

WELFARE SERVICE

9.1 In the event of an attack, the number of people rendered homeless is likely to be very large. In addition to the homeless there would be a large number without food or adequate clothing. Grave social problems resulting from death, injury, loss of home and family disorganisation would be handled by the Welfare Service, which is designed to assist people in need after an enemy attack, supply them with immediate essentials and encourage them to self-help. The availability of such facilities can play a decisive role in not only raising public morale but also in rehabilitating the civilian population.

The functions of this Service in general are :-

- (i) *Information*—Supply of information regarding missing relatives, dead, etc., nature of facilities and assistance available for affected people, enrolment in C.D. Services, and such other matters.
- (ii) *Care of Homeless*—Provision of Rest Centres where people whose homes are destroyed by air raids may be given temporary shelter, food and clothing.
- (iii) *Evacuation*—Dispersal of population from the large congested target areas in an orderly manner to less vulnerable areas and making suitable arrangements for the evacuees during transit and at the destination.

I. CIVIL DEFENCE INFORMATION OFFICES

9.2 In each town in which Civil Defence preparations are made arrangements are necessary for a Civil Defence Information Office. In large towns more than one office may be required.

Experience has shown that such an office is of paramount importance after an Air Raid.

- 9.3
- (a) The primary function of the Information Office should be to give information to enquirers on all matters connected with Civil Defence, both before and after raids, to collect information regarding casualties and to publish casualty lists for the information of the public.
 - (b) In addition to one or more telephones and clerical staff to maintain the records one Information Officer with one or more assistants will be necessary to deal with the public for each information centre. These officers should be carefully selected, for their tact and patience, as these qualities will be needed in dealing with enquirers, especially after raids.

9.4 The kind of information that should be available at the Information Offices is suggested in the list below :-

- (a) Information and advice regarding :-
 - (i) Enrolment in the Civil Defence Services
 - (ii) Procuring sand, sand-bags and stirrup pumps.
 - (iii) Structural precautions; choice of refuge room; carrying out lighting restriction; repairs to gas, water or electric installations in private premises; assistance in matters of sanitation and public health; assistance in repairs to slightly damaged houses and in pulling down dangerous buildings and clearance of debris.
 - (iv) Supply of official technical manuals and handbooks and other Civil Defence literature.
 - (v) Voluntary evacuation.
- (b) Information as to what to do before, during and after an Air Raid.
- (c) Information regarding the location of :-
 - (i) Warden's Posts and the area served by each.
 - (ii) First Aid Posts and the area served by each.
 - (iii) Fire Brigade Stations and the area served by each.
 - (iv) Police Stations and the area served by each.
 - (v) Salvage Headquarters and details of the salvage scheme.
 - (vi) Government or municipal controlled food shops.
 - (vii) Rest Centres and Emergency Meal Centres.
 - (viii) Hospitals.
 - (ix) Mortuaries, burial and burning grounds.
 - (x) Routes for leaving the town and advice regarding voluntary evacuation.

For this purpose a map on a scale as large as possible with the information plotted on it is most desirable.
- (d) Names, addresses and telephone numbers of all Post Wardens and other Civil Defence officers of equal or higher ranks alongwith the details of the areas they serve.

In addition there should be an abundant stock of all Civil Defence leaflets and handbooks, priced publications as well as those to be distributed free of charge to the general public. The office should also be prepared to receive complaints and suggestions from the public, to deal with them courteously and expeditiously and to transmit them to the appropriate authority for necessary action. It is advisable that responsible executive officers of the post-raid relief services, such as War Injury Claims, Repairs to House, Salvage, Care of Homeless should be located in or close to the same premises so that enquirers need not be redirected to several separate offices, perhaps some distance away from the Information Office.

- (e) *Post-Raid Information*—The Information offices should be able to give the following information :—
- (i) Whereabouts of persons who are reported missing after an air raid.
 - (ii) What assistance, Government or private, is available for persons whose homes have been bombed, e.g., location of Emergency Feeding Centres, Rest Centres and accommodation available therein.
 - (iii) Information about facilities available for repair, in cases where people can return to their homes after minor repairs.
 - (iv) The particulars and necessary application forms for getting monetary assistance under the War Injuries Scheme to enable the persons affected by air raids to rehabilitate themselves.
 - (v) Location of emergency Government or Municipal foodgrain or ration shops.
 - (vi) Information regarding persons injured or dead and their disposal.
 - (vii) Advice on problems such as loss of ration cards, clothing and chattel, pension papers, identity cards, insurance and valuable documents.

