

EXECUTIVE OFFICE  
OF THE PRESIDENT



# THE NATIONAL PLAN


for

## EMERGENCY PREPAREDNESS

Edited and  
published by

**OEP**

OFFICE OF  
EMERGENCY  
PLANNING

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# THE NATIONAL PLAN FOR EMERGENCY PREPAREDNESS



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**OFFICE OF EMERGENCY PLANNING**  
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December 1964

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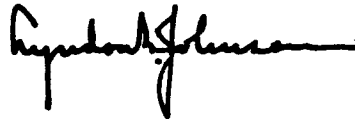
## Promulgation

As a Nation we are dedicated to peace and freedom. But we are realistic enough to know that to achieve these goals in today's world we must remain militarily strong and economically vigorous.

The ultimate objective of civil emergency preparedness is a partnership of the Federal Government, the States, and the people, working to preserve and enhance our way of life—and prepared to mobilize our personal talents and material resources in order to meet essential human needs, to support our military effort, and to survive as a free and independent nation. Civil emergency preparedness will also strengthen our military deterrence and our efforts to achieve practical arms control.

The preparedness measures outlined in *The National Plan for Emergency Preparedness* are essential. They must be fulfilled. As President, I pledge that those responsibilities of the Federal executive branch will be carried out, and I urge the chief executives of State and local governments, the leaders of labor and industry, and all Americans to accept and fulfill their particular roles.

The Director of the Office of Emergency Planning will advise and assist me in implementing this Plan. He will report to me periodically on the performance of those responsibilities assigned by law or Executive order to the various agencies of the Federal Government and reflected in the National Plan.



LYNDON B. JOHNSON.

DECEMBER 1964.

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*“Until all men learn to live in peace with one another, until the threat of war, deliberate or accidental, is forever dissolved, it will be necessary for the United States to be ready to defend itself—its ideals and systems, its people and resources—against both annihilation and attrition, with every means at its disposal. In this era of global mobility and global unrest, of massive population and industrial concentrations and massive means for their destruction, this Nation’s defenses cannot lie solely with its military forces and weapons. Defense has become a direct responsibility of all levels of government and of all the people. Intrinsic parts of total defense, vital to its success, are the protection of life and property against the effects of an attack and the provision of survival and recovery means under all kinds of hostilities.*

*“These are the subjects of The National Plan for Emergency Preparedness. I commend it to the attention of all who share in these responsibilities.”*

JOHN F. KENNEDY.

AUGUST 1963.



## Preface

The efforts of the Communist nations to extend their influence and control continue to threaten world peace and the internal stability of many nations. This conflict takes many forms: military force or threat of force, insurgency, political subversion, economic and technological competition, psychological and ideological contention—to name the most important.

Because of this, military preparedness by itself is not enough. It must be supported by an informed citizenry and a vigorous and expanding economy.

True emergency preparedness is many-sided. It requires the ability to respond to any threat to the national security, for the pressures of world events vary in degree as well as kind, with the possibility of nuclear war always in the background.

Quick and effective responses to economic and political demands require that nonmilitary planning efforts be coordinated at all levels of government. A common understanding of the factors involved and a clear statement of the responsibilities of Federal, State, and local agencies are necessary for the kind of planning which can most effectively channel the energies of this country where they are needed.

*The National Plan for Emergency Preparedness* seeks to meet this need. It sets forth the basic principles, policies, responsibilities, preparations, and responses of civil government to meet any kind of national defense emergency. The Plan describes the roles of the Federal Government, the States and their political subdivisions and, as appropriate, nongovernmental organizations and individual citizens.

The *National Plan* is neither an operations manual nor a technical guide. Such plans and guidance are developed and issued by the appropriate Federal agencies in accordance with their presidentially assigned responsibilities. They are to be compatible with this Plan. More detailed guidance especially intended for State and local government use is provided by the *Example of a State Plan for Emergency Management of Resources* and the *Federal Civil Defense Guide*.

The peacetime Natural Disaster program, while a major responsibility of government in general and of the Office of Emergency Planning in particular, is not covered by the *National Plan*. Also excluded are military, diplomatic, intelligence, and related activities except to the extent that they directly affect civil emergency planning.

Intended primarily for use by Federal, State, and local government officials (and to a lesser extent by extragovernmental specialists), it is nevertheless available to the public through the Superintendent of Documents, Washington, D.C., 20402.

Because this Plan is intended to give an overview of emergency preparedness, government officials should be familiar with the entire document. Parts of the Plan, however, may be excerpted (with proper citation) for use along with more detailed information on separate subjects.

This new Plan supersedes the *National Plan for Civil Defense and Defense Mobilization* (October 1958) and all of its annexes and ap-



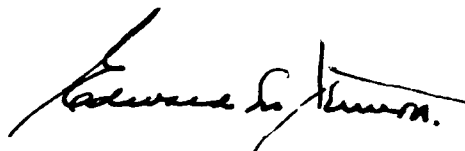
pendices. Also, this edition revises and replaces the August 1963 publication of Chapter 1 and the "interim issuances" of other chapters.

The Plan will be maintained constantly and revised, in whole or in part, whenever necessary to keep it relevant to the demands of the international and domestic scenes.

The role of the Office of Emergency Planning in developing *The National Plan for Emergency Preparedness* has been chiefly that of policy guidance, coordination, and editorial

supervision. Most of the chapters were first prepared by other Federal agencies with primary emergency responsibilities assigned them by the President. I am pleased to acknowledge their important contribution and that of the agencies assisting them.

I also wish to recognize the work and support given to the Plan by officials and organizations throughout the Nation. Their cooperation, together with that of the Federal agencies, makes this truly a *national* plan.



EDWARD A. McDERMOTT,  
*Director,*  
*Office of Emergency Planning.*

DECEMBER 1964.

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# Chapter 1

## BASIC PRINCIPLES

### NATURE OF THE THREAT

International conflict takes many forms and requires many responses. *The National Plan for Emergency Preparedness* considers these under three broad contingencies: international tension, limited war, and general war. Each of these is described in terms of likelihood, extent of United States involvement, and required actions or preparations.

However, planning should avoid drawing too finely the lines of distinction between the first two contingencies. Events may shift rapidly from one type to another. Also, always in the background would be the possibility of escalation to general war.

While general war—which is defined to include nuclear attack upon the United States—is the least likely contingency, it would create unprecedented and exceedingly difficult problems. For this reason, the National Plan is presented largely in terms of this kind of contingency. Policies and measures described herein may be selectively applied, as appropriate and necessary, to other emergency conditions, especially limited war requiring full mobilization of the Nation's economy.\*

#### International Tension.

In addition to normal competition, the last two decades have been characterized by international conflicts of varying intensities. Yet

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This chapter was prepared by the Office of Emergency Planning.

\*In crises requiring extraordinary measures by the United States, the President or Congress might formally declare a national emergency, limited or unlimited, or a civil defense emergency in order to provide authority for certain actions. These authorities are available through standby statutes, Executive orders, delegations, and directives.

It is generally in this context that references to "national emergency," "limited emergency," or "civil defense emergency" are used throughout this Plan.

the measures employed have been carefully controlled by the major powers to avoid the risk of general war.

Such conflicts are likely to continue. So, too, is the exercise of restraint.

Relatively small-scale wars and insurgencies would probably require some degree of American involvement—political, economic, or military. United States forces might have to be committed to action in one or more areas of the world, but the scale of United States involvement would not require significantly expanded civil response to support its military action or maintain assistance to its allies.

Some imports might be denied the United States, but extraordinary economic controls would not be needed. Particular sectors or resources, however, might require special attention, such as controlled use or incentives for expanded production.

#### Limited War.

The conditions described above could change into a condition of limited war involving use of sizeable American forces on foreign soil. Or limited war could begin without evolving from a small-scale conflict. In such limited war, American forces might have to be used in several areas of the world at the same time. Simultaneously, the United States might still have to fulfill other requirements for foreign assistance and counterinsurgency activity. These conditions, singly or in combination, could require extensive mobilization measures in this country.

In the initial period of limited war, resources would be met from supplies and equipment on hand and on order. If combat endured for longer periods, expanded economic activity



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would be necessary to support military efforts and the economies of our allies.

Consideration of limited war cannot exclude the possibility of some form of attack upon the continental United States. However, such an attack is most unlikely and, even if it did occur, probably would not cause serious damage to the Nation.

The leadership of any nation is likely to be cautious about initiating the use of nuclear weapons in limited war, since any use of nuclear weapons always contains the danger of escalation into general war.

### **General War.**

The calculated initiation of general war by any present nuclear power is considered unlikely. Nevertheless, as long as the world's nuclear warmaking capability exists and spreads, there is a possibility that general war could occur through accident, miscalculation, an irrational act, or the unplanned escalation of limited war, as well as by a deliberate attack.

The actual occurrence or imminence of nuclear attack would require immediate implementation of comprehensive emergency measures to mobilize the Nation's resources, not only for the defeat of the enemy but also for the survival and eventual recovery of the United States. The elements of total involvement of all of the people, institutions, and resources of the Nation, with their complicated interrelationships, and the extremely disruptive effects of attack on American soil, with its attendant destruction and dislocation, make this the most difficult contingency to prepare for.

Sudden attack would provide no advance mobilization period. For these reasons, plans for operation under such a war must be completed now and the actual preparations made as quickly as possible.

### **Attack Factors.**

*Weapons.* An attack upon the United States could involve many hundreds of nuclear weapons, of yields varying from a few kilotons to tens of megatons. The weight of attack might total several thousand megatons. Chemical and biological warfare agents, conventional weapons, and sabotage could be selectively em-

ployed against particular targets as an adjunct to nuclear attack. Psychological warfare by propaganda and other means would be likely before, during, and after attack.

*Means of Delivery.* A variety of delivery systems could be used in an attack. Intercontinental and sea-launched ballistic missiles will be increasingly relied upon for delivery of nuclear weapons. Manned bombers, however, will continue to be useful. Risks of detection make unlikely a large-scale attempt to introduce nuclear weapons by clandestine means.

*Targets.* While any target can be destroyed if an enemy expends sufficient weapons on it, no nation has the capability of destroying all rewarding targets in the United States.

It is assumed that military command and control centers, centers of government, nuclear retaliatory capability, and concentrations of industry and population would be principal targets, with initial priority given to the destruction of as much nuclear retaliatory capability as could be directly attacked or immobilized by elimination of command and control.

It is impossible, however, to predict with assurance either the nature of an enemy's intentions or specific attack objectives.

*Warning.* Warning of a nuclear attack on the United States might range from several days to a few minutes. The possibility of an attack occurring without warning cannot be completely discounted. In such an event, however, the first strike would serve to warn other areas.

In an ICBM attack, any tactical warning (that is, warning of an attack already launched) would not likely exceed 15 minutes for initial targets. Other parts of the country would have a further but indeterminate period in which to take protective action. Tactical warning of a manned bomber attack could be as much as 3 hours for initial targets.

Strategic warning (indication of a possible attack before it is launched) might be provided by ultimatum, by verified information of an enemy's intention to attack at a given time, or by an accumulation of many interconnected actions and reactions indicative of an enemy's probable intention to attack in the near future.

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It is unlikely that strategic warning would ever be so definite as to warrant the institution of all protective measures. Yet evidence of a high degree of probability of attack could cause the Federal Government to take certain steps to implement emergency plans.

*Duration of Emergency.* If a nuclear war should come, hostilities might be prolonged, although the nuclear exchange, including follow-on attacks, might be relatively brief. To continue to exist as a sovereign power, the Nation must be able not only to withstand an initial nuclear assault and to bring hostilities to a favorable conclusion but also to restore its social, political, and economic systems. This entire survival and recovery period would probably last for several years.

#### Postattack Conditions.

A nuclear attack, even one only on military and command centers, would cause widespread death and destruction from blast and heat effects, with heavy fallout probable over much of the country. In a large-scale attack any point in the United States could be damaged or contaminated. Nevertheless, there would be great variations in the amount and degree of devastation, and many areas would be completely free from these effects. Accurate prediction of these effects is impossible.\*

*Casualties.* Loss of life would be enormous, especially in an attack on population centers, although fallout shelter and other protective actions could save tens of millions of lives. Whatever the kind and degree of attack, human hardships and suffering would constitute the most serious immediate problem.

*Effects on Resources.* The most immediate requirements for human survival in the post-attack period would be food and water. But studies indicate that usable supplies would be adequate postattack for supporting life.

Health resources—manpower, materials, facilities—would be in very short supply and

\*For a detailed analysis of the physical consequences of nuclear attack see Samuel Glasstone, ed., *The Effects of Nuclear Weapons*, Revised Edition, April 1962, reprinted with changes and additions February 1964. Prepared by the Department of Defense, published by the Atomic Energy Commission. For sale by the Superintendent of Documents, Washington, D.C., 20402—price \$3 (paper bound).

so, therefore, would health and sanitation services. Self-sufficiency on the part of the population would be necessary in maintaining health and caring for the sick and injured, perhaps for lengthy periods of time.

The most immediate economic results of nuclear attack, aside from direct loss and displacement of people and private property, would be the substantial loss of capital assets, disruption of the financial and credit structure, and shortages and maldistribution of manpower and materials.

Agricultural and industrial productive capabilities would be lost or denied and transportation and communication impaired, particularly as a result of the fire and fallout hazards in the early postattack period.

Losses of resources and productive capacity might, in some areas, be balanced by the number of deaths. Thus, under some attack patterns, the national supply of particular resources might be great enough to cope with the overall demand. Rarely, however, would the surviving resources be where most needed.

Because of the interdependent nature of the Nation's economy, losses in damaged areas would soon be felt in undamaged ones. The total supply-requirements situation could be realistically assessed only by keeping in mind this interwoven economic and geographic relationship.

*Effects on Systems.* Normal systems of distribution, communication, transportation, production, power supply, finance, welfare, public services, law enforcement, and government aid could be disrupted in many areas for periods ranging from days to months. Hence survival and subsistence in such affected areas would depend for varying periods on local self-sufficiency.

Disruption of communications might delay for several days even a gross assessment of the postattack situation for the entire country. More detailed surveys and assessments of population and resource status might not be feasible for some time. This would not, of course, prevent local damage assessment by direct observation and on-the-spot analysis.

Radiation hazard would probably cause long-term denial of use and occupancy of some

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areas. This and other damage would restrict mobility between and within some localities and even regions. Most areas affected by fallout would, however, be accessible within 2 weeks.

In some areas the damage might be so severe and the radioactivity so persistent and intense as to require decisions whether to rebuild damaged cities or relocate them.

*Ecological Effects.* All living things are related to each other and to their environment. The introduction of high radiation levels could alter these relationships. Adequate fallout shelter can greatly reduce human casualties from fallout; however, little of the total environment in which human beings live can be sheltered.

While other mammals may be expected to respond to radiation exposure in ways comparable to man, they cannot be expected to change their diet from usual food sources. Most could therefore ingest radioactive material. Other forms of life, such as reptiles, insects and bacteria, can tolerate greater radiation doses than mammals. Thus the balance of living things could be changed in an area of substantially increased radioactivity.

In many areas substantial destruction of woodland and vegetation by fire and in some instances even by radiation could eventually lead to serious erosion of watersheds with consequent flooding and other long-range effects.

Effects of radiation damage on growing plant life are slow acting. Also, the major effects on agricultural production would appear

to be limited to the first year following an attack. Afterward, except in those small areas still heavily contaminated, farmers would be able to work their fields.

Although little can be done to forestall radiation damage to plants and animals (other than limited sheltering and decontamination), it should be possible to ameliorate in some degree ecological imbalances that might occur. Most ecological consequences would be slow to appear, allowing months and even years in which to compensate for destructive changes. Thus the ultimate significance of any ecological changes would depend in part on how expeditiously man could reassert effective influence on critical aspects of his natural environment.

*Other Considerations.* It is impossible to assess statistically such intangible human factors as the psychological and sociological impact of attack and of postattack conditions on the efficiency and enterprise of the survivors. The speed of recovery of the Nation and of the restoration of the economy to the level then needed would depend on these intangibles at least as much as on the overall physical effects on people and resources.

In spite of the uncertainties inherent in any planning to deal with attack upon the United States, this much is known: there would be surviving people and resources to be applied to the defense and pursuit of fundamental goals and values. The constructive application of resources to that purpose would depend upon prudent, flexible emergency plans and preparations made now.

## **BASIC POLICIES**

The following principles and policies govern all emergency preparedness planning. They define the types of responses and preparations that are feasible and help to clarify the relationships that exist among the responsibilities of government and the nongovernmental community.

### **Objectives.**

*Survival and Recovery.* In the period immediately following attack upon the United

States, national survival and recovery would be the primary objective. In order to achieve this, efforts must be directed to defense and retaliatory operations, to the saving of life and property, and to essential aid to allied nations. These efforts must include the conservation and management of resources to permit early reconstruction and rehabilitation.

*Preservation of Rights and Values.* Although the Government must and would take whatever action is required to insure national



survival in times of great peril, this does not mean the end of personal and political freedoms. On the contrary, one of the fundamental policies of the emergency preparedness program is that measures in response to emergency conditions must be taken without undue infringement of individual rights and with minimum disruption of the political, economic, and social structure of the Nation.

Emergency preparedness is directed not only toward physical survival but also toward preservation of the basic values of the Nation. Consequently every effort should be made to:

- Protect the free exercise of constitutional and other basic rights and liberties under emergency conditions, insuring that any restrictions imposed on the exercise of rights and liberties during a national emergency be limited both in scope and duration to the minimum required by the circumstances.
- Preserve equitably representative constitutional government.
- Maintain law enforcement and judicial proceedings in accordance with established and accepted practices and procedures, developing emergency codes and emergency systems of civil justice as necessary to prevent the arbitrary exercise of the police power.
- Continue a basically free economy and private operation of industry, subject to government regulation only to the extent necessary to the public interest.

#### Methods.

*Total National Involvement.* The civil emergency preparedness of the Nation is a task of such magnitude as to involve all citizens and governments at all levels. Federal Government preparedness is not enough. There must be a working partnership between government at all levels and nongovernmental organizations to achieve national preparedness.

*Primacy of Federal Responsibility.* If the United States were attacked or gravely threatened with attack, the Federal Government by virtue of its war powers must exercise pervasive direction and control in the interest of national survival. To prepare for this contin-

gency, the Federal Government is responsible for the direction and coordination of the total national civil emergency preparedness program.

The establishment of national priorities, and the modification of these to meet changing conditions, is a primary responsibility of the Federal Government.

*Use of Existing Organizations.* Wherever possible, emergency assignments should be made to governmental organizations in being before the emergency. These assignments should be related to the peacetime functions or emergency capabilities of the governmental units involved. Only where this is not possible should special emergency agencies be created.

Many Federal agencies would be required to streamline and simplify their internal structures for operating in emergencies. The head of each agency should have plans for such alterations and emergency organizational structures.

State and local chief executives should direct emergency preparedness functions within the regularly constituted governmental structure, augmenting it where needed.

Volunteers and volunteer organizations should be used to supplement, not replace, trained personnel with emergency assignments and organizations with emergency functions.

*Substitute Authority and Procedures.* Provision must be made for suitable emergency substitutions for traditional authority or procedures for use only if traditional authority were to break down or existing procedures prove inoperable. Wherever possible, the substitution should be made within the framework of preexisting arrangements. For example:

- Martial law should be imposed only in those extreme situations in which civil government were unable to act.
- The use of scrip as a substitute for currency should be avoided unless needed because of the temporary unavailability of currency.
- If neither a State nor a local government could provide emergency services, the Federal Government should assume responsibility to the extent necessary and possible.



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- If Federal operations were disrupted in particular areas, State and local authorities should assume responsibility, in accordance with national policies, for the protection, use, and distribution of resources otherwise subject to emergency Federal control, until effective Federal control could be restored.

*Self-Sufficiency.* Each governmental and nongovernmental unit with emergency functions should provide for maximum self-sufficiency and continuity of operations so that it could operate in an emergency without reliance on higher authority. For example:

- Each Federal agency, State and local government, and essential-facility manager should undertake preparations for emergency operations, protective construction, and personnel protection.
- Wherever feasible, delegations should be made to departmental and field officials located outside the more vulnerable metropolitan areas

so that they could act independently in case of the incapacity of the central office.

*Preattack Preparedness.* Governmental and nongovernmental units with emergency responsibilities should take all measures authorized by law to prepare for an emergency before it arises. This requires:

- Personnel who have been thoroughly trained in self-protection and in the performance of their emergency assignments.
- Operations plans and procedures which are periodically updated to meet a changing international situation and are consistent with overall national guidelines.
- Periodic tests and exercises to improve organizational ability to carry out assignments.
- Facilities, manpower, equipment, communications, and supplies suitably located or protected and adequate to discharge emergency responsibilities.

## **RESPONSIBILITIES**

### **Federal Government.**

The four principal statutory enactments upon which civil emergency preparedness activities are based are, as amended, the National Security Act of 1947, the Federal Civil Defense Act of 1950, the Defense Production Act of 1950, and the Strategic and Critical Materials Stock Piling Act.\* There are also many other specific legal authorities under which the various Federal agencies can prepare for and operate in a national emergency.† For planning purposes, it may be assumed that whatever additional extraordinary Federal authorities were required for national survival would be available in that situation.

*Office of Emergency Planning.* The Director of the Office of Emergency Planning

(OEP) assists the President in coordinating the emergency preparedness activities of the Federal Government and makes plans for the direction of governmental, economic, and other activities as may be determined by the President. (He is also a statutory member of the National Security Council.) The Director is responsible for:

- Coordinating and in some cases developing those programs necessary for economic, political, and social support of basic national objectives.
- Advising the President on the coordination of all mobilization activities, controlling activities under the Defense Production Act, and determining kinds and qualities of materials to be stockpiled.
- Assisting States in arranging interstate compacts and reciprocal aid arrangements and, through the Department of State, mutual aid agreements between the States and neighboring countries for civil defense.

\*By Reorganization Plan No. 1 of 1958 certain functions under these acts were transferred to the President. Some of these were later redelegated by Executive order; the emergency powers under Title III of the Federal Civil Defense Act were expressly retained by the President.

† An "Index of Authorities" appended to the National Plan lists with citations the above-mentioned statutes and reorganization plan and all directly relevant Executive orders.



- Assisting the President in determining policy for, planning, directing, and coordinating the total civil defense program.

*Office of Civil Defense.* The Secretary of Defense is responsible for major civil defense activities of the Federal Government, which have in turn been delegated to the Director of the Office of Civil Defense (OCD) in the Office of the Secretary of the Army. This includes responsibility for civil defense stockpiles.

*Other Agencies.* The heads of many other Federal agencies have been assigned emergency functions related to their basic missions and capabilities. Civil defense functions are to be carried out in consonance with national civil defense plans, programs, and operations of the Department of Defense. Each agency plans and conducts such other nonmilitary defense activities as are inherent in its normal responsibilities, are assigned by the President (or necessitated by such assignment), or are specified in interagency agreements.

Federal food and medical stockpiles are the responsibility of the Secretary of Agriculture and the Secretary of Health, Education, and Welfare, respectively.

Each Federal agency, within the specified areas of its responsibility, works with the States and, as appropriate, their political subdivisions in providing functional guidance and assistance in emergency preparedness matters.

*Wartime Structure.* Although Federal policy calls for use of the current governmental structure in an emergency, certain tasks particularly related to administration of controls could best be performed by emergency agencies. Their existence would depend upon Presidential declaration of a national emergency, and the extent of their operations would depend upon the nature of the emergency.

Among these planned emergency agencies is an Office of Defense Resources, which would perform overall central resource management functions. Throughout this Plan, all references to the Office of Emergency Planning under emergency conditions apply to the Office of Defense Resources when established.

*Field Coordination.* To carry out their respective functions in assisting the States and coordinating the Federal agency field activities,

OEP and OCD maintain eight colocated Regional Offices with coterminous boundaries (see map, p. 8).

### State and Local Governments.

The government of each State is responsible for the preparedness and emergency operations of the State and its political subdivisions and for insuring that such activities are compatible with those of the Federal Government. The government of each political subdivision is responsible for its preparedness and emergency operations in accordance with Federal and State emergency plans and programs.

While the Federal Government can indicate the kinds of preparedness actions the States should take, it is the responsibility of the State governments to provide the additional constitutional or statutory support, organization, and procedures for the conduct of those activities. The same is true of the need for local ordinances to meet the preparedness requirements of each locality.

Similarly, bordering States should encourage adequate preparedness through mutual assistance agreements or interstate compacts.

The State and local governments would be expected to carry out Federal emergency activities in event of temporary breakdown of Federal control and until it could be reestablished. They must also be prepared to assist the Federal Government in carrying out national programs such as price, wage, and rent controls and conservation and most advantageous use of resources.

### Private Sector.

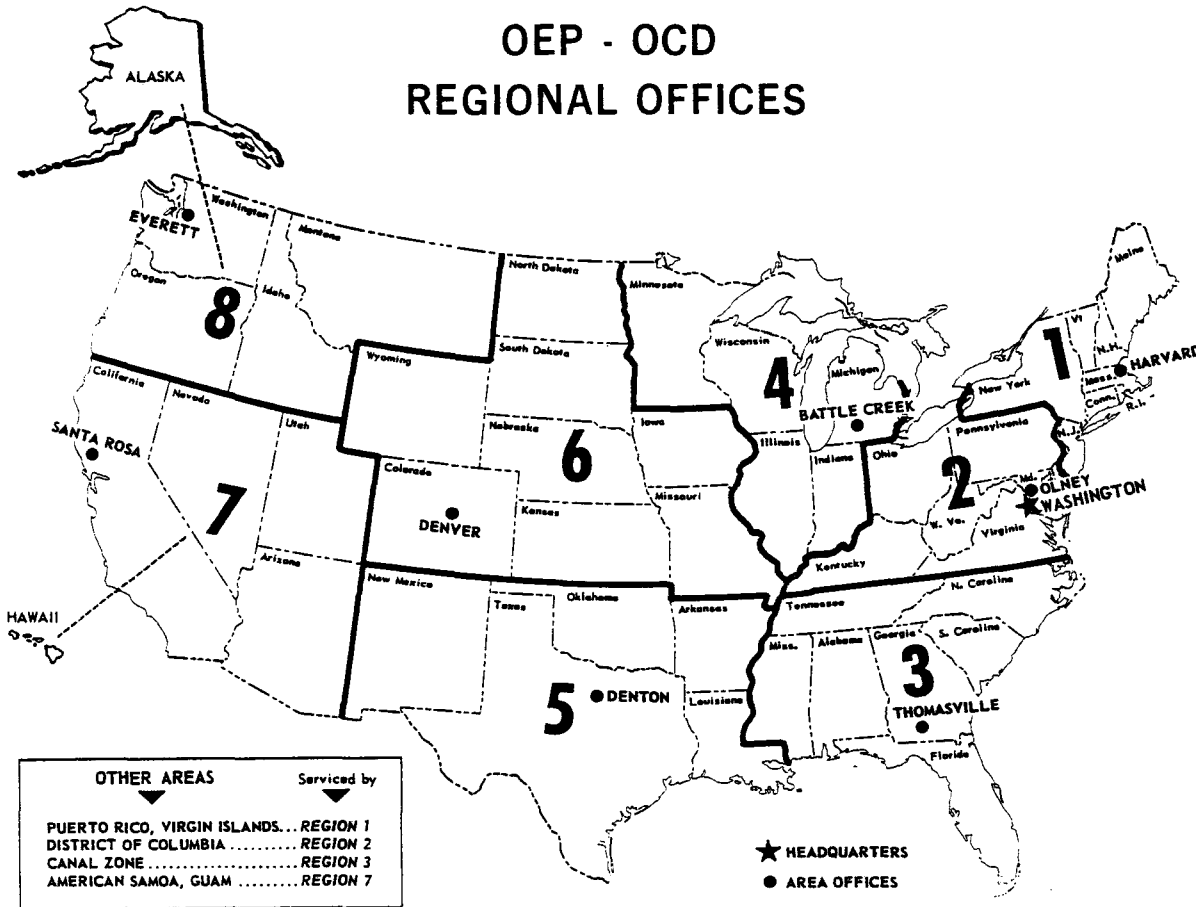
The leaders of industry, agriculture, labor, and finance are responsible, in cooperation with appropriate government agencies, for planning and executing measures designed to assure the continued functioning or rapid restoration of the essential elements of the national economy.

Individuals and families are responsible to the extent possible for their own emergency needs and for participation in the general survival and recovery effort.

All public organizations are expected to make such contributions to national, State, or community preparedness and survival operations as possible and appropriate.



## OEP - OCD REGIONAL OFFICES



### PROGRAM ELEMENTS

The emergency preparedness program can be divided into three categories of elements, many of which cut across the responsibilities of all agencies and levels of government. Subsequent chapters discuss these elements in terms of particular policies, responsibilities, and programs.

#### Mitigation of Attack Effects.

The elements in this category have as their objectives the mitigation of attack effects on people and property and the facilitation of rehabilitation and recovery. This involves two basic program elements:

- *Reduction of vulnerability*—by such means as fallout shelters, dispersal of facilities, public warning systems, and radiological defense operations.

- *Provision of essential community services*—by such means as stockpiling and distributing survival materials; eliminating or reducing residual attack hazards; providing health and welfare services, housing, utilities, and related services; and reestablishing educational and cultural institutions and news media.

#### Economic Survival and Recovery.

The elements in this category have as their objectives insuring efficient use of surviving resources, maintaining an economy capable of supporting national requirements, and insuring availability of resources for expanding, maintaining, or restoring production and distribution processes. Fulfilling these objectives requires three basic program elements:





- *Provision of essential resources*—by such means as supplementing regular inventories with reserves (including Federal stockpiles) in usable forms and locations; maintaining multiple sources of supply for critical resources; developing substitutes for critical resources; expanding or converting existing productive capacity as necessary for national defense; and controlling imports and exports.
- *Management of resources*—by such means as devising supply-requirements study systems; developing criteria, techniques, and control measures for overall resource management; establishing systems for allocating supplies and adjudicating claims disputes; and stimulating mutual aid agreements among industries for emergency interchange of resources.
- *Economic stabilization*—by such means as developing techniques and control measures for stabilizing wages and salaries, prices, and rents, for rationing essential items to local consumers, for maintaining money and credit systems, and for emergency banking operations.

#### **Institutional Survival and Recovery.**

The elements in this category have as their objectives the legal exercise of authority, the ability of governments to act in an emergency,

and the preservation of rights and liberties to the fullest extent compatible with national survival and recovery. These objectives involve three basic program elements:

- *Maintenance of civil order*—by such means as augmenting regular police forces, modifying the legal base to permit effective enforcement activity in substantive and geographic police jurisdictions, and preparing for orderly use of armed forces as augmentation of regular police forces or, for overriding national purpose, as a direct instrument of the Federal Government.
- *Continuity of government*—by such means as establishing lines of succession to official positions; protecting records essential to postattack operations, elective processes, and legal, political, and economic relationships; establishing protected or alternative centers for postattack governmental operations; and assuring protection and optimum use of government personnel, records, and facilities.
- *Protection of rights*—by such means as establishing emergency codes and systems of civil justice to avoid arbitrary use of the police power and assuring that limitations on exercise of rights be confined in scope and duration to that demanded by conditions.

## **SUPPORT FUNCTIONS**

### **Communications.**

So that there would be communications for performance of essential governmental and public services in an emergency, it is necessary to:

- Provide reliable means of communication among levels of government and between government and the people.
- Provide for maintenance of communications essential to operations of elements of the national economy.
- Establish and prepare to enforce priorities on use of facilities and systems.

### **Assessment of Attack Effects.**

So that government personnel and the general public would have proper information for rational decisions, it is necessary to:

- Provide for the collection of weapons-detonation and effects information.
- Provide data transmission systems to facilitate central information analysis.
- Develop procedures and skills to complement machine systems and prepare data analyses.

### **Education and Training.**

The systematic teaching of skills and techniques to meet emergency needs and education to foster self-protection and cooperation with government plans are essential to the national preparedness effort. To meet requirements:

- All Federal agencies develop and execute education and training programs in support of their assigned emergency preparedness func-



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tions, including training National Defense Executive Reservists.

- The Office of Civil Defense carries out an educational program in civil defense for government officials and others through its two training schools and its staff college. OCD works with the Department of Agriculture and the Department of Health, Education, and Welfare on public education programs in civil defense.
- The Office of Education, DHEW, develops and issues instructional materials and provides suggestions and guidance to assist schools, colleges, and other educational institutions in incorporating emergency preparedness measures and concepts into their programs. DHEW also develops and directs a nationwide program to train manpower of health and welfare services in improving professional and technical capabilities and civil defense skills.
- State and local governments develop and execute training and education programs in support of civil defense and other emergency preparedness functions.

### **Research and Development.**

The Federal Government will support and maintain research and development efforts to determine the best methods, materials, and facilities for nonmilitary defense. This research covers such subjects as:

- Weapons effects (sociological and psychological as well as directly physical).
- Protective and remedial measures, including shelter.
- Systems for identifying, computing, and transmitting operational data.
- Resource data accumulation, analysis, and use.
- Equipment design and use.

### **Review and Evaluation.**

The Office of Emergency Planning conducts a program to review and evaluate Federal, State, and local preparedness to carry out emergency plans and functions. This program has two objectives: to help improve readiness and to provide a basis for reporting to the President on the status of national emergency preparedness. Fulfilling these objectives requires:

- Identifying and defining nonmilitary defense programs and their interrelationships.
- Establishing program objectives and measurable standards of achievement.
- Developing and administering a coordinated and integrated program of surveillance and evaluation of the entire nonmilitary defense effort.
- Preparing appropriate reports and recommendations.

### **Tests and Exercises.**

Planned emergency operations presume the ability to carry them out. To assure this, OEP promotes, monitors, and coordinates planning and execution of interagency nonmilitary tests and exercises for emergency preparedness. In doing so, it performs these functions:

- Developing and coordinating a national program for testing national and associated international plans, personnel, and procedures.
- Coordinating and monitoring such test and exercise programs of Federal agencies and, as appropriate, State and local governments for conformity with the national test and exercise program.
- Developing and maintaining a system to evaluate, analyze, and report the results of tests and exercises conducted at both the national and international levels.



# Chapter 2

## CIVIL DEFENSE

### OBJECTIVES

Despite the potential for enormous destruction inherent in a general war (defined in Chapter 1 as including nuclear attack upon the United States), preventive and remedial measures could save and sustain millions of lives and considerably reduce the loss of property from attack effects. These measures constitute civil defense: planned and organized action in an attack emergency to protect lives and property and to maintain or restore services and facilities essential to survival.\*

In this Plan the operational elements of the civil defense program are considered under two principal objectives:

- To *protect* life and property by providing the means and knowledge necessary to *minimize*

attack effects; that is, to prevent the consequences of attack by lessening vulnerability to them.

- To *preserve* life and property by operations and instructions necessary to *reduce* attack effects; that is, to *remedy* the consequences of attack by providing the means to sustain survivors and to aid their recovery.

In addition, the civil defense program encompasses administrative activities, to achieve and maintain a capability for effective and coordinated performance of those operations, and supporting services necessary to that performance insofar as they pertain to civil defense operations.

### RESPONSIBILITIES

By law, civil defense is the joint responsibility of Federal, State, and local government, with the Federal Government charged with providing necessary coordination, guidance, and assistance. Actual emergency civil defense operations would fall primarily upon the States and their political subdivisions. The term "civil defense" is defined more fully by section 3(b) of the Federal Civil Defense Act of 1950, as amended.

#### Federal.

Federal civil defense preparatory responsibilities transferred to the President by Reorganization Plan No. 1 of 1958 have been assigned by Executive orders to the Department of Defense, the Office of Emergency Planning, and several other Federal agencies. These Ex-

ecutive orders do not extend to the authority for extraordinary Federal actions in a civil defense emergency, which authority is reserved to the President. However, Federal agencies should assume that all necessary emergency authorities would be made available to them when needed.

*Office of Civil Defense.* By Executive Order 10952, the President has assigned to the Secretary of Defense responsibility for major civil defense activities of the Federal Government. Within the Department of Defense, major responsibility for carrying out the program was assigned to the Secretary of the Army and, under him, to the Director of the Office of Civil Defense (OCD).\* Thus OCD has program responsibility for all Federal civil defense functions except those reserved to the President or

\*More detailed guidance on civil defense programs is provided by the *Federal Civil Defense Guide*.

\*By DOD Directive 5160.50 (March 31, 1964) and Federal Register Document 64-3517 (29 F.R. 5017) respectively.



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transferred by him to other agencies, as indicated herein.

General functions of OCD, in addition to the specific program elements covered later in this chapter, include preparing and directing national civil defense plans and programs and assisting in the development of State and local civil defense capabilities.

OCD maintains program contact with State and local governments through eight Regional Offices.

*Office of Emergency Planning.* Executive Order 10952 assigns to the OEP Director responsibility for advising and assisting the President in such matters as:

- Determining policy for, planning, directing, and coordinating the total civil defense program.
- Determining Federal agency civil defense roles, reviewing their activities, and coordinating those activities with each other and with those of the States and neighboring countries.

- Encouraging and aiding in arranging mutual aid compacts among the States and between the States and neighboring countries and in enacting legislation for civil defense purposes.

*Other Federal Agencies.* Several agencies are assigned specific civil defense functions by Executive order. (See Index of Authorities.) In addition, each agency is responsible for assigning personnel, materials, facilities, and services not required by its own or other Federal essential functions in order to aid the States in a civil defense emergency and for making such surplus personnel available to the States for training purposes.

### **State and Local.**

State and local governments are responsible for civil defense operations within their jurisdictions. In conformance with State law and in accordance with Federal policies and guidance, they develop the necessary plans, capabilities, and procedures to carry out those activities.

## **PREVENTIVE PROGRAMS**

The term "preventive programs" is used here to describe those civil defense activities to reduce the vulnerability of people and things to possible attack effects. The three principal programs which the Federal Government has undertaken for this are the national fallout shelter system, the civil defense warning system, and the radiological monitoring and reporting system. Closely allied to these are public instruction on self-protection and measures for protection of essential facilities.

### **Fallout Shelter.**

The aim of the national fallout shelter program is to provide austere but adequate fallout shelter for the total population by:

- Identifying, licensing, marking, and stocking suitable public fallout shelters.
- Providing additional shelter space in Federal and other public buildings.
- Encouraging property owners—residential, business, and industrial—to provide shelter.

- Preparing for effective shelter use through such measures as training shelter management staffs.

*OCD.* National program objectives, standards, and implementation requirements for fallout shelter are established by OCD. As part of this function OCD:

- Establishes protection standards.
- Directs shelter survey and marking programs.
- Provides Federal shelter supplies and equipment.
- Maintains shelter facility inventory data.
- Provides guidance on shelter construction and use.

The OCD Regional Offices monitor the shelter program and give technical guidance and assistance to Federal field establishments and State and local governments.

*Other Federal Agencies.* All other Federal agencies should, wherever practicable, provide



for fallout shelter space in new and existing Federal structures for which they are responsible.

*State and Local Governments.* These governments, with Federal assistance, should assure adequate shelter for their entire populations, plan for movement of people to the shelters, and train the public and shelter staffs on the use of shelters and their equipment.

#### **Civil Defense Warning System.**

The objective of this program is to create a system through which warning of attack and other information could be spread rapidly throughout the Nation.

*OCD.* OCD has principal responsibility for operating and maintaining a national system to disseminate to all levels of government and the public warning data received from North American Air Defense Command. It also provides funds to State and local governments on a matching basis to help them in obtaining and maintaining their own systems.

The OCD Regional Offices provide assistance and guidance to State and local governments in developing their own warning systems as links to the Federal system. They also coordinate with military organizations on warning matters of mutual concern and channel warning information to Federal agency field establishments and State and local governments.

*State and Local Governments.* These governments establish and maintain their respective portions of civil defense systems to disseminate warnings and to advise their publics of relevant actions to be taken.

#### **Radiological Monitoring and Reporting.**

The objective of this program is to establish a monitoring and reporting system and organization to receive and disseminate accurate and timely information on location, intensity, and duration of radiological hazards resulting from nuclear attack and to advise on means to minimize these hazards.

*OCD.* OCD develops the system and procedures to report and receive, plot, analyze, and evaluate information on radiological hazards and to make this information available to other Federal, State, and local agencies and to the public.

To do this, OCD provides training, criteria and guidance, and instrumentation to Federal agencies and State and local governments, as well as financial assistance to State and local governments, for maintenance of their monitoring and warning systems.

The OCD Regional Offices assist and encourage State and local governments to establish monitoring and reporting systems and procedures to evaluate radiation hazards. They also:

- Develop a capability to plot, analyze, and evaluate information on radiological hazards and make this information available to OCD Headquarters, other Federal agencies, and State and local governments.
- Cooperate with the Department of Commerce in the regular dissemination of meteorological data so that it would be available if needed.
- Provide advice and guidance to Federal agency field offices and State and local governments on meteorological techniques useful for rapid assessment of radiological effects.

*Other Federal Agencies.* All agencies establish an operational capability to detect and evaluate radiological hazards. They should also be prepared to provide such information to OCD.

Other elements of the Department of Defense; the Departments of the Interior, Agriculture, and Health, Education, and Welfare; and the Federal Aviation Agency, the Tennessee Valley Authority, and the Veterans Administration all maintain stations in the radiological monitoring system. The Department of Commerce provides fallout forecasts and technical support.

Federal agency monitoring stations can be tied directly, or through the appropriate local government network, into State monitoring and reporting networks in accordance with mutual planning agreements among the States and Federal agencies concerned.

*State and Local Governments.* These governments develop and operate their own station networks for monitoring and reporting fallout conditions to the OCD Regional Offices and to other governments. They also develop systems to evaluate hazards reported to them.



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In order to fulfill this responsibility, State and local governments:

- Implement statewide systems to maintain radiological defense equipment.
- Under the provisions of the SARDA plan, develop procedures to use civil aircraft other than air carrier aircraft, including the Civil Air Patrol, for aerial radiological monitoring.
- Develop a capability for detection and evaluation of radiation hazards in public shelters.
- Develop procedures to keep the public advised of the radiological defense situation.
- Conduct a radiological defense training program.

### **Facilities Protection.**

The objective of this program is to secure adoption and implementation of necessary facilities protection measures by all essential industries.

*OCD.* To meet the stated objective, OCD's responsibilities are to:

- Encourage and assist industry to develop emergency plans in conjunction with Federal, State, and local agencies.
- In cooperation with appropriate other Federal agencies, provide technical advice and assistance to industry and business on facilities protection.
- Coordinate the industrial facilities protection programs of other Federal agencies.

The OCD Regional Offices work with the field staffs of responsible Federal agencies to help assure field coordination of facilities protection programs.

*Other Federal Agencies.* Agencies with assigned facilities protection responsibilities provide guidance adapted to the needs of the industries and businesses concerned and promote a national program to stimulate preparedness.

*State and Local Governments.* These governments encourage and assist industry and business to participate in these programs.

### **Training and Education.**

The objective of this program is to prepare officials and the general public for civil defense activities by providing for:

- The training of officials at each level of government and of selected military officials in civil defense tasks.
- Skills training for civil defense workers in urban and rural areas.
- The education of the public to be as self-sustaining as possible and to assist in community survival efforts.

*OCD.* This agency has responsibility for developing programs to provide specialized civil defense training for operating personnel requiring it. Within this responsibility, it:

- Operates the Federal Civil Defense Staff College and two training centers.
- Provides funds to State and local governments for training.
- Maintains liaison with other Federal agencies to use their training and education resources for civil defense purposes.
- Provides technical guidance and assistance to nongovernmental groups which conduct and sponsor such training.
- Establishes general public education programs, including creation of training materials for national use.
- Issues criteria and guidelines to Federal field offices on conducting civil defense training and education programs.

OCD also conducts a professional development program for architects and engineers for technical support to civil defense activities.

The OCD Regional Offices provide guidance and assistance for civil defense training to State and local governments, Federal field establishments, and educational organizations and institutions; distribute and encourage use of civil defense educational materials; and conduct training activities.

*Other Federal Agencies.* In cooperation with OCD and in consonance with OCD policy other agencies develop or assist in developing training programs for State and local governments in activities related to their Federal civil defense responsibilities, develop current instructional materials, and conduct their own training activities. In particular:

- The Public Health Service of the Department of Health, Education, and Welfare



(DHEW) develops and directs the public Medical Self-Help Program.

- The Office of Education, DHEW, on behalf of OCD, administers adult instruction programs in civil defense.
- The Department of Agriculture conducts a rural information program to advise farmers and rural residents of their civil defense re-

sponsibilities and provides technical guidance to State and local governments for use in carrying on similar programs.

*State and Local Governments.* These governments are responsible for training key officials and staff in civil defense tasks and for selecting personnel to be trained by OCD and other Federal agencies.

## REMEDIAL PROGRAMS

The term "remedial programs" is used here to describe those civil defense activities which are developed in accordance with Federal policy guidance and would be undertaken to remedy the immediate consequences of attack by providing the means to sustain survivors and aid their recovery.

### Emergency Public Information.

The objective of this program is to provide for dissemination of emergency civil defense information and instructions to the public by appropriate Federal, State, and local authorities.\*

*OCD.* To meet the stated objective, OCD's responsibilities are to place information and materials where needed postattack and to supply policy and guidance for emergency broadcasting. In an emergency, survival instructions and other civil defense information would be given to the public through all available media, including the Emergency Broadcast System (EBS).

The OCD Regional Offices provide guidance to State and local governments on emergency public information activities and disseminate appropriate information in an emergency.

*Other Federal Agencies.* All agencies must plan for use of public information staffs to obtain and disseminate survival information and instructions.

*State and Local Governments.* These governments prepare necessary information materials and position them with information media. Official news and instructions on civil defense in an emergency would be provided by:

- Relaying instructions on measures which would save lives.
- Receiving and disseminating weapons effects information and radiological fallout forecasts.
- Maintaining a flow of official news and information to sustain morale.

In addition, these governments will develop plans for use of EBS by local authorities.

### Relief Operations.

The objective of these programs is to save lives and minimize the loss of property under general war conditions.

Emergency operations and services to fulfill these responsibilities generally would be performed at the local level. The programs and their specific objectives are:

- Rescue—to release survivors trapped in wreckage and move people to safer areas.
- Preservation of property—to recover essential supplies and equipment and to remove materials (unexploded ordnance, combustibles, etc.) which may damage property.
- Firefighting and control—to conduct fire prevention activities and control fire spread.
- Law and order—to identify the scope of law and order functions necessary postattack, train regular and additional law enforcement personnel, and maintain law and order during civil defense operations.
- Medical care—to provide first aid, medical treatment, and hospitalization and to assure efficient use of medical resources.
- Debris clearance—to remove debris from thoroughfares, shelters, utilities, and other essential facilities.

\*For discussion of overall emergency information see Chapter 16. Government Operation.



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- Decontamination—to reduce or remove radioactive contamination so that other civil defense and recovery activities could be conducted in reasonable safety.
- Feeding—to provide food and feeding facilities for survivors.
- Water—to insure availability of water for human consumption, sanitation, firefighting, and decontamination.
- Health and sanitation—to prevent and control disease by assuring safe milk and food; preventing and eliminating water pollution; controlling rodents, insects, and other public health hazards; and providing for removal and burial of the dead.
- Housing—to provide emergency housing for survivors in need of shelter.
- Emergency welfare—to provide survivors with the various welfare services described in Chapter 3.
- Emergency repair—to repair utilities and essential facilities required to sustain life and conduct other civil defense activities.

*OCD.* OCD provides Federal agencies with standards and guidance for developing their civil defense programs and advises on measures to strengthen existing organizations and to assure efficient use of resources for civil defense.

It also:

- Provides State and local governments with civil defense technical guidance and assistance.
- Participates in determination of quantities of supplies and equipment to be stockpiled for civil defense purposes.
- Prepares training materials and conducts instruction activities.

The OCD Regional Offices monitor State and local government civil defense programs and provide assistance to these governments in conducting civil defense activities.

*Other Federal Agencies.* Various Federal agencies bear primary responsibility for specific Federal programs which are part of the civil defense effort:

- USDA assures adequate production and distribution of food and conducts Federal food stockpile programs.

- DHEW develops medical, water, health, sanitation, and welfare plans and programs, including emergency lodging, as part of emergency relief operations; issues guidance on welfare activities; and conducts medical stockpile programs.

- The Department of Labor is the agency through which civil defense workers would be obtained.

- The Housing and Home Finance Agency (HHFA) develops plans for building, repairing, and managing emergency housing and related community facilities and cooperates with DHEW to provide Federal assistance for emergency water and sanitation facilities.

All agencies with civil defense responsibilities guide and assist appropriate State and local organizations in developing preemergency training programs.

*State and Local Governments.* These levels of government, bearing primary responsibility for civil defense activities in an emergency:

- Develop plans and procedures to mobilize civilian personnel and resources under their jurisdiction for conducting civil defense activities.
- Ascertain locations of equipment and supplies that could be used for civil defense operations.
- Provide special training and make emergency civil defense assignments.
- Establish mutual assistance agreements with adjacent States.
- Develop procedures to evaluate emergency situations and resource capabilities and advise the next higher echelon (local government to State; State to OEP-OCD Regional Offices and Federal resource agencies).
- Determine relative need for emergency repairs for essential facilities.
- Comply with the National Emergency Food Consumption Standard.
- Determine usability and wholesomeness of resources under their jurisdiction, provide uncontaminated supplies, and remove unsafe supplies from possible use.
- Encourage and use contributions of professional and civic organizations in civil defense planning and operations.



## SUPPORTING SERVICES

The term "supporting services" as used here describes those service programs, many of which apply to all Federal emergency preparedness activities, which provide support to the preventive and remedial civil defense programs. The five principal programs for this are damage assessment, communication, transportation, military support, and resource supply.\*

### Damage Assessment.

The objective of this service is to provide officials at all levels with essential civil defense situation information for making decisions and conducting emergency civil defense operations.

*OCD.* For civil defense purposes OCD determines requirements and develops systems for estimating damage to population and resources resulting from a nuclear attack. This includes the data and information base, facilities for data analysis, techniques and procedures, and instruction as needed. OCD also is responsible for advising and assisting Federal agencies and State and local governments in establishing damage estimation systems.

In an emergency, using the systems of other Federal agencies as well as its own, OCD would receive and evaluate damage and situation information and disseminate it as necessary.

*Other Federal Agencies.* Damage assessment and situation reporting responsibilities in their own resource areas have been given to other Federal agencies. They are responsible for supplying OCD with appropriate data for civil defense purposes.

OEP, through the National Resource Evaluation Center, maintains a capability to provide data and analyses for postattack resource management activities. The Federal resource agencies and OCD are responsible for providing appropriate resource situation data to OEP.

*State and Local Governments.* In accordance with appropriate guidance from OCD and other Federal agencies, these governments collect data and prepare materials required for

estimating damage and making situation reports. In an emergency, they would make damage estimates and capability analyses. Local governments would report information to the State and it in turn to the Federal agency field offices and the OCD Regional Office.

### Communication.

The objective of this program is to create a communication system capable of surviving attack and adequate to conduct and coordinate Federal, State, and local civil defense activities.

*National Communications System.* The Secretary of Defense, as the Executive Agent for the National Communications System (NCS), provides telecommunication support for civil defense, within the framework of NCS, using normal military systems and the Federal Telecommunications System (FTS).

*OCD.* In cooperation with the Defense Communications Agency (DCA), OCD is responsible for arranging for survivable emergency communications between the Federal Government and State and local governments.

OCD also provides technical assistance and financial aid to State and local governments for establishing communication systems to support civil defense emergency activities and develops programs to utilize the skills and equipment of amateur radio operators.

At the regional level, OCD provides guidance and assistance to States, local governments, and others in achieving high levels of emergency communication capability.

*State and Local Governments.* These governments are responsible for developing and maintaining emergency communication systems. This includes:

- Establishing necessary intrastate communication systems.
- Planning to integrate existing State and local systems for emergency purposes.
- Developing plans to execute operational priorities in coordination with public carriers.

### Transportation.

The objective of this program is to have available the transportation that would be es-

\*More extensive treatment can be found in Chapters 6. Transportation, 7. Telecommunications, 12. Resource Management, and 16. Government Operation.



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sential to the conduct of emergency civil defense activities.

*OCD.* In coordination with the plans and programs of the Office of Emergency Transportation (OET) and other Federal agencies with primary transportation responsibilities, OCD assists State and local governments in developing their plans and procedures for civil defense transportation.

*Other Federal Agencies.* The General Services Administration (GSA) would provide transportation management and motor vehicle services to meet requirements of Federal civilian agencies. The Military Traffic Management and Terminal Service (MTMTS), Department of the Army, would provide general transportation and traffic management services to OCD for civil defense activities.

*State and Local Governments.* These governments plan for the immediate use of secondary transportation resources in conducting emergency civil defense activities. In both planning and actually conducting their emergency transportation operations, they should seek assistance from all appropriate government agencies and such private organizations as professional and civic groups and nonprofit industry organizations.

**Military Support.**

The objective of this program is to develop plans for providing military assistance in support of civil defense. This support would be in coordination with and supplementary to the capabilities of State and local governments. In addition, the Department of Defense makes the services of many of its ongoing systems available for civil defense purposes.

*Department of the Army.* The Secretary of the Army coordinates the policy and program aspects of military participation in civil defense preparedness activities and operations, including test exercises, as well as advising the Secretary of Defense on relevant departmental policies, responsibilities, and programs.

The Secretary of the Army also reviews directives for civil defense support developed by the military departments and defense agencies; recommends measures to strengthen working relationships at the national level; and provides these same agents with current information and

guidance on civil defense matters in which the military has special interest or responsibility.

In an emergency, the Department of the Army would coordinate and control the employment of both active and reserve forces made available to support civil defense.

The OCD Regional Offices maintain liaison and coordination with appropriate Zone of the Interior Army Headquarters and arrange for use of standby military reservists for civil defense activities. They also furnish State and local governments with guidance on civil defense matters of particular concern.

Coordination of military support and civil defense plans is accomplished through the various Regional Civil Defense Coordinating Boards.

*Logistics Support.* The Defense Supply Agency (DSA) provides such logistics support for civil defense as supply management.

*Engineering Support.* The U.S. Army Corps of Engineers and the Navy's Bureau of Yards and Docks provide engineering support in such activities as the shelter survey and marking program and community shelter planning, as required.

*State and Local Governments.* These governments coordinate with appropriate military levels in developing civil defense plans.

**Resource Use.**

The objective of this program is to assure the effective use of essential resources, including military support, for civil defense in a national emergency. The Federal Government would not take over or operate privately owned enterprises except as required by the national security.

The program operates within the context of the OEP-OCD Memorandum of Understanding (January 14, 1964), which draws the distinction between "primary" and "secondary" resources.\* Primary resources (generally, interstate wholesale stocks and manufacturers' inventories which have national or major interstate use) are controlled by the Federal resource

\*The OEP *Example of a State Plan for Emergency Management of Resources* more specifically describes Federal-State resource responsibilities in particular resource fields and provides planning guidance to the States.



agencies in accordance with priorities and central program decisions of the Director of OEP or its successor agency. Secondary resources (generally, retail stocks and wholesale stocks for intrastate use) are controlled by State and local governments in accordance with guidance and assistance from Federal agencies.

In addition, a State would direct the use of primary resources in the State if the Federal Government were unable to do so.

*OCD.* In cooperation with other Federal agencies OCD develops guidance and assists State and local governments in preparing plans and procedures for the use of manpower and secondary resources to meet essential needs in an emergency.

The OCD Regional Offices assist in the above roles and in an emergency would arrange, as appropriate, for the redistribution of secondary resources among States to meet essential needs. They provide situation information and recommend civil defense priorities to assist Federal resource agencies in estimating requirements and in arranging for primary resources to meet

essential needs in the States. In addition, these regional offices coordinate requests for military support.

*Other Federal Agencies.* In the event that available resources were not adequate to meet urgent demands, the appropriate Federal resource agencies, subject to priority guidance by OEP, would allocate resources among competing demands.

*State and Local Government.* State governments would direct the use of secondary resources under their jurisdiction and any primary resources made available to them by the Federal Government.\* They would also work with Federal agency representatives located in the State or region to expedite resupply and to assist local governments in obtaining resources.

Local governments are to develop procedures for obtaining resources necessary for civil defense activities. In accordance with Federal guidance they would also develop and operate a rationing system for essential items to assure equitable and effective distribution.†

## ADMINISTRATIVE MEASURES

The term "administrative measures" is used here to describe those activities which are essentially of an administrative nature and which support the substantive civil defense programs. These measures have general applicability to all of emergency preparedness, but concern in this chapter is specifically with their civil defense aspects.

### Emergency Operating Centers.

The objective of this program is to provide protected centers from which emergency activities, including civil defense, could be conducted.

*OEP.* OEP is responsible for developing policies and plans and coordinating preparations for the establishment of such facilities at all levels of government.

*OCD.* OCD is responsible for engineering design, precise site location, construction, and administrative support of emergency Federal regional centers.

In addition, OCD provides financial assistance to State and local governments for con-

structing and equipping their emergency operating centers and develops design criteria and guidance on equipping those centers.

*Other Federal Agencies.* All agencies, in compliance with OEP criteria and with assistance from OCD and GSA, establish facilities and control centers for their emergency field activities.

*State and Local Governments.* These governments establish and operate centers for their own use. They also conduct training activities for their emergency operating center staffs.

### Civil Defense Operating Plans.

The objective of this program is to prepare at each level of government the plans, procedures, and organizations needed to conduct civil defense aspects of emergency activities.

*OCD.* It is the responsibility of OCD to:

- Develop plans and procedures for the emer-

\*Use of general aviation resources would be governed by provisions of the SARDA plan and agreements pursuant to it.

† See Chapter 13. Economic Stabilization.

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gency organization of its own national headquarters.

- Participate in development by Federal agencies of guidelines and criteria for the civil defense operating procedures of those agencies.
- Develop civil defense operational policies and criteria for State and local use and assist in their operational planning.

The OCD Regional Offices, in addition to developing their own operating plans, advise and assist State and local governments in developing and improving their civil defense operations plans in accordance with Federal policies, programs, and systems.

*Other Federal Agencies.* All agencies are responsible for developing plans and operating procedures for civil defense activities, providing their field establishments with guidance on their planning, and coordinating their plans with OEP, OCD, other Federal agencies, and the States.

*State and Local Governments.* These levels of government are responsible for:

- Developing plans to mobilize resources under their jurisdictions for emergency functions.
- Developing their own civil defense operating plans.
- Conducting instruction on these plans.

**Tests and Exercises.**

This is a program to practice civil defense plans and operations in order to evaluate and improve operating capability.

*OCD.* This agency formulates and conducts overall civil defense test and exercise programs. It may also participate, upon decision of the Secretary of Defense, in the conduct and operation of national exercises. As part of these responsibilities, it:

- Provides assumptions, guidelines, and situational material to Federal agencies and State and local governments for participating in civil defense exercises.
- Maintains liaison with the military to assure proper coordination with and participation in military exercises.

The OCD Regional Offices participate in national civil defense testing; advise and assist State and local governments on testing the adequacy of their civil defense plans, activities, and systems; and monitor State exercises.

*Other Federal Agencies.* All agencies with civil defense responsibilities participate in national civil defense exercises and advise and assist their field establishments in conducting their own tests and exercises.

*State and Local Governments.* These levels of government conduct their own tests and exercises of civil defense capability, in addition to participating in regional and national exercises.

**Federal Assistance.**

The objective of this program is to provide tangible assistance to State and local governments in achieving a civil defense operating capability by:

- Providing financial assistance under a matching system for staff, administrative support, training, and emergency operating centers.
- Donating Federal surplus personal property, radiological defense equipment, and shelter stocks.
- Assisting in training.

*OCD.* OCD assists State and local governments with Federal funds and makes policy determinations and compliance judgments on their use. It determines items of surplus personal property usable and necessary for civil defense purposes by local governments.

The OCD Regional Offices evaluate and process applications for Federal assistance and monitor and operate this aspect of the civil defense program at the regional level.

*Other Federal Agencies.* GSA develops plans and procedures for use of excess real and personal property by Federal agencies with civil defense assignments. It issues regulations governing donations of surplus personal property to eligible recipients through DHEW and State agencies established for this purpose.

*State and Local Governments.* In addition to informing their agencies of the types of assistance available and submitting applications for Federal funds, State and local governments



are responsible for assuring that programs using Federal funds and property meet Federal requirements and the intent of Federal policy.

### Research and Development.

The objective of this program is to discover optimum methods, materials, and facilities for use in civil defense activities. Subjects for research include shelters, support systems, weapons effects, environmental effects of fallout, damage assessment, repair, and program requirements.

*OCD.* For civil defense purposes, OCD:

- Develops and administers projects, both within the agency and with outside contractors, to meet existing and projected needs.
- Compiles and analyzes research results from outside sources to determine applicability to civil defense.

The OCD Regional Offices establish and maintain libraries of research reports and inform State and local governments of research results valuable to their civil defense planning.

*Other Federal Agencies.* All agencies with civil defense responsibilities, in coordination with OCD, develop and direct research programs necessary to implement civil defense programs and advise others on projects relevant to civil defense in their areas of interest.

*State and Local Governments.* These levels of government should:

- Adopt and use relevant research results provided by OCD or other agencies.
- Conduct special research to meet local needs.
- Advise OCD of general problems requiring research and cooperate in the development and conduct of Federal-State research projects.



# Chapter 3

## WELFARE

This chapter is designed for the information and guidance of Federal agencies, heads of State and local governments, State and local public welfare officials, and State and local civil defense officials concerned with the conduct, coordination, and support of emergency welfare services. It is also addressed to those officials whose work involves welfare-supporting services, including the board and staff members of voluntary welfare organizations and welfare-related professional and business associations.

*Emergency Welfare Services* are those locally provided services concerned with: feeding; clothing; lodging in private homes and congregate facilities; necessary financial assistance; registering displaced, hospitalized, and deceased persons; locating and reuniting members of

families; caring for unaccompanied children, the infirm, handicapped, and other persons and groups needing specialized care or service; counseling and referral services to families and individuals; aiding welfare institutions; and all other feasible welfare aid and services to people in need during a national emergency (including the shelter period and, of special importance, the early postshelter period).

This includes the organization, direction, and provision of such services whether instituted before or after an attack.

Also in this category are those regular public and voluntary welfare services which could be continued, at least on an austere basis, in undamaged areas to meet the needs of people in a war emergency.

### READINESS MEASURES

#### Special Considerations.

Conditions postattack would create many unprecedented welfare problems. In particular, emergency welfare planning must consider these exceptional factors:

- With the destruction of personal property and the disruption of customary relationships, millions of additional persons would require welfare services.
- Special care would be needed by certain kinds of persons—such as children, the aged, the handicapped, the infirm—especially if already receiving aid.
- Welfare services would have to be provided on an extremely austere basis, with kinds and standards of help differing greatly from peacetime in many areas.

In preparing this chapter the Department of Health, Education, and Welfare was assisted by the Office of Civil Defense, Post Office Department, Department of Labor, General Services Administration, Housing and Home Finance Agency, Railroad Retirement Board, and American National Red Cross.

- In many localities peacetime welfare programs and procedures would have to be modified or even suspended for a time, in order that assistance to needy survivors could have first priority through emergency welfare programs.
- Intangible human factors—such as the psychological and sociological impact of attack on personal and family morale and self-sufficiency—would compound the problems of emergency welfare administration.
- Of the utmost immediate importance would be food, clothing, and shelter for survivors. In many instances this would require billeting homeless people in private homes or other facilities.

#### Objective.

The objective of emergency welfare is to provide services and supplies necessary for the physical survival and recovery of the population. Thus, each community must develop, as

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an element of its total preparedness, emergency welfare readiness measures applicable to the range of conditions which could exist following attack, including maximum support to community fallout shelter preparations.

### Emergency Functions.

*Emergency Lodging.* In the postshelter period, displaced persons would be lodged temporarily in whatever suitable buildings were available, including private homes. Persons in need of special care would be lodged in congregate establishments. During the inshelter period, the lodging responsibility would apply to sleeping arrangements in community shelters and to planning for the period after emergence from shelters.

*Emergency Feeding.* Feeding would be provided in community fallout shelters. Postshelter mass feeding would be provided for persons who could not be fed in their temporary lodgings, those in congregate care establishments and emergency hospitals, and all others who were unable to provide meals for themselves. Whenever possible, mass feeding would be done in existing feeding establishments, including school cafeterias, utilizing preassigned personnel.

*Emergency Clothing.* In the immediate postattack period, new or used clothing would be distributed as needed. Sharing of wardrobes on an individual basis might be necessary where persons were lodged in private homes. As soon as possible, clothing needs would be met through financial assistance.

*Registration and Inquiry.* Through use of registries of the Emergency Welfare Registration and Inquiry (EWR&I) program and in cooperation with the Safety Notification and Emergency Change of Address programs of the Post Office Department, assistance would be given postattack in locating and reuniting family members. Displaced persons would be registered, as would the hospitalized and deceased who could be identified.

*Emergency Social Services.* Postattack this would involve protective and other services for unaccompanied children, the aged, groups needing special care and attention, and any others unable to care for themselves. Included

would be emergency financial assistance, aid to institutions, and services for the rehabilitation and resettlement of displaced people.

### State and Local Preparedness.

All communities, using guidance of State civil defense and welfare departments, should develop both the operational plans and the competency necessary to provide emergency welfare services. This calls for:

- Assigning authority and responsibility for specific tasks (the five emergency welfare functions) at the local level.
- Developing written operational plans as parts of State and local civil defense plans.
- Developing estimates of additional manpower requirements and organizing preassigned personnel for emergency welfare duties.
- Training staff to carry out emergency welfare programs as part of local emergency government, including participation in test exercises.
- Gathering information about the availability and location of survival items essential to support and maintain emergency welfare activities.
- Developing estimates of postattack requirements for essential items necessary for carrying out emergency welfare service functions and, in cooperation with the local civil defense authorities, a capability to assess postattack deficiencies in such items.
- Preparing for transmission of pertinent welfare information to appropriate civil defense and State or Federal welfare authorities.
- Predesignating appropriate facilities for emergency use.
- Informing citizens of community survival plans and encouraging families to develop plans of their own, built around and using the community plan.

### Federal Assistance.

States must be capable of operating their emergency programs without further Federal guidance, and those programs must complement and contribute to national policies, practices, and objectives. To help assure this, the Department of Health, Education, and Welfare (DHEW), in consonance with plans of the Office of Civil Defense (OCD), will:

- Advise State and local welfare agencies on



## *The National Plan for Emergency Preparedness*

modifications of current programs for emergency operating readiness.

- Guide States and communities in organizing preassigned welfare personnel needed to operate emergency welfare programs.
- Encourage training of public and voluntary welfare workers and members of welfare-related organizations in emergency welfare services, community fallout shelter, and disaster practices.
- Develop plans for temporary financial assistance for those injured or in want as a result of attack, to be administered by State and local welfare departments.
- Estimate postattack requirements (including regional and national summaries) for manpower and essential welfare facilities and, in collabora-

tion with the resource agencies, for consumer survival goods, household equipment, and other emergency welfare supplies and services.

- Collaborate with the States in developing similar estimates and guide the States and localities in developing their capability for postattack assessment of shortages in emergency welfare items and of survivors' needs which must be met from undamaged and available supplies.
- Foster jurisdictional cooperation by negotiating memoranda of understanding with voluntary and welfare-related organizations, outlining their supporting roles, and assisting the States in using such agreements.
- Assume responsibility, working closely with OCD, for initiating interstate coordination and mutual welfare support planning.

## **RESPONSIBILITIES**

Federal authorities and responsibilities for emergency welfare planning and operation are distributed in accordance with Executive Orders 11001 and 10952. DHEW, in consonance with OCD civil defense plans and subject to overall coordination by the Office of Emergency Planning (OEP), bears primary responsibility.

State legislation or directives authorize State and local public welfare organizations to develop emergency programs and operating capability as part of civil defense readiness.

A written agreement formally establishes a cooperative State-Federal relationship for emergency welfare planning and for postattack operations. Under it each State accepts responsibility for preattack organization and planning and postattack administration of the emergency welfare program under DHEW leadership and direction. The agreement also establishes the foundation for Federal postattack emergency financial assistance to States.

### **Federal.**

*DHEW.* The Welfare Administration, DHEW, provides guidance and technical assistance to the States in preparing plans and developing capability for emergency welfare.

*OCD.* OCD is responsible for developing a nationwide fallout shelter system, including supplies and equipment necessary to stock ap-

proved shelter space. It provides matching grants to the States and their political subdivisions for the accumulation of essential emergency supplies and equipment to support the emergency welfare services, including the training of key personnel, and to help support the administrative costs of the State and local civil defense program.

*OEP.* The Director of OEP advises and assists the President in determining policy for and coordinating the emergency preparedness assignments of Federal agencies, including plans and programs for emergency welfare.

*HHFA.* The Housing and Home Finance Agency develops plans and provides guidance and financial and technical assistance to State and local governments for emergency housing and related community facilities for individuals and families. In support of the emergency welfare lodging or billeting function, HHFA would provide essential housing and facilities.

*Post Office.* The Post Office Department would establish and operate central postal directories in the postattack period to forward mail to persons and establishments displaced from their preattack addresses. For this purpose it stores Safety Notification and Emergency Change of Address cards in post offices





and plans their distribution for postattack operational purposes. The Department also provides other assistance in planning and supporting the Emergency Welfare Registration and Inquiry service.

*Labor.* The Department of Labor has primary responsibility (except in the area of health manpower) to meet postattack manpower needs. Under its guidance, State Employment Security agencies provide assistance concerning additional emergency welfare manpower and develop training programs in specific skills.

*Resource Agencies.* Such agencies as the Department of Agriculture (for food), the Department of the Interior (for fuel and power), and the Department of Commerce (for clothing and other essential commodities) arrange for production and allocation of available consumer survival items in support of emergency welfare activities.

*Other Agencies.* Benefit and insurance programs administered by such Federal agencies as DHEW, Labor, the Veterans' Administration, the Railroad Retirement Board, and the Civil Service Commission would be continued, or resumed as soon as conditions permit, under such controls and regulations as established to meet the postattack situation.

*Red Cross.* The American National Red Cross, a quasi-Federal agency, is responsible for assisting at all levels in the development of plans and programs for emergency welfare services and in the execution of these plans and programs.

### State and Local.

State departments of public welfare, following guidance of the Welfare Administration, DHEW, plan and coordinate local emergency welfare preparedness measures to be carried out postattack under the overall direction of the head of local government or his designees.

State and local departments of public welfare would be adapted as required for emergency government and survival operations. In many cases this would require additional welfare manpower, to cope with emergency conditions, and realigning of services and staff as situations changed.

Persons trained and assigned to community fallout shelters would provide feasible inshelter welfare services and act under the direction of the shelter managers during occupancy.

### Voluntary Organizations.

Other sources of emergency assistance are certain national, State, and local voluntary organizations (such as family and child welfare agencies; industrial employee welfare associations; welfare institutions; veterans', civic, labor, fraternal, religious, and patriotic organizations and auxiliaries; and professional or business associations and establishments).

If so qualified under local plans, such organizations should assign personnel by their accustomed skills and activities to assist the emergency welfare service postattack. This should be done in accordance with DHEW guidance and with the cooperation of State Employment Security agencies.

## ORGANIZATION AND ACTIVITIES

### Federal.

Emergency welfare plans, programs, and required organization are developed by the Welfare Administration, DHEW, as an integral part of its continuing activities.

In working with the States to develop and improve welfare readiness, the Welfare Administration will use normal channels of relationship with its State counterpart organizations.

Under postattack conditions, national head-

quarters staff for emergency welfare services would be located at the predetermined DHEW site for central operations. DHEW, through its Welfare Administration, maintains an emergency welfare services organization to be established as soon as possible postattack.

A Federal emergency welfare organization would also be established at the regional level, at each of the predetermined DHEW regional sites, and would be responsible for arranging



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for the provision of Federal assistance to the States within the regional jurisdiction. Regional boundaries would be coterminous (i.e., identical groupings of States) with those of OCD and OEP.

At both headquarters and regional offices the emergency welfare services organization would be composed of officials of the Welfare Administration and predesignated officials of such other Federal agencies as have formally agreed to participate.

Postattack regional activities would involve policy guidance, resource evaluation, and Federal welfare assistance to the States within the region, as well as support to State public welfare departments in their efforts to assist in the local administration of emergency welfare services as part of survival and recovery operations.

In the event of nuclear attack, postattack programs would be carried out at State and local levels within the framework of policy and plans then existing.

### **State.**

At the State level, planning and operating of emergency welfare services have been established as integral responsibilities of State public welfare departments.

Under postattack conditions, the public welfare agency, supplemented as necessary by staff from other government agencies and voluntary welfare and related organizations, would:

- Assist local government in providing the full range of emergency welfare services as appropriate to families and individuals in need as a result of the attack, including emergency financial assistance.

- Maintain or resume accustomed welfare, public assistance, and income maintenance programs to the extent conditions would permit.

Many other agencies of State government prepare for and would provide a wide variety of emergency survival and recovery services related to the support of emergency welfare. The emergency plans of State departments of public welfare must relate to and be part of the over-

all State emergency organization for these services and be coordinated with the plans of other agencies having emergency responsibilities.

### **Local.**

Emergency welfare functions would be performed under local survival plans by local departments of public welfare as a part of civil defense operations. In developing the local emergency welfare plan, however, other local organizations may be asked to assist by assigning and training auxiliary staff to carry out emergency responsibilities.

Subordinate units, identified as the *Welfare Center Areas*, should be planned for in order to reduce local postattack welfare operations to a manageable size. The Welfare Center Area is defined as a geographic unit within which there exist emergency lodging facilities and resources for welfare services for approximately 10,000 persons or less (i.e., residents and displaced persons combined).

It should be prepared to operate without immediate access to transportation, communication, and supplies from the outside. All plans should be coordinated with other agencies with emergency responsibilities.

These areas, while established and made ready preattack, should be activated only where needed in the postattack period. Although the manager of each Welfare Center Area would be responsible to the director of the local department of public welfare, it is essential that his operations be part of the overall community survival plan.

### **State and Local Plans.**

Each State and local welfare department should have a written emergency plan, based upon this chapter and the *Federal Civil Defense Guide*, and review, test, and revise it from time to time.

These emergency welfare plans should be part of broader State and local plans for government operations in an emergency and coordinated with those for the emergency management of resources.



# Chapter 4

## HEALTH

### Definitions.

*Emergency Health Services* consist of:

- Medical and dental care of the civilian population, in all specialties and adjunct therapeutic fields, and the planning, provision, and operation of first aid stations, hospitals, and clinics.
- Preventive health services, including detection, identification, and control of communicable diseases, their vectors, and other public health hazards.
- Inspection and control of purity and safety of foods, drugs, and biologicals.
- Food and milk sanitation.
- Public water supplies.
- Sewage and other waste disposal.
- Registration and disposal of the dead.
- Prevention and alleviation of water pollution.
- Vital statistics services.

- Preventive and curative care related to human exposure to radiological, chemical, and biological warfare agents.
- Rehabilitation and related services for disabled survivors.

*Health Resources* are the manpower, materials, and facilities required to prevent the impairment of, improve, and restore the physical and mental health conditions of the civilian population.

*Health Manpower* consists of physicians (including osteopaths), dentists, sanitary engineers, registered professional nurses, and such other occupations as are included in the List of Health Manpower Occupations issued by the Director of the Office of Emergency Planning after agreement by the Secretary of Labor and the Secretary of Health, Education, and Welfare.\*

### SPECIAL PLANNING FACTORS

Periods of increased international tension or limited war may require institution of national management of health resources.

Conditions postattack would create many health and related problems. In particular, emergency health planning must consider these exceptional factors:

- Organized health services would probably be unavailable for extended periods in many places, requiring medical self-help by individuals or groups. Health hazards and problems would be intensified by the breakdown of environmental health controls and by emotional stresses resulting from widespread destruction and changes in living conditions.

In preparing this chapter the Department of Health, Education, and Welfare was assisted by the Department of Defense, Department of Agriculture, Department of Labor, General Services Administration, Housing and Home Finance Agency, Tennessee Valley Authority, Veterans Administration, and American National Red Cross.

- There would be a severe shortage of vitally needed health resources, requiring radical adjustment in the amount and the type of health and medical services provided.
- Centralized control and coordination of all health and medical organizations and activities at each operating level would be essential to the most efficient and effective management of health resources.
- Rehabilitation of the Nation's health resources postattack would be influenced by new and possibly radical standards and factors relating to health services, the education of professional health manpower, the reconstitution of the medical care complex, and the production of essential health materials.

\*This List has been issued through Defense Mobilization Order 8540.1 (29 FR. 3474—March 18, 1964) and is included at the end of this chapter.



## OBJECTIVES

The primary national objective is a capability to provide emergency health services and to effectively manage and restore health resources. For these purposes, the following readiness objectives have been established:

- At least one member of every household prepared to meet basic health and medical needs during the immediate postattack period.
- Training in disaster practices available to all health manpower.
- Responsibilities for leadership of planning, training and operations assigned to public health officials at each level of government.
- Qualified individuals assigned responsibility for planning and operating emergency health services at their places of employment.
- Emergency assignments to specific health facilities or activities for those not normally associated with a health organization.
- A specific health service role or mission assigned to each health or medical operating organization as a part of the overall emergency plan of the area.
- An emergency operations plan developed by each health agency and facility and distributed to all individuals and organizations involved.
- Testing and evaluation of these plans at least annually.
- Mutual aid agreements made with neighboring emergency health service organizations and incorporated into emergency operations plans.
- Participation in the development of emergency operations plans and readiness by governmental and professional health organizations and by other groups having related responsibilities.
- Complete data on all health resources prepared and maintained at each government level.
- Thirty days' community reserve of health supplies, dispersed and protected, and enough State and Federal stockpiles to meet subsequent requirements until resupplied.
- The capability at each level of government to determine supplies of and requirements for health resources; to claim, allocate, and distribute controlled health resources; to determine requirements and make claims for resources to rehabilitate and reconstruct health facilities and professional schools; and to assist in developing requirements for plants manufacturing health supplies.

## RESPONSIBILITIES

### Federal Government.

Federal authorities and responsibilities in the area of health services and resources are distributed in accordance with the Executive orders to specific agencies.\*

*Department of Health, Education, and Welfare.* The Department develops national plans and preparedness programs covering health services, civilian health manpower, and health resources for all conditions of national emergency. These plans and programs are to be in consonance with national civil defense plans, programs, and operations and be an integral part of DHEW's continuing activities. DHEW also manages civil defense medical stockpiles.

These responsibilities have been redelegated

by the Secretary to the Surgeon General, Public Health Service.

*Office of Emergency Planning.* The Director of OEP advises and assists the President:

- In coordination of and policy determination for plans and programs for emergency health services and management of health resources.
- On the need for stockpiling medical supplies and various other essential survival items.

OEP also plans for its allocation of national health resources between military and civilian users. The presidentially appointed Health Resources Advisory Committee advises and assists the Director on health resource management problems.

*Department of Defense.* As a part of its civil defense responsibilities, the Office of Civil

\*See the Index of Authorities.



Defense develops and executes a program of assistance to the emergency health programs of State and local governments.

In the event of nuclear attack, available resources not required for military operations will be employed to assist civil authorities in preventing unnecessary loss of life and in alleviating suffering.\*

*Department of Labor.* The Department plans for the most efficient use of manpower and coordinates programs of agencies responsible for any segment of civilian manpower mobilization.

*Department of Agriculture.* USDA develops programs to assure the safety and wholesomeness of meat, poultry, and their products in establishments under continuous inspection of the Department. It also is responsible for prevention, control, or eradication of chemical or biological agents used against animals or crops or the products thereof.

*Veterans Administration.* VA assists DHEW in fulfilling that department's responsibilities and participates with it in planning for use of existing VA health resources. A Memorandum of Understanding (August 31, 1962) contains details of this assistance.

*General Services Administration.* GSA assists DHEW in planning service-activity support relating to civil defense medical stockpile items. A Memorandum of Understanding (December 6, 1963) contains details of this assistance.

*Tennessee Valley Authority.* TVA assists DHEW in fulfilling its health responsibilities in the TVA area and plans for the management, operation, and maintenance of the Tennessee River System consistent with needs for sanitary public water supplies, waste disposal, and vector control. A Memorandum of Understanding (November 9, 1961) describes arrangements for this assistance.

*Atomic Energy Commission.* AEC assists DHEW in the emergency integration of the Commission's health manpower and facilities not required for its essential functions.

\*See DOD Directive 3025.10 (April 23, 1963), "Military Support of Civil Defense," and Army Regulation 500-70 (August 6, 1963), "Emergency Employment of Army Resources."

*Housing and Home Finance Agency.* HHFA plans to construct emergency water and sanitary sewage facilities, including construction standards and performance. A Memorandum of Understanding (February 4, 1960) contains details of this assistance.

*Other Agencies.* DHEW initiates joint plans to coordinate emergency civilian health programs of other agencies and would use the capabilities of these agencies to assist in or perform assigned functions.

*Red Cross.* The American National Red Cross, a quasi-Federal agency, assists at all levels of government in developing and executing plans and programs for emergency health services and resources and in preemergency training support.

#### State and Local Governments.

State and local activities are carried out under State and local legislation, orders, and regulations and under administrative arrangements with the Federal Government.

It is at the local level that health services would be provided and the success of preattack planning would be determined. State and local health departments, under the direction of the chief executive of the State or political subdivision and with coordination by its civil defense director, lead in planning for emergency health services and in management of health resources.

Even if no local government health agency exists, the government still has the responsibility for assuring provision of emergency health services. Where any health service is performed by an agency other than the health department, the other agency will prepare emergency plans for such service.

#### Economic Sector.

Manufacturers and distributors of health materials advise OEP, the Department of Commerce, and DHEW on activities and methods for emergency production, reduction of anticipated postattack shortages, emergency distribution and controls, and determination of surviving production and distribution capabilities.

Retailers of medical materials, representatives of organized labor, and health facility managers advise and assist health agencies in



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planning for continued operation and rapid restoration of health services and resources.

Industry should protect its employees and its material assets. In the health field this includes safeguarding against hazardous discharge of toxic wastes, applying special controls on the production of toxic chemicals, and advising government of special industrial health skills, competencies, and resources available.

### **Professional Associations.**

National health professional associations should advise DHEW on their organization, plans, and functions related to emergency health preparedness. They should encourage active participation of the members in health mobilization activities. State and local professional health societies should help State and

local government agencies to prepare emergency health services plans.

### **Health Personnel.**

Every person possessing an essential health skill is responsible for taking an active part in emergency health services planning and preparedness in his community. All such persons should participate in tests, exercises, and training courses designed to improve their emergency skills.

### **The Public.**

Individuals and families should keep their health and immunizations at a high level, stock health supplies (including special medicines and other items needed by them), and have at least one member of each household trained in medical self-help measures.

## **POLICIES**

*Priorities of Health Services.* Under all emergency situations health resources would be used to maintain the health of the population while contributing to overriding national objectives. This would require equitable distribution between military and civilian users. In an attack emergency it would also require priority treatment, where feasible, of those who could thereby perform services needed for national survival and recovery.

*Essential Activities.* Under postattack conditions health programs and activities which did not directly and immediately contribute to the saving of lives, prevention of illness, and prevention and control of serious health hazards would be suspended where their resources could better be redirected toward such missions.

*Federal Authority.* In addition to providing assistance to the States, the Federal Government might assume responsibility for State emergency health service operations if the State's chief executive so requested or if the State were unable to cope with the situation.

*Resource Allocation.* OEP would make allocations of national health resources to DOD for military requirements, to DHEW for domestic nonmilitary requirements, and to the Department of State for foreign nonmilitary aid requirements. Health resources allocated for

domestic civilian use would be suballocated by DHEW-PHS in accordance with established policies and procedures.

*Federally Reserved Health Supplies.* Health supplies and equipment located at the following installations would be reserved for Federal allocation to the States: Federal civil defense medical stockpile depots, Federal nonmilitary medical supply depots, and such other sources as may be designated national health resources. Acting on behalf of the Federal Government, State and local governments would exercise interim control postattack over these resources when Federal controls were not feasible.

*Federal Medical Facilities.* All nonmilitary Federal hospitals, outpatient clinics, and other types of medical care facilities, with their staffs and supplies, would temporarily become local emergency health service resources immediately postattack.

*Military Reservists.* Ready Reservists are considered available for immediate active duty. Standby Reservists may also be called to active duty when determined to be so available by the Selective Service System after review of the needs of the civilian community. Until called to duty, however, reservists with health skills are expected to participate in emergency health services.



## PLANS AND OPERATIONS

### Emergency Organization.

The standby emergency health service organization maintained by the Public Health Service would be established immediately post-attack with its headquarters at the site of DHEW central operations. Federal health organizations at the regional level would arrange for Federal assistance to the States within the regional jurisdiction.

At both headquarters and regional offices the emergency health service organization would be composed of officials of the Public Health Service, the Food and Drug Administration, the Vocational Rehabilitation Administration, and the Health Services Division of the Children's Bureau (all within DHEW); the Veterans Administration's Department of Medicine and Surgery; and predesignated officials of such other Federal agencies as have formally agreed to participate.

States and communities should establish counterpart health service organizations.

### Functions.

So that the States can assist local governments in developing readiness to provide emergency health services and manage health resources, DHEW-PHS will develop the plans and perform the functions described below with assistance from cooperating agencies and organizations.\* Each government level should carry out comparable programs as part of its overall preparedness and civil defense plans.

*Information and Guidance.* Provide information and guidance† required by emergency health service program planners at all government levels, using traditional Federal-State-local health channels.

*Readiness Evaluation.* Determine preparedness status and needs by continuous study and review of Federal, State, and local emergency health service plans, by periodic readiness surveys, and by evaluation of actual disaster experiences.

\*See *Community Emergency Health, Preparedness* (DHEW-PHS, 1964).

†An *Emergency Health Preparedness Publications Catalogue* is available from the Division of Health Mobilization, DHEW-PHS, Washington, D.C. 20201.

*Cooperative Relationships.* Promote and provide policy guidance for participation by other Federal agencies, organizations, and professional societies in emergency health services planning and preparedness at all levels.

*Training.* Develop, promote, and distribute public and health-manpower course curricula and training materials for use by State and local groups, schools and colleges, health professional schools, and national health and other organizations.

*Health Resources.* Carry out these health-resource management functions:

- Promote State and local Task Groups on health, participate in their activities, and provide guidance to them.
- Develop and distribute policy and standard procedures required to implement the allocation and distribution of controlled health resources for domestic nonmilitary purposes.
- Develop, in cooperation with the Department of Commerce, plans to assure emergency production capability and postattack production of health supplies and equipment.
- Maintain inventory data on health manpower, facilities, and supplies by location.
- Develop and distribute methodology and instructions for the use of State and local health officials in assessing, evaluating, and reporting postattack health conditions, including availability of and requirements for health resources.
- Manage Federal emergency medical stockpiles and Civil Defense Emergency Hospitals, including procurement, prepositioning, dispersal, protection, storage, inspection, rotation, disposal, and salvage.
- Plan for emergency distribution and use of federally stockpiled supplies and equipment (other than military), taking into account State and local acquisition of supplementary reserve supplies and equipment.
- Provide technical guidance on and promote the development of health facility emergency operations plans, emphasizing organization for self-protection, fallout shelter, facility expansion, essential missions, austere operations, and



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establishment and operation of prepositioned 200-bed Civil Defense Emergency Hospitals.\*

- Prepare plans and programs to mobilize, train, distribute, and use health manpower allocated by OEP for domestic civilian health services. (Such plans are to provide for coordination with the Department of Labor and its affiliated Employment Security Agencies in implementing the program.)†
- Organize and train the PHS Reserves to aid

in the execution of Federal emergency health programs.

*Research.* Determine the need for and conduct or contract for health mobilization research in such subjects as postattack medical care, public health services, and rehabilitation.

Maintain current information about all health mobilization research projects and findings and, when applicable, translate research findings into guidance publications, information, and preparedness programs.

## HEALTH MANPOWER OCCUPATIONS

Following are the occupational titles in the List of Health Manpower Occupations † as agreed upon by the Secretary of Labor and the Secretary of Health, Education, and Welfare.

Audiologist	Parasitologist, Medical
Biochemist	Pharmaceutical Bacteriologist
Clinical Radioisotope Technician	Pharmacologist
Dental Hygienist	Public Health Bacteriologist
Dental Technician	Veterinarian Bacteriologist
Dentist	Nurse Aide
Food and Drug Inspector	Nurse, Licensed Vocational
Health Physicist	Nurse, Practical
Medical Physiologist	Nurse, Professional
Medical Record Librarian	Occupational Therapist
Medical Technician	Optometrist
Medical Technologist	Orderly
Bacteriology Technician	Orthopedic Technician
Biochemistry Technician	Osteopathic Physician
Bloodbank Technician	Pharmacist
Cytology Technician	Pediatrician
Hematology Technician	Psychologist, Clinical
Parasitology Technician	Physicians and Surgeons
Serology Technician	Physical Therapist
Tissue Technician	Sanitarian
Virology Technician	Sanitary Engineer
Midwife	Social Worker, Medical
Natural Scientists	Social Worker, Psychiatric
Anatomist	Speech Pathologist
Biophysicist	Superintendent, Hospital
Dairy Bacteriologist	Veterinarian
Hematologist	X-ray Technician
Histopathologist	
Medical Bacteriologist	

*Health Manpower.* The skills identified in the List of Health Manpower Occupations are those which would be immediately required for the provision of essential emergency public health and medical services. Persons possessing the listed skills and allocated by appropriate officials to meet nonmilitary requirements would be made available to health services. However, as health hazards were brought under control and medical care loads reduced, health officials would release to other essential activities the health manpower no longer critically needed.

In the later emergency period Federal health and manpower officials would review the List and make recommendations to the Director, OEP, for appropriate revisions.

*Supporting Manpower.* Supporting occupations (e.g., hospital, sanitation, and laboratory helpers and engineering, clerical, food-service, and custodial personnel) are not listed.

At the time of attack, such civilian manpower employed by a medical facility or laboratory or by a government health agency would, if not ordered to military service, remain with the employing organization. All others would be provided according to priorities established by the manpower agency or ranking government official.

\*See *Establishing the Civil Defense Emergency Hospital* (DHEW-PHS, 1963).

†See *Community Emergency Health Manpower Planning* (DHEW-PHS, 1964).

‡See DMO 8540.1 for Department of Labor occupational code numbers as well as explanatory notes on several of the occupations. Includes students, trainees, and interns whose training or education leading to any of the indicated skills is sufficiently advanced to qualify them to contribute to the technical tasks of providing health services.





# Chapter 5

## MANPOWER

Manpower organization and operations plans have been formulated to meet emergencies. In the event of hostilities or a threat of hostilities, additional policies and programs would be adopted, in consultation with labor and management as practical, to assure that the manpower requirements for national security purposes were met.

### Definitions.

*Manpower* in an emergency includes every-one capable of effort contributing to national survival.

*Health manpower* means physicians (including osteopaths), dentists, sanitary engineers, registered professional nurses, and such other occupations as are included in the List of Health Manpower Occupations issued by the Director of the Office of Emergency Planning after agreement by the Secretary of Labor and the Secretary of Health, Education, and Welfare.\*

### Authorities.

Manpower would be mobilized by the President through existing Federal and State manpower agencies.

In limited-emergency conditions, manpower would be mobilized through regular governmental processes. If necessary, additional legislative authority would be requested from Congress. Under nuclear attack conditions, the President would have whatever authorities are necessary and appropriate.

In preparing this chapter the Department of Labor was assisted by the Department of Defense, Selective Service System, Department of Health, Education, and Welfare, Office of Emergency Planning, Atomic Energy Commission, Railroad Retirement Board, National Science Foundation, and Civil Service Commission.

The National Labor-Management Manpower Policy Committee was consulted in the preparation of this chapter.

\*See DMO 8540.1 and Chapter 4. Health.

In the event of nuclear attack upon the United States the administration of Federal manpower responsibilities might be disrupted in some geographic areas. Federal efforts would be geared to the reestablishment of national direction as soon as possible. Until reestablishment of Federal direction, the chief executives of State or local governments, through the State Employment Security agencies or their authorized agents, must be ready to conduct manpower operations with very little continuing national guidance. Similarly, Federal field officials must be capable of carrying out emergency manpower operations independent of central direction.

### Civilian Manpower.

Each individual and each employer, private or governmental, would be expected voluntarily to serve in the capacity in which he could contribute most effectively to the mobilization program, depending on the extent of the national emergency.

Manpower needs for civilian activities essential to the successful execution of the mobilization program would be met by placing maximum reliance on voluntary measures and by designing manpower management measures which would induce or stimulate voluntary cooperation. The manpower needs of essential civilian activities would have priority over the manpower needs of other civilian activities. (See Chapter 12.)

Manpower for purposes other than the Armed Forces would be channeled primarily through the Federal-State employment security system. National Defense Executive Reservists and other individuals with previously assigned emergency duties may be called upon by Federal agencies to which assigned without reference to



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measures for the management and use of civilian manpower.

Representatives of labor and management would be consulted, as practical, through national, regional, and area labor-management committees in the development and execution of the national manpower mobilization program.

Whenever feasible, production facilities, contracts, and significant subcontracts would be located at the sources of labor supply in preference to moving the labor supply.

All manpower programs in an emergency would, insofar as possible, be geared to the needs and problems of specific geographic areas.

### **Armed Forces.**

The size of the Armed Forces would be determined by the President or the Congress. The military Ready Reserve would be immediately available to the Armed Forces in a national emergency. Civilian activities, including government activities, must be prepared to release without delay Ready Reservists called to active duty.

Manpower for the Armed Forces, other than Ready Reservists, would be provided primarily through the Selective Service System.

In the selection of men for induction into the Armed Forces and in the determination of availability for active duty of military Standby Reservists, full consideration would be given to the needs of essential civilian activities.

### **Critical Skills.**

The supply of persons possessing critical skills would be allocated among military and civilian activities, taking into account their relative needs, in a manner which would contribute most to the national security.

### **Foreign Workers.**

Full use of qualified and available domestic manpower resources would be made before bringing in foreign workers. As mutually desirable to the United States and friendly nations, workers would be brought into the United States, or their services used within the borders of their own countries, for work of value to the mobilization program.

## **RESPONSIBILITIES**

### **Federal.**

The Federal Government is responsible for:

- Directing and coordinating national manpower mobilization activities.
- Providing the authority for Federal, State, and local manpower officials to carry out emergency actions according to plan.
- Mobilizing military manpower as required and assuring availability of civilian manpower for the essential civilian and defense-supporting activities in an emergency.
- Assessing periodically manpower resources in total, by specific skills categories and occupations, and by geographic locations, in order to estimate availability under an emergency situation; analyzing resource estimates in relation to estimated requirements in order to identify problem areas; and developing appropriate recommendations and programs.

- Adjudicating conflicting claims for manpower and for providing relative-urgency determinations on mobilization program activities requiring manpower.

### **State and Local.**

Each State and local government is responsible for:

- Developing organizational and operational capability to manage the manpower within its jurisdiction in support of essential activities in accordance with this chapter and national policies.
- Cooperating with national programs designed to improve or expand the manpower mobilization base.
- Supporting national military and civilian manpower mobilization activities of established State and local Selective Service organizations and the Federal-State employment security system.



- Managing civilian manpower, in the absence of Federal control, through State Employment Security agencies and their local employment

offices, following as closely as possible the guidelines on policy and operations previously provided by the Federal Government.

## ORGANIZATION AND FUNCTIONS

### Federal Government.

*Office of Emergency Planning.* OEP advises and assists the President in:

- Coordinating and determining emergency manpower policies.
- Developing policies and procedures to determine and relate available supplies of the Nation's manpower to the requirements of military, foreign, and essential civilian programs, including those of civil defense.
- Developing manpower policies, programs, and control systems to deal with supply deficiencies and to meet the most urgent requirements for manpower in the interests of national defense.
- Coordinating Federal Government programs designed to bring into balance manpower supply and demand.

OEP also:

- Develops emergency policies and procedures for resource control and distribution systems for coordinated application by Federal agencies.
- Plans and implements the allocation of health manpower between military and civilian users, with the advice and assistance of the presidentially appointed Health Resources Advisory Committee.
- Maintains, with participation and support of the Department of Labor and the Department of Health, Education, and Welfare (for health manpower), a capability for predicting, monitoring, identifying, and evaluating the status of manpower under all degrees of emergency.
- Develops policies and plans to provide an executive reserve of personnel to fill positions in the Federal Government in time of emergency.

*Department of Labor:*

- Implements, executes, and coordinates policies established by the President to develop,

mobilize, and use civilian manpower resources under various emergency situations. (In carrying out these responsibilities, the Department receives advice and counsel of the National Labor-Management Manpower Policy Committee and the Interagency Manpower Mobilization Committee.)

- Plans and administers such manpower mobilization programs as recruitment, selection and referral, training, employment stabilization,\* proper utilization, determination of skills categories critical to essential defense and civilian activities, maintenance of the List of Critical Occupations, and general management of civilian manpower resources.

- Provides an appeals procedure to be utilized by persons whose personal situation may be adversely affected by a decision of State or local advisory committees thereof.

- Initiates joint planning for civilian manpower mobilization programs in consultation with those agencies which normally have responsibilities for any segment of such activities.

- Provides its services and the services of its affiliated State employment agencies in carrying out the health program.

- Obtains and evaluates estimates of requirements for civilian manpower to meet any emergency; assesses manpower supply in total, by geographic location, by industry, and as appropriate by occupation.

- Consults with representatives of labor and management at the regional level and establishes labor-management manpower committees in the field as necessary.

- Issues appropriate manpower mobilization guidelines for the operating manpower personnel in the field.

\*Including appeals procedures developed in consultation with the National Labor-Management Manpower Policy Committee.



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- Develops plans and procedures for wage and salary compensation and death and disability compensation for authorized civil defense and other emergency workers; as necessary to national emergency conditions, develops measures for unemployment payments, reemployment rights, and occupational safety and other protection and incentives for the civilian labor force during an emergency.

- In cooperation with the Department of State and the Immigration and Naturalization Service, negotiates international agreements on the importation and use of skills necessary for the successful execution of the mobilization program.

*Selective Service System:*

- Registers, classifies, and delivers manpower for induction by the Armed Forces.

- Determines exemptions under the law and grants deferments from training and service in various categories according to the needs of essential civilian activities, as those needs may be indicated by the system of priorities established.

- Determines the availability for active service of members of the Standby Reserve.

- Helps mobilize manpower through the occupational deferment process.

- Provides assistance as appropriate, through arrangements with the Department of Labor, in the necessary location and recruitment of civilian manpower during emergency conditions.

*Department of Defense:*

- Advises the President on military manpower requirements.

- Continuously screens the Ready Reserve so that its call to active duty in an emergency would not seriously impair activities necessary to the maintenance of the national health, safety, or interest.

- Submits requisitions to the Selective Service System for personnel to be inducted into the Armed Forces and requests determinations by Selective Service of availability of Standby Reservists for active duty.

- Develops plans and makes necessary representations before appropriate government agen-

cies to meet its requirements for direct-hire employees and manpower needed for civil defense purposes; also develops plans and takes necessary actions to assist its contractors in meeting their manpower requirements.

*Department of Health, Education, and Welfare.* In cooperation with the Department of Labor and existing professional and governmental health organizations, DHEW:

- Plans and administers programs to mobilize civilian health manpower, including developing and expanding health manpower skills through training, organization, and proper use.

- Compiles data on and assesses existing health manpower supply in total and by geographic location.

- Estimates requirements for civilian health manpower to meet any emergency, taking into account estimated military needs.

- Develops programs to meet anticipated deficiencies in health manpower by increasing the supply and improving use.

- Provides guidance on the best use of existing health manpower.

- Develops arrangements to mobilize health manpower through use of the State Employment Security agencies in implementing DHEW health programs.

*Atomic Energy Commission.* AEC would assist DHEW in integrating into emergency civilian health programs the Commission's health manpower not required for essential AEC emergency functions.

*Railroad Retirement Board.* Within the framework of the overall manpower plans and programs of the Department of Labor, RRB:

- Assists in the mobilization of civilian manpower by recruiting and referring that segment of the Nation's manpower resources subject to the Railroad Retirement and Railroad Unemployment Insurance Acts.

- Develops and administers, as required, appropriate measures that would provide unemployment and sickness benefits for railroad workers.

*Department of Commerce.* In conjunction with the Labor Department's List of Critical



Occupations, Commerce maintains the List of Essential Activities.

Within the framework of the overall manpower plans and programs of the Department of Labor, the *Maritime Administration* will assist the Department of Labor in performing the activities concerned with the recruitment, training, and assignment of officers and seamen needed for ocean shipping.

*National Science Foundation.* NSF assists the Department of Labor in sustaining readiness for the mobilization of civilians by:

- Maintaining the Foundation's Register of Scientific and Technical Personnel.
- Being prepared to expand its operation as a central clearinghouse for information on all scientific and technical personnel in the United States and its possessions.
- Developing, in consultation with the Department of Labor and other appropriate agencies, plans and procedures to assure the most effective distribution and use of the Nation's scientific and engineering manpower in an emergency.
- Developing and administering programs, in cooperation with other agencies of government, to assure a continuing availability of trained scientific and technical manpower at all necessary levels of competencies.

With the assistance of Federal and State agencies and appropriate nongovernmental organizations and in consonance with overall civilian manpower mobilization programs, NSF provides leadership in developing the ability to mobilize and train scientists to perform or assist in special tasks.

*U.S. Civil Service Commission:*

- Establishes emergency civilian manpower, employment, and recruitment policies within the executive branch of the Federal Government in consonance with national manpower policies and programs; issues and enforces regulations implementing such Federal Government policies.
- Participates, as the representative of the Federal Government as an employer, as appropriate, in the formulation of national and regional manpower policies that affect Federal civilian personnel; issues and enforces regulations im-

plementing such national and regional manpower policies.

- Facilitates and, as necessary, directs the reassignment or transfer of Federal civilian employees to meet the most urgent needs of the executive branch during an emergency as determined by appropriate authority; operates a nationwide system of postattack registration of Federal civilian employees to provide a means for returning displaced employees to duty; establishes Federal civilian manpower utilization policies and implementing procedures.

- Participates in the formulation of policies and decisions on the distribution of the civilian manpower resources of the country; obtains from Federal agencies estimates of civilian manpower requirements, resources, shortages, and surpluses and other appropriate civilian manpower data; establishes such implementing policies and procedures within the Federal Government as may be necessary.

*Federal Regional Offices.* Each Regional Director of the Office of Mobilization Planning and Coordination (OMPC), Department of Labor, under the policy guidance of the Secretary of Labor, coordinates the planning of civilian manpower mobilization activities in his region, assisted by other manpower agencies and the Regional Labor-Management Committees. He guides State Employment Security agencies and assists them in advising State and local governments on emergency manpower programs and organization.

In postattack periods of communication breakdown with his national headquarters, each OMPC Regional Director, subject to overall policy guidance from the OEP Regional Director, would have the final Federal authority in his region on civilian manpower activities. He would be assisted by the other Federal manpower agencies and the Regional Labor-Management Committee. During such periods OMPC would also receive information and assistance from the OCD Regional Director on the overall civil defense situation, together with recommendations on the civil defense needs of specific geographic areas within the region.

Each OEP Regional Director, with the advice and assistance of the Regional Prepared-



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ness Committee, would make relative-urgency determinations and adjudicate conflicting claims for manpower within his region.

### **State and Local Governments.**

State Employment Security agencies and their local employment offices, subject to the direction of the governors and operating under the guidance of the Department of Labor, administer the manpower program. Authority to mobilize civilian manpower, including authority to use various measures to assure that manpower is available for essential work, is given to the State Employment Security agencies by the Department of Labor through its Bureau of Employment Security and that Bureau's regional offices.

Labor-management manpower committees would be established by the Secretary of Labor at local levels as necessary to provide advice to manpower officials on the mobilization of manpower, including appeals where the interests of

individuals were affected. In the event of an emergency in which a local committee were not in existence and were needed, the local manpower director could establish such a committee.

State Selective Service Headquarters and Selective Service Local Boards operate under the guidance of the Director of the Selective Service System.

### **Labor and Management.**

The voluntary cooperation of labor and management is needed in the execution of this Plan.

National manpower mobilization activities would be formulated, directed, and coordinated with the advice and counsel of the National Labor-Management Manpower Policy Committee.

As necessary, manpower officials would make full use of the capability and resourcefulness of key labor and management representatives to locate and recruit skills urgently required.

## **EMERGENCY IMPLEMENTATION**

### **Procedures.**

Manpower officials at all levels of government would make full use of the voluntary cooperation generated by a national emergency and of the capability and resourcefulness of management, labor, and other appropriate groups in executing programs for the mobilization of manpower.

In administering the emergency manpower program, manpower officials would be governed by relative urgencies as determined by OEP or, in the absence of Federal control, as established by the chief executives of State or local governments. The relative urgency determinations would be translated into manpower priorities by local manpower officials.

Local or area manpower users would direct requests for manpower and for assistance on manpower problems to the local public employment offices or their authorized agents.

*Limited Emergency.* Consistent with Federal policies and direction, civilian manpower management measures voluntarily established with labor-management cooperation would be

undertaken on a regional, State, or area basis as necessary. Such measures may be included in area employment stabilization plans, which would be established as necessary and contain procedures for appealing any determination or action or failure to act under such a plan. These may include such measures as:

- Establishment of employment ceilings.
- Modification of hiring practices to include such measures as priority referral and the requiring of certificates of availability.
- Limitation of employment opportunities of workers to high-priority activities.
- Adjustment of work hours.
- Use of incentive measures, including reemployment rights for individuals accepting, upon the approval of manpower officials, positions in high-priority activities.

*General War.* Civilian management measures in addition to those listed above would include, to the extent needed, the following measures if authorized by the Congress or the President:



- Emergency manpower registration by skill, age, physical fitness, or any other appropriate characteristics on an area basis as necessary.
- Requiring personal services necessary to meet essential survival requirements.
- Provision to the extent possible of fair compensation and injury and death benefits for authorized civil defense and other emergency workers.

**Priorities.**

In any emergency in which Federal management of manpower were not disrupted, as manpower shortages developed relative urgencies

would be established by the President or, at his direction, by the Director of OEP and would be translated into priorities by manpower officials to meet immediate requirements.

In the event that Federal management of manpower were disrupted by a nuclear attack, relative urgencies would be established by the chief executive of the local government for the area in which the requirement for manpower existed and would be translated into manpower priorities by the local employment security official for that area.

For either case, the use of manpower resources would follow the priority pattern of other resources as described in Chapter 12.



# Chapter 6

## TRANSPORTATION

This chapter is applicable to all forms of civil transportation of the United States, both domestic and international. It is equally applicable to all degrees of national emergency, including attack upon the United States.

(The Department of Defense and its military departments are responsible for developing appropriate plans and procedures for the management of transportation resources which they would control in a national emergency.)

### DEFINITIONS

For the purposes of this chapter, the following definitions will apply:

*Air Carrier Aircraft*: All aircraft, both fixed and rotary wing, under the operational control of international and domestic scheduled and supplemental air carriers operating under the economic authority of the Civil Aeronautics Board; also, all other four-engine fixed-wing aircraft and all turbo-jet or turbo-prop fixed-wing aircraft over 12,500 pounds takeoff weight.

*Civil Reserve Air Fleet (CRAF)*: Those air carrier aircraft allocated by the Secretary of Commerce to the Department of Defense for military operations during an emergency.

*Civil Transportation*: The movement of persons, property, or mail by civil facilities and the resources (including storage except that for agricultural and petroleum products) necessary to accomplish the movement. (This definition excludes transportation operated or controlled by the military and petroleum and gas pipelines.\*)

*Interstate (Primary) Transportation Resources*: Those civil transportation facilities, equipment, and services controlled or provided

by operators generally engaged in interstate or international transportation; also, air carrier aircraft and their related facilities, equipment, and services.

*Intrastate (Secondary) Transportation Resources*: Those civil transportation facilities, equipment, and services provided or authorized for use primarily within a State, territory, or the District of Columbia, excluding air carrier aircraft and their related facilities, equipment, and services.

*State and Regional Defense Airlift (SARDA)*: The program designed to provide for the use during an emergency of civil aircraft other than air carrier aircraft.

*War Air Service Program (WASP)*: The program designed to provide for the maintenance of essential civil air routes and services and to provide for the distribution and redistribution of air carrier aircraft among civil air transport carriers after withdrawal of aircraft allocated to the Civil Reserve Air Fleet.

*Transportation Operating Agencies*: Those Federal agencies having responsibilities under national emergency conditions for the operational direction of one or more forms of transportation; they are also referred to as Federal Modal Agencies or Federal Transport Agencies.

*Supporting Resources*: Manpower, materials, equipment, and supplies needed to operate transportation systems.

In preparing this chapter the Office of Emergency Transportation (OET), Department of Commerce, was assisted by the Interstate Commerce Commission, Bureau of Public Roads, Civil Aeronautics Board, Federal Aviation Agency, Maritime Administration, Coast and Geodetic Survey, Department of the Interior, Tennessee Valley Authority, U.S. Army Corps of Engineers (Civil Works), and St. Lawrence Seaway Development Corporation.

\*Pipelines are treated in Chapter 10. Fuel and Energy.





## ORGANIZATION

Those Federal, State, and local government agencies with transportation responsibilities comprise the organizational structure for transportation mobilization. Their built-in readiness would be relied on to implement and enforce transportation procedures and control systems. Staffs of the Federal transport agencies would be augmented by members of the National Defense Executive Reserve.

### Federal.

In response to the need for an overall control agency to fulfill the complex movement requirements of national emergency, an emergency transportation organization would be activated.\* It would be composed of an augmented OET peacetime staff organized on a functional and modal basis, and would use capabilities of all other government agencies with transportation responsibilities.

Transportation operating and support agencies would provide emergency direction for the use of modes of civil transport and related services for which they are responsible.

The Transportation Allocations, Priorities, and Controls (TAPAC) Committee, a sub-cabinet level committee under the chairmanship of the Under Secretary of Commerce for Transportation, consists of representatives of the transportation service agencies and of agencies which would claim for transportation service.

An emergency transportation advisory committee would be established to advise and assist OET. It would be composed of selected experienced and recognized leaders from each segment of the transportation industry.

-OET has eight regions. Each would be

\*Elsewhere in this chapter, "The Office of Emergency Transportation" (or "OET") denotes that Federal office operating during peacetime or its emergency counterpart, the emergency transportation organization authorized to carry out emergency functions.

headed by a designated OET Regional Director who within his region would represent the Director, OET. In the event of isolation or a communications breakdown the OET Regional Director would act independently within the limits of his geographic jurisdiction subject to established national policy.

Regional representatives of the Federal transport operating agencies, as well as area transport boards or committees, would receive their transportation policy direction and guidance from the OET Regional Director, subject to policy direction and coordination of the OEP Regional Director.

### State and Local.

State and local emergency transportation organizations would consist of transport agencies at those levels of government which have functional or modal responsibilities for water (including inland waterway), rail, motor carrier, or air transportation. These agencies would be organized as determined by appropriate State and local government officials and would be staffed by qualified representatives of industry and government.

Civil aircraft other than air carrier aircraft are organized under the FAA State and Regional Defense Airlift Plan for the continued use of these aircraft in the national economy during an emergency situation and for providing adequate support for direct survival operations.

Emergency highway traffic regulation would be primarily the responsibility of State highway departments, in coordination with State civil defense and police organizations and organized users of highways, operating under the general supervision and guidance of the Bureau of Public Roads (BPR).

## RESPONSIBILITIES

### Federal.

The Office of Emergency Planning (OEP) advises and assists the President in determin-

ing policy for and coordinating the emergency plans and programs of Federal resource agencies.

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Executive orders assign to certain agencies specific responsibilities for planning emergency transportation preparedness programs. They are:

- Department of Commerce, E.O. 10999.
- Interstate Commerce Commission, E.O. 11005.
- Civil Aeronautics Board, E.O. 11090.
- Federal Aviation Agency, E.O. 11003.
- Department of the Interior, E.O. 10997.
- Tennessee Valley Authority, E.O. 11095.

Under national defense emergency conditions, by direction of the President and subject to policy guidance from the Director of OEP or its successor agency, the Secretary of Commerce would implement control systems governing the use of all civil transportation and the allocation of its capacity to meet essential civil and military needs.\* These responsibilities would be redelegated by the Secretary to the Director of the Office of Emergency Transportation (OET). The President would also order Federal transportation agencies to carry out their plans in consonance with overall policy direction of the Secretary of Commerce.

*Department of Commerce.* The Secretary of Commerce, through the Director, OET, would promulgate plans, policies, and procedures for control systems and would provide administrative facilities for the performance of emergency transportation functions.

*Transportation Operating Agencies.* In consonance with OET policy directives, transportation operating agencies would act in their respective areas as follows:

- *Interstate Commerce Commission (ICC)*—rail, motor, and inland water carriers.
- *Civil Aeronautics Board (CAB)*—domestic and international civil air transportation.
- *Federal Aviation Agency (FAA)*—National Airspace System, civil airports, civil aviation operating facilities, and civil aircraft other than air carrier aircraft.
- *Maritime Administration (MarAd)*—ocean and Great Lakes ports and ocean shipping.

\*Essential civil and military needs include atomic energy and national aeronautical and space programs.

- *Bureau of Public Roads (BPR)*—highway and street systems.

- *OET Air Carrier Division*—civil air carrier aircraft.

*Support Agencies.* Federal support agencies and their areas of responsibility are:

- *Tennessee Valley Authority (TVA)*—Tennessee River navigational system.

- *Coast and Geodetic Survey*—aeronautical and nautical data.

- *St. Lawrence Seaway Development Corporation*—sectional navigational systems of the St. Lawrence Seaway.

- *U.S. Army Corps of Engineers (Civil Works)*—waterway navigational facilities.

- *Department of the Interior*—petroleum and gas pipeline facilities.\*

*Advisory Committees.* The TAPAC Committee would review policy and make recommendations on allocations, priorities, and controls for civil transportation. An emergency transportation advisory committee would advise the Director, OET, as required, on matters affecting the transportation industry. This committee would also facilitate industry coordination and understanding of emergency transportation policies and procedures.

*Regional Offices.* Federal policies and procedures would be disseminated and monitored in the field through regional offices of the respective transportation agencies in accordance with their own practices and organizational structure. Authority and responsibility would be delegated to them, subject to centralized coordination and policy direction.

In the event of isolation or a breakdown in communications, the primary responsibility for development, dissemination, and supervision of Federal transportation policies would shift to the OET regional representatives. Under such conditions, the regional offices would continue to assist State and local governments and military activities with transportation matters.

OET Regional Directors, subject to policy direction and coordination by appropriate OEP Regional Directors, would assume policy direction within their regions with respect to overall

\*See Chapter 10.



interstate civil transportation, except for air carrier aircraft, during postattack periods of communication breakdown with OET National Headquarters.

During such periods OET would receive information and assistance from appropriate OCD Regional Directors on the overall civil defense situation, together with recommendations about the civil defense needs of geographic areas within their jurisdiction.

At such times representatives of Federal agencies charged with operational responsibility for specific modes of transportation would assure that these modes comply with appropriate preparedness programs, including emergency transportation resource programs being carried out by States and localities. Actions of these representatives and of any modal board, committee, or group should be in consonance with Federal policies and coordinated through the appropriate OET regional representative.

#### State and Local.

State and local governments would be responsible for the emergency utilization of intrastate transportation resources, subject to Federal policies and national control systems.

State and local authorities would coordinate with officials in adjoining areas and States for joint use of intrastate transportation during emergencies. When, by use, such transport became interstate, coordination would be accomplished through the Regional Director of OET.

These State and local authorities, with assistance from the OET State representative, would also develop requirements for additional transportation and present claims to the appropriate OET Regional Director for such services.

State and local governments would comply with Federal control measures to provide assistance in assuring that essential interstate and foreign movements were not unduly interrupted.

Postattack, State and local officials would determine the remaining capability of all modes of intrastate transportation and apportion this capability among users so as to satisfy the essential requirements of both State and national recovery.

In the event of a breakdown in communications or area isolation, when the appropriate Federal representative responsible for the control system of a particular mode of transportation were not available, the State would assume responsibility for the control system of the affected mode within the boundaries of that State, exclusive of air carrier aircraft. As communications were restored and such representation became available, the control system of such transportation would revert to the responsible Federal representative.

#### Carriers and Users.

Transportation carriers would be responsible for operating their facilities so as to provide the maximum possible service within their capabilities to fulfill essential needs as specified by appropriate government authorities. This includes continuity of management, protecting personnel and facilities, conserving supplies, restoring damaged lines and terminals, re-routing, expanding or improving operations, and securing necessary manpower, materials, and services.

Users of transportation and shippers, including government agencies, would be responsible for their own internal transportation procedures and would arrange directly with carriers for the actual accomplishment of movements.

Federal agencies, acting as claimants for transportation, would inform the appropriate OET office of their estimated peak and time-phased future requirements for transportation services and of any specific claims which require special arrangement. OET would use broad requirements predictions as traffic forecasts in planning optimum distribution of transport resources and in determining specific allocations for transportation capacity.

Where shortages of transportation service existed, Federal claims would be submitted to the OET national or regional office, as conditions dictated. State and local claims would be submitted to the OET regional offices. Detailed procedures will be set forth in the Transportation Allocations, Priorities, and Controls Manual to be published by OET.



## FEDERAL FUNCTIONS

### Office of Emergency Transportation.

OET would develop and direct the transportation policies of the Federal Government so that all modes of civil transportation would be used to provide a unified system responsive to the national emergency. To do this, it would:

- Receive, assemble, and analyze requirements from all claimant agencies for movement of passenger and freight traffic of all types and integrate these requirements with all forms of national and international civil transportation systems.
- Determine the adequacy of the various modes to provide the required service.
- Allocate and apportion, by mode, the total civil transportation resources to meet overall essential civil and military needs.
- Establish and institute, as necessary, control systems—including allocations, priorities, permits, sanctions, and embargoes—to assure optimum use of civil transportation systems and their supporting intransit storage and warehousing facilities.
- Develop procedures designed to maximize the movement capabilities of the existing transportation equipment and facilities.
- Collate the individual attack effects assessments prepared by the modal agencies.
- Assemble and consolidate the resource claims of the several modal transportation agencies in support of the total transportation system; act as the Federal claimant agency for these agencies by presenting consolidated claims to the appropriate Federal resource agency; finally, when the resource allocations were made, sub-allocate these resources to the individual transportation agencies.
- Advise on proposed or existing emergency legislation affecting transportation and recommend additional emergency legislation as necessary or desirable.
- Provide, as required, the administrative facilities necessary for performing emergency transportation functions.

### Transportation Operating Agencies.

Emergency transportation functions of the transportation operating agencies would be performed in consonance with the overall policy direction of the Director, OET.

*Interstate Commerce Commission.* Provide guidance to and consult with operators of railroad, motor carrier, inland water carrier, and public-storage industries and the States. This covers:

- For railroad use: reduction of vulnerability to enemy activity; maintenance during emergency periods and restoration after enemy action; operation during national emergencies.
- For motor carrier use: reduction of vulnerability to enemy activity; operational direction during national emergencies.
- For inland waterway equipment and shipping: reduction of vulnerability of water craft and terminal facilities; operational direction of the inland waterways terminal facilities and craft during national emergencies.

ICC would additionally:

- Assemble, develop, and evaluate, as appropriate, requirements for domestic surface transportation and storage in emergencies.
- Estimate availability of assigned resources, analyze resource estimates in relation to estimated supply-demand relationships, develop appropriate recommendations and programs following these analyses, and provide data and assistance for national resource evaluation purposes.
- Claim resources required to operate the domestic surface transportation network (except highways, highway facilities, and inland waterway navigational facilities).
- Allocate the use of domestic interstate surface transportation and storage to operators and users; administer priorities systems as necessary to assure the movement of essential freight and passengers.
- Coordinate and direct, with appropriate private transportation and storage organizations and associations, transportation and storage fa-



cilities for movement of passenger and freight traffic on interstate systems.

- Analyze the operational conditions and capabilities of the domestic surface transportation industry: help alleviate chemical, biological, and radiological (CBR) contamination; allay conflicts between major shippers and overcome bottlenecks; effect conservation of material and manpower facilities, equipment, and supplies; and regulate, as required, the operation of storage industries.
- Salvage and rehabilitate domestic surface transportation and storage equipment and facilities, including decontamination of terminals, rights of way (except highways, highway facilities, and inland waterway navigational facilities), equipment, and shops.
- Make maximum appropriate use of existing nonmilitary facilities, technical competence, and resources of Federal, State, local and non-governmental organizations and systems engaged in domestic surface transportation and storage facilities, to promote the effective and safe use and maintenance of transportation facilities, equipment, and services.
- Assist in carrying out national plans for stockpiling strategic and critical materials and items vital to domestic surface transportation and storage capability.
- Cooperate in developing national economic stabilization policies as they affect domestic surface transportation and storage programs.
- Invoke plans and procedures for financial and credit assistance to domestic surface transportation and storage organizations in need of assistance.
- Coordinate joint actions of emergency domestic surface transportation and storage programs of agencies assigned responsibility for any segment of such activity.

*Civil Aeronautics Board:*

- Provide for emergency management and postattack use of air carrier aircraft in the maintenance of the War Air Service Program (WASP), including emergency management of the WASP Air Priorities System and admin-

istration of controls and priorities of passenger and cargo movements.

- Assist FAA and the Department of Defense, as appropriate, in assessing the effects of attack on air carrier aircraft.
- Assist FAA in determining resource requirements for WASP.
- Assist FAA in salvaging supplies and equipment for, and in restoring or replacing, essential civil air carrier aircraft and services after attack.
- Periodically assess assigned air transportation resources in order to plan for their use, make supply-requirements estimates and develop recommendations and programs following analysis, and provide data and assistance for national resource evaluation purposes.
- Investigate the facts, conditions, and circumstances surrounding accidents in civil air operations; determine probable causes; and recommend remedial actions.

*Federal Aviation Agency:*

- Maintain operating continuity of the National Airspace System.
- Detect, monitor, and report chemical, biological, and radiological hazards at all FAA operated and controlled facilities.
- Report and analyze the effects of attack on all aeronautical facilities, including civil aircraft, civil airports and landing areas, air carrier operations and maintenance bases, aircraft repair stations, communications stations, and other ground-support facilities.
- Provide for the emergency management and use of civil airports and of civil aviation operating and maintenance facilities: direct the SARDA program for the emergency management of civil aircraft other than air carrier aircraft.
- Determine requirements and claim supporting resources to maintain or restore its own operating continuity and that of the civil air transport system, including CRAF, WASP, and SARDA.
- In coordination with local authorities, direct Federal activities, as required, for the emer-

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gency clearance and restoration of essential civil airports in damaged areas.

*Maritime Administration:*

- Requisition or charter oceangoing vessels under the United States flag or vessels of foreign registry under effective or contractual United States control; operate oceangoing vessels under MarAd control; allocate shipping tonnage and accept allocations of tonnage from the NATO Shipping Pool for support of national or international shipping programs.
- Control forwarding of cargo to ocean port areas where MarAd maintains control of ocean shipping. coordinate convoy plans with naval authorities, and maintain statistical and intelligence data on vessel movements.
- Administer port traffic priorities and, in coordination with appropriate Federal agencies, control traffic through ocean and Great Lakes port areas.
- Allocate and, as necessary, reallocate ports and port facilities, equipment (including harbor service craft), and services.
- Assign maximum quota of cargo ocean lift for each port area.
- Determine need for port development; coordinate rehabilitation of substandard port facilities and development of alternative port and other water terminal facilities to meet essential requirements.
- Determine need for restoring damaged or destroyed ports and facilities or improvising new port facilities to maintain an adequate port capacity; direct, coordinate, and control the activities of Federal, State, local, and private agencies in such restoration or improvisation.
- Furnish current information on port conditions to the appropriate agency so it could approve and issue block releases for portbound traffic.
- Claim the supporting resources needed to carry out emergency responsibilities for ocean shipping and ports.
- Provide a means for administering the manpower and material needs of ocean shipping.

