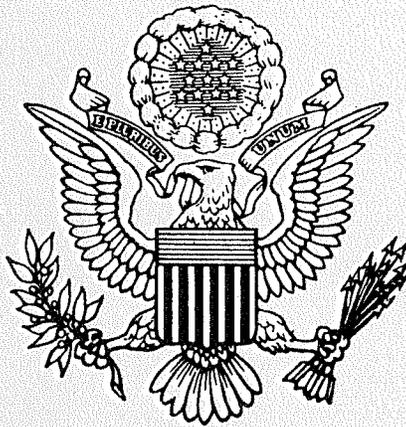


RR NO.

16665

v. 1

# ORGANIZATION AND PLANNING GUIDE



EXECUTIVE  
OFFICE OF THE  
PRESIDENT

OFFICE OF  
**O**FFICE OF  
**E**MERGENCY  
**P**LANNING

*for*

*STATE & LOCAL  
EMERGENCY  
MANAGEMENT  
OF RESOURCES*

*September 1962*

Slip #17592

RR#16665

V. 1/5850



"The ultimate objective of our nonmilitary emergency planning is the development of a capability at all levels of government to manage our resources, both human and material, so that we can meet essential human needs, successfully support any required military effort, and survive as a free and independent nation."

A handwritten signature in cursive script, which appears to be "John F. Kennedy". The signature is written in dark ink and is positioned below the typed text. It features a large, sweeping flourish at the end.

## PREFACE

In this nuclear and space age, plans must be developed to place our Nation in a position of readiness to cope with the realities of our times.

National planning encompasses a wide variety of emergency situations. This includes limited or conventional war as well as nuclear attack. Such planning has proceeded under the following concepts of emergency operations:

1. The war powers of the Federal Government are supreme. It is a primary objective of the Federal Government to plan for and develop a Federal capability to control operations for survival involving more than one state; and
2. There is a need for a working partnership between government and community leaders at all levels to achieve national preparedness.

In limited or conventional war, the Federal Government will act to control the economy as the national interest may require.

In the event of nuclear attack, however, we must be prepared for a temporary breakdown of Federal control in some geographic areas. In these instances citizens will necessarily look to their governor, or their mayor, not only to maintain law and order, but to conserve and use surviving resources wisely. This will require immediate and forceful action in functional areas heretofore exclusively controlled by the Federal Government. In taking such action, State and local governments will carry out Federal as well as State laws to achieve national objectives. In such cases, Federal control will be reestablished as soon as possible.

Federal field officials have a clear responsibility to assist States and local governments in planning for and carrying out these tasks. Federal personnel, as well as executive reservists, have training and knowledge of Federal Plans. They can be especially helpful to States and local communities pending the establishment of Federal Control, at which time they will assume their planned role in the Federal system. Plans developed by States, localities and a number of Federal agencies all working in isolation are likely to be of little value. A working partnership, on the other hand, is supported by logic as well as by law and is fully consistent with the National Plan for Civil Defense and Defense Mobilization.

The above is outlined in "The Comprehensive Program for Survival of Government and Management of Resources", issued by the Office of Emergency Planning in January 1962. Additional policy and technical information for State and local emergency management of economic resources activities is provided herewith in the Organization and Planning Guide and the Appendix.

Guidance materials for a program to assure continuity of Federal, State, and local governments are covered in separate Office of Emergency Planning releases.

## TABLE OF CONTENTS

	Page
Preface	
I. The Problem .....	1
II. Responsibilities and General Guidelines...	4
III. Preattack Planning for the Emergency Management of Resources.....	8
IV. A Plan for Postattack Emergency Management of Resources.....	11
Appendix (Separate Attachment)	



## I. THE PROBLEM

### Economic Consequences of Nuclear Attack

In the event of nuclear attack on this country:

Normal economic, social, and government processes will be disrupted.

There will be a great disparity in local situations.

Some areas may be completely destroyed.

Some may be relatively undamaged, but may have heavy radioactive fallout.

Other areas may escape direct damage, but have supply and communications cut off, even as they seek to help their neighbors in damaged areas.

Many substantial industrial and other resources will remain although they may be scattered and disorganized.

Since it is impossible to accurately predict where the weight of an attack may fall, each State and locality should make its plans on the assumption that it must be prepared to carry out some resource management functions. In this way, the Nation as a whole will be prepared to make optimum adjustment to its postattack situation.

### A Unifying Plan Needed

In a nuclear emergency, the strength and vitality of the Nation would depend upon the combined strength and vitality of its communities. To survive as a nation, we must plan as a nation. The separate endeavors of each community must "add up" to national strength, survival, and recovery.

A plan of action is needed which will:

Assure that State and local governments can operate, though isolated, each within its own jurisdiction and authority, to conserve remaining resources and employ them in the national interest, as well as their own;

Encourage the necessary independent initiative and flexibility to meet widely varying local conditions; but at the same time,

Assure that the independent actions taken by Federal, State and local governments, and by industry and labor, are compatible and facilitate resumption of direction and control by the Federal Government.

### Civil Defense

In addition to the preattack augmentation of civil defense preparedness through the fallout shelter and other programs now being accelerated and expanded by the Federal Government, civil defense has vital operational responsibilities in event of attack.

All State and most local areas now have operational survival or civil defense plans for protecting life and property from the direct and immediate effects of an attack. These plans include such operational activities as warning, fire and police protection, debris clearance, radiological monitoring, decontamination, etc. In addition, they also include supply and support activities needed for the emergency operations of those departments performing civil defense functions.

There will be many important and competing demands on surviving resources. It is a major purpose of effective resource management to provide the necessary support for all these demands. One of the most pressing demands immediately following an attack will be for the resources needed to carry out civil defense activities. It should be kept in mind, however, that important as civil defense is, there are other non-military activities which must be conducted during a post-attack period. Production and distribution of goods and services, although on a restricted basis, will be continued to assure at least minimum supplies of essential survival items and services. Emergency repairs and rehabilitation work must proceed, and resources used sparingly, so that the long range reconstruction job is not retarded or jeopardized through dissipation or waste of resources.

### Resource Management - The New Job for States and Localities

Resource management is the governmental control of the distribution, allocation, conservation, and use of essential resources and services in an emergency so that they may be assigned to top priority activities.

In previous emergencies, the Federal Government has directed and controlled the total national mobilization effort and has enforced economic and resource control measures.

In the event of nuclear attack, this will still be the goal, but State and local governments must be prepared to exercise on their own authority those controls immediately necessary for an interim period.

Although a start has been made, few State or local governments have plans for meeting these postattack responsibilities which deal with economic stabilization and the management of resources.

To perfect such emergency plans, State and local governments will need answers to such questions as:

What percentage of our grain supply is imported from other States? What are the normal local inventories of petroleum products? What standby emergency power facilities are available in the community?

What are the community requirements for, say, a 90-day period following an attack? What is the status of our medical manpower--not just numbers, but specialities, age, location, etc.? Which industrial plants produce survival items? How should these resources be allocated and by whom?

What neighboring States or communities depend upon our State or community for various resources? What neighboring States or communities are we dependent upon for various resources? What steps might be taken now to alleviate or overcome some of the most critically anticipated shortages?

This Guide and its Appendix will help State and local governments to answer these and other questions about their present economy and to estimate requirements resulting from attack. It will also suggest how they can prepare themselves, if attack should come, to conserve and use their resources wisely for their own and their neighbors' survival and to speed restoration of our national economy.

## II. RESPONSIBILITIES AND GENERAL GUIDELINES

### Preattack Planning and Preparedness Responsibilities

Federal, State, and local governments must take the leadership in developing understanding, plans, and capabilities for the emergency management of resources in the event of a nuclear attack upon this country.

Within the Federal Government, responsibility is assigned to particular departments and agencies for emergency planning in all economic and resource activities. The Task Group Guidelines included in the Appendix contain statements of assigned responsibilities of the departments and agencies. These Federal agencies will cooperate with the State and local governments and provide technical guidance and assistance to them.

### Postattack Resource Management Operations

The postattack role of Federal, State, and local governments is to determine which emergency activities are most essential and to use governmental authority, to the extent necessary, to conserve and channel scarce resources into these activities.

