic controls
Fuel	Shelter
Health	Supply
Information	Training
Institutions and installations	Transportation
Intelligence	Utilities
Legal	Warden
Manpower	Warning
Medical	Welfare
Military affairs	Women's activities

Since the normal branches of government have definite civil defense and emergency assignments, they should be treated similarly for this review.

These include:

Executive  
Judicial  
Legislative.

Each State should specify its own grouping of these functions, its own organizational title given to these groupings, and any special relationships among titles. For example, training and information staff officers within State, county, and local civil defense agencies may carry the responsibilities for the training and information functions in the preparatory time phase. With the onset of an emergency, the principle function of these officers may be coordinating information and training activities

throughout the State, while the information and training operations may be taken over, according to previously prepared plans, by a State Training Service and a State Information Service, each with a chief and other officers, headquarters and other installations, sections, chiefs and officers of sections, staff, and field units. The training and information officer may, in an emergency, act as the chief of one of these services. There are, of course, other possibilities. This example is intended only to illustrate the kind of organizational allocation of functions that must be considered as a dimension of a training review. In addition, the example illustrates the need for considering time phase information, if the organizational allocation of civil defense functions differs for different time phases.

In general, for each organizational title used by the State, the following information should be completed:

Organizational title

Command relationship to the State civil defense agency

To what group assigned

Availability, with respect to a 24-hour, 7-day-per-week basis

Dated confirmation of this assignment.

Within each organizational title, the following types of suborganizational titles should be reviewed:

Installations

Sections

Support  
Operational

Field Units.

For each of these, the following information should be completed:

Suborganizational title

Level

Command relationship with the  
organizational title.

Within each suborganizational title, position titles should be listed.

For each position, the following manning information should be collected,  
for both the primary manning and the alternative manning, with the order  
of alternates specified:

Number of persons assigned to position

Names .

Availability of each assigned individual, on  
a 24-hour and 7-day-per-week basis, by  
address and telephone number

Alerting procedure, with time phase, for  
each individual

Assigned emergency location, with time phase,  
for each individual

Experience and/or training, for each individual,  
in the field of the assigned position

Experience and/or training, for each individual,  
in fields other than his assigned position, where  
this experience and/or training may be useful  
for civil defense

Dated confirmation from each individual so assigned.

In addition, for reference purposes, the following should be stated for each installation's normal site and alternate sites, with specified order of alternates:

Address

Phone number

Name of responsible person in the preparatory time phase

Position title of person in command in emergency

Emergency activation procedures, with time phase

Dated confirmation of availability for stated function from responsible person.

Review of Missions and Tasks  
within Civil Defense System

The fourth step in planning would be an analysis of the specific civil defense missions and tasks within the State.

For each State level organizational title that was specified in step three, an explicit and currently approved statement of the mission should be prepared. In this statement, those aspects of the mission that are unique to the State should be noted. Also, for the installations, support and operational sections, and field units located in step three, similar statements of missions should be prepared.

Within each suborganizational title, for each position title isolated in step three, the assigned tasks should be stated in the following terms for each task:

Input and output

What to do

How to do it

When to do it.

Characteristic individual experience and training, both actual and desired, may be reviewed and relisted in terms of tasks, rather than in terms of individuals assigned to position titles, as in the last step. In terms of a task, the desired level of proficiency for the task serves as an estimate of desired training goals. Also, in terms of a task, actual training status can be expressed in more specific terms, for example, in the form of the subject matter elements of the training or experience.

#### Determination of Training Objectives and Priorities

The fifth steps consists of determining immediate training objectives and, where necessary, priorities, according to the results of the last two steps. Generally, to arrive at this determination, the following estimates would be made:

Estimate the distance between the actual and desired training status for each person in each position title, as described in step three

Estimate the criticality of the missions assigned to specific organizational and suborganizational titles and of the tasks assigned to specific positions, as these missions and tasks were described in step four

Examine these two estimates to decide which organizations, suborganizations, and positions, or which groups and persons most urgently require training

If there are many groups or persons found to require training, review the first two estimates to establish relative training priorities.

First priority would usually be given to the training of leaders. It would be possible in later training programs to proceed with less urgent training. At the appropriate time, priority would be given to training civil defense workers to form a complete and operationally ready organization. Later, priority would be given to educating, training, and informing the public, including the work force, so that, in an emergency, they can function effectively and consistently within or in cooperation with the civil defense organization.

