

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF CIVIL AND DEFENSE MOBILIZATION  
WASHINGTON 25, D. C.

OFFICE OF THE DIRECTOR

*John*  
*I will ack*

JAN 18 1961

MEMORANDUM FOR THE PRESIDENT

As you remarked in your gracious letter accepting my resignation, our Nation has taken great strides in nonmilitary defense. That this has been so is due in large measure to your inspiring leadership, particularly through your promulgation of the National Plan for Civil Defense and Defense Mobilization.

Since the Plan was issued in October 1958, all of its annexes have been completed, additional supporting documents developed, and, most importantly, the Plan put into practice as the basis for planning and readiness activities by all levels of government. I sincerely believe the Nation to be better prepared as a result of the Plan and its consequent application.

In remembrance of this accomplishment, and of your personal support during the past eight years, all the personnel of the Office of Civil and Defense Mobilization join with me in presenting to you this volume of the National Plan for Civil Defense and Defense Mobilization and its annexes.

Leo A. Hoegh



**THE NATIONAL PLAN**  
**for**  
**Civil Defense and Defense Mobilization**



**Executive Office of the President**  
**OFFICE OF CIVIL AND DEFENSE MOBILIZATION**

**THE NATIONAL PLAN**  
**for**  
**Civil Defense and Defense Mobilization**



**Executive Office of the President**  
**OFFICE OF DEFENSE AND CIVILIAN MOBILIZATION**

**October 1958**

## Promulgation

It is the clear and unequivocal position of the United States that conflict and disagreement among nations should not be resolved by the use of force. The United States will continue through all available channels to attempt resolution of disagreements by all means that will allow peace with honor. Nevertheless, so long as direct or indirect aggression is used as an instrument of national policy by any nation, common prudence requires that every effort be made to protect the people of the United States by both active and passive means of defense.

Civil Defense and Defense Mobilization are vital parts of the Nation's total defense.

The National Plan for Civil Defense and Defense Mobilization is promulgated in accordance with the provisions of Reorganization Plan No. 1 of 1958, other applicable laws and executive orders.

The Director, Office of Civil and Defense Mobilization, shall manage and direct the civil defense and defense mobilization programs of the United States.

Agencies of the Executive Branch of the Federal Government shall plan, prepare and undertake actions for the execution of this Plan as assigned by the Director.

Periodic testing of plans and programs developed in conformance with this Plan shall be conducted and reports on readiness conditions shall be submitted to the Director.



*Dwight D. Eisenhower*

President

## Preface

This Plan establishes national nonmilitary courses of action and the role of the Federal Government, the States, their political subdivisions and the people to deter aggression, and in the event of aggression to enable the Nation to survive, recover and win.<sup>1</sup>

The Plan anticipates three principal contingencies:

1. **International tension**, but not of such extreme nature as to require the invocation of full emergency authorities

2. **Limited war**, defined as a situation in which United States forces are engaged overseas, but in which there is no immediate expectation of nuclear attack on the continental United States

3. **General war**, including massive nuclear attack.

It is designed to be flexible and adaptable to changes in international relations, techniques and materiel of warfare and to other pertinent factors.

The National Plan is a statement of principles, responsibilities, requirements and broad courses of action, supported and amplified by annexes. While other documents concerning civil defense and defense mobilization will be issued as necessary, each will be subordinate to and compatible with this Plan.

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<sup>1</sup> For courses of action to meet conditions arising from major natural disasters, see Annex 40, NATURAL DISASTER MANUAL.

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# THE NATIONAL PLAN

## for Civil Defense and Defense Mobilization

### I. Planning Basis <sup>1</sup>

Three contingencies most directly affecting civil defense and defense mobilization are international tension, limited war and general war.

#### A. International Tension

It is assumed that periods of extreme international tension may occur. In such cases, when the President or the Congress finds that the national security demands the invocation of extraordinary authority for civil defense programs short of the declaration of a civil defense emergency, civil defense, and defense mobilization measures would be accelerated.

#### B. Limited War

It is assumed that limited wars may occur in various parts of the world. Depending on size of forces involved, duration of hostilities, kinds of weapons used and degree of U. S. involvement, such limited wars may require degrees of mobilization of U. S. resources, production and manpower, and acceleration of U. S. nonmilitary defense as a matter of prudence.

<sup>1</sup> See Annex 1, PLANNING BASIS.



### **C. General War**

It is assumed, in the absence of international agreement, that weapons employed in an attack against the United States would be predominantly of multimegaton yield. The use of biological and chemical agents is possible. Delivery systems in the next few years would be predominantly man-operated, with a resulting probable maximum tactical warning of initial attack of three hours for the Nation as a whole; thereafter, delivery systems would be predominantly unmanned, with maximum tactical warning of initial attack reduced to one-half hour for the Nation as a whole. **AT ANY TIME DURING THIS PERIOD, ATTACK COULD COME WITH NO TACTICAL WARNING.**

Strategic warning is a possibility.

## **II. Mission**

The national defense objective is to deter either limited or general war or, if deterrence fails, to prosecute the war successfully and recover from it.