For its part, to the extent possible, the Federal Government will undertake to direct and manage the use of resources through the headquarters facilities and field personnel of Federal agencies, and will move to:

Control the production, processing, distribution, and use of essential goods and products, including food, medical supplies, fuel, electric power, gas, etc.

Regulate monetary and credit operations.

Give the immediate force of Federal law to the control of prices, wages, salaries, rents, and consumer rationing; and establish Federal stabilization agencies to take over as soon as possible.

Regulate systems and facilities providing transportation, communications, electric power, gas, water, and other essential services.

Provide for the allocation, assignment, and use of manpower and health resources.

However, State and local governments must be prepared in a post-attack emergency to carry out any of these emergency actions which may be necessary, particularly including the initiation, administration, and enforcement of measures to:

Control prices and rents.

Control, conserve, and ration essential goods in retail distribution outlets and in certain pre-retail outlets.

Operate government-owned public service facilities; regulate intercity and intrastate water and transportation systems, and local service and distribution systems providing water, gas, electric power, transportation and communication services; and the use to be made of such services when all essential local or intrastate demands for service cannot be met by the system.

Assign and distribute manpower and health resources.

State and local plans and the postattack steps taken at State and local levels should be consistent with existing national plans, guidance and direction in these fields, and should look to the earliest possible reestablishment of effective national control.

#### Participation of Nongovernmental Leaders

State and local governments will find it desirable to utilize in their preattack planning the special knowledge and experience of leaders from business, industry, financial, agricultural, professional, labor, consumer groups, and other significant segments of the community. The continuing understanding, cooperation, and support of these leaders will be necessary not only for preattack planning but also, in many cases, for carrying out responsible governmental roles in a postattack emergency.

The National Defense Executive Reserve is composed of many people with experience in the field of resource management. Reservists in particular localities can render valuable assistance to this program in their individual capacities. These Reservists will be particularly helpful in the development of State and local plans due to their exposure to national mobilization plans and because of their intimate and detailed knowledge of the communities in which they are located.

To the extent possible, the emergency needs of local governments should be met by the full use of pre-emergency understandings, consistent with Federal emergency policies, among governments, industry, labor, and other segments of the economy.

## General Planning Guidelines for State and Local Governments

Present Federal Government policies and principles relating to emergency planning for economic and resource management are contained in the National Plan for Civil Defense and Defense Mobilization (herein called "The National Plan"), and in Annexes and Appendices to that Plan. These documents outline the responsibilities of, and actions which would be taken by, the Federal Government departments and agencies. They constitute basic guidelines for all emergency planners.

The National Plan, Annex 25, Appendix 1, "Guidance on Priority Emergency Use of Resources," sets out the following as the most essential immediate postattack activities, without significance as to the order of listing, since they are of equal importance:

The immediate defense and retaliatory combat operations of the United States Armed Forces.

Maintenance or reestablishment of governmental authority and control.

Provision of survival items and services essential to continued survival and rapid recovery.

Services needed to carry out these priority activities, such as transportation and communication.

Other Federal Government policies and plans which most directly affect State and local planning include the following:

In a national emergency, existing business practices will be maintained to the extent possible; payment will be made for services and materials; and the use of scrip will be avoided.

Price, wage, rent, and rationing controls will be imposed. Production, materials, and other controls will be imposed to the extent necessary and in consultation with industry and labor, where possible.

All industries and establishments producing and distributing essential goods and services will continue to operate at maximum possible levels.

The government will not take over the operation or management of private enterprises, except under the most extreme conditions. Manpower measures will be designed to stimulate voluntary cooperation in implementing previously developed measures to meet the emergency.

Responsibility for the maintenance, repair, or restoration of a facility producing or providing essential goods and services is that of the owner or management, whether private or public. The government will determine the importance of the goods or services and, if essential, provide assistance in securing necessary resources.

More specific information is found in the Appendix to this Guide along with pertinent references to the National Plan.

### III. PREATTACK PLANNING FOR THE EMERGENCY MANAGEMENT OF RESOURCES

#### Initiating the Planning Program

Among the recommendations in the Office of Emergency Planning pamphlet "The Comprehensive Program for Survival of Government and Management of Resources" are the following actions to be taken by States and communities.

Designation of a State Emergency Planning Director to aid the governor in giving executive direction to the State programs.

Establishment of a State Emergency Resource Planning Committee broadly representative of government, industry, commerce, finance, labor, agriculture, and other major interests to coordinate State planning programs.

Designation of supporting Task Groups to the State Emergency Resource Planning Committee, each Task Group to be headed by a committee member.

Designation in each State of appropriate geographical areas constituting major economic complexes, political, or other subdivision for which community emergency planning programs should be undertaken.

Appointment within these areas of Emergency Planning Directors, Emergency Resource Planning Committees, and supporting Task Groups similar to the State organizations.

As rapidly as these organizations are established, meetings of the Emergency Planning Director and the Emergency Resource Planning Committee should be held with appropriate officials of Federal agencies in order to reach understanding on their respective roles and working relationships. Regional Office Directors of the Office of Emergency Planning may be called on for assistance in this regard.

#### Task Group for Planning

It is suggested that Task Groups be established to carry out pre-attack planning in the following fields:

Construction and Housing  
Economic Stabilization  
Electric Power  
Food  
Health  
Manpower  
Petroleum and Gas

Production  
Public Information  
Service Trades  
Solid Fuels  
Telecommunications  
Transportation  
Water

In some cases, it may be more practicable to consolidate related fields under one Task Group for study. In a number of States and a few localities, Economic Stabilization Committees have already been established and these would become Task Groups.

Each Task Group should consist of leaders from government and private life carefully selected to furnish a cross section of experience and knowledge in the particular resource area. The Appendix to this Guide will be helpful in establishing these Task Groups and starting them on their work.

The planning of the several Task Groups should be scheduled to proceed simultaneously and in accordance with common assumptions, so that the Task Group for each resource can exchange requirements and other data with the other groups. A time schedule should be established so that coordinated emergency plans can be prepared and presented to the proper authorities within a reasonable period of time.

It is recommended that, to the extent possible, planning responsibility for each of the economic and resource activities be assigned to a regular department or agency of government.

#### Support for the Planning Program

The success of this program will depend largely on the continued guidance, leadership, and direction of the governors and the local heads of government, and on the close collaboration with, and the continued support of, State or local operating departments and community leaders.

The Emergency Planning Director, the Emergency Resource Planning Committees, and the individual Task Groups will need all possible support from the State and local governments, including staff and stenographic assistance throughout the planning period.

Civil Defense Directors and State and local governments can furnish some of the needed personnel for these planning activities. Private nonprofit civic organizations and other private groups and individual volunteers may be able to give administrative and clerical, as well as technical assistance. The Office of Emergency Planning is working closely with national trade, civic, and government associations to encourage nationwide support and assistance to States and local planning groups.

#### Federal Government Support

The Office of Emergency Planning and other Federal departments and agencies with emergency planning assignments will cooperate with and provide guidance and assistance to State and local governments participating in this program.

In addition to the guidance contained herein, the Federal Government will furnish other services. For example, the OEP Regional Office Director will:

Recommend technical advisors from appropriate field offices of Federal departments and agencies to assist the Task Groups.

Advise and guide the State and local governments in the initial program promotion and organizational activities, review Task Group reports, and advise on problems that arise during the course of the planning activities.

Assist in the preparation of planning assumptions for conducting the Task Group Studies.

Work with Federal agencies to enlist the help of National Defense Executive Reservists, where appropriate, to assist in their individual capacities, State and local officials in planning and conducting resource management activities.

#### IV. A PLAN FOR POSTATTACK EMERGENCY MANAGEMENT OF RESOURCES

##### Objectives

When the steps suggested in III have been carried out, the State and local planning organizations should concentrate on the following three objectives:

Organizational readiness

Specific emergency action plans

Procedures for resource management

##### Organizational Readiness

In many cases, an existing agency or combination of agencies will be equipped to handle the postattack responsibilities in a specific resource area. In other instances, new organizations may have to be established. Each Task Group should make specific recommendations concerning the organization which will manage each resource area in an emergency.

The planning experience will demonstrate the need for a definite staff mechanism on which the head of government can rely in reaching decisions quickly under emergency conditions. The following suggestions may be of benefit in establishing such a mechanism.

Postattack Direction. General direction and policy responsibility must be retained by the chief executive of the government, since decisions on the use of resources will affect the health, safety, and interests of the entire community. Economic and resource management functions must also be fully coordinated with civil defense activities which also come under the direction of the head of government.

Coordination. The chief executive will probably wish to designate an official who would be able to act for him in directing and coordinating all postattack emergency resource management activities.

In many cases, the coordinator might be the same official who has served as the preattack Emergency Planning Director.

Resource Priorities Board. It is also suggested that a "Resource Priorities Board" be established postattack to advise the chief executive on all matters pertaining to the supply and demand of resources, including the determination of essential needs, assignment of priorities, review of competing claims for resources, recommendation for adjudication, and advice on other resource problems that arise.

The advisory board would be composed of the heads of departments and agencies and other individuals assigned official operating responsibility for postattack resource management activities. In many cases, these might be the same individuals who have chaired the Task Groups and have served on the Emergency Resource Planning Committee. The Board should also include the Civil Defense Director and appropriate representation from other major claimants, including the military.

It is at Resource Priorities Board meetings that questions with respect to the use and assignment of resources will be discussed, and recommendations on the adjudication of competing claims will be made to the chief executive. The ultimate decision in these matters must be made by this government official.

In testing the procedures for resource management, the Emergency Resource Planning Committee should play the role of a Resource Priorities Board.

#### Specific Emergency Action Plans

The second objective calls for the development of a specific action plan for the State or locality. It is assumed that the head of government will want one over-all plan of a general nature, plus subordinate plans for each resource field or area.

A format with detailed suggestions for an action plan is provided in the Appendix. It is recommended that the plan be kept simple, but it should include sections dealing with purpose, major policies, organization, and emergency actions. Individual action plans, in the same format, should be developed by each Task Group.

For those who have not previously developed such plans, a brief statement of the nature and purpose of an emergency plan might be helpful.

Each plan, whether it be for a personal budget or a plan for armed forces, is based on assumptions as to future events which can only be roughly estimated.

Planning assumptions almost always vary, sometimes widely, from actual events. Therefore, a plan may not be executed exactly as originally expected.

However, if the plan has been conscientiously prepared, those who participated will be ready to modify it as unexpected situations develop.

The plan is important, but of greater importance is the planning, and the experience gained by the planners who may later find themselves in charge. This is why the Guide stresses the importance, where practicable, of placing planning responsibility on the shoulders of those who will actually operate in an emergency.

#### Procedures for Resources Management

Each Task Group should develop and test a system for estimating the availability of resources postattack, estimating the demand by potential users, and for controlling the use of resources to support essential activities.

Detailed guidance for the establishment, use, and testing of the system is contained in the Appendix, as well as information on the major types of claims and claimants and procedures for submittal of resource claims.

Additional procedures are provided for consumer rationing, price controls, and rent controls.

Procedures should be developed for the use of the State or local emergency management organizations in:

- the simultaneous assessing of remaining resources,
- the development of requirements for such resources,
- the exchange of requirements information, and
- the coordination of management activities.

Planning Assumptions. At the outset of this planning program, the Emergency Planning Director and the Emergency Resource Planning Committee should adopt planning assumptions as to a postattack emergency condition which the State or community might face. All Task Groups would conduct their planning and develop their estimates of resource supplies and demands upon the basis of these assumed conditions. The Regional Office Directors of the Office of Emergency

Planning are available to assist in developing suitable assumptions for this purpose. Suggestions are contained in the Appendix.

Planners should avoid unnecessary detail in estimating availabilities and demands, and avoid attaching too much significance to the results of studies conducted against assumed attack conditions. The primary objective should be the discovery of potential problems and the developing of methods for handling these problems in an emergency.

NETC Library  
16825 South Seton Ave.  
Emmitsburg, MD 21727