

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

Annex 28

MANAGEMENT OF EMERGENCY PRODUCTION



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

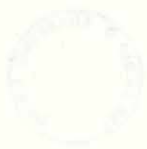
THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

Appendix 28

MANAGEMENT OF EMERGENCY PRODUCTION



Executive Order of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

Preface

This annex is one of a series relating to production resources, which supports and amplifies the National Plan for Civil Defense and Defense Mobilization, particularly Part VI, Section D, **Preparation for Resources Mobilization and Management**.

It is concerned primarily with the optimum use of the broad categories of industrial resources for which the Department of Commerce has civil defense and defense mobilization responsibilities and with the economy-wide emergency control of these resources and construction. These categories of industrial resources include products, materials, facilities, and services directly related to production and construction, except food, electric power, fuels, and certain metals and minerals, which are assigned to other agencies.

In addition to other measures for management of emergency production, emergency measures related to the acquisition, distribution, and use of materials and products within the purview of the Department of Commerce, except consumer rationing measures, are covered in this annex.



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.

A handwritten signature in cursive script, reading "Leo A. Lynch".

Director
Office of Civil and Defense Mobilization

Issued January 1960

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ANNEX 28

MANAGEMENT OF EMERGENCY PRODUCTION

I. Definition

Management of emergency production is concerned with the resources mobilization and management functions required to accomplish optimum use under emergency conditions of those industrial resources for which the Department of Commerce is responsible in order 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.

II. Assumptions¹

A. Under conditions of limited war accelerated civil and military defense demands may result in deficiencies of some essential materials and products.

B. In a general war the attendant casualties and destruction will result in serious resource deficiencies, and many surviving production facilities will be inoperable for substantial periods because of radiation hazards and lack of components, supplies, manpower, and other resources.

C. The resulting disruption in a general war will seriously impede emergency government activities. Therefore production will have to be accomplished for some time with a minimum of government supervision and administration.

¹See Annex 1, Planning Basis.



III. General Responsibilities

A. Federal Government

1. In a period of international tension the Federal Government is responsible for having in readiness for immediate activation plans, policies, and programs for the mobilization of the industrial resources of the Nation.
2. In a limited war the Federal Government is responsible for the administration of national policies and programs to direct the production, distribution, and use of the Nation's industrial resources to fulfill the military,² atomic energy, and essential civilian and industrial programs.
3. In a general war the Federal Government is responsible for the management of industrial resources and production of the Nation in support of the most essential civilian needs for survival, the most urgent military and atomic energy requirements for preventing further injury to the Nation and for retaliation against the enemy, the fulfillment of essential services, and the restoration and support of essential production.
4. The Department of Commerce is responsible for preemergency readiness measures to assure the existence and continuing availability of resources necessary for expanding, maintaining, or restoring essential production, construction, and the distribution of resources assigned to that

²Includes military programs, and directly related programs approved by the Director of the Office of Civil and Defense Mobilization.

Department.³ In addition to planning Federal actions to be taken in the preattack period, the Department coordinates its planning with State and local governments and works with industry to assure insofar as possible the accomplishment of the readiness measures.

5. An emergency agency may be established by the Federal Government either before or after an attack to perform the functions outlined in this annex. Should such an emergency agency not be established, the Department of Commerce will continue to perform these functions.

B. State and Local Governments

National resource mobilization and management functions are primarily Federal Government responsibilities. These functions shall be exercised at the national headquarters level or, under appropriate conditions, at the regional and field levels. Under conditions of devastating attack and until effective Federal control is reestablished, the States and their political subdivisions may be required to assume responsibility for resource management, particularly with respect to the distribution of available supplies of essential products and materials, in accordance with guidelines and criteria provided preattack by the Federal Government.⁴

³The Department of Defense and the Atomic Energy Commission are responsible for preemergency readiness planning for the production, respectively, of military equipment and of atomic weapons and atomic materials, and each for the use of all facilities owned or leased by that agency.

⁴See Annex 35, Emergency Administration of Essential Facilities, for statement on objectives to be accorded priority after attack.



C. Industry

1. Under conditions of international tension, companies engaged in production and distribution of essential resources are responsible for cooperating with the Federal Government in developing mobilization plans and also for complying with the Defense Materials System Regulations and Orders⁵ currently in effect with respect to military and atomic energy production, construction, and research and development programs and such other Federal Government orders and regulations as the situation may require.
2. Under conditions of limited war, such companies are responsible for cooperating with the Federal Government in fulfilling military, atomic energy, and essential civilian programs and will comply with Federal regulations relating to production, construction, and use of industrial resources and the distribution of materials and products.
3. In the initial period following a devastating attack, companies engaged in the production and distribution of essential resources and the provision of essential services would have to assume responsibility for the most effective use of existing resources, under regulations and general policy guidance of the Federal Government⁶ through its regional and field establishments, or the States and their political subdivisions, pending reestablishment of effective Federal direction and control.

⁵ Administered by the Business and Defense Services Administration of the Department of Commerce.

⁶ See Annex 35, Emergency Administration of Essential Facilities.

IV. Functions

A. In a Period of International Tension

1. Objectives

- a. To support the military and atomic energy programs of the Nation and other authorized programs.
- b. To achieve readiness to meet the needs of mobilization of the industrial resources of the Nation for limited or general war, including the establishment and maintenance of an adequate National Defense Executive Reserve.⁷

2. Actions Required

- a. Administer priorities and allocations, through the Defense Materials System, in support of military and atomic energy programs and such other programs as may be authorized by the Director of the Office of Civil and Defense Mobilization.
- b. Develop industrial mobilization policies and programs and continuously review plans and implementation thereof.
- c. Accelerate plans and programs as required to meet exigencies of limited or general war.



B. In a Limited War

1. Objective

To direct the production, distribution, and use of the Nation's industrial resources in support of the military, atomic energy, and essential civilian and industrial programs necessary to achieve victory, and in support of authorized foreign programs.

⁷See Annex 25, Maintenance of Essential Resources.

2. Actions Required

- a. Establish and administer interim controls as required to restrict nonessential production and construction to provide greater availability of resources for essential activities.
- b. Establish and administer controls as necessary over the acquisition, distribution, and use of essential materials in short supply.
- c. Expand the Defense Materials System as needed to support essential production and construction.
- d. Institute and administer government procedures to establish official production, construction, and distribution programs for essential resources and to provide support for the accomplishment of such programs.
- e. Adjust interim control measures and establish and administer new controls as necessary to support accomplishment of approved programs.
- f. Activate members of the National Defense Executive Reserve, as required.
- g. Accelerate plans and programs as required to meet the exigencies of general war.

C. In a General War

1. Objective

To manage industrial resources and production of the Nation in support of the most essential needs for survival and rehabilitation; the most urgent needs of military, atomic energy, and foreign programs; the production of other vital resources; and the fulfillment of essential services.

2. Actions Required

- a. Have members of the National Defense Executive Reserve report to their emergency assignments in accordance with instructions issued preemergency.
- b. Issue regulations modifying the Defense Materials System by providing automatic purchase priorities for the use of companies and persons producing survival items and furnishing essential services to obtain maintenance, repair, and operating supplies; capital equipment; and production materials. These regulations will require neither the submission of applications nor specific government authorization and will serve as an interim measure until Federal Government activities can be reconstituted.
- c. Issue a regulation limiting the distribution of inventories of selected finished survival items to the filling of priority orders or by specific authorization of OCDM or other delegated government authority in order to avoid dissipation of existing supplies.
- d. Provide emergency assistance to civil defense authorities, government agencies, producers of essential items, and suppliers of essential services in locating sources of supply and expediting deliveries of needed products, materials, and services.
- e. After reconstitution of Federal Government activities, issue revised regulations to support survival and restoration programs.



- f. Institute and administer government procedures to establish official production, construction, and distribution programs for essential resources and to provide support for the accomplishment of such programs. These programs will provide for production and construction to meet emergency civilian survival, military, atomic energy, and foreign requirements and subsequent requirements for the rehabilitation of the country.

V. Execution

A. Emergency production shall be directed and coordinated by the Director, Office of Civil and Defense Mobilization, as a function of mobilization and management of resources and production, in accordance with Part IV, Section A, and Part VI, Section D, of the National Plan.

B. Federal functions with respect to emergency production^s shall be exercised by the following Federal agencies, under policy guidance and coordination of the Office of Civil and Defense Mobilization, for the areas of responsibilities assigned in accordance with Part IV, Section A, and Part VI, Section D, of the National Plan, and in accordance with Annex 5, Federal Delegations and Assignments.

^sFor the purpose of this annex, these do not include functions assigned to the Department of Agriculture and the Department of the Interior or functions with respect to certain services or the use of certain facilities, such as manpower, transportation, and communications, which are important related factors in the production and distribution of products and materials to which this Annex refers. These are covered in other annexes to the National Plan.

The Department of Commerce^a shall, through a system of priorities and allocation, control the production and distribution of all products, except as indicated below:

1. Department of Agriculture—the production, processing, storage, and distribution of food and the domestic distribution of farm equipment and commercial fertilizer.
2. Department of the Interior—the production and distribution of petroleum and gas, solid fuels, electric power, and metals and minerals through certain stages of processing as assigned to that Department.

C. State and local governments will carry out the responsibilities of management of emergency production on State and local levels in accordance with Part IV, Section B, of the National Plan, Part III, Section B, of this annex, and other documents subordinate to them. Individuals should be designated within the government structure of each State to familiarize themselves with the priorities and allocation procedures and industrial mobilization plans of the Federal Government. These individuals could be assigned the responsibility for the exercise of these functions on behalf of the State if Federal agencies were incapable of action.

^aThe Department of Commerce will utilize the specialized assistance of other agencies in the exercise of its priorities and allocation authority and, as appropriate, will provide for the delegation of such authority to other agencies for use in connection with approved programs under their cognizance.



D. Industrial companies shall carry out the applicable provisions of management of emergency production in accordance with Part III, Section D, of the National Plan, and Part III, Section C, of this annex. They will discharge their operational responsibilities under the direction of the Federal Government or the appropriate State or local government.

**Annex 29, Emergency Distribution
and Consumption Controls**

**NOTICE
to users of the National Plan
for Civil Defense and Defense Mobilization**

Annex 29, Emergency Distribution and Consumption Controls, has been incorporated into Annex 27, Emergency Economic Stabilization.



Please retain this sheet with your annexes in the place of Annex 29.

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 30
NATIONAL MANPOWER
PLAN



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

Annex 30

NATIONAL MANPOWER

PLAN



OFFICE OF CIVIL AND DEFENSE MOBILIZATION
EXECUTIVE ORDER OF THE PRESIDENT

Preface

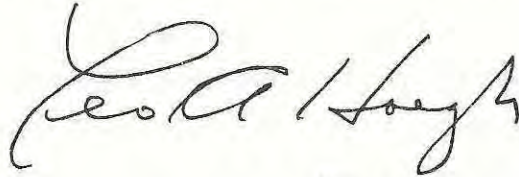
This annex supports and amplifies the National Plan for Civil Defense and Defense Mobilization in relation to manpower. While major attention is devoted to how Federal, State, and local governments will deal with the more complex manpower mobilization problems of a limited or general war, the annex also recognizes that a condition of international tension requires actions designed to keep the manpower mobilization base at a maximum level for any contingency. It outlines the manpower responsibilities of State and local governments in each of these situations. It specifically outlines policies and measures for varying conditions, thereby providing the information necessary for State and local planning, so that operations in isolated areas will be consistent with each other and with national objectives.

Necessary handbooks and standby guides implementing the policies outlined in this annex and covering the mobilization of civilian manpower have been issued to operating personnel. These instructions, issued by agencies having manpower responsibilities, will be revised and kept up to date by the responsible agencies. These authorities and instructions will become effective as needed, automatically upon the declaration of emergency by competent authority.



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.

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

Director

Office of Civil and Defense Mobilization

Issued October 1959

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ANNEX 30

NATIONAL MANPOWER PLAN

I. Definition

For the purpose of this annex, manpower, in an emergency, includes everyone capable of effort which will contribute to the survival of the Nation.

II. Assumptions

A. In a period of international tension the United States must be able to cope with the threats of war quickly and effectively. Manpower organization and operational plans would be formulated to meet emergencies. Manpower programs would be encouraged to improve national security.

B. During a limited war the civilian economy would be sustained at as high a level as possible while providing all necessary manpower, materials, and equipment to meet existing military requirements and the threat of a possible attack on the continental United States.

C. In the event of general war, with attack upon the continental United States, one of the most severe consequences would be the breaking up and local isolation of what are normally nationwide economic, social, and governmental activities.¹ State and local manpower

¹ See Annex 1, Planning Basis.



officials and communities must stand ready to conduct operations in the early postattack period of a general war with very little or no national guidance and control at that time, but following as closely as they can the guidelines on policy and operations previously provided by the Federal Government for use in a postattack situation.

III. Authority

A. In a period of international tension manpower readiness will be developed through existing agencies of government.

B. In limited war manpower will be mobilized through normal executive, legislative, and judicial processes. Those measures for mobilizing civilian manpower outlined in the following sections will be employed through voluntary agreements with representatives of labor and management. If in certain circumstances legal support is required, legislation will be requested of the Congress.

C. In a general war with attack on the United States the authority for the mobilization of manpower will be executed by the President through the Federal and State manpower agencies.² Policy governing the use of these authorities is established by him, or at his direction by the Director, OCDM, with appropriate consultation with representatives of labor and management.

IV. Responsibilities

A. Federal

1. National manpower activities for civil defense and defense mobilization are directed and coordinated by the Director, Office of Civil and

² See Annex 4, Authorities for Civil Defense and Defense Mobilization.

Defense Mobilization, with advice and counsel of the Interagency Manpower Policy Committee and the National Labor-Management Manpower Policy Committee in accordance with and to further the objectives of the National Plan for Civil Defense and Defense Mobilization.

2. The Regional Civil and Defense Mobilization Board advises and assists the OCDM Regional Director with respect to overall policies and principles. The Regional Director, Office of Manpower Administration, Department of Labor, is responsible for regional civilian manpower activities for civil defense and defense mobilization under the general policy guidance of the OCDM Regional Director.
3. In a period of international tension the Federal Government is responsible for continually assessing the ability of the national economy to meet manpower requirements and for developing policies and initiating programs designed to reduce or eliminate actual or potential shortages in manpower resources.
4. In a limited war the Federal Government is responsible for mobilizing military manpower as required and assuring availability of civilian manpower for the essential civilian and defense-supporting activities.
5. In the event of general war the Federal Government is responsible for:
 - a. Directing the mobilization of the Nation's manpower.
 - b. Providing the legal basis for Federal, State, and local manpower officials to exercise emergency authority according to plan.



- c. Providing central direction and control of the mobilization and recovery effort as soon as possible.

B. State and Local

1. Each State and local government is responsible for developing and testing its postattack operational capability for using manpower within its jurisdiction in the interest of national survival in accordance with this annex. During a period of international tension State and local governments shall cooperate with programs designed to improve or expand the manpower mobilization base.
2. In limited war State and local governments are responsible for manpower support to carry out national military and civilian activities, primarily the supply of military manpower through the established State and local Selective Service organization, and the mobilization of civilian manpower through established State employment security agencies and their local employment offices affiliated with the United States Employment Service.
3. In the event of general war, with attack on the United States, State and local manpower officials are responsible for initial operations, in accordance with this annex, emergency authority, prearranged plans, and operating instructions.

V. Priorities

- A. In a limited war, as manpower shortages develop, priorities will be established to meet the requirement of the then current situation.

B. In the event of general war, with attack on the United States, there will be in many areas a severe shortage of manpower for performing adequately all the necessary functions. It will be necessary to limit the use of available manpower according to the importance of the activity to be performed. Pending the issuance of further instructions, the following list of priority activities is established to assist regional, State, and local officials in determining relative urgencies:

1. The immediate defense and retaliatory combat operations of United States Armed Forces (including military and atomic weapons, materials, and equipment).
2. The maintenance or reestablishment of government authority and control and the establishment and direction of essential emergency activities.
3. The provision of essential survival items and services required for immediate life-preserving missions and for the surviving United States population.
4. The provision, as necessary for the above, of (a) radiological detection, monitoring, and decontamination, (b) detection, containment, and eradication of bacteriological and chemical warfare agents and instruments, (c) warning and information concerning (a) and (b), (d) transportation, communication, fire defense, power, fuel, water, sanitary facilities, health services, welfare services, and food, including necessary processing and storage, and (e) emergency housing and community facilities.



Relative urgency determinations will be translated into manpower priorities by manpower officials to meet requirements of the then existing situation.

As soon as the Federal Government can assess post-attack conditions and determine what uses of resources will contribute most effectively to national survival and recovery, and as soon as communication capability will permit, it will provide further directions which would supersede and in some instances modify the above.

VI. Procedures

A. The military Ready Reserve is immediately available to the Armed Forces in a national emergency.³ Civilian activities, including government activities, must be prepared to release without delay such reserves called to active duty.

B. In the selection of men for induction into the Armed Forces and in determining the availability for active duty of military Standby Reservists, full consideration shall be given to the needs of essential civilian activities, including civil defense.

C. National Defense Executive Reservists and other individuals with previously assigned emergency civil defense and defense mobilization duties may be called upon by the agency to which assigned without reference to civilian manpower control measures.

D. Officials at all levels of government shall place maximum possible reliance on voluntary measures for civilian mobilization. Civilian manpower measures will be designed to stimulate voluntary cooperation at all levels of operation and in all emergency situations. In developing and executing plans, representatives of

³ See Subsection III.B of Annex 7, Role of the Military.

labor and management shall be consulted, as practical, through appropriate labor-management committees.

E. In a limited war civilian manpower control measures voluntarily established shall be undertaken with labor-management cooperation on a regional, State, or area basis as necessary. These may include:

1. The establishment of employment ceilings.
2. The modification of hiring practices, to include but not be limited to priority referral and the requiring of certificates of availability.
3. The limitation of employment opportunities of workers to high priority activities.
4. Needed adjustments in hours of work.
5. Incentive measures, including reemployment rights for individuals accepting, upon the request of manpower officials, positions in high priority activities.

Any or all of the above measures, or other measures designed to insure improved management of manpower resources, may be included in area employment stabilization plans, which will be established as necessary.

F. In the event of attack upon the United States, manpower officials at all levels will make full use of the voluntary cooperation generated by the emergency and will take advantage of the capability and resourcefulness of key representatives from management, labor, and other appropriate groups in implementing previously developed measures to meet the emergency. Such measures shall be executed as necessary on a regional, State, or area basis. These measures may include those listed in Section E and, as necessary to the successful prosecution of the general war or to meet the requirements of the postattack situation, the following additional measures:



1. Emergency registration by skill, age, physical fitness, or any other appropriate characteristics on an area basis as necessary.
2. Requiring personal services necessary to meet essential survival requirements.
3. Providing to the extent possible fair compensation and injury and death benefits for all who undertake civil defense emergency work.

VII. Execution

Federal, State, and local manpower officials will implement plans as necessary in the light of the then existing circumstances to use as effectively as possible the energies and skills of all the people of the United States.

A. Federal

1. Office of Civil and Defense Mobilization:
 - a. Directs, coordinates, and establishes policy for the proper development, mobilization, and utilization of the civilian manpower resources of the Nation under existing conditions and various emergency situations.
 - b. Provides for labor-management consultation through the National Labor-Management Manpower Policy Committee.
 - c. Adjudicates conflicting claims for civilian manpower at the national and regional levels.
 - d. Advises the President on the availability of manpower to meet proposed strength goals of the Armed Forces.
2. Office of Manpower Administration, Department of Labor, under the policy guidance of OCDM:

- a. Plans and administers programs required for the mobilization of civilian manpower (other than health manpower ⁴), including recruitment, selection and referral, training, employment stabilization (including appeals procedures), proper utilization, determination of skills categories critical to meeting the labor requirements of defense and essential civilian activities, maintenance of the List of Critical Occupations,⁵ and general management of the civilian manpower resources of the Nation so as to achieve and maintain the maximum effectiveness of the work force. With regard to health manpower the Department of Labor and the Department of Health, Education, and Welfare shall jointly develop arrangements for mobilization of health manpower with a view to utilizing the facilities of the Department of Labor to the fullest extent in the implementation of the health programs of the Department of Health, Education, and Welfare.
- b. Obtains and evaluates estimates of requirements for civilian manpower to meet any emergency or, if necessary, secures required data to construct such estimates, taking into account the estimated needs for military and civilian purposes; assesses manpower supply in total, by geographic location, by industry, and, as appropriate, by occupation.

⁴ See Subsection VII.A.6 and Annex 18, National Health Plan.

⁵ To be used in conjunction with the List of Essential Activities maintained by the Department of Commerce.



- c. Consults with representatives of labor and management at the regional level and establishes labor-management manpower committees in the field as necessary.
 - d. Issues and keeps current the Defense Readiness Handbook and other appropriate manpower mobilization guides for the operating manpower personnel in the field.
 - e. Develops and administers, as necessary, appropriate measures to provide benefits for unemployed workers, reemployment rights, and death and disability compensation for the civilian labor force during an emergency.
 - f. Assumes the initiative in developing joint plans for civilian manpower mobilization programs in consultation with those departments and agencies which normally have legal responsibilities for any segment of such activities. Such departments and agencies include but are not limited to the Department of Defense, the Selective Service System, the Department of Health, Education, and Welfare, the Railroad Retirement Board, the Maritime Administration of the Department of Commerce, the National Science Foundation, and the Civil Service Commission.
3. Selective Service System, under the policy guidance of OCDM:
- a. Registers, classifies, and delivers manpower for induction by the Armed Forces.
 - b. Determines exemptions under the law and grants deferments from training and service in various categories according to the needs

- of essential civilian activities, as those needs may be indicated by the system of priorities established or policy guidances issued by OCDM, or by other known urgency conditions.
- c. Determines the availability for active service of members of the Standby Reserve.
 - d. Provides assistance as appropriate, through arrangements with the Department of Labor, in the necessary location and recruitment of civilian manpower during emergency conditions.
4. U. S. Civil Service Commission:
- a. As the representative of the Federal Government as an employer, participates in the formulation of national and regional manpower policies as they affect Federal civilian personnel; establishes implementing policies for Federal personnel as necessary.
 - b. Establishes civilian personnel management policies and standards for the Executive Branch.
5. Department of Defense:
- a. Advises the President on military manpower requirements.
 - b. Continuously screens the Ready Reserve so that its call to active duty in an emergency will not seriously impair activities necessary to the maintenance of the national health, safety, or interest.
 - c. Submits requisitions to the Selective Service System for personnel to be inducted into the Armed Forces and requests determinations by Selective Service of availability of Standby Reservists for active duty.



- d. Provides plans for and exercises national, regional, and local claimancy functions in respect to manpower priorities and other manpower problems affecting its direct-hire and contractor personnel.
- 6. Department of Health, Education, and Welfare, under the policy guidance of OCDM and in cooperation with existing professional and governmental health organizations:⁶
 - a. Plans and administers programs required for the mobilization of civilian health manpower, including but not necessarily limited to the development and expansion of health manpower capability through training, organization, and proper use.
 - b. Assesses health manpower supply in total and by geographic location, inventorying and cataloging existing health manpower.
 - c. Estimates requirements for civilian health manpower to meet any emergency, taking into account estimated military needs.
 - d. Develops programs to meet anticipated deficiencies in health manpower by increasing the supply and improving utilization.
 - e. Provides guidance on the best use of existing health manpower.
 - f. Cooperates with the Department of Labor as indicated in paragraph VII. A. 2. a. above.
- 7. Department of Commerce, under the policy guidance of OCDM, maintains the List of Essential Activities.

⁶ See Annex 18, National Health Plan.

8. Regional offices of Federal agencies having manpower responsibilities work with their counterparts at the State level to secure cooperation in carrying out the policies established in this annex. The Regional Director, OCDM, coordinates Federal activities in the field and issues necessary guidance to State civil defense officials. The Regional Director, Office of Manpower Administration, Department of Labor, is responsible for providing necessary guidance to State employment security agencies and assistance to these agencies in establishing necessary programs and emergency manpower organization at State and local levels.

B. State and Local

1. State employment security agencies and their local employment offices, operating under the guidance of the Department of Labor, administer the manpower program. Authority to mobilize civilian manpower, including authority to use various measures to assure that manpower is available for essential work, is disseminated through the Department of Labor and its Regional Offices of Manpower Administration to the State employment security agencies.

In administering the manpower program, manpower officials shall be governed by relative urgencies as determined by OCDM or by State or local governments, with the advice of such resource advisory committees as may be desirable. The relative-urgency determinations will be translated into manpower priorities by the



local manpower officials, who may call upon resource advisory committees for recommendations. Such advisory committees shall include representatives of the principal claimants for manpower. Manpower users will direct requests for needed manpower and for assistance with manpower problems to the local public employment offices.

2. Labor-management manpower committees shall be established by the Office of Manpower Administration, Department of Labor, at local or State levels as necessary to provide advice to manpower officials on the mobilization of manpower, including appeals where the interests of individuals are affected.
3. State Selective Service Headquarters and Selective Service Local Boards operate under the guidance of the Director of the Selective Service System.

C. Labor and Management

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

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 31
NATIONAL FOOD PLAN



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

Annex 31

NATIONAL FOOD PLAN



Executive Office of the President
DEPARTMENT OF CIVIL AND DEFENSE MOBILIZATION

Preface

The National Food Plan supports and amplifies the the National Plan for Civil Defense and Defense Mobilization and provides criteria, general procedures, and responsibilities for assuring the production, processing, storage, and distribution of food under emergency conditions, including actions during the preemergency period to insure readiness and during the postattack period to insure survival and recovery.

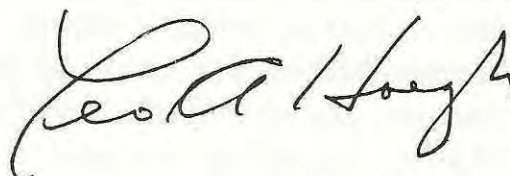
This annex recognizes the important role of farmers and the food industry to supply food for the Nation. The function of government will be primarily that of working with the food industry and farmers to make them aware of what needs to be done. This annex deals mainly with direct government action when needed to provide guidance and to supplement individual actions, and to insure conservation and protection of food supplies.

Special attention is given to actions needed to supply food in the immediate postattack period. Attention is also focused on functions which involve close interrelationships between the U. S. Department of Agriculture (USDA) and State and local governments and between USDA and other Federal agencies. Particular attention is given to those functions which might have to be carried out in the field when national headquarters is unable to exercise national direction. Less attention is given to longer range functions such as food allocations which would be developed on a continuing basis at the national level when full information is available.



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A handwritten signature in black ink, appearing to read "Leo A. Hughes". The signature is fluid and cursive, with the first name "Leo" and last name "Hughes" clearly distinguishable.

Director
Office of Civil and Defense Mobilization

Issued February 1960

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NATIONAL FOOD PLAN

ANNEX 31

I. Definitions

A. For defense planning purposes, the term "food" shall mean all commodities and products, simple, mixed, or compound, or complements to such commodities or products, that are capable of being eaten or drunk by either human beings or animals, irrespective of other uses to which such commodities or products may be put, at all stages of processing from the raw commodity to the products thereof in vendible form for human or animal consumption. For the purposes of this annex the term "food" shall also include all starches, sugars, vegetable and animal fats and oils, cotton, tobacco, wool, mohair, hemp, flax fiber, and naval stores but shall not include any such material after it loses its identity as an agricultural commodity or agricultural product.¹

B. Wholesaler means any person other than a retailer who buys or otherwise acquires and sells or distributes food in large quantities for resale at retail, and any person who accumulates food, as in chain store warehouses, for redistribution to retail outlets.

¹The nonedible commodities on this list will not be of concern to State and local governments in food supply and feeding operations in the post-attack period, but are of interest to the Department of Agriculture in connection with its responsibilities. It should be noted that water as a resource is dealt with in Annex 32, National Water Plan.



C. Retailer means any person who acquires any food for resale to the ultimate consumer. The term retailer also includes persons engaged in serving food outside home eating places.

D. Reference to the U. S. Department of Agriculture (USDA) at any level means either USDA or any emergency agency established to exercise functions outlined in this annex for which USDA may serve as nucleus in event such agency is required before and after attack.

E. As used in this annex, the terms "USDA State offices" and "USDA local offices" mean appropriate USDA offices which have authority to represent USDA at the State level and local level respectively.

II. Assumptions²

A. Under conditions of international tension or limited war it is assumed that with communications, transportation, and other facilities in the Nation intact the Federal Government would direct any necessary food programs and actions through normal executive-legislative-judicial processes. These programs will be formulated in response to the particular circumstances.

B. Under conditions of general war with attack upon the continental United States our normal nationwide economic and governmental activities would be disrupted and in many instances temporarily isolated. In a postattack situation local civil authorities and local representatives of USDA must solve local food problems in accordance with preattack plans without waiting for direction from State, regional, or national headquarters. Their actions will remain in force until direction from higher authority is received.

²See Annex 1, Planning Basis.

C. State and local governments which need to augment their staffs for emergency purposes should not plan on using those USDA personnel who will carry out the emergency functions of USDA.³

III. General Responsibilities

Each echelon of government will develop and test its assigned emergency responsibilities for food and supporting requisites.

A. Federal Government

The Federal Government under general direction of the President, through the Office of Civil and Defense Mobilization, is responsible for direction and coordination of the total national food effort. Its responsibilities include programs affecting the production, processing, storage, and distribution of food.⁴

1. U. S. Department of Agriculture

Responsibility for carrying out the food functions of the Federal Government has been assigned to the Department of Agriculture except as indicated in Subsection 2 below. Claimant agencies will be provided guidance by USDA in the submission of requests for food. Resource agencies will be assisted by USDA in developing their plans to assure that essential amounts of labor, materials, supplies, and services will be available to USDA.

2. Department of Health, Education, and Welfare

The Department of Health, Education, and Welfare (DHEW)⁵ is responsible for the safety, purity, and wholesomeness of all food commodities except meat and poultry and products

³See Annex 30, National Manpower Plan.

⁴For discussion of activities affecting retail distribution, see Annex 27, Emergency Economic Stabilization.

⁵See Annex 18, National Health Plan.



thereof as defined by the Meat Inspection Act and Poultry Products Inspection Act; live animals, including poultry; agricultural commodities stored or harvestable on farms or ranches; and agricultural commodities and products owned by the Commodity Credit Corporation or the Secretary of Agriculture, which are the responsibility of USDA.

3. Department of the Interior

The Department of the Interior under delegation from the Secretary of Agriculture is responsible for the production, including processing, of fish and fishery products. Plans for this area shall be developed and administered by the Department of the Interior within the scope of the delegation.

4. Claimant Agencies for Food

Claimant agencies are responsible for providing USDA with estimates of requirements on request. Such requirements shall be the basis for assignment of food allocations. Standards for the development of food requirements, including nutritional sufficiency, will be prepared in the preemergency period by USDA in consultation with claimant agencies and DHEW as appropriate. Federal agencies having food claimancy functions and responsibilities are:

- a. The Department of Defense, for food for military uses.
- b. The Department of the Interior, for food for U. S. territories and possessions and the Commonwealth of Puerto Rico.
- c. The Department of State, for foreign areas.

- d. The Department of Commerce, for food for nonfood industrial uses.
- e. The Department of Agriculture, for U. S. civilian uses and farm uses in the 50 States, including uses for animal feed.

At local and State levels in the immediate postattack period, local and State governments will claim the food needs of local civilians. Other claimants, such as the Department of Defense, which have representation at local and State levels will present food claims to local and State representatives of USDA.

5. USDA as a Claimant for Nonfood Requisites

USDA is a claimant to other resource agencies for the nonfood requisites needed to support the food program. These other resource agencies, such as the Departments of Labor, Commerce, and Interior, have the responsibility of supplying the labor, materials, supplies, and services required to produce, process, store, and distribute food.

B. State Governments⁶

Each State is responsible for direction and coordination of local government activities affecting the distribution of food at the retail level and such wholesale stocks as are made available by USDA, through prearranged plans, and for mass feeding made necessary as a result of the emergency.

C. Local Governments⁷

Under the guidance and general direction of the State, each political subdivision is responsible for effecting such emergency food distribution or rationing

⁶See Part VI, Section F(1), of the National Plan. For discussion of activities affecting retail distribution, see Annex 27, Emergency Economic Stabilization.

⁷*Ibid.*



controls as may be necessary at the retail level or its equivalent until a statewide or nationwide system is established. It is also responsible for any mass feeding necessary within its jurisdiction. Food distributed to consumers, including food used in mass feeding, will be taken only from supplies determined by appropriate Federal, State, or local authorities to be safe for human consumption.

D. Industry

The food industry, including farm producers, and those industries supplying requisites to them are responsible, in cooperation with appropriate government agencies, for planning and executing measures designed in accordance with the National Plan to assure a continuing supply of food to the Nation.

E. The Public

Individuals and families are responsible for maintaining personal stocks of food in their homes or shelters, sufficient to meet their needs until other supplies are available. These stocks should be sufficient for at least 2 weeks following attack.

IV. Functions and Execution

In general, the execution of the food plan will be in accordance with the foregoing responsibilities and the functions described below.

A. U. S. Department of Agriculture

1. Emergency Objectives and Functions

USDA, under the policy direction and central program control of the Office of Civil and Defense Mobilization, will develop, direct, and coordinate plans and programs for the production, processing, storage, and distribution of food. The objective of USDA is to provide

adequate food under all types of emergency conditions for U. S. military and civilian uses, nonfood industrial uses, and essential exports. In the development and execution of any plans which relate to the international allocation of food, USDA will avail itself of foreign policy guidance from the Department of State.

The postattack distribution functions of USDA extend from production to distribution through the wholesaler level. At the wholesaler level USDA is responsible for determining the supplies which exceed local requirements and the most effective use of such supplies. Functions relating to the use of home food supplies, retail distribution, and the distribution of wholesaler stocks determined by USDA to be available for local use are the responsibility of State and local governments.

The plans and programs developed to fulfill this responsibility are to be carried out within the broad policy and standards established by OCDM and will be coordinated with State and local governments.

USDA will encourage adequate protective measures by farmers, food processors, warehousemen, and distributors.

The responsibilities of USDA will be carried out through the headquarters and the field organization of the Department in cooperation with all levels of government. Detailed assignments for execution of these plans are contained in an appendix to this annex.

The following functions carry out the objectives with emphasis on the immediate post-attack period.



- a. *National level*—USDA national headquarters will be responsible for national program direction and will provide guidance to its field offices at the State level. In event communications are disrupted, postattack programs will be carried out within the framework of national policy and plans established in the preattack period. As quickly as communications permit, operational programs for emergency actions will be released to the Nation as a unit.
- b. *Regional level*—USDA regional liaison representatives, supported by staff representatives of appropriate agencies of the Department, will maintain liaison with the OCDM Regional Offices and will direct USDA activities in their respective areas when national headquarters is unable to exercise national direction. The USDA regional liaison representatives will look to OCDM Regional Offices for coordination, and will be under direction of the OCDM Regional Director when USDA national headquarters is unable to exercise national direction, or as provided for in Annex 3, Organization for Civil Defense and Defense Mobilization.
- c. *State level*—Appropriate USDA offices at the State level, under supervision and guidance of USDA at national headquarters, will carry out emergency food responsibilities within the State, including supervision of USDA local offices. USDA State offices will maintain liaison with and provide technical advice to the responsible State officials and others in matters pertaining to food and agriculture.

In accordance with prescribed policy, USDA State offices are authorized to act independently if cut off from communications with both USDA national headquarters and the USDA regional liaison representatives.

(1) *USDA-State government relations*—

Although food and agricultural production, processing, and storage will be handled through USDA channels, the State, field offices of other Federal agencies, and the USDA State offices will need to keep each other advised. USDA State offices will advise State officials as to the food supply situation within the the State, the efforts being made, and the effects of such efforts to obtain supplemental food supplies to meet requirements, including the level of food consumption which the available food supply will permit to be maintained.

(2) *USDA-Local military relations*—Problems of supplying military installations with food will often require food from more than a single county. When necessary and possible, USDA State offices will assist military installations in the State to meet their food needs. Military claims will be considered along with claims of the other segments of the national economy and civilian population prior to allocation of existing and available food stocks.

(3) *USDA-Resource agency relations*—USDA relations with resource agencies will be consistent with prearranged plans



as approved by OCDM. USDA State offices will work with the appropriate field offices of Federal resource agencies to provide requisites for farm production, food processing, storage, and distribution. The USDA office will work with the State government, in order to obtain such assistance as the State may be authorized and able to provide, when an appropriate Federal field office is not available. Such offices may be asked to assist in providing labor, petroleum products, electric power, and transportation requirements, and in obtaining priorities and allocations for restoration of essential services.

d. *Local level*—USDA local offices, under supervision of USDA State offices, will carry out emergency food responsibilities at the local level, providing necessary support to local governments and other food claimants. Prearranged plans will be developed. In accordance with prescribed policies, designated USDA local offices are authorized to act independently of higher authority if cut off from communications with USDA State offices.

(1) *Food supply*—As quickly after an attack as conditions permit, USDA local employees will determine the amounts of food which can be made available from wholesale establishments, processors' stocks, warehouses, and farms within the area.

Such food resource data will be consolidated with data on retail food stocks obtained by the local civil authorities, and cooperative plans should be developed for using the part of these stocks and supplies needed to meet local conditions, taking into account the level of home food supplies. If additional food supplies are needed to meet local needs, the USDA local office will request them from the USDA State office if communications permit or will report any stocks in excess of local needs.

If communications are disrupted and it is impossible to get outside help, the local USDA office shall take all actions necessary and possible to provide food to the local civil authorities (or the local food trade) for distribution to the local population (including any evacuees in the area) and to meet local military requirements, and requirements for feed needed to maintain local farm production. When necessary the USDA officials may freeze stocks of food held by wholesalers and processors and at other distribution levels, except at retail, and release such foods as are needed in accordance with agreed-upon standards. Standards for release of food stocks will be based on national policy but will be flexible enough to fit the situation in particular areas, recognizing the responsibilities assigned to local government and the



food trade. Plans should provide for using perishable foods first so as to conserve storable foods.

- (2) *Food procurement*—If the owners of wholesale or processor stocks of food are unwilling to sell such supplies to normal wholesale or retail outlets, USDA officials will exercise authority to requisition such stocks in the name of the U. S. Department of Agriculture and distribute them or direct their distribution as needed.
- (3) *Advice to civil authorities*—USDA local offices will advise local civil authorities and other local food claimants as to the kinds and amounts of food that are available and levels of distribution or rationing which can be supported. In so doing, USDA personnel at the local level will take into account national standards in such matters, adapting them as necessary to local situations. USDA recognizes the responsibility of local government to establish consumer rationing levels and carry out consumer rationing programs until a statewide or nationwide system is established. On request, USDA local offices will advise local civil authorities as to determining amounts of food in retail channels.
- (4) *In-transit food supplies*—Food in transit shall be regarded as part of the national food reserve. Food which cannot be delivered to its destination will be used according to guidelines provided

preattack to USDA local offices. Other food in transit will continue to move to its destination by whatever routes the appropriate transportation authority may prescribe or to new destinations suggested by USDA.

2. General

Primary attention has been focused on the immediate postattack problems and those which involve intergovernmental and interdepartmental relations. Stability and maintenance of the economy in the longer-range period or under condition of mobilization without attack will necessitate a shift of emphasis from distribution and use of supplies in particular areas at the time the emergency occurs to the evaluation of the continuing supply and requirements situation for the Nation as a whole. This will become the basis for national allocation programs and programs to maintain and adjust food production. Most of these longer-range functions will be a responsibility of USDA, working closely with other resource agencies in claiming the necessary nonfood materials, equipment, and manpower. It will continue to work closely with the agencies which determine military, civilian, industrial, and foreign food requirements. It will control, as necessary, the domestic distribution of farm equipment and commercial fertilizer. Continued cooperation will also be necessary with State and local governments and with the food industry.

3. Preparatory Actions Required

To provide a postattack emergency capability to meet food needs, USDA will assure that



the following preparatory actions are carried out in the preemergency period.

- a. *Field office instructions*—Develop field office instructions and capabilities which will enable field personnel to carry out emergency assignments without requiring further direction from or communications with higher headquarters.
- b. *State-Federal plans*—Negotiate working agreements with State and local governments to assure proper coordination of USDA emergency food responsibilities with civil defense and defense mobilization plans of State and local governments.
- c. *Claimancy procedures*—Develop plans and close working relations with other Federal agencies through their field offices. Such plans would include claimancy procedures to be used in stating emergency food requirements and arranging with other resource agencies to receive and process requirements for nonfood requisites to carry out the food program.
- d. *Food procurement*—Develop standby procedures for food procurement for government agencies in a postattack period. The Department will coordinate plans of all agencies with food procurement responsibilities.
- e. *Food requisitioning*—Develop procedures for requisitioning of food which cannot be procured in any other manner from food producers, processors, or wholesalers. USDA also will assist OCDM in developing for local civil authorities procedures which they can use in requisitioning food from retail food stocks.

- f. *Standby food orders*—Develop standby food orders which may be required in a postattack period, such as those covering freezing or regulating commercial food inventories.
- g. *Food industry*—Maintain close contact with the food industry so as to obtain its advice and assistance and to determine how government can help industry insure its ability to provide food after an attack.
- h. *Food supply information*—Develop data as to the food supply situation from production through wholesalers. Data will be developed and maintained on a current basis at local, State, regional, and national levels.
- i. *Damage assessment*—Develop and maintain the capability to assess the effects of attack on food resources, both at national and field levels. Necessary assistance will be provided to the National Damage Assessment Center of OCDM, to OCDM Regional Offices, and to the States.⁸
- j. *Stockpiling*—Determine need for stockpiling and assist OCDM to formulate and arrange for carrying out plans for any special food stockpiles⁹ which may be needed (a) to support public shelter programs, (b) to insure supplies of import items, (c) to supply food in areas which might be inaccessible in an emergency, (d) to supply food in areas most likely to be deficient after an attack. Provide advice concerning food supplies in home shelters. In administering Commodity Credit

⁸See Annex 14, Damage Assessment.

⁹This refers to stockpiles other than stockpiles of "strategic and critical" food materials which are handled under procedures applicable to the National Stockpile.



Corporation inventories of food products, all possible measures will be taken to insure availability of such inventories for use in an emergency.

- k. *Research*—Within the framework of overall OCDM research objectives, supervise and conduct research inherent in carrying out emergency preparedness responsibilities of USDA as indicated above in Subsection III. A.1, covering such matters as effect of radioactive fallout on livestock and crops and on other aspects of the program responsibilities of USDA, methods of decontamination, substitutes for items not produced domestically, and types and quantities of food normally in retail and wholesale channels and in homes. USDA will also provide advice and assistance to OCDM in planning research in other areas involving the interest of USDA.
- l. *Other plans*—Review and refine other food plans developed for postemergency operations. Additional plans will be developed to meet any new situations and will become appendixes to this annex. Attention will be given both before and after an emergency to planning longer-range food programs.

B. State Governments

1. Emergency Objectives and Functions

It is the postattack responsibility of the State to see that local civil authorities provide necessary guidance regarding use of home food supplies by householders and others who may be domiciled with them in an emergency, and that local civil authorities properly manage and supervise all types of emergency distribution of

food available at the retail level. This includes mass feeding where necessary and food rationing, whether formal or informal, at the retail level to consumers. In accordance with this annex and other prearranged plans within the scope of the National Plan, States will look to USDA for coordination and direction of food resources needed to meet local requirements over and above local resources.

As a part of its civil defense and defense mobilization activities, the State will assist, or provide that its political subdivisions will assist, as appropriate, USDA in obtaining for farmers and food processors such services as advice on radiation levels, information on use of water supplies, protection of facilities, and priority in installation of essential services. It will also assist in providing protection to food stocks and food supplies from effects of attack.

Important State food functions covered in other annexes include:

- a. *Emergency distribution and consumption controls*—government preparations and emergency actions to insure equitable, efficient, and practical distribution of food to consumers in an emergency—Annex 27, Emergency Economic Stabilization.
- b. *Mass feeding*—preparations and procedures for emergency feeding for those in need as a result of an attack—Annex 19, Emergency Welfare.
- c. *Fallout monitoring*—plans and procedures for determining fallout levels and providing



needed information to farmers, processors, and distributors—Annex 23, National Radiological Defense Plan. (Monitoring of fallout is the responsibility of local civil governments, but USDA will conduct monitoring within the limits of its capability in its assigned program area, and furnish results to farmers, processors, and distributors and to State and local civil defense officials.)

2. Preparatory Actions Required

Each State, in collaboration with the USDA State office, will take necessary measures to insure capability for feeding its population for a minimum of 4 weeks postattack from resources within the State.

Federal, State, and local emergency plans will be developed and coordinated in the preemergency period to insure consistency among the States and to reduce postemergency confusion.

C. Local Governments

1. Emergency Objectives and Functions

The food objective of the local governments in a postattack period includes any mass feeding that may be required in the local area and local distribution of food at the retail level, including formal or informal rationing.

a. *Food supply information*—As quickly as possible after an attack or major disaster occurs, the local civil authorities and the local USDA employees will survey remaining useable food supplies in the area. Local civil authorities, jointly with local USDA personnel, will determine the level of food consumption that can be maintained. Plans should

provide for maximum use of perishable foods and conservation of the more storable foods.

- b. *Food distribution controls*—Local civil governments have control over distribution and use of commercial food stocks in retail food stores in an emergency period. They will also institute any mass feeding programs that are necessary. They have responsibility to institute any food rationing or other control measures needed to fit the immediate local conditions following methods and procedures developed by the Federal and State governments. If local governments need more food than is available at retail level they will request assistance from the local offices of USDA in accordance with this annex and the provisions of the National Plan. Prearranged plans for obtaining a supply of food will be perfected.
- c. *Food safety information*—USDA and DHEW, in cooperation with local civil government, will advise local people as to what foods can safely be used and what personal precautionary actions should be taken. This includes advice to farmers and the local food industry as to the safety of resuming operations.

2. Preparatory Actions Required

Local emergency food plans should be coordinated with State and Federal food plans and programs, to assure capability for feeding the local population for a minimum of 4 weeks post-attack. Individuals and families should be informed of their responsibilities. It is important that these plans be coordinated before an



emergency occurs and that arrangements be made for coordination of activities during an emergency.

Local civil authorities will maintain current information on the amounts of food in retail establishments (including restaurants, hotels, schools, churches, and hospitals). Food in homes will be estimated in order to determine the self-sufficiency of householders.

D. Farmers and the Food Industry

1. Emergency Objectives and Functions

In an emergency farmers and the food industry are responsible for providing the amounts and kinds of foods required. The local civil defense authorities and the local USDA offices will provide such guidance and assistance as farmers and the food industry may need in meeting their special emergency problems.

2. Preparatory Actions Required

In accordance with Part VI, Section C, of the National Plan, USDA will contribute to the reduction of vulnerability of the food industry, including farms, to overt and covert enemy action, through programs for physical protection (including dispersal of facilities), continuity of industrial management, maintenance of multiple sources of supply, and other actions as feasible.

E. The Public

1. Emergency Objectives and Functions

During a postattack period, each family must plan to rely on home food stocks for a period of 2 weeks, because fallout and bomb

damage might limit the movement of food between areas and force people in many areas to remain under cover until radioactivity produced by fallout decays.

2. Preparatory Actions Required

To assure personal survival, each family should acquire and maintain a stock of food sufficient for the family for at least 2 weeks. A source of water for cooking and drinking should also be provided. This food and water supply would be for use in any type of emergency, but would be particularly essential in event of an attack on this country, which could force people to remain in their homes or shelters for several days or weeks.

Should an evacuation be ordered, families should plan to take with them as much as possible of their emergency food reserves.

