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FEDERAL CIVIL DEFENSE ADMINISTRATION
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The Clergy in Civil Defense is one of a series of administrative guides prepared by the Federal Civil Defense Administration to assist those concerned with the planning, organization, staffing, and operation of civil defense activities. This guide has been produced under the supervision of FCDA's Religious Advisory Committee.

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UNITED STATES CIVIL DEFENSE

**THE CLERGY
IN CIVIL DEFENSE**



FEDERAL CIVIL DEFENSE ADMINISTRATION

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INTRODUCTION

The leaders of organized religion in the United States are well aware of the tensions and uncertainties of the times. The threat to our national security is very real. Planning against possible disaster does not mean that war is inevitable, but not to plan against it would be negligent folly. The clergy and religious organizations of the country have a definite responsibility to participate actively in such planning and should have a comprehensive and organized role in civil defense in their communities.

While the spiritual resources of organized religion must be considered in relation to the entire defense effort, the maintenance of the normal offices and practice of religion will promote security and spiritual composure for members of the different faiths in the present period of tension. Interrelationships and loyalties within religious groups provide stability and purpose for living in time of emotional stress and uncertainties.

Worship, preaching, religious rites, and the activities of religious groups are especially helpful in preventing panic. In time of an atomic or other attack upon the Nation, the demand upon the religious resources of the country would be unprecedented. The ministry of religious institutions and bodies would be vital in helping families and individuals to return to normal living following an enemy attack, thus strengthening the home front to carry on until victory is achieved.

This administrative guide, *The Clergy in Civil Defense*, has been produced under supervision of the Religious Advisory Committee to the Federal Civil Defense Administration, organized in February 1951, to indicate to the clergy of all faiths their place and function in Nation-wide planning for civil defense. Details of operational techniques will be found in advisory bulletins, technical manuals, and other publications to be released later by the Federal Civil Defense Administration.

The general pattern for the operational services of the clergy outlined in this manual is a standard model for civil defense planning at State and local levels which can be readily adapted to specific local needs and prevailing practices in any community.

The Clergy in Civil Defense is the work of many people, principally the members of the Religious Advisory Committee who are responsible for its planning, writing, and technical accuracy. Members of the Committee are:

Dr. ROSWELL P. BARNES, National Council of the Churches of Christ in the United States of America.

The Very Reverend Monsignor PAUL F. TANNER, National Catholic Welfare Conference.

Dr. NORMAN SALIT, Synagogue Council of America.

Dr. J. M. DAWSON, Southern Baptist Convention Executive Committee.

The Reverend OSWALD C. J. HOFFMAN, Lutheran Church—Missouri Synod.

Several alternates of the Committee have given freely of their time and knowledge, notably the Reverend Robert Brown, National Conference of Catholic Charities; Rabbi Hirsch Freund, Synagogue Council of America; George B. Fraser, Southern Baptist Convention; and Reverend Otis R. Rice, National Council of the Churches of Christ in the United States of America.

Delegates to the Civil Defense Conference of Religious Leaders in Washington on June 13, 1951, reviewed the manual in draft form and assisted in its production with valuable advice. In publishing it the Federal Civil Defense Administration bespeaks the good offices and assistance of the clergy of all faiths in the vital task of organizing United States civil defense.

FUNCTION OF ORGANIZED RELIGION IN THE NATIONAL CIVIL DEFENSE PROGRAM

1.1 The following official statement presented by the National Religious Advisory Committee to the Federal Civil Defense Administration has been approved by the Administrator.

1.2 The National Religious Advisory Committee, formed at the request of the Federal Civil Defense Administrator, has undertaken to advise the Administrator on those aspects of the national civil defense program of particular interest to the public and to religious groups and agencies. The religious advisory committee has also undertaken to set in motion efforts by which the religious groups and agencies of the country, fully informed of the national civil defense program, will undertake such measures as they deem appropriate for the spiritual guidance and maintenance of firm resolution and spiritual composure of their membership in these critical times. In conformity with this stated purpose, the religious advisory committee offers the following proposals to the Federal Civil Defense Administration in preparation for a possible civil defense emergency. In making these proposals it is recognized that some of them have already been put into effect.