#### Assessment of Training Resources

The sixth step in developing and implementing a general training program would be to assess the training resources available to the State civil defense training organization. If a relatively extensive survey is to be made, this step could be conducted concurrently with steps three through five. If a survey is to be made only of the resources that might be useful in meeting the immediate training objectives arrived at in step five, the training resources assessment could be conducted after the completion of step five.

In general, training resources in the following categories may be surveyed:

- Time available for training
- Funds and other assistance
- Training facilities and equipment
- Prepared course materials and accessory training aids
- Instructors
- Manpower available for training.

#### Determination of Optimum Training Methods

The seventh step would consist of deciding upon the training methods that are optimum in view of the training objectives, as established in step five, and the available training resources, as assessed in step six. Where necessary and feasible, additional resources required by the preferred training methods may be acquired on a priority schedule as part of this seventh step.

Some of the training methods that should be considered are discussed, below. Also, in this same context, methods are discussed that do not themselves consist of training but that are alternatives to training.

#### Selection and Reassignment

In discussing the analysis of the civil defense system in step three, it was mentioned that the training point of view can profitably be compared

with organizational and manpower points of view. Here, in step seven, the decision would be made for the particular training objectives and available resources of how much to emphasize training, per se, and how much to emphasize supplementary or alternative manpower and organizational procedures.

For example, as an alternative to extensive training, emphasis can be placed upon recruiting and selecting personnel with certain fundamental abilities, classification of these persons into ability categories, and assignment accordingly to positions. Or, emphasis can be placed on reassignment of personnel within the organization or on restructuring the organization to achieve the particular objectives.

#### Self-training

Much of the current civil defense training in the States is by means of self-training. The term self-training includes studying publications and manuals or, more formally, taking correspondence courses and applying auto-instructional techniques, where the latter may involve the use by the student of programmed lesson materials presented by teaching machines.

One of the most critical problems in applying self-training methods is in assuring that the trainees are sufficiently highly motivated to make the training effective and, therefore, of designing and administering the training so as to include measures of accomplishment and techniques of reward for successful completion of the training.



Of course, it is important to the success of this teaching method that the lesson material be carefully prepared by experts. Therefore, this teaching method is appropriate for those functions that can be standardized to meet the needs of a sufficiently large number of students to warrant the expense of preparing and distributing the material and equipment and of administering the courses. The method is appropriate, also, for training in situations where standardization has been judged to be desirable, which is not likely to be the case for State level training.

#### Formal Courses

For training material that will be presented to different students in different training sessions, the formal course provides a highly suitable method. This is especially the case where complete standardization is not desirable. Assuming that sufficiently well trained instructors are available to conduct the courses, an instructor in a formal course can appropriately adapt the training materials to the needs of particular students.

#### Conferences, Workshops, and Briefings

Where considerable student participation is desired, either because of the students' experience or because of the nature of the functions included in the training, conferences, workshops, and briefings are appropriate training methods.

The amount of student participation to be included in training can be affected considerably by allocating to training sessions those students among whom profitable interchange of ideas can be expected.

#### Team Training and On-the-job Training

Projecting the results of a briefing or workshop to the operational state, in a sense, generates the training method of team or system training or, from the point of view of the individual trainee, the method of on-the-job training. These methods have been widely used in civil defense to establish and refine interactive procedures within the system.

It is often the practice to conduct a briefing both before and after a civil defense test. By this means, the individual members of a civil defense team have the advantage of becoming acquainted with each other, which may facilitate their interaction during operations.

#### Emergency Draft and Training

If there is a shift in civil defense preparedness from the current preparedness time phase to a critical tension time phase or to a later time phase due to attack without warning, then any training that has not been accomplished prior to the shift, if it is to be conducted as training, must be conducted in the form of short-term intensified training.

Emergency training is likely to be conducted in scattered locations. Specialized training aids, facilities, or instructors are not likely to be available. It should be assumed that relatively little time or funds would be

available for such training. It may be necessary, also, to accompany emergency training with emergency draft procedures.

Therefore, emergency training and draft procedures should be preplanned and, if feasible, prepackaged. Consistent with the need that it be current, it should ideally be prelocated where it is likely to be needed, for example, in community shelters or in welfare centers. Plans for distribution of this material to other locations after attack should be formulated. All interested groups should know of the availability of such training packages. The training packages should include minimum selection criteria as well as preferred selection criteria. Where the training is for tasks that are to be done within or consistent with the operations of the emergency civil defense services, the operating personnel of the services concerned should be aware of the content of the training and the methods of selection for the training.

