

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 14
DAMAGE ASSESSMENT



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

Volume II

DEFENSE MOBILIZATION



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

Preface

This annex supports and amplifies the National Plan for Civil Defense and Defense Mobilization, particularly Part V, Section E, **Preparations for Damage Assessment**. It states the assumptions under which preparations for damage assessment are made; the general responsibilities assigned to Federal, State, and local governments; the elements of damage assessment; the specific functions to be undertaken in areas of non-military defense; and the methods for executing the program.

LDMO I-26 established the basic guidance for the National Damage Assessment Program.

Auxiliary documents will be issued as necessary and will be subordinate to and compatible with this annex and the National Plan.

The annex is published in looseleaf form in order that pages may be added or replaced easily whenever revisions are made.



Director

Office of Civil and Defense Mobilization

Issued March 1960



Contents

	Page
PREFACE	iii
I. DEFINITION	1
II. ASSUMPTIONS	1
III. GENERAL RESPONSIBILITIES	1
A. <i>Federal</i>	1
B. <i>State and Local</i>	3
IV. ELEMENTS OF DAMAGE ASSESSMENT	4
A. <i>General</i>	4
B. <i>Application of Assessment Techniques</i>	4
C. <i>Reporting</i>	5
V. FUNCTIONS	6
A. <i>Reporting Weapons Detonations</i>	6
B. <i>Assessment Operations</i>	6
C. <i>Training</i>	7
D. <i>Research and Development</i>	7
VI. EXECUTION	8
A. <i>Office of Civil and Defense Mobilization</i>	8
B. <i>Other Federal Agencies</i>	9
C. <i>State and Local Governments</i>	10

ANNEX 14

DAMAGE ASSESSMENT

I. Definition

Damage assessment is the process of determining the effects of enemy attack upon the human and material resources of the United States. Its purpose is to determine the amounts and locations of remaining national resources so that intelligent decisions for the survival and recovery of the Nation can be made.

II. Assumptions¹

Initial damage assessment would have to be based upon fragmentary attack reports. Even so, such information would be useful for decisions related to post-attack actions. Further assessments to provide more effective postattack survival and recovery measures would be developed as more accurate attack reports are received.



III. General Responsibilities

A. Federal

1. Office of Civil and Defense Mobilization

OCDM is responsible for insuring overall leadership to the Federal, State, and local governments in the development of all types of machine and manual damage assessment systems, and for coordination of damage assessment activities.

¹See Annex 1, Planning Basis.

2. Other Federal Agencies

a. All Federal departments and agencies are responsible for:

- (1) Supporting the National Damage Assessment Program and developing a damage assessment capability for their respective purposes.
- (2) Supplying resource information to OCDM, as mutually determined to be necessary, on places and types of structures where resources are located, on seasonal fluctuations of quantities of resources, and on other pertinent factors.
- (3) Reporting to the OCDM Classified Location, through their own or OCDM channels, information on nuclear detonations.

b. The Department of Defense is also responsible for providing:

- (1) Weapons detonation data, known as NUDET data, to OCDM for damage assessment purposes.²
- (2) Technical information pertinent to non-military biological and chemical warfare (BW and CW) defense for use in damage assessment.³

c. The Department of Health, Education, and Welfare and the Department of Agriculture, under delegated authority, are also responsible for providing information on the detection and identification of BW and CW

²See Annex 7, Role of the Military.

³See Annex 24, National Biological and Chemical Warfare Defense Plan.

agents for use in the development of assessments of the effects on population, animals, crops, and other resources.⁴

- d. The Department of Commerce is also responsible for providing:⁵
- (1) Wind data for use in estimating fallout effects of nuclear detonations.
 - (2) Climatological information applicable to BW and CW defense.
 - (3) Postattack censuses of population and important resources.

B. State and Local

State and local governments are responsible for:

1. Developing and implementing damage assessment systems best suited to meet their post-attack needs and compatible with national requirements.
2. Supplying information to OCDM on resources, State and local stockpiles, types of structures where resources and stockpiles are located, effects of evacuation on the location of the population, and other factors.
3. Reporting nuclear detonation data, when available, to OCDM.
4. Reporting information on BW and CW attack, through appropriate channels, to OCDM.
5. Conducting ground reconnaissance (and air reconnaissance as appropriate) as soon as possible after attack to determine more accurately the effects of attack upon people and resources.



⁴*Ibid.*

⁵See Annex 5, Federal Delegations and Assignments, and Annex 23, National Radiological Defense Plan.

IV. Elements of Damage Assessment

A. General

Until an automatic attack surveillance system is developed, in the first few hours after attack great reliance will be placed upon flash reports based on detection devices and on visual observations of weapons detonations. These fragmentary reports will be assembled at each level of government in order to develop as accurate a picture as possible of the effects within the particular jurisdiction. These effects will be applied by machine or hand assessment methods against data on people and principal resources, to estimate what people and resources are remaining.

As soon as possible, air reconnaissance will be carried out by the Department of Defense and by State and local governments as appropriate.

As soon as the radiological situation permits, ground reconnaissance will be made by State and local governments and by Federal agencies to determine by observation what the exact situation is.

A later phase in this process will be the conduct of detailed surveys or censuses of people and of important resources.

B. Application of Assessment Techniques

Use of flash reports and application of machine or hand assessment methods require a system composed of:

1. Locating the preattack population and resources and measuring the relationship between these locations and those of the detonation points. (The location system generally used is based on the coordinates of the Universal Transverse Mercator—UTM—grid system.)
2. Applying predictions of the effects of nuclear weapons and of BW or CW agents.

- a. Nuclear weapons effects are divided into two major groups: direct effects (blast, thermal, and initial radiation) and fallout effects. The relationships used to apply these effects to population and other resources are known as "vulnerability functions." These functions are based on estimates of nuclear weapons effects on population and structures, as developed by the Department of Defense, the Atomic Energy Commission, and the Office of Civil and Defense Mobilization.
- b. The effects of BW and CW agents are divided into two major groups: those affecting humans and designed to produce death and illness or to reduce the will to resist and to minimize production capability; and those employed against animals and crops and designed to prevent long-term recuperative ability. The vulnerability functions of these weapons are being developed by the Department of Defense, the Department of Health, Education, and Welfare, and the Department of Agriculture.
- c. These weapons effects data are combined with the details of the attack pattern in order to estimate the effects of the attack.



C. Reporting

1. Reporting nuclear attack data is the responsibility of Federal, State, and local governments, supported by the 3,000 stations of the Federal Fixed Station Monitoring Network. The essential items of information include time of detonation, location of ground zero, size of weapon, and

height of burst. Wind data necessary for predictions of damage from fallout are reported by the Department of Commerce.

2. Reporting BW or CW attack data is primarily the responsibility of the State and local governments. The State will evaluate the attack within its boundaries, report to OCDM, and advise local governments of the situation. The local governments will report the situations to the State and to contiguous local governments.
3. As analyses of the effects of attack are made, each level of government is responsible for providing the next higher level with summaries of these evaluations in the area with which it is concerned. Conversely, each level of government is responsible for providing lower levels of government with information which will affect their areas.

V. Functions

A. Reporting Weapons Detonations

1. Objective

To report detonation information required in preparing rapid estimates of damage.

2. Action Required

Develop and maintain attack surveillance systems providing, by automatic and other methods, for detection and reporting of weapons detonations.

B. Assessment Operations

1. Objective

To develop an integrated operational damage assessment system at all levels of government.

2. Actions Required

- a. Establish and maintain an integrated national damage assessment system covering Federal, State, and local governments and including methods and procedures for reporting, to all levels of government, postattack assessments of damage to population and other resources.
- b. Provide guidance to all levels of government in the accepted measures and procedures for damage assessment.
- c. Provide data on the location of population and resources for damage assessment.
- d. Insure postattack capabilities for air and ground reconnaissance.

C. Training

1. Objective

To enable government at all levels to attain operational readiness in damage assessment.

2. Actions Required

- a. Train observers to record and report detonation data.
- b. Train analysts in damage assessment procedures.
- c. Train observers to perform postattack reconnaissance.

D. Research and Development

1. Objective

To insure that the maximum capability of the system is developed both as to technical information and as to necessary equipment and facilities.

2. Actions Required

- a. Study methods for increasing the efficiency of the electronic assessment system, as well as



- methods of developing the most effective manual assessment system.
- b. Periodically prepare simulated attacks to test the operational capabilities of the assessment system.
 - c. Prepare vulnerability studies to provide estimates of the probabilities of blast and radiological contamination at specified points throughout the United States.
 - d. Prepare vulnerability studies to provide estimates of the effects of BW and CW agents upon humans and agricultural and water resources.
 - e. Develop the necessary equipment for providing prompt and accurate nuclear detonation data.
 - f. Develop probability samples for use in post-attack surveys of population and important resources.

VI. Execution

A. Office of Civil and Defense Mobilization

Actions taken under damage assessment shall be coordinated and directed by the Director, Office of Civil and Defense Mobilization, in accordance with Part V, Section E, of the National Plan and Annex 5, Federal Delegations and Assignments.

OCDM shall:

1. Provide damage assessment methods—electronic, mechanical, and manual—for Federal departments and agencies and for State and local governments.
2. Provide statistics and data on the location of resources for use at all levels.

3. Provide attack surveillance instruments and reporting procedures for the Federal Government's monitoring network.
4. Provide financial assistance through loan, grant, transfer, or Federal Contributions programs⁶ for the procurement of maps, related equipment and supplies, and attack surveillance equipment.
5. Provide reporting procedures for an integrated damage assessment program.

B. Other Federal Agencies

1. All other Federal departments and agencies shall:
 - a. Develop compatible damage assessment systems in the detail required to meet their individual needs.
 - b. Provide such statistics and other data as may be mutually agreed to be needed by OCDM for its assessments, and by the Federal departments and agencies for their postattack damage reports.
 - c. Provide such personnel and other support as may be required and agreed upon.
2. The Department of Defense shall also:
 - a. Establish a nationwide attack surveillance system.
 - b. To the extent feasible, further develop its capability for providing postattack aerial photo reconnaissance.
 - c. Furnish results of research and development pertinent to nonmilitary BW and CW defense.
3. The Department of Commerce shall also provide forecasts of likely fallout areas and of likely



⁶See Annex 38, Federal Assistance.

effects of winds on the distribution of BW and CW agents, and prepare for postattack enumeration of population and selected resources.

4. The Department of Health, Education, and Welfare and the Department of Agriculture shall also develop programs for determining the vulnerability functions of BW and CW agents and for reporting attack data when these agents are involved.

C. State and Local Governments

State and local governments will:

1. Under OCDM guidance, develop assessment systems which will be best suited to meet their specific needs and which will be compatible with the overall system established by OCDM.
2. Furnish OCDM with copies of systems together with maps, tabulations, and other materials which are part of the systems.
3. Develop damage reconnaissance teams to provide ground or air surveys of the effects of attack on population and resources, including reports on damage to key facilities, estimates of the number of persons killed and injured, and indications of the time required to restore facilities and production.
4. Develop capability for observing and reporting nuclear detonation data.
5. Develop capability for reporting information on BW and CW attack.

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 15
COMMUNICATIONS

(IN TWO PARTS)



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL BUREAU OF INVESTIGATION

1971

Office of the Director, Federal Bureau of Investigation

January 15, 1971

MEMORANDUM FOR THE DIRECTOR

Subject: [Illegible]



Approved: [Illegible Signature]
Special Agent in Charge

C

C

C

Preface

This annex states specific responsibilities, policies, criteria, methods, and procedures for carrying out the telecommunication responsibilities of the Federal Government, the States and their political subdivisions, and private organizations in support of the National Plan for Civil Defense and Defense Mobilization. In two parts, it states the broad course of nonmilitary action necessary to implement effective operational communications and to manage the Nation's telecommunication resources in an emergency.

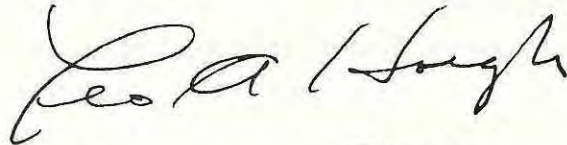
Part One: Operational Communications sets forth requirements, procedures, regulations, and restrictions concerning all nonmilitary systems for transmitting, by electrical communication, civil defense and defense mobilization information and instructions within and among governments and between governments and the people—that is, operational communications and communications with the public.

Part Two: National Telecommunications, adapted from Defense Mobilization Order IX-4, concerns methods and measures for assisting the President in the discharge of his responsibilities for management of national telecommunication resources in an emergency and summarizes procedures for obtaining radio frequencies, international telecommunication services, and domestic (common carrier) telecommunication services in or for a national emergency.



Auxiliary documents, including detailed procedures, will be issued as necessary and will be subordinate to and compatible with this annex and the National Plan.

The annex is published in looseleaf form in order that pages may be added or replaced easily whenever revisions are made.

A handwritten signature in black ink, appearing to read "Leo A. Hughes". The signature is fluid and cursive, with the first name "Leo" being particularly prominent.

Director
Office of Civil and Defense Mobilization

Issued February 1960

Contents

	Page
PREFACE	iii
<i>Part One: Operational Communications</i>	
I. DEFINITIONS	1
II. ASSUMPTIONS	2
III. GENERAL RESPONSIBILITIES	3
A. <i>Federal Government</i>	3
B. <i>State and Local Governments</i>	4
C. <i>Private Organizations</i>	4
IV. FUNCTIONS	4
A. <i>Operational Communications</i>	4
B. <i>Communications to the Public</i>	7
C. <i>Tests and Exercises</i>	8
D. <i>Research</i>	9
E. <i>Training</i>	9
V. EXECUTION	10
A. <i>Federal Government</i>	10
B. <i>State and Local Governments</i>	13
C. <i>Private Organizations</i>	14



Part Two: National Telecommunications

	Page
I. DEFINITIONS	16
II. ASSUMPTIONS	16
III. GENERAL RESPONSIBILITIES	17
A. <i>Federal Government</i>	17
B. <i>State and Local Governments</i>	17
C. <i>Common Carriers</i>	17
D. <i>Industry and Organizations</i>	17
IV. PROCEDURES	18
A. <i>Radio Frequencies</i>	18
B. <i>International Telecommunication Service</i>	26
C. <i>Domestic Common Carrier Telecommuni- cation Services</i>	28
V. EXECUTION	30

ANNEX 15 COMMUNICATIONS

Part One: Operational Communications

I. Definitions¹

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

B. *Operational communications* means the tactical communications required for initiating and directing civil defense and defense mobilization actions.