*Bureau of Public Roads:*

- Adapt all improvement programs to meet emergency requirements for all highway systems (and highways in the Federal domain), including emergency repair or restoration, and emergency provisions of highways, streets, bridges, and tunnels.
- Administer road programs for defense access, replacement, and maneuvers.
- Administer such foreign programs as justified in the emergency.
- Claim supporting resources required for all essential programs for public highway construction and maintenance, including urban streets, regardless of financing.
- Conduct continuous evaluation of highway needs based upon assessment of damage and coordinated with national recovery plans and programs.
- Conduct highway research of importance in an emergency.
- Arrange, in cooperation with appropriate Federal, State, and local government units or other agencies concerned, to safeguard and facilitate public highway travel. Such arrangements would include plans and procedures for emergency highway traffic regulation and for barricading or marking streets and highways leading into or out of restricted fallout areas.
- Provide, in cooperation with State or other highway agencies, for the detection, identification, monitoring, and reporting of radiological agents on highways and highway facilities.
- Maintain a capability in cooperation with State or other highway agencies to assess the effects of attack on highways and to report such assessments to the Department of Defense.
- Provide technical guidance to States and direct Federal activities relating to emergency operational responsibilities with respect to highways, roads, streets, bridges, tunnels, and appurtenances.

*OET Air Carrier Division:*

- Maintain an inventory of civil air carrier aircraft and their airlift capability.



- Evaluate emergency requirements for civil air carrier aircraft services.
- Recommend to the Director, OET, the allocation and reallocation of civil air carrier aircraft in accordance with established policies and procedures.
- Cooperate with CAB in distributing and redistributing civil aircraft in WASP among civil air carriers for optimum air carrier aircraft support of essential needs.
- Serve as the focal point for United States participation in activities of the NATO Board for Coordination of Civil Aviation (BOCCA).

#### Support Agencies.

Certain other Federal agencies have functions complementary to those identified with the transportation operating agencies. They, and their services, are:

##### *Tennessee Valley Authority:*

- Cooperate with ICC, the U.S. Army Corps of Engineers (Civil Works), and the U.S. Coast Guard in locating and removing river obstructions and in rebuilding or repairing channels, channel markings, and locking equipment on the Tennessee River and its navigable tributaries.
- Coordinate the use of terminal facilities along the Tennessee River waterway with terminal operators and shippers for optimum post-attack use of the river.
- Assist in the diversion of Tennessee River shipments, as required, to land transport and vice versa for movement to final destination, in cooperation with ICC.
- Construct any necessary facilities to move goods and materials around inoperative locks.

##### *Coast and Geodetic Survey:*

- Provide nautical and aeronautical charts and related data on the United States, its territories, and possessions to meet military and civil navigation requirements (except for Great Lakes and inland waterways).
- Conduct hydrographic surveys to locate wrecks and other obstructions in ports and channels (except for Great Lakes and inland waterways).

- Establish emergency geodetic control for special-purpose surveys.
- Produce special charts for over-the-beach operations and emergency ports as required.
- Determine by survey methods the locations of emergency aids to air navigation.
- Conduct special geophysical and photogrammetric surveys and provide data as required for civil and military use.

*Department of the Interior.* The Department of the Interior has complete responsibility for preparedness planning and emergency control of construction, operation, and use of petroleum and gas pipelines. As the Federal resource agency responsible for petroleum and gas pipeline facilities and their use, it will provide OET with data on the capacity of such pipelines and the movement of petroleum and gas through them.

##### *U.S. Army Corps of Engineers (Civil Works):*

- Improve, restore or rehabilitate, operate, and maintain components of federally authorized river and harbor projects.
- Locate and remove obstructions to navigation; accomplish emergency dredging to clear and straighten navigation channels in harbors and navigable streams of the United States, its territories, and possessions.
- Conduct hydrographic surveys and provide nautical charts and related navigational material covering the Great Lakes system, Lake Champlain, New York canals, the Minnesota-Ontario border lakes and connecting waterways, and inland waterways generally.
- Collect, compile, and publish information on the physical characteristics and facilities of United States ports for the use and benefit of navigation.

*St. Lawrence Seaway Development Corporation:* Construct, maintain, and operate in United States territory the necessary deep-water navigation works in the appropriate area of the International Rapids section of the St. Lawrence Seaway.

#### Regional Offices.

The functions outlined above for the respective national organizations would be carried on



at the regional level by their appropriate representatives in the field in the event of a break in communications and as otherwise required by their respective national headquarters.

Regional heads of Federal transportation claimant agencies would present claims for transportation services to the OET Regional Director in the event of a communications break.

Field offices of Federal transport agencies would consult directly with their counterparts at the national level or with other regional offices on appropriate matters.

In administering the emergency transportation program, transportation officials would be governed by the relative urgencies established by OEP.

## CONTROL SYSTEMS

### Principles.

Control systems in support of civil transportation would be initiated as necessary by the Federal Government in emergency. When effected, these systems in the form of traffic movement controls would be designed to assure movement of traffic responsive to the national emergency.

These control systems, if required, would be used only to the degree necessitated by the emergency situation.

Subject to such control systems, management of civil transportation would continue to be privately exercised, and the following basic principles of management would be recognized:

- Carrier management of operations.
- Direct shipper-carrier relationships.
- Traffic management by shippers and shipping agencies.

### Policies and Procedures.

*Requirements.* Federal claimant agencies would be responsible for determining and claiming the transportation service requirements for the movement of that resource or function which they represent. These requirements would be in the form of time-phased traffic forecasts in an OET format and submitted to OET as an official statement of requirements.

These requirements would be analyzed by OET to identify potential conflicts, bottlenecks, and delays and thereby assist shippers and carriers in developing a balanced flow of essential traffic.

*Capabilities Assessment.* The Federal transportation operating agencies would assess the national transportation capability of interstate and international transportation systems.

These data would be transmitted to OET, which would make a comparison of system capabilities with the total transportation requirements of shippers and travelers. Actions would be taken to eliminate or minimize any indicated shortages.

Detailed procedures for making rapid assessments of postattack capabilities of the transportation system would be developed by responsible Federal transportation agencies in coordination with OET.

Transportation would have high priority for restoration, including its requirements for manpower, materials, supplies, and equipment.

Federal transport agencies would be available to assist State and local governments in developing their capability for assessing residual intrastate and local transportation resources.

*Allocations.* OET would allocate civil transportation capacity to claimant agencies based upon the individual agency's traffic forecast of transportation movement requirements and the established competing claims. The essentiality of a claim would be based upon the overall national objectives.

Allocations of transportation capacity would be used to commit all or a portion of the available civil transportation in support of national defense. Adjustments of the traffic forecasts of some claimants might be necessary in those cases in which the allocation would be insufficient to satisfy the claim.

Allocations of transportation equipment and facilities would not be made unless overriding strategic or other considerations warranted such action. The recipient of such an allocation would have exclusive use of the equipment or facilities within the limits of the commit-





ment and could suballocate such assets to subordinate elements as necessary.

*Priorities.* Overall national priorities would be established by OEP. Civil transportation priorities would be developed and controlled by OET, based upon and compatible with the overall national priorities. These priorities would be administered by ICC, CAB, and MarAd for the transport systems under their respective control.

Priority for the movement of transportation engaged solely in intrastate and local movements would be administered by the appropriate State transportation regulatory or control body or appointed transportation official.

Any person, agency, or organization initiating or making arrangements for movement of persons or goods by commercial carriers might claim a movement priority from the agency administering such controls. Any person, agency, or organization engaged in for-hire transportation must, when within its capacity to perform the service, accept persons or goods for transportation based upon a request when supported by a valid priority.

*Detailed Procedures.* Detailed procedures concerning transportation priorities, embargoes, sanctions, and permits will be provided in the OET "Manual of Transportation Allocations, Priorities, and Controls System."

## DOMESTIC SURFACE TRANSPORTATION

### Mobilization Procedures.

Emergency procedures are specified by a series of ICC "Transportation Mobilization Orders" (TM's) which would be implemented in an emergency by that agency. They are:

*TM-1—Preference and Priority for the Transportation by Carrier for Hire of United States Military Personnel, Accredited Civil Defense Workers, and United States Mail.* Requires that each passenger carrier for hire operating intercity shall give preference and priority over all other traffic to military and civil defense personnel and the United States mail.

*TM-2—Rail Freight Embargo—Appointment of a Permit Agent.* Requires specific action and the observation of permitting procedures by rail carriers after proclamation of a civil defense emergency.

*TM-3—Motor Freight Embargo.* Requires specific action by motor carriers after proclamation of a civil defense emergency.

*TM-4—Inland Waterways Freight Embargo.* Requires specific action by inland water carriers after proclamation of a civil defense emergency.

*TM-5—Disposal by Carriers of Undeliverable Shipments.* Provides direction to rail, motor, and inland water carriers when, by reason of enemy action, they would be unable to deliver commercial or military freight in their possession.

*TM-6—Control of Railroad Tank Cars.* Provides a central point for control of liquid tank cars and facilities.

*TM-7—Rerouting of Rail Traffic.* Provides direction to carriers to reroute or divert traffic over any available route when the rail system had been subjected to enemy action.

*TM-8—Direction to Certain Over-the-Road Motor Carriers of Property Regarding Routes, Diversions, and Service to Certain Destinations.* Provides direction to motor carriers of property relative to diversion and rerouting as a result of enemy action and increases operational area of carriers to or from any attacked area.

*TM-9—Direction to Certain Intercity Common Carriers of Persons by Bus to Serve Certain Points.* Provides direction to passenger motor carriers relative to diversions and rerouting as a result of enemy action and increases operational area of motor carriers of persons at attacked points.

*TM-10—Control of Motor Transport Vehicles.* Provides a central point for control of motor transport vehicles for operation in areas subjected to enemy action.

*TM-11—Control of Freight Shipments to or within Port or Storage Areas.* Requires carriers to observe specific conditions, places responsibility on the Commission to develop



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permitting procedures, and indicates certain exceptions. (The purpose of this order is to avoid congestion in port areas and to assure effective coordination of domestic surface transportation with ocean shipping in periods of national emergency.)

*TM-12—Inventory and Disposition of Food and Medical Supplies Requisitioned by Government in Possession of Railroads and Motor Carriers.* Provides for disposition of food and medical supplies in possession of carriers through the Department of Agriculture and the Department of Health, Education, and Welfare.

*TM-13—Control of Liquid Transport Vessels.* Provides a central point for the control of liquid transport vessels.

### **Highway Use.**

The Federal Highway Administrator, BPR, has issued an order\* effective during a civil defense emergency to regulate, allocate, and promote the availability and use of all highways within the United States. The order provides that the Administrator (or such agencies of the Federal, State, and local governments as he may designate) may as necessary regulate motor-vehicle traffic using highways and make use of all available highways deemed safe for travel.

### **Inland Waterways.**

TVA, by means of its damage assessment system as well as communications with the National Resource Evaluation Center and the resource agencies concerned, would effect specific actions in order to make the Tennessee River system as navigable as possible.

The Saint Lawrence Seaway Development Corporation, by means of its damage assessment system as well as communications with the National Resource Evaluation Center and the resource agencies concerned, would act to make the United States-controlled sections of the St. Lawrence Seaway as navigable as possible.

The U.S. Army Corps of Engineers District Engineers would perform waterway rehabilitation and construction throughout the United States and (except for the Tennessee River System) supply damage assessment data for the National Resource Evaluation Center. Manpower, equipment, materials, and services needed for this work and for operation and maintenance of essential authorized projects serving navigation needs would be claimed by each District Engineer through the supervising Corps of Engineers Division Engineer, who would be claimant at the regional level. The Chief of Engineers would act as associated claimant to OET at the national level.

## **AIR TRANSPORTATION**

### **Use of Civil Aircraft.**

OET through its Air Carrier Division would allocate civil air carrier aircraft to meet the needs of the Department of Defense for military operations (CRAF) and to the Civil Aeronautics Board for essential civilian needs (WASP).

The Air Carrier Division (OET) would provide continuity between the NATO Board for Coordination of Civil Aviation (BOCCA) and OET.

At each level of government where air support were assigned a mission, provisions for obtaining flight priorities under existing air traffic rules and appropriate priorities and allocations for fuel, manpower, maintenance, and other supporting services must also be estab-

lished in consonance with the OET policies controlling movements at that level.

### **Emergency Air Service Pattern.**

CAB would implement an emergency air service pattern through WASP to provide transportation for maximum priority traffic.

Under WASP, provision has been made for the maintenance of essential civil air routes and services by distribution and redistribution of air carrier aircraft among civil air transport carriers after allocation of aircraft to CRAF.

CAB would issue orders to provide the air carriers, during the initial phases of an emergency, authorization and direction for the performance of essential air services.

During an emergency CAB would implement any further directives necessary to assure

\*BPR-THM-1 (F.R. Doc. 62-2755, March 21, 1962).



the continuation of air service until such time as priority traffic requirements could be determined and a subsequent redistribution of aircraft could be made to implement a controlled emergency air service program.

#### **WASP Air Priorities System.**

The control and priority of passenger and cargo air movements operating under WASP would be implemented under national plans. These include the Interim Air Priorities System (OET-P-1) and the successor CAB plan for a worldwide air priorities system.

OET-P-1 would become effective upon declaration of a national emergency by the President and the issuance by OET of implementing directives. Such interim procedures for determining preference and priority of traffic moving by the civil air carriers during the initial emergency period would be administered by each carrier and would remain in effect until superseded.

The CAB plan for an air priorities system to assure the effective control and use of civil air transport resources of the Nation would be activated by CAB pursuant to appropriate OET directives.

Since the emergency air service pattern would be periodically adjusted to meet essential traffic requirements, CAB would maintain an air priority traffic survey to assure adequate control and maximum utilization of civil air transport resources. The survey would monitor the flow of priority traffic and provide data to assist in determining adjustments to the emergency air service pattern as needed to meet priority traffic demands.

#### **Air Carrier Aircraft Management.**

In an emergency CAB would be responsible for the management of air carrier aircraft allocated to it by the Department of Commerce under the WASP program. CAB directives would be issued to owners and operators of such aircraft to assure the development and maintenance of an air transportation program in accord with national emergency transportation policy.

CAB would use appropriate resources of the Federal and State governments and the air transport industry in developing WASP to

meet priority traffic requirements under emergency conditions. The Board would, however, retain direct management of WASP resources in order to assure the maintenance of the emergency air service pattern required to meet the national claimancy requirement on a worldwide basis.

*WASP Management.* The air carriers would provide the actual operational management under the emergency air service pattern established by CAB. The primary responsibility of other Federal agencies having an assigned interest in civil air transportation would be to provide essential support as appropriate to maintain continuity of an emergency air service pattern under WASP. State and local governments would also provide a supporting role in maintaining both intrastate and interstate emergency air service under WASP.

*Claims for Air Carrier Airlift Service.* All claimants for transportation priorities provided under WASP in an emergency would conform to the regulations established by the CAB-WASP Air Priorities System. The peacetime carrier-shipper relationship would be maintained.

Requests for air transportation during the initial stages of an emergency would be directed to the air carriers under interim priority regulations set forth in CAB Order ATM-2. Upon activation of the formal CAB-administered air priorities system, requests for priority air transportation would be directed to the nearest Regional Air Priorities Control Office.

*Resource Support for Air Carrier Airlift.* CAB would assist FAA in the development of requirements for essential resources needed to support air carrier operations and would support their submission to appropriate resource management authorities.

*Claimancy.* Air carrier operations requirements for maintenance, repair, and operating supplies (MRO) are included in the Defense Materials System (DMS) arrangements for securing priorities and allocations.

Authority for delegation of priorities and allocations of controlled materials has been delegated by OEP to the Business and Defense Services Administration (BDSA), Department of Commerce. BDSA has redelegated part of



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its authority to DOD, which has in turn designated FAA as an "associated agency." This permits FAA to make allotments and to apply, or assign to others the right to apply, Defense Order (DO) ratings and allotments numbers for maintenance, repair, and operating supplies for domestic and foreign commerce airlines.

### **SCATER.**

"The Plan for Security Control of Air Traffic and Electromagnetic Radiations" \* requires FAA and appropriate military authorities to take specified joint action during an air defense emergency to effect security control of civil and nontactical military aircraft entering, departing, or moving within the United States or its coastal approaches. FAA would effect control of such air navigation aids and aeronautical communications as might be required.

Civil aircraft would be grounded upon the declaration of an air defense emergency in accordance with the SCATER Plan. As the situation permitted, air carrier operations would be resumed in accordance with priorities established in the plan. General aviation aircraft in the State and Regional Defense Airlift (SARDA) Plan would resume operations in support of essential priority activities under the direction of appropriate authorities as specified in the plan.

Additional details concerning the SCATER Plan may be found in the joint publication of the Department of Commerce and the Department of Defense, "Plan for Security Control of Air Traffic and Electromagnetic Radiations During an Air Defense Emergency," dated May 7, 1957.

### **SARDA Management.**

SARDA would be activated by joint or unilateral action of FAA and State governors (or their designees) in accordance with existing arrangements in individual States. This plan may be implemented in whole or in part, as necessary, to fulfill national and State emergency requirements.

\*The SCATER Plan is under revision and will be published under the name of SCATANA (Security Control of Air Traffic and Air Navigation Aids).

FAA would issue guidelines to provide for the use of State aviation organizations to manage other than air carrier aircraft resources. These organizations would function in primary control of these aviation resources under emergency conditions, subject to the general direction of FAA if required by overriding Federal needs.

The actual task of providing other than air carrier airlift support would be the responsibility of aircraft owners, operators, airmen, and airport managers who perform the actual operating functions.

Requests for other than air carrier airlift should be submitted to the emergency transportation authority at the State or local level.

Requirements for resources in bulk to support the essential airlift involving other than air carrier aircraft would be consolidated by FAA General Aviation District Offices and Airport District Offices for submission to appropriate management authorities at local, State, and regional levels as required.

### **Air Traffic Control.**

FAA would authorize the use of airspace upon request, doing so under the direction of appropriate Air Defense Commanders. Dispatch of aircraft would be the responsibility of military commanders, air carrier officials, civil government officials, or private citizens performing essential wartime missions under legitimate authority. Policies and procedures for processing altitude reservation and other flight plans, including responsibilities currently assigned to the Central Altitude Reservation Facility (CARF) and to Air Route Traffic Control centers, would remain in effect unless modified by competent authority.

### **Rehabilitation of Civil Air Facilities.**

Owners, operators, or managers would report damage to civil aviation resources, other than manufacturing plants, to the manager of the nearest surviving civil airport. Airport managers would consolidate such reports received and forward these to the nearest surviving FAA General Aviation District Office, as well as to any local or area transportation resource management body and to local civil defense authorities.



Two general plans determine the level of civil airport restoration operations. First in order of priority is the military plan to use certain civil airports during an emergency in support of military operations. Second in order of consideration is the civil plan to use certain airports in support of air carrier and other than air carrier aircraft.

### Aeronautical Charts.

The Coast and Geodetic Survey would:

- Maintain at selected locations up-to-date files of selected aeronautical charts, chart reproduces, and critical materials.
- Maintain contact with commercial printing plants for emergency production of charts.

## OCEAN TRANSPORTATION

### Shipping.

In an emergency, MarAd would take the following actions:

- Implement plans for assembling and analyzing data on ocean shipping requirements.
- Acquire ocean shipping through requisitioning, charter, reactivation of reserve fleet ships, or acceptance of NATO Shipping Pool allocations.
- Through the ships-warrant system obtain the use of the ships of neutral nations.
- Direct the operation of, and act to repair, provision, man, and bunker, oceangoing ships owned or acquired by the Government.
- Direct vessel movements and allocate tonnage to meet approved requirements.
- Exercise forwarding authority on cargo moving to port areas and destined for MarAd-controlled ships.

### Ocean Ports.

*Public Orders.* In an emergency, MarAd would publish the following public orders:

- *General Order MA-TPM-1*—Restrictions Upon the Transfer, Change in Use, or Terms Governing Utilization of Port Facilities.
- *General Order MA-TPM-2*—Restrictions Upon the Use of Port Facilities Without a Ship Warrant.
- *General Order MA-TPM-3*—Removal of Export, Import, Coastwise, and Intercoastal Freight From Port Area.
- *Delegation Order MA-TPM-1*—Appointment of Federal Port Controllers and Acting Federal Port Controllers: Delegations of Authority.

*Port Control Officer.* To assure the free flow of traffic to, from, and within port areas in time of emergency, a local port control officer would be responsible for coordination and control of ocean and land transportation use of the facilities, equipment, and services of a port.

He would make appropriate disposition with respect to general restrictions to be placed upon the transfer, change in use, or terms governing the utilization of port facilities and would otherwise perform the duties and exercise the powers vested in the Maritime Administrator.

This officer represents the authority of the United States in the port and works in close coordination with Federal transport and shipping agencies, the Department of Defense, and the local port industry.

*Other Emergency Procedures.* With respect to United States port systems and facilities, MarAd would also:

- Establish systems for receiving field reports and for issuing port advisories on the status of port conditions, operations, and capabilities; disseminate a national damage assessment recapitulation and evaluation.
- Determine the necessity for and feasibility of the use of alternative ports and port facilities; coordinate and, as necessary, direct and control the use of usable ports and port facilities, damaged or undamaged; and direct the diversion of freight enroute to affected port areas to such alternative usable ports or to appropriate interior locations.
- Cooperate with local public officials and civil defense agencies in providing emergency berthing facilities and the use of commercial port-



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operating equipment and port personnel for civil defense purposes.

**Materials, Supplies, and Facilities.**

In an emergency MarAd would:

- Procure supplies and equipment necessary for the reactivation and operation of reserve shipyards and for outfitting new shipyards.
- Activate a priorities organization and obtain adequate priority ratings or allocations for vessel materials and supplies.
- Cancel leases and permits for private occupancy of MarAd property.
- Suspend all disposal activities except scrapping and salvage.
- Contact manufacturers of marine components to determine capability for producing or furnishing essential supplies and equipment in accordance with production allocation regulations.
- Negotiate with contractors concerning claims under prime contracts and subcontracts for disposition of unacceptable repair parts, materials, and supplies and for provision of lists of scrap, salvage, and unrequired materials.

**Manpower.**

In an emergency MarAd would:

- Activate, in cooperation with the manpower agency, a recruitment and utilization program for manpower needed to meet the requirements of ocean shipping and for shoreside vessel operation.
- Administer a uniform deferment procedure to retain seamen aboard ships and to create and train a supply of former seamen and recruits to man vessels.
- Activate the National Defense Executive Reserve units to administer vessel operations and Federal control of United States ports.

**Nautical Charts.**

The Coast and Geodetic Survey would:

- Maintain at selected locations up-to-date files of selected nautical charts and chart reproductions, except for the Great Lakes, as well as critical materials.
- Maintain contact with commercial printing plants for emergency production of charts.

The U.S. Army Corps of Engineers (Civil Works) would maintain essential records and provide nautical charts with respect to the United States Great Lakes channels and harbors.



# Chapter 7

## TELECOMMUNICATIONS

### Definitions.

*Telecommunication* means any transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.

*Telecommunication Resources* include telecommunication personnel, equipment, material, facilities, systems, and services of all kinds, public and private, and wheresoever located, within the jurisdiction of the United States.

*Telecommunication Common Carrier* (or "carrier") means any person\* subject to Federal or State regulations engaged in providing telecommunication facilities or services, for use by the public, for hire.

*National Communications System (NCS)* is the unified governmental communications system, responsive to a single Executive Agent, derived from linking together, improving, and extending the communication facilities and components of the various Federal agencies.

### Special Planning Factors.

Because telecommunication systems and services are so vital to the military defense and

economic activities of the Nation, they are potential targets before, during, and after an overt attack—as well as for espionage and subversion. Disruption by physical damage or electromagnetic means (jamming) might be attempted.

Mutual radio interference from friendly sources may increase as radio usage increases. Radio circuits, and to a lesser degree wire circuits, are susceptible to disturbance by natural phenomena.

Individual components of telecommunication systems are no more vulnerable to damage than are other similar structures or equipment. However, in event of damage, the greater the degree to which total system operation depended upon the functions of its subordinate elements, the less would be its capability to continue operating as a system.

All practical steps should be taken, therefore, to reduce component interdependence. The survivability of the system should be balanced with the survivability of the activities it serves. This balance will, in turn, dictate the degree of dispersion, redundancy, mobility, and selective hardening to be considered.

## OBJECTIVES

The basic objective is to have a telecommunication capability to meet the needs of the Nation for rapid communication during and after any emergency.

In an emergency not involving attack upon the United States, rapid communication would be the objective, but with the least possible curtailment of normal telecommunication.

This chapter was prepared by the Office of Emergency Planning.

\*"Person" may be an individual, partnership, association, joint stock company, trust, or corporation.

In the event of attack upon the United States, there must be, among other things:

- A radio broadcasting capability for the head of the Federal Government to address the people of the Nation and for appropriate local, State, and regional authorities to inform, instruct, and direct survivors in their jurisdictions.
- A central mechanism to control, coordinate, and direct the activities of the various telecommunication facilities, systems, and services.



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- A central mechanism to guide and assist in long-range planning for rehabilitating and reconstructing the Nation's telecommunication systems after attack.

Preemergency, there are several subobjectives which contribute to the overall goal.

The primary ones include plans for:

- Emergency management of telecommunication resources, including restoration of services and rehabilitation of the industry.
- Postattack reconstruction of telecommunication facilities and systems.

Complementary subobjectives include development of:

- The ability of essential telecommunication resources to survive any emergency.

- Plans for succession to positions of authority throughout the industry.

- Emergency programs for most efficient use of surviving telecommunication resources and plans for establishing or activating vital emergency telecommunication facilities, systems, and services without delay.

- Data to permit rapid damage assessment and to aid in making decisions on the remaining telecommunication resources.

- Technical compatibility of signalling methods, transmission modes, switching facilities, and terminal devices to permit interchange of communications over surviving media of all systems, governmental or commercial.

## RESPONSIBILITIES

### Federal Government.

Federal actions envisaged in this chapter are based on sections 305 and 606 of the Communications Act of 1934, as amended. Other sources of authority include Executive Orders 10705 and 11051 and the Presidential Memorandum to the Heads of Executive Departments and Agencies (August 21, 1963) entitled, "Establishment of the National Communications System."

The President is responsible for plans, directives, and procedures to establish and maintain Federal control over the priority use of telecommunications in time of war emergency and for making these plans known, within the bounds of security, to government, industry, and the public in advance of an emergency.

*Office of Emergency Planning.* The Director of OEP has overall responsibility for planning the mobilization of the Nation's telecommunication resources in time of national emergency.

The Director also has responsibility for developing an overall emergency system for making central program decisions on the utilization of telecommunication resources.

*Director of Telecommunications Management.* By delegation from the Director of OEP, the Director of Telecommunications Management

is responsible for exercising the President's emergency powers for telecommunications in accordance with the provisions of Executive Order 10705, as amended.

The Director of Telecommunications Management is also responsible for policy direction of the development and operation of the National Communications System (NCS). In this capacity he serves as a Special Assistant to the President for Telecommunications and is responsible for:

- Advice on the communication requirements of the NCS and the responsibilities of the implementing and using agencies.
- Identification of those requirements unique to the President.
- Guidance as to relative priorities of requirements.
- Surveillance of actions to insure compliance with policy and guidance.
- Insuring of adequate planning for future NCS needs.

*Federal Communications Commission.* Under Executive Order 11092 and in consonance with OEP plans and policy guidance for mobilization of the Nation's telecommunication resources, FCC develops emergency plans and preparedness programs covering:





- Provision of service by communication common carriers, broadcasting facilities, and the safety and special radio services.
- Assignment of radio frequencies to Commission licensees.
- Protection, reduction of vulnerability, maintenance, and restoration of facilities operated by its licensees in an emergency.

*Department of Defense.* The Secretary of Defense is the Executive Agent for the National Communications System. He has been directed to:

- Design the NCS to serve the communication needs of all Federal agencies.
- Develop plans for fulfilling approved requirements and priorities and recommend assignments of implementation responsibilities to user agencies.
- Assist the user agencies and the Administrator of General Services with respect to the Federal Telecommunications Systems (FTS) to meet their responsibilities for developing and operating the system.
- Allocate, reallocate, and arrange for restoration of communication facilities to authorized users.
- Develop operational plans and provide operational guidance with respect to all elements of the NCS.
- Carry out long-range planning and research to insure that the NCS meets future Government needs.

The Office of Civil Defense has responsibility for providing telecommunication support for civil defense. Some of this support is to be handled within the framework of the NCS.

*General Services Administration.* The Administrator of General Services is responsible for the Federal Telecommunications System (FTS), which was established to provide communication services to Federal agencies in the 50 States, the Commonwealth of Puerto Rico, and the Virgin Islands. The FTS is a part of the National Communications System.

In addition the Administrator has been directed to plan for and provide, operate, and maintain appropriate telecommunication facilities designed to meet the essential administra-

tive requirements of Federal civilian agencies during an emergency. This would be done in consonance with the standards and procedures prescribed for the NCS and within the framework of that system.

*NCS Supporting Agencies.* The Department of State, the General Services Administration (GSA), the Federal Aviation Agency (FAA), and the National Aeronautics and Space Administration (NASA) are responsible for continuing support of the NCS, which includes the operating communications resources of those agencies.

*Department of Labor.* The Secretary of Labor has primary responsibility for emergency preparedness functions relating to civilian manpower support for essential telecommunications.

#### **State and Local Governments.**

These levels of government are responsible for developing telecommunication plans to meet their respective emergency requirements.

The objectives of these plans should be:

- Telecommunications essential for State and local government to function under all conditions of emergency.
- A capability to insure that, within the area covered by the plans, telecommunication resources in short supply would be used to meet the most critical needs.

Such plans should be compatible with Federal plans and policies for the emergency control and use of national communications for survival and recovery. This would insure that their implementation would not disrupt the overall telecommunications effort but would make optimum use of available resources. (An example of a disruptive action would be a State's diversion to other use of a section of a common carrier microwave radio system transiting the State.)

State and local governments should use the experience and expertise of the telecommunication industry in developing their plans.

Emergency operational aspects of such plans should include provisions for:

- Alerting and augmenting of communication staffs of law enforcement, fire protection, and other public safety bodies.
- Protection of personnel and facilities.



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- Alternative means of communication.
- Emergency sources of electric power, materials, and personnel.

Resource management aspects of such plans should include:

- An organizational basis for a telecommunication resource management body and a statement of the circumstances under which it would function.
- Procedures for inventorying resources remaining after attack, determining relative urgencies of postattack requirements, and allocating remaining resources to meet high-priority needs.

- Procedures for facilitating restoration of essential telecommunication services.

### **Common Carriers and Radio Licensees.**

Telecommunication common carriers and radio licensees are responsible for planning for the operation of their networks and facilities during an emergency in conformance with Federal telecommunication plans and objectives.

### **Industry and Organizations.**

Industry and private organizations are responsible for taking into account, and incorporating into plans for postattack operations, Federal plans for the control and use of national telecommunication resources.

## **POLICIES**

The telecommunication resources of the Nation would be available for use by the Government in time of emergency, contingent upon the nature and extent of the emergency and the needs of the public welfare for continued service. In addition, there will be a single, unified communication system for use by the Federal Government under any conditions, normal or otherwise.

### **Facilities Management.**

Federally owned or operated telecommunication facilities would be managed during an emergency by the agency normally controlling the facility, except that those functioning within the framework of the NCS would conform with such emergency standards, practices, and procedures as prescribed for that system.

Facilities other than those of the Federal Government would be managed by the common-carrier licensees or other persons owning and operating such facilities, subject to FCC guidance or direction as necessary,\* in consonance with policies enunciated by the Director of Telecommunications Management and with appropriate State and local plans.

### **Radio Frequencies.**

Radio frequencies for Federal Government stations would be used in accordance with as-

\*Exceptions are radio stations in the Aviation Services and certain classes of radio stations in the Maritime Services. These would be controlled by the Secretary of Defense.

signments and mobilization plans in existence at the onset of the emergency. Frequency assignments would be authorized, modified, or withdrawn, as appropriate, by the Director of Telecommunications Management, under authority delegated him by the Director of OEP.

Radio frequencies for other stations would be assigned by FCC following review, as necessary, by the Director of Telecommunications Management. These frequencies would be used in accordance with the Commission's rules and regulations.

### **Closure of Radio Stations.**

Most radio stations would be permitted to continue in operation during an emergency to the greatest extent compatible with overall communication needs and objectives. Some closures would be necessary, however. Among the most likely reasons for closure would be that:

- Certain types of stations which provide precision navigation signals would still be a hazard.
- The potential usefulness of the radio station (or class of stations) would be outweighed by the cost or difficulty of maintaining appropriate security.
- Frequencies assigned the station would be needed more for essential purposes elsewhere



and no adequate substitute frequencies could be provided.

- Equipment or apparatus of a station would be needed elsewhere for a more important purpose.

#### **Private Property.**

Authority is vested in the President and delegated to the Director of OEP to take over or use telecommunication facilities or stations or to remove apparatus or equipment from such fa-

cilities or stations under specified conditions. This authority would be exercised only if such action were clearly required by the national interest and after all reasonable alternatives had been examined and deemed inadequate.

#### **Censorship.**

In order to detect and minimize use of United States telecommunications by foreign powers for hostile purposes, telecommunications would be censored as necessary in time of war.

## **PLANS**

It is of the utmost importance that the network characteristic and capability of the telecommunication system be preserved to the greatest degree possible during a national emergency. This could be accomplished best by centralized policy development, planning, and broad direction. The degree of centralization appropriate at a particular time would be determined by the conditions then existing. Detailed operations management must remain decentralized.

Following a nuclear attack some elements of the telecommunication network might be temporarily isolated. During such isolation, previously disseminated Federal plans, policies, and directives should be followed by all concerned in the use and reconnection of the isolated facilities or elements of the telecommunication network.

In emergencies short of nuclear attack, and as soon as a significant network were in being following nuclear attack, specific management functions related to telecommunication resources would be required of the Federal Government. They would be performed chiefly through guidance and direction of the carriers and the application of necessary controls and constraints from a central point at the national level.

#### **Telecommunication Services.**

During a national emergency the use of telecommunication systems would be regulated to the extent necessary to give precedence to vital communications. A variety of controls would be used, such as:

- Precedence systems for telegrams.

- Control of access to the common-user network for telephone calls and data transmissions.
- Allocation of private channels and channel time.
- Circuit restoration priorities.
- Limitations on wide-band usage.
- Preemption authority.

Within the NCS, the Executive Agent would allocate, reallocate, and arrange for restoration of communication facilities to authorized users in consonance with guidance from the Director of Telecommunications Management on relative priorities.

There would be a governmentwide precedence system for specific messages handled via common-user elements of the NCS. It would provide uniform criteria for determining degrees of message precedence in terms of its importance to the overall government effort rather than to a particular agency.

#### **Telecommunication Facilities.**

Initial priority for the resumption of inter-city private line service and similar services leased from common carriers, and not a part of the NCS, would be predicated upon priority certifications and procedures to be established by the Director of Telecommunications Management.

Radio stations of the kinds listed below would be closed immediately if the President proclaimed a state of war. FCC, at the direction of the Director of Telecommunications Management, would order and enforce closure of these types of stations:



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- Amateur radio stations except for the Radio Amateur Civil Emergency Service (RACES).
- International Broadcast Stations (as defined in FCC Rules and Regulations) except those carrying or scheduled to carry U.S. Government-controlled radio broadcasts.

**Support.**

The restoration and rehabilitation of telecommunication facilities following an attack would multiply present support requirements many times over.

Two resource agencies, the Department of Labor and the Department of Commerce, would be the principal sources of manpower and materials required for the support of telecommunications during the survival period and for the longer-range reconstruction effort.

Within the area of telecommunications, FCC works with appropriate resource agencies in developing programs to insure availability in an emergency of materials, manpower, equipment, supplies, and services to support the common carriers and Commission licensees. FCC would claim such resources as needed.

State governments and the Federal Office of Civil Defense would, as appropriate, inform FCC of the requirements of communicators other than common carriers and Commission licensees.

Conflicting claims, and relative priority of competing claims when demand exceeded supply, would be adjudicated by the Director of Telecommunications Management or, if necessary, by the OEP Regional Director.



## Chapter 8

# FOOD

This chapter outlines responsibilities and actions for government, food producers, the food industry, and the public in order to assure food supplies for survival and recovery.

### Definitions.

For purposes of this chapter, the terms listed below have the indicated meanings:

*Food:* All commodities and products, simple, mixed, or compound, or complements to such commodities or products, that are capable of being eaten or drunk (except water), by either human beings or animals, irrespective of other uses to which such commodities or products may be put, at all stages of processing from the raw commodity to the products thereof in vendible form for human or animal consumption. The term also includes all starches, sugars, vegetable and animal fats and oils, cotton, tobacco, wool, mohair, hemp, flax, fiber, and naval stores, but does not include any such material after it loses its identity as an agricultural commodity or agricultural product.

*Primary and Secondary Food Resources:* Includes all food in all locations. The division between primary and secondary food resources is governed by Memoranda of Understanding between the States and the U.S. Department of Agriculture (USDA), with resources under State control being secondary and those federally controlled being primary. The most common division is as follows:

- Primary food resources: food on farms; live-stock feed and seed at all levels, including retail; plus food in transit and processor and warehouse stocks (distribution, commercial storage, cold storage, retail and wholesaler), except those foods which are secondary resources.

In preparing this chapter the Department of Agriculture was assisted by the Department of Defense, Department of the Interior, Department of Commerce, Department of Health, Education, and Welfare, and Tennessee Valley Authority.

- Secondary food resources: food in homes, retail stores, restaurants and other commercial eating places, schools, hospitals and other institutions (except Federal), and cold storage lockers (for use by owner), together with any wholesaler and processor food stocks which would be available for State and local government distribution pursuant to the State-USDA Memoranda of Understanding.

*Person:* As used herein, includes individuals, firms, partnerships, corporations, and institutions.

*Wholesaler:* Any person other than a retailer who buys or otherwise acquires and sells or distributes food for resale at retail, and any person who accumulates food, as in retail store warehouses, for redistribution to retail outlets.

*Retailer:* Any person who acquires or processes any food for direct distribution to the ultimate consumer. The term also includes any person engaged in the business of serving food in any away-from-home eating place.

*National Emergency Food Consumption Standard:* That standard for food consumption promulgated nationally for use by governmental authorities at all levels in order to assure the conservation and equitable distribution of the food supply available for human consumption.

*USDA State, County, and Metropolitan Area Defense Boards:* The USDA agency representatives designated to direct and coordinate preattack preparations and postattack operating programs for which USDA is responsible.

The USDA County and Metropolitan Area Defense Boards include representatives of all major USDA agencies which have offices or operations in the geographic area covered and would have responsibility for carrying out the Department's programs in their respective



areas. All references in this chapter to USDA County Defense Boards include and apply to USDA Metropolitan Area Defense Boards where established.

USDA State Defense Board include representatives of the Department's eight major agen-

cies with field staffs and would be responsible for directing USDA County and Metropolitan Area Defense Boards.\*

*Requisites:* Support resources and services, such as manpower, materials, equipment, and supplies needed for food production, processing, storage, and distribution.

## POSTATTACK POLICIES

### Delegations of Federal Authority.

Under conditions of nuclear attack upon the United States, Federal management of resources would be maintained to the fullest extent possible throughout the postattack period. If normal nationwide economic and governmental activities were disrupted and if instructions from higher headquarters of USDA were not available:

- USDA County Defense Boards are authorized to assist local civil authorities in solving local food problems.
- USDA State Defense Boards are authorized to take whatever actions might be necessary to carry out USDA responsibilities in that State.

These actions by the County or State Boards would be taken pursuant to USDA instructions and authorities provided preattack without waiting for direction from higher USDA authority and would remain in force until communications permitted such direction.

### Respective Roles.

Food producers and the food industry would be relied upon to produce, process, store, and distribute food and other agricultural commodities essential in an emergency. Federal, State, and local governments would provide assistance and guidance in accomplishing this vital task.

Governments would procure, requisition, limit, or control the production, processing, distribution, and use of food only to the extent necessary to accomplish the food program objectives.

### Objectives.

The basic objective is to provide food, which involves the development of an operating capa-

bility to meet postattack food needs. To do this, it would be necessary to:

- Assure desirable utilization or conservation of food stocks in existence at the time of attack or produced subsequently.
- Provide methods for ascertaining what food supplies were left and what farm and food-industry capability were still available to produce, process, and distribute needed additional food supplies.
- Encourage, assist, and direct food producers and the food industry to resume or continue production, processing, storage, and distribution of essential kinds of food and to make the most efficient and desirable use of available facilities and requisites.
- Carry out established plans for special measures necessary for production, conservation, protection, and equitable distribution and efficient utilization of food.
- Determine the needs for food.
- Determine the needs of food producers and the food industry for requisites for production and processing of food. (This would include providing (a) information and assistance to food producers and the food industry in obtaining requisites and (b) assistance to resource agencies in the allocation of resources essential to food producers and the food industry.)
- Develop local, State, and Federal capability and cooperation, along national guidelines and policies, to solve problems through local operations without help and direction from other areas.

\*In certain States a representative of the Department of the Interior will work with the Boards on fish problems.



- Provide guidance for local and State civil authorities in carrying out their postattack responsibilities for effectively managing secondary food resources.

### Operating Principles.

*Food Production.* Policies for food production in the immediate postattack period encompass the following principles:

- Continuing, to the extent appropriate, day-by-day production and flow of such essential foods as milk, livestock, poultry, eggs, and fish.
- Harvesting or salvaging crops and salvaging stored foods which would be required for immediate consumption or which could be preserved for later use.
- Continuing to plant and produce those crops determined by USDA to be needed for survival or recovery and curtailing production of other crops as necessary.

*Food Management.* The food management program for the immediate postattack period encompasses the following procedures and principles:

- Determining the adequacy of surviving food stocks and expected local postattack food production to meet local population needs with consumption limited to no more than the Na-

tional Emergency Food Consumption Standard levels.