Public Information or Education and  
Emergency Information or Instructions

Any training that is not conducted by one of the methods discussed, above, must be conducted as public information or education and as emergency information and instructions. In the current state of civil defense preparedness, the content of this "training" is not critical. With rapidly increased states of tension and accompanying increased loading of communications, however, these training methods must be used efficiently if they are to be used at all. It must be assumed before an emergency

that these methods will have to be relied upon to carry at least the most urgent and critical instructions to the public, to the various civil defense services, and to the various levels within services.

#### Assignment of Responsibility for Specific Parts of Training Program

According to the results of the resources survey of step six and according to the training methods decided upon in step seven, as step eight assignments may be made to various persons or groups of the responsibility for specific parts of the required training program. This step consists of modifying the over-all assignment of the training responsibility, as made in step one, temporarily and for the requirements of the particular training program.

#### Criteria for Assignment

The responsibility for carrying out steps nine through twelve for parts of a training program may be delegated to staff or technical officers within the State civil defense agency, to chiefs of State civil defense services, to technical advisors, or to other qualified persons. For example, the Department of Education of the State may carry out these succeeding steps, if their facilities and instructors are to be used extensively in the program. The State civil defense training staff may be temporarily re-organized to implement these later steps in a program.

### Reporting and Review Systems

To the extent that these responsibilities are assigned to persons other than the one responsible person named in step one, the assignment should include reporting and review systems for all subsequent steps. For all subsequent steps, progress records should be maintained by the person with the primary training responsibility within the State.

### Construction of Details for Specific Parts of Training Program

Step nine in developing a training program would consist of constructing the details of the training methods and standards for the specific parts of the required training program. These decisions would be made by the persons assigned in step eight to the specific parts of the program.

A first detail to be decided upon in step nine is the particular trade-off that is to be made for each part of the training program between student selection criteria and specific training subject matter.

Second, it is necessary to program the specific subject matter as lessons and to predict the time required for each lesson.

The next detailed decision to make in step nine is to develop and program lesson and course achievement tests, with explicit statements as to test outcomes that will be taken as indicating successful completion of the training. It may, then, be necessary to modify the lesson breakdown decided upon, above, to allow time for these tests. Such tests are

important sources of motivation to students, if results are given to them promptly. These tests are, also, necessary to step thirteen, which is concerned with evaluating the training program with respect to the immediate training objectives of step five. If appropriately designed and administered, achievement tests are useful, also, for refresher training.

The next detailed decision required in step nine is a description of the training aids, devices, simulators, and facilities that are required for each part of the training program. This description should include any associated equipment or supplies. Further, it would be explicitly stated whether these training materials are or are not expendable. The use of certain training aids may require further modification of the lesson breakdown for specific parts of the training program.

On the basis of these decisions, it is, then, possible to predict the total number of students that can be expected to attend each training session and to set minimum and maximum values for this number.

The next step within step nine is to predict the kinds and number of instructors required for each training session.

The final part of step nine is, then, to specify the technique that will be used to motivate the trainees.

Some motivation can be achieved as orientation material "written into" the training. A more useful form of this type of motivation is to adapt the training material to the interests of the students, that is, to provide intrinsic motivation in the training material, itself, by including

realistic problems faced or to be faced by the students in their assigned civil defense duties.

The direct motivation that the training will improve the student's ability to do his assigned job is relatively difficult to apply in civil defense, where job performance may be removed in time and may occur rarely, if at all. However, in natural disaster applications of the same or similar tasks, this direct relationship between training and performance is more readily perceived.

A source of motivation that has been effective within civil defense is to introduce and carry out a training program with the explicit and full backing of the entire civil defense organization and of other organizations that contribute to the program. This method should be applied with emphasis and on a continuing basis. This backing should, if it is to be effective, include, not only understanding, but also appropriate financial and time allowances to the participants in the program.

Commitment of Training Resources and  
Scheduling of Training for Specific Parts  
of Training Program

Upon the completion of step nine, with its detailed decisions as to training methods and standards, it would be possible, as step ten, to commit the resources required by the specific training programs and to schedule the conduct of the training. In making resources commitments, reference would be made to particular resources located as available in

the training resources assessment made in step six and to particular resources acquired as a result of action initiated in step seven, if it had been decided that additional resources were needed and were to be obtained to implement the preferred training methods.