Within this objective, and as an integral part of the total defense of the Nation, the mission of civil defense and defense mobilization is

**1. Protection of life and property by preparing for and by carrying out nonmilitary functions to prevent, minimize, repair and recover from injury and damage.**

**2. Mobilization and management of resources and production.**

### **III. Responsibilities**

All citizens and governments at all levels, by virtue of their inherent obligation to support the common defense, are jointly responsible for the civil defense and defense mobilization of the Nation.

#### **A. Federal Government**

The Federal Government is responsible for direction and coordination of the total national effort.

#### **B. State Governments**

The government of each State is responsible for the direction and coordination of the civil defense and defense mobilization activities of the State and its political subdivisions.

#### **C. Local Governments**

The government of each political subdivision is responsible for the direction and coordination of the civil defense and defense mobilization activities of that subdivision.

#### **D. Industry**

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



## **E. The Public**

Individuals and families are responsible for sustaining themselves in an emergency and for contributing to the general survival and recovery effort.<sup>2</sup> Professional, labor, service, religious, civic and social organizations are responsible for making such contributions to the preparation for and assurance of national, State or community survival as may be possible.

## **IV. Organization**<sup>3</sup>

### **A. Federal**<sup>4</sup>

1. The Director commands the Office of Civil and Defense Mobilization (OCDM) and, acting for the President, coordinates and directs the civil defense and defense mobilization activities of the Federal Government.
2. The head of each Federal department and agency, coordinated by the Director, OCDM, plans and conducts such civil defense and defense mobilization activities as are inherent in its normal responsibilities, or as may be assigned by the Director, OCDM.<sup>5</sup> All agencies having resources or competence related to civil defense and defense mobilization programs assist the agencies having primary responsibilities.

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<sup>2</sup> See Annex 2, INDIVIDUAL ACTION.

<sup>3</sup> See Annex 3, ORGANIZATION FOR CIVIL DEFENSE AND DEFENSE MOBILIZATION.

<sup>4</sup> See Annex 4, AUTHORITIES FOR CIVIL DEFENSE AND DEFENSE MOBILIZATION.

<sup>5</sup> See Annex 5, FEDERAL DELEGATIONS AND ASSIGNMENTS, and Annex 6, FEDERAL EMERGENCY PROCEDURES.

3. The field organization of OCDM is composed of regional offices, each commanded by a Regional Director, who in his region acts for the Director.
4. The Regional Director, OCDM, coordinates and, in appropriate circumstances, directs the civil defense and defense mobilization activities of Federal agency field establishments within his region.
5. The Regional Director coordinates the civil defense and defense mobilization activities of the States in his region. At the request of the State government, or in event the State government is unable to act, the Regional Director will direct such State activities. Field establishments of other Federal agencies maintain technical liaison with State and local counterparts, under arrangements approved by the Regional Director and the State concerned.
6. Military Support.<sup>6</sup>

#### **B. State and Local**

1. The chief executives of State and local governments direct the civil defense and defense mobilization activities within their jurisdiction. With the assistance of their civil defense staffs, the chief executives will direct the performance of emergency functions within the regularly constituted government structure, augmenting it where needed.
2. States and localities are organized for civil defense and defense mobilization as prescribed by their governments, except that where States are charged

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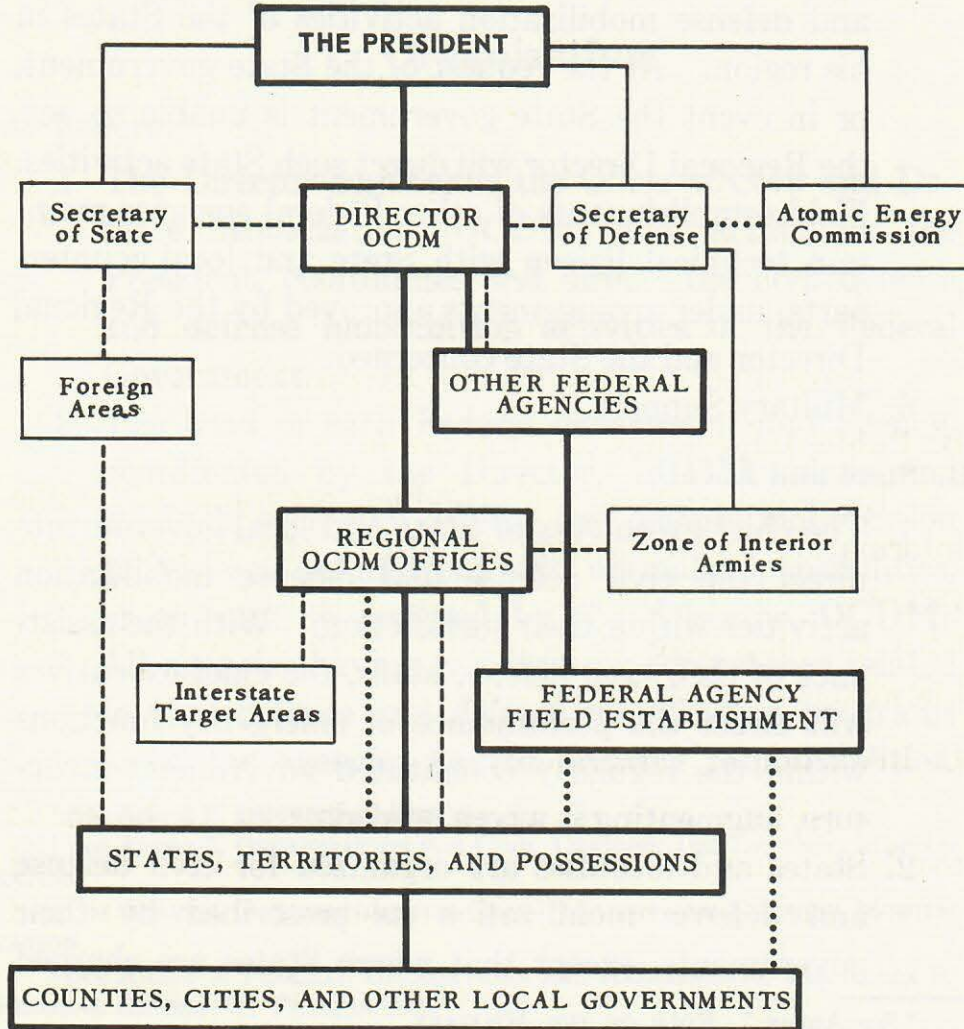
<sup>6</sup> See Annex 7, ROLE OF THE MILITARY.



