

MAINE STATE LEGISLATURE

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Civilian Defense
Maine

STATE OF MAINE
FREDERICK G. PAYNE
GOVERNOR

STATE
1950



CIVIL DEFENSE PLAN

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3 APRIL 1950

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STATE OF MAINE

Frederick G. Payne, Governor

CIVIL DEFENSE PLAN

FOR

MAINE

(First Edition)

Civil Defense and Public Safety Agency
Spaulding Bisbee, Director

3 April 1950

The within plan is within the
purview of Chapter 298 P.L. 1949

John S. S. Fessenden
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Deputy Attorney General

Approved:

Frederick G. Payne
Frederick G. Payne
Governor

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STATE OF MAINE
DEPARTMENT OF CIVIL DEFENSE AND PUBLIC SAFETY
STATE CIVIL DEFENSE PLAN

PART I - THE NATIONAL CIVIL DEFENSE ORGANIZATION

1. The responsibility for Civil Defense planning and direction on the National level has been placed upon the Director of the National Security Resources Board.
2. The Federal Government can be expected to assist Civil Defense organizations in the States by assuming leadership in nation-wide advance planning, and by being prepared to provide material assistance when the national emergency arises.
3. Pending the establishment of a National Civil Defense organization, the Governors of the several states must bear the entire responsibility for the direction of Civil Defense.

PART II - GENERAL

4. CIVIL DEFENSE IS AND MUST REMAIN A CIVILIAN FUNCTION.

The problem is essentially civilian in nature.

POLICY AND PURPOSES:

The purpose of the provisions of this Act is to create a state civil defense and public safety agency within the state of Maine, and to authorize the creation of local organizations for civil defense and public safety in the political subdivisions of the state; to confer upon the governor and upon the executive heads or governing bodies of the political subdivisions of the state the emergency powers provided herein; and to provide for the rendering of mutual aid among the political subdivisions of the state and with other states with respect to the carrying out of civil defense and public safety functions.

It is further declared to be the purpose of this Act and the policy of the state that all civil defense and public safety functions be coordinated to the maximum extent with the comparable functions of the federal government including its various departments and agencies, of other states and localities, and of private agencies of every type, to the end that the most effective preparation and use may be made of the nation's manpower, resources and facilities for dealing with any disaster that may occur.

"Civil defense and public safety" shall mean the preparation for and the carrying out of all emergency functions, other than functions for which military forces are primarily responsible, to minimize and repair injury and damage resulting from disasters caused by enemy

4. (Continued)

attacks, sabotage or other hostile action, or by fire, flood, earthquake or other natural causes. These functions include, without limitation, fire fighting services, police services, medical and health services, rescue, engineering, air raid warning services, communications, radiological, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services (civilian war aid), emergency transportation, existing or properly assigned functions of plant protection and other functions related to civilian protection, together with all other activities necessary or incidental to the preparation for and carrying out of the foregoing functions.

5. THE LAW:

Attached to this plan is the Maine Civil Defense and Public Safety Act of 1949, Chapter 298 P.L. 1949, hereafter referred to as Annex No. 1.
L.R. Civilian Defense

6. POWERS OF THE GOVERNOR:

The governor shall have general direction and control of the civil defense and public safety agency, and shall be responsible for the carrying out of the provisions of this Act, and in the event of disaster beyond local control, may assume direct operational control over all or any part of the civil defense and public safety functions within the state.

In performing his duties under the provisions of this Act, the governor is authorized and directed to cooperate with all departments

6. (Continued)

and agencies of the federal government, with the offices and agencies of other states and with private agencies in all matters pertaining to the civil defense and public safety of the state and of the nation.

In performing his duties under the provisions of this Act, the governor is further authorized and empowered:

I. To make, amend and rescind the necessary orders, rules and regulations to carry out the provisions of this Act within the limits of the authority conferred upon him herein, and not inconsistent with the rules, regulations and directives of the President of the United States or of any federal department or agency having specifically authorized civil defense and public safety functions.

II. To prepare a comprehensive plan and program for the civil defense and public safety of this state, such plan and program to be integrated into and coordinated with the civil defense and public safety plans of federal agencies and with the plans of other states to the fullest possible extent, and to coordinate the preparation of plans and programs for civil defense and public safety by the political subdivisions of this state, such plans to be integrated into and coordinated with the civil defense and public safety plan and program of this state to the fullest possible extent.