C. *Communications with the public* is that communications required for keeping the general public informed and for directing the action of large segments of the population in times of emergency.

D. *Radio Amateur Civil Emergency Service (RACES)* is a service designed to make efficient use of the vast reservoir of skilled radio amateurs throughout the Nation. Most of the States and larger communities have federally approved RACES communications plans whereby amateurs enlisted in this plan are permitted to operate as an emergency communications network on certain specific frequencies during an alert, natural disaster, or other condition, as directed by civil defense authority.

E. *CONELRAD (CONtrol of ELectromagnetic RADIations)* is a plan for optimum use of all radio communications facilities without giving undue navigational aid to the enemy. A Radio Alert is initiated by

¹See also definitions in Part Two, Section I.(A and B).



the Commander-in-Chief, North American Air Defense Command. Through Air Force channels Key Broadcast Radio Stations are notified by the CONELRAD alerting system. They in turn transmit an attention signal which actuates CONELRAD Alert receivers in all AM, FM, and TV stations. This is followed by the announcement of the CONELRAD Radio Alert Message. The stations having National Defense Emergency Authorization will immediately shift their frequencies to the CONELRAD frequency assigned to them (640 or 1240 kc.) and will broadcast information to the public under a plan prescribed for each particular station. All other broadcast stations must leave the air. These plans are so designed that each station can reach the maximum population within its area without giving undue navigational aid to the enemy. Under conditions of a CONELRAD Radio Alert, all radio stations are required to operate under specific CONELRAD plans for the radio service involved.

II. Assumptions²

A. An attack on the United States might seriously disrupt communications within and among Federal, State, and local governments, industry, and the public.

B. The resumption, restoration, and improvement of the Nation's essential communications services and facilities would be a priority prerequisite for carrying out most civil defense and defense mobilization activities. This would require optimum use of the Nation's remaining communication capability and facilities, including the resources of amateur radio operators enrolled in the Radio Amateur Civil Emergency Service (RACES).

²See Annex 1, Planning Basis.

III. General Responsibilities

A. Federal Government

The Federal Government is responsible for the stimulation, leadership, guidance, and assistance necessary to advance the communications needs of Federal agencies, State and local governments, and private organizations to meet their essential emergency communications obligations.³ This responsibility entails:

1. Establishing and maintaining communications for civil defense and defense mobilization purposes, reasonably secure from attack effects,
 - a. Within and among Federal agencies having emergency responsibilities.
 - b. Between the Federal Government and the States.
2. Encouraging States and their political subdivisions to establish effective communications systems, through technical and, where appropriate, financial assistance.⁴
3. Providing stimulation, guidance, and assistance to the management of domestic common carrier communication services concerning measures:
 - a. To protect their physical property, operating personnel, and management capability from the effects of attack.
 - b. To facilitate the restoration of such facilities after attack,⁵ including the free movement of common carrier vehicles, personnel, equipment, and supplies—both intrastate and interstate.

³See Annex 4, Authorities for Civil Defense and Defense Mobilization, and Annex 6, Federal Emergency Plans and Procedures.

⁴See Federal Contributions Manual AM25-1, Chapter 9.

⁵See Annex 11, Protection of Essential Facilities.



B. State and Local Governments⁶

1. State governments are responsible for maintaining at all times, reasonably secure from attack effects, communications:
 - a. Among State agencies having emergency responsibilities.
 - b. Between the State government and its political subdivisions.
2. Local governments are responsible for maintaining, reasonably free from attack effects, communications for emergency operations.

C. Private Organizations⁶

Private organizations are responsible for supporting civil defense actions by providing for the optimum utilization, in accordance with applicable regulations, of all their available communications facilities in times of disaster, not only within and between their separate organizations but also in coordination with such programs as the civil defense efforts may require.

IV. Functions

A. Operational Communications

1. Objectives
 - a. To provide the capability of communicating:
 - (1) Among all Federal and State agencies for day-to-day operational communications.
 - (2) Among all Federal and State government control centers (also known as emergency operating centers — including the relocated seat of government of each State—for use in emergencies and under disaster conditions.

⁶All rules and regulations of the Federal Communications Commission (FCC) pertaining to the use of nongovernment radio communication facilities will remain in effect unless ordered otherwise by the Director, OCDM, pursuant to the authority delegated by Executive Order 10705.

- (3) Between State and local agencies having emergency responsibilities in times of disaster to carry on government functions.
 - (4) Between and among all echelons of government and all industrial organizations.
 - b. To provide the capability of incorporating the communications facilities and systems of private organizations and individuals into emergency plans in a manner that will best serve the mutual interests of the governments and private organizations concerned.
 - c. To make optimum use of all radio communications facilities without giving undue navigational aid to the enemy.
 - d. To provide communications for rapid dissemination of warning information.⁷
2. Actions Required
- a. Improve the present Federal interagency system of communications by providing hardened facilities, secure circuit routing, and other emergency requirements.
 - b. Interconnect Federal communications systems both at national and regional levels wherever feasible.
 - c. Develop a unified Federal communications system to serve both the normal and emergency needs of the civil departments and agencies of the Federal Government in the most effective and economical manner.
 - d. Improve the operational capability of the OCDM National Communications System No. 1 (NACOM 1), consisting of private line teletypewriter/telephone service interconnecting OCDM Operational Headquarters,

⁷See Annex 13, Warning.



- OCDM Regional Offices, and State civil defense operational headquarters.
- e. Provide an OCDM National Radio Communications System (NACOM 2) at all OCDM and State operational headquarters as an emergency backup to NACOM 1.
 - f. Incorporate, as specific emergency requirements dictate, improved techniques and equipment and required modes of transmission to secure maximum benefits from the communications resources available.
 - g. Employ standardized procedures, and standardized message forms where practicable.
 - h. Equip all emergency operational communications systems insofar as practicable to transmit intelligence by the maximum number of methods (teletype, voice, crypto, facsimile, computer data, etc.).
 - i. Provide for the use of the normal facilities operated by those States and local agencies of government having civil defense responsibilities to the extent permitted by the regulations applicable to the stations involved.⁸
 - j. Designate State and local radio communications networks and systems which normally have no civil defense responsibilities to perform specific civil defense missions in emergency situations when permitted by the FCC Rules.
 - k. Encourage privately owned services to take the necessary preattack measures to protect plant, equipment, personnel, and management leadership. The systems should be

⁸Section 10.9 of the FCC Rules and Regulations sets forth the regulations pertaining to the use of public safety facilities in civil defense.

secure or protected type networks with the capability of alternate routing or mobility to facilitate reestablishment of circuits which might be destroyed. The possibilities of damage due to blast, fire, neutron radioactivity, and radioactive fallout will be considered in all plans.

- l. Provide protected control centers equipped with adequate communications for the receipt and transmission of information and instructions essential to State and local emergency operations.
- m. Mobilize the resources and personnel of the Nation's radio amateurs into the Radio Amateur Civil Emergency Service (RACES) program to augment existing State and local communications.

B. Communications to the Public

1. Objective

To provide a capability for communications during emergencies to the general public that will allow appropriate government officials to give necessary information and instructions to the maximum number of persons concerned, without giving undue navigational aid to the enemy.⁹

2. Actions Required

- a. The Federal Government, with the assistance of advisory committees, will provide guidance to State and local authorities to assist in the organization, engineering, and programing of radio and TV broadcast stations and networks to accomplish the desired objectives during emergencies.

⁹See Annex 9, Public Information.



- b. The Federal Government will provide funds for program and control circuits to authorized CONELRAD broadcast stations to link the stations to appropriate State and local government control centers.
- c. State and local governments will provide emergency information and instructions to the public via emergency broadcast facilities arranged through the Federal, State, and local governments and through advisory committees, which have been organized in many areas. State and local civil defense authorities should work closely with these groups.
- d. The Federal Government, with the cooperation and guidance of industry, will establish an emergency radio broadcast plan which can be implemented in an emergency to provide facilities for the President to broadcast messages to the public.¹⁰ This plan must be of sufficient flexibility to allow the maximum use of surviving broadcast facilities and interconnecting communications channels, including the use of remote pickup broadcast equipment and interconnected and fully automatic industrial microwave systems.

C. Tests and Exercises¹¹

1. Objective

To determine the operational capability of Federal, State, and local communications.

¹⁰An "Interim Plan for Continuity of Programming under CONELRAD" has been published (FCC Release 67094).

¹¹See Annex 39, Review, Tests, and Inspection. Tests and exercises involving nongovernment radio facilities shall be in accordance with FCC Public Notice 59-299.

2. Action Required

Develop and conduct tests and inspections of the Nation's emergency communications facilities and operational personnel.

D. Research¹²

1. Objective

To develop facilities and data pertaining to the needs of communications.

2. Actions Required

- a. Establish requirements for communications research.
- b. Conduct research projects and field tests for operational applicability.

E. Training¹³

1. Objectives

- a. To provide trained personnel for operation of all communications facilities at Federal, State, and local levels.
- b. To assure that all personnel in government and industry having communications responsibilities are fully informed as to emergency communications procedures.
- c. To assure that all communications personnel are trained in protection and survival methods.

2. Action Required

Develop and administer training and education programs in the execution of emergency communications responsibilities, functions, and activities as set forth in this annex, including programs for the protection and survival of employees.

¹²See Annex 36, Research and Development.

¹³See Annex 37, Training and Education.



V. Execution

A. Federal Government

1. OCDM shall:

- a. Provide policy direction and control for the implementation of a unified system of communications to serve the needs of the Federal Government for day-to-day and emergency operational communications.
- b. Implement communications plans¹⁴ and programs for the nonmilitary defense of the United States.
- c. Mobilize the use of qualified nongovernmental personnel to augment the existing communications staff of the Federal establishment.
- d. Direct and coordinate measures necessary to improve the emergency communications facilities of the civil agencies of the Federal Government.
- e. Maintain, operate, and improve the OCDM operational communications systems and activate standby OCDM facilities in times of emergency.
- f. Provide financial and technical assistance in the development of communications plans and the establishment of State and local civil defense communications systems.¹⁵
- g. Develop and institute tests and exercises, following coordination with FCC, to determine the operational capability of national emergency civil defense operational communications facilities.

¹⁴The word "plans" as used in this annex covers all phases of design, implementation, and operation of such communications systems as are necessary for the nonmilitary defense of the United States.

¹⁵See Annex 38, Federal Assistance.

- h. Develop and establish training courses for communications personnel at all levels of State and local government.
- i. Guide and assist State and local governments in the execution of their communications training and education programs.
- j. Provide FCC with requirements pertaining to development of CONELRAD plans for all civil and State and local government communications. (See the DOD-FCC-OCDM Memorandum of Agreement concerning CONELRAD.)
- k. Develop and provide program source material to State and local authorities for use in civil defense programming of an emergency nature by broadcast stations operating under CONELRAD and post-CONELRAD conditions.
- l. Provide stimulation, guidance, and assistance to Federal departments and agencies, State and local governments, and private organizations concerning measures to:
 - (1) Protect their communications facilities and operating personnel from the effects of attack.
 - (2) Facilitate restoration and resumption of service after attack.
- 2. The Federal Communications Commission shall:
 - a. Carry out that authority vested in the President by Section 606(c) of the Communications Act of 1934, as amended, as delegated to the Commission in Executive Orders 10312 and 10438, with respect to radio stations, with the exception of radio stations belonging to and operated by any department or agency



- of the United States, to minimize the use of the electromagnetic radiations of such stations. (The plans of the Commission for exercising its CONELRAD authority shall not become effective until they have been concurred in by the Secretary of Defense and the Director of OCDM.)
- b. Issue appropriate rules, regulations, orders, and instructions and take such other action as may be necessary to assure the timely and effective operation of the plans to effect the control of electromagnetic radiations (CONELRAD) between 10 kilocycles and 100,000 megacycles.
3. The General Services Administration shall carry out the provisions of Executive Order 9471 of 1944, Public Law 413 of 1946, and the Federal Property and Administrative Services Act of 1949, to provide a fast, reliable, and economical means of communications for the Federal civilian activities.
 4. Recommendations for changes in national CONELRAD policy will be submitted by the recommending agencies to OCDM and DOD for consideration as to conformance with the intent of subsection 606(c) of the Communications Act of 1934, as amended, and Executive Order 10312. Information copies of such recommendations will be submitted to FCC. Changes in CONELRAD operating procedures, other than minor changes in internal agency plans, will be coordinated through existing command or liaison channels with the Commander-in-Chief, North American Air Defense Command (CINCNORAD).

5. The head of each Federal department or agency, with respect to stations belonging to and operated by such agency, shall, pursuant to the authority vested in the President by section 305 of the Communications Act of 1934, as amended, prepare and put into effect such plans as may be necessary to minimize the use of electromagnetic radiation of these stations in event of attack or imminent threat thereof as an aid to hostile aircraft, guided missiles, and other devices capable of direct attack upon the United States. Such plans shall not become effective until they have been concurred in by the Secretary of Defense and the Director of OCDM.
6. Federal departments and agencies, in coordination with OCDM, shall develop their essential emergency communications facilities as are required to meet their defense mobilization responsibilities.

B. State and Local Governments

State and local governments will:

1. Improve their existing communications systems to the maximum practicable and will augment them with new systems and facilities as required to meet the threat of nuclear attack.
2. Continue to improve or provide protected facilities and increase the effectiveness and security of the communications systems between the State emergency operational centers and its political subdivisions.
3. Provide protected facilities and systems for use in local areas for carrying operational and survival information and directives.
4. Develop and implement communications plans that include the communications requirements



for all emergency civil defense operational services.