Operational Services of the Clergy

1.3 The religious advisory committee proposes that operational services of the clergy be organized in each local civil defense organization.

1.4 To provide these services with a high degree of mobility and effectiveness, it is recommended that the local civil defense director undertake to make available such facilities—transportation, communications, etc.—as are necessary for their specialized operational services.

Eligibility

1.5 All duly ordained, commissioned, or licensed ministers of religion and those registered with a religious body who are regularly engaged in the exercise of their ministry should be eligible for participation in such services. (Exercise of ministry in this case should be defined as the regular performance of sacerdotal or pastoral functions, including marriages and burials, in a congregation or for a religious

institution.) In addition to the above, eligibility may be extended at the discretion of local authority to laymen certified by their religious groups as qualified for the operational services of the clergy.

Recommended Organization

STATE RELIGIOUS ADVISORY COMMITTEES AND STATE STAFF PERSONNEL

1.6 It is recommended that the Governor of each State or the State civil defense director appoint a religious advisory committee, patterned on the National Religious Advisory Committee to the Federal Civil Defense Administration; that the State religious advisory committee designate one of its number as its chairman; that he represent the interest of religious organizations for the State civil defense advisory council; that this chairmanship be held in rotation for periods to be determined by the committee; that the State religious advisory committee designate a representative to act in the interests of the religious groups (and clergy services) on the State civil defense staff; and that the State religious advisory committee encourage and assist in establishing services of the clergy on State and local operational levels of civil defense.

1.7 The representative of the religious groups on the State civil defense staff should be directly responsible to the State civil defense director. The representative's authority should be defined by the State civil defense director, in consultation with the State religious advisory committee. (See chapter 2.)

1.8 Further, the National Religious Advisory Committee should be available for consultation with, and assistance to, the State religious advisory committees.

LOCAL SERVICES

1.9 Operational services should be organized in accordance with the local situation and a religious executive committee set up to represent the interests of the various religious groups participating in local operational services of the clergy. It is suggested further that each executive committee appoint a chairman from its number who will act as the representative of the clergy on or for the local civil defense advisory council. The chairmanship of the executive committee should be held in rotation for periods to be determined by the committee.

1.10 The executive committee should designate a representative (or its chairman) to act in behalf of the clergy on the local civil defense staff. The representative of the religious executive committee on the local civil defense staff should be designated "Chief, Clergy Operational Services."

1.11 The chief, clergy operational services should be responsible directly to the local civil defense director and his authority defined by the director in consultation with the executive committee.

AVAILABILITY FOR SERVICE

1.12 Subject to limitations of ecclesiastical jurisdiction or authority, each person participating in the organization and planning of operational services of the clergy should make himself available for service within his area, or in any other area, as directed by his local chief, clergy operational services, or the chief of the area in which he finds himself at a time of emergency.

OPERATION OF SERVICES

1.13 The chief, clergy operational services in any civil defense area should exercise his authority as defined in the manner mentioned above, through representatives of the various faiths on the executive committee.

Other Services by Religious Organizations

1.14 In addition to the religious ministry rendered by the members of the groups of clergy, religious organizations should seek to develop an appropriate pattern to relate the facilities and personnel of their congregations and institutions to civil defense for service to the community in an emergency, or in the civil defense training program.

1.15 It is assumed that civil defense will recognize the customary pattern of cooperation between the religious and welfare agencies in the community.

1.16 In this connection, the National Religious Advisory Committee recommends that, insofar as is feasible, existing staffs or voluntary groups drawn from their own membership be assigned to man their religious facilities and institutions.

Recruiting of Personnel for Civil Defense Organizations

1.17 It is recommended that churches and synagogues be encouraged to cooperate, in ways they regard appropriate, in the public education, recruitment, and training plans of the local civil defense programs.

RESPONSIBILITY OF THE CLERGY AND RELIGIOUS ORGANIZATIONS

2.1 Civil defense in a democratic society is the responsibility of all whose freedoms are guaranteed and protected by the Constitution. Every clergyman should inform himself of local civil defense plans and acquaint himself with the local civil defense leaders. In many communities the local civil defense organization will have already enlisted the active cooperation of the clergy and more and more communities may be expected to do so.

Operational Services of the Clergy—Preattack Phase

2.2 In the enormous task of preparing the local community for the possibility of attack and its attendant disasters, the clergy should have the following responsibilities:

(a) Maintenance of firm resolution and composure of the people through preaching and worship.

(b) Through pastoral care of families and individuals, creation of a sense of responsibility and spiritual security among the people to meet the possible exigencies of attack on a scale never experienced before in the United States.

(c) Maintenance of courage and spiritual well-being of children through regular programs of religious education (especially in respect to parent groups and teachers).

(d) Encouragement of the enlistment of volunteers for the civil defense services.

(e) Acting as chaplains to the various civil defense services such as warden, rescue, and fire fighting, during training and in actual operation.

(f) Planning, organizing, and preparing services of the clergy and other religious activities in time of attack or other emergency.

(g) Planning and arranging the part of the clergy and members of religious organizations in mutual aid and mobile support programs.

(h) Planning for religious ministry in evacuation reception areas.

(i) Planning with chaplains of adjacent military installations for cooperation and mutual assistance in case of attack.

Operational Services of the Clergy—Postattack Phase

2.3 In the event of disaster, the clergy should be of great help in sustaining and restoring the morale of the community. Some of their postattack responsibilities should be:

(a) Professional acts according to the religious custom of the different faiths, such as:

- (1) Administration of rites for the seriously injured, dying, and dead.
- (2) Religious services for the burial of the dead, including possible mass burials.
- (3) Pastoral care and counseling of the bereaved.
- (4) Pastoral care and counseling of the emotionally disturbed.
- (5) Counseling and pastoral visitation of the homeless and displaced, especially evacuees from disaster areas.
- (6) Religious ministry to children (special religious services, Bible classes, etc.).
- (7) Group worship and rites where appropriate.
- (8) Religious ministry to individuals engaged in the various operational services of civil defense.

(b) Referral of individuals to the appropriate professional service, such as clergy of their own faith, emergency welfare services, health services, and others.

(c) Maintenance of regular worship and ministry to congregations, religious groups, and individuals where circumstances permit.

(d) Participation in mutual aid and mobile support activities.

(e) Religious ministrations and services in communities not directly affected by catastrophe to allay fears and anxieties of bereaved and distressed families.

Services of Religious Institutions and Groups

2.4 Religious institutions (such as churches, synagogues, religiously maintained hospitals, schools, and homes) as well as religious groups (youth societies, sodalities, auxiliaries) are needed in the civil defense program.

2.5 These institutions and groups should encourage the enlistment and participation of their members in local civil defense services.

2.6 In the preattack phase, religious institutions and bodies should:

(a) Make appropriate facilities available to the local civil defense organization for meetings of block wardens and self-protection groups, and for other civil defense purposes.

(b) Channel civil defense information to members.

2.7 In the postattack phase, they should:

(a) Establish and equip temporary places of worship.

(b) Assist the clergy in operational services in the fields of transportation, secretarial help, communications, feeding and housing of clergy engaged in civil defense duties, etc.

(c) Encourage members to provide religious counseling in shelters, shelter areas, and other places where large numbers are congregated.

(d) Operate facilities and services of religious institutions in accordance with plans agreed upon with local civil defense authorities.

(e) Help in the preparation of families, groups and institutions (such as clubs, hostels, and schools) for the reception of casualties and evacuees.

(f) Encourage members to serve in various civil defense capacities, such as temporary housekeepers in mass care and welfare centers, or in performing other duties assigned by the local civil defense authorities.

Individual Members

2.8 Laymen closely allied with religious institutions and groups should volunteer for the various services of civil defense, such as warden, rescue, auxiliary police, or fire fighting. There will be some, however, who may wish to participate in specific religious activities or in those associated with the operational services of the clergy. The efforts of these persons should be fully utilized by the local civil defense organization.

2.9 In the postattack phase, some of the activities for which these laymen could be used are:

(a) Assistance to clergy of their faiths in religious ministrations, as in the capacity of acolytes, lay readers, assistants, servers, or confidential secretaries.

(b) Performance of certain religious acts—where ecclesiastical authority, custom, or exigency permits—such as the conduct of group worship and rites in the absence of the clergy, and personal prayer and informal religious counseling where needed.

ORGANIZATION AND TRAINING FOR CIVIL DEFENSE

3.1 The character and scope of participation of the clergy and religious groups in civil defense will depend on conditions, attitudes, and needs of local communities. *Clergy in smaller communities remote from target areas have as much responsibility in the civil defense effort as the clergy in large metropolitan communities.*

3.2 Planning for civil defense in target as well as support areas should take into consideration the availability of the professional services of the clergy and their organizations.

State Organization

3.3 In accordance with the plan suggested in chapter 1, it is proposed that the Governor or civil defense director of each State appoint a State religious advisory committee. Such a committee—patterned on the National Religious Advisory Committee—should include representatives of the different faiths. It will advise the State civil defense director on matters pertaining to clergy operational services and also on the services of religious groups and institutions under ecclesiastical control.

3.4 The State religious advisory committee should designate one of its members as chairman to represent the interests of organized religion on or for the State civil defense council. The committee should also, with the approval of the Governor, or his deputy for civil defense, nominate a member or representative to the State civil defense staff. The latter will represent the interests of the religious groups in planning, training, and operation of the State's civil defense program; and also act as liaison between the State religious advisory committee and State civil defense staff.

3.5 The representative named by the religious advisory committee should be directly responsible to the State civil defense director, but the representative's authority should be determined by the director in consultation with the committee.

3.6 The State religious advisory committee may consult with and ask assistance from the FCDA National Religious Advisory Committee.

Local Organization

3.7 Operational plans for the State may be followed locally in organizing the services of the clergy for civil defense. An executive committee should be set up by the religious groups in the community to represent their interests on all matters pertaining to civil defense.

3.8 The executive committee shall (1) appoint a chairman to act as representative on the local civil defense council, and (2) name a member to serve on the local civil defense staff. The latter should be designated as "Chief, Clergy Operational Services." He should be directly responsible to the local civil defense director, but his authority should be determined by the local director in consultation with the clergy executive committee. He should communicate with the local clergy and other representatives of religious organizations either directly, through ecclesiastical channels, or in such a manner as may be determined by the executive committee and local civil defense director.

3.9 Subject to the limitations of ecclesiastical jurisdiction, each individual participating in the operational services of the clergy and other religious activities connected with civil defense should be available for service in his area (parish, neighborhood, or city), or in other localities as directed by the local chief, clergy operational services. If his services are required while away from home during enemy attack, he should be under the jurisdiction of the local chief, clergy operational services.

3.10 In case of widespread disaster to any of our cities, clergy from other localities may be brought in to assist the stricken community.

Planning

3.11 Plans for participation of the clergy in civil defense should be carefully prepared in cooperation with the local civil defense organization. Individuals should know in advance what they will be expected to do, both in the preattack and postattack phases of civil defense. Mutual aid and mobile support planning should also provide for the various functions of the operational clergy.

3.12 In large communities, the clergy should form an integral part of the local civil defense organization.

3.13 The clergy should be familiar with the scope and organization of the civil defense staff and have a working knowledge of the duties required in such services as rescue, warden, health, and emergency welfare. The clergy should participate, if possible, in drills and exercises held to test the civil defense organization's state of readiness.

3.14 In small communities planning can be done informally and activities of clergy services devised as need requires.

Religious Institutions

3.15 Religious institutions (hospitals, schools, recreational centers, etc.) can make a vital contribution to local civil defense. Their plants and facilities can be utilized for meetings and training exercises as well as for headquarters for those engaged in the operational services of the clergy and other religious services. In many instances, other activities may be centered in these institutions; for example, first-aid stations, dispensaries, mass care centers and welfare service centers. Locally, the religious organizations should be integrated in community planning for civil defense under the direction of the civil defense director.

3.16 Many religious institutions and organizations will be allied with civil defense through the emergency welfare and other services. Plans should be formulated for the use of their facilities—as for mass care or welfare service centers for evacuees—and members of the organization fully informed of their responsibilities in an emergency.

3.17 The programs of all religious institutions should be examined in view of possible disaster to the community, and emphasis placed on those services or aspects of the program that contribute most to the protection of the civilian population.

Preparation and Training

3.18 The clergy's effectiveness will depend in large measure upon careful planning and training in advance of disaster. The State religious advisory committee should formulate plans and procedures, in collaboration with the State director of civil defense, which will be useful to the local executive committee of the clergy. These plans should include such matters as: (1) recruitment and designation of local clergy for emergency services; (2) methods of notification and communication; (3) preattack assignments for duty; (4) transportation of clergymen and their associates; (5) ecclesiastical authorization of assignments of clergy and use of facilities; (6) instruction of clergy in the over-all program of civil defense; and (7) plans for practice drills and mobilization.

3.19 Plans formulated by the State religious advisory committee should be adapted to local situations, and amended or expanded by local executive committees when they deem changes advisable. Important considerations should be: (1) securing as many eligible clergymen for the operational services as possible; (2) arranging instruction for those enrolled; (3) assigning members of the clergy as chaplains to various civil defense service units; (4) familiarizing the clergy with methods of alerting the community; (5) establishing assembly points for the clergy in case of disaster; and (6) provisional assignment of clergy to posts in case of attack warning.

3.20 Clergy taking part in civil defense programs should be available for calls at all times and report to the chief, clergy operational services any projected absence from their communities.

3.21 In addition to taking part in practice drills, members of the clergy should have ample opportunity to familiarize themselves with the premises or area to which they might be assigned in case of disaster.

OPERATIONS

4.1 Following an attack, the services of the clergy would be most needed in areas of concentration of injured, dying, confused, bereaved, or homeless persons. Important posts for the clergy would be at first-aid stations, hospitals, morgues, mass care and welfare service centers, and with mobile support teams. Members of the operational services of the clergy should be furnished with special identification permitting them to enter restricted zones.

4.2 Clergymen have specific religious functions to perform and should not be recruited by other operational services except in extreme emergency. Transportation should be provided members of the operational services of the clergy, and communication facilities arranged for reporting to the chief, clergy operational services.

First-Aid Stations

4.3 In time of disaster a primary duty of the clergy would be the provision of pastoral care and administration of customary religious rites to the seriously injured, dying, and dead. Whenever possible, a written record of rites performed should be made on such forms as accompany the patient. This record should accompany the casualty when transferred to a first-aid station, hospital, or morgue.

4.4 In an emergency, members of the clergy will encounter terror, hostility, grief, and guilt. Sympathetic understanding of human predicaments and feelings can be helpful even when there is no specific religious act for a clergyman to perform. The clergy should pay particular attention to religious counseling of children.

4.5 Where the current situation permits, unused space near a first-aid station might be set aside for worship for small groups or individuals. This can serve a religious purpose and at the same time remove from congested areas persons whose presence might hamper civil defense workers. Persons whose services or presence are not required in other civil defense operations may be helpful in arranging the place and appurtenances for this suggested observance.

4.6 Religious ministry should be furnished to workers at first-aid stations, and clergymen on duty should consider themselves as informal chaplains to the professional units to which they are assigned.

Hospitals

4.7 The services of the clergy assigned to hospitals would be similar to those suggested as appropriate to first-aid stations. In the event of disaster, hospitals would be vastly overcrowded and the staff under great tension. In addition to specific rites and acts which the

clergy, according to their religious custom, would perform, there would be need for reassurance, sympathetic understanding, and pastoral counseling of patients and staff members. The clergy would perform a religious function and also improve materially the general disaster situation by reassuring and counseling relatives and friends of patients in hospitals. In some hospitals the authorities will ask the clergy to notify waiting relatives of deaths or critical illnesses.

4.8 The clergy should familiarize themselves with the hospitals at which they would be stationed so that their ministrations, as far as possible, would not interfere with necessary hospital functions.

Mass Care and Welfare Service Centers

4.9 Clergy assigned to mass care and welfare service centers will be expected to perform services similar to those prescribed for clergy attached to first-aid stations and hospitals.

4.10 There would be fears, grief, and anxiety among the people at the centers. The ministry of the clergy should be directed toward the alleviation of these tensions.

Reception Areas

4.11 Clergymen would be assigned to reception areas where evacuees from other localities would be received and assignments made for temporary relocation. The uncertainties, anxieties, and tensions involved in the disruption of families, loss of homes and property, and the prospect of relocation would offer opportunities for religious counseling and other ministrations.

Morgues

4.12. Clergymen assigned to morgues should familiarize themselves with civil defense procedures for identification of bodies, removal of the dead, and arrangements for burial.

4.13 It is obvious that identification of the dead and burial arrangements would produce emotional tensions among relatives and friends. The clergy would be expected to minister to survivors and assist in planning, and conducting, religious rites for burial of the dead.

4.14 In accordance with requests from other services, the clergy may be assigned responsibility for notifying the next of kin of victims and giving sympathetic assistance to the bereaved.

Mutual Aid and Mobile Support

4.15 Mutual aid from other communities to a stricken city may be expected as part of civil defense operations. Clergymen should be assigned to mutual aid and mobile support teams dispatched to disaster areas.



The following Federal Civil Defense Administration publications are on sale by the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

1. United States Civil Defense, 1950. 25 cents, 168 pages. The National plan for organizing the civil defense of the United States.

Administrative Guides

1. Civil Defense in Industry and Institutions, Pub. AG 16 1, 1951. 25 cents, 64 pages. Plans for organizing and administering civil defense self-protection programs for the Nation's industrial plants, office buildings, stores, apartment buildings and other institutions.
2. Health Services and Special Weapons Defense, Pub. AG 11 1, 1950. 60 cents, 264 pages. Methods for organization of all basic health and special weapons defense (atomic, biological, and chemical warfare) for State and local civil defense programs.
3. Police Services, Pub. AG 10 1, 1951. 20 cents, 48 pages. Basic guide for State and local civil defense officials in organizing and directing police civil defense services.
4. Principles of Civil Defense Operations, Pub. AG 8 1, 1951. 20 cents, 48 pages. Basic guide in planning and organizing for mutual aid and mobile support operations.
5. The Rescue Service, Pub. AG 14 1, 1951. 15 cents, 32 pages. Basic guide for State and local civil defense officials in organizing rescue services and training rescue teams.
6. The Warden Service, Pub. AG 7 1, 1951. 20 cents, 48 pages. Basic guide for civil defense directors and supervisory wardens in selecting, organizing, training, and equipping the warden service.

Public Booklets

1. Emergency Action to Save Lives, Pub. PA 5, 1951. 5 cents, 32 pages. Practical instructions for the untrained person on the emergency care of injured people.
2. Fire Fighting for Householders, Pub. PA 4, 1951. 5 cents, 32 pages. Basic information for the householder on how fires start, how they can be prevented, and how to fight a fire.
3. This is Civil Defense, Pub. PA 3, 1951. 10 cents, 32 pages. Highlights of the National civil defense program and the part the volunteer must play to make civil defense a success.
4. What You Should Know About Biological Warfare, Pub. PA 2, 1951. 10 cents, 32 pages. Techniques of personal survival under biological warfare attacks.
5. Survival Under Atomic Attack, 1951. 10 cents, 32 pages. Techniques of personal survival under atomic bomb attacks.

Miscellaneous

1. Fire Effects of Bombing Attacks, 1950. 15 cents, 45 pages. Summarizes data on World War II bombing attacks and suggests a method of appraising fire susceptibility of cities to minimize the effects of mass fires.
2. Interim Civil Defense Instructions for Schools and Colleges, Pub. TEB 3 1, 1951. 30 cents, 32 pages. Guide for educational administrators in planning immediate civil defense training and education programs.
3. Water Supplies for Wartime Fire Fighting, Pub. TM 9 1, 1951. 10 cents, 16 pages. Program for increasing available water supplies to meet the needs of emergency water-supply operations during wartime.