III. In accordance with such plan and program for the civil defense and public safety of this state, and consistent with the civil defense and public safety plans, programs and directives of the federal

6. (Continued)

government, to procure supplies and equipment, to institute training programs and public information programs, and to take all other preparatory steps including the partial or full mobilization of civil defense and public safety organizations in advance of actual disaster, to insure the furnishing of adequately trained and equipped forces of civil defense and public safety personnel in time of need.

IV. To conduct such studies and surveys and to take such inventories of the industries, resources and facilities of this state as may be necessary to ascertain the capabilities of the state for civil defense and public safety, and to plan for the most efficient emergency use thereof.

V. On behalf of this state, to enter into mutual aid arrangements with other states and to coordinate mutual aid plans between political subdivisions of this state.

VI. To delegate any authority vested in him under the provisions of this Act, and to provide for the sub-delegation of any such authority.

7. CREATION OF THE STATE CIVIL DEFENSE AGENCY:

Having been deemed advisable by the governor, there has been created within the executive branch of the state government a department of "civil defense and public safety" called the "civil defense and public safety agency." The director of the Civil Defense and Public Safety Agency is the head of the Civil Defense and Public Safety Agency of the State of Maine.

8. THE STATE DIRECTOR:

The State Director has been authorized and empowered to establish and operate such district and area offices as may be necessary.

a. Designation of the Director:

A director of Civil Defense and Public Safety has been appointed by the governor with the advice and consent of the council and he shall hold office during the pleasure of the governor and council.

b. Authority of the Director:

The director, subject to the direction and control of the governor, is the executive head of the civil defense and public safety program for civil defense and public safety. He shall coordinate the activities of all organizations for civil defense and public safety within the state, and shall maintain liaison with and cooperate with civil defense and public safety agencies and organizations of other states and of the federal government, and shall have such additional authority, duties and responsibilities as may be prescribed by the governor.

9. PUBLIC SAFETY COUNCIL:

The public safety council is composed of the following members of the state departments: the insurance commissioner, who shall serve as chairman; the chief of the state police; the commissioner of health and welfare; the adjutant general; the forest commissioner; the commissioner of inland fisheries and game; the chairman of the state highway commission; a member of the Fire Chiefs' Association appointed by said association; a member of the Maine Sheriffs' Association appointed by said association; a field representative of the American

9. (Continued)

National Red Cross and a member of the Maine Medical Association, both to be appointed by the governor and such other persons as the governor and council deem desirable. They shall serve during the pleasure of the governor and executive council. The council shall advise the governor and the director on all matters pertaining to civil defense and public safety. The governor shall be a member ex officio. The members thereof shall serve without compensation, but, other than state officers, may be reimbursed for their reasonable and necessary expenses incurred in the performance of their duties.

10. BASIC CONCEPT OF CIVIL DEFENSE:

- a. The principles of Civil Defense operations are based upon:
 - (1) Self help.
 - (2) Mutual aid at community level.
 - (3) Assistance and support from adjacent municipalities.
 - (4) Assistance from the higher levels of the State Civil Defense organization.
 - (5) Mutual assistance between states.
 - (6) Aid from the Federal Government.
- b. Exclusive control of Civil Defense at the national level by military personnel is undesirable. The problem is essentially civilian in nature.
- c. The State of Maine Civil Defense organization is activated to operate on the principle that it is and must remain a civilian responsibility.
- d. The primary threat against which Civil Defense is organized to

10. (Continued)

- d. operate is that of hostile enemy action against essential industries, vital installations, and the civilian population. Civil Defense is also designed to cope with any disaster resulting from fire, flood, earthquake or other natural causes, or from sabotage.
- e. General evacuation of urban population is not anticipated or contemplated prior to enemy attack.
- f. Limited dispersion of population may become necessary in advance of enemy attack. In such event evacuation of the aged, the infirm and the young from congested industrial or other areas designated by the Governor may become necessary. Disaster from natural causes may require similar action.
- g. Dispersion of population in the event of hostile action is visualized to consist of two phases. The first phase is the evacuation from congested industrial areas of the infirm, the aged and the young, in advance of hostile attack, if circumstances permit.

The second phase is the evacuation of actual casualties from a devastated area, the homeless, and all those persons not essential to the operation of this plan, or of essential industries and vital installations in that general area.

11. ATOMIC ATTACK, ITS EFFECTS AND COUNTER-MEASURES:

- a. A lengthy report upon the entire subject of Civil Defense, as relates particularly to advance planning and organization necessary to deal with the disastrous effects of an atomic explosion upon the civilian population, essential public works, key

11. (Continued)

- a. installations and vital war industries, is completely and adequately covered in "Civil Defense for National Security," a report of the Hopley Committee, hereafter referred to as Annex No. 2. *L.R. Civilian Defense*

This report warrants the most careful study.

- b. The effects of an atomic explosion upon a city in the State of Maine, such as Portland, and the requirements in organization, equipment, relief facilities and medical supplies is simply but impressively related in "Atom Bombing," Headquarters First U.S. Army, 1949, hereafter referred to as Annex No. 3. *L.R. Civilian Defense*

A careful study of this pamphlet will provide municipal planners with specific information of problems that may some day confront them in their own areas.

- c. When an atomic bomb is detonated, the area within 1/2 mile of "ground zero" (the point on the ground immediately below the explosion) may be considered as doomed to total destruction. From 1/2 mile to 3/4 mile, the mortality rate will be almost 70%; from 3/4 mile to 1 mile, the mortality rate will be almost 50%. However, the extent of the destruction, loss of life, and serious injury will taper off rather rapidly thereafter, reaching zero at 2 1/2 miles from "ground zero."

Buildings within 1/2 mile of "ground zero," except for very heavy construction, will be completely wrecked. Houses will be destroyed

11. (Continued)

- c. beyond repair up to 1 mile, they will be seriously damaged between 1 mile and 2 1/2 miles, and will require extensive repairs to render them habitable.

The above is on the assumption that the hypothetical attack is with a bomb no more potent than those used in Japan, but present atomic bombs probably are much more powerful.

- d. How can the State of Maine and its municipalities protect themselves against this appalling menace? Can they be assured of an impenetrable military defense? If not, must they disperse the centers of population and industry, or must they start to dig? Does international control promise security?

In months past, it has been believed that international control and restriction of the use of atom bombs provided the only defense. Since an apparent impasse has been reached in international control, the obligation rests upon government, while continuing efforts in that direction, to pursue every other avenue of defense.

From the military standpoint the most important of these defensive measures appear to be:

- (1) To create effective air defense and naval patrol systems, with the hope of intercepting and destroying any bomb-carrying planes or vessels before they reach our shores.
- (2) To maintain a close surveillance and inspection of incoming cargo ships.
- (3) To develop our military strength to the point where no enemy would dare attack us, even with the advantage of being able to deliver the first atomic blow.

11. d. (Continued)

And from the Civil Defense standpoint the most important of these defensive measures appear to be:

- (1) To plan extensive defense measures that will minimize the effect of atomic bombing and reduce the attractiveness of particular targets. This kind of defense can be further sub-divided into two main types:

- (a) Long-range planning, which would include a program for dispersion, for protective features in new construction, for auxiliary public utilities systems, and for the preparation of shelters on a large scale.
- (b) Planning for municipal action to be taken as a result of a bomb attack. It is this type of planning that is of most concern to State and Municipal planners.

e. Planners of municipal Civil Defense organizations must be realistic. They must visualize the need to provide for the following:

- (1) Establishment of control as rapidly as possible, including provision for alternate control centers and personnel.
- (2) Determination as quickly as possible of:
 - (a) "Ground zero" point, as indicated by the reported perimeter of the area of total destruction.
 - (b) Areas in which operations would be feasible.
 - (c) Amount of assistance to be requested from adjacent communities of higher levels of Civil Defense.
 - (d) Extent of residual radioactivity.
 - (e) Establishment of the "emergency tolerance dose."
 - (f) Determination of available hospital and fire-fighting facilities remaining intact.

11. e.. (Continued)

- (3) Clearance of roads to reestablish communication within the municipality and with other communities.
- (4) Rescue operations.
- (5) Administration of emergency medical aid to survivors.
- (6) Fire-fighting operations and provision for emergency water supply.
- (7) Establishment of adequate police control.
- (8) Mobilization and control of emergency transportation, and evacuation of non-essential personnel.
- (9) Collection, identification, removal and burial of the dead.

f. A few conclusions about effects of atomic bombing are summarized below.