- Maximizing the use of locally produced foods to conserve transportation.
- Determining the amounts of food available locally in excess of local needs or needed from other areas to meet local needs.
- Where locally available food supplies were in excess of local needs, diverting the use of available perishable foods and the conservation of storable foods.
- Encouraging conversion into storable forms of perishable foods not needed locally or for outshipments for immediate consumption, to the extent requisites needed for their conversion were available.
- Identifying major problems and dislocations and activate emergency alternatives for normal processes.
- Using the food industry's capability to the maximum in continuing the flow of food.
- Recognizing that food in transit, as a part of the national food reserve, must continue to move to its destination by whatever routes the appropriate transportation authority prescribed or to new destinations designated by USDA or specified in applicable USDA-State government Memoranda of Understanding.

## RESPONSIBILITIES

### Federal Program Management.

The Office of Emergency Planning provides policy guidance and coordination of the food plans within the total national preparedness program.

USDA develops, directs, and coordinates the national food effort and carries out the food functions of the Federal Government. USDA's emergency responsibilities cover all food stocks and agricultural resources involved in the production, processing, storage, and distribution of food supplies from production through the wholesale level.\* USDA is also responsible

for seed and livestock feed at all levels, including retail.

Under delegation from USDA, the Department of the Interior develops and administers programs relating to the production and processing of fish and fishery products.\*

Responsibility for wholesomeness, purity, and safety of food is divided as follows:

- USDA for meat and meat products and poultry and poultry products in establishments under the continuous inspection of USDA, agricultural commodities on farms or ranches, and agricultural commodities and products owned by an agency of or within USDA.
- DHEW for all other food commodities.

\*Except as certain State-USDA Memoranda of Understanding specify other arrangements.

\*Interior also develops and presents requirements for requisites needed for fish production and processing.



### **Requests for Food Assistance.**

In the immediate postattack period, resupply of secondary food resources would be authorized by USDA State or County Defense Boards. Persons handling secondary food resources would be authorized to order from their normal supplier. If secondary food resources under local and State government control and amounts available from the established resupply system proved inadequate, the local or State government would request additional food resupply to support food distribution or rationing program for civilians from the stocks under control of the appropriate USDA State or County Defense Boards.

As soon as national management of resources became possible, a procedure for nationwide resource allocation would be utilized. For the purposes of such food allocations, certain Federal agencies would have claimancy functions and responsibilities with respect to food and other agricultural products. These would include (the order does not indicate priority):

- The Department of Defense for food for military uses (including food for offshore areas under military control).
- The Department of the Interior for food for the Trust Territory of the Pacific Islands and other territories and possessions (except the Commonwealth of Puerto Rico and the Virgin Islands).
- The Department of State for foreign areas (except as provided in special agreements).
- The Department of Commerce for food used in or for the manufacture of nonfood industrial products.
- The Department of Agriculture for the aggregate civilian and livestock uses in the 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands.

Since civil defense requests for food assistance postattack would be a part of the aggregate allocation for civilian and livestock use, such requests from the Office of Civil Defense would be incorporated by USDA into the aggregate civilian requirements for purposes of establishing allocations. Requirements by the General Services Administration for food for Federal

civilian agencies would also be a part of aggregate civilian requirements and would be included in the USDA estimates of such requirements.

Claimant agencies would be responsible for providing USDA with estimates of food requirements on request. Such requirements would be the basis for food allocations made by the Secretary of Agriculture or his designee.

Procedures for the development of food requirements for use in determination of nationwide food allocations have been prepared by USDA for use by claimant agencies and other agencies as appropriate.

USDA would also be a claimant agency for requisites for food production, distribution, and processing. It would advise State and Federal agencies with respect to geographic and commodity needs in the distribution of requisites.

### **State and Local Governments.**

State food responsibilities cover all food in homes, retail stores, restaurants and other commercial eating places, public shelters, schools, hospitals and other institutions (except Federal), and cold storage lockers (for use by owner), together with any wholesaler and processor foods which would be available for State and local government distribution pursuant to State-USDA Memoranda of Understanding.

State and local governments would issue all necessary orders and instructions relative to use or sale of secondary food resources.

Each State government, following guidance from appropriate Federal agencies, would:

- Direct and coordinate local government activities relative to local distribution and rationing of foods and provide guidance in the use of home food supplies.
- Be responsible for the distribution of food from supplies under its control for any mass feeding necessary as a result of the emergency.

State governments would be responsible for assisting appropriate Federal agencies in obtaining State-controlled requisites needed in connection with the food program.





State and local governments would be responsible for providing necessary police and fire protection for facilities processing, storing, and distributing food and for assisting in enforcement of restrictions on sales and distribution of food.

Under the guidance and general direction of the State, each political subdivision would be responsible for determining needs for food for local civilian use, effecting emergency distribution of rationing controls over food for human consumption until a statewide or nationwide system could be established, and conducting any mass feeding necessary within its jurisdiction. Food distributed to consumers, including food used in mass feeding, would be taken only from secondary supplies considered safe for human consumption.

Distribution of food under State and local control should be at levels not in excess of the National Emergency Food Consumption Standard. Any distribution of food to people

in shelters should take into account food stocked there.

#### **Food Producers and the Food Industry.**

Food producers and the food industry, and those industries supplying requisites to them, are responsible for preparing measures designed to assure a continuing supply of food to the Nation and for executing them postattack. This is to be done in cooperation with appropriate government agencies and in consonance with established national plans and policies.

#### **The Public.**

Individuals and families are responsible for maintaining personal stocks of food and water in their homes or shelters sufficient to meet their postattack needs until other supplies became available. The stocks should be sufficient for at least 2 weeks following attack.

Families should prepare, in the event that movement (including movement to shelters) were directed by appropriate authorities, to take with them as much as possible of their emergency food reserve.

## **ORGANIZATION**

### **USDA.**

*National Level.* USDA national headquarters, subject to overall policy guidance and coordination by OEP, would direct the Nation's food program in an emergency and provide guidance to USDA State and County Defense Boards in carrying out their respective roles. USDA postattack program guidance is available at the State and county levels to be carried out within the framework of national policy. To the extent conditions permitted, overall direction of emergency operating programs would be conducted from national headquarters.

*Regional Level.* Each of the USDA field staffs would provide representation at the Federal regional center in an emergency to:

- Provide information to USDA State Defense Boards and issue them policy guidance when direction were not available from USDA national headquarters.

- Assist the OEP Regional Director in coordinating and expediting the distribution of resources to meet urgent regional and inter-regional needs.

*State Level.* USDA State Defense Boards, established in each State, the District of Columbia, and the Puerto Rico-Virgin Islands area, under supervision and guidance of USDA national headquarters, would direct and coordinate emergency food operations within their jurisdiction. Lacking communications with national headquarters, these boards would seek policy guidance from the USDA regional defense organization. Lacking communications with the regional organization, the USDA State Defense Board would function on its own authority according to established instructions.

At all times the Board would maintain liaison with and provide advice to the responsible State officials and others in matters pertaining



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to food and agriculture. USDA State Defense Boards would also strive to solve food problems with their counterparts in nearby States in the absence of higher-level direction.

*Local Level.* USDA County Defense Boards would execute the USDA food responsibilities at the local level under supervision of USDA State Defense Boards. Lacking communications with USDA State Defense Boards, they would look to higher USDA authority for supervision; otherwise they would carry out established directions on their own authority and in cooperation with USDA Boards in adjoining counties.

USDA Defense Boards would maintain liai-

son with and provide advice on food and related matters to officials of local government and others.

### **State and Local Governments.**

State governments and their political subdivisions will develop preattack organizational readiness to execute their parts of the total food plan, including maintaining appropriate coordination with the USDA organization so that such programs will be in consonance with national objectives. (USDA personnel with emergency assignments would not be available in an emergency to augment State and local government staffs.)

## **PREPAREDNESS MEASURES**

### **USDA.**

The following preparatory actions have been taken and will be supplemented and revised as necessary.

*Use of Existing Organizations.* USDA personnel at all levels have been given authority and instruction on how to carry out emergency assignments. This includes the capability for field offices to operate when unable to receive directions from higher headquarters.

*State-Federal Understandings.* Understandings have been reached with all States concerning plans and procedures to assure proper coordination of emergency actions.

*Claimancy Procedures.* Close working relations have been developed with other Federal agencies at the national and field levels concerning specific plans for claimancy procedures for use in stating their emergency food requirements. Arrangements are being made with other resource agencies for supplying requisites to carry out the food program.

*Food Allocations.* Standby procedures have been developed for determining food supplies and requirements and for making informal or formal allocations of available food supplies to areas and the various segments of the population represented by claimant agen-

cies. Allocations would be in accordance with relative-urgency guidance in Chapter 12.

*Food Procurement.* Standby food procurement procedures are being developed for use postattack by all agencies having food procurement responsibilities.

*Food Imports.* USDA is developing plans for food procurement under emergency conditions from sources outside the United States. In this effort it will look to the Department of State for foreign policy guidance and procurement assistance.

*Standby Food Orders.* To conserve food and control its distribution in an emergency, USDA has issued standby orders which provide for:

- Control of the sale, transfer, distribution, and use of food, including wholesaler and processor inventories.
- Procurement and requisitioning of food when necessary.

*Assistance.* Food producers and the food industry are being given guidance in their development of an ability to provide food after an attack and on adequate protective measures to safeguard their personnel, stocks, and facilities.

*Food Supply Analysis.* Data on the food supply situation from production through the



wholesale level is being maintained. A system is being developed for reporting available post-attack food inventories and the status of food production and processing facilities. Both at national and field levels, the capability exists to assess attack effects on food and agricultural resources and facilities and to provide such information to Federal and State agencies.

*Food Stockpiling.* USDA is studying the need for food stockpiling programs to:

- Supply food to areas for which resupply might be difficult or for which remaining supplies would most likely be deficient after an attack.
- Obtain supplies of essential imported items.
- Encourage householders to establish and maintain food supplies in homes and shelters by providing to them appropriate guidance material.

Resulting recommendations and actions will take into account studies of emergency food supplies and requirements conducted jointly with OEP and OCD.

In administering Commodity Credit Corporation inventories of food products, measures have been taken to insure availability of such inventories for use in an emergency.

*Farm Needs.* Standby orders and procedures that would control through the retail system domestic distribution of farm equipment, commercial fertilizer, livestock feed, and seed have been issued ready to use.

*Research.* USDA is conducting research, and making the findings known to food producers and the food industry, covering such matters as:

- The effects of radioactive fallout on soils, foods, feeds, livestock, and crops.
- Such assigned program responsibilities as countermeasures against radioactive fallout and chemical and biological warfare agents, methods of decontamination, and substitutes for items not produced domestically.
- Determination of the best ways to estimate the types and quantities of food normally in retail and wholesale channels and in homes.
- Rural firespread and firefighting techniques.

### State Governments.

State governments will guide local civil authorities preattack on management of all types of emergency distribution of food for human consumption at the retail level. This includes preparations for mass feeding and for food rationing, whether formal or informal, at the retail level. States would look to USDA to make available additional food needed in the State.

Within the limits of State responsibilities and functions, State governments should prepare now to assist USDA in obtaining for food producers and the food industry such goods and services as requisites for producing, processing, and distributing food; advice on radiation levels; information on use of water supplies; protection of food and facilities; and assistance in installation or restoration of essential services.

### Local Governments.

Local governments in the preattack period should develop methods and procedures consistent with national standards to manage food stocks under local government control following attack, to institute distribution controls or rationing, and to prepare for such mass feeding as may be needed in an emergency. They are to advise individuals and families of their responsibilities during an emergency. The total local food planning effort must be coordinated with the USDA County Defense Board and overall local civil defense planning.

### Food Producers and the Food Industry.

Following USDA guidance, food producers and the food industry should:

- Take protective actions to reduce vulnerability to attack effects.
- Arrange for continuity of management and operations.
- Develop the capability to continue production, processing, storage, and distribution of food, through normal channels to the extent possible.



## POSTATTACK OPERATIONS

The objective postattack would be to maintain a flow of food from the farm through the food trade to consumers.

The procedure described below allows secondary food distributors to obtain resupply at rates appropriate to the situation at the time. USDA plans also provide for meeting unusual resupply problems such as mass feeding. Government food controls would be exercised only as needed to conserve stocks and to expedite production, processing, and distribution.

### Retail Freeze.

An order would be issued by the President and probably by each State governor that would freeze prices, wages, and rents. This freeze order prohibits the retail sale of non-perishable foods before rationing or other distribution controls would be established.

### USDA Actions.

*Initial Measures.* During the immediate postattack period, USDA would take the following initial actions:

- Issue orders controlling primary food resources. (The initial orders would permit the free flow of certain types of food, chiefly perishables; restrict the flow of storable foods, such as canned goods; place specific limitations on the flow of foods likely to be in extremely short supply; and limit the distribution of the remaining foods to specified percentages of pre-attack rates. This system would permit the food industry to continue general management over the modified food flow.)
- Authorize food facilities under USDA control to deliver food to regular customers, both intrastate and interstate, subject to USDA control orders, as soon as adequate State or local food rationing and distribution controls were in effect.
- Hold Federal food purchase and distribution programs to a minimum. (USDA may do some buying for allies and for some Federal agencies. The military would procure its own food with USDA cooperation and assistance.)
- Exercise requisitioning authority to acquire food primarily in situations in which the owners

of badly needed food were not available or were unwilling to sell. (Requisitioning would relieve warehousemen and carriers of certain legal responsibilities to the former owner and guarantee payment of all proper charges.)

*Modifications.* The resupply procedures previously described would require adjustment to meet changing postattack conditions. Positive supply management actions would be needed in areas where:

- Casualties had substantially altered food requirements.
- Civilians had been relocated to more habitable areas, thus changing food requirements in affected areas.
- Some processors and wholesalers were no longer in operation or some of their retail customers had become casualties.

If food supplies (in addition to the authorized flow) were needed to support rationing or mass feeding by the State or local civil authorities, the USDA Defense Boards could release additional stocks under their control. USDA would authorize release of primary food resources only after a State had put into effect food rationing or similar distribution controls.

### Initial State and Local Actions.

State governors should issue appropriate orders governing secondary food resources. State and local governments, using secondary food resources, must carry out consumer rationing or other control programs consistent with the National Emergency Food Consumption Standard to fit immediate local conditions.

State and local governments would determine the food needs of survivors, at levels not exceeding the National Emergency Food Consumption Standard. If the food supply were insufficient to feed people at this standard level, the State or local government would request assistance of the appropriate USDA Defense Board. If USDA could not meet the needs, then the ration level would be decreased.

State and local governments would requisition only from secondary food stocks and base such action on State law.



### Exchange of Food Information.

USDA, operating through its State and County Defense Boards, would obtain information postattack on primary food resources in being and in process. State and local governments would obtain information on secondary food resources.

The USDA Defense Boards and their State and local government counterparts would exchange information on food shortages and excesses to provide a basis for food program decisions and solutions to mutual problems. USDA Defense Boards would notify State and local governments and others as to the kinds and amounts of food available from primary food resources to resupply secondary food outlets.

### Military Procurement of Food.

Established policy for a defense emergency provides that in a postattack situation, even when communication were possible with the Defense Subsistence Supply Center Regional Office, individual military establishments would continue to procure locally bread, milk, and perishable foods. When conditions prevented a military activity from communicating with a DSSC Regional or field office, direct contact with the nearest USDA Defense Board is authorized to obtain authorization for other local food procurement. When communication were possible, the Regional Headquarters of the Defense Subsistence Supply Center would coordinate with local military installations on items to be procured.

Except for the local procurement outlined above, field offices of the Defense Supply Agency would carry out military food procurement on the basis of allocations made by USDA.

### Food Safety Advice.

USDA would advise primary food resource facilities on the safety of resuming operations and on procedures for producing, processing, storing, and distributing safe and wholesome foods. USDA would indicate wholesomeness of meat and meat products and poultry and poultry products in establishments under its continuous inspection. Information to the public on purity and safety for other foods would

be provided by DHEW. State and local civil authorities would also advise the public of food safety.

This division of responsibility does not preclude mutual assistance among Federal, State, and local agencies.

### Obtaining Essential Requisites.

Food producers and operators of food processing storage and wholesale distribution facilities would obtain uncontrolled requisites for essential production and services from their usual suppliers. For essential controlled-support resources they would seek procurement authorization from the governmental authority having local jurisdiction over the requisite. When unable to obtain essential requisites in the above manner, they would request assistance from the USDA County Defense Boards.

These Boards would work with local governments to obtain supplies of requisites needed for food production, processing, storage, and distribution. Where essential needs could not be met, the county Board would advise the USDA State Defense Board of its problem. The latter would continue to work with appropriate Federal agencies and State government officials to obtain necessary assistance.

### Long-Range Recovery.

After the initial postattack period, emphasis would shift from distribution and use of surviving supplies in particular areas to restoration of the economy and evaluation of the continuing supply-requirements situation for the Nation as a whole. It might be months before adequate supply-requirements information for a formal nationwide food allocation program were available.

However, the emphasis would shift as rapidly as possible to centrally programmed management of resources, including food. USDA would then work closely with the Federal agencies responsible for determining military, civilian, industrial, and foreign food requirements, claiming the necessary manpower and other requisites from appropriate resource agencies to support its programs.



## NATIONAL EMERGENCY FOOD CONSUMPTION STANDARD

The National Emergency Food Consumption Standard is promulgated for use by governmental authorities at all levels. It establishes a maximum level for consumer food rationing and mass feeding operations during the immediate postattack period of between 2,000 and 2,500 calories per person per day, depending upon the foods selected.

The Standard provides sufficient food to maintain a reasonable degree of health and vigor for a limited time.

The Standard also would be the basic guide for establishing distribution levels for categories of various foods, for evaluating requests made upon USDA for food, and for making other food management decisions.

### Food Consumption Tables.

The Standard contains three tables. Table 1 shows the food allowance per person per week under emergency conditions. Table 2 prescribes acceptable substitutions which may be made among the foods in Table 1. Table 3 prescribes the substitution rates for canned, dry, and concentrated foods. However, those foods in Table 3 may be used only after maximum utilization had been made of nonstorable foods.

### Special Provisions.

In utilizing the National Emergency Food Consumption Standard the following must be observed:

- Special dietary foods and other special foods may be released by local authorities as needed to provide diets for specific individuals as prescribed by recognized medical authorities.
- Canned and packaged baby foods may be released for babies in accordance with special ration plans that may be developed by local civil authorities. (Since quantities available are likely to be limited, care should be exercised in development of such plans.)
- Special military packaged rations would be released only to the military.

- The Standard may be exceeded only after maximum substitutions had been made within the framework of the Standard and there still remained substantial quantities of food in danger of spoilage if not used immediately.

- Canned meats (including fish and poultry), canned mixed foods containing meat, and canned cheese may be released only if the total quantity of available fresh, frozen, and cured items in the meat group fell below 1½ pounds per person per week. In such a case, sufficient quantities of these items may be released to increase the total of the meat-group items to 2 pounds per person per week.

- Dry and canned milk (including malted milk and all products containing 50 percent or more of dry milk) would be released only for use by (1) children under 6 years of age and (2) pregnant women and nursing mothers, and then only if the total supply of usable fresh milk available in the area were less than the amount necessary to supply these two groups with 7 pints per person per week. The amount of dry and canned items released should be only enough to make up the deficiency below 7 pints per woman or child in categories (1) and (2) above.

Table 1.—Food allowance per person per week

Food groups and food items	Amount per week
Meat and meat alternatives (fresh, frozen, and cured meat, poultry, fish, shellfish; cheese; and nuts).	3 lbs.
Eggs.....	6 eggs.
Milk, (fluid, whole).....	7 pints.
Cereals and cereal products (flour including mixes, fresh bakery products, corn meal, rice, hominy, macaroni, and breakfast cereals).	4 lbs.
Fruits and vegetables (fresh and frozen).	4 lbs.
Food fats and oils (butter, margarine, lard, shortening, salad and cooking oils).	½ lb.
Potatoes (white and sweet).....	2 lbs.
Sugars, syrups, honey, and other sweets.	½ lb.



Table 2.—Acceptable substitutes (among foods in table 1)

Food and food groups	Unit	Equivalent unit	Substitute foods or food groups
Meat and meat alternatives	1 lb.....	½ lb.....	Cereals and cereal products.
		¼ lb.....	Food fats and oils.
		12.....	Eggs.
		2¾ lbs.....	Potatoes.
		2½ pints.....	Milk (fluid, whole).
Eggs.....	6 eggs.....	½ lb.....	Meat and meat alternatives.
		¼ lb.....	Cereals and cereal products.
Milk (fluid, whole).....	1 pint.....	1 pint.....	Milk (fluid, whole).
		¾ lb.....	Meat and meat alternatives.
Cereals and cereal products	1 lb.....	½ lb.....	Cereals and cereal products.
		2 lbs.....	Meat and meat alternatives.
Food fats and oils.....	1 lb.....	5 lbs.....	Potatoes (white and sweet).
		4 lbs.....	Meat and meat alternatives.
Potatoes (white or sweet)...	1 lb.....	2 lbs.....	Cereals and cereal products.
		¾ lb.....	Cereals and cereal products.
		2 lbs.....	Fruits and vegetables.

Table 3.—Substitution rates for canned and concentrated foods

Food and food groups	Unit	Equivalent unit	Substitute foods or food groups
Meat and meat alternatives	1 lb.....	1 lb.....	Canned meats, poultry, and fish.
		2 lbs.....	Canned pork and beans.
		2 lbs.....	Canned meat mixtures such as hash, chili, stew, spaghetti and meatballs.
Milk (fluid, whole).....	1 pint.....	1 lb.....	Dry beans and peas.
		8 oz.....	Canned evaporated milk.
		3 oz.....	Canned condensed milk.
		2 oz.....	Dried milk, whole.
		3 oz.....	Dried milk, nonfat solids.
		3 oz.....	Malted milk, dry powder.
Fruits, vegetables (fresh and frozen).	1 lb.....	¾ lb.....	Canned fruits and vegetables.
Food fats and oils.....	1 lb.....	1 lb.....	Canned food fats and oils.



# Chapter 9

## WATER

### Definitions.

*Water* is used herein in its commonly understood meaning. It includes all waters which are essential to national survival.

*Public water supply* is any water supply, regardless of ownership, which serves two or more unrelated users.

*Water utility or water supply utility* includes public water supply systems whether publicly or privately owned or controlled.

*Primary water resources* are generally interstate or international sources of water which has a major interstate or international use.

*Secondary water resources* are generally intrastate sources available to meet essential needs within a single State. Military water supplies

are secondary water resources available for civilian use only by agreement with the military authorities.

*Primary equipment and material resources* are those planned for management by the Federal Government. These generally are considered to be wholesale stocks and manufacturer's inventories having a national or major interstate use.

*Secondary equipment and materials resources* are generally those retail inventories and stocks and intrastate wholesale stocks maintained to meet the needs within a single State. Military stocks and inventories are secondary resources available for civilian use only by agreement with the military authorities.

### POLICIES

#### Objective.

The objective of the emergency water program is to assure adequate safe water for human survival and for essential services and industry, including agricultural and livestock requirements, through:

- Effective management and use of water resources during the emergency and the recovery period.
- Conservation and effective use of manpower, materials, equipment, and supplies required for water supply operations.
- Operation, repair, and restoration of facilities

ties to provide water for essential needs.

#### Basic Guidelines.

State and local plans and programs should provide for self-sufficient operations of water utilities for a minimum of 30 days. Adequate safe water should be available in fallout shelters. Individuals and families should store sufficient water for 2 weeks' survival.

All water supply facilities and all water users should be prepared to operate in an emergency on a restricted or minimum basis to conserve essential operating materials and supplies.

Each level of government should insure that capabilities within its jurisdiction are exhausted before asking assistance from others.

First priority for water services would be accorded to human needs, including medical care.

In preparing this chapter the Department of Health, Education, and Welfare was assisted by the Department of Agriculture, Department of Commerce, Department of Defense, Housing and Home Finance Agency, Department of the Interior, Department of State, and Tennessee Valley Authority.





## RESPONSIBILITIES

### Federal.

Each Federal agency concerned with water use or water resource management will guide and assist State and local governments, regional water agencies, industries, and nongovernmental organizations and associations concerned with emergency water.

*The Office of Emergency Planning* is responsible for coordinating the emergency water preparedness program with other national emergency plans and for adjudicating any conflicting claims for water resources which the Department of Health, Education, and Welfare could not resolve.

*The Department of Health, Education, and Welfare*, acting through the Public Health Service, is responsible for developing a nationwide program to assure adequate safe water supplies in an emergency. DHEW is also responsible for serving as a mechanism for consultation, joint planning, and information exchange among agencies with water responsibilities. The Department will:

- Develop, with the assistance of Federal, State, and local government agencies, procedures for allocating water resources for essential uses and, in an emergency, perform and direct such allocations and related Federal functions.
- Provide guidance and technical assistance on emergency drinking water supplies, the provision of emergency community water supplies, the safeguarding of water quality, and the material and equipment requirements for water supply systems.
- Act as claimant for States and water utilities for equipment and supplies for operating and maintaining public water and sewerage systems and facilities.
- Through DHEW regional offices, coordinate Federal contacts with State and local agencies responsible for emergency water supply.

*The Department of Agriculture* is responsible for providing guidance to farmers and food processors in the conservation and proper and safe use of water, for managing national forests to provide an adequate flow of quality

water, for assisting watershed project sponsors in providing impoundments, for providing water supply forecast information based upon snowpack surveys, and for making State and local government officials aware of the available water supplies.

In an emergency, USDA would claim water for food production and processing and for other emergency programs under its jurisdiction.

*The Department of Commerce* is responsible for claiming water for industrial use and for allocating to Federal claimant agencies materials, equipment, and supplies for repair, restoration or construction, and operation of water supply facilities.

*The Office of Civil Defense* is responsible for providing emergency assistance to public water supply utilities. This responsibility would be accomplished by working as necessary and appropriate through other agencies by contractual or other agreements, as well as with State and local leaders.

*Military Commanders* are responsible for controlling water for use at military installations and for operating surface and underground sources of water supply under military jurisdiction.

*The U.S. Army Corps of Engineers (Civil Works)* is responsible for flood control, inland navigation, and operation of its water impoundments.

*The Housing and Home Finance Agency* is responsible for claiming necessary materials and equipment for repair, restoration, and construction of water supply utilities and for providing assistance for performing these activities.

*The Department of the Interior* is responsible for operation of irrigation and multipurpose water supply facilities under its jurisdiction, for collection of basic data on water resources and identification of emergency sources of supply, and for planning for electric power (including hydroelectric and steam) in an emergency.

*The Department of State* is responsible for making joint water-use arrangements with Canada (through the American Section of the Inter-



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national Joint Commission of the United States and Canada) and with Mexico (through the United States Section, International Boundary and Water Commission, United States and Mexico).

*The Tennessee Valley Authority*, within its area of jurisdiction, is responsible for flood control, navigation, and operation of impoundments and other water facilities.

### **State Governments.**

Each State is responsible for developing an emergency water preparedness plan (including policies and guidance consistent with State and Federal objectives) and for implementing it during an emergency. This includes:

- Coordinating statewide emergency planning and operations.
- Providing water quality standards for emergency use.
- Providing leadership and technical guidance and assistance to local water utilities in pre-emergency planning and training.
- Coordinating and collecting essential data and information pertaining to existing and future supply and requirements.
- Providing a mechanism for procurement of emergency materials, equipment, and supplies for maintenance, repair, operation, and construction.
- Approving construction plans for water utilities.
- Developing procedures for procurement of supporting services.
- Allocating secondary water resources, materials, equipment, and supplies.

### **Local Governments and Utilities.**

The local health agency, when delegated

such authority by the State, is responsible for the health aspects of all water supplies used for human consumption.

The water supply utility, under the direction of the local government, is responsible for protection and provision of an adequate and safe water supply for essential uses. It should be prepared to operate for at least 30 days, depending solely upon chemicals, supplies, and equipment available locally.

Other local government agencies would coordinate their operations with the water supply utility and provide assistance in maintaining essential operations, making repairs, and accomplishing needed construction.

### **Industry and Organizations.**

Industrial or commercial establishments with their own water systems should develop emergency water programs to maintain essential services and production of survival items (such as food and food processing) and to supplement public water supplies. Emergency planning should include stocking of supplies and equipment essential for operations.

In preattack planning and organization, organized bodies (such as the American Water Works Association, the Water Pollution Control Federation, and the American Society of Civil Engineers) have a responsibility to assist official agencies.

### **Individuals.**

A 2-week supply of safe water, as a minimum, should be stored or available to meet the survival needs of each person. Self-sufficiency to this degree would assure safe water for survival and afford water supply utilities the opportunity to organize and resume disrupted operations.

## **PLANS AND PROGRAMS**

### **Federal.**

Each Federal agency concerned with water resource management, water use, or water facilities will establish organizational arrangements and procedures within its normal peacetime program to achieve an emergency opera-

tional readiness and will coordinate such activities with other Federal agencies through DHEW. Among their efforts will be these:

- Assist States and local governments in establishing emergency water programs for which they have operational capability.



- Make emergency assignments of personnel and establish a manpower reserve for emergency use.
- Prepare information on such matters as expedient methods and measures for developing and providing safe water supplies.
- Develop plans and procedures for salvage of materials, equipment, and supplies.
- Develop supply-requirements studies as a basis for stockpiling and repositioning essential water survival items.
- Provide the States and local agencies with damage assessment techniques for adaptation and use in preemergency planning and emergency operations.
- Develop plans and procedures for decontaminating water facilities.

#### State.

Each State should establish an emergency water supply plan, organization, and program. The plans will consider all potential sources of water for survival use. In addition the States should:

- Provide local water supply utilities and independently operated commercial and industrial water supplies with guidance and assistance on their emergency organizations and programs.
- Promote and coordinate mutual aid programs among water supply utilities and assist in development and operation of such programs.
- Provide legal authority as may be required for interstate mutual aid programs or compacts.
- Develop and offer emergency training programs through established short-course programs, seminars and special courses, and demonstrations to State and local personnel; assist in establishing on-the-job training.
- Prepare standby plans for the emergency management of the primary water, material,

equipment, and supply resources within the State until the Federal Government could resume control.

#### Local.

Each local government should establish a local emergency water supply organization and program. It should also:

- Provide liaison and coordination with the State emergency water preparedness program.
- Coordinate emergency water preparedness plans with other local emergency preparedness plans.
- Establish organizational readiness for emergency treatment and distribution of water, including use of alternative sources.
- Develop and offer on-the-job training for regular and reserve personnel on decontamination and on emergency water treatment practices and other specialized training required for emergency activities.
- Develop mutual aid agreements as may be required, if necessary amending local regulations and ordinances for participation in such agreements.
- Plan for and develop interconnections with other water supply utilities as feasible.
- Maintain or have readily accessible reserve stocks of essential chemical and other operating supplies, standby equipment, and spare parts adequate for at least 30 days' requirements.
- Coordinate and provide guidance to rural agencies, independently owned and operated industrial and commercial water facilities, and community groups; aid them in developing emergency organization and programs.
- Manage and preserve vital records pertaining to construction, location, and capability of sewerage and water systems.
- Provide information to customers on water conservation, purification, and use under various emergency conditions.

# Chapter 10

## FUEL AND ENERGY

### GENERAL

#### Definitions.

*Electric power* means all forms of electric power and energy, including the generation, transmission, distribution, and use thereof. The term is applied to all electric power capability, regardless of ownership, except that of plants owned and operated by the Federal Government at military bases and Atomic Energy Commission installations.

*Petroleum* includes crude oil and synthetic liquid fuel, their products, and associated hydrocarbons. The term is applied to pipelines for petroleum movement and to facilities specially designed for petroleum storage. Related products whose use would be under emergency control of the Department of the Interior include:

- Motor fuel antiknock compounds, catalysts, additives, and inhibitors made especially for petroleum refining operations.
- Fluids, additives, and demulsifiers made for oil and gas drilling operations.

*Gas* includes all natural gas (including helium) and manufactured gas. The term is applied to pipelines for gas movement and to facilities specially designed for gas storage.

*Petrochemicals* are those chemicals\* of petroleum or gas origin made by petroleum and gas companies or in petroleum facilities. (Carbon black, ammonia, and synthetic rubber are excluded from this definition.)

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In preparing this chapter the Department of the Interior was assisted by the Atomic Energy Commission, Federal Power Commission, and Tennessee Valley Authority.

\*The Department of the Interior has jurisdiction over the production of petrochemicals and coal chemicals as defined above, but the distribution of such chemicals is under the jurisdiction of the Department of Commerce.

*Solid fuels* include coal in all forms, coke made from coal, and coal chemicals\* produced in the coke-making process.

#### Authorities.

The principal authorities for fuel and energy preparedness functions and emergency actions are, in addition to the Defense Production Act:

- Executive Order 10480, as amended—which delegates to the Secretary of the Interior several Defense Production Act authorities and provides for the delegation of the priorities and allocation authority with respect to electric power, petroleum and gas (including pipelines for their movement), and solid fuels.
- Executive Order 10997—which provides that emergency fuel and energy plans, programs, and organizational structure be developed as an integral part of the continuing activities of the Department.

The emergency preparedness functions of the Secretary and the emergency priorities and allocation authority delegated to him apply to all facilities producing (or capable of producing) and supplying electric power, petroleum, gas, and solid fuels. Any existing exemptions, whether under agreements with or delegations to other Federal agencies or under agreements with the States, are indicated in the parts of this chapter pertaining to these resources.

#### Policies.

*Limited War.* This could require implementation, in varying degrees, of conventional, nonnuclear warfare policies, plans, and programs developed for the fuel and energy industries. Federal direction and control of these resources might be necessary in order to meet



defense and essential civilian needs. State and local governments might be called upon to assist.

*General War.* Federal direction and control of fuel and energy resources, with State and local government participation, would be imperative after a nuclear attack. Until restoration of operations at the national level, Federal functions would be performed by Federal field officials or, when necessary, by State and local government officials.

All postattack decisions on fuel and energy use must be directed to national survival and recovery. Priority would be accorded to activities concerned with immediate defense and retaliatory operations, maintenance or reestablishment of government authority and control, production and distribution of survival items and provision of essential services, including communications and transportation, and provision of supplies, equipment, and repair parts for these activities.\*

In determining the priority of uses of fuel and energy resources postattack, State and local governments would be guided by preattack

Federal policies, as well as those determined postattack.

Fuel and energy industries, in the absence of any specific determinations by government officials, would operate in accordance with the above statements.

All surviving fuel and energy facilities needed to meet demand would continue to operate after an attack or resume operations as soon as conditions permitted.

The distribution of fuel and energy in any type of national emergency would continue through normal channels to the extent practicable.

Although subject to emergency controls and regulations, the provision of fuel and energy and the construction, operation, and maintenance of fuel and energy facilities would remain the responsibility of their owners or operators.

In any national emergency the Federal Government would invoke emergency control measures for fuel and energy only to the extent necessary to meet the requirements of the emergency.

## ELECTRIC POWER

### Special Considerations.

*Facilities and Operations.* Electric power generating plants are dispersed throughout the United States. Generating plants of an electric utility are usually connected by transmission lines and operated as an integrated system. In turn, two or more utility systems may be interconnected. In many cases, several interconnected systems may operate as a power pool.

The service area of a utility, interconnected system, or power pool is largely determined by the location of the load (population and industry) and economy in generation. Thus such areas frequently do not coincide with local, State, or Federal regional jurisdictions.

*Attack Effects.* Many electric power generating plants, substations, distribution systems,

and transmission lines would be destroyed or damaged by a nuclear attack. These losses would be offset in part by reduced demands. In some undamaged areas, new power requirements could result from refugee needs and production increases.

Since surviving electric power generating capacity would probably be sufficient to supply power to most undamaged and many damaged areas, the restoration of transmission and distribution lines would be the major task. Different problems confronting different areas and communities would have to be weighed in tailoring the provision and control of electric power to support priority defense and survival activities.

### Organization and Responsibilities.

The Federal Government is responsible for assessing the adequacy of the electric power supply which would be available to meet defense and essential civilian requirements under

\*Particular activities included in these broad categories of priority activities and more complete guidance on priority use of resources in an immediate postattack period are set forth in Chapter 12. Resource Management and in Defense Mobilization Order 8500.1A.



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all emergency conditions. To assure sufficient electric power for these purposes, it conducts and fosters programs and directs and coordinates emergency actions.

Planning for the emergency modification and adjustment of Federal regulations for electric utilities is a part of the preparedness program. So too is planning for the integration into national emergency programs of Federal power operations.

*Department of the Interior.* Federal preparedness and mobilization functions for electric power are centered in the Secretary of the Interior. He has made delegations and assignments of responsibilities to the Assistant Secretary for Water and Power Development for discharging these functions.

The Defense Electric Power Administration (DEPA), already established by the Secretary of the Interior, would become fully operative under him immediately upon declaration of a civil defense emergency or upon attack. Under lesser emergency conditions, the extent of DEPA operations would be specified by the Secretary.

The Secretary has delegated emergency authority to DEPA. Staff of the Assistant Secretary for Water and Power Development, headed by the DEPA Administrator, forms the nucleus of the DEPA national headquarters staff.

The DEPA field organization is composed of the officials of the 19 defense electric power areas. Each area, based on an established electric power service area, is headed by a DEPA Area Power Director, with a Deputy Director and one or more Alternate Deputy Directors, all of whom are appointed by the Secretary.

Most of these appointees are now engaged in the electric power industry and serve without compensation as appointees under the Defense Production Act. Others are full-time employees of Federal agencies engaged in operation of electric power systems. All would become full-time employees of DEPA upon its activation.

The DEPA field organization also includes Regional Liaison Representatives assigned by DEPA national headquarters to each OEP-

OCD Regional Office. They too would become full-time DEPA employees in an emergency.

In each State there is a State Liaison Officer designated by the DEPA Area Power Director, or jointly by two or more Directors if there is more than one DEPA area in the State. Each DEPA Area Power Director also arranges for the designation of a Local Liaison Officer to each local government in his area. These State and Local Liaison Officers, who are employees of electric utilities, would serve as contact points between DEPA and State governments, and between the State and local governments and the electric utilities, as appropriate, in facilitating emergency actions.

*Other Federal Agencies.* The Federal Power Commission assists Interior in electric power emergency functions, as specified in a Memorandum of Agreement between the Secretary of the Interior and the FPC Chairman (August 9, 1962).

Interior works closely with the Corps of Engineers, the Tennessee Valley Authority, the Rural Electrification Administration, and the Atomic Energy Commission, in developing joint plans for their power operations, and with the Departments of Commerce and Labor and other Federal agencies responsible for emergency preparedness of resources and services needed by the electric power industry.

Programs pertaining to the protection of electric power facilities and their personnel in a civil defense emergency are carried on by Interior in cooperation with the Department of Defense.

The Department of State assists Interior with electric power programs involving foreign governments.

*State and Local Governments.* Each is responsible for directing and coordinating its electric power preparedness and emergency functions in accordance with Federal and State emergency plans and programs.

In the development of electric power emergency plans they should work closely with DEPA designees in their jurisdictions, use officials normally responsible for relations with the electric utilities, and plan for modifying and adjusting their normal regulations to wartime conditions.



Under general war conditions State and local governments could establish priorities for the use of electric power within their respective jurisdictions. They would assist in issuing and would enforce orders curtailing less essential uses of electric power.

State and local governments would not assume responsibility for the performance of any function reserved to DEPA unless the required action could not be carried out by DEPA. Nor would the State and local governments assume responsibility for technical direction of electric power generation, transmission, or distribution operations, except those in which they are normally engaged.

*Electric Power Industry.* Electric power utilities are responsible for developing preparedness and civil defense plans to minimize the effects of overt and covert attack and to maintain continuity of operations for meeting essential needs. They are also responsible for cooperating with Federal, State, and local governments in the development of governmental emergency plans for electric power. In a national emergency the electric utilities would provide power service within their capabilities for essential needs and comply with Federal, State, and local government orders and directives.

#### **Actions in Limited Emergencies**

Under limited-emergency conditions headquarters of Interior and other Federal agencies concerned would carry on such programs and invoke such emergency control measures as necessary to assure an adequate supply and the best use of electric power for national defense and essential civilian purposes. These conditions probably would not require controls by State or local governments.

With appropriate consultation with the electric power industry, Interior (DEPA) would take such actions as:

- Making load and capability studies.
- Recommending establishment of programs for needed increases in capacity and making recommendations on financial incentives.
- Directing the allocation of electric power to essential needs.

- Within the authority granted by the Federal agency responsible for the allocation of construction materials, issuing authorizations for construction projects.

- Serving as claimant for materials and equipment to meet the needs of the electric power industry and allotting them to electric utilities as needed for emergency electric power programs.

- Working with appropriate agencies in obtaining and retaining manpower, equipment, and facilities for the electric power industry.

#### **Actions in General War.**

Under conditions of an attack upon the United States the types of actions outlined below would be taken. Actions in the initial postattack period would, to the extent feasible, be in accordance with orders and guidance previously issued by OEP and those issued by DEPA.

The entire DEPA organization would be automatically activated. DEPA-designated State Liaison Officers and Local Liaison Officers would immediately assume their emergency duties.

*Electric Utilities.* Within their capabilities, utilities would comply with requests from local, State and Federal officials, as appropriate, for supply of electric power for essential uses. They would also invoke mutual aid agreements with other utilities when necessary, coordinating actions with State and local governments as appropriate.

The utilities would report to DEPA on damage, total remaining capability, and total demand.