#### Scheduling and Conducting Specific Related Manpower, Information, or Other Programs

For some specific parts of the training program, an eleventh step may be desirable. This step would consist of scheduling and carrying out any required information, manpower, or other related programs. The general form and content of these programs was determined in step seven.

It may be necessary at this step to conduct a relatively extensive supporting program to recruit and/or classify appropriate manpower for training. Such a manpower program may require the backing of a public information program. Or, it might be desirable to publicize a particular training program as a means of educating the public concerning current civil defense efforts.

Since such supporting programs are, in a broad sense, a part of training, they can be planned as the details of the training program emerge and they can be scheduled and conducted after the details for specific parts of a training program have been developed, as in step nine. Thus, any information disseminated officially will be consistent with the training and will further the training effort. Manpower or recruiting efforts must be



based on the details of the trade-off made in step nine between selection and training.

Also, the schedules for such related programs cannot be set up firmly until the results of step ten are known, that is, until resources are committed and training schedules are fixed. A long delay between a recruiting or information program and a training program is, of course, to be avoided.

### Conduct of Training

Step twelve would, then, consist of conducting the actual training, according to the schedules set up in step ten, with the resources committed in step ten, and with the support of any required manpower, information, or other related program scheduled and carried out as step eleven.

It is critical to the success of the training program that preceding steps be fully completed before initiating the training, itself. Adequate preparation at this point affects, not only time and costs required for the training, but also the efficiency of the training from both the instructors' and the students' point of view.

### Evaluation of Training Program

The last step in developing and implementing a training program would be to evaluate the program with respect to the standards or immediate training objectives and priorities stated in step five. All evaluative data should be collected by the State training officer, named in step one.

The most appropriate method of evaluation would be to initiate, as step two, a second review of the training program since the "current status of training" would now be modified as the result of having implemented this training program. This review would carry through the framework of steps three, four, and five to reach revised estimates of the distance between the actual training status and the desired training status for each organizational and position title, described in step three, assuming no change in the criticality of the missions and tasks, described in step four, for the persons who were judged in step five to require training most urgently. If relative training priorities were established in step five, the evaluation would, also, consider to what priority level the training program had proceeded.

Of course, this review of steps three through five may lead to setting up revised training objectives. Most simply, these revised objectives may call for conducting additional training sessions to reach more persons. In some situations, the revised objectives may call for modifying the content or methods of training to train more appropriately the persons who urgently require the training. In this manner, any one training program should be allowed to set up a continuous training cycle in the State.

Depending upon the results of this over-all evaluation of the training program, step one may be affected, in that changes may be made in the civil defense training organization for the State as required by modified training objectives. If training objectives in the near future are to be

extensions or slight modifications of the current program, these changes in step one may be in the direction of making more permanent the specific assignments of step eight.

The results of this evaluation may affect the manpower program or the public information program. The particular civil defense organizational subsystems related to the subject matter of the training should be fully informed of the outcome of this step, especially as it may affect their planning, organization, manning, training, or operations.

The thirteen steps described in this training plan may be organized into a check list to evaluate a training program while it is in progress, by noting problems encountered in completing the steps and by noting adequate completion of each step. Especially if, in step eight, parts of the program have been assigned to different persons, such a check list should be maintained by the training officer responsible for the over-all program.

For each step in this plan, time and cost information may be collected and recorded to evaluate the program and to guide future programs. This data would, preferably, be broken down to represent different parts of the program and different sources of assistance.

Evaluation may consist of measures applied to each part of the training program when it is completed. In step five, a list was made of the persons who would require training. At this point, it is possible to note how many of these persons successfully completed the training, according to an attendance criterion or by criteria of adequate performance on tests,

if these were set up and applied. Because there is often modification of judgment during the course of applying a training program, the list, itself, would occasionally have to be modified. Also, there is often a need for a negative evaluative value, of how many persons successfully completed training where that training had not been judged to be relevant to their civil defense tasks and of how many persons who would benefit from the training did not successfully complete the training.

More relevant evaluation would be possible by means of job proficiency tests for those tasks or missions considered in the training program. These tests might be considered as preplanned parts of one or more civil defense tests.

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