

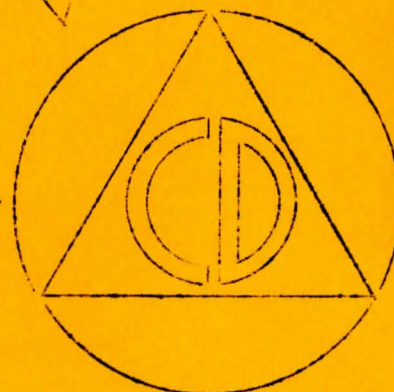
I O W A

CIVIL DEFENSE

S T A F F O F F I C E R S M A N U A L

JUNE 1958

P R O P O S E D



CIVIL DEFENSE
STAFF OFFICERS MANUAL

STAFF OFFICERS MANUAL

Prepared by
William L. Rice Major U.S.A.R.
Member Planning Staff

IOWA SURVIVAL PLAN PROJECT

JUNE 1958

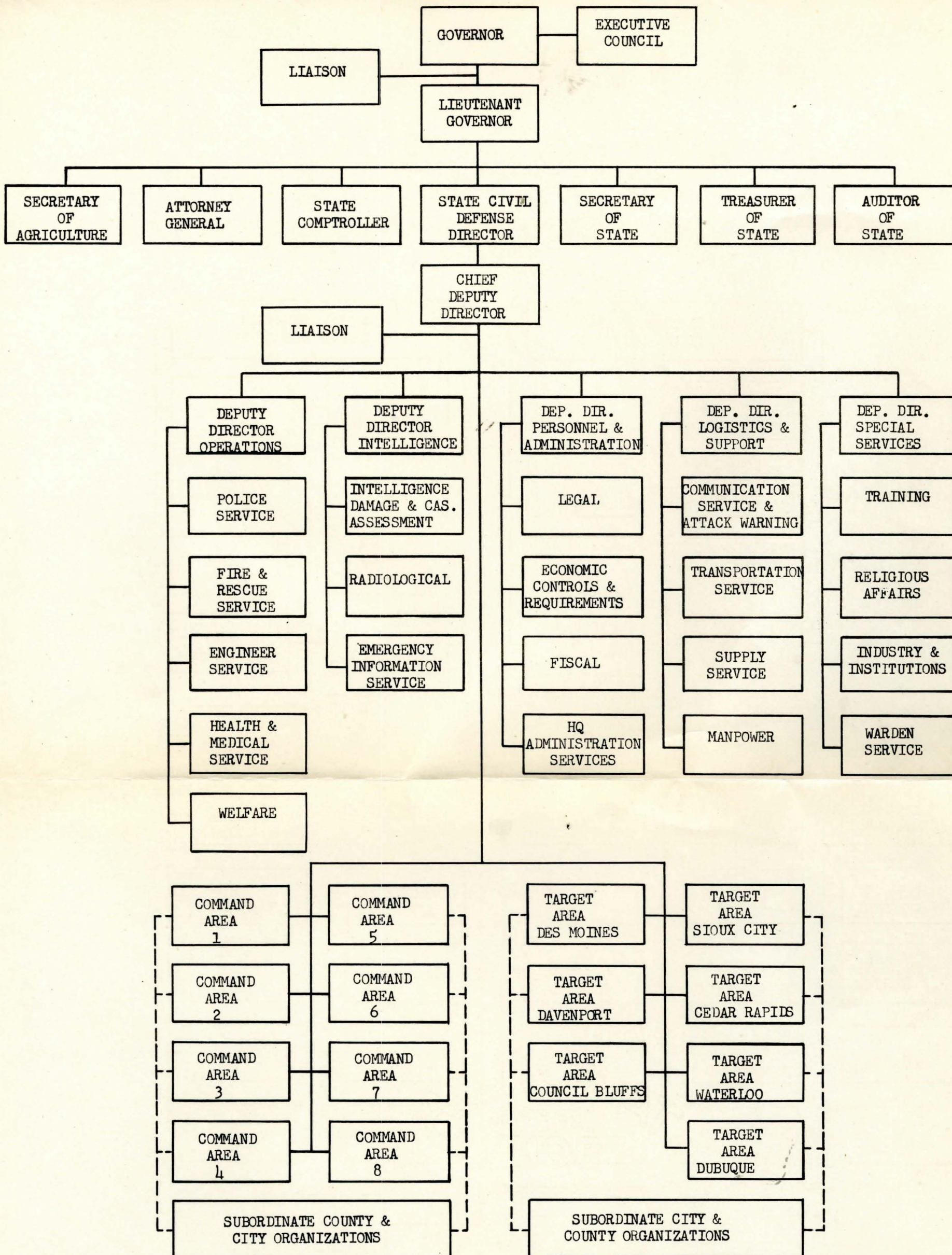
IOWA STATE TRAVELING LIBRARY
DES MOINES, IOWA

CIVIL DEFENSE STAFF OFFICERS MANUAL

CONTENTS

<u>Section</u>	<u>Pages</u>
I General	1
A. Purpose and Scope	1
B. References	2
C. Definition of Special Terms	2
D. Abbreviations	3
II The Civil Defense Director and his Staff	
A. Basis of Staff Structure	3
B. Responsibilities	4-6
C. Definitions and General Functions of the Staff	7-9
D. Completed Staff Action	9-14
E. Staff Duties and Responsibilities	14-18
F. Staff Qualification on Ethics	18-19
G. Staff Authority	19-21
H. Staff Supervision	21
III Organization of the Iowa Civil Defense Headquarters	
A. General	21
B. Subdivisions of the Staff	22
1. Iowa State Civil Defense Organization Staff	22
2. Staff Organization of Services	22-23
3. Staff Actions	23
4. Staff Channels	24-25
5. Liaison	25-26
6. Staff Organization and Strength	26-27
7. Staff Organization at Lower Levels	27-28
IV Control Centers General Provisions	
A. Location	29
B. Administration Service Control Center Responsibilities	29-31
V Control Center Staff: Actions on Alerts	
A. General Action	31
1. Normal Readiness	31-32
2. Strategic Alert	33-34
3. Tactical Warning	34-35
4. Attack Imminent	35
5. Post Attack	35
Appendix I State Civil Defense Organizational Chart	
Appendix II Tentative Table of Organization	
Appendix III Iowa Civil Defense Control Center Locations	

4-1-64 Governor's Office Secretary



CIVIL DEFENSE STAFF OFFICERS MANUAL

I

GENERAL

A. Purpose and Scope

1. This manual is a compilation of principles, procedures and information to be used as a guide by Iowa Civil Defense Directors, Commanders, Chairmen and their staffs.

2. Except when a different meaning is expressly indicated, the provisions of this directive apply particularly to the Iowa State Civil Defense Director and his immediate staff. However, this manual should be used as a guide insofar as applicable by Civil Defense Directors, Commanders, Chairmen and their staffs at all levels of command.

3. Instructions and information contained in this manual are based on, and are intended to be fully consistent with the provisions of the Iowa Civil Defense Operational Plan. However, when in any particular there is or seems to be any inconsistency between the two, the provisions of said plan shall take priority over those of the Manual.

4. The duties of staff officers are considered here only in their relationship to other members of the staff. The general operational duties of the several categories of Civil Defense forces are described in various other Federal, State and local Civil Defense Publications.

5. Information contained in this Manual represents current

policies. Policies are subject to change or modification, which will result in the publication of changes to this Manual. Users of this Manual are requested to submit recommendations for corrections or changes directly to the Deputy State Civil Defense Director, _____ Des Moines, Iowa.

B. References

1. Iowa State Civil Defense Operational Plan 1958 (hereafter referred to as "IA-CDOP").
2. Proposed Iowa State Civil Defense Act 1958.
3. Department of Army Field Manual, Staff Organization and Procedure - FM 101-5 November 1954.

C. Definitions of Special Terms

1. Civil Defense Director. Unless preceded by echelon designation (e.g. State Command Area etc.) the term Civil Defense Director (or "CDD") is used herein in a general sense and indicates the State Civil Defense Director, the various Command and Target Area Directors, County Civil Defense Chairmen and Municipal Civil Defense Directors.
2. Civil Defense forces, being civilian in character, do not recognize the technical distinction between "officers" (commissioned and/or non-commissioned) and "unrated personnel" generally observed by the military services. Throughout this Manual, the term "officer" is employed in its general, dictionary sense of "one who holds a position of authority or command", as distinguished from clerical personnel, drivers, messengers,

workmen, etc., who bear no responsibility except the performance of the various tasks assigned to them by the "officers" exercising command and/or authority over them.

D. Abbreviations. As used herein the following special abbreviations have the respective meanings indicated:

SCDD. State Civil Defense Director

CDSCDD. Chief Deputy State Civil Defense Director

CDD. Civil Defense Director (see section C-1 herein)

DCDD. Deputy Civil Defense Director

DCDDO. Deputy Civil Defense Director Operations

DCDDI. Deputy Civil Defense Director Intelligence

DCDDL. Deputy Civil Defense Director Logistics and Support

DCDDPA. Deputy Civil Defense Director Personnel and Administration

DCDDSS. Deputy Civil Defense Director Special Services

C/A. Command Area

T/A. Target Area

SOP. Standard Operating Procedures

TA-CDOP. Iowa Civil Defense Operational Plan (1958)

II

THE CIVIL DEFENSE DIRECTOR AND HIS STAFF

A. Basis of Staff Structure

1. The structure of the staff is based on the primary

functions of the Director or officer.

a. Each function is assigned to a single section of the staff, although a section may have several assigned functions.

b. Responsibilities assigned to each section of a staff are specific.

c. Responsibility to the "director or officer" for a function is commensurate with the authority necessary to perform the function.

d. Authority for action is delegated to those responsible for performance, within limits of general policies established by the Director or officer.

e. Within a staff, no member is responsible to more than one immediate superior.

f. The number of individuals immediately supervised or commanded by a single superior is limited to those whom he can effectively supervise and coordinate.

g. The tendency ^{of} to over-staff must be firmly controlled.

h. Channels of Command are not violated by staff units.

i. Senior officials should exercise control through attention to policy problems of exceptional importance rather than through review of routine actions of subordinates.

j. Each member of the organization from top to bottom knows -- to whom he reports; who reports to him.

B. Responsibility

1. General. Only one line of responsibility should extend

to any position in the organization. One person may occupy two or more quite separate positions, but one position should not be made responsible to more than one other position. Several people can work together in preparing a plan, but only one person can be made responsible for carrying out the plan. Cross contacts can be provided for by simple and easily understood rules established by agreement between the seniors to the positions which are involved in the cross contacts. The most inclusive rule permits any member of the organization to make cross contacts without limitation provided only that he keep his immediate superior informed regarding such contacts. Especially this should be observed on matters for which the superior may be held accountable by those senior to him.

The relation between line or operating sections and between staff or advisory sections is made clear without the use of dotted lines or such ambiguous terms as "functional control" by the adoption of the following concepts:

a. Staff positions designated "Deputy to" a director, act on the director's behalf and by his direction on matters for which the director is responsible. The "Deputy" is regarded as part of the director's position; directions or decisions made by the "Deputy" are regarded as emanating from the director and are his responsibility and authority.

b. Staff positions providing auxiliary services are made responsible through single lines of responsibility for giving advice or assistance wherever or whenever required by

any part of the organization.

2. Command Responsibility

a. At each echelon of command the Civil Defense Director (CDD) alone is responsible to higher authority for all that his organization does or fails to do. He may delegate certain (or conceivably all) of his powers, duties and functions to subordinates within his command, who thereupon become responsible to him for the execution thereof; but he does not thereby relieve himself of his responsibility therefor to his own superiors.

b. The Civil Defense Director discharges his responsibility through the Civil Defense Chain of Command. He is assisted in this function by a Chief Deputy Director and by (Deputy Directors and/or Assistant Directors when provided in the organization plan of his unit) a staff organization.

c. The Civil Defense Director at any echelon holds each subordinate Civil Defense Director responsible for all that the subordinate unit does or fails to do. All orders from a higher to a subordinate unit are issued by the Civil Defense Director of the higher unit to the Civil Defense Director of the next subordinate unit. Bypassing this Chain of Command is resorted to only in urgent situations; in any such instance both the CDD issuing the order and the CDD receiving it must notify their superiors and intermediate CDD's of its contents as promptly as possible.

C. Definitions and General Functions of the Staff

1. The staff of any Civil Defense organization consists of the officers who assist the CDD in his exercise of command. The CDD and his staff should be considered as a single entity.

2. The Staff Officer must have a thorough knowledge of the CDD's policies. In cases for which no policy has been established, he initiates action to secure a policy.

3. Command of the staff is exercised by the CDD, but may be supervised and directed by the Chief Deputy Civil Defense Director (CDCDD). In any organization whose organizational plan includes an executive officer and/or assistant directors, the latter assist (s) the CDD and CDCDD by supervising and directing the activities of all or certain of the services composing the staff.

4. There are five broad functions of any staff officer at each echelon. Regardless of the mission these are as follows:

a. Provide Information. The staff presents to the CDD that information which he requires to keep abreast of the current situation, and to form the basis of sound decisions. Staff officers receive information from personal observation, from the Director, from other staff officers, from research of files, records and reports received from subordinate, adjacent, supporting, and higher headquarters. Information is analyzed and condensed to present only significant facts. The CDD must not be burdened with a mass of undigested or irrelevant

information.

b. Make Estimates. Staff analyses, or estimates, provide the CDD additional material for his own estimate of the situation. These estimates are the basis for staff recommendations. Staff officers must continually revise their estimates as new information is obtained. These current analyses permit anticipatory planning.

c. Make Recommendations. Staff officers usually present advice to the CDD in the form of recommendations. Staff officers must arrive at and present their recommendations objectively. It is sometimes difficult for a staff officer to recommend action which is distasteful for his section or for him personally. Nevertheless, the CDD must be informed of the advantages and disadvantages of each course of action from the viewpoint of the entire organization so that he can arrive at a proper decision.

d. Prepares Plans and Orders. Each staff section prepares details of the plans of the CDD, translates his decisions and plans into orders and Standard Operating Procedures (SOP's) and causes such orders and SOP's to be transmitted to subordinate, adjacent, supporting and higher headquarters.

e. Supervise. The staff insures understanding and proper execution of orders. The staff supervises to make certain that the CDD's policies, decisions and intentions are carried out. Supervision is effected by the use of staff

visits, staff inspections, reports of staff officers, and by study and analysis of reports.

An analysis of the applicability of the five general functions of a staff officer indicates that all are applicable to all levels of command and pertain to training on administrative missions as well as to tactical situations. Emphasis will shift, and scope will vary, but the functions are performed at all echelons.

D. Completed Staff Action. Much has been written on the theory of completed staff action. The important things to understand about completed staff action are what it accomplishes and how it is obtained. Completed staff action results in maximum conservation of the CDD's time. This is the objective. The price paid in terms of extra work for the staff officer is considered reasonable. Completed staff action is based on foresight and accomplished by means of complete coordination. A discussion of coordination leads us directly to a consideration of many of the common procedures with which a staff officer must become familiar.

1. Written Communications. The written communications with which the staff officer is most frequently concerned are memorandum, letters, messages and staff studies. Operation and administrative orders are vitally important forms of written communications. These orders are normally published prior to operations. However, when time is limited, orders are issued in fragmentary form either verbally or in writing,

and the formal orders are prepared as a record of the operation. The ability to write well and to use written instruments properly in the conduct of staff work is an asset well worth developing.

2. Staff Briefings. One of the best means of keeping the CDD and staff informed of the current situation and major problems facing the organization is by means of staff briefings. Briefings are not designed for the purpose of settling issues, planning or solving problems. They are a means for rapid, verbal dissemination of the same information to several different people. Occasionally, however, command decisions will be made at staff briefings. Staff officers attending should take notes on pertinent portions of the briefing, and all staff officers should be prepared at all times to present a briefing on the activities of their own section.

3. Conference. Staff conferences are valuable to the CDD for furthering cooperation and coordination on any matter. A successful conference is the result of proper preparation and proper guidance. Preparation includes a stated specific purpose, selection of and informing the persons to attend, and determination of an agenda for the conference. Proper guidance of the conference requires skill to obtain adequate participation and coverage of essential points to attain the stated purpose. The staff conference should provide the opportunity for the exchange of ideas and information and

provide for attaining common progress. While staff conferences are valuable, they must be judiciously used. Too many conferences will waste the time of many staff officers. Usually the Chief Deputy Civil Defense Director will reserve the authority to call a staff conference.

4. Staff Message Control. Staff message control is an important service, provided by the Communication Service Message Center Division, to the staff, and relieves the staff of burdensome administrative detail. Staff officers should exercise care not to compromise control measures which have been established.

5. Policy File. A Policy file is a summary of the current policies of the CDD and higher headquarters, and of basic operating principles for the staff section maintaining the file. It covers a variety of activities of interest to a staff section and is based on existing orders, on experience and on past decisions of the CDD. The policies may be in the form of brief notes, plans, studies or directives. They should be kept up to date, tabbed or indexed, and kept in a looseleaf book or filing case. The file changes with CDD's and conditions. The maintenance of a policy file speeds up operations and provides a means for the rapid indoctrination of new members of the staff section concerned.

6. Standard Operating Procedures (SOP). The Standard Operating Procedures (SOP) is a set of instructions giving methods to be followed by a particular division or branch in performing certain operations, both tactical and adminis-

trative which the CDD desires to make uniform and routine. An SOP has the status of an order. The development, maintenance and careful use of an SOP can assist greatly in coordination, reduce the necessity for repeating routine instructions, and do much to contribute to smooth running operations.

7. Coordination Checklists. A coordination checklist is a list of the functions of each staff section and the agencies with which coordination is required. Every staff section should develop and maintain such a checklist.

8. Records, Maps and Reports

a. Records. A system of staff section records is essential in order to have information available for the CDD and staff, for higher and lower headquarters and for the staff section historical record.

b. Journals. The journal is the official chronological record of events affecting a division branch or staff section. The amount of detail recorded in journals will vary with the personnel available in the staff section and the operations being conducted. The minimum detail necessary to fix the time or other facts concerning important events is the ideal. Important incidents are recorded as they occur, such as the time of receipt or transmission of important messages, visits of higher directors and staff officers, purpose, subjects and conclusions of command conferences, a brief synopsis of written messages or orders including refer-

ences as necessary to maps, wire circuits and similar data should be entered in the journal file. Oral messages should be reduced to writing and entered in full when practicable. The assembled journal of the staff section should form a complete record of the operations of an organization for a given period. At the close of each day, a summary of important events and the plans for the following day should be entered after the last item. The summary should include particularly the reasons "why" behind decisions and happenings.

c. Situation Maps. A situation map is a graphic presentation of the current situation. Each staff section and division should keep a situation map posted to date showing the dispositions and activities which concern the section or division.

d. Reports. Reports are essential to the effective control of all aspects of Civil Defense operations. CDD's and especially those at higher echelons, rely heavily on reports for the information they need to make decisions, and to determine whether or not events are proceeding according to plan. For these reasons, the design of reports is of considerable importance to an organization. Requirements for reports must be determined after carefully balancing the value received against the burden imposed on reporting organizations. Reports should be kept to a minimum, both in number and in scope, consistent with the need for partic-

ular information. To this end, all requirements for reports must be critically examined initially and re-examined periodically.

e. Reference Data. Efficient planning and conduct of operations require accurate and up-to-date reference data. Each staff section and division at every echelon must accumulate pertinent reference data of all types. It is vital to both current and future operations that this information be accumulated in usable form on a continuing basis.

f. Allocations and Priorities. An allocation is an apportionment of a definite quantity of supplies, space, services, personnel, or productive facility for a specific use. A priority is a ruling which establishes precedence. The primary consideration in the determination of priorities is the "mission". Priorities can be and are changed, depending on changes in the situation as they affect the accomplishment of the mission.

E. Staff Duties and Responsibilities

1. Chief Deputy Civil Defense Director (CDCDD). The Chief Deputy Civil Defense Director is the principal coordinating agent of, and advisor to the CDD. He supervises and directs the staff to achieve unity of action. He may transmit the decisions of the CDD to appropriate staff officers for preparation of the necessary orders, or he may transmit the decisions in the form of orders directly to those who execute them. He informs the appropriate staff

officers of the orders he issues directly to lower CDD's.

He performs the following specific duties:

a. Formulates and announces policies for the general operation of the staff.

b. Supervises, directs and coordinates the work of the Deputy Directors and the Chiefs of services. This includes:

(1) Activities between sections within the staff sections and services.

(2) Relations between staff and service.

(3) Relations between staff and services and other agencies and lower echelons of the Civil Defense Organization.

c. Keeps the CDD informed on the situation relative to the Civil Defense Organization as to strength, morale, training, equipment, supply, etc., and general effectiveness.

d. Represents the CDD when authorized to do so.

e. Receives decisions from the CDD and takes the following action:

(1) Makes such additional decisions as may be required or directed by the CDD, and gives necessary instructions to the staff in furtherance of these decisions.

(2) Allots the detailed work of preparing plans and orders, coordinates the resulting drafts and submits them to the CDD for approval.

(3) Alerts lower echelons and services concern-

ing the plan of the CDD.

f. Insures that all instructions published to the organization are in accord with policies and plans of the CDD.

g. By personal observation, and with assistance of the staff insures orders and instructions of the CDD are executed.

h. Continuously studies the situation with a view to being prepared for future contingencies.

i. Reviews staff section reports prior to submission to CDD, and forwards the required copies to higher headquarters.

j. Requires all staff officers to inform him of any information or recommendations given directly to the CDD, and any instructions they have received directly from the CDD.

k. Secures from the CDD, information, recommendations and instructions received or given as a result of the CDD's contact with higher and subordinate CDD (s).

1. Insures establishment of liaison where necessary.

2. Deputy Civil Defense Directors for Operations, Intelligence, Personnel and Administration, Logistics and Support and Special Services.

a. These Deputy Civil Defense Directors are organized as a staff group, composed of staff sections corresponding to the major functions of the Civil Defense organization.

b. The Deputy Directors are concerned with the formulation of policies, preparation of plans and with the coordination and supervision for the CDD of all activities pertaining to their respective functions. They are in the strictest sense of the word advisors to the CDD and they must keep themselves free for continually estimating the situation and for planning. They must not allow themselves to become engrossed with the operations of the Services, lower echelons and activities which are functions of CDD's and other staff officers.

c. This staff implements the decisions, plans and policies of the CDD, by formulating and issuing orders in the name of the CDD to subordinate echelons.

d. This staff must function as a single coordinating staff. Although each Deputy Director is charged with assisting the Chief Deputy Director in the coordination of activities within a specified field, there is much overlapping of these activities. Where overlapping is extensive definite responsibilities must be assigned to each staff section by the Chief Deputy Director, including the assignment of the staff section with primary responsibility for coordination. Coordination and the prompt interchange of information among the staff sections are essential.

e. Although staff officers are responsible directly to the Chief Deputy Director, they are frequently consulted individually or collectively by the CDD. The Chief Deputy

Director frequently may require a Deputy Director to present information, estimates and plans directly to the CDD.

F. Staff Qualifications and Ethics

1. A basic factor in the selection of a staff officer is his background and training with relation to the service or function to which he is to be assigned. Leadership, executive ability and management ability are manifest to varying degrees in the best staff officers. Such abilities are required at all echelons in the staff. A staff officer must have a working knowledge of the capabilities of the various services which make up the organization. He must be able to recognize, evaluate and judge events which are critical to the accomplishment of the over-all mission. He must thoroughly appreciate the problems of the subordinate directors.

2. A good staff officer must have a basic understanding of human relations and a personality which enables him to deal with people on a friendly yet business like basis. He should develop a set of convictions and standards and should have the loyalty to himself and sufficient courage of his convictions to defend them in the presence of his superiors. Once a decision is made, however, the staff officer must loyally and steadfastly support the decision, regardless of his personal convictions, until the mission is accomplished or changed. Loyalty takes a third direction, also. Every staff officer must have and demonstrate loyalty to his

own subordinates and to the subordinate elements of his organization.

3. Tact is another important characteristic of a good staff officer. It assists him in his official relationships with other staff officers and with the Civil Defense Directors of the various echelons of the Civil Defense organization. Staff officers foster proper relationships between the staff and the Civil Defense forces at large by personal acquaintance with subordinate CDD's and their staffs; by timely and sufficient visits to learn first hand the problems of subordinate command so that needed assistance may be furnished, and by a genuine concern for the welfare of the Civil Defense forces and the public generally. Unselfish, unassuming conduct on the part of a staff officer wins confidence and support for the entire staff; an ostentatious, domineering manner on the part of a single staff officer creates resentment against the entire staff.

4. Staff officers must be realistic -- they must be guided by intelligent evaluation of available information of the situation as it actually exists, not by what they believe the CDD wants to hear.

G. Staff Authority

1. A staff officer as such has no command authority except over the members of his particular service, division, branch or section. He may, however, be authorized to issue

to subordinate units orders or directives in the CDD's name, when operating within clearly established policies and decisions. The extent to which a particular CDD authorizes his staff to act for him in this regard depends on the ability, training, and judgment of his staff officers, and upon the CDD's personal inclination toward delegation of authority. Customarily the CDCDD and executive officers and assistant directors, if any, are authorized to issue such orders freely, assuming the role of the CDD's "alter ego", whereas the service Chiefs and other staff officers are permitted to issue orders in the CDD's name only after consultation with one of the officials named above, or in pursuance of clearly defined SOP's or previously expressed directions on the same subject.

2. When the CDD has decided upon a definite course of action or has adopted a plan, it is the duty of the staff to prepare and issue the necessary orders and to supervise their execution. When a staff officer issues an order in the name of the CDD, responsibility for such an order rests and remains with the CDD even though he may not have seen or heard the order as actually issued.

3. The above principals apply to the staff authority only. An officer who "doubles in brass" as a staff officer and also as the "Commander" of an operational unit issues orders to the latter by virtue of his command authority.

H. Staff Supervision

1. Staff supervision is the process of making the CDD's plans, policies and desires known to and understood by other staff officers and subordinate CDD's and staffs.

2. Staff supervision includes the interpreting of plans and policies; the furnishing of assistance to elements of the command in the implementation of command directives and in overseeing their execution; and through regular visits, inspections and reports; ascertaining the extent of compliance so that the CDD may be fully informed and properly advised.

III

ORGANIZATION OF THE IOWA CIVIL DEFENSE HEADQUARTERS

A. General

1. Under the provision of the "proposed Iowa Civil Defense Act", the Governor is the controlling head of all Civil Defense activities in the State of Iowa.

2. The State Civil Defense Director of Iowa is the official primarily responsible for the administration of the "proposed State Civil Defense law" under the Governor's supervision and control.

3. The organizational plan for the State Civil Defense Headquarters provides for a Chief Deputy Civil Defense Director (CDCDD), Deputy Directors for operations, intelligence, personnel and administration, logistic and support and special services. It does not provide for an executive

officer.

B. Subdivision of the Staff

1. The Iowa State Civil Defense Organization at State level is made up of a staff which is divided into five general categories. These staff members report directly to and are supervised by the SCDD and/or CDCDD personally. These include: (see Appendix I)

- a. Deputy Director Operations (DCDDO)
- b. Deputy Director Intelligence (DCDDI)
- c. Deputy Director Personnel and Administration (DCDDPA)
- d. Deputy Director Logistics and Support (DCDDLs)
- e. Deputy Director Special Services (DCDDSS)

2. The various services chiefs of the Civil Defense organization report to and are personally supervised by the DCDD's as follows: (see Appendix I)

a. Deputy Director Operations

- (1) Police Service
- (2) Fire and Rescue Service
- (3) Engineer Service
- (4) Health and Medical Service
- (5) Welfare

b. Deputy Director Intelligence

- (1) Intelligence Damage and Casualty Assessment
- (2) Radiological
- (3) Emergency Information Service

c. Deputy Director Personnel and Administration

- (1) Legal
- (2) Economics Controls and Requirements
- (3) Fiscal
- (4) Headquarters Administrative Services

d. Deputy Director Logistics and Support

- (1) Communication Service and Attack Warning
- (2) Transportation Service
- (3) Supply Service
- (4) Manpower

e. Deputy Director Special Service

- (1) Training
- (2) Religious Affairs
- (3) Industries and Institutions
- (4) Warden Service

3. This organization of the Civil Defense forces generally corresponds to the military concept of a general and special staff, with the five Deputy Directors constituting the "general staff" and the various service chiefs constituting the "special staff".

a. Each general staff section coordinates those aspects of the activities of special staff sections which fall within its particular field or primary staff responsibility. Special staff sections may and will coordinate with more than one general staff section. For example, the Chief of Engineering Services may coordinate with the Deputy

Director Logistics and Support for supplies and with Deputy Director Intelligence for fallout information and with the Deputy Director Special Services in order to repair or rebuild an important industrial plant.

b. The general staff furnishes policy guidance to the special staff. However, this policy guidance is usually worked out in advance with the special staff officers concerned in order to insure that the guidance is all inclusive and flexible enough to permit flexible operations.

c. Special staff officers or their representatives keep the interested general staff sections informed of information or recommendations given or instructions received directly from the CDD and/or CDCDD. Strict adherence to the spirit and letter of this requirement is essential if proper relations are to be developed and maintained between the Deputy Directors and Chiefs of the various services.

4. Channels available in the conduct of staff relationships

a. In the conduct of staff relationship, between higher, lower, adjacent and supporting echelons, there are three channels available to the staff officer:

- (1) Command Channels
- (2) Staff Channels
- (3) Technical Channels

b. Command Channels. Command Channels should be used as little as possible by the staff officer. If necessary authority is delegated to him by the CDD, a staff officer

June 10, 1958

may use Command Channels without further recourse. He may also refer a matter to the CDD for Command action. However, even though Command Channels must sometimes be used, a good staff officer can expedite business, keep Command Channels clear, and foster smooth staff relationships by maximum use of technical channels.

c. Staff Channels. Staff channels are for the conduct of routine staff business, within the limits of the CDD's policies, between staff officers of the same or different echelons. These channels are of the greatest value when a staff officer maintains good relationships with the other staff with which he deals. Free interchange of information among staff officers of various echelons is essential to efficient coordinated planning and operations. Staff officers must consult, confer with, or inform other staff officers at other echelons to assist them in carrying out their responsibilities.

d. Technical Channels. One form of staff channels, commonly referred to as "technical channels", is normally used by the Chiefs of services within the limits prescribed by the CDD to handle routine technical reports and instructions not involving variations from command policies and directives.

5. Liaison. Liaison is that contact or intercommunication maintained between the various echelons and services of the Civil Defense organization to insure mutual under-

standing and unity of purpose and action. It is often aided by exchange of men whose duties are to maintain continuity in the exchange of information and to promote cooperation and coordination of effort by personal contact.

a. Liaison offices usually function under the direction of the Chief Deputy Director and perform liaison functions for the CDD and the entire staff. In cases, however liaison officers handling specialized matters in technical fields function under the direction of the Chief of the service primarily responsible for such matters; e.g., Intelligence Service; Communication Service; Radiological Service, etc.

b. Liaison may be established between supporting and supported services, between adjacent units, from subordinate to higher echelons and from higher to subordinate echelons. Liaison between supporting and supported services, if established is the function of the supporting unit. Liaison between adjacent units is established upon the initiative of adjacent CDD's or upon orders from higher headquarters.

6. Staff Organization and Strength

a. For a chart depicting the organization of the Iowa Civil Defense forces, and the lines of communication and control therein and to lower echelons (see Appendix I hereto).

b. A tentative table of organization showing the approximate strength (including both paid and volunteer

workers) of each of the services and offices comprising the Iowa State Civil Defense Headquarters (Control Center) is attached (see Appendix II).

7. Staff Organization at Lower Levels. Civil Defense Directors at Command and Target Area, county and municipal levels should follow the foregoing staff pattern as a guide in the organization of their own staffs, with such modifications as the circumstances appear to require or render advisable.

a. Although none is specifically recommended or suggested in any particular instance, examples of modifications which may be found desirable, especially at lower levels, include the following:

(1) Eliminating one or more of the positions of Deputy Director and consolidating the various services under those remaining, for example, transferring the services now included under the Deputy Director Special Services, to the Deputy Director Operations, and eliminating the position of Deputy Director Special Services.

(2) Consolidation of two or more services, whose mission and functions are parallel to or closely related, into one service, for example, merging the Legal Service and the Economic Requirements and Controls Service into one service, the Legal and Economic Service.

(3) Transfer of one or more services from the category (or categories) shown (paragraph B-2) to another

(or others) for example, inclusion of Radiological Defense among the operational service rather than among the Intelligence Services.

(4) Shortening, simplifying or stating in terms in more common general use, the name or title by which a particular service, or the Chief thereof, is to be known, for example:

(a) Changing the name of the services known, at State level as the Health and Medical and Radiological Services to the Emergency Health Service.

(b) Changing the title of the officer known at State level as the "Chief of Religious Affairs Services" to the Staff Clergyman.

b. No modification shall be made, however, which would result in altering the essential mission of any particular service, or would remove any important function from any particular service without making another service specifically responsible therefor.

IV

CONTROL CENTERS: GENERAL PROVISIONS

A. Locations. For a list of the normal locations and the primary and alternate relocation sites of the Iowa Civil Defense Control Center, Command and Target Area Control Center see Appendix III.

B. Administration Service: Control Center Responsibilities

1. At the State level and at each lower echelon of command, it shall be the responsibility of the Chief of the Administration Service (or other officer serving in such capacity) and his staff, under the direction of the Civil Defense Director (and under the over-all control of the Governor), to coordinate the execution of the internal arrangement and security of the Civil Defense Control Center, both in its normal location and/or alternate relocation site. The internal arrangement of the Control Center also will include provisions for:

a. A first-aid station, to be manned and operated by the Health and Medical Service, for emergency treatment of staff and operating personnel at the Control Center.

b. A message center, to be manned and operated by the Communications Service for the receipt and dispatch of communications.

c. A transportation service to include the establishment and operation of a motor pool and providing for necessary vehicle repair and maintenance for all vehicles at the Control

June 10, 1958

288046

29

Center, to be manned and operated by the Transportation Service.

d. A repairs and utilities service for operation of utilities system such as repair, maintenance, and preservation of buildings, grounds, roads and walks, and furnishing custodial services, to be manned and operated by the Engineer Service.

2. If local facilities are not available, he will make arrangements with the Welfare Service to feed and lodge the Control Center staff.

3. The Chief Administration Service shall be responsible for the recruitment and training of selected personnel to carry out the Administration Service mission and assisting in the recruitment of personnel for other services and offices, with cooperation and support of Manpower and Training Service.

4. The Chief Administration Service shall organize a sufficient number of radiological defense teams among the personnel of his service, to provide a radiological defense capability, adequate for the protection of personnel, facilities and equipment of the Administration Service.

5. He will coordinate with the Engineer Service the preparation of a floor plan for the location of the various services, staffs, and offices, and with the Communications Service in the location of communications equipment required for the Control Center operations.

6. In general, the Chief of Administration Service shall direct and supervise the organization, guide the operation,

direct and/or coordinate the production and appraise the performance of Administration Service designed to effectively and efficiently carry out this service during Civil Defense emergencies.

V

CONTROL CENTER STAFF: ACTIONS ON ALERTS

A. General Action

1. Normal readiness

a. Normal readiness is that period of time, if any, before an attack warning. During this period drafting, revising and testing detailed plans and preparations for specific actions to be taken in the event of a future Civil Defense emergency should be carried out. All staff officers and personnel should become thoroughly familiar with:

(1) The Iowa Civil Defense Operational Plan in general and with the following elements thereof in particular:

(a) The Basic Plan

(b) Appendix C to the Base Plan Continuity of Government

(c) The specific annex of the service of which they are a part .

(2) If they are members of a staff at an echelon below State level -- the operational plan of that level if such a plan is in existence.

(3) The general policies of the CDD on whose staff they serve, insofar as the same have been established and

announced, either verbally or in writing.

b. To the extent that such action has not already been accomplished, Standard Operating Procedures should be prepared and tested for each service and echelon, during the normal readiness period for automatic implementation in the event of a Civil Defense emergency.

c. Sufficient personnel should be recruited to bring all staff and service components to full strength. Rosters should be prepared for each service and office, separating the personnel thereof into three (3) shifts, one for each normal eight hour operating period. Each roster should list both paid and volunteer workers, indicating in each instance insofar as possible:

(1) Fields of competence

(2) Training status and exercise participation record

(3) Civil Defense duty assignment

(4) Addresses ---home and business -- and telephone number at each place.

d. An alerting pattern for each service and office should be established and made known to all personnel therein.

e. Training programs for each service and office should be established in coordination with the training service. Progressive training and training exercises should be conducted for all personnel.

f. Tables of equipment and allowances should be

established for each office and agency, showing the minimum necessary equipment and supplies needed for operations. This should be coordinated with the Supply Service and arrangements should be made for securing such necessary equipment and supplies. Current inventories should be maintained at all times.

g. In collaboration with the Transportation Service, arrangements should be made for the use of such additional vehicles as will be required by each service and office for transporting the personnel thereof, and needed equipment and supplies, to the primary or alternate Control Centers relocation sites, in the event evacuation from the Normal Control Center is ordered.

h. All services and offices should maintain inventories of resources on a current basis and make continuing efforts to secure new or additional information on resource availability.

2. Strategic Alert (six hours or more)

a. Each service and office will man its component at the Normal Control Center, utilizing "shift" #1 therefor. This shift will activate the Communication System, and take such other actions as are necessary to ready the Civil Defense Organization for emergency operations. "Shifts" #2 and #3 will proceed to the relocation site (or alternate relocation site as determined by the CDD) activate the Communication System and prepare for emergency operation from this location. The CDD will determine and announce for control purposes the

primary and secondary operational control site. The primary site will then assume operational control. Personnel will be adjusted to permit round-the-clock operation at the primary site. Operations at the secondary site will be closed down or operated on a stand-by basis as determined by the CDD.

(1) The shifts activating the relocation sites (or alternate relocation sites) will take with them such essential equipment, supplies, records and maps as are necessary to insure continuity of operations, in the event of the evacuation of the Normal Control Center.

3. Tactical Warning (thirty minutes to six hours)

a. All Civil Defense forces and the general public will be alerted by means of the Air Warning System. Emergency CONELRAD programs will be released.

b. Activation of State and lower echelons Control Center will be ordered. A cadre of key personnel from shift #2 will proceed to the Normal State Control Center and activate the Civil Defense Organization for emergency operations on a stand-by basis. "Shift" 1 and 3 together with the balance of "shift" 2 will proceed to the relocation site or alternate relocation site (as determined by the CDD) and take such actions as are necessary to ready the Civil Defense Organization for emergency operations.

c. Operational control will be transferred from the Normal State Control Center, and at all lower echelons Control Centers, located within the areas to be evacuated, to the

relocation site or alternate relocation site as determined by the CDD.

d. All Standard Operating Procedures (SOP's) which have been developed for this period will be initiated.

e. The staffs of the State Control Center and of all Control Centers located within the Target Areas, will evacuate concurrently with the general population. On arrival at the respective relocation sites, all staff members will report to their assigned component at the relocation Control Center.

4. Attack Imminent (thirty minutes or less). All personnel will take the best available cover or other survival action as prescribed in survival and evacuation plan.

5. Post-attack

a. As soon as the situation permits surviving Control Center personnel will proceed to their designated places of emergency operation duty.

b. All applicable Standard Operating Procedures should be implemented and such other action taken as is appropriate to the post-attack situation and requirements.

CIVIL DEFENSE STAFF OFFICERS MANUAL

TENTATIVE TABLE OF ORGANIZATION

APPENDIX II

NOTE: This computation is based on the concept that each essential position (represented on the various organizational charts in the Iowa Civil Defense Operational Plan) should be manned by three persons, one for each eight hour shift. Under this concept, each Service Chief should have two Deputies (or one Deputy and one Assistant Chief or Executive Officer); and Division and Branch personnel should be allocated in such numbers that either the Chief or Acting Chief is on duty on each shift.

It must be realized that at any given time the total numbers of personnel actually available for the positions listed herein, may be for one reason or another less than shown. Therefore, it is necessary that all personnel be trained for the next higher position, and in depth for the same position, to permit shifting of personnel between positions, and to enable personnel to function in more than one position.

TOP DIRECTION PERSONNEL

1. Governors Office	Governor	<u>1</u>
	Lieutenant Governor	<u>1</u>
	Administrative Assistants	<u>1</u>
	Clerical Personnel	<u>3</u>
	Drivers, Messengers, etc.	<u>6</u>
2. State Civil De- fense Directors Office	State Civil Defense Director	<u>1</u>

	Chief Deputy State Director	<u>1</u>
	Liaison Officers	<u>12</u>
	Clerks, Messengers, etc.	<u>6</u>
3. Office Deputy Director Operations	Deputy Director	<u>1</u>
	Assistant Deputy Directors	<u>2</u>
	Clerical, etc.	<u>6</u>
4. Office Deputy Director Intelligence	Deputy Director	<u>1</u>
	Assistant Deputy Directors	<u>2</u>
	Clerical, etc.	<u>3</u>
5. Office Deputy Director Personnel & Administration	Deputy Director	<u>1</u>
	Assistant Deputy Director	<u>2</u>
	Clerical, etc.	<u>6</u>
6. Office Deputy Director Logistics & Support	Deputy Director	<u>1</u>
	Assistant Deputy Director	<u>2</u>
	Clerical, etc.	<u>6</u>
7. Office Deputy Director Special Services	Deputy Director	<u>1</u>
	Assistant Deputy Director	<u>2</u>
	Clerical, etc.	<u>6</u>
Total Top Direction Personnel		<u>74</u>

OPERATING SERVICES

1. Police Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>15</u>
	Clerical, etc.	<u>15</u>
2. Fire & Rescue Service	Service Chiefs & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>6</u>
	Clerical, etc.	<u>9</u>
3. Engineer Service	Service Chief & Deputies	<u>3</u>

	Division & Branch Chiefs	<u>8</u>
	Clerical, etc.	<u>11</u>
4. Health & Medical Service	Service Chiefs & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>39</u>
	Clerical, etc.	<u>36</u>
5. Welfare Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>12</u>
	Clerical, etc.	<u>12</u>
Total Operating Services Personnel		<u>178</u>

INTELLIGENCE SERVICES

1. Intelligence Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>15</u>
	Clerical, etc.	<u>9</u>
2. Radiological Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>12</u>
	Clerical, etc.	<u>12</u>
3. Emergency Information Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>9</u>
	Clerical, etc.	<u>9</u>
Total Intelligence Services Personnel		<u>75</u>

PERSONNEL AND ADMINISTRATIVE SERVICES

1. Legal Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>9</u>
	Clerical, etc.	<u>9</u>
2. Economic Controls & Requirements	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>21</u>

June 10, 1958

App. 2-3

	Clerical, etc.	<u>21</u>
3. Fiscal Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>9</u>
	Clerical, etc.	<u>27</u>
4. Headquarters Administration Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>18</u>
	Clerical, etc.	<u>36</u>
Total Personnel & Administration Service Personnel		<u>162</u>

LOGISTICS AND SUPPORT SERVICES

1. Communication & Attack Warning Service	Service Chief & Deputies	<u>4</u>
	Division & Branch Chiefs	<u>21</u>
	Clerical, etc.	<u>36</u>
2. Transportation Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>18</u>
	Clerical, etc.	<u>18</u>
3. Supply Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>15</u>
	Clerical, etc.	<u>15</u>
4. Manpower Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>15</u>
	Clerical, etc.	<u>15</u>
Total Logistics and Support Services Personnel		<u>166</u>

SPECIAL SERVICES

1. Training Service	Service Chief & Deputies	<u>3</u>
	Division & Branch Chiefs	<u>9</u>
	Clerical, etc.	<u>9</u>

2.	Religious Affairs	Service Chief & Deputies	<u>3</u>
		Division & Branch Chiefs	<u>3</u>
		Clerical, etc.	<u>3</u>
3.	Industry & Institutions	Service Chief & Deputies	<u>6</u>
		Division & Branch Chiefs	<u>30</u>
		Clerical, etc.	<u>16</u>
4.	Warden Service	Service Chief & Deputies	<u>3</u>
		Division & Branch Chiefs	<u>3</u>
		Clerical, etc.	<u>3</u>
	Total Special Services Personnel		<u>91</u>

RECAPITULATION

Top Direction Personnel	<u>74</u>
Operating Services Personnel	<u>178</u>
Intelligence Services Personnel	<u>75</u>
Personnel & Administrative Services Personnel	<u>162</u>
Logistics & Support Services Personnel	<u>166</u>
Special Services Personnel	<u>91</u>
Total Personnel	<u>746</u>

CIVIL DEFENSE STAFF OFFICERS MANUAL

IOWA CIVIL DEFENSE CONTROL CENTER LOCATIONS

APPENDIX III

Listed below are the normal locations of the Iowa State Civil Defense Control Center, the Command Area and Target Area Control Centers. Also shown are the cities selected as the relocation site and the alternate relocation site of each such Control Center in the event of a Civil Defense emergency requiring such relocation. (In any such emergency, fallout considerations and/or other exigencies may require deviations from the sites listed.)

<u>Control Center Designation</u>	<u>Normal Location</u>	<u>Relocation Site</u>	<u>Alternate Relocation Site</u>
Iowa State Control Center	Des Moines	Ames	Iowa Falls
<u>Command Area Control Centers</u>			
C/A-1	Des Moines	Stuart	Boone
C/A-2	Burlington	Ottumwa	Mt. Pleasant
C/A-3	Davenport	Muscatine	Maquoketa
C/A-4	Cedar Rapids	Iowa City	Oskaloosa
C/A-5	Waterloo	Charles City	Osage
C/A-6	Fort Dodge	Webster City	Mason City
C/A-7	Sioux City	Storm Lake	Spencer
C/A-8	Council Bluffs	Atlantic	Carroll

Target Area Control Centers

T/A-1	Cedar Rapids	Oskaloosa	Iowa City
T/A-2	Council Bluffs	Carroll	Atlantic
T/A-3	Davenport	Maquoketa	Muscatine
T/A-4	Des Moines	Boone	Stuart
T/A-5	Dubuque	West Union	Decorah
T/A-6	Sioux City	Spencer	Storm Lake
T/A-7	Waterloo	Osage	Charles City

Due to space limitation in the relocation cities, it is not contemplated that all personnel who are assigned to the relocated State Control Center (or to a particular Control Center at any

lower echelon) will be able in all cases to operate in the same headquarters' building. Ordinarily it will be possible to house in the principal ("main") building only the Governor and his staff, the Civil Defense Director and his staff, the Chiefs of the various services and such other key personnel as the structure will accommodate and as determined by the CDD. In such event, the remaining members of the respective service staffs - usually under the charge of one of the Service Chiefs (as determined by the CDD) - will be housed in nearby buildings in the same city, or even in adjacent cities and towns as the circumstances require; due provision being made in advance for adequate liaison and communication facilities between the "main headquarters" and the other buildings comprising the Control Center as a whole. The Administrative Chief at each echelon is assigned the duty of correlating the selection by the various Services concerned of such "overflow buildings". In making such selections, if it is necessary to go outside of the city designated as the relocation site, the city selected as the alternate relocation site should be avoided, that city being reserved for occupation by the Control Center as a whole if and when the relocation site becomes untenable.

June 10, 1958

App. 3-2