5. Encourage enrollment of personnel and expansion of facilities for the Radio Amateur Civil Emergency Service (RACES) and further incorporate this valuable communications resource into basic operational plans.
6. Develop and institute periodic tests, inspections, and exercises to determine the operational readiness and capabilities of State and local communications systems and activate these systems in times of actual emergency.
7. Develop and implement plans for the emergency use of broadcast facilities.
8. Provide emergency information and instructions to the public.
9. Provide and conduct training and educational programs to develop competent communications operators and maintenance personnel.
10. Utilize the facilities and personnel of nongovernment entities in operational communications plans to the greatest extent possible.

C. Private Organizations

1. Private organizations will:
 - a. Cooperate with appropriate government agencies for planning and implementing the use of communication facilities necessary for:
 - (1) The continued function or restoration of essential elements of the national economy.
 - (2) The augmentation of existing government communications facilities where appropriate for the execution of civil defense missions.

- b. Protect their communications facilities and operating personnel against the effects of attack.
 - c. In coordination with State and local governments, participate in tests and exercises to develop emergency operational capabilities.
2. Under conditions of a CONELRAD radio alert, all radio stations are required to operate under the specific CONELRAD plans for the radio service involved.



Part Two: National Telecommunications

I. Definitions¹⁶

A. *Government communications facilities* are those owned and operated by the United States Government. Government radio facilities use frequencies assigned by the President or assigned under his delegated authority.

B. *Nongovernment communications facilities* are those owned or leased by and operated by other than the United States Government. Nongovernment radio facilities are licensed by and operate under the Rules and Regulations of the Federal Communications Commission (FCC)¹⁷ and include:

1. *Common carrier communications*, provided by public utilities engaged in rendering public communications services for hire in interstate or foreign communication by wire or radio.
2. *State* (or political subdivisions thereof) *communications*, provided by facilities owned or leased by and operated by such entities.
3. Private communications, provided by facilities owned or leased by and operated by entities other than those mentioned above.

II. Assumptions¹⁸

A. As soon as possible after attack a Federal emergency communications agency would be established by the President, whose pertinent authority¹⁹ would be delegated to the head of that agency.

¹⁶"Telecommunications" is defined in Part One, Section I.A of this annex. The definitions set forth in Section 2.1 of the FCC Rules and Regulations are also applicable.

¹⁷See Executive Orders 10312 and 10705.

¹⁸See Part One of this annex and Annex 1, Planning Basis.

¹⁹See Section V.A below.

B. Until such an emergency agency could be established, the actions and procedures published herein would be applied under the authority residing in the Director, OCDM, pursuant to the provisions of Executive Order 10705.

III. General Responsibilities

A. Federal Government

The Federal Government is responsible for plans, directives, and procedures to carry out the responsibilities of the President for the control over and priority use of telecommunications in time of war emergency and to the extent feasible making these plans known to government, industry, and the public in advance of an emergency.

B. State and Local Governments

State and local governments shall assure that communication plans developed under their responsibilities are compatible with known Federal plans for the emergency control and use of national telecommunication in order that State and local actions will not be disruptive to the overall national telecommunication effort.

C. Common Carriers

Communication common carriers are responsible for planning for the operation of their networks and facilities during war emergency in conformance with known national telecommunication plans and objectives.

D. Industry and Organizations

Industry and private organizations are responsible for taking into account, and incorporating in plans for postattack operations, known national plans for the control and use of national telecommunication, particularly those priority systems for public telephone calls and telegraph messages, and for the resumption of intercity private line service.



IV. Procedures

A. Radio Frequencies

1. *Control in an emergency*—The use of radio frequencies between 10 kilocycles and 100,000 megacycles during the continuance of a war in which the United States is engaged will be governed by the Director, OCDM, or his successor emergency communications agency (pursuant to the delegated authority cited in Section V.A below).
2. *Scope*—The procedures set forth below are applicable to all use of radio frequencies between 10 kilocycles and 100,000 megacycles. They do not supersede or revise the provisions and procedures contained in mobilization plans for the use of radio frequencies.
3. *Implementation*—The procedures will be implemented within the framework of the following conditions:
 - a. The United States will continue the policy that a basic guide to follow in the normal assignment and use of radio frequencies for transmission purposes is the avoidance of harmful interference. The avoidance of harmful interference is the responsibility of each frequency-assignment authority and each user of frequencies. Each user of frequencies is responsible for determining whether prior coordination is necessary and for carrying out appropriate coordination before taking a frequency into use.
 - b. All outstanding authorizations by the Interdepartment Radio Advisory Committee (IRAC) to Government radio stations will

- remain in effect unless ordered otherwise by the Director, OCDM, or his successor emergency communications agency.
- c. Rules and regulations of the Federal Communications Commission (FCC) pertaining to the use of radio frequencies will remain in effect unless ordered otherwise by the Director, OCDM, or his successor emergency communications agency.
 - d. The Director, OCDM, or his successor emergency communications agency, will:
 - (1) Publish and distribute, insofar as it is practicable, policies, standards, instructions, procedures, and information on frequency usage for the guidance of all concerned. (This information has been published in DMO IX-3 and in annexes to DMO IX-4, and is available from OCDM.)
 - (2) Receive requests for assignment of frequencies, review such requests, accomplish necessary additional coordination, consider all pertinent views and comments on proposed uses of frequencies, and grant or deny, as appropriate, the assignment of such frequencies.
 - (3) Monitor the frequency coordination process and expedite as necessary.
 - (4) Adjudicate conflicting requests for frequencies or conflicting comments on proposed frequency usage.
 - (5) Inform promptly all agencies of decisions.
 - e. Because the technically complex task of coordinating and assigning radio frequencies can be performed more effectively by the



highly skilled individuals normally representing their agencies on the IRAC Frequency Assignment Subcommittee (FAS), it is planned, by mutual agreement with the agencies concerned, that the Government agencies will detail their FAS representatives to OCDM, or its successor emergency communications agency, immediately upon engagement in a war, to assist in the assignment of frequencies.

4. *Specific Procedures*

- a. Federal agencies, including the Military Services in instances not provided for otherwise, and nongovernment entities having need for assignment of frequencies for new or additional radio operations or for modification of outstanding authorizations which would involve a change in the frequency usage pattern, shall present such requirements, together with nominated frequencies and a statement of coordination accomplished, in accordance with the following procedures:

- (1) United States, its territories, and possessions:

- (a) U.S. Federal agencies, including the Military Services in instances not provided for otherwise, shall present their requirements, together with nominated frequencies and a statement of coordination accomplished, to the Director, OCDM, or his successor emergency communications agency. Necessary coordination with other users of radio will

be accomplished insofar as practicable before presenting such requirements.

- (b) The Department of Defense will keep the Director, OCDM, or his successor emergency communications agency, informed of military use of radio frequencies under delegated or broad assignment authority.
 - (c) Nongovernment entities will continue, as heretofore, to present applications to the Federal Communications Commission (FCC).
- (2) United States Theaters of Operation:
- (a) All requests for assignment, coordination, and use of radio frequencies within U.S. Theaters of Operation (worldwide, including the United States, its territories, and possessions) shall be in accordance with procedures prescribed by the Secretary of Defense.
 - (b) The procedures established by the Secretary of Defense for use in U.S. Theaters of Operation will include provision for appropriate coordination with the Director, OCDM, or his successor emergency communications agency, and with other U.S. Flag use²⁰ of frequencies in extraterritorial areas.
- (3) Extraterritorial Areas:
- (a) All U.S. Flag use of radio frequencies in extraterritorial areas shall be



²⁰"Flag use" means anywhere a United States flag is flown.

- coordinated with the Director, OCDM, or his successor emergency communications agency, and with other U.S. Flag uses of frequencies by the entity responsible for the radio operation.
- (b) The Department of State will coordinate with the Director, OCDM, or his successor emergency communications agency, before concurring in the use or change of use of frequencies by U. S. common carriers operating in extraterritorial areas.
 - (c) The Department of the Interior will coordinate with the Director, OCDM, or his successor emergency communications agency, before authorizing the use or change of use of frequencies in the Trust Territory of the Pacific Islands.
 - (d) The Department of Defense will coordinate with the Director, OCDM, or his successor emergency communications agency, concerning the use or change of use of frequencies in the Panama Canal Zone.
 - (e) The United States Information Agency will coordinate with the Director, OCDM, or his successor emergency communications agency, with U. S. Theater Commanders, and with host countries before taking frequencies between 5 and 27 megacycles into use for broadcast purposes.

- b. Requests for frequency assignments. Requests by Government agencies for frequency assignments will be submitted in the format of Form OCDM-88 (revised December 1958), normally used in applying to the IRAC.
 - (1) In applications by mail or pouch, Form OCDM-88 will be completed in its entirety and submitted in duplicate. The prior coordination effected with interested agencies and their comments will be indicated thereon. The applicant will address a copy of the request, insofar as practicable, to each interested agency, indicating on the submission to OCDM, or its successor emergency communications agency, the distribution attempted.
 - (2) In applications by telephone or teletype messages, Form OCDM-88 will be used as a guide. Information about inter-agency coordination effected will be included in the message.
- c. Interagency coordination:
 - (1) Interagency coordination of requests for assignment of frequencies may be initiated by the applicant or by the Director, OCDM, or his successor emergency communications agency, in writing or by means of electrical communication. In instances where the applicant is unable to communicate with interested agencies or agency response has not been indicated on the application, the Director, OCDM, or his successor emergency communications agency, will try to accomplish the coordination.



- (2) Each agency requested to comment on a proposed assignment will respond within 24 hours, giving final comments or requesting additional time. Request for additional time will be accompanied by the reason for delay. Requests for coordination will be acted on in keeping with the urgency indicated in the request.
- (3) Agency comments on frequency requests by other agencies will be constructive in nature and realistic in light of the situation. Frequency sharing, on a time or geographical basis, will be followed wherever practicable. Alternate frequencies will be suggested when use of the nominated frequency is considered to be impractical. Reasons for nonconcurrency in a proposal will be given. Each agency commenting will address comments to each agency addressed in the initial request.
- (4) Coordination necessary with Theaters of Operation or the military services of our allies will be accomplished, as appropriate, by the Department of Defense without specific request other than the initial coordination request to the Department.
- (5) Coordination necessary for U.S. Flag use in extraterritorial areas, except in U.S. Theaters of Operation, will be accomplished by the interested U.S. Government agency with the Director, OCDM, or his successor emergency communications agency, with other U.S. Govern-

ment agencies in exterritorial areas, and with host countries likely to be affected, through channels of communication usually employed.

- (6) The coordination process will be monitored by the Director, OCDM, or his successor emergency communications agency, and expedited as necessary.
- (7) Direct communication between Frequency Coordinators of the Government departments and agencies on technical matters involved in coordination of frequencies is authorized. Communications concerned with frequency coordination matters should be addressed to the department or agency, making use of internal address indicators.
- (8) The agency making the final decision in the use of a frequency, normally the Director, OCDM, or his successor emergency communications agency, shall inform all agencies that have participated in the coordination of a particular frequency use, or have a need to know, of that decision.

d. Assignment of frequencies:

- (1) The Director, OCDM, or his successor emergency communications agency, will review requests for assignment of frequencies, accomplish necessary additional coordination, consider all pertinent views and comments on proposed uses of frequencies, and grant or deny, as appropriate, the assignment of such frequencies.



- (2) All concerned will be informed promptly of decisions by the Director, OCDM, or his successor emergency communications agency.

B. International Telecommunication Service

1. *Control in an emergency*—The exclusive use, by lease or otherwise, of common carrier international radio and cable channels or transmitting facilities will be governed by the Director, OCDM, or his successor emergency communications agency (pursuant to the delegated authority cited in Section V.A below).
2. *Scope*—These procedures provide a method for the submission of wartime requirements for telecommunication channels between the United States, its territories and possessions, and overseas or foreign points which are intended for satisfaction by employment of other than Government-owned facilities. The procedures do not supersede or revise the provisions and procedures contained in mobilization plans for the use of international telecommunication channels.
3. *General procedure*—Federal agencies having need for the telecommunication facilities which fall into the above category for use in the event of an emergency shall present such requirements to OCDM, or to its successor emergency communications agency.
4. *Department of Defense*:
 - a. The Department of Defense will assume the responsibility for reviewing and coordinating the method of satisfying and funding for all military requirements for channels of communication such as heretofore outlined,

including military requirements for overseas bases, NATO, SEATO, and other foreign countries.

- b. The Department of Defense will approve all such requirements prior to transmittal for consideration.

5. *Department of State:*

- a. The Department of State will assume the responsibility of receiving and reviewing for completeness and appropriateness, including funding, any requirements other than military falling within the aforementioned categories and emanating from foreign countries.
- b. The Department of State will approve all such requirements prior to transmittal for consideration.



6. *Others:*

- a. In an emergency those entities other than Federal agencies having need for telecommunication facilities which fall into the above category shall present their requirements to the common carrier that would normally provide the service.
- b. The common carrier on whom the demand for service has been placed will, in turn, refer the request to OCDM, or its successor emergency communications agency, via the Federal Communications Commission, for consideration.

7. *Office of Civil and Defense Mobilization—*

OCDM, or its successor emergency communications agency, will assume the responsibility for coordinating and integrating, when practicable within national mobilization plans, requirements under the foregoing categories which are presented to it, making use of the knowledge,

information, and advice of the Federal Communications Commission in the process of satisfying requirements which have been presented, with due regard for the facilities which must remain under the control of the commercial companies and those which must be generally available to the public and the Government in the degree considered necessary.

C. Domestic Common Carrier Telecommunication Services

1. *Planning basis*—The principle which has been followed in establishing a procedure for the utilization of the Nation's domestic telephone and telegraph services is that the common carrier (Bell System, Independents, Western Union) is the only entity physically capable of satisfying demands for nationwide service. Consequently, demands for domestic telecommunication service should always be made initially to the common carrier that normally provides the service. Based upon this principle, the Government, in cooperation with industry, has completed programs for the priority use of the Nation's telephone and telegraph systems and for the priority resumption of intercity private line service when interrupted. These programs have been promulgated and are in voluntary use throughout the Nation today, and their application will be mandatory in a situation under which the country is attacked. (Issued in DMO IX-4 as Annex 3. This information will be issued as an appendix to Annex 15.)
2. *Telephone calls and telegraph messages precedence systems:*
 - a. The Precedence Systems for Public Correspondence telephone calls, TWX, and telegraph messages essential to the national

defense and security have been made available on a national basis in order that vital information may be transmitted throughout the country without delay during periods of extreme stress.

- b. The degree of priority to be accorded such public correspondence is furnished to the supplier of service in accordance with the user's interpretation of the degree of urgency. The user will be responsible in any postemergency review for the priorities which he has invoked.
3. *Resumption of private line service priority system*—The Priority System for the Resumption of Intercity Private Line Service provides for a procedure in which certification of a private line within a priority category is made by the user to the common carrier furnishing the service. Certifications, to be effective, must be made in advance and should be maintained in a currently corrected status. These certifications will form the basis upon which a determination may be made to govern the degree of priority under which such service is to be restored. (Certifications are received by the common carriers.)
4. *New or additional telephone or private line service:*
 - a. Requests for new or additional telecommunication service, including private line, TWX, and telephone service, should be submitted directly to the common carrier which normally furnishes the service.
 - b. Demands which impinge upon the carrier's ability to furnish essential service, because they would place a strain upon existing manpower, available equipment, and other resources needed and consumed in the course



of furnishing essential service, will be referred to OCDM, or its emergency communications agency, for decision, with a certified outline of necessity which will describe the applicant's proposed use of the service requested.

V. Execution

These Procedures are applicable under the President's authority contained in subsection 305(a) and subsections 606(a), (c), and (d), of the Communications Act of 1934, as amended,²¹ delegated by Executive Order 10705 to the Director of the Office of Civil and Defense Mobilization, and by the Director, OCDM, to his successor emergency communications agency.

1. The delegated authority under subsection 305(a) and 606(a) may be exercised only during the continuance of a war in which the United States is engaged.
2. The delegated authority under subsections 606(c) and 606(d) may be exercised only upon proclamation by the President that there exists a state of war involving the United States.

B. These Procedures shall be applied upon order of the Director, OCDM, or his successor emergency communications agency, announcing the assumption of control over national telecommunications pursuant to Executive Order 10705, following a proclamation by the President that there exists a state of war involving the United States. Such an order may be issued by the Director, OCDM, in advance of an emergency or proclamation, as a contingent order to become effective upon Presidential proclamation or upon attack.

²¹Subsection 305(a) is concerned with assignment of radio frequencies to U. S. Government stations; subsections 606(a), (c), and (d) pertain to control over and priority use of telecommunications in time of war.

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 16

MAINTENANCE OF LAW
AND ORDER



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

Annex 10

MAINTENANCE OF LAW
AND ORDER



OFFICE OF CIVIL AND DEFENSE MOBILIZATION
Executive Order of the President

Preface

This annex supports and amplifies the National Plan for Civil Defense and Defense Mobilization, particularly Part V, Section G, **Maintenance of Government, Law, and Order**. It states the principles, responsibilities, requirements, and broad courses of action for the development of maintenance of law and order in a civil defense emergency.

Auxiliary documents, including prototype State and local operations plans, will be issued when necessary and will be subordinate to and compatible with the National Plan and this annex.

The annex is published in looseleaf form in order that pages may be added or replaced whenever revisions are made.



A handwritten signature in cursive script, appearing to read "Leo A. Hughes".

Director

Office of Civil and Defense Mobilization

Issued November 1959

Contents

	PAGE
PREFACE	iii
I. DEFINITION	1
II. ASSUMPTIONS	1
III. GENERAL RESPONSIBILITIES	2
A. <i>Public</i>	2
B. <i>State and Local</i>	2
C. <i>Federal</i>	3
IV. FUNCTIONS	7
V. EXECUTION	9
A. <i>State and Local Government</i>	9
B. <i>Federal Government</i>	11

ANNEX 16

MAINTENANCE OF LAW AND ORDER

I. Definition

For the purpose of this annex, “maintenance of law and order” means preservation of the essential functions of government and the protection of life and property through the enforcement of laws, rules, and regulations.¹

II. Assumptions

A. A nuclear attack upon the United States would lead to conditions of public disorder, confusion, and distress that would far exceed the ordinary capabilities of law enforcement bodies to maintain law and order; it would create many new and unforeseeable problems relative to the control and care of the population.

B. Under national emergency conditions, governors of States and chief executives of local governments would assume direct operational control of all the government and civilian forces and resources subject by law to their authority, including Federal employees and resources made available to State and local governments.

¹ See Annexes 8, Preparations for Continuity of Government; 12, Directed Movement; and 22, Explosive Ordnance Reconnaissance.



C. Law enforcement functions, including judicial proceedings, in a national emergency would be carried out according to the requirements of law and, to the extent feasible, in accordance with established and accepted practices and procedures, including those applicable in relations between State and local government enforcement bodies, and enforcement and investigative bodies of the Federal Government and military services.

III. General Responsibilities

A. Public²

It is the responsibility of every individual:

1. To know laws, rules, and regulations which are effective in emergency situations and comply with the lawful directions of duly constituted authorities.
2. To assist law enforcement authorities in the performance of specific emergency tasks when requested by such authorities.

B. State and Local

1. Local government is the basic entity responsible for the maintenance of law and order.
2. State government is responsible for supporting local police services in emergency as the situation allows and for assisting and coordinating emergency law enforcement planning of its political subdivisions.
3. State and local governments are responsible for aiding in the enforcement of Federal operations and emergency measures.

² See Annex 2, Individual Action.

C. Federal

1. OCDM

The Office of Civil and Defense Mobilization is responsible for:

- a. Developing basic principles and procedures for police services in national emergency, including:
 - (1) Measures for mobilization, organization, and operations.
 - (2) Standards for operations between the different geographical and political jurisdictions.
- b. Coordinating Federal agency participation in State and local planning and organizing, and developing Federal capability for assistance and support to State and local government operations.

2. Other Federal Agencies³

- a. *The Federal Bureau of Investigation* has the general responsibility for the investigation of espionage, sabotage, and subversive activities within the United States under the security program, as defined by law and by Executive orders. The President of the United States, by Executive directives in 1939, 1943, and 1950, established the FBI's basic responsibility in the internal security field and also requested all loyal citizens, patriotic organizations, and

³See Annex 5, Federal Delegations and Assignments. These Federal agency responsibilities pertain mainly to general enforcement activities and do not include specialized enforcement agencies which have regulatory programs, such as the Department of Agriculture or the Interstate Commerce Commission.



all law enforcement officers to assist the FBI in carrying out these duties by promptly reporting directly to the FBI all information which might relate to espionage, sabotage, and subversive activities. In addition, the FBI is responsible for investigating all alleged or suspected criminal violations of the Atomic Energy Act, including the illegal import or export of fissionable material, the illegal possession or transportation of fissionable material, and the illegal transfer or possession of any equipment or device utilizing fissionable material or atomic energy as a military weapon.

b. *Treasury Department* responsibilities pertinent to maintenance of law and order are as follows:

(1) *The Bureau of Customs* has the responsibility for detecting the entry of contraband into the United States, as well as the export of restricted materials from this country. This includes arms, ammunition, and implements of war which require licenses issued by the Department of State for their importation or exportation; articles covered by the Atomic Energy Commission; other critical materials covered by the Export Control Act which are licensed by the Bureau of Foreign Commerce of the Department of Commerce; gold shipments which require an import or export license issued by the Bureau of

the Mint under the Gold Reserve Act; and narcotic drugs which require import or export licenses issued by the Federal Narcotic Control Board under the provisions of the Narcotic Drug Import and Export Act.

- (2) *The Internal Revenue Service Alcohol and Tobacco Tax Division* enforces the internal revenue laws relating to alcoholic liquors for both industrial and beverage purposes, tobacco and tobacco products, certain firearms tax laws, the Federal Alcohol Administration Act, the Liquor Enforcement Act of 1936, and related laws.
- (3) *The Bureau of Narcotics* is charged with the investigation, detection, and prevention of violations of the Federal narcotic and marihuana laws and of the Opium Poppy Control Act of 1942, and related statutes.
- (4) *The U. S. Secret Service* is responsible for the protection of the President, the members of his immediate family, and the Vice President; and the suppression of counterfeiting of currency, Government checks, and other Government securities.
- (5) *The United States Coast Guard* has the primary responsibility for the security and safety of the Nation's harbors and port facilities, including the shipping



therein, and for the safety of life and property in waters subject to the jurisdiction of the United States, both in peacetime and war. In war, or when the President so directs, the Coast Guard operates as a service of the Navy and carries out this responsibility in close coordination effected by the Navy.

- c. *The Department of Commerce* acts as a clearing house for businessmen, scientists, public officials, and private citizens who want the views of appropriate government agencies regarding the advisability of releasing or withholding specific technical information in their possession.
- d. *The Federal Communications Commission* has the responsibility for detecting the operation of unauthorized and clandestine radio transmitting sets within the confines of the United States and its Territories and Possessions.
- e. *The Atomic Energy Commission* has the responsibility for the physical security of our atomic installations and for the security of personnel and of classified documents and records within the confines of these installations.
- f. *The Department of Defense*, through its operating agencies, is responsible for:
 - (1) The security of military installations and facilities and for the security of military areas when established.

(2) Assisting in the physical security of the Nation's industrial plants engaged in the manufacture of materials vital to the defense effort, in accordance with policies formulated by the National Security Council and as prescribed in Executive Order 10421, as amended.⁴

g. *General Services Administration* has the responsibility and authority for maintenance of law and order and the physical protection for all federally owned facilities under its control.⁴

IV. Functions

A. The major functions in maintenance of law and order in a national emergency are:

1. General police administration and operations.
2. Emergency highway traffic control and supervision (covered by Annex 12, Directed Movement).
3. Security and protection of vital facilities and resources (Annex 11).
4. Enforcement of economic stabilization measures, as required and as feasible, in support of Federal regulations.
5. Explosive ordnance reconnaissance (Annex 22).
6. Continued functioning of local, State, and Federal courts.

B. Courses of action in carrying out these functions include the following:

⁴ See Annex 11, Protection of Essential Facilities.



1. Strengthening of capabilities of existing regular forces of State and local government law enforcement departments by reorganization where needed and by additional and advanced training for all police, particularly in command, civil defense organization, administration, and operations.
2. Expansion of law enforcement capabilities by recruiting, training, and equipping auxiliary police and integrating them with the existing regular forces.
3. Participation by law enforcement chief executives, the judiciary, and key members of their staffs in all pertinent aspects of civil defense operational planning, to assure readiness and maximum capability for each of their departments to function in emergency as an integral element of the government of which it is a part.
4. Establishment of operational relationships among municipalities, counties, and States to implement local, area, and statewide emergency law enforcement operations, including interstate mutual-aid compacts.
5. Preparation of enabling legislation for use, where necessary to statewide police authority, to assure effective police mobile support emergency operations.
6. Development of plans with Federal agencies for intrastate and interstate operations which may require Federal support or other assistance.

V. Execution

A. State and Local Government

1. Each State will assign to its coordinator of police and police services⁵ the following responsibilities:
 - a. In coordination with, and with the assistance of, State and local government law enforcement officials, to survey the State and, in the light of the assumptions stated above, determine the needs for law enforcement purposes of the State and its political subdivisions relative to organization, personnel strengths (regular and auxiliary), training, equipment, facilities (including communications), and other resources.
 - b. In coordination with, and with the assistance of, State and local government law enforcement officials, to review police plans and operations procedures, and, as shown to be desirable by the results of this review, to revise and integrate these plans and operations procedures with those of the other elements of the State and local government emergency organizations of which they are a part.
 - c. To develop and maintain a continuing inventory of all police resources within the State and to establish standing procedures to expeditiously make such resources readily available for use as needed.

⁵ Generally this is the chief law enforcement officer of the State or his duly appointed representative. His title varies.



- d. To provide and coordinate police mobile support and to dispatch such support in specific emergencies.
 - e. To develop, plan, and coordinate training programs required for civil defense purposes for regular and auxiliary police.
 - f. To maintain continuing liaison on a technical staff level with OCDM Regional Offices to assure receipt of all information and instructional materials of interest to law enforcement agencies, and to serve as coordinator and contact between and among OCDM and State and local governments in promoting the general police training programs for civil defense.
 - g. To transmit through authorized channels information, instructions, and materials from Federal and State civil defense offices to all police services of the State.
2. States will assist metropolitan area and local coordinators of police to conduct police planning and programming for their respective jurisdictions or assigned areas, and to function with the State coordinator in developing maximum police capabilities for operations in national emergency.
 3. Should State and local means prove inadequate for maintenance of law and order in emergencies, Federal assistance may be requested by the State civil defense director through the OCDM Regional Office, where possible, in accordance with the provisions of Annex 7, Role of the Military.

B. Federal Government

1. OCDM shall:
 - a. Determine adequacy of police facilities, equipment, and other material resources for civil defense purposes, and recommend such changes and additions thereto as needed to meet operational requirements.
 - b. Provide technical guidance and assistance to States and local governments to aid them in carrying out the basic national plans for police services, including preparation and dissemination of training materials, texts, visual aids, manuals, and guides.
 - c. Share with States and local governments the costs of administering certain civil defense activities and purchasing or otherwise acquiring certain facilities, equipment, supplies, materials, and contractual services needed by police for civil defense purposes.⁶
 - d. Issue information that apprises the people about the programs and their objectives, creates understanding, and encourages support for them.⁷
 - e. Under emergency conditions, obtain Federal assistance for State and local authorities as is required and available.
2. OCDM Regions shall develop and maintain a continuing inventory of critical police resources within each Region and establish standing procedures to expeditiously use these resources on an interstate basis as required.

⁶ See Annex 38, Federal Assistance.

⁷ See Annex 9, Public Information.