with, and agree to carry out, responsibilities delegated by the Federal Government, the State and local organizations will conform to requirements prescribed by the Director.

**C. Channel of Coordination**

The civil defense and defense mobilization channel of coordination is established, down which will be transmitted instructions and up which requests for assistance will be made.



Key: — Direction    - - - - Coordination    ..... Technical Liaison

## V. Functions for Protection of Life and Property

### A. Continuity of Government <sup>7</sup>

The Federal Government and the governments of the States and their political subdivisions, in order to insure their continuity in the event of attack or other disaster, will

1. Establish and promulgate lines of succession to official positions.
2. Provide for the safekeeping of essential records.
3. Establish control centers and alternative sites for government emergency operations.
4. Provide for the protection and maximum use of government personnel, resources and facilities.

### B. Public Information and Education

Each government will conduct programs of public information and education on attack effects and proper responses for the persons residing within its jurisdiction, with the objective of providing every person with the knowledge essential for survival.<sup>8</sup>

### C. Reduction of Vulnerability

Consistent with resources available or to be made available, and in conformity with established national policy, each government will supplement individual and

<sup>7</sup> See Annex 8, PREPARATIONS FOR CONTINUITY OF GOVERNMENT.

<sup>8</sup> See Annex 9, PUBLIC INFORMATION.



family preparations by planning and executing programs related to

1. Public shelters and protective devices.<sup>9</sup>
2. Hardening, dispersal and duplication of essential production, distribution and service facilities.<sup>10</sup>
3. Controlled movement of people and materials, the development of reception areas for evacuees and homeless persons, and stockpiling of survival needs in or near these areas.<sup>11</sup>

**D. Warning of Attack<sup>12</sup>**

1. **Source.** The primary source of attack warning is the North American Air Defense Command. (OCDM Attack Warning Officers are stationed at NORAD installations to receive and relay warning information.)
2. **Dissemination.**
  - a. The Federal Government will provide attack warning information to all States and, in accordance with Federal-State arrangements, directly to political subdivisions on the National Warning System.
  - b. State and local governments, with the financial and technical assistance of the Federal Government, will provide for the dissemination of attack warning to the public.

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<sup>9</sup> See Annex 10, NATIONAL SHELTER PLAN.

<sup>10</sup> See Annex 11, PROTECTION OF ESSENTIAL FACILITIES.

<sup>11</sup> See Annex 12, CONTROLLED MOVEMENT.

<sup>12</sup> See Annex 13, WARNING.

### 3. Action on Warning.

- a. Governments and the public will take such action on receipt of warning as is prescribed by the government involved.
  - (1) Evacuation or dispersal<sup>13</sup>—Target cities and other areas near assumed targets will, if time and conditions permit, execute plans for evacuation or dispersal to prepared reception areas.
  - (2) Shelter<sup>14</sup>—If time and conditions do not permit evacuation, full advantage will be taken of existing shelter, and fallout protection will be improvised.
  - (3) THE ACTION TO BE TAKEN IS A LOCAL DECISION.
- b. Where outdoor warning signals are used to warn the public, they will consist only of
  - (1) The "ALERT" signal—A 3 to 5-minute steady blast or tone, meaning "attack is probable—take action as directed by local governments."
  - (2) The "TAKE COVER" signal—A 3-minute warbling tone or a series of short blasts meaning "attack is imminent—take cover immediately in the best available shelter."

### E. Preparations for Damage Assessment<sup>15</sup>

Each government will design, construct and maintain in operating condition systems capable of providing rapid and reasonably accurate estimates of

1. The anticipated and existing location and degree of attack effects, especially radiological contamination.

<sup>13</sup> See Annex 12, CONTROLLED MOVEMENT.

<sup>14</sup> See Annex 10, NATIONAL SHELTER PLAN.

<sup>15</sup> See Annex 14, DAMAGE ASSESSMENT.



2. What has survived the attack and is useful for recovery.

**F. Communications**<sup>16</sup>

**1. Operational Communications**

- a. National communications system—The Federal Government will maintain at all times, reasonably secure from attack effects, communications
  - (1) Within and among Federal agencies having emergency responsibilities and
  - (2) Between the Federal Government and the States.
- b. State and local communications—State governments will maintain at all times, reasonably secure from attack effects, for their emergency operations, communications
  - (1) Among State agencies having emergency responsibilities and
  - (2) Between State governments and their political subdivisions.

Local governments will maintain communications for their emergency operations.

The Radio Amateur Civil Emergency Services (RACES) will provide essential communications for regional, State and local use to augment normal communications or to substitute for them if necessary. (RACES will comply with Federal Communications Commission regulations governing CONELRAD.)

<sup>16</sup> See Annex 15, COMMUNICATIONS.

## 2. Communications With the Public

a. Emergency means—As the situation permits, and subject to emergency powers of the Director, all existing means of communications not required to support military operations will be used (in accordance with Conelrad regulations).

(1) **Pre-Conelrad**—Prior to the invocation of Conelrad, civil authorities will use all broadcasting facilities—AM and FM radio and television and all emergency means—to give emergency instructions and information.

(2) **Conelrad**—The Commander of NORAD is responsible for ordering the radio alert which puts the Conelrad plan into effect.

As soon as possible, the participating AM stations will return to the air on the approved maximum power and broadcast vital information and instructions to the public on the Conelrad frequencies of 640 or 1240 kilocycles. FM and TV stations will remain off the air for the duration of the radio alert.

(3) **Post-Conelrad**—After the Conelrad radio alert has been terminated by the NORAD Commander, civil authorities will use all surviving civilian-owned means of broadcasting, calling on military communications support if necessary.

b. Priorities of use in emergency—Instructions and information relating to measures to support military operations and to save life have priority over all other information and instructions.



## G. Maintenance of Government, Law and Order <sup>17</sup>

### 1. State and Local

- a. Local government is the basic entity responsible for the emergency maintenance of law and order.
- b. State law enforcement forces will support local police services in emergency as the situation allows. States will exercise general control and provide services in areas where the local government is unable to act. Requests for additional police support will not be made to the Federal Government until State and local police are, or are expected to be, inadequate to cope with the situation.

### 2. Federal

- a. Upon request of the State government, or in event the State government is unable to act, the Federal Government will assume and exercise all necessary government functions during an emergency in areas where it is determined that government organizations have been rendered incapable of performing vital functions.
- b. Upon request, the Secretary of Defense will provide emergency military aid to the civil authority to assist in the maintenance of law and order, to the extent that such commitment will not interfere with the conduct of primary military missions.<sup>18</sup>

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<sup>17</sup> See Annex 16, MAINTENANCE OF LAW AND ORDER.

<sup>18</sup> See Annex 7, ROLE OF THE MILITARY.

- c. Federal agencies having responsibilities for performing, or assisting in the performance of, State and local government functions will be familiar with relevant State and local plans.

## H. Disaster Services <sup>19</sup>

### 1. General

States and their political subdivisions, with the financial and technical assistance of the Federal Government, will accumulate necessary supplies and equipment and recruit and train personnel in disaster services. The Federal Government will acquire and store limited quantities of supplies and equipment for disaster service operations as a general reserve.

- Disaster services include, but are not limited to,
- a. Casualty care and emergency public health <sup>20</sup>
  - b. Emergency welfare services <sup>21</sup>
  - c. Rescue
  - d. Debris clearance
  - e. Fire protection <sup>22</sup>
  - f. Decontamination <sup>23</sup>

### 2. Emergency Procedures

- a. State and local

(1) Local governments will direct the movement of populations away from danger areas, commit disaster forces under their control as required by

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<sup>19</sup> See Annex 17, DISASTER SERVICES.

<sup>20</sup> See Annex 18, NATIONAL MEDICAL AND HEALTH PLAN.

<sup>21</sup> See Annex 19, MASS CARE AND ASSISTANCE, and Annex 20, REGISTRATION AND INFORMATION.

<sup>22</sup> See Annex 21, NATIONAL FIRE PROTECTION PLAN.

<sup>23</sup> See Annex 23, NATIONAL RADIOLOGICAL DEFENSE PLAN.



the situation, evaluate their capabilities and notify the State of deficiencies or excess capabilities. In accordance with prearranged State and national plans, notification may also be made to the field offices of appropriate Federal agencies. Due consideration will be given to the continuing requirements for disaster services in emergency commitment actions.

- (2) The State, in turn, will evaluate the total situation within the State, direct the movement of populations away from the danger areas and commit State disaster forces, including those made available by invocation of interstate compacts, as indicated by the situation.
- (3) Field offices of appropriate Federal agencies will assist the States in providing disaster services. States will also use, where appropriate, resources of non-governmental organizations such as the American National Red Cross, the American Medical Association and the American Hospital Association.
- (4) When State capabilities are deficient, requests for needed support will be made to the OCDM Regional Director. Capabilities excess to the needs of the States will also be reported to the Regional Director when requested. Where prearranged State and national plans exist, requests for support and reports of excess capabilities may be made to field establishments of appropriate Federal agencies.

b. Federal

Federal disaster service capabilities will be made available to augment State and local resources as soon as possible when not required for emergency activities of the Federal Government. An appropriate portion of the total of Federal disaster services materiel will be committed only for reestablishment of a minimum level of regular community disaster capability for the surviving population.

**I. Emergency Protection from Delayed or Unconventional Weapons Effects**

**1. Clandestine and Unexploded Ordnance.<sup>24</sup>**

- a. State and local—State and local forces will conduct reconnaissance for unexploded ordnance within their jurisdictions and report the existence of such ordnance to the closest Department of Defense Explosive Ordnance Disposal Unit or Z. I. Army Commander through the OCDM Regional Director. State and local authorities will provide for restriction of areas and protection of persons from such ordnance, including execution of plans for evacuation to safer areas, until arrival of the responsible explosive ordnance personnel. State and local authorities will assist such personnel when requested.
- b. Federal—The Federal Bureau of Investigation will investigate reported incidents of clandestinely-introduced weapons. The Department of De-

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<sup>24</sup> See Annex 22, CLANDESTINE AND UNEXPLODED ORDNANCE DEFENSE.



fense, through its Explosive Ordnance Disposal Units, will disarm atomic weapons and dispose of other unexploded weapons. The Atomic Energy Commission will take custody and dispose of fissionable materials of unexploded ordnance.

## 2. Radiation <sup>25</sup>

### a. State and local

Local authorities will monitor the areas for radiological contamination, identify the degree and location of the radiological hazards, report such hazards to the public and to the State and, if conditions require, execute plans for evacuation to safer areas. States will monitor, accumulate data on, evaluate and summarize the total radiological situation in the State, advise the general public of the State and inform the OCDM Regional Director.

### b. Federal

OCDM will direct the Federal radiological program.

The Weather Bureau, Department of Commerce, under the general direction and coordination of the Director, will make fallout forecasts available to State and local governments. All Federal agencies having requisite capabilities will monitor radiation levels and furnish data to civil defense agencies—Federal, State and local—as required.

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<sup>25</sup> See Annex 23, NATIONAL RADIOLOGICAL DEFENSE PLAN.

### 3. Biological and Chemical Agents <sup>26</sup>

- a. State and local—State and local governments will detect, identify and control chemical and biological warfare agents within their jurisdiction, advise the public, report the situation to other governments and, if conditions require, execute plans for evacuation to safer areas.
- b. Federal—Under the direction and coordination of OCDM, the Department of Health, Education and Welfare will direct Federal activities concerned with the nonmilitary detection, identification and control of chemical and biological warfare against humans. The Department of Agriculture will direct Federal nonmilitary activities concerned with chemical and biological warfare against animals and crops.

## VI. Functions for Mobilization and Management of Resources and Production

Most resource mobilization and management functions listed below are normally Federal responsibilities, although under conditions of a devastating attack the States would have to assume responsibility for resource management until effective Federal authority could be restored. The Federal Government will establish criteria for resource use and management in the interest of national equity.

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<sup>26</sup> See Annex 24, NATIONAL BIOLOGICAL AND CHEMICAL WARFARE DEFENSE PLAN.



## A. Development and Maintenance of Essential Resources <sup>27</sup>

1. The Federal Government is responsible for determining and, under appropriate circumstances, taking steps to assure the existence and availability of resources necessary for expanding, maintaining or restoring production and distribution processes essential to civil defense and defense mobilization. Such resources will consist of raw materials, finished goods, facilities, essential services and manpower required for the production and distribution of
  - a. Military materiel
  - b. Atomic weapons, materials, and equipment
  - c. Domestic needs for capital and consumer goods and services
  - d. Assistance to foreign areas
2. The Federal Government will stimulate the development and maintenance of reserves of such essential resources through programs for
  - a. Increasing inventories of such resources by State and local governments, private industry and individuals
  - b. Maintaining Federal stockpiles of such resources, to the extent needed to supplement other inventories, in forms and at places most suitable to ultimate use
  - c. Preallocating emergency production and distribution contracts to insure, wherever practicable, sufficient indications of government intent

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<sup>27</sup> See Annex 25, MAINTENANCE OF ESSENTIAL RESOURCES.

- d. Developing substitutes for essential resources unavailable from domestic sources
- e. Developing original domestic sources for essential resources
- f. Expanding existing productive capacity and the production and supply of materials and facilities essential to production and distribution
- g. Controlling exports to, and imports from, foreign areas.

#### **B. Reserves of Consumer End Products**

The Federal Government will determine and, in appropriate circumstances, take measures to accumulate, store and assure the availability of essential consumer end products expected to be temporarily unavailable in sufficient quantity from existing private and commercial stocks or from new production.

#### **C. Protection of the National Industrial Plant <sup>28</sup>**

The Federal Government will contribute to the reduction of the vulnerability of the national industrial plant to overt or covert enemy action through programs for

- 1. Physical protection, including dispersal of industrial facilities (see also Part V., C.)
- 2. Continuity of industrial management during emergency
- 3. Maintaining multiple sources of supply for mobilization requirements
- 4. Stimulating voluntary agreements among industries and industry members to provide for expeditious

<sup>28</sup> See Annex 26, PROTECTION AND CONTINUITY OF THE NATIONAL INDUSTRIAL PLANT.



combinations or exchanges of resources during emergency.

**D. Preparations for Resource Mobilization and Management**<sup>29</sup>

1. In accordance with the nature and degree of various possible emergency conditions, the Federal Government will continuously assess the ability of the national economy to meet all requirements stated under VI. A. 1., will develop programs for emergency control of the economy, and will prescribe the emergency roles and responsibilities of State and local governments, private industries and the individual.
2. Programs for preparing to control the national economy will include, but not be limited to,
  - a. Money and credit, and the entire financial system, with the objective of optimum support of mobilization, survival and recovery<sup>30</sup>
  - b. Production, with the objective of optimum use of the national industrial plant<sup>31</sup>
  - c. Distribution,<sup>32</sup> with the objective of
    - (1) Meeting emergency requirements with available supplies
    - (2) Facilitating national recovery
  - d. Consumption, with the objective of conserving available supplies and applying them in the

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<sup>29</sup> See Annex 27, EMERGENCY FINANCIAL CONTROLS; Annex 28, MANAGEMENT OF EMERGENCY PRODUCTION, and Annex 29, EMERGENCY DISTRIBUTION AND CONSUMPTION CONTROLS.

<sup>30</sup> See Annex 27, EMERGENCY FINANCIAL CONTROLS.

<sup>31</sup> See Annex 28, MANAGEMENT OF EMERGENCY PRODUCTION.

<sup>32</sup> See Annex 29, EMERGENCY DISTRIBUTION AND CONSUMPTION CONTROLS.

manner best designed to achieve national survival and recovery.<sup>33</sup>

**E. Exercise of Authorities and Controls**<sup>34</sup>

1. The Director, as directed by the President, will exercise authorities and controls necessary to obtain required goods and services to stabilize the economy. Such authorities and controls will be planned to meet various contingencies such as the circumstances incident to attack or the declaration of a limited, national or civil defense emergency.
2. Economic control will require the use of such measures as will be effective under the terms and conditions of emergency. Such measures will include, but not be limited to,
  - a. Continuation, alteration or cessation of government or private activities concerned with, or incident to, operation of the economy
  - b. Construction or modification of facilities
  - c. Allocation of goods and services, including the rationing of consumer items
  - d. Requisition or condemnation of real and personal property
  - e. Prohibition against the unwarranted accumulation, conversion or use of real and personal property



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<sup>33</sup> See Annex 29, EMERGENCY DISTRIBUTION AND CONSUMPTION CONTROLS.

<sup>34</sup> See Annex 27, EMERGENCY FINANCIAL CONTROLS; Annex 28, MANAGEMENT OF EMERGENCY PRODUCTION, and Annex 29, EMERGENCY DISTRIBUTION AND CONSUMPTION CONTROLS.

- f. Freezing, controlling or specifying wages, salaries, rents and prices
- g. Effective use of scarce skills

## F. Management of Resources After Attack on the Continental United States

### 1. Responsibilities

- a. Public <sup>35</sup>—Individuals and families will be prepared to exist on personal stocks of survival items in homes and shelter areas for **two weeks** following attack.
- b. State and local—Cities, counties and States will be prepared to exist on consumer items and essential equipment immediately available to their respective jurisdictions for a minimum of **four weeks** following attack.
- c. Federal <sup>36</sup>—The Federal Government will be prepared to assist the States, political subdivisions and individuals as soon as possible following attack after meeting military and other essential Federal requirements. Federal stockpiles and other resources available to the Federal Government for survival purposes will be planned for allocation to States on the basis of need, after the fourth week following attack. To the extent permitted by the situation, the Federal Government will continue to institute controls necessary to the management of all essential resources in the national interest.

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<sup>35</sup> See Annex 2, INDIVIDUAL ACTION.

<sup>36</sup> See Annex 6, FEDERAL EMERGENCY PROCEDURES.

## 2. General Procedures <sup>37</sup>

### a. Local

- (1) Commercial stocks in the hands of retailers will automatically be available to local governments to supplement local stockpiles. Wholesaler and manufacturer inventories and State and Federal stockpiles will be utilized by local governments on the basis of prearranged plans endorsed by the State and Federal Government agencies concerned. Plans for requisitioning will include reimbursement provisions.
- (2) As soon as possible following attack, local governments will provide for accumulation, control and distribution of goods and services essential to the maintenance of life and property and preservation of government.
- (3) When local resources (including those made available at nearby support communities) are exhausted, or will not meet the need, requests of local governments for assistance will be made to the State. Requests by local governments to Federal agencies for assistance will be made only under prearranged plans approved by the State and by the OCDM Regional Director.

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<sup>37</sup> For detailed procedures for the emergency administration of specific resources see Annex 30, NATIONAL MANPOWER PLAN; Annex 31, NATIONAL FOOD PLAN; Annex 32, NATIONAL WATER PLAN; Annex 33, NATIONAL ENERGY AND MINERALS PLAN, and Annex 34, NATIONAL TRANSPORTATION PLAN.



b. State

- (1) As soon as possible after attack, the State will exercise general coordination and direction over resources within its borders except where, in accordance with prearranged State and national plans, such resources have been specifically reserved for control by appropriate Federal agencies. On the basis of relative needs, determined according to established standards, the State will fill local requests for assistance from resources under State control, including stockpiled materials, or those available from other States.
- (2) Each State will keep the OCDM Regional Director informed of critical resources committed within the State or across the State lines and of resources in excess of the State's needs. The Regional Director will provide resource information to field installations of appropriate Federal agencies. The commitment of resources will be as follows:
  - (a) Within an intrastate mutual-aid perimeter, automatically to an attacked area or on request of attacked city
  - (b) Within an attacked State, other than the above situation, upon the order of the State
  - (c) Across any state line, upon the basis of prearranged plans coordinated by the

Regional Director or upon request to and direction from him.

- (3) Requests for support will be made to the OCDM Regional Director when required resources are not available within the State or from appropriate Federal agencies in accordance with prearranged plans.
- (4) The OCDM Regional Director will, when required as a matter of national interest, direct the States to modify or suspend prearranged plans in order to provide for the release and/or reconsignment of resources.

c. Federal <sup>38</sup>

- (1) Subject to the above procedures for State and local action, OCDM, through the appropriate Federal agencies, will control goods and services available for civilian use and the distribution of goods required to meet essential consumer requirements. State and local governments may be utilized to exercise, as agents of the Federal Government, authority over inventories of designated kinds of goods in the hands of certain industries and wholesalers.
- (2) The heads of Federal departments and agencies having normal jurisdiction over resources not previously assigned to emergency activities of the Federal Government will cause

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<sup>38</sup> See Annex 6, FEDERAL EMERGENCY PROCEDURES, and Annex 29, EMERGENCY DISTRIBUTION AND CONSUMPTION CONTROLS.



such classes of these resources, as specified from time to time by OCDM, to be

- (a) Inventoried, classified and reported to the Director
- (b) Made available for assignment to Federal emergency activities
- (c) Made available, in the case of field establishments, to the governments of States in which they are located, unless required for an immediate mission of the Federal establishment or where commitment will impair the national interest. States will be advised preemergency as to the probable availability of these resources.

**G. Management of Facilities After Attack on the Continental United States**<sup>39</sup>

1. LOCAL—Local officials will identify those public facilities (such as radio stations, roads, sewerage systems and airports) and utilities (such as water, electric power and gas) essential to the continued life of the community. They will direct, through appropriate departments of local governments, repair and restoration of vital public facilities and utilities and the order in which essential needs for local service should be met. If locally available materials or manpower are inadequate for such needs, mutual assistance arrangements with other local govern-

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<sup>39</sup> See Annex 35, EMERGENCY ADMINISTRATION OF ESSENTIAL FACILITIES; Annex 32, NATIONAL WATER PLAN; Annex 33, NATIONAL ENERGY AND MINERALS PLAN, and Annex 34, NATIONAL TRANSPORTATION PLAN.

ments will be invoked. Utility systems will make known mutual assistance arrangements to the government entities concerned. Such arrangements will be invoked to furnish service for essential needs. Requests for Federal assistance will be made through the State unless other arrangements approved by the State exist.

2. STATE—State governments will assist the local governments in the repair and restoration of public facilities essential to statewide emergency activities and allocate available utility service within the State where conflicts between localities in the use of the service arise. The State will modify its regulations on utility operations to the extent necessary to facilitate restoration of service within the State and in other States.
3. FEDERAL—The Federal Government will
  - a. Identify those resources, including industrial facilities, utilities and services essential to the maintenance and operation of the national economy
  - b. Allocate such resources where necessary
  - c. Resolve conflicts so that the most essential national requirements will be met
  - d. Exercise priorities and allocation and requisitioning authority in order to expedite and direct the flow of such resources to meet national requirements
  - e. Take necessary actions (such as ordering interconnection of utility systems) to assure maximum effectiveness in use of interstate resources



- f. In areas where it has equipment and trained manpower which would be useful in restoration of public facilities and utilities, make such resources available if they are not needed for duties of equal or greater essentiality.

## **VII. Supporting Functions**

### **A. Research and Development**<sup>40</sup>

1. The Federal Government will fund, maintain and support a complete and coordinated research and development program to determine optimum methods, materiel and facilities for the civil defense and defense mobilization of the United States. The program will be coordinated by OCDM.
2. This program will include, but not be limited to, subject matter on weapons effects (including sociological and psychological effects); passive defense techniques; operational systems for identifying, computing and transmitting operational data; resource data accumulation, analysis and use; and equipment design and use.
3. Financial contributions to States for the conduct of programs of applied research on problems unique to their jurisdiction or to those of their political subdivisions will be provided if adequately justified.

### **B. Training and Education**<sup>41</sup>

OCDM will stimulate and conduct, when necessary, programs of civil defense and defense mobilization training

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<sup>40</sup> See Annex 36, RESEARCH AND DEVELOPMENT.

<sup>41</sup> See Annex 37, TRAINING AND EDUCATION.

and education. Contributions to the States and their political subdivisions for training and education activities will be made available. The objectives of these programs are:

1. To assist governments at all levels to obtain operational readiness in emergency
2. To provide every person with information and instruction essential for survival and recovery.

### **C. Federal Assistance** <sup>42</sup>

The Federal Government will furnish such technical, financial and material assistance to States and their political subdivisions and to private organizations as is permitted by law and is necessary for the civil defense and defense mobilization of the United States. This includes, but is not limited to,

1. Use of technical personnel
2. Grants-in-aid, loans and tax benefits
3. Transfer of surplus property

### **D. Review, Tests and Inspection** <sup>43</sup>

1. Civil defense and defense mobilization plans of Federal departments and agencies, those State and local plans financed in whole or in part by the Federal Government, and programs based on such plans will be continually reviewed by the Director for adequacy and for conformance with this National Plan.

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<sup>42</sup> See Annex 38, FEDERAL ASSISTANCE.

<sup>43</sup> See Annex 39, REVIEW, TESTS AND INSPECTION.



2. The Director will arrange and supervise, as he deems advisable, tests and exercises for purposes of evaluating and improving civil defense and defense mobilization readiness.
3. The Director will determine standards of maintenance and use and will supervise inspection of civil defense and defense mobilization equipment and facilities financed in whole or in part by the Federal Government.

#### **E. Maintenance of the National Plan**

The Director will provide for continual review of the National Plan for Civil Defense and Defense Mobilization, revise it as necessary to assure that it is complete, accurate and current at all times and require such reports as will keep him advised on progress and program status. Any proposals for changes in the Plan should be submitted to the Director.

## Glossary of Terms

- BIOLOGICAL WARFARE AGENTS**—Living organisms or their products capable of causing death, disability or damage to man, animals and crops.
- CHEMICAL WARFARE AGENTS**—Chemicals in the form of solids, liquids or gases capable of causing death, disability or damage.
- CIVIL DEFENSE**—Activities and measures designed or undertaken (1) to minimize the effects upon the civilian population which would be caused by an attack upon the United States or by a natural disaster, (2) to deal with the immediate emergency conditions which would be created by any such attack or disaster and (3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack or disaster.
- CLANDESTINE ORDNANCE**—Destructive devices covertly assembled in or introduced into this country.
- CONELRAD**—A plan to deprive the enemy of electromagnetic radiation as an aircraft navigational aid without depriving the public of standard broadcast radio as a source of news and instruction. This system permits emergency broadcasting on 640 or 1240 kilocycles in areas served by standard broadcast stations authorized to operate during the CONELRAD (Radio Alert) period.
- DECONTAMINATION**—The process of reducing the hazard associated with an object or area by absorbing, destroying, neutralizing, making harmless or removing chemical, biological, radiological or toxicological agents clinging to or around it.
- DEFENSE MOBILIZATION**—The employment of government and the national economy for meeting essential civilian and military requirements.
- DIRECTOR**—Director of the Office of Civil and Defense Mobilization, Executive Office of the President.
- FALLOUT**—The return to the earth's surface of particles made radioactive and thrown into the air by a nuclear explosion. The term also applies to the contaminated particles themselves.



**FEDERAL AGENCY FIELD ESTABLISHMENTS**—Offices, installations or representatives of the Federal Executive Branch of Government (including those normally under the direction of, but not necessarily a formal part of, the Executive Branch) not located at the seat of government or constituting or designated as a National Headquarters.

**HARDENING**—Reducing the vulnerability of a structure, device or system by strengthening its material components or otherwise increasing its physical protection against deliberate, accidental or natural damage or wear.

**INTERSTATE COMPACT**—Agreement between two or more States to commit supplies, materials, equipment or forces to each other to alleviate the effects of attack.

**INTERSTATE TARGET AREA**—Any metropolitan complex or other attack objective situated in two or more States.

**INTRASTATE MUTUAL-AID PERIMETER**—Boundaries of a geographical area agreed upon by the State and between two or more political subdivisions within the State for purposes of planning for the exchange of supplies, materials, equipment or forces to each other to alleviate the effects of attack.

**MONITORING**—The procedure or operation of locating and measuring radioactive contamination by means of survey instruments which can detect and measure (as dose rates) ionizing radiations. The individual performing the operation is called a monitor.

**POLITICAL SUBDIVISION**—Any county, city, town or other local government of any State, Territory or Possession of the United States.

**RADIOLOGICAL CONTAMINATION**—The deposit of radioactive material on the surfaces of structures, areas, objects, animals or persons following a nuclear explosion. This material generally consists of radioactive fallout in which fission products and other bomb debris have become incorporated with particles of dirt, etc.

**REGIONAL DIRECTOR**—Director of one of the regional offices of the Office of Civil and Defense Mobilization.