If power were not available to meet all demands on the utility for essential uses, it would request the Area Power Director to order curtailment of nonessential uses wherever necessary and would notify the affected government headquarters (through the liaison officer) so that curtailment could be enforced. If neither the Area Power Director nor any other DEPA official authorized to act for him could be reached, the electric utility should request either the State or local government (as appropriate and through the proper liaison officer) to order and enforce curtailment.



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If the supply of power were still not sufficient to serve all essential uses, the utilities would obtain a decision on priority of use and would supply power to users accordingly. Conflicting demands for electric power should be submitted for decision as follows:

- If within the jurisdiction of a single local government—through the Local Liaison Officer to the local government.
- If involving two or more local governmental jurisdictions in a State—through the State Liaison Officer to the State government.
- If crossing State lines—to the DEPA Area Power Director. (Appeals from decisions would be submitted to the OEP Regional Director for adjudication.)

*State and Local Governments.* These governments would:

- Consult on all electric power matters with the DEPA-designated State or Local Liaison Officer, as appropriate.
- Inform utilities or the DEPA Area Power Director (through the State or Local Liaison Officers) of essential power needs.
- In the immediate postattack period, facilitate emergency restoration and repair to serve essential needs.
- Permit electric utilities to retain for their use their wholly owned communications facilities and those leased for their exclusive use, subject to any Federal regulations.
- Forward damage reports on electric power to appropriate Federal regional offices.
- If, after curtailment, power were not available to meet all essential needs, the State or local government would determine the order of priority among power users within its jurisdiction. If the conflict affected users in another jurisdiction, it would refer the matter to the next higher level of government. (A local government would refer it to the State; a State government, to the DEPA Area Power Director for decision or, in case of an appeal, to the OEP Regional Director for adjudication.) The decision would then be directed to the affected utility for action, with information to the affected jurisdiction.

These governments would also cooperate in enforcing curtailment orders. If the Area Power Director or other DEPA area official authorized to act for him could be reached by State or local governments or electric utilities, such curtailment orders would be issued by DEPA; if timely contact with DEPA officials were not possible, however, State or local governments should issue such orders on an interim basis.

*DEPA Field Offices.* Each DEPA Area Power Director would:

- Order curtailment of nonessential uses if supply were inadequate or when required by the determinations of State or local government and the OEP Regional Office. (Enforcement would be by State and local governments.)
- Advise DEPA national headquarters and the appropriate OEP-OCD Regional Office on damage to electric power facilities and the availability of electric power in the area.
- Where necessary, encourage utilities to establish interconnections; if the utilities concerned did not act, refer the problem to FPC.
- Order restoration and repair of power facilities to serve essential needs.
- Assist, as appropriate, in the transfer of manpower, equipment, and materials among electric utilities.
- Submit to DEPA national headquarters or the DEPA Regional Liaison Representative, as appropriate, requests for manpower, materials, and equipment.
- If communications with higher headquarters were not open, exercise in the applicable power area the authorities delegated by the Secretary of the Interior.

*DEPA Headquarters.* Working in close cooperation with the Area Power Directors, DEPA national headquarters would:

- Give general direction to field operations, subject to availability of communications.
- Estimate surviving national capability of the electric power industry in relation to attack effects, availability of supporting resources, and essential requirements for power.
- In some cases, allocate electric power.





- Request FPC to order interconnections between utility systems where necessary.
- Develop a program for restoring the electric power industry.
- Assist in repair, restoration, expansion, and construction of essential electric power facilities.
- Allot materials and equipment available to the emergency electric power program.
- Within the approved program and authority granted, issue construction authorizations to the electric power industry.
- Work with appropriate agencies in obtaining and retaining essential manpower, facilities, and materials for the electric power industry.

## PETROLEUM AND GAS

### Special Considerations.

*Facilities and Operations.* A nationwide network of pipelines moves crude petroleum to refineries and marine terminals and moves petroleum products to consuming areas. Similarly, a network of pipelines transports natural gas from supply sources to consuming areas. These pipelines, which cross State and Federal regional boundaries, are vital to the provision of adequate supplies of petroleum products and gas in most areas of the United States.

Production, transportation, processing, storage, and distribution operations are interdependent. Damage or operational stoppage at one point in a system often requires quick adjustments elsewhere to prevent shortage, waste, or danger of fire and explosion.

In emergencies, importing or exporting petroleum and natural gas might be of great importance. Consequently, international petroleum and gas operations would have to be coordinated.

*Attack Effects.* Because fields producing crude oil and natural gas are widely dispersed and generally located in rural areas, extensive damage to them from a nuclear attack would be unlikely.

Although some parts of petroleum pipeline and gas transmission lines systems are susceptible to attack damage, the normal, wide dispersal of repair materials, spare equipment, and personnel along these lines should facilitate restoration of damaged segments.

Most petroleum refineries are located near large industrial centers. Several major refining complexes are in coastal areas. Many of these plants would probably be severely damaged or destroyed in a nuclear attack. Construction of

new refineries—even of simple design—or restoration of those severely damaged would take considerable time under postattack conditions.

Much petroleum is moved by water, so damage and denial of access to the specialized facilities at ports would restrict movement of petroleum to, from, and within the United States.

The large inventories of petroleum products normally stored at or adjacent to refining centers would probably be lost, along with the refining capacity. There would be a greater probability of survival of stocks located away from refineries and stored in terminals and bulk plants throughout the country.

Large segments of gas distribution systems in urban areas would be disrupted or destroyed. If these areas still needed gas, realignment and restoration of some gas facilities would be required. Many parts of these systems would not be restored unless the areas were reconstructed. Some undamaged areas would have new requirements.

### Organization and Responsibilities.

The Federal Government is primarily responsible for assessing the adequacy of petroleum and gas available for national defense and other essential uses and for taking actions to meet emergency requirements. In this connection it would exercise directional control of petroleum and natural gas production, refining of petroleum, processing of gas, petroleum pipeline operations, primary petroleum inventories, and natural gas transmission operations.

State and local governments would be responsible for the control of distribution of petroleum products from secondary inventories and the control of gas distribution by local utilities.



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*Primary Petroleum Inventories* include:

- All crudes, natural gasolines, and unfinished oils.
- Those petroleum products in storage at refineries or at bulk terminals supplied primarily by pipeline, tanker, or barge and preponderantly distributed to bulk plants or large consumers.
- Stocks in transit from or to a primary storage terminal.

*Secondary Petroleum Inventories* include products in storage at:

- Bulk plants supplied primarily by tank car, tank truck, or barge, rather than by pipeline or tanker, and preponderantly distributed to retailers, industrial accounts, farmers, and individual smaller consumers.
- Service stations and facilities of jobbers and other small distributors.
- Refineries and there segregated for delivery to these consumers and distributors.

Military stocks are secondary inventories but not available for distribution for nonmilitary uses except by agreement with the military authorities.

*Department of the Interior.* The Secretary of the Interior has made delegations and assignments for discharging his emergency petroleum and gas functions to the Office of Oil and Gas, a staff unit under the Assistant Secretary for Mineral Resources. The principal preparedness responsibilities of the Office are:

- To develop plans and programs for petroleum and gas resources under all conditions of national emergency.
- To develop, staff, and make ready the Emergency Petroleum and Gas Administration (EPGA).
- To coordinate with each State the Federal and State plans for petroleum and gas emergency operations.
- To assist each State in developing an organization capable of meeting the petroleum and gas emergency responsibilities of the State and its political subdivisions.

- To provide facility protection guidance especially adapted to the needs of the petroleum and gas industries.

The Geological Survey and the Bureau of Mines, also under the Assistant Secretary for Mineral Resources, assist and support the Office of Oil and Gas in preparedness activities.

The Emergency Petroleum and Gas Administration, already established on a standby basis by the Secretary, would become fully operative under him immediately upon declaration of a civil defense emergency or upon attack.

The Secretary has delegated emergency authority to EPGA officials. When fully activated, EPGA would have a national headquarters, eight regional offices having the same geographic boundaries as the OEP-OCD regions, and subordinate representations in the States as required.\* Heads of State EPGA offices would be assisted by EPGA representatives assigned to State government emergency operating centers.

Initially EPGA national and field offices would be staffed largely by National Defense Executive Reservists now engaged in the petroleum and gas industries. As the need for additional personnel developed, they would be drawn mainly from industry. All would become full-time employees of EPGA.

Staff of the Office of Oil and Gas and other Federal agencies will be given emergency assignments to specific EPGA positions or functional units.

*Other Federal Agencies.* The Federal Power Commission assists Interior in natural gas emergency functions as specified in a Memorandum of Agreement between the Secretary of the Interior and the FPC Chairman (August 9, 1962).

In developing petroleum and gas mobilization plans, Interior works closely with the Departments of Commerce, Defense, and Labor

\*To facilitate EPGA's direction and control of gas industry operations, the natural gas transmission systems have been grouped into nine geographic Gas Groups based on market areas served. There would be an EPGA Gas Group Office located in each of the nine Gas Group areas. Each EPGA Gas Group Office would be responsible, under the appropriate EPGA Regional Office, for directional control of operations within its group. Similar arrangements also might be used in special cases for control of crude oil production and petroleum refining.



and with other Federal agencies responsible for emergency preparedness of resources and services needed by the petroleum and gas industries. Similarly, the Department coordinates certain aspects of its emergency plans with a number of Federal agencies which would be major claimants for petroleum and gas supplies.

In planning for emergency measures involving foreign petroleum and gas supplies and requirements, Interior acts in cooperation with representatives of affected foreign nations and in consonance with United States international arrangements, foreign policy guidance of the Department of State, general policies established by OEP, and other applicable Federal regulations.

Programs pertaining to the protection of petroleum and gas facilities and their personnel in a civil defense emergency are carried on by Interior in cooperation with the Department of Defense.

*State and Local Governments.* Each is responsible for directing and coordinating its petroleum and gas preparedness and emergency functions in accordance with Federal and State emergency plans and programs.

In a large-scale limited emergency the Federal Government would request them to perform some of the same functions they would have in a nuclear-attack emergency.

Under general war conditions State and local governments could establish priorities for the use of petroleum and gas according to policy guidance and direction provided by the Federal and State governments. Each local government should assist the State and Federal governments in enforcing any petroleum and gas distribution controls invoked and in administering consumer rationing programs for petroleum products.

State and local governments would not assume responsibility for the performance of any function reserved to EPGA unless the EPGA organization could not carry out the required action.

State agencies normally regulating the drilling of oil and gas wells and the production of oil and gas would exercise these authorities in accordance with Federal policy guidance.

*Petroleum and Gas Industries.* Within their capabilities, the industries are responsible for developing preparedness and civil defense plans to minimize the effects of covert and overt attack and to maintain continuity of operations for meeting essential needs.

They are responsible in any national emergency for producing and distributing their products subject to governmental emergency controls.

#### **Actions in Limited Emergencies.**

Under limited-emergency conditions the Federal Government would carry on such programs and invoke such emergency control measures as necessary to assure adequate supplies and the best use of petroleum and gas for national defense and essential civilian purposes.

The extent to which EPGA would be activated would be determined by the Secretary of the Interior.

State and local governments would be called upon to adapt their normal petroleum and gas regulations to fit prevailing emergency conditions, to assist the Federal Government in administering a petroleum consumer rationing program if such a program were needed, and to control the distribution of secondary inventories of petroleum products as requested by Interior or EPGA.

When activated, EPGA would take such actions as:

- Making continuous studies of petroleum and gas supplies and requirements for the current emergency and possibly more serious circumstances.
- Developing programs for and directing the operations of the petroleum and gas industries as necessary to meet essential requirements.
- Making recommendations on applications for available financial aids and incentives in connection with programs for increasing the capacity of petroleum and gas facilities.
- Submitting requests to appropriate agencies for materials and equipment needed by the petroleum and gas industries, making allotments of the materials and equipment allocated, and, within the authority granted by the Fed-

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eral agency responsible for the allocation of construction materials, issuing authorizations for construction projects.

- Requesting assistance from appropriate agencies in obtaining or retaining manpower for petroleum and gas programs.
- Submitting to the Office of Emergency Transportation (OET) claims for needed rail, highway, inland waterway, lake, and ocean transportation and related port facilities.
- Advising OEP (or the Economic Stabilization Agency, if established) on supplies of petroleum products available for distribution through petroleum consumer rationing programs and on adjustments in economic stabilization measures adversely affecting the supply of petroleum or gas needed to meet essential requirements.
- Consulting the Department of State, other Federal agencies concerned, and, as appropriate, international organizations and foreign nations on those petroleum and gas problems and programs of mutual interest.
- Providing OET with data on the capacity of pipelines and the movement of petroleum and gas through them.

### **Actions in General War.**

Under conditions of an attack upon the United States the types of actions listed below would be taken. Actions in the initial post-attack period would, to the extent feasible, be in accordance with orders and guidance previously issued by OEP and those issued by EPGA.

The entire EPGA organization would be automatically activated.

*Petroleum and Gas Industries.* These industries would:

- Maintain operations or resume them as soon as possible.
- Establish contact with the appropriate EPGA Office.
- Within their capabilities, meet essential requirements for petroleum and gas.
- Invoke mutual aid arrangements, coordinating actions with State and local governments as appropriate.

- Report to EPGA on damage and estimated remaining capabilities versus requirements.
- Report to EPGA on needs for manpower, materials, and services required to maintain operations.

*State and Local Governments.* State governments, with local governments participating in accordance with predetermined arrangements, would cooperate with the Federal Government in carrying out petroleum and gas emergency plans. They would endeavor to insure that supplies of petroleum and gas subject to their control were directed to essential uses.

They would stop deliveries of petroleum products from secondary inventories, including service stations, except for emergency uses (such as fuel for ambulances, police and fire vehicles, hospitals, and military vehicles and facilities).

This action would be in support of the Federal Government's general freeze order temporarily prohibiting all retail sales except for essential purposes. It would conserve petroleum stocks until the State and its political subdivisions could institute distribution and rationing controls for which they are responsible.

Other specific actions would include:

- Alleviating initial local shortages by releasing petroleum products from secondary inventories at other locations within the State.
- Instituting and carrying on petroleum consumer rationing programs until the Federal rationing agency could absorb and administer them.
- Directing, as necessary, the distribution of gas to consumers by all local gas distribution utilities within the State.
- Ordering the curtailment of nonessential uses and the conservation of petroleum or gas, should the supply be insufficient for all essential purposes, unless EPGA had issued such an order applicable to a larger area including the State.
- Requesting EPGA to provide additional amounts of gas to the State, should a shortage for essential purposes still exist after curtailment and the institution of conservation measures.
- Resolving conflicts between essential uses, users, or localities within the State, when sec-



ondary petroleum inventories or gas available for distribution within the State were insufficient for essential needs.

- Referring to the EPGA regional office for decision petroleum and gas demands conflicting with those of another State. (Referrals would be made through the EPGA State representative.)
- Keeping the proper EPGA field office and the appropriate regional offices of other Federal agencies informed of principal commitments of petroleum and gas supplies, shortages and surpluses, and needs for replenishment.
- Consulting with EPGA State and regional offices on petroleum and gas supply.
- Forwarding damage reports on petroleum and gas facilities to EPGA and other appropriate Federal regional offices.
- In the immediate postattack period, facilitating emergency restoration and repair to serve essential needs.
- Permitting petroleum and gas companies to retain for their use their wholly owned communication facilities, or those leased for their exclusive use, subject to Federal regulations.

*EPGA Field Offices.* In accordance with its assigned duties and postattack capabilities, each would:

- Direct stoppage of pipeline movements of crude oil and petroleum products and transmission of natural gas to inoperable facilities.
- Direct rerouting of crude oil and petroleum products, enroute by water or by overland transportation, from facilities made inoperable by the attack to safe areas where needed; work with transportation agencies to effect such movements.
- Assess damage to petroleum, petrochemical, and gas facilities and determine remaining capabilities. Forward this data to the appropriate EPGA and OEP offices.
- Direct surviving petroleum, gas, and petrochemical production and processing facilities to meet essential needs.
- Provide advice and guidance to State regulatory authorities regarding the production of crude oil and natural gas for essential needs.

- Allocate petroleum products from primary inventories to secondary inventories, to military and AEC installations, to ports for exports, and to industrial plants usually supplied by primary inventories; allocate gas from transmission lines and storage to local utilities, to military and AEC installations and industrial plants served directly by transmission lines, and for export.
- Submit to the OEP Regional Office for adjudication appeals from allocation decisions.
- Advise and assist OEP-OCD Regional Offices and State and local governments on petroleum and gas matters, including plans for replenishment of secondary stocks of petroleum products and for making gas available to local utilities.
- Assist, as appropriate, in the transfer of manpower, equipment, and materials among petroleum and gas companies.
- Request assistance from appropriate agencies in obtaining communications, transportation, electric power, manpower, materials, equipment, and other resources needed for the petroleum and gas industry.

*EPGA National Headquarters.* In addition to taking applicable limited-emergency actions, the EPGA national headquarters, with the assistance of field offices as appropriate, would:

- Estimate surviving national capabilities of the petroleum, gas, and petrochemical industries, in relation to direct attack effects and radioactive fallout hazards, and the availability of essential supporting resources such as electric power, communications, transportation, supplies, and manpower.
- Issue orders and regulations governing the repair and reconstruction of damaged facilities by the petroleum, gas, and petrochemical industries.
- Revise existing orders or issue new orders and directives to control the production, processing, pipeline movement, storage, and use of petroleum and gas.
- Issue instructions on the use of requisitioning powers.

• In accordance with foreign policy guidance of the Department of State, establish and administer international programs to assure to the

United States, its allies, and other Free World nations supplies of petroleum and gas for essential purposes.

## SOLID FUELS

### Special Considerations.

*Facilities and Operations.* Coal production facilities are widespread geographically. Production is centered in 23 specific districts whose boundaries have remained unchanged for many years. Anthracite is produced commercially only in the northeastern part of Pennsylvania. Interior uses these geographic breakdowns in mobilization planning for coal.

Facilities for the production of by-product coke and coal chemicals are generally located close to centers of steel production. Beehive coke is produced (usually at or near the mines) chiefly in four States: Pennsylvania, Kentucky, Virginia, and West Virginia. The American Iron and Steel Institute has divided the United States into six steel-producing districts; this breakdown is used by Interior in mobilization planning for coke and coal chemicals.

These coal and coke-producing districts do not necessarily coincide with States or Federal regions. In general, these districts consist of groups of mines served by a transportation system which permits their output to be marketed competitively in certain common markets.

*Attack Effects.* Because bituminous coal, lignite, and beehive coke production facilities are widely dispersed and generally remote from urban centers or industrial complexes, extensive damage would be unlikely.

Destruction or extensive damage would be more likely for anthracite, oven coke, and coal chemical production facilities, located near urban and industrial centers.

Some damage would be likely to facilities for the production of packaged and processed fuels (such as briquettes), generally located near Midwest urban centers.

### Organization and Responsibilities.

The Federal Government is responsible for assessing the Nation's solid fuels resources; fostering their development and wise use; determining the kinds, sizes, and quantities of solid

fuels needed for national defense and essential civilian purposes in any national emergency; and taking actions to meet emergency requirements.

*Department of the Interior.* The Secretary of the Interior has made delegations and assignments to the Office of Minerals and Solid Fuels, a staff unit under the Assistant Secretary for Mineral Resources, for discharging his solid fuels functions. The Office's principal preparedness responsibilities relating to solid fuels are:

- To continuously make supply-requirements studies of solid fuels and coal chemicals and make recommendations to OEP on programs approved by OEP to reduce or eliminate potential shortages.
- To provide guidance, direction, and coordination of the total effort to make available an adequate supply of solid fuels and coal chemicals to meet all essential needs.
- To coordinate with each State the Federal and State plans for solid fuels emergency operations.
- To assist each State in developing an organization capable of meeting the solid fuels emergency responsibilities of the State and its political subdivisions.
- To provide facility protection guidance especially adapted to the needs of the solid fuels industries.

The Geological Survey and the Bureau of Mines, also under the Assistant Secretary for Mineral Resources, provide assistance and supporting services to the Office of Minerals and Solid Fuels in preparedness activities.

The Emergency Solid Fuels Administration (ESFA) would be activated under the Secretary immediately upon declaration of a civil defense emergency or upon attack. Under lesser emergency conditions the extent of ESFA operations would be specified by the Secretary.



Staff of the Office of Minerals and Solid Fuels, augmented by personnel of the Bureau of Mines, the Geological Survey, and other agencies having solid fuels emergency assignments, would provide the ESFA nucleus.

National Defense Executive Reservists now engaged in the solid fuels industries and other management activities would become full-time employees of ESFA upon its activation. Some would serve as ESFA national headquarters Solid Fuels Liaison Representatives at the OEP-OCD Regional Offices, others as Solid Fuels Distribution Managers in the ESFA field organization.

The Solid Fuels Liaison Representatives would provide a point of contact for each State with the ESFA national headquarters, maintain contacts between the State and the Solid Fuels Distribution Managers in the ESFA field offices, and advise the OEP Regional Directors on emergency solid fuels matters.

The Solid Fuels Distribution Managers would be responsible for directing the production, distribution, and best use of solid fuels from one or more coal-producing districts or one or more steel-producing districts or portions thereof.

*Other Federal Agencies.* In developing solid fuels mobilizations plans, Interior works closely with the Departments of Commerce, Defense, and Labor and with other Federal agencies responsible for emergency preparedness of resources and services needed by the solid fuels industries.

Programs pertaining to the protection of solid fuels facilities and their personnel in a civil defense emergency are carried on by Interior in cooperation with the Department of Defense.

*State and Local Governments.* Each is responsible for directing and coordinating its solid fuels preparedness and emergency functions and for insuring their compatibility with Federal activities.

In a large-scale limited emergency the Federal Government might request them to perform some of the same functions they would have in a nuclear attack emergency.

To assure that the emergency solid fuels plans of each State are coordinated with Fed-

eral Government plans, Interior will execute a Memorandum of Agreement with each State covering in detail how emergency solid fuels plans would be carried out in the State. Each agreement will set forth the method devised by the State for processing requests for solid fuels supplies from the local level through each authority level in the State.

To assist and advise State and local government authorities in determining the kinds, quantities, and sources of solid fuels required, the State will appoint persons experienced in solid fuels distribution to serve as Emergency Solid Fuels Advisors for each geographic area into which the State has been subdivided for the emergency management of resources. (These Advisors will not be ESFA employees.)

*Solid Fuels Industries.* Within their capabilities, the industries are responsible for developing preparedness and civil defense plans to minimize the effects of covert and overt attack and to maintain continuity of operations for meeting essential needs.

They are responsible in any national defense emergency for producing and distributing their products subject to governmental emergency controls.

#### **Actions in Limited Emergencies.**

Under limited-emergency conditions the Federal Government would carry on such programs and invoke such emergency control measures as necessary to assure adequate supplies and the best use of solid fuels for national defense and essential civilian purposes.

The extent to which ESFA would be activated would be determined by the Secretary of the Interior.

State and local governments might be called upon to assist the Federal Government in administering a solid fuels consumer rationing program if such a program were needed.

When activated, ESFA would take such actions as:

- Making continuous studies of solid fuels requirements and production capabilities.
- Controlling production of solid fuels and coal chemicals and the distribution and use of solid fuels.



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- Making recommendations to OEP on the establishment of programs for needed increases in productive capacity and supplies of solid fuels or coal chemicals and on applications for available financial aids and incentives.
- Submitting requests to appropriate agencies for materials and equipment needed by the solid fuels industries, allotting the materials and equipment allocated, and, within the authority granted by the Federal agency responsible for the allocation of construction materials, issuing authorizations for construction projects.
- Requesting assistance from appropriate agencies in obtaining or retaining manpower for solid fuels programs.
- Submitting to the Office of Emergency Transportation (OET) claims for needed rail, highway, inland waterway, lake, and ocean-transport and port facilities.
- Making recommendations on the amendment of railroad car distribution rules to permit maximum use of facilities producing the most urgently needed solid fuels.
- Advising OEP (or the Economic Stabilization Agency if established) on adjustments in price, wage, or rationing controls adversely affecting the supply of solid fuels needed to meet essential requirements.
- Consulting the Department of State, other Federal agencies concerned, and, as appropriate, international organizations and foreign nations on those solid fuels problems and programs of mutual interest.
- Establishing a Solid Fuels Industry Advisory Committee representing all segments of the industry and a Federal Interagency Advisory Committee for Solid Fuels.

**Actions in General War.**

Under conditions of an attack upon the United States the types of actions listed below would be taken. Actions in the initial post-attack period would, to the extent feasible, be in accordance with orders and guidance previously issued by OEP and those issued by ESFA.

The entire ESFA organization would be automatically activated.

*Solid Fuels Industries.* Producers of solid fuels would:

- Comply with the orders, directions, and requests of Federal, State, and local authorities.
- Invoke mutual aid agreements, coordinating actions with State and local governments as appropriate.
- Report production capabilities to the appropriate ESFA Solid Fuels Distribution Manager.
- Submit to the ESFA Solid Fuels Distribution Manager requirements for materials and equipment needed for maintenance, repairs, and operations.
- Comply with requests to prepare for shipment the maximum quantity obtainable of sizes of coal adaptable for civilian survival use.

*State and Local Governments.* State and local governments would cooperate with the Federal Government in carrying out solid fuels emergency plans. They would endeavor to insure that supplies of solid fuels subject to their control were directed to essential uses. Specific actions would include:

- Controlling the distribution and uses of solid fuels delivered preemergency and of those subsequently made available by industry, pursuant to ESFA direction, for redistribution to designated consumers or locations.
- Determining, in accordance with the provisions of the Memorandum of Agreement between the State and Interior, the kinds, quantities, and sources of solid fuels required for essential uses.
- Determining, in accordance with OEP policy directives, the priority of solid fuels use when supplies were insufficient for all essential purposes.
- Issuing required orders for rationing and conservation of solid fuel at the State or local level, pending the institution of a Federal rationing and conservation program, and advising ESFA representatives of the actions taken.
- Submitting information on available solid fuels stocks. (The State would report to the ESFA Solid Fuels Liaison Representative at the OEP-OCD Regional Office, local governments to the appropriate State authority.)
- Submitting requirements for solid fuels to the appropriate ESFA Solid Fuels Distribution





Manager or to the ESFA Solid Fuels Liaison Representative, in accordance with the Memorandum of Agreement with Interior.

- Exercising temporary controls over the production and distribution of solid fuels from surviving facilities in the State, if Federal control were disrupted and until it could be re-established. (In taking such actions, State and local governments would carry out Federal as well as State plans to achieve national objectives.)

*ESFA Field Organization.* Solid Fuels Distribution Managers would:

- Prepare estimates of available productive capacity within their areas and advise ESFA national headquarters and appropriate Solid Fuels Liaison Representatives of the supply situation.
- Plan, direct, and control all phases of the production of solid fuels.
- Control the distribution of current production; of undistributed stocks at mines, coke ovens, and river, lake, or tidewater docks; and of solid fuels in interstate transit by common carrier.
- Direct emergency shipments to fill approved State and local government requests for solid fuels.
- Facilitate essential exports.
- In coordination with the appropriate Federal agency, reconsign and divert shipments in transit to meet urgent needs.
- Request assistance from appropriate Federal, State, and local agencies in obtaining communications, transportation, electric power,

manpower, materials, equipment, and other needed resources.

- Compile and transmit to ESFA national headquarters information obtained from producers on equipment and materials required for the rehabilitation of damaged facilities.
- Assist, as appropriate, in the transfer of manpower, equipment, and materials among solid fuels production facilities.
- Analyze conflicts in demand if all requirements could not be met, resolve them by applying OEP priority or relative urgencies guidance, and make allocations accordingly.
- Submit to the OEP Regional Office for adjudication appeals from allocation decisions.

*ESFA National Headquarters.* In addition to taking applicable limited-emergency actions, the ESFA national headquarters would:

- Estimate surviving capabilities for the production of solid fuels and coal chemicals, in relation to direct attack effects and radioactive fallout hazards, and the availability of essential services such as electric power, communications, transportation, supplies, and manpower.
- Issue orders and regulations controlling the opening of new production facilities and the reconstruction of damaged facilities.
- Revise existing orders or issue new orders and directives to control the production, distribution, and use of solid fuels.
- Issue instructions on the use of requisitioning powers.
- In accordance with foreign policy guidance of the Department of State, establish and administer international programs to assure to the United States, its allies, and other Free World nations solid fuels for essential purposes.

# Chapter 11

## MINERALS

### Definitions.

In this chapter, the following definitions will apply.

*Minerals* are all raw materials of mineral origin (except petroleum, gas, solid fuels, and source materials as defined in the Atomic Energy Act of 1954, as amended) obtained by mining and like operations and processed through the stages specified and at the facilities designated in an agreement between the Secretary of the Interior and the Secretary of Commerce (June 21, 1962) as being within the emergency preparedness responsibilities of the Secretary of the Interior.\*

*Mineral industries* are those enterprises engaged in any of the following operations: exploration, development, mining and like operations, concentration, beneficiation, and certain other processing such as smelting and refining. These operations are required in varying combinations and degrees to bring nonmetallic minerals to the stage at which they can be used directly in construction or by industrial consumers, and to bring metal-bearing minerals to the metal state at which they can enter a series of processes leading to the production of finished shapes and forms of metal.

### SPECIAL PLANNING FACTORS

#### Industry Considerations.

Mining and mineral processing facilities in the United States are widely dispersed and, with some exceptions, located at a considerable distance from major industrial centers.

Because most minerals are industrial raw materials rather than consumer goods, mining and mineral processing must be closely meshed with operations of industries consuming minerals.

Mineral processing and consuming plants customarily maintain inventories of mineral raw materials sufficient to continue operations for short periods without immediate replenishment of such inventories.

Also, additional supplies of metals and minerals are available in various Federal stockpiles and inventories.

Some essential minerals, such as iron ore, borax, and sulphur, are not stockpiled by the Federal Government. For supplies of these, consuming industries would have to rely upon industry inventories, domestic mine production, and imports.

#### Emergency Consequences.

The various minerals would have differing degrees of importance in a national emergency. The relative need for each would depend upon the particular pattern of production and construction programs established by government to meet military and essential civilian requirements.

In the manufacture of essential survival items, postattack initial demand would be for metals in finished shapes and forms as distinguished from mineral raw materials.

To the extent that large stocks of mineral raw materials in government and industry stockpiles exist at the time of nuclear attack, loss of capacity for producing such materials

This chapter was principally prepared by the Department of the Interior.

\*Copies of this agreement can be obtained from the Office of Minerals and Solid Fuels, Department of the Interior, Washington, D.C. 20240.



would not limit the manufacture of intermediate and end products.

Sufficient recovery of mineral production facilities, transportation, and other essential supporting services would presumably be accomplished in time to furnish minerals to consuming plants as needed. In exceptional cases, special effort might be required to provide a mineral supply to a particular plant whose output of finished material would be urgently needed immediately postattack. Generally, however, the need for full production, processing, and delivery of most minerals would come primarily after the recovery and major long-term rehabilitation programs were under way.

### Need for Direction.

Federal direction and control of mineral resources would be imperative after a nuclear attack. Restoration of communications and other services would determine when centralized Federal direction and control could be exercised. In the interim, Federal authority would be exercised by Federal field officials.

In some geographic areas these field officials might be unable to exercise minerals controls because of personnel losses or other conditions. In such circumstances, State and local governments might find it necessary to exercise for an interim period those minerals controls immediately needed.

## RESPONSIBILITIES AND ORGANIZATION

### Federal Government.

The Federal Government is responsible for appraising the Nation's mineral resources; fostering their development and wise use; determining the kinds, qualities, and quantities of minerals needed for national defense and essential civilian purposes in time of war; and carrying out programs to assure adequate supplies to meet those needs.

In a national emergency the staff resources of Federal agencies experienced in the minerals area would be utilized in the management of mineral resources. These staffs would be augmented by mineral-industry and other personnel in conformity with national policies and programs for the mobilization of manpower in an emergency.

*Department of the Interior.* The Secretary of the Interior has emergency preparedness functions with respect to minerals. Emergency plans and programs and the emergency organization structure required thereby are developed as an integral part of the continuing activities of the Department.

The Office of Minerals and Solid Fuels is responsible for discharging the emergency preparedness functions of the Secretary with respect to minerals. This includes development of an emergency organization (Emergency Minerals Administration) to discharge the re-

sponsibilities of the Secretary in the event of a national emergency.

The Geological Survey and the Bureau of Mines provide assistance and supporting services to the Office of Minerals and Solid Fuels in preparedness activities.

As now planned the Emergency Minerals Administration would be activated under the Secretary of the Interior upon declaration of a civil defense emergency or an attack upon the United States. In the event of severe international tension or limited war, the extent of the operations of EMA would be specified by the Secretary of the Interior.

Staff of the Office of Minerals and Solid Fuels, augmented by personnel of the Bureau of Mines, Geological Survey, and other agencies having preemergency assignments for emergency duties, would provide a nucleus for EMA.

National Defense Executive Reservists, currently associated with the mineral industries and other nongovernmental institutions, would become full-time government employees under conditions requiring EMA activation. Among these are a number who would provide the mineral liaison representation for EMA at the eight regional offices of the Office of Emergency Planning.

*Division of Responsibility.* The Secretary of Commerce and of the Interior have agreed



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that the Schedule of Interior Responsibilities in the Interior-Commerce agreement, subject to future amendment, would be used to specify their respective emergency preparedness and mobilization responsibilities for minerals. This division of responsibilities applies to all plants irrespective of the integrated or nonintegrated nature of the production operations conducted therein.

*Office of Emergency Planning.* The Department of the Interior's emergency preparedness programs for minerals involve close working relationships with the Office of Emergency Planning. Among other functions, OEP controls activities under the Defense Production Act and performs important functions with respect to stockpiling.

The OEP Director determines which materials are strategic and critical and the quality and quantity of such materials which will be stockpiled. OEP then directs the General Services Administration in their purchase, storage, refinement, rotation, and disposal.

Also, the OEP Director determines the materials to be contracted for or purchased for a supplemental stockpile with foreign currencies or by barter of surplus agricultural products. In addition, he certifies programs governing GSA's purchase of or commitments to purchase metals, minerals, and other materials for government use or resale.

The OEP Director, in the event of attack upon the United States, would order the release by GSA of materials from stockpiles established under the Strategic and Critical Materials Stock Piling Act, as he determined to be necessary in the interests of the national defense.

In any national emergency, the OEP Director would continue to establish policies, as he does in peacetime, with respect to government use or resale of minerals in other Federal inventories.

*Other Federal Agencies.* Because of the interdepartmental nature of emergency preparedness and mobilization functions relating to minerals, the Department of the Interior works closely on such matters not only with OEP but also with GSA, with the Departments

of Commerce, State, Agriculture, Defense, and Labor, and with other agencies concerned.

Programs pertaining to the protection of mineral facilities and their personnel in a civil defense emergency are related to the major civil defense functions of the Secretary of Defense. These programs are carried on by the Department of the Interior in cooperation with the Department of Defense.

**State and Local Governments.**

In planning for the immediate postattack resource management activities which they might have to undertake, State and local governments should consider the extent to which individual minerals, as defined in this chapter, could contribute to meeting immediate survival needs.

Generally, planning for immediate post-attack State or local government direction and control of production, distribution, and use of minerals should be limited to the few mineral commodities which in raw forms would be immediately useful for construction, repair, or other survival purposes.

Any such plans should be consistent with Federal plans for the emergency management of resources and should anticipate the earliest possible establishment of Federal control over mineral resources.

Types of facilities which further process or convert mineral commodities into intermediate or finished products, and which are not listed in column II of the Interior-Commerce agreement, would be subject to emergency control by the Department of Commerce. Planning by State and local governments with respect to such facilities should be consistent with guidance in Chapter 14. Production.

**Mineral Industries.**

The mineral industries are responsible for developing disaster preparedness and civil defense plans in order to minimize the effects of overt and covert attack and to maintain continuity of production and capacity to serve essential users in an emergency.

The mining industry has equipment and skilled manpower which would be very helpful



to State and local governments in conducting civil defense operations following an attack. It is responsible for cooperating with those governments in developing plans for such use and

for the postattack restoration of its plant, equipment, and production at the earliest opportunity consistent with local emergency conditions.

## POLICIES AND PLANS

### All Emergencies.

The following policies would apply in all national emergency situations.

Production, materials, and other controls would be imposed only to the extent necessary to make available sufficient supplies of required minerals and metals for essential uses.

The Federal Government would determine the relative importance of facilities to the national effort. If necessary, the Federal Government and State and local governments would provide assistance to management in securing materials, supplies, and services for the maintenance, repair, or restoration of privately owned essential mineral production facilities.

Under conditions of nuclear attack and pending implementation of the foregoing policies by the Federal Government, all mines, mills, smelters, and refineries producing essential minerals should continue to operate, or resume operation as soon as possible after attack, to the extent that availability of surviving employees and equipment not engaged in civil defense operations would permit.

### Limited Emergency.

During periods of increased international tension or limited war the actions to be taken, as well as the extent to which EMA would become operational, would depend on the situation at the outset of the emergency and on subsequent developments.

The Department of the Interior would take some or all of the following actions:

- Bring headquarters and field organizations to the strength required to meet the emergency.
- Make continuous studies of mineral supply capabilities, including production and stockpiles, in relation to mineral requirements as obtained from OEP.

- Control production and processing of minerals, including the allocation of minerals in the forms listed in column III of the Interior-Commerce agreement.

- Initiate programs for expanding the capacity of production and processing facilities, for increasing the output of existing facilities, or for stimulating imports, to obtain needed quantities of any minerals, including those required for completion of stockpile objectives.

- In connection with such programs, make recommendations to OEP with respect to applications for available financial aids and incentives.

- With the Department of Commerce, advise OEP and GSA concerning changes in location of mineral processing facilities or patterns of use of minerals which should be considered in the continuing program to minimize vulnerability of stockpile locations.

- Submit to appropriate Federal agencies claims for materials, manpower, equipment, supplies, and services needed for the mineral industries.

- Allot to producers and processors of minerals the materials and equipment allocated to the mineral programs.

- Within the authority granted by the Federal agency responsible for the allocation of construction materials, issue construction authorizations to producers and processors of minerals.

- Recommend to the responsible agency adjustments needed in price, wage, or rationing controls if such controls had been invoked and were adversely affecting actions to meet mineral requirements.

- Recommend to the Department of Commerce the appropriate export controls on minerals and advise on application of implementing programs.



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- Continue, modify, or expand, as necessary, programs of minerals exploration and research, including the development of any substitute or special-property materials needed for the national defense.

**General War.**

*Without Central Control of Mineral Resources.* During any period immediately following a nuclear attack when direction and control of mineral resources could not be exercised by the national headquarters of EMA, regional liaison representatives of EMA, with the assistance of designated field units of the Bureau of Mines and the Geological Survey, would:

- Advise OEP Regional Directors and State and local governments on all matters pertaining to minerals.
- Compile and analyze damage reports on mineral facilities as received at OEP Regional Offices and estimate surviving production capability.
- Obtain, from regional officials of GSA, the Department of Commerce, and other appropriate sources, data on the condition and accessibility of Federal stockpiles.
- Participate with representatives of the Department of Commerce in preparing recommendations to OEP Regional Directors concerning which stockpiled minerals and metals OEP should authorize GSA to release in order to sustain operations of plants producing goods urgently needed in the immediate postattack period.
- Issue to mineral producers spot directives channeling minerals to meet any urgent survival needs within their respective regions.
- Seek assistance of appropriate Federal, State, and local government agencies in obtaining essential equipment, materials, transportation, and other services when the operation of any particular mineral production or processing facility were required for survival purposes.

Under such circumstances, State and local governments would:

- Call upon the mineral industries for manpower and equipment needed for civil defense operations immediately postattack in accordance with prearranged plans. (This manpower

and equipment should be returned as soon as possible.)

- In the event of temporary inability or unavailability of Federal officials to exercise emergency mineral authorities, take steps to implement their plans and to carry out the policies stated in this chapter.

- Forward from or through State governments to OEP Regional Offices, for compilation and evaluation by EMA regional liaison representatives, reports on damage to mineral production and processing facilities.

*With Central Control of Mineral Resources.* Under conditions of general war *with* central control of mineral resources possible, the EMA national headquarters, subject to OEP policy guidance and program determinations, and operating through the EMA field organization as required, would:

- Assess damage to mineral facilities, using all available information sources, and estimate surviving production capability.
- Prior to establishment of postattack recovery programs, make spot allocations of mineral raw materials and take other actions necessary to sustain operations of particular facilities (of the types listed in column II of the Interior-Commerce agreement) whose output would be needed to fulfill survival requirements as presented by Federal claimant agencies.
- Recommend to OEP that it direct GSA to release and deliver from stockpiles any minerals needed to meet deficiencies in the supply of minerals.
- Compile estimates of total supplies of minerals available from domestic production, stockpiles, and foreign sources.
- Assemble data from Federal claimant agencies on their essential requirements for minerals and submit such data, along with supply data, to OEP for determination of essential requirements to be met.
- Recommend programs designed to maintain or increase supplies of particular minerals as necessary to meet requirements.
- Direct operations of the mineral industries and allocate mineral raw materials to attain



most effective operation of surviving facilities.

- Serve as the claimant at the national level for materials, equipment, manpower, transportation, and other services which the mineral industries would need.
- Make recommendations to appropriate agencies on use of financial aids and incentives for necessary expansion and construction of mineral facilities.
- Establish and administer, subject to foreign policy guidance of the Department of State and approval of OEP, programs to assure a supply

of minerals of foreign origin to meet essential domestic and foreign needs as determined by Federal claimant agencies.

- Advise the Department of Commerce on applicable export control programs concerning minerals.
- Advise appropriate officials concerning necessary modifications of exploration, research, statistical, and other mineral programs of the Department of the Interior to meet the needs of postattack programs for the production of minerals.



# Chapter 12

## RESOURCE MANAGEMENT

Policies for mobilizing resources in any national emergency, including the general courses of action to be taken by all levels of government following an attack upon the United States, are described in this chapter. They govern the methods and procedures which would be used to mobilize resources. The chapter deals basically with three major elements:

- National policies, including the emergency system for reaching central program decisions on the utilization of resources.

- Management procedures and arrangements which set forth the role of the Federal Government.
- The responsibilities of State and local governments in resource management.

*Resource management* as used in this chapter means government control and direction over the production, processing, distribution, and use of basic resources (manpower, goods, services, and related facilities) required to meet national security needs.

### POLICIES

In a national defense emergency the economic strength of the Nation must be mobilized in support of national security. The nature and extent of mobilization would vary directly with the seriousness of the threat. In order to assure that all segments of the economic system would make an optimum contribution to the Nation's security, the Federal Government would establish national goals and provide direction to the total national effort and would impose controls to the extent needed to mobilize economic resources to achieve those goals.

The Federal Government would direct and control production, distribution, acquisition, and use of critical resources to meet essential civilian, military, atomic energy, civil defense, emergency government, and foreign requirements when warranted by emergency conditions.

To the extent possible, it would identify for the guidance of all producers, distributors, suppliers, and consumers of goods and services those activities essential to national security and those resources needed to support essential ac-

tivities. In a limited-war emergency, guidance would be provided by the Federal Government at the time needed; to the extent feasible, guidance for immediate use in a nuclear-war emergency would be provided in emergency preparedness plans and prepositioned documents. This preattack guidance would be supplemented as soon as assessment of the postattack situation permitted more specific, detailed instructions.

Operating responsibilities would remain the province of the owners or operators of the respective enterprises. The Federal Government would not take over or operate privately owned enterprises except as required by the national security. Incentives and voluntary measures would be used to the maximum extent feasible in channeling resources to essential activities. Mandatory control measures would be used only as required.

To the extent consistent with national security, undue hardship caused by resource mobilization measures would be avoided. Opportunity would be provided for hearings and appeals on specific policies, measures, and actions if the exigencies of the particular emergency situation permitted.

The public would be kept fully informed of

This chapter was prepared by the Office of Emergency Planning.





resource mobilization policies and procedures. The Federal Government would, to the extent feasible, explain the need for the measures and the responsibilities of individuals and of business and industry in their implementation.

#### Limited War.

The Federal Government would direct all resource mobilization actions necessary to provide for the national defense and security.

The civilian economy would be sustained at as high a level as possible while providing necessary manpower, goods, and services to meet military and directly related defense requirements. Resource controls would be used initially to support defense programs\* and would be extended when warranted by emergency conditions to cover other programs essential to the defense, economic stability, and future security of the Nation.

In the event a limited war were to escalate into a general war, resource controls in being at that time (e.g., the current Defense Materials System) would continue in full force until revised or rescinded.

#### General War.

Civil authorities at all levels of government would have to act immediately, and in accordance with the resource chapters of this Plan, to control all available resources essential to survival and recovery and to assign them to priority activities.

All resource mobilization actions taken immediately following an attack, including those actions directed primarily to immediate survival and the preservation of the economy in local communities, would be designed to contribute to the Nation's long-range recovery effort.

As soon as the postattack situation could be evaluated, national goals and national direction of programs for the reconstruction and rehabilitation of the economy would be established by the Federal Government. Although such programs would not be initiated in all geographic areas simultaneously, major reconstruction and rehabilitation programs would be undertaken as soon as possible after immediate survival and short-range recovery objectives were attained.

## RESPONSIBILITIES

#### Federal Government.

The Federal Government is basically responsible for resource mobilization, including determination of the need for and the extent of mobilization necessary in all national emergencies.

The Director of the Office of Emergency Planning advises and assists the President in formulating national policies for resource mobilization to meet any national emergency. On the basis that he would have the responsibility, in the initial emergency period,† for making central program decisions on the utilization of resources, he is to develop a system for such central programming.

\*As used herein, defense programs include military, atomic energy, and national aeronautical and space programs; military assistance to allies; stockpiling; and other related programs. Civil defense programs are covered under civilian requirements.

†Planning currently contemplates the establishment in an emergency of an Office of Defense Resources (ODR), which would absorb these functions.

The OEP Regional Directors, in any national emergency, would coordinate the resource mobilization activities of the Federal field offices within the regions. In the immediate post-attack period, until effective national direction could be established, they would act on behalf of the OEP Director in carrying out policy coordination and direction within the regions.

This would include coordinating all resource mobilization activities of Federal field offices and States in each region, interpreting national policy and program direction to assure uniform application within the region, and obtaining or making relative-urgency decisions on the use of resources, including under extraordinary circumstances the adjudication of appeals submitted by the States and Federal field offices.

The Federal agencies, in consonance with national policies, will develop and direct programs required to mobilize those resources assigned to them by Federal statutes or Execu-



tive orders. In the immediate postattack period, the field offices and designated representatives of the Federal agencies would implement those resource policy and program directives positioned preattack or issued post-attack by their respective national offices.

#### **State and Local Governments.**

In the event of a limited war, State and local governments would be expected to support national resource mobilization policies and goals and comply with Federal rules and regulations on resource production, distribution, and use.

In the event of a general war, each State and local government would also be required to direct the conservation, distribution (including rationing), and use of those resources essential to the protection and general welfare of the people of the State and the community until effective Federal direction could be established. State and local governments would not assume responsibility for managing those resources under the jurisdiction of a Federal agency capable of functioning.

Jurisdictional control over specific resources and economic activities are to be assigned pre-

attack to the appropriate level of government. (Assignment of this jurisdictional control is covered more definitively in other Federal guidance,\* State Survival Plans, and agreements and memoranda of understanding between Federal agencies or between Federal agencies and State or local governments.)

#### **Labor and Industry.**

In any national emergency labor, agricultural, industrial, commercial, financial, and service enterprises would be responsible for:

- Cooperating in the development and support of resource mobilization policies and programs, including protective measures to reduce vulnerability and to assure continuity of industry.
- Providing essential goods and services at levels needed to support national objectives.
- Curtailing the operation of plants and facilities engaged in nonessential activities and, to the extent practical, converting them to essential uses.
- Complying with government rules and regulations relating to the production, distribution, acquisition, and use of resources.

## **FUNCTIONS**

Each level of government, in order to carry out its resource mobilization responsibilities effectively, will make provision for the development and administration of policies, programs, and measures for the management of each major category of resources under its emergency jurisdiction and the overall coordination and direction of its total resource program. Responsibilities for administering individual resource programs will be assigned, insofar as it is possible, to existing agencies at the respective government level.

#### **Management of Individual Resources.**

Emergency management of any resource involves the following concurrent and continuous functions:

- Evaluating the relationship between the current and probable future supply of, and requirements for, the particular resource.

- Determining the extent to which available resources can be used to meet current operating needs as compared with longer-range needs for the resource.
- Taking actions necessary to channel resources for use in essential activities.
- Establishing and administering policies, programs, and measures necessary to assure the most effective use of existing and potential supplies of the resource and to improve the future supply situation.
- Evaluating and adjusting such policies, programs, and measures to meet new emergency needs and conditions and changes in the supply and requirements situation of that resource.

\*See especially the *Organization and Planning Guide for the Emergency Management of Resources* and the *Example of a State Plan for Emergency Management of Resources*.



### Measures.

The measures available to government for mobilization of resources in any emergency are many and varied. They are designed to achieve two basic purposes: to control the use of the resource and to increase its supply. Both voluntary and mandatory measures may be employed to achieve these purposes. Because of the possible lead time required before supply could be increased, measures designed to control the use of resources would be imposed immediately and gradually adjusted as new or additional supplies or capacity became available.

*Indirect.* Among the voluntary and indirect control measures that would be used are:

- Special financial arrangements, tax incentives, and normal competition for government procurement orders to encourage industry to expand production of essential goods and services.
- Training and retraining programs to increase productivity and skills and to bring new workers into the labor force.
- Morale and public information programs to obtain the voluntary cooperation of individual citizens, industry, labor, and other organized groups.

*Direct.* Mandatory direct control measures to be used include priority and allocation systems, production directives, conservation measures, consumer rationing orders, inventory control and antihoarding orders, construction regulations, import and export controls, and requisitioning orders. These would involve the exercise of one or more of the following authorities:

- *Antihoarding authority*—the authority to prohibit the accumulation and hoarding for business, personal, or home consumption of scarce and critical materials, commodities, or items; to prohibit the use of such resources in all activities except those specifically designated as essential; or to restrict the amounts of such resources that may be accumulated in inventories, transferred, sold, or used.

- *Priority authority*—the authority to require that performance under contracts and orders which the government deems necessary or appropriate to promote the national defense and security would take priority over performance under any other contract or order and, for the purpose of assuring such priority, the authority to require acceptance and performance of such contracts or orders in preference to other contracts or orders by any person or establishment capable of their performance.

- *Allocation authority*—the authority whereby a facility or all or some of the total anticipated supply of a scarce and critical material, commodity, product, or item could be assigned or reserved for the exclusive use of a specified activity during a stated time period. (An allocation action is an authorization that permits the claimant activity to procure or use a specified quantity of the particular goods or service during a stated time period.)

- *Requisitioning authority*—The authority whereby, in certain urgent circumstances and under certain specified conditions, government may obtain the use of any equipment, materials, supplies, components, or facilities and other real property needed for national security, provided just compensation is made.

## PRINCIPLES OF POSTATTACK OPERATIONS

In the immediate postattack period all decisions regarding the use of resources must be directed to the objective of national survival and recovery. Resources would be assigned to activities concerned with the maintenance and saving of lives, immediate military defense and retaliatory operations, and economic activities essential to continued survival and recovery, in-

cluding the restoration of essential production before depletion of inventories.

As soon as possible after attack and until provision of specific national direction and guidance on the use of resources, Federal, State, and local officials would determine what resources were available, to what needs they could be applied, how they should be used, and the



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extent to which resources were deficient or in excess of survival needs. They would base determinations as to the relative urgency for use of resources primarily upon the importance of specific needs to survival, defense, and recovery.

### **Priority Activities.**

In the immediate postattack period the following activities would be accorded priority over all other claims for resources. There is no significance in the order of the listing—all are important. The order in which and the extent to which they would be supported locally could vary with local conditions and circumstances. If local conditions required an order of priority among these activities, that order would be based on determinations of relative urgency among the activities listed, the availability of resources for achieving the actions required, and the feasibility and timeliness of the activities in making the most rapid and effective contribution to national survival.

*The immediate defense and retaliatory combat operations of the Armed Forces of the United States and its allies.* This includes support of military personnel and the production and distribution of military and atomic weapons, materials, and equipment required to carry out these immediate defense and retaliatory combat operations.

*Maintenance or reestablishment of government authority and control* to restore and preserve order and to assure direction of emergency operations essential for the safety and protection of the people. This includes:

- Police protection and movement direction.
- Fire defense, rescue, and debris clearance.
- Warnings.
- Emergency information and instructions.
- Radiological detection, monitoring, and decontamination.

*Production and distribution of survival items\* and provision of services* essential to continued survival and rapid recovery. These include:

- Expedient shelter.
- Food, including necessary processing and storage.

- Feeding, clothing, lodging, and other welfare services.
- Emergency housing and community services.
- Emergency health services, including medical care, public health, and sanitation.
- Water, fuel, and power supply.
- Emergency repair and restoration of damaged vital facilities.

*Essential communications and transportation services* to carry out the above activities.

*Provision of supplies, equipment, and repair parts* to produce and distribute goods needed for the above activities.

### **Assignment of Resources.**

Resources, including manpower, required for essential uses would be assigned to meet the emergency requirements of the priority activities indicated above. The principal objectives are to:

- Protect and to prevent waste or dissipation of resources before assignment.
- Support production of essential goods. (Other production would be permitted to continue only from inventories on hand and in the absence of emergency requirements for the resources vital to this production.)
- Support emergency repair and restoration or construction of facilities needed for survival, or conversion of facilities to survival use, where this could be accomplished quickly. (Other construction already under way should be stopped and no new construction started unless it could be used immediately for essential purposes upon completion.)

### **Administration of Facilities.**

Government would assist owners or operators of facilities producing and distributing essential goods or services in obtaining those resources needed to continue operations. Such owners or operators of privately owned and government-owned facilities authorized to continue operations should make every effort to conserve resources without impeding essential production or service.

\*The essential survival items are listed in Defense Mobilization Order 3500.1A.



The owners or operators of facilities not engaged in essential production or in providing essential services should salvage or modify such facilities, or adjust their operations, to meet the needs of priority activities as determined by government authority.

Maximum use should be made of the facilities and employees of establishments furnishing consumer services to support civil defense operations and to maintain health standards within the community.

The labor force of contract-construction establishments whose operations had been stopped or temporarily discontinued should be assigned to civil defense or other survival activities. In doing so, however, care should be taken to keep intact those work groups with critical skills needed later for reconstruction or resumption of normal operations.

#### Requisitioning.

Essential goods or facilities needed for national survival or recovery purposes would be

requisitioned only if the need were immediate and imperative, if other sources of supply were not available, and if all other fair and reasonable means of obtaining such property had failed.

#### Program Administration.

National policies on resource use, whether positioned preattack or issued postattack by the Federal Government, would be governing. State policies on the postattack use of those resources assigned to the emergency jurisdiction of the State, in accordance with preemergency plans and agreements, must supplement and complement national policies.

The agency of the respective government assigned emergency jurisdiction over a particular resource would determine the use to be made of that resource in satisfying claims. Appeals on such decisions would be adjudicated by the chief executive at the respective government level or by his designated representative.

## POSTATTACK ASSIGNMENTS AND ACTIONS

### All Government Levels.

Upon attack, immediate resource-management action would be taken to the extent possible in all undamaged or moderately damaged areas in which fallout were nonexistent, tolerable, or short-lived. The resources available or made available in these areas would be used to support essential activities there.

Federal, State, and local civil government authorities would, within their areas of responsibility, act to mobilize all resources for survival and recovery and to preserve or restore an operating economy. For example, they would:

- Assist industry in the implementation of emergency plans and programs.
- Activate their respective emergency organizations and preplanned arrangements and provide the agencies with operating authorities to carry out assigned emergency resource functions.
- Through all available media, keep the public continuously informed on emergency conditions, emergency government measures taken or

anticipated, and measures to be taken by the public to protect and conserve resources.

### Federal Government.

*Scope of Control.* In order to assure that available resources were channeled and used effectively to support immediate survival and recovery needs and that resources necessary for continuing survival and recovery were produced and distributed, the Federal Government would have jurisdictional control over the following resources and economic activities:

- The production and processing of essential goods and the production, distribution, and use of those supplies, materials, equipment, and facilities used primarily for production and processing purposes.
- The distribution and use of inventories of essential goods in preretail establishments and the regulation of such establishments.\*

\*As used herein, preretail inventories are finished goods in the inventories of producers, processors, and wholesalers. Those inventories of certain designated processors and wholesalers which are located and normally distributed for use in a State or local community have been assigned, in accordance with Federal-State agreements, to the jurisdictional control of the State or local governments.



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- The interstate use of essential services and the regulation of national and interstate systems and facilities providing transportation and communications, the generation and distribution of electric power, the production and transmission of natural gas, and other essential services.
- The import and export of essential goods and services and the regulation of establishments and facilities engaged in foreign commerce.
- The assignment and utilization of manpower and health resources.

*All Resource Agencies.* Federal agencies and their field offices would develop and administer policies, programs, and measures necessary to effectively mobilize and manage those resources assigned to their emergency control. Federal field offices would assist State and local governments and would maintain representation at the emergency Federal regional centers.

*Office of Emergency Planning.\** Acting on behalf of the President, the Director of OEP would:

- Promulgate national policies and program directives governing priority use of resources and direct compliance with these and related orders of the other Federal agencies.
- Utilize Federal agencies in assessing the effects of the attack on the Nation's resources, in total and by geographic area, and on a continuing basis report to the President on such assessments together with actions being taken or proposed for meeting the situation.
- Based on assessments of the postattack situation, establish the relative urgency of programs requiring resource support and the order in which the immediate, urgent resource needs of various geographic areas of the country should be met; issue program determinations on resource use for guidance of the Federal agencies, States, and local governments.
- As soon as the situation permitted reporting of adequate resource supply and requirements information to the national office, install and maintain a system for centrally programming the use of key resources, adjusting the system to meet changes in the emergency situation.

\*Or the Office of Defense Resources, when established.

- As immediate national survival and recovery goals were achieved, establish and disseminate to all echelons of government new goals for long-range recovery and reconstruction.

*OEP Regional Offices.\** Within national policies and program directives positioned pre-attack or received postattack, the OEP Regional Offices would:

- Coordinate and, as soon as conditions permit, report to the Director of OEP on all Federal, State, and local resource mobilization and management activities within the respective regions.
- Inform the States and the Federal field offices in the regions of national policy and program directives from the OEP National Office on resource use.
- Authorize the release of strategic and critical materials from national stockpiles in accordance with criteria prepositioned by the OEP National Office.
- Adjudicate appeals submitted by Federal field offices and States from resource allocation decisions.

### **State and Local Governments.**

The Governor of each State and the chief executive of each local government would direct the resource-use policies and programs carried on by their respective government agencies. In carrying out this function, the chief executive of the State or local government, consistent with national policy guidance, would establish policies, orders, and procedures to be applied uniformly by all government entities and agencies under his jurisdiction in the administration of resource-use programs. Among other things, each chief executive would, for his own jurisdiction:

- Adopt the Federal freeze order prohibiting for at least 5 days the transfer or sale of consumer goods (except food in imminent danger of spoilage and any health item supported by a valid prescription) in all retail and State- and locally controlled wholesale inventories; prescribe the general policy and conditions under which exceptions to the general freeze would be

\*ODR, when established.



permissible; and direct the installation of a consumer rationing program.

- Order protection from looting or sabotage for production, distribution, storage, and service facilities, as well as stocks in production and in transit.
- Direct the redistribution of State- or locally controlled inventories to meet urgent needs within the State or local area.
- Assist other States and localities and request assistance from other governments in obtaining critical supplies urgently needed in the State or local area.
- Designate all items on the "Essential Survival Items List" as essential resources for government control purposes; issue procedures whereby other items found to be in critically short supply could be controlled.
- Issue a general order prohibiting the hoarding of resources designated as essential and requiring that all essential resources be conserved and not used in nonessential activities.
- Direct that continuing assessments be made of the supply-requirements situation of essential resources under the emergency jurisdiction of the respective governments.
- In the event that a Federal agency could not administer its assigned resource activities in a particular geographic area, direct such activities until it could assume administration.

*State Governors.* In addition to the above actions, each State Governor, consistent with national guidance, would:

- Determine the relative urgency of essential activities, both by type of activity and by geographic area of the State, and, as necessary, the specific priorities of such activities in the allocation, assignment, and use of State-controlled resources, including stocks available for the resupply of locally controlled inventories.
- As soon as channels for regular resupply of inventories could be established, issue a uniform list of, and uniform rationing and use-levels for, consumer and other essential survival items to be rationed or controlled on a statewide basis.
- Provide for the repair and restoration of essential public service facilities vital to the health and general welfare of the people of the

State; assign available services within the State where conflicts arise between localities in the use of such services.

- Adjudicate disputes on actions taken by State agencies with respect to State-controlled resources, including appeals from local governments on actions taken to resupply retail and locally controlled wholesale inventories; as appropriate, present appeals to the OEP Regional Office on actions taken by Federal agencies on State claims for federally controlled resources.

*Local Chief Executives.* In addition to those actions common to both State and local governments, the chief executive of each local government, consistent with national and State guidance, would:

- Establish for the guidance of local agencies the relative urgency of essential activities and, as necessary, the specific priorities of such activities in the assignment and use of all resources—including manpower, food, water, health resources, fuel, electric power, transportation, communications, and other essential survival items and services—under the jurisdictional control of the local government.
- Authorize the ration and use levels for all categories of consumer-rationed items and other essential survival items for the local community; at such times as statewide or national levels were established, adjust local levels accordingly.
- Identify those public service facilities essential to the life of the community; provide for the repair and restoration of such vital facilities and the order in which essential needs for local services should be met if all essential demands for service could not be satisfied.
- Adjudicate appeals on actions taken by local government agencies with respect to locally controlled resources.
- Report to the State government on the local supply-requirements situation for resources.
- As appropriate, present to the office of the State Governor appeals from actions taken by State agencies on the locality's claim for State-controlled resources, including actions taken in resupplying locally controlled inventories.



# Chapter 13

## ECONOMIC STABILIZATION

### SPECIAL PLANNING FACTORS

#### Limited War.

In a limited-war mobilization (i.e., without attack on the United States), emergency measures would probably be required to stabilize the economy. A fundamental problem would be restraining or controlling the inflation which accelerated mobilization could set in motion. Even though inflationary pressures might not be generated by immediate shortages of goods and services in the early stages of limited war, the psychological reaction to such a situation could produce inflationary pressures requiring forceful national action.

#### General War.

Because of the interdependence and interrelationships of the Nation's monetary and

credit system, nuclear attack would gravely jeopardize the continued operation of banks and financial institutions, even those in undamaged areas. This would be true at a time when the continued functioning of the monetary, credit, and banking system would be most needed for the best use of surviving resources.

The Federal Government probably could not direct centrally all of the emergency economic control measures immediately required. In that event, local, State, and certain Federal field authorities would have to direct many of these measures postattack until the Federal Government could effectively consolidate operations into a cohesive national stabilization program. In any event, these officials would be needed to administer such measures locally.

### POLICIES

#### Objectives.

The principal objective of emergency stabilization is to establish and maintain the economic base for coordinated national mobilization under any contingency, including national survival and recovery in the event of attack. It would be necessary to:

- Restrain and combat inflation, whether resulting from shortages, maldistribution, or speculation.
- Maintain confidence in public and private financial institutions and continue a money economy, avoiding substitution of other systems of exchange.

In preparing this chapter the Office of Emergency Planning was assisted by the several Federal agencies with direct responsibilities in emergency economic stabilization matters.

- Assure conservation and equitable sharing of available goods and services.

#### Means.

Within the context of the present economic system, three basic means of stabilization are available to the Federal Government for use in both limited war and general war: indirect controls, such as monetary, credit, and tax measures; direct controls, such as limits on prices, on wages and salaries, and on rents; and rationing of consumer items (a form of direct control).

These means would be supplemented in general war by various financial actions. Policies for such actions are as follows:

- Banking operations, including provision for liquidity and credit, would be maintained in





undamaged and other areas insofar as possible.\* The Federal Government would offer assurance that those dealing with financial institutions could do so without risk of the insolvency of such institutions by reason of war losses.

- The Federal Government would assure the equitable sharing of war losses throughout the economy to the extent possible not to guarantee individuals against losses but to insure the maintenance of a viable economy.

- Bank deposits and currency would be made available in proportion to the needs of postattack survival and economic activity (to avoid inflation), with due regard to local conditions and subject to controls prescribed by national authority.

- New bank credit would be made available for support of essential activities such as military operations, emergency relief, salvage operations, national reconstruction, and necessary international trade.

- The Federal Government would guarantee private financing for essential purposes to the extent not otherwise available on reasonable terms.

- Provision would be made for the clearance of checks, including those drawn on destroyed banks, subject to such limitations and controls as necessary to assure the maintenance of the monetary and credit system.

- Supplies of currency, decentralized to the extent possible in order to provide for local needs, would be made available in accordance with the needs of postattack activities.

- There would be no general moratorium, but limited moratoria on the payment of preattack debts could be authorized for hardship cases.

- Actions would be taken in connection with foreign financial transactions as necessary to protect the value of the dollar in international markets, preserve foreign exchange resources, and prevent transactions adverse to the conduct of the war and the financial interests of the United States.

#### Application.

The means used would depend upon the nature of the emergency. In situations short of a mobilization, stabilization needs could more likely be met by indirect controls, at least initially. A limited-war situation would probably require some or all direct controls. In an attack emergency all controls and all financial policies would be implemented as soon as possible.

All these policies would apply to the entire Nation. However, some might not be feasible for some time in some areas because of physical destruction.

## RESPONSIBILITIES

Implicit in these responsibilities is the development of the authorities, plans, procedures, and capabilities necessary for their execution.

The Federal Government is responsible for establishing and promulgating economic stabilization policies and for carrying out whatever Federal stabilization activities would be required under any emergency situation.

State and local governments are responsible for supporting and implementing Federal sta-

bilization measures and coordinating their own fiscal measures with overall Federal stabilization policies and for administering, in event of nuclear attack, direct stabilization controls in accordance with Federal policies and guidance until the Federal Government could exercise its responsibilities for those measures.

Individuals and organizations are responsible for cooperating with all economic stabilization measures.

#### Office of Emergency Planning.

OEP is responsible for:

- Recommending to the President, after consulting appropriate Federal agencies, necessary

\*As used here, liquidity means making provision for obtaining necessary cash or credit to meet operating needs, even though some or many assets may be destroyed or inaccessible. Banking operations here include those of banks, savings and loan institutions, Federal credit unions, and all other banking institutions.



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enabling legislation or Executive actions pertaining to economic stabilization.

- Coordinating economic stabilization planning with other aspects of civil emergency preparedness.
- Coordinating economic stabilization programs with central management of resources in an emergency.
- Determining the overall organization and operations of an Emergency Economic Stabilization Agency and its component organizations to direct price and rent controls and consumer rationing.
- Directing price and rent controls and consumer rationing until establishment of an Economic Stabilization Agency.
- Providing guidance to the States and through them to local governments on their interim administration of direct controls and their other economic stabilization responsibilities.
- Assuring compatibility of direct and indirect controls.

### **Department of the Treasury.**

The Department is responsible for:

- Initiating, developing, prescribing, and coordinating appropriate monetary, credit, tax, and other financial policies and actions for any emergency.
- Recommending to the President necessary enabling legislation pertaining to tax and other financial measures.
- Administering emergency tax measures and certain other monetary and financial measures within its jurisdiction.
- Carrying out other emergency monetary, credit, and banking responsibilities through appropriate delegation of administrative authority to other Federal financial agencies.
- Participating in the development and coordination of overall economic stabilization policy.

### **Economic Stabilization Agency.**

On the basis of present plans, this agency would be established as required to direct the administration of direct economic stabilization controls. (Four separate components would

deal with consumer rationing, price stabilization, rent stabilization, and wage and salary stabilization.) It would then have central responsibility for:

- Directing all direct economic stabilization controls, including any already initiated by OEP.
- Participating in development of stabilization policy.
- Maintaining liaison with agencies responsible for export-import controls and trade financing, for regulation of rates and securities, and for financial assistance.
- Providing guidance to the States on their interim administration of direct controls, in event of attack, pending coordinated central operations.

### **Department of Labor.**

The Department is responsible for:

- Planning for Federal administration of wage and salary stabilization.
- Initiating and administering wage and salary controls, through the regional offices of its Wage and Hour Division, pending establishment of the Economic Stabilization Agency, and then assisting in the absorption of those operations by that agency.
- Providing interim administration of such labor-disputes operations as may be necessary.

### **Federal Financial Agencies.**

As referred to in this chapter, Federal financial agencies (other than the Department of the Treasury) are those with regulatory responsibilities related to monetary, credit, and banking systems. These are the Farm Credit Administration (FCA), the Federal Deposit Insurance Corporation (FDIC), the Federal Home Loan Bank Board (FHLBB), the Board of Governors of the Federal Reserve System (FRB), and the Bureau of Federal Credit Unions (BFCU) within the Department of Health, Education, and Welfare.

In any emergency short of an attack these regulatory agencies would continue to perform their functions in accordance with existing authority and with any special policies of the Treasury Department.



In an attack emergency each of these agencies, subject to the overall policy direction of the Treasury Department, would be responsible, as appropriate to its particular functional area, for:

- Recommending necessary enabling legislation in connection with emergency financial operations.
- Participating in policy formulation for emergency financial and stabilization measures.
- Developing coordinated emergency financial plans and programs, including indirect controls.
- Administering emergency financial plans and programs and adapting normal programs to meet emergency needs.

#### Resource Agencies.

Included here are the Departments of Agriculture, the Interior, Commerce (the Business and Defense Services Administration and the Bureau of International Commerce), and Health, Education, and Welfare. As appropriate to its particular functional area, each is responsible for:

- Participating in the development of consumer rationing policies and procedures.
- Advising State and local resource agencies and the Federal agency administering rationing procedures on the availability of goods for consumer rationing.
- Providing the Economic Stabilization Agency with information and advice in connection with the formulation and effect of direct

controls pertinent to their production and distribution responsibilities.

#### Other Agencies.

*Office of Civil Defense.* OCD is responsible for providing guidance on secondary resources, in consonance with national policies, to State and local governments for their use in the interim administration of consumer rationing.

*Department of State.* The Department is responsible for providing foreign policy guidance to other agencies in connection with those stabilization policies and measures which would directly affect relations with other nations.

*U.S. Civil Service Commission.* CSC is responsible for participating in the formulation of wage and salary stabilization policies as they affect Federal civilian personnel and for establishing appropriate regulations and procedures.

*Housing and Home Finance Agency.* HHFA is responsible for assisting in the development of emergency financing (of housing and related community facilities), real estate credit, and rent stabilization measures.

*Interstate Commerce Commission.* With respect to domestic surface transportation and appropriate programs, ICC is responsible for participating in the development of emergency stabilization policies.

*Council of Economic Advisers.* In an emergency, CEA would participate in the development of financial and other economic policy and advise the President in connection with national economic rehabilitation.

## EMERGENCY ACTIONS

The actions described here are designed primarily for execution, to the extent feasible and necessary, under a national emergency with actual or anticipated nuclear attack on the United States. Some or all, however, could be appropriate under lesser emergency situations. Although these are Federal actions, State and local governments would have to initiate and administer certain direct controls in an attack emergency pending a Federal capability for such operations. This should be reflected in their emergency plans.

These actions would be in addition to any indirect economic controls then in effect or still appropriate to the emergency situation.

Enabling legislation would be sought, necessary authority delegated, and other readiness actions accelerated by those responsible for carrying out the required measures. The emergency Economic Stabilization Agency would be established with the assistance of the Bureau of the Budget, the Civil Service Commission, and the General Services Administration for funding, staffing, and other support.



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To assure confidence in the economy and cooperation with the Government's efforts, the public would be kept informed on stabilization measures. An Executive proclamation would state or reiterate the national economic objectives and policies to be pursued and would stress the need for national support of emergency actions to be taken by Federal, State, or local agencies.

### **Financial Actions.**

As soon as possible in an attack emergency, the following actions would be taken, on the basis of standby orders and regulations, by the Treasury Department, other Federal financial agencies, and their field establishments, with such support or administrative assistance as they might request from local, State, and Federal regional authorities.

Banking institutions, as defined by the Treasury Department's Emergency Banking Regulation No. 1, would be directed to remain open and operating where possible.

Currency would be made available by the banks to the public, and by the Federal Reserve Banks or their agent banks to the banks, in proportion to the needs of the postattack economy.

Availability of deposit money would be assured, subject to limitations contained in the Treasury Department's Emergency Banking Regulation No. 1, by provision for the clearing of checks, including those drawn on damaged or destroyed banks.

Banks would make credit available for activities defined as essential by the Treasury Department's Emergency Banking Regulation No. 1. Federal guarantees would be available to the extent that private financing were not otherwise available on reasonable terms.

At an appropriate time following an attack, programs would be set in motion to implement the announced policy relating to the equitable sharing of war losses.

### **Direct Economic Controls.**

To support and complement these indirect controls, the Federal Government (through the Director of OEP or the head of the Economic

Stabilization Agency), would immediately institute a "freeze" of prices, rents, and wages and salaries, applicable wherever possible, to maintain them at their then present levels during the immediate postattack period. The freeze order would also request governors and, through them, community authorities to initiate and administer these interim direct controls as to prices and rents, as well as a system to support consumer rationing.\*

The Secretary of Labor, through the regional offices of the Department's Wage and Hour Division, would initiate and administer interim wage and salary controls and necessary labor-disputes operations.

Necessary interim actions would be taken and coordinated by State authorities, regional Wage and Hour offices, and OEP Regional Offices with the objective of providing a cohesive national response to the emergency.

To the extent possible, the nucleus staffs of the Economic Stabilization Agency and its components would advise and assist Federal regional authorities and State authorities in initiating, administering, and coordinating interim direct controls operations. As rapidly as feasible, the Economic Stabilization Agency would take over direction of these controls.

The Director of OEP (or the head of the Economic Stabilization Agency) would take such other actions as may be necessary to confirm, establish, or revise national emergency economic policies in terms which would support interim State and local administration of direct controls.

### **Consumer Rationing.**

It would be national policy to control the use of retail inventories immediately, under State and local government administration.

The Federal freeze order and orders issued by the governors would require the immediate conservation and rationing of essential consumer

\*For the guidance of local, State, and Federal regional authorities, the objectives, standards, and techniques for administration of direct controls are contained in separate documents issued for each area (Price, Wage and Salary, and Rent Stabilization and Consumer Rationing). Guidance on the use of these documents is contained in the *Example of a State Plan for Emergency Management of Resources* and in the *Federal Civil Defense Guide*.



items. For a period of at least 5 days, the order would prohibit retail sales of food, petroleum, and other essential consumer items except to essential local users and essential facilities and except for perishables in danger of spoilage and any health item supported by a valid prescription.

This period would be designed to provide time for local authorities to initiate inventory control, assess supplies and possible resupply, register local consumers to estimate local consumer demand, and to distribute rationing evidence. State and local authorities could reduce or extend this prohibition-of-sales period, depending upon their respective degrees of readiness to initiate a system of rationing.

State and local authorities would assess their respective supply and replenishment situations and take administrative steps required to impose and administer a prescribed system of rationing to local consumers at the end of the prohibition of sales. Initial rationing techniques would be based upon the policy that tight conservation would receive first priority, to be followed by austere rationing until the supply situation were clarified, notwithstanding the fact

that some areas might appear to have supplies surplus to their own needs. Procedures would also provide for controlled distribution of health items.

Emergency rationing would use "reproduction proofs" previously supplied to the States by the Federal Government. (When these "reproduction proofs" have been in turn positioned locally, any community will have a capability to print necessary ration "evidence"—cards, coupons, certificates, etc.)

During this period and thereafter, field representatives of the Department of Agriculture (food), the Department of the Interior (petroleum and solid fuels), the Department of Health, Education, and Welfare (health items), and the Department of Commerce (other essential consumer items) would manage the use of primary inventories and would work with State and local government authorities, in accordance with national and State resource plans, to replenish local supplies for equitable distribution through the rationing system. These resource agencies would collaborate to the extent possible in the State or local assessment of the supply and replenishment situation.

## RELATED PROGRAMS

Closely allied to the economic stabilization methods and procedures cited above are several other fiscal programs and activities of the Federal Government. They would be subject to overall stabilization policy. Also, their uses and effects should be considered in the development and administration of direct and indirect stabilization controls.

### Regulation of Securities.

The Securities and Exchange Commission collaborates with the Department of the Treasury in developing procedures for:

- Temporarily closing security exchanges, suspending redemption rights, and freezing stock and bond prices, if required for maintaining economic controls after an enemy attack or threat of attack.
- Reestablishing and maintaining a stable and orderly market for securities to the extent feasible under emergency conditions.

- Providing a national records system for establishing current ownership of securities in the event major trading centers and depositories were destroyed.
- Controlling the formation and flow of private capital, as it relates to new securities offerings, or the expansion of prior offerings, for establishing or reestablishing needed industries during or following a national emergency.
- Preventing the flight of capital outside this country and impounding securities in the hands of enemy aliens.

### Regulation of Rates.

Related to price control is rate regulation. Although primarily a State function, this is also a responsibility of various Federal agencies concerned with interstate or foreign commerce. These include the Interstate Commerce Commission, the Civil Aeronautics Board, the Fed-



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eral Communications Commission, and the Federal Power Commission.

### **Trade Regulation.**

Federal controls on exports and imports and on the availability and distribution of goods would also support emergency stabilization objectives. Agencies with regulatory or financing responsibilities in this area include the Department of State, the Department of Commerce, the Export-Import Bank, the Federal Trade Commission, the United States Tariff Commission, and the Federal Power Commission.

### **Financial Assistance.**

The many Federal programs of financial assistance—to State and local governments, institutions and organizations, families and individuals—would have a major effect on stabilization of the economy in an emergency and would be subject to emergency monetary and credit policy. These take such forms as grants, loans, loan guarantees, insurance, and benefit payments.

Agencies with specific planning assignments for providing emergency financial aid as needed are:

- Commerce (to certain producers, processors, and distributors and to air and marine transportation industries).
- Interior (to certain other producers, processors, and distributors).
- Agriculture (to farmers and other rural residents and the food industry for food produc-

tion, salvage programs, food processing, and other related programs).

- Labor (incentives and compensation for emergency workers).
- DHEW (to Social Security beneficiaries and to injured or needy individuals and welfare institutions).
- CAB (to the air transportation industry).
- The Small Business Administration (loans to industries for plant modernization, to small businesses for essential purposes).
- The Veterans Administration (various payments to veterans).
- The Federal Communications Commission (to common carriers and Commission licensees).
- The Railroad Retirement Board (benefits under the Railroad Retirement Act and the Railroad Unemployment Insurance Act).
- HHFA (for emergency housing and related community facilities).
- ICC (to domestic surface transportation and appropriate storage organizations).
- CSC (compensation and benefit systems for Federal employees).

### **Additional Measures.**

This Plan recognizes the possible need for additional, more severe controls and related economic actions. Planning must not ignore them. But their necessity would be lessened or eliminated by adequate preparedness to carry out the stabilization and other measures described in this chapter.



# Chapter 14

## PRODUCTION

Planning for and management of emergency industrial production covers the production and distribution of products and materials, the use of production facilities, the control of construction materials, and the furnishing of essential industrial services.

It is current policy that the Federal Government would regulate production and distribution through a priorities and allocations system only if established means of meeting emergency requirements were inadequate and

only to the extent necessary to accomplish production and distribution objectives.

In the immediate postattack period all decisions regarding production and distribution would be directed to the objective of national survival and recovery. This encompasses the maintenance and saving of lives, immediate military defense and retaliatory operations, and economic activities essential to continued survival and recovery, including the restoration of essential production before depletion of inventories.

### RESPONSIBILITIES

#### Federal.

The Federal Government is responsible for working with industry to assure maximum production and distribution to meet essential needs in emergency at all levels of government.

*Office of Emergency Planning.* OEP gives policy guidance and coordinates plans for production within the total national preparedness program and objectives. OEP establishes national objectives, determines program levels, and authorizes the resource agencies to meet these goals. OEP would adjudicate in instances in which competing demands exceeded availabilities of resources and national goals required reexamination.

*Business and Defense Services Administration.* Assigned to the Secretary of Commerce are planning and emergency functions and responsibilities for emergency industrial production, except for food and the domestic distribution of farm equipment and fertilizer (the re-

sponsibility of the Department of Agriculture) and electric power, fuels, and certain metals and minerals (the responsibility of the Department of the Interior). The Secretary has delegated these responsibilities to the Administrator of the Business and Defense Services Administration.

BDSA is responsible for:

- Having plans, policies, and programs to mobilize the Nation's industrial resources; for recruiting and training members of the National Defense Executive Reserve; and, in collaboration with the Office of Civil Defense, for encouraging and providing guidance to industry on such measures as personnel and facilities protection and management continuity in order to insure production capability in the event of more serious emergency.
- Implementing national policies and programs for producing, distributing, and using the Nation's industrial resources to fulfill the defense, atomic energy, space, and essential civilian and industrial programs of the Nation, as well as managing these production activities under general war conditions to meet the most essential

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This chapter was principally prepared by the Department of Commerce.



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survival, retaliatory, and recovery needs of the Nation.

- Developing postattack production and distribution measures required to fulfill evaluated national goals and programs for recovery, reconstruction, and rehabilitation of the national economy.
- Cooperating with other Federal agencies having mobilization responsibilities to assure fulfillment of national production and distribution programs.

### **State and Local Governments.**

State and local governments have a continuing responsibility for developing plans which will enable them to promote maximum production and effective distribution of essential items in a postattack situation in accordance with established Federal policy. These plans involve the development of methods for estimating inventories, assessing production capabilities, determining emergency requirements, and distributing essential items within each State. In addition, each State should plan now for a State emergency production and distribution agency to perform the above activities.

In a period of limited emergency State and local governments would be responsible for activating, to the extent necessary, planned emergency production and distribution measures consistent with national policies and programs.

Under conditions of nuclear attack, if Federal control were inoperable and until effective control were reestablished, the States and their political subdivisions would assist the Federal Government in its industrial resource management responsibilities in addition to conducting their own programs for management and distribution of locally available survival supplies.

State emergency production and distribution organizations would be called upon to provide full support to State civil defense authorities, State rationing authorities, and producers

of essential items or services in locating sources of supply. The State emergency production organizations would also be responsible for furnishing data relating to remaining supplies of and requirements for essential items within the State.

### **Industry.**

Private industry engaged in production and distribution of essential resources is responsible for cooperating with the Federal Government in developing preparedness plans. Under Title I of the Defense Production Act (as amended), industry is required to accept and perform contracts on a priority basis for defense, atomic energy, space, and other national security programs. BDSA currently administers this authority through a series of orders and regulations entitled the Defense Materials System (DMS).

In a limited emergency, industry would be responsible for cooperating with the Federal Government in fulfilling defense, atomic energy, space and essential civilian programs and for complying with Federal regulations relating to industrial production, construction, and use of industrial resources and to distribution of materials and products.

In the initial period following nuclear attack, industry would be responsible for the most effective use of existing resources, under emergency regulations and general policy guidance of the Federal Government through regional and field establishments. Should Federal direction be unavailable, the States and their political subdivisions would provide direction pending reestablishment of effective Federal direction and control.

Industry is responsible for cooperating with appropriate government authorities in operating its facilities in accordance with guidelines set forth by the Federal Government for the survival, restoration, and rehabilitation of the Nation.

## **BDSA ACTIONS**

### **General.**

The broad authority provided by the De-

fense Production Act permits BDSA to direct and control industrial production and distribu-





tion under any condition of emergency by taking the following types of actions:

- Issuing regulations and orders controlling the production, use, and distribution of products and materials and the construction and use of industrial facilities.
- Authorizing priorities for essential producers and services.
- Establishing mandatory preference in the performance of contracts or orders.
- Rescheduling production and deliveries on a mandatory basis.
- Issuing mandatory "set-aside" orders requiring suppliers to reserve part of production or stocks for designated purposes.
- Allocating facilities for specified production and providing necessary support for production equipment and machine tools.
- Establishing inventory restrictions and releasing requirements and criteria.
- Allocating materials to designated purchasers or classes of purchasers.
- Issuing production and distribution directives to require specific actions on the part of individuals or individual companies.
- Developing a production controls system for mobilization, including preparation of orders and regulations to carry out this authority.

#### Peacetime Preparations.

*DMS.* BDSA administers the Defense Materials System to support defense, atomic energy, and space programs and to provide a base for expansion of the system to include all of the national production efforts.

*Stockpiles.* BDSA makes recommendations to OEP concerning the national stockpile of strategic and critical materials. This consists of review and advice on programs for upgrading stockpile items, surplus disposals, purchase specifications, storage procedures, and technological developments which might affect the national stockpile.

*Survival Items.* The Survival Items Program is designed to determine the availability, in the event of an attack on the United States, of the required quantities of those items considered to be essential for the maintenance of life. For each item, BDSA makes comprehen-

sive national studies to determine production capability, supply-requirements position under attack conditions, and recommendations for remedial measures to alleviate indicated deficiencies in supply.

*Guidance.* Planning guidance by BDSA to State task groups on emergency industrial production and distribution, to assure coordination of State and Federal plans, includes assistance in developing State:

- Plans for determining size and location of primary and secondary inventories of essential items.
- Plans for determining location and capabilities of production sources of essential items.
- Systems for emergency distribution of essential items.
- Methods of estimating requirements of resources needed to maintain essential item production.

*Other Functions.* BDSA also carries out the following emergency preparedness activities:

- Identifies those products and services, and their producing or supporting facilities, which are of exceptional importance to mobilization readiness, national defense, or postattack survival and recovery.
- Conducts general supply-requirements studies and component studies to determine the capability of industry to meet industrial production requirements under various emergency conditions.
- Develops methods for the assessment of industrial production capability in the event of enemy attack and the dependency upon suppliers of materials, components, and services.
- Conducts training and recruitment programs for its complement of the National Defense Executive Reserve in order to provide a capability at national and field levels to carry out Federal responsibilities with respect to the management of emergency industrial production and distribution.
- Maintains at national relocation sites and selected regional sites essential working data required for emergency operations to support the field organizations of BDSA.



**Limited Emergency.**

In addition to intensifying its peacetime activities, BDSA would, to the extent required:

- Secure expansion or reinstatement of parts of the Defense Production Act to permit use of priorities in support of essential civilian production, construction, and distribution programs.
- Bring headquarters and field organizations to the strength required to meet the emergency through activation of the BDSA complement of the National Defense Executive Reserve and through full utilization of field office staffs.
- Initiate programs for expanding the capacity of production facilities or for increasing the output of existing facilities.
- Activate the BDSA emergency relocation sites in preparation for carrying out production and distribution responsibilities.

**General War.**

All efforts would be exerted to achieve national control and direction of industrial production and distribution programs as soon as possible. The BDSA national headquarters would direct its regional and field offices located throughout the country and would provide through these elements guidance to State emergency industrial production agencies.

Whenever central direction were disrupted, postattack programs for production and distribution would be carried out at the BDSA regional or field office levels, or by State and local governments within the framework of Federal policy. These regional and field offices, empowered to act for the Secretary of Commerce in emergency, would be responsible for working with producers and wholesalers to assure maximum production and a continuing supply of essential items to meet essential needs.

BDSA would issue interim emergency regulations modifying and expanding the Defense Materials System to control the distribution and use of essential items in support of essential activities. These emergency regulations would:

- Provide automatic purchase priorities for the use of companies and persons producing essential items and furnishing essential services to obtain from nonretail sources maintenance, repair, and operating supplies, capital equipment, and production materials. (These regulations would require neither the submission of applications nor specific government authorization and would serve as an interim emergency measure.)
- Limit the distribution of inventories of selected finished essential items to the filling of priority orders or by specific authorization of appropriate Federal and State authority in order to avoid dissipation of existing supplies.

Any or all the following BDSA activities would also be undertaken to meet general-war circumstances as required:

- Assume control and supervision of the 42 field offices of the Department of Commerce.
- Activate the BDSA Executive Reserve. (BDSA Executive Reservists would be available for full-time employment and would report to predesignated assignments.)
- Provide emergency priorities assistance to Federal, State, and local government agencies and to industry in expediting industrial production and directing distribution to fulfill essential needs. (BDSA regional organizations would maintain postattack liaison with regional offices of OEP and OCD and with other Federal agencies having representatives at the regional level. They would also furnish policy direction to subordinate BDSA field offices and to State emergency industrial production agencies.)
- Issue regulations as needed to support restoration and rehabilitation programs.
- Implement industrial production and distribution programs for essential resources for recovery of the country.
- Initiate procedures for rehabilitation of facilities after attack.
- Activate, as required, procedures for financial aids and incentives to producers, processors, and distributors of essential items.



# Chapter 15

## HOUSING

### Definitions.

For the purposes of this chapter, the items listed below have the indicated meanings:

*Emergency Housing:* Any and all types of accommodations used as emergency dwellings.

*Community Facilities:* Installations necessary to furnish water, sewer, electric, and gas services between the housing unit or project and the nearest practical source.

### SPECIAL PLANNING FACTORS

#### Limited Emergency.

Under emergency conditions short of attack, the need for housing and related community facilities would be primarily to support defense industries, mobilization centers, and military installations. The rapid influx of workers and military personnel into certain areas to man these defense activities might create problems to such an extent that Federal assistance would become necessary and might require action to control inflation and the use of materials in housing construction. In addition, it would be necessary to accelerate preparations for meeting needs after a nuclear attack.

#### General War.

The need for emergency housing, in the event of a nuclear attack, would arise in particular communities because of housing destruction, damage, or denial within the locality or because of population shifts from other areas.

The housing needs thus created would to the extent possible be met initially through intensive use of existing habitable structures under the emergency billeting process. The period of time displaced persons could be housed in existing structures on a billet basis, however,

This chapter was principally prepared by the Housing and Home Finance Agency.

would be severely limited because of health and morale problems. Therefore, the need might arise almost immediately to create additional housing through the use of tents and trailers in inventory, conversion of nondwelling structures to dwelling use, repair of damaged housing, and construction of new barrack-type structures.

In the immediate postattack period this would have to be done by local and State governments with the materials, equipment, and manpower available. Although there are many variables involved, it is reasonable to assume that some time would elapse before the Federal Government could become effective in providing assistance and direction.

Building materials, supplies, equipment, and manpower would be under tight controls, and housing construction would be limited to austere plans.


#### Recovery.

As the survival period merged into the recovery period, emphasis would shift from temporary housing units to permanent repair of damaged units, construction of permanent housing and facilities, and community development.

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## RESPONSIBILITIES

### Housing and Home Finance Agency.

HHFA prepares emergency plans covering all aspects of housing and the community facilities related thereto (excluding farm housing, housing and community facilities in Federal ownership at or near Atomic Energy Commission installations, and on-base military housing). HHFA also assumes the initiative in developing joint plans for the coordination of civilian housing emergency programs of those agencies which normally have responsibilities for any segment of such activities. By contractual or other agreements, the HHFA Administrator will utilize to the maximum those capabilities of other agencies qualified to perform or assist in the performance of assigned functions.

*Principal Programs.* These broad responsibilities include developing specific plans and programs and achieving readiness for:

- Construction, repair, and management of emergency housing and related facilities; acting as claimant for their material requirements; and allocating and distributing such items.
- Selection, acquisition, development, and disposal of land for civilian use in new, expanded, restored, or relocated communities.
- Construction of housing for new or restored communities.
- Financing of housing and related community facilities.

*Related Programs.* HHFA also performs the following functions related to housing:

- Assists the Office of Civil Defense (OCD) in developing plans to encourage the construction and financing of fallout shelters.
- Cooperates with the Department of Health, Education, and Welfare (DHEW), the Office of Emergency Planning (OEP), and OCD in planning for the provision of emergency water and sanitation facilities for emergency housing by assuming responsibility in this area for construction (including financing), engineering standards, and contract performance.
- Develops techniques and methods of computation to assess damage to housing and to

evaluate remaining resources after a nuclear attack in order to supply OCD and OEP with emergency housing resource data.

- Assists OCD with plans for determining areas to be restored and for moving people on a temporary basis from areas to be abandoned to areas where housing were available or could be made available.
- Participates with OEP and other Federal agencies in developing emergency preparedness measures for emergency financing, real estate credit, and rent stabilization.

### Other Federal Agencies.

*Office of Emergency Planning.* OEP advises and assists the President in determining policy for the National Emergency Housing Program and in coordinating its performance with the total national preparedness program. It also provides guidelines to HHFA for participation in the strategic and critical materials stockpiling program and in the economic stabilization program.

*Department of Health, Education, and Welfare.* DHEW insures execution of the emergency billeting program, develops and coordinates an emergency water supply program (including quantitative and qualitative standards for design, operation, and maintenance of emergency water and sanitation facilities), and provides guidance to assure that health and sanitary requirements have been considered and carried out to the extent practicable.

*Department of the Interior.* Interior coordinates plans for the use of gas and electric service for emergency housing. It also develops procedures for carrying out priorities and allocations of gas and electricity.

*Department of Commerce.* Commerce develops systems for priorities and allocations of construction materials and equipment and their transportation as needed for emergency housing and community facilities.

*Department of Defense.* DOD is responsible for providing fallout shelter, for housing under its jurisdiction, and for policy guidance and program criteria, through OCD, to govern



HHFA plans for civil defense aspects of emergency housing and community facilities.

*Department of Agriculture.* USDA develops plans for repair, restoration, and construction of farm housing, including financing when necessary.

*Atomic Energy Commission.* AEC is responsible for housing and community facilities in Federal ownership at or near AEC installations.

### State Governments.

The government of each State directs and coordinates the preattack preparedness and postattack emergency operations of the State and its political subdivisions and insures that such activities are compatible with those of the Federal Government. This applies to the management of designated resources within the State, including materials and equipment necessary for the repair, conversion, or construction of emergency housing and related community facilities.

State governments would also assist their political subdivisions in providing emergency housing and community facilities.

If financial assistance from the Federal Government should be required in advance for emergency construction, or as reimbursement, the States would develop requests for such aid in accordance with appropriate Federal policies and guidelines.

### Local Governments.

The government of each political subdivision directs and coordinates its preparedness and emergency operations in accordance with Federal and State emergency plans and programs. This applies to the local management of secondary resources, including materials and equipment necessary for the repair, conversion, or construction of emergency housing and related community facilities.

Housing functions that would be performed as necessary and feasible by local governments in a postattack period are as follows:

- Determine local emergency housing needs.
- Prepare a locality housing plan.

- Select damaged housing for repair, structures for conversion, and sites for mobile housing or construction of new housing.
- Inventory, acquire, and use existing stocks of tents and trailers.
- Develop cost estimates and maintain accounting records necessary for Federal financial assistance, consistent with Federal guidelines.
- Determine local construction resources, including manpower.
- Acquire land and buildings.
- Claim and control the use of materials and equipment allocated to the housing program and claim necessary manpower.
- Contract for and supervise construction of emergency housing, repair of damaged housing, and conversion of nondwelling structures to dwelling use.
- Contract for and supervise repair, construction, or expansion of community facilities related to emergency housing.
- Manage emergency housing.
- Direct the use of private housing and protect the equity and interests of the legal owners of private housing when for any reason the legal owners were not available.

### Private Organizations.

The housing industry, building material suppliers, and plumbing, heating, and electrical contracting firms would assist governments (local, State, and Federal) in carrying out the emergency housing and community facilities programs in their local communities. This assistance includes management continuity, personnel and facility protection, conversion of supplies, and restoration of damaged facilities systems.

### Property Owners.

Private citizens or corporations who own houses, hotels, motels, or any such structures which could be used for emergency housing would be responsible for making them available when and if required by appropriate local, State, or Federal authorities.



## ORGANIZATION

### HHFA.

The Housing and Home Finance Administrator has issued an order providing for the automatic establishment of the HHFA Emergency Field Service upon declaration of a civil defense emergency. This organization would be a means of coordinating Agency activities at local, State, and regional levels and would have the emergency powers needed to carry out Agency emergency responsibilities in the event central direction were disrupted.

The basic unit in the organization is the HHFA Emergency State Office (the FHA Insuring Office nearest the State capital), which would be responsible for all HHFA activities within the State. The director of this office maintains liaison with the State Emergency Planning Director and the State Civil Defense Director.

Each regional office, subject to overall policy guidance from the OEP Regional Director, would supervise and coordinate the activities of HHFA State offices within the regions and maintain liaison with their regional counterparts in OEP, OCD, and other Federal agencies. The HHFA Regional Administrator

would also receive information and assistance from the OCD Regional Director regarding the overall civil defense situation, together with his recommendations on the civil defense needs of specific geographic areas within a region.

### State.

To be prepared for postattack emergencies, each State government must establish a State housing organization to develop and provide policies and guidance consistent with national civil emergency planning.

### Local.

In most communities there is no existing governmental organization which could assume responsibility in the housing area. Local government should therefore plan for the establishment of an emergency governmental organization which could provide, maintain, and manage emergency housing. Such a group could be drawn from local housing authorities, builders, and realtors.

HHFA has prepared for this purpose a "Guide to Local Governments for Establishing and Operating a Local Emergency Housing Service."\*

## OPERATING GUIDES

The basic plans for executing emergency housing programs are contained in a series of Federal operating guides prepared by HHFA.\* They are for use by HHFA field offices and the States and localities in organizing and proceeding with the provision and management of emergency housing and community facilities.

They also instruct States and localities on procedures for obtaining technical and financial assistance from the Federal Government as necessary. The documents contain instructions which would enable the HHFA Emergency Field Service to assist State and local governments in such activities or to undertake federally sponsored construction and management.

\*These are to be published as appendices to the *Federal Civil Defense Guide*.

The operating guides are discussed below in broad terms.

### Emergency Housing.

*Tents and Trailers.* In the preattack period local government should prepare an inventory of existing stocks of tents and house trailers in the hands of dealers and manufacturers located within its geographic or jurisdictional area. Postattack activities include a determination as to what portion of the emergency housing need could be met and the process of putting these resources into place where they could be used. The guide entitled "Emergency Use of Tents and Trailers" contains instructions on how to prepare and keep a current inventory and standards for occupancy site selection, financing, and management.



*Conversions.* Conversion is only one of several methods of providing emergency housing. By definition, "conversion" is a term used to indicate a nondwelling structure which is physically altered by construction changes or additions so that it may be used as living quarters for people. The guide entitled "Emergency Conversion of Non-Dwelling Structures to Dwelling Use" contains guidance and instructions for State and local officials and the HHFA field staff in this connection, including standards for determining convertibility, methods of financing, and sample forms.

*Repair.* Emergency repairs to damaged housing are those repairs which can be done quickly with the materials and manpower available locally and under the control of, or readily obtainable by, the local government. The term includes emergency repairs essential for restoring the damaged structures to housing use; it may or may not include the repair of all damage sustained by the structure. The guide entitled "Emergency Repair of Damaged Housing" contains criteria for determining which structures are repairable and methods, organization, sample contract forms, and financing procedures for housing repair programs.

*Construction.* Plans, drawings, specifications, and material lists have been developed for the prefabrication and erection of emergency barrack-type structures to accommodate 20 persons each or to be subdivided into family units. Some have been designed for use as mess halls and lavatories. Instructions for their use, covering administrative procedures, design criteria, construction and financing procedures, and sample forms, are contained in the guide entitled "Emergency Housing Construction (Barracks)."

#### **Community Facilities.**

Policies, procedures, and forms have been developed whereby State and local governments and privately owned utility companies could obtain technical and financial assistance in the

provision of essential community facilities related to housing. HHFA regional and State offices would inform applicants of the requirements to be met as a condition to receiving such emergency assistance.

The HHFA Emergency Field Service is prepared to assess damage to existing public water supply facilities, to aid in their repair or restoration, to help provide emergency facilities, to evaluate estimates of maximum capacity and expansion possibilities of existing systems, and to assist in planning for relocatees.

To this end, graphic water-system data for planning and operating use have been prepared. This material consists of State and local maps with corresponding listings which describe the points located on the maps.

Sets of these materials are prepositioned at HHFA National and Regional Offices, at State offices or relocation sites, at State civil defense offices, at OCD Regional Offices, and at DHEW Regional Offices and relocation sites.

#### **Management.**

Emergency housing requires management. To meet this need, the operating guide entitled "Emergency Housing Management Manual" has been prepared. It contains policies and procedures covering the selection of tenants, causes of removal, collection and disposition of rents, and other types of housing management activities.

In addition, emergency housing management extends to any part of the postattack housing supply which might be left without effective ownership and management. Basically, it would consist of housing for which FHA had written mortgage insurance or on which VA had guaranteed mortgages, but would also include any other "ownerless" housing.

This management would be for the purposes of insuring the best use of housing for survival and recovery, and for conserving its value for the owners and, where applicable, the Federal Government.



# Chapter 16

## GOVERNMENT OPERATION

For their successful execution in an emergency, the functions set forth in the other chapters of the Plan would depend on the preserva-

tion or reconstitution of government and the conduct of certain administrative functions. These matters are discussed in this chapter.

### CONTINUITY OF GOVERNMENT

#### Objective.

National survival requires the survival and effective operation of civil political leadership and authority under all conditions.

#### Responsibilities.

All levels and branches of government are responsible for developing, maintaining, and improving plans, procedures, and capabilities necessary to insure their survival and effective operations under all kinds of emergencies.

*Office of Emergency Planning.* OEP is responsible for:

- Developing policies and plans, conducting programs, and coordinating preparations for continuity of the Federal Government under national emergency conditions.
- Planning for the nonmilitary organization and functioning of the Federal Government in time of national emergency, including policy guidance for determination of essential functions and for recruitment and emergency assignment of National Defense Executive Reserves.
- Providing guidance to the Federal agencies in developing their emergency continuity plans and in preparing related implementing documents and procedures.
- Providing advice and assistance, as appropriate, to the legislative and judicial branches of the Federal Government in developing their emergency plans.

This chapter was prepared by the Office of Emergency Planning.

- Providing advice and guidance to the States with regard to preparations for the continuity of State and local governmental authority in the event of attack.
- Developing procedures whereby representative civilian government could be reestablished if disrupted.

*Other Federal Agencies.* Each Federal agency is responsible for developing plans and procedures, in accordance with OEP guidance, for continuity of its essential operations under all kinds of emergencies.

#### Specific Actions.

The following preparatory actions are appropriate for governments at each level:

- Amendment of constitutions, enactment of legislation, or issuance of orders for the establishment of automatic emergency lines of succession in depth for top executives, legislators, the judiciary, and other key personnel; promulgation and maintenance of succession lists on a current basis.
- Predelegation of emergency authorities, where feasible, to personnel at alternative locations.
- Identification of essential emergency functions and development of operating procedures for their implementation.
- Identification, selection, and preservation of essential documents and records.





- Establishment and maintenance of appropriately protected emergency operating facilities.
- Development of procedures, in consonance with established policy, for prelocation or relocation of personnel with emergency assignments.
- Establishment of communications systems to alert each element of government and to pro-

vide for relaying of essential information within and among governments.

- Assurance of readiness in each element of government to respond to warning and take necessary actions.
- Development of plans for protection and optimum use of government personnel, facilities, and equipment.
- Testing, evaluation, and improvement of all readiness plans and capabilities periodically.

## MAINTENANCE OF CIVIL ORDER

### Objectives.

To preserve human rights and humanitarian values within the framework of the American concept of democratic government, the government must act within the tradition of legal civil authority, even under national emergency conditions.

Specifically, law enforcement functions, including judicial proceedings, must be carried out according to the requirements of law and, to the extent feasible, in accordance with established and accepted practices and procedures.

### Responsibilities.

*State and Local Governments.* Responsibility for maintenance of civil order rests in the first instance with local government. Each State government would support local law enforcement activities in an emergency as the situation required and would assist and coordinate the emergency law enforcement planning of its political subdivisions.

State and local governments would aid in the enforcement of Federal operations and emergency measures.

*Office of Emergency Planning.* At the Federal level, the Director of OEP assists the President in coordinating Federal agency planning and guidance to States relating to maintenance of civil order in a national emergency.

*Office of Civil Defense.* OCD provides guidance to State and local governments for emergency maintenance of law and order.

*Other Federal Agencies.* The heads of Federal agencies normally having responsibilities for law enforcement are to develop plans and

operating procedures for carrying out their responsibilities in a national emergency.

### Specific Actions.

To achieve the stated objectives, the following preparatory actions are appropriate for the indicated levels of government:

- Adaptation of existing State and local law enforcement procedures to national emergency conditions.
- Preparations to augment regular police forces and other law enforcement personnel, including the orienting, training, and equipping of auxiliary forces.
- Enactment or modification of statutes, ordinances, and regulations to remove impediments to the maintenance of order under emergency conditions.
- Preparations for the orderly use of armed forces to assist regular police forces in the maintenance of civil order or to act as a direct instrument of the Federal Government in local areas in which such action were required by overriding national purpose.\*
- Development by States, in cooperation with Federal agencies, of plans for mutual assistance in intrastate and interstate law enforcement operations during a national emergency.
- Development of plans to assure that any restrictions imposed on the exercise of rights and liberties during a national emergency be limited both in scope and duration to the minimum required by the circumstances.

\*Military support of civil defense operations is treated in Chapter 2. Civil Defense.



## EMERGENCY INFORMATION

### Objectives.

The public must be well informed in order to retain the will to survive and recover as a nation, to take effective emergency measures, and to contribute maximum support to the emergency activities of government. This requires not only suitable means of communicating with the public under emergency conditions but also reliable and authoritative information.

### Responsibilities.

Federal, State, and local governments are responsible for preparing and distributing information on survival and recovery measures to be taken by individuals, institutions, industries, and government elements. Government officials at all levels should seek the continued voluntary cooperation of broadcasting systems and stations, newspapers, magazines, and other principal public information media.

*Office of Emergency Planning.* OEP has primary responsibility for recommending to the President the assignment of emergency information roles to appropriate government agencies, so that emergency news and instructions from government sources could be accurately and adequately presented. OEP is also responsible for developing plans and procedures for Presidential communication to the Nation in a postattack period.

*Office of Civil Defense.* OCD is responsible for:

- Acquainting the public with civil defense policies and programs.
- Supporting and advising State and local governments, information media, and national organizations in conducting civil defense information programs.
- Assisting other Federal agencies in disseminating civil defense information during the emergency.

*Other Federal Agencies.* With OEP and OCD guidance, other Federal agencies are responsible for providing facilities and staff to prepare emergency news releases related to their responsibilities, as well as information useful to the public, government, institutions, or

industries or in support of United States foreign policy objectives in an emergency.

*State and Local Governments.* These are responsible for establishing and staffing emergency communications facilities as authorized and for preparing, in cooperation with public information media, to disseminate warning, survival, and recovery information.

### Specific Actions.

To achieve the stated objectives, the following governmental preparatory actions are appropriate:

- Organization and training of emergency staffs at all levels of government, to be supplemented in time of crisis by volunteer personnel from appropriate public information media.
- Establishment of priorities for the release of information.
- Development of procedures for preparing program material in cooperation with the radio-television industry and the press.
- Development of plans to advise all information media on protective measures, such as shelter, dispersal, and procurement of emergency supplies and power needed for maintaining operations.
- Development of plans to assure that all information for general distribution conforms to national security requirements.
- Development of plans to assist all public information media in restoring disrupted services and to assure that emergency information would be made available as quickly as possible.

### Emergency Broadcast System.

The Emergency Broadcast System (EBS) has been devised to provide the President and the Federal Government, as well as State and local governments, with a means of communicating with the general public through nongovernmental broadcast stations before, during, and after attack.

Mass communications from such sources might include messages from the President or other Federal officials and national, regional, State, and local area instructions, news, and information.



The EBS plan provides for utilizing facilities and personnel of the entire nongovernmental communications industry on a voluntary basis. The result is a functional system to be

operated by the industry under appropriate governmental regulation and in a controlled manner consistent with national security requirements during a national emergency.

## INTERNATIONAL COOPERATION

### Objectives.

The general objective is to assure in an emergency the most effective use of the resources and services of the United States and its allies and to promote the overall emergency preparedness effort.

A vital element of this cooperation is to obtain maximum collaboration between civilian and military planning organizations on international problems of mutual concern in order that emergency planning in the civilian and military fields be consistent and mutually supporting.

### Responsibilities.

*Department of State.* State provides all other agencies with foreign policy guidance, leadership, and coordination in the formulating and executing of those emergency preparedness activities which may have foreign policy implications, affect foreign relations, or depend directly or indirectly on the policies and capabilities of the Department.

*Office of Emergency Planning.* OEP provides overall coordination and policy guidance to insure that cooperative international emergency plans and arrangements to which the United States is a party are compatible with domestic plans and programs of the Federal Government. OEP also:

- Advises and assists the President in providing assistance to border States in planning, through the Department of State, mutual assistance arrangements with neighboring countries.
- Advises and assists the President in the development of policies and procedures to determine the ability of this Nation's resources to meet the requirements of foreign programs and the United States' needs for resources from other nations.
- In cooperation with the Department of State, represents the United States in the development

of international civil emergency plans and programs and cooperative wartime arrangements for mutual assistance.

- Determines from time to time the materials to be contracted for, or purchased for a supplemental stockpile, with foreign currencies.
- Maintains liaison with allied and friendly foreign nations and international organizations to exchange information of mutual benefit and assist them in the development of their civil emergency plans and readiness programs.

*Office of Civil Defense.* In cooperation with the Department of State, OCD maintains liaison with and assists friendly foreign nations in developing and improving their civil defense programs. OCD also:

- Represents the United States in international conferences, and develops and coordinates the United States position, with respect to all phases of civil defense planning.
- Provides assistance to neighboring countries, as requested, in joint operational planning and mutual assistance in civil defense.
- Maintains a program for the exchange of public, technical, and research information on civil defense with friendly foreign nations and international alliances.

*Department of the Treasury.* Treasury participates in bilateral and multilateral financial arrangements with foreign governments and international financial institutions and regulates both foreign assets in the United States and foreign financial dealings. Other Federal agencies assist in the performance of these responsibilities.

Treasury also administers customs laws and laws governing importation, manufacture, and distribution of narcotics.

*Department of the Interior.* Interior takes into account the estimated needs of allied coun-



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tries in assembling, developing, and evaluating requirements for electric power, petroleum and gas, solid fuels, and minerals.

In cooperation with the Department of State, Interior represents the United States in development of international civil emergency plans and programs for petroleum and solid fuels and assists in formation and support of appropriate organizations concerned with emergency fuel and energy problems.

*Department of Agriculture.* USDA takes into account estimated foreign needs in assembling, developing, and evaluating requirements for assigned food resources and services. It also:

- Develops priorities, allocation and distribution control systems, and related plans to insure that available food resources were properly apportioned among and distributed to foreign claimants in an emergency.
- Ascertains the availability of food and related products from foreign areas to supplement domestic supplies and makes necessary plans and arrangements to assure obtaining the needed products from such foreign sources.

*Department of Commerce.* Commerce develops long-range programs designed to integrate the mobilization requirements for movement, during an emergency, of all forms of commerce with all types of international transportation systems.

In consonance with international treaties and in cooperation with other Federal agencies, the States, and their political subdivisions, the Department develops emergency plans and pro-

cedures with respect to highway systems, ocean shipping, port allocation, and civil air carrier transportation, to meet the needs of the Nation and its allies.

Commerce also takes into account estimated foreign needs in assembling, developing, and evaluating estimated requirements for assigned production resources and services.

It also controls the flow of exports from the United States to meet foreign policy objectives and national security requirements and to minimize the inflationary impact of abnormal foreign demand.

*Atomic Energy Commission.* AEC disseminates to approved friendly and cooperating foreign nations atomic energy information and scientific and technical reports and data relating to nuclear science research, development, engineering, applications, and effects. It also maintains liaison with all foreign nations on atomic energy activities of mutual interest.

*Export-Import Bank.* Under foreign policy guidance of the Department of State, the Export-Import Bank develops plans to use its resources in expansion of productive capacity abroad for essential materials, in foreign barter arrangements, in acquisition of emergency imports, or in any other matter designed to strengthen the relative position of the United States and its allies or to assist neutral nations.

*Federal Communications Commission.* FCC develops plans and procedures, in consonance with national telecommunications plans and policies, covering use of common-carrier facilities and services to overseas points to meet vital needs in an emergency.

## SITUATION ANALYSIS

### Objective.

A fundamental requirement of civil emergency operations would be the systematic and effective analysis of the condition of human and material resources in any contingency, particularly a nuclear attack.

To achieve this, each level of government, as appropriate to its emergency needs, must develop and maintain systems capable of rapidly

providing reasonably accurate estimates of attack effects, postattack requirements, and quantities and locations of surviving resources useful to recovery. Each must also develop and maintain analytical systems capable of facilitating the rapid translation of authoritative statements of national policies and goals into action programs consistent with the best available estimates of the situation.



**Responsibilities.**

*Office of Emergency Planning.* With participation and support from other Federal agencies, OEP maintains a national resource evaluation capability to support emergency preparedness planning at all levels of government by predicting and monitoring the condition of resources under all degrees of emergency, ranging from international tension to postattack recovery.

OEP coordinates Federal activities in support of situation analysis for purposes of continuity of government and for central programming and management of resources. It administers these programs through the National Resource Evaluation Center (NREC).

Using its own and associated facilities, NREC acts as a depository for preattack and postattack resource data and as an information exchange mechanism to support emergency decision-making.

*Department of Defense.* DOD supports OEP situation analysis activities through various forms of technical assistance, through operations which acquire and report weapon and damage information, and through participation in the NREC program.

The Office of Civil Defense coordinates Federal activities in support of situation analysis

for civil defense purposes. OCD also serves as a depository for preattack and postattack resource data related to civil defense and as an exchange point and situation analysis center for civil defense planning and operations.

*Other Federal Agencies.* As appropriate, all Federal agencies participate in the national resource evaluation programs, maintain the capability to assess the effects of attack on resources under their cognizance, and provide NREC with data required for plans, programs, and operations in the fields of continuity of government and central resource programming and management.

Each agency also provides OCD with data required for civil defense plans, programs, and operations.

*Regional and Field Offices.* Federal agencies at the regional level provide a channel for resource evaluation data flow between the States and the national evaluation centers.

OEP Regional Offices continually analyze the status of government continuity and operations, resource mobilization and use, and economic stabilization measures taken within the Region as a basis for Regional Office action and for national reporting.

Similarly, OCD Regional Offices analyze the status of the population and resources vital to civil defense operations.



## INDEX OF AUTHORITIES

### Introduction.

This appendix indicates the principal Federal statutes and Executive orders concerned with emergency preparedness.

Omitted from this index are the many other Federal statutes and orders only partially or indirectly affecting emergency preparedness, as well as State and local authorities and regulations. Nor does this include the numerous inter-agency and Federal-State agreements which establish divisions of responsibility and administrative procedures within the fundamental grants of authority.

Each statute title is followed by a reference to the statute's location in the United States Code. Executive orders are listed first by number and include the Federal Register citation. They are then listed by Federal agency, where appropriate. Lastly, a list of relevant subjects shows those orders in which each is treated.

### Principal Statutes.

*The National Security Act of 1947*, as amended (50 U.S.C. 402-405).

*The Federal Civil Defense Act of 1950*, as amended (50 U.S.C. App. 2251).

*The Defense Production Act of 1950*, as amended (50 U.S.C. App. 2061).

*The Strategic and Critical Materials Stock Piling Act*, as amended (50 U.S.C. 98a).

*The Federal Property and Administrative Services Act of 1949*, as amended, section 203j—on surplus property (40 U.S.C. 484).

*Reorganization Plan No. 1 of 1958* as amended (5 U.S.C. 133z-15, note).

### Principal Executive Orders as Issued.

*E.O. 10346*, as amended, Preparation by Federal Agencies of Civil Defense Emergency Plans, dated April 17, 1952 (17 FR 3477).

*E.O. 10421*, as amended, Providing for the Physical Security of Facilities Important to the National Defense, dated December 31, 1952 (18 FR 57).

*E.O. 10480*, as amended, Further Providing for Administration of the Defense Mobilization Program, dated August 14, 1953 (18 FR 4939).

*E.O. 10529*, as amended, Participation of Federal Employees in State and Local Civil Defense Pre-Emergency Training Programs, dated April 22, 1954 (19 FR 2397).

*E.O. 10952*, as amended, Assigning Civil Defense Responsibilities to the Secretary of Defense and Others (specifically the Director of the Office of Emergency Planning), dated July 20, 1961 (26 FR 6577).

*E.O. 10705*, as amended, Delegating Certain Authorities of the President Relating to Radio Stations and Communications, dated April 17, 1957 (22 FR 2729).

*E.O. 10958*, as amended, Delegating Functions Respecting Civil Defense Stockpiles of Medical Supplies and Equipment and Food (to the Secretaries of the Department of Health, Education, and Welfare and the Department of Agriculture), dated August 14, 1961 (26 F.R. 7571).

*Assignment Orders of February 16, 1962:*

• *E.O. 10997*, Assigning Emergency Preparedness Functions to the Secretary of the Interior (27 FR 1522).

• *E.O. 10998*, Assigning Emergency Preparedness Functions to the Secretary of Agriculture (27 FR 1524).

• *E.O. 10999*, Assigning Emergency Preparedness Functions to the Secretary of Commerce (27 FR 1527).

• *E.O. 11000*, Assigning Emergency Preparedness Functions to the Secretary of Labor (27 FR 1532).

• *E.O. 11001*, Assigning Emergency Preparedness Functions to the Secretary of Health, Education, and Welfare (27 FR 1534).

• *E.O. 11002*, Assigning Emergency Preparedness Functions to the Postmaster General (27 FR 1539).

- *E.O. 11003*, Assigning Emergency Preparedness Functions to the Administrator of the Federal Aviation Agency (27 FR 1540).
- *E.O. 11004*, Assigning Emergency Preparedness Functions to the Housing and Home Finance Administrator (27 F.R. 1542).
- *E.O. 11005*, Assigning Emergency Preparedness Functions to the Interstate Commerce Commission (27 FR 1544).

*E.O. 11051*, as amended, Prescribing Responsibilities of the Office of Emergency Planning in the Executive Office of the President, dated September 27, 1962 (27 FR 9683).

*Assignment Orders of February 26, 1963:*

- *E.O. 11087*, Assigning Emergency Preparedness Functions to the Secretary of State (28 FR 1835).
- *E.O. 11088*, Assigning Emergency Preparedness Functions to the Secretary of the Treasury (28 FR 1837).
- *E.O. 11089*, Assigning Emergency Preparedness Functions to the Atomic Energy Commission (28 FR 1839).
- *E.O. 11090*, Assigning Emergency Preparedness Functions to the Civil Aeronautics Board (28 FR 1841).
- *E.O. 11091*, Assigning Emergency Preparedness Functions to the Civil Service Commission (28 FR 1843).
- *E.O. 11092*, Assigning Emergency Preparedness Functions to the Federal Communications Commission (28 FR 1847).
- *E.O. 11093*, Assigning Emergency Preparedness Functions to the Administrator of General Services (28 FR 1851).
- *E.O. 11094*, Assigning Emergency Preparedness Functions to the Board of Governors of the Federal Reserve System, the Federal Home Loan Bank Board, the Farm Credit Administration, the Export-Import Bank of Washington, the Board of Directors of the Federal Deposit Insurance Corporation, the Securities and Exchange Commission, the Administrator of the Small Business Administration, the Administrator of Veterans Affairs (28 FR 1855).
- *E.O. 11095*, Assigning Emergency Preparedness Functions to the Board of Directors of the Tennessee Valley Authority, the Railroad Re-

tirement Board, the Administrator of the National Aeronautics and Space Administration, the Federal Power Commission, the Director of the National Science Foundation (28 FR 1859).

*E.O. 11179*, Providing for the National Defense Executive Reserve, dated September 22, 1964 (29 FR 13239).

#### Principal Executive Orders by Agency.

*Office of Emergency Planning.* Prescribing Responsibilities of the Office of Emergency Planning in the Executive Office of the President\*—11051.

*Department of Defense.* Assigning Civil Defense Responsibilities to the Secretary of Defense and Others—10952.

*Other Departments.* Assigning Emergency Preparedness Functions to the:

- Secretary of State—11087.
- Secretary of the Treasury—11088.
- Postmaster General—11002.
- Secretary of the Interior†—10997.
- Secretary of Agriculture†‡—10998.
- Secretary of Commerce †—10999.
- Secretary of Labor—11000.
- Secretary of Health, Education, and Welfare†—11001.

*Other Agencies.* Assigning Emergency Preparedness Functions to the:

- Atomic Energy Commission—11089.
- Civil Aeronautics Board—11090.
- Civil Service Commission—11091.
- Export-Import Bank of Washington—11094.
- Farm Credit Administration—11094.
- Federal Aviation Agency, Administrator of the—11003.
- Federal Communications Commission—11092.
- Federal Deposit Insurance Corporation, Board of Directors of the—11094.
- Federal Home Loan Bank Board—11094.
- Federal Power Commission—11095.
- Federal Reserve System, Board of Governors of the—11094.

\*See also E.O. 10480 and E.O. 10952.

† Agencies having primary delegations of Defense Production Act priorities and allocation authorities by virtue of provisions of E.O. 10480.

‡See also E.O. 10953.



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- General Services, Administrator of—11093.
- Housing and Home Finance Administrator—11004.
- Interstate Commerce Commission †—11005.
- National Aeronautics and Space Administration, Administrator of the—11095.
- National Science Foundation, Director of the—11095.
- Railroad Retirement Board—11095.
- Securities and Exchange Commission—11094.
- Small Business Administration, Administrator of the—11094.
- Tennessee Valley Authority, Board of Directors of the—11095.
- Veterans Affairs, Administrator of—11094.

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- Atomic Energy*—10421, 10999, 11089.
- Central Programming*—10480, 11051.
- Chemical, Biological, and Radiological Defense*—10952, 10997, 10998, 10999, 11001, 11003, 11005, 11095.
- Civil Defense*—10346, 10529, 10952, 10958, 11051.
- Claimancy*—10997, 10998, 10999, 11000, 11001, 11003, 11004, 11005, 11089, 11090, 11092, 11093, 11095.
- Communications* (see *Telecommunications*).
- Continuity of Government*—10346, 10952, 11051.
- Continuity of Operations*—10346, 10421, 10997, 11089, 11091, 11092, 11093, 11094, 11095.
- Damage Assessment*—10952, 10997, 10998, 10999, 11000, 11001, 11002, 11003, 11004, 11005, 11089, 11090, 11092, 11093, 11094, 11095.
- Economic Stabilization*—10480, 10997, 10998, 10999, 11004, 11005, 11051, 11088, 11094.
- Economic Warfare*—11051, 11087, 11088.
- Education and Information*—10998, 11001, 11051, 11089, 11095.
- Executive Reserve*—11051, 11091, 11179.
- Facilities Protection*—10421, 10480, 10952, 10997, 10999, 11001, 11003, 11005, 11051, 11092, 11093, 11094, 11095.
- Financial Assistance*—10480, 10952, 10997, 10998, 10999, 11001, 11004, 11005, 11090, 11092, 11094.
- Firefighting*—10952, 11095.

- Fiscal and Monetary Policies*—10480, 11087, 11088, 11094.
- Fuel and Energy*—10997, 10999, 11093.
- Electric Power*—10997, 11095.
- Petroleum and Gas*—10480, 10997, 11095.
- Solid Fuels*—10997, 10999.
- Food and Food Resources*—10480, 10958, 10998, 10999, 11001, 11095.
- Health and Welfare*—10958, 10999, 11001, 11002, 11089, 11091, 11094, 11095.
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- International Cooperation*—10480, 10952, 11087, 11088, 11089, 11094.
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- Resource Evaluation*—10999, 11001, 11087, 11088, 11089, 11093, 11094, 11095.
- Salvage and Rehabilitation*—10421, 10997, 10998, 10999, 11001, 11003, 11005, 11090, 11092.
- Supply-Requirements Studies*—10480, 10997, 10998, 10999, 11000, 11001, 11003, 11004, 11005, 11051, 11090, 11091.
- Stockpiling*—10480, 10952, 10958, 10997, 10998, 10999, 11001, 11004, 11005, 11051, 11093.
- Telecommunications*—10705, 10952, 10999, 11051, 11092, 11093.
- Training*—10529, 10952, 11000, 11001, 11002, 11003, 11091, 11179.
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- Transportation*—10480, 10999, 11003, 11005, 11088, 11090, 11093, 11095.
- Water Supply*—11095.
- Welfare*—(see *Health and Welfare*).





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