- (1) The blast effect is equal to that of 20,000 tons of T.N.T. (much more in the latest bombs)
- (2) From air bursts, which should be anticipated, the principal casualties are due to burns, gamma rays emanating directly from the explosion, and indirect damage induced by the blast.
- (3) Reinforced concrete gives good protection against all three types of casualty.
- (4) The area of greatest destruction is directly beneath the explosion. Casualties and damage diminish rapidly outside a radius of 2 1/2 miles from "ground zero."
- (5) Residual radioactivity beneath high air-bursts is not sufficient to prevent immediate rescue activities.
- (6) The first and greatest concern must be the rescue and prompt medical treatment of the injured. Emergency hospital beds must be provided on a scale hitherto undreamed of.

11. f. (Continued)

(7) The blood donor program requires the support of every person. It is the most serious problem for medical planners to solve.

PART III - ORGANIZATION OF STATE FOR CIVIL DEFENSE

12. CHAIN OF COMMAND:

The State Civil Defense Director is responsible to the Governor for all Civil Defense activities within the State of Maine.

Similarly, each level of organization is responsible to the Director on the next higher level of Civil Defense.

In order to provide decentralization of direction and to provide for coordination and more effective control, the State of Maine is organized for civil defense and public safety on the county level. County commissioners will recommend to the Governor a suitable person to serve as a County Director.

The duties of the County Director within his county shall correspond to that of the State Director and the county directors shall act under and report to the State Director.

The County Director will organize, train, and keep in a state of readiness those purely Civil Defense agencies which do not function in municipal government in normal times, and should coordinate from a civil defense standpoint the extra training programs and preparedness required for the assumption of additional civil defense duties in emergency by existing municipal agencies.

In time of peace he should be responsible for the planning and preparation for civil defense operations which take place in time of emergency.

In time of emergency, properly declared and proclaimed, he should assume actual direction of all civil defense operations within his county.

The County Director will, at all times, maintain liaison with the representatives of the Maine Medical Association and the American Red Cross chapters within his county.

12. (Continued)

Each County Director shall recommend 5 deputy directors whose duties and responsibilities shall be as follows:

Deputy Director #1

| | |
|---|---------------------------------------|
| Communications Division | Engineering and Public Works Division |
| Transportation Division | Rescue Division |
| Air Raid Warning and Aircraft Observers Division | |

Deputy Director #2

| | |
|---------------------------|--|
| Plant Protection Division | Warden Services Division |
| Fire Services Division | Police Services Division |
| | Mutual Aid and Mobile Reserve Division |

Deputy Director #3

| | |
|---|--------------------------------------|
| Radiological Defense Division | Chemical Defense Division |
| Other Special Weapons Defense Division | Medical and Health Services Division |

Deputy Director #4

| | |
|---------------------|---------------------------|
| Evacuation Division | Civilian War Aid Division |
|---------------------|---------------------------|

Deputy Director #5

| | |
|-------------------------|-----------------------------|
| Legal Division | Public Information Division |
| Administration Division | Training Division |

13. COUNTY HEADQUARTERS:

Headquarters of each County Director shall be situated as follows:

| | | |
|--------------|---|----------------|
| Androscoggin | - | Auburn |
| Aroostook | - | Houlton |
| Cumberland | - | Portland |
| Franklin | - | Farmington |
| Hancock | - | Ellsworth |
| Kennebec | - | Augusta |
| Knox | - | Rockland |
| Lincoln | - | Wiscasset |
| Oxford | - | South Paris |
| Penobscot | - | Bangor |
| Piscataquis | - | Dover-Foxcroft |
| Sagadahoc | - | Bath |
| Somerset | - | Skowhegan |
| Waldo | - | Belfast |
| Washington | - | Machias |
| York | - | Alfred |

Alternate headquarters may be established by the county directors.

14. MOBILE RESERVE BATTALIONS:

The governor is authorized to create and establish such number of mobile reserve battalions as may be necessary to reinforce civil defense and public safety organizations in stricken areas and in accordance with the plans of the federal government. He shall appoint a commander for each such battalion who shall have primary responsibility for the organization, administration and operation of such battalion. Mobile reserve battalions shall be called to duty upon orders of the governor and shall perform their functions in any part of the state, or, upon the conditions specified in this section, in other states.

At present these mobile reserve battalions will be organized in Augusta, Bangor, Lewiston, and Portland.

15. COMPOSITION OF STATE HEADQUARTERS:

The State Director will be responsible for the functioning of State headquarters.

If necessary the staff of the State Director will be organized in the following manner:

- a. Personnel & Administration
 - Recruiting
 - Records
 - Liaison
 - Army
 - Navy
 - Air Force
 - Coast Guard
 - Red Cross
 - Government and civil agencies
 - Public Information
 - Press
 - Radio
 - Television
 - Public Education
- b. Intelligence & Security
 - Police
 - Wardens
 - Chemical
 - Bomb Disposal
 - Traffic Control
- c. Operation
 - Planning
 - Training
 - Fire organization
 - Road clearance
 - Rescue crews
 - Communications
 - Telephone
 - Teletype
 - Television
 - Radio
 - Messenger
 - Emergency Water Supply
 - Civil Defense Battalions
- d. Supply
 - Supplies & Equipment
 - Demolition & Clearance
 - Public Works
 - Gas
 - Electric
 - Power
 - Potable Water
 - Transportation
- e. Welfare
 - Evacuation
 - Registration
 - Transportation of people
 - Emergency Welfare
 - Feeding and Housing
 - Public Health
 - Medical
 - Emergency Medical Services
 - Hospitals
 - First Aid
 - Evacuation of Casualties
 - Collection, identification, registration and burial of the dead
- f. Air Raid Warning
 - Organization
 - Training
 - Observation Posts
 - Warning Devices
 - Reporting System

PART IV - MUNICIPAL REQUIREMENTS

16. MUNICIPAL RESPONSIBILITIES:

Municipal Civil Agencies have two major problems requiring immediate study and solution.

- a. Planning and Survey
- b. Organization and Training

17. MUNICIPAL SURVEY:

A detailed survey of its own municipality must be initiated by each Civil Defense Council without delay.

The purpose of such a survey is to determine all the factors upon which to base a sound Local Civil Defense Plan.

18. MUNICIPAL PLANNING:

The following must be included in all municipal study and planning:

- a. Education of the public covering the whole field of civil defense.
- b. Organization and training of adequate fire reserves.
- c. Organization and training of adequate police reserves.
- d. Provision for emergency fire fighting equipment.
- e. Establishment of emergency static water supply for fire fighting, independent of the normal water supply.
- f. Initiation of a rescue, first aid, and casualty evacuation program.
- g. Organization and training of emergency ambulance crews.
- h. Provision for emergency hospitalization on a basis of 10 emergency beds for each existing hospital bed, or emergency hospitalization for approximately 10% of the population. This is a minimum requirement.
- i. Expansion of blood donor programs to provide a plasma and whole blood supply many times greater than that provided during World War II.

18. (Continued)

- j. Blood typing of the entire population.
- k. A mortuary program to include collection, identification, registration and burial of the dead.
- l. Inventory of heavy duty machinery for road clearance (both governmental and private ownership) and organization of operators into volunteer emergency Road Clearance Crews.
- m. Provision for bomb proof control centers, emergency radio and telephone communication, and emergency light and power supply for these facilities.
- n. A public works program designed to restore and repair water, gas, electric, telephone, telegraph, teletype, and radio broadcasting communications. Inventory and study of critical installations. Detailed planning to provide prompt assistance to minimize damage. Provision for prompt repairs to industries and installations vital to the war effort.
- o. A broadly conceived welfare program which will include:
 - (1) responsibility for dispersion of population
 - (2) evacuation of localities
 - (3) reception, housing and feeding of evacuees.

19. FEDERAL REQUIREMENTS:

Organization of Observation Posts, Air Raid Warning and Filter Stations.

The State Director shall cooperate with the Federal Air Defense Command to the fullest extent.

He shall be responsible to the Governor for securing the necessary personnel for the above as required by the Federal authorities.

20. LOCATION OF STATE HEADQUARTERS:

The main headquarters of the State Director shall be in the State House at Augusta, Maine. Alternate headquarters may be established as the Governor may direct.

Telephone Number - Augusta 1200 Extension 380

21. OATH:

Civil Defense and Public Safety personnel. No person shall be employed or associated in any capacity in any Civil Defense and Public Safety organization established under the provisions of this Act who advocates or has advocated a change in the constitutional form of the government of the United States or in this state or the overthrow of any government in the United States by force or violence, or who has been convicted of or is under indictment or information charging any subversive act against the United States. Each person who is appointed to serve in an organization for Civil Defense and Public Safety shall, before entering upon his duties, take an oath, in writing, before a person authorized to administer oaths in this State.