II. CARE OF PERSONS RENDERED HOMELESS BY AIR ATTACK

9.5 **General Considerations**—Persons may be rendered homeless through one of the following three main causes :—

- (a) Widespread panic causing large crowds to desert a town for the mofussil (see 'Evacuation', paragraphs 9.10 to 9.19).
- (b) The destruction of their homes.
- (c) The temporary compulsory evacuation of persons living in the vicinity of an unexploded bomb.

Arrangement will have to be made to provide accommodation, food, clothing to those rendered homeless.

9.6 **Rest Centres**—Points for consideration when drawing up a scheme are given below:—

- (a) A number of emergency Rest Centres should be earmarked in which the following facilities should be provided :
 - (i) Lodging.
 - (ii) Lavatories.
 - (iii) Food, water and clothing.
 - (iv) The maintenance of morale is of great importance. This will depend chiefly on the personality of the Officer-in-Charge and his staff, as well as on the efficiency of the organisation.
 - (v) Records of persons using the centre will be essential if their needs are to be met and queries have to be replied to. They will also be of great use to other services.
- (b) As far as possible Information Offices should be located alongside the Rest Centres where people can get sympathetic advice (see para 9.4).
- (c) Provision should be made to reserve some tentage equipment to provide extra accommodation in Rest Centres in case of a sudden unexpected rush or for setting up alternative Rest Centres if a centre is demolished.

9.7 **Emergency Feeding**—The Rest Centres will normally cater to the needs of people whose homes have been bombed. Serving of refreshments on the spot to the people affected by air raids helps considerably in reassuring people and in toning up their morale. The general public will need rations, other foodstuffs and fuel. Usually following a raid the shops close down, and it becomes difficult to obtain these things. Arrangements will have to be made so that a few shops dealing in essential commodities can be taken over immediately after a raid for this purpose. These shops should be also be able to supply emergency foods like biscuits, canned foodstuffs, fruits and vegetables, infants milk, condensed milk, cooking oil, salt, matches and fuel etc. Local products such as baked gram, baked maize and rice, puffed rice and ground-nuts should also be stocked at these shops. The people who depend for their meals on hotels will also have to be considered. There will be need for some Emergency meal Centres which can serve cooked meals to a fairly large number of population. Some voluntary organisation may be willing to man these services and full use should therefore be made of their assistance. Feeding of C.D. personnel not stationed in Depots may be done through Mobile Canteens. To ensure against failure

of water supply it may be necessary to rush drinking water in mobile water tanks. Provision should be made to reserve a few vehicles for transporting the homeless and serving light refreshments and water to the people affected by air raids.

9.8 **Emergency Clothing**—Some people may lose their stock of clothings in air raids and may not be able to replace them immediately. Clothing is one of the prime necessities of man. Efforts should be made to provide emergency clothing for at least 0.25 per cent of the population. It should be possible to supplement it further by voluntary contributions from the public. The object is to enable such persons to pull on till they can provide themselves. Various age groups should be considered in providing suitable stock of clothes e.g., infants children, girls, boys, adult-ladies and gents. The collection drives could be organised from time to time and it is considered that Wardens would be able to assist very much when they are not otherwise engaged. However, there should be a collection organiser (*vide* Appendix IX-A) who should be made specifically responsible for emergency clothing, who should organise such collection drives from time to time, arrange for the clothes to be mended, washed etc. and should stock it with the Supply Service. The Supply Service would issue the supplies of clothings as and when necessary to the Rest Centres where they will be issued to the deserving people. The voluntary bodies and institutions such as women societies, girls schools etc. can assist in such matters as mending and sewing of clothing and knitting of pullovers etc.

9.9 **Housing and Billeting**—For various reasons it is considered necessary to make arrangements for the accommodation of evacuees or others whose houses have been destroyed by air raids. This function should be performed by Housing and Billeting Section of the Welfare Service. This Section will also bring to the notice of Repair Services the cases of partially damaged houses which can be easily put into habitable condition by minor repairs, and see that necessary essential services like water, electricity etc. in such houses are quickly restored. As regards billeting there appears to be very limited scope for it in our country and therefore this process is not very dependable.

III. EVACUATION

9.10 Large scale movement of people from areas which are either affected or threatened by a disaster to safer areas, is termed as "Evacuation of the population". This causes dislocation of normal life and a lot of suffering and misery to the people affected. The evacuation of the population therefore, should be avoided at all costs. But under the threat of air raids or after an air raid, people may start aimless evacuation and if such an evacuation is not properly controlled, it will cause a lot of suffering. In the following paragraphs we will study this problem.

9.11 Depending upon the time at which evacuation is effected, it could be categorised as "Predisaster" to "Post disaster" evacuation. The Post disaster evacuation crates many

problems. After the impact of the disaster the disruption of means of communication and transport and panic will make orderly evacuation impossible. It will be difficult to know the extent of dislocation. The number and place at which the evacuees have collected and the nature of their immediate needs etc. Once a population have made up their minds to leave the town, it is humanly impossible to persuade them to stay back. Therefore, the Civil Defence Authorities must be prepared in advance to deal with such evacuation. The evacuation in the pre disaster period or even the post disaster period could be at the insistence of the Administrative Authorities concerned. Such evacuation is called "Sponsored Evacuation" and very well thought up plans for such evacuation could be prepared in advance. The categories of personnel to be evacuated and the number involved can be worked out, which will facilitate the proper evacuation. But the population of a town may not like to leave their homes. It is not proposed by the Government to resort to sponsored evacuation. However, it is possible that the evacuation may start spontaneously by the inhabitants of a particular locality due to fear or false rumours. Efforts to persuade people through local leaders may allay panic and may reduce the problems, but it is not possible to put any practical ban on such unsponsored evacuation. Such evacuation is not desirable, but it is essential that plans are made and measures adopted to turn this Unsponsored evacuation into an orderly movement of the people from a town. The following are some of the important points to be remembered in this connection.

9.12 **Problems of Large Scale Evacuation :**

The following difficulties will be faced in dealing with large scale evacuation :

- (i) The evacuees may not know the places which could be safely and quickly reached and they may rush to places where no help can be sent to them for days for lack of coordination.
- (ii) The evacuees may use the routes which are open to danger or may be required for essential military operation etc. The evacuees may thus even be stranded on the way resulting in administrative problems for the local authorities.
- (iii) Lack of adequate transport facilities will result in panic, mass exodus on foot and other odd conveyances which will hamper the pace of and arrangements for proper evacuation.
- (iv) In an emergency everybody is panicky and hence the tendency to leave the area first of all. Proper checks will therefore have to be maintained by the local authorities.
- (v) A very large number of people may converge at one point and the congregation may be too large for ease of handling with every chance of panic breaking out. Therefore, there is the necessity of collecting the people from each locality at the specified point.

- (vi) The evacuees may form unmanageable groups without proper guidance. Therefore, unless escorts and guides are provided the movement may be delayed and the people may go to the wrong places.
- (vii) Traffic jams may result due to :
 - (a) Indiscriminate use of roads by all sorts of slow and fast moving conveyance as well as those moving on foot.
 - (b) Narrow roads, blockage due to damage to roads, debris, breakdown of vehicles and river and railway crossings.
 - (c) Stray cattle and dead animals.
- (viii) Activities of unsocial elements and hence the necessity of taking steps to prevent break-down of law and order.
- (ix) Lack of essential facilities such as water, sanitation and hence the necessity of the provision of such facilities to all the evacuees.
- (x) Due to rush of unsponsored evacuation young children may be lost and the other members of the families may also be separated from each other hence the necessity of organising information centres etc.

9.13 Arrangement for Movement :

- (a) **General Organisation**—Evacuation should be organised into parties which should have among themselves Leaders and Deputy Leaders appointed. Escorts for unattended children and women should be provided. The group leader and the escorts carry first aid kits, thread needles, water bottles, paper and pencils etc.
- (b) **Assembly Points**—Such points be located near the railway stations/stands. All the persons who want to leave the town should be directed to assemble there. From here the evacuees should be sent out in convenient batches by rail or other transport. Assembly Points are also intended to relieve congestion at the railway stations. As the evacuees are likely to stay here for some time before they can be cleared, arrangements for sanitation, refreshments, feeding, water, first aid, traffic control, maintenance of law and order etc., should be adequately made in order to be able to handle the anticipated rush.
- (c) **Other Facilities**—Some evacuees may be in need of certain clothing which may have to be arranged. Care must be taken to see that children are not lost and in case of their having been lost, efforts must be made for their quick restoration to their parents. Arrangements for taking into custody any lost property

and returning the same to the lawful owner will also have to be made. Evacuees should be instructed to label their belongings so that the owners can be traced quickly, if necessary. Information Office should be located near the Assembly Points to give essential information and guidance to the evacuees. The Assembly Points should maintain constant liaison with the Reception Points etc., to inform them sufficiently in advance of the anticipated number of evacuees being despatched.

9.14 A few people may move by road in their own fast moving vehicles. They should be told about the routes to be followed by them taking care to ensure that the routes earmarked for military and other essential traffic are kept free. There may be large number of people who may move in their slow moving carts and unless they are made to take a route different from the route earmarked for the fast moving vehicles, they will create many traffic problems. There may be a large number of people who will leave the town on foot along with their belongings and cattle. Unless they are diverted to special routes, they will block the normal route for the fast moving vehicles. The following arrangements may have to be made for the movement by road and the traffic control.

- (i) As far as possible the number and type of transport vehicles to be used in case of unsponsored evacuation should be worked out and wherever possible, earmarked in advance. The availability of the reserve stocks of petrol and lubricants for the vehicles should be ensured. The few vehicles available during the emergency will have to be used continuously throughout the day and night and therefore, reserve drivers for such vehicles should be earmarked in advance. In certain areas specialised Motor Units of Home Guards may have to be organised.
- (ii) Mobile Vehicle Repair Teams should be organised to provide repair facilities to the vehicles which may breakdown in the evacuation convey.
- (iii) Public should be advised to carry with them some of the essential things like food, water, blankets etc. cyclists should be advised to carry pumps and puncture repair equipment.
- (iv) Strict instructions should be issued not to damage crops enroute.
- (v) Members of Home Guards/Police should accompany the convoys on motor cycles and may also be provided with loud speakers to direct and control the traffic.
- (vi) Earmark separate routes for the fast and slow moving traffic when possible. Traffic should be one way and in the absence of separate roads, separate lanes on the same road may be provided for each type of traffic.

- (vii) Strict traffic control should be enforced by posting additional trained personnel along the route and at possible bottle necks.
- (viii) To prevent traffic jams at level crossing, the Railway Authorities should be requested to cut down the minimum the period for which the railway crossings are closed for traffic.
- (ix) Transit camps en-route should be provided in case of long journeys. Facilities like space for rest, light refreshments, drinking water, latrines and urinals and medical care should be organised at these places.

9.15 Exodus by Rail :

In case of a very large scale unsponsored evacuation it will be necessary to make use of the railways in addition to the motor transport to evacuate the population. The local authorities should, therefore, have liaison with the local railway authorities to enable them to arrange for additional trains to be run to clear a large number of evacuees from the town concerned. Advance planning in this respect will have to be made. The following arrangements will help in the exodus by rail.

- (i) Posting extra staff at railway stations including additional booking facilities.
- (ii) Provision of barricades and Home Guards/Police to control and prevent the rush at the platforms. Admission of passengers to platforms should be limited to the number of persons a particular train can accommodate.
- (iii) Preparation of time table for special trains and allotment of seating accommodation to the evacuees at the Assembly Points.

9.16 Reception Points :

In the reception area evacuees may be pouring in from various channels of transport. They have to be properly received at these points by welfare units, who would listen to their difficulties sympathetically first aid. Those who are sick are separated and sent to hospital. The evacuees are taken to dispersal camps.

9.17 In making arrangements for evacuation the general plan will be to assemble the evacuees at convenient points at the starting place and send them in parties with an officer in charge say a Welfare Officer. He shall see them to the destination and return to take more batches. It may be necessary to arrange Transit Camps along the routes of movement with a view to providing facilities for temporary halts necessiated by rest transhipment or detrainment. There should be Dispersal Camps at the destination where evacuees can find temporary shelter before moving on to friends and relatives. A small percentag eof evacuees who cannot find accommodation elsewhere will need Settlement Camps, until

arrangements are made to rehabilitate them. Voluntary societies may in many cases be willing to undertake the above arrangements and to provide necessary facilities therein such as food, refreshment, medicines etc.

9.18 In view of general shortage of accommodation, plans should provide for tentage or camps equipment to be kept assembled at convenient points so that it could be rushed to the spot and camps set up within a few hours. It is important that evacuees should be got off the roads with speed to avoid their being a target and to keep roads clear for Military traffic.

9.19 **Equipment and Rations :**

During Emergency Additional District Magistrate, Civil Defence Supplies should be responsible for quality control. A separate quality control unit to be designated and they should also be provided adequate scales for measurement of essential commodities. No equipment or uniform needs to be supplied to members of the Supply service. The Supply Officers and the Watchmen may however, be provided with a steel helmet, a torch and a whistle. A reserve of 10 per cent of the equipment should be provided.

APPENDIX IX-A
WELFARE SERVICE PERSONNEL

(1) Information Section

(One per 2 lakh population)

Information Office Staff-

1 Inquiry Officer

*2 Clerks

*2 Messengers.

A reserve of 25 per cent of the personnel should be provided.

*Note-*For lesser population the posts marked in *asterisks* should be reduced proportionately. One of the Information Officers should be designated as the main office, which should have the following additional staff : 1 Reporter, 1 Receptionist, and for every two Branch Offices under its control, 1 extra clerk and 1 extra messenger.

(2) Rest Centres Section

(One per 2 lakh population)

(To provide shelter for about 250 persons)

Administrative

1 Superintendent

*2 Cooks

1 Attendant for cooks (extra help may be organised from the inmates of the centre)

*2 Clerks (one to act as stores clerk)

*1 Assistant for Stores Clerk

*2 Sweepers

9

Shift Staff

1 Shift Leader

1 Ayah (to look after unattended children etc.)

2 First Aiders

*2 Messengers

1 Guard

(i) Total 7

(ii) 3 Shifts $7 \times 3 = 21$

A reserve of 25 percent of the personnel should be provided.

*Note-*For lesser population the posts marked in *asterisks* should be reduced proportionately.

(3) Emergency Feeding Section

I. *Emergency Meal Centre* (One per 2 lakh population)

(To feed about 500 persons at a time).

1 Supervisor

1 Clerk to Supervisor

*5 Cooks

*5 Attendants

12

* A reserve of 25 per cent of the personnel should be provided.

Note—For lesser population posts marked in *asterisks* should be reduced proportionately and the functions of Assistant Supervisor and the Supervisor may be combined.

II. *Mobile Canteens* (One per 2 lakh population)

1 Supervisor

3 Attendants

1 Driver

5

* A reserve of 25 per cent of the personnel and 10 per cent of vehicles should be provided.

(4) Housing and Billeting Section

(One per 2 lakh population)

1 Overseer (as Housing Officer)

*1 Clerk

*1 Messenger

3

* A reserve of 25 per cent of the personnel should be provided.

(5) Emergency Clothing Section

(One per 2 lakh population)

Staffs—

1 Collection Organiser

2 Processing Assistants (To arrange for mending, darning, knitting, repairing, tailoring and washing of clothes).

A reserve of 25 per cent of the personnel should be provided.

- Notes-
- (i) Additional help should be organised from Girls Schools, Women's voluntary associations etc.
 - (ii) Storage of clothing will be entrusted to the Supply service.
 - (iii) Wardens will be required to assist in door to door collection of old clothings.

(6) Evacuation Section

Since evacuation will be a purely temporary phase the manpower required for it will be drawn mostly from existing personnel and no separate provision for man-power is necessary. Evacuation details will form the subject matter of a separate handbook.