

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 38

FEDERAL ASSISTANCE



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

June 38

FEDERAL ASSISTANCE



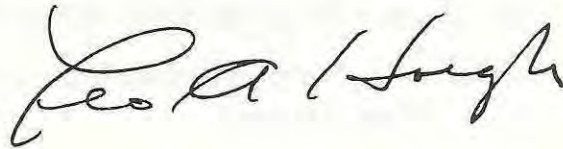
OFFICE OF CIVIL AND DEFENSE MOBILIZATION
Executive Order of the President

Preface

This annex supports and amplifies the National Plan for Civil Defense and Defense Mobilization, particularly Part VII, Section C, **Federal Assistance**. It states the responsibilities, objectives, and general procedures for committing Federal funds and personnel to assist State and local governments, private organizations, and individuals in their civil defense and defense mobilization preparations.

Detailed criteria, regulations, and procedures are provided in separate documents, such as OCDM Administrative Manuals 25-1, *Federal Contributions for Civil Defense Equipment*, and 25-2, *Contributions for Civil Defense Personnel and Administrative Expenses*. Other 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. ASSUMPTION	2
III. GENERAL RESPONSIBILITIES	2
A. <i>Federal</i>	2
B. <i>State</i>	3
C. <i>Local</i>	3
IV. FUNCTIONS	3
A. <i>Financial Contributions</i>	3
B. <i>Use of Federal Personnel, Facilities, and Equipment</i>	4
C. <i>Loans and Guarantees of Loans</i>	5
D. <i>Tax Benefits</i>	6
E. <i>Donation of Surplus Property</i>	6
F. <i>Purchase-Commitments and Procurement</i>	7
V. EXECUTION	7
A. <i>OCDM</i>	7
B. <i>Other Federal Agencies</i>	8
C. <i>Nonfederal</i>	8

ANNEX 38

FEDERAL ASSISTANCE

I. Definition

For the purpose of this annex, "Federal assistance" means preemergency aid by the Federal Government designed to (1) assure production and mobilization of resources adequate for any contingency, and (2) assist State and local governments, private organizations, and individuals in their preparations for the protection of life and property and in the development of their capability for effective operations in the event of attack or other major disaster.

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

- A. Financial contributions for facilities, equipment, supplies, training costs, and personnel and administrative expenses.
- B. Use of Federal personnel, facilities, and equipment, including technical assistance and administrative guidance.
- C. Loans and guarantees of loans.
- D. Tax benefits.
- E. Donation of surplus property.
- F. Commitments to purchase materials.



II. Assumption

Civil defense is a partnership. Responsibility for it is vested by law jointly in the Federal Government and in the States and their political subdivisions.

It is assumed that State and local governments, private organizations, and the public will have a continuing requirement for Federal assistance in their preparations for civil defense and defense mobilization.

III. General Responsibilities

A. Federal

The Federal Government is responsible for providing State and local governments, private organizations, and individuals with such assistance as is authorized by law.

1. The Director, Office of Civil and Defense Mobilization, is responsible for conducting certain assistance programs and for coordinating the assistance for civil defense and defense mobilization given by the Departments of State and Defense and the Atomic Energy Commission, as well as directing and coordinating the assistance given by other Federal agencies. The Director is responsible for maintaining, as appropriate, criteria, regulations, and procedures concerning eligibility, acquisition, use, and accountability for those Federal assistance programs under his direct authority.
2. Other Federal agencies having applicable material resources, competence, or assistance programs are responsible for providing such assistance to the civil defense and defense mobilization activities of State and local governments, private organizations, and individuals as is permitted by law.

B. State

State governments are responsible for:

1. Determining the needs of the State and its political subdivisions for the specific types of assistance available from the Federal Government.
2. Maintaining and using facilities, equipment, and supplies, and using personnel or funds, obtained in whole or in part through Federal assistance programs, according to pertinent regulations and in such a way as to assure ready availability of resources for emergency use.
3. Supervising the activities of political subdivisions and individuals receiving Federal assistance, to assure proper maintenance and use of facilities, equipment, and supplies, and use of personnel or funds, made available in whole or in part by the Federal Government through the States.



C. Local

Local governments, private organizations, and individuals are responsible for maintaining and using facilities, equipment, and supplies, and using personnel or funds, obtained in whole or in part through Federal assistance programs, according to pertinent regulations and in such a way as to assure ready availability of resources for emergency use.

IV. Functions

A. Financial Contributions

1. Objective

To assist the States and their political subdivisions in developing their organization and capability for emergency operations.

2. Action Required

Implement the program for financial contributions for facilities, equipment, supplies, training costs, and personnel and administrative expenses, according to criteria, regulations, and procedures established for Federal contributions and within the limits of available funds.¹

B. Use of Federal Personnel, Facilities, and Equipment

1. Objectives

- a. To further emergency operational capability of State and local governments and private organizations.
- b. To assist industry in fulfilling defense mobilization responsibility for adequate production of items necessary for the national defense.

2. Actions Required

- a. Maintain training schools for instructing officials of government and private organizations.
- b. Train Federal personnel where necessary so that their competence will be applicable to the needs of the State and local governments.²
- c. Make available to State governments, to local governments through the States, and to private organizations the advisory services of Federal personnel when requested by the OCDM Regional Director and as funds and priorities permit.
- d. Maintain a program and procedures for leasing Government-owned tools and equipment

¹See OCDM Administrative Manuals 25-1, Federal Contributions for Civil Defense Equipment, and 25-2, Contributions for Civil Defense Personnel and Administrative Expenses.

²See Annex 37, Training and Education.

to industries producing items or components of items essential to national defense.

C. Loans and Guarantees of Loans

1. Objectives

- a. To assist the financing of civil defense projects where financing is not otherwise available on reasonable terms.
- b. To provide adequate facilities and expanded capacity for the production of items essential for national defense when funds are not otherwise available.
- c. To aid in the restoration or reestablishment of facilities vital to the national defense that have been destroyed or damaged in a major disaster when funds are not otherwise available.³
- d. To encourage individuals and families to construct protective shelters in the home.⁴

2. Actions Required

- a. Be prepared to make loans or guarantees of loans available for the purposes listed above.
- b. Maintain a list of categories of production necessary to national defense.
- c. Make determinations regarding the adequacy of facilities for the production of materials or the performance of services for the national defense.

³See Annex 40, Natural Disasters.

⁴See Annex 10, National Shelter Plan. The National Housing Act, as amended, authorizes the Federal Housing Administration to insure financial institutions against losses resulting from loans for repairs, alterations, and improvements on housing on such terms and conditions as the Federal Housing Commissioner may prescribe. This includes loans for the cost of constructing shelters or making alterations to provide protection in, or connected with, new and existing dwellings.



- d. Certify the essentiality of specific activities or programs to establish eligibility for loans or guarantees of loans.
- e. Maintain criteria for loans by federally insured financial institutions for the construction of home shelters.

D. Tax Benefits

1. Objective

To encourage the active participation of individuals and business in the activities, plans, and programs of civil defense and defense mobilization.

2. Action Required

In accordance with Internal Revenue laws, provide and maintain procedures by which individuals and business concerns may deduct for Federal income tax purposes their expenses for certain civil defense activities.⁵

E. Donation of Surplus Property

1. Objective

To make Federal surplus property available to State and local governments for use in implementing approved civil defense plans and for training.

2. Actions Required

- a. Determine the classes of surplus property necessary and usable for civil defense and defense mobilization.
- b. Maintain a program for making surplus property available to State and local governments.

⁵See OCDM Advisory Bulletin 235, Income Tax Deductions for Civil Defense Expenditures, dated May 22, 1959.

F. Purchase-Commitments and Procurement

1. Objective

To insure the availability of adequate supplies of metals, minerals, and other materials necessary in a defense emergency.

2. Actions Required

- a. Determine emergency requirements for metals, minerals, and other materials.
- b. Determine the adequacy of production and supplies of such materials, including required capability of domestic sources for emergency production.
- c. Establish stockpile objectives to meet requirements not available in an emergency from domestic production and stocks and from imports.
- d. Provide direct and indirect assistance to domestic producers and other sources to meet emergency requirements. This includes, but is not limited to, commitments to purchase and, as necessary, procurement of materials for Federal inventories, under existing authorities and within the limits of appropriated funds.



V. Execution

A. OCDM

Federal assistance given for civil defense and defense mobilization activities shall be directed and coordinated by the Director, Office of Civil and Defense Mobilization, in accordance with Part IV, Section A, and

Part VII, Section C, of the National Plan. OCDM shall provide direct assistance in accordance with its existing statutory responsibilities.⁶

B. Other Federal Agencies

1. Execution of Federal responsibilities for providing assistance, assigned to the Director, OCDM, but delegated to other Federal agencies, shall be in accordance with Part IV, Section A, of the National Plan, and Annex 5, Federal Delegations and Assignments.
2. Federal agencies having inherent or implied statutory responsibilities for providing Federal assistance for civil defense and defense mobilization activities shall perform those functions under the coordination of the Director, OCDM.

C. Nonfederal

State and local governments will provide any statutory authority necessary to enable their use of Federal assistance. Execution of State and local government, private organization, and individual responsibilities shall be in accordance with Part IV, Section B, and Part VII, Sections C and D, of the National Plan and in accordance with the authorities applicable to the execution of Federal responsibilities.

⁶See Annex 3, Organization for Civil Defense and Defense Mobilization, and Annex 4, Authorities for Civil Defense and Defense Mobilization.

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 39
REVIEW, TESTS AND
INSPECTION



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 VII, Section D, **Review, Tests, and Inspection.**

The purpose of this annex is to prescribe the program for review, tests, and inspection of policies, plans, and projects for civil defense and defense mobilization.

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

This 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 October 1959



Contents

	Page
PREFACE	iii
I. DEFINITIONS	1
A. <i>Review</i>	1
B. <i>Tests</i>	1
C. <i>Inspection</i>	1
II. ASSUMPTIONS	1
III. GENERAL RESPONSIBILITIES	2
A. <i>Federal</i>	2
B. <i>State and Local</i>	3
C. <i>Private Organizations and Individuals</i>	3
IV. FUNCTIONS	3
A. <i>Review of Plans and Projects</i>	3
B. <i>Testing of Plans</i>	4
C. <i>Inspection of Activities</i>	5
V. EXECUTION	5
A. <i>OCDM</i>	5
B. <i>Other Federal Agencies</i>	6
C. <i>Nonfederal</i>	7

ANNEX 39

REVIEW, TESTS, AND INSPECTION

I. Definitions

A. Review

Review means the examination and analysis of civil defense and defense mobilization plans and projects with the objective of improving operational capabilities and assuring their conformance with this National Plan.

B. Tests

Tests and exercises are practice operations to determine the effectiveness and adequacy of civil defense and defense mobilization plans, organization, policies, programs, procedures, emergency equipment systems, and operational facilities at all levels of government, and also, as appropriate, those of industries, institutions, and other organizations.

C. Inspection

Inspection means the examination and audit of civil defense and defense mobilization activities, equipment, facilities, and personnel.

II. Assumptions

A. With effective operational plans and actions resulting from coordinated programs of review, tests, and inspection, a successful attack on the Nation would be



more difficult, and the temptation of an aggressor to launch an attack would be substantially lessened.

B. In order for the program of Federal financial assistance to be effective, equipment must be well maintained and always ready in conformance with the local operating plan.

III. General Responsibilities

A. Federal

1. The Director, OCDM, is responsible for adequate review, tests, and inspection of Federal, State, and local nonmilitary defense plans, programs, projects, supplies, and equipment, with special emphasis on those obtained, for civil defense and defense mobilization, through financial contributions (matching funds) for property or personnel and administrative costs; through the Surplus Property, Federal Stockpiling, and Natural Disaster programs; under OCDM contracts; and from other Federal sources.
2. Other Federal agencies are responsible for review and inspection of their own nonmilitary defense plans, programs, projects, supplies, and equipment; those of their field establishments; and, as requested by OCDM and acting as agents of OCDM, those of State and local governments. In addition, Federal agencies are responsible for periodic testing of their emergency plans and for participating in national test exercises.

B. State and Local

State and local governments are responsible for review of their nonmilitary defense plans and projects, for inspection of nonmilitary defense supplies and equipment, for development and conduct of their own periodic test exercises, and for participation in national exercises.

In accordance with State plans, States are responsible for adequate review, tests, and inspection of local nonmilitary defense. States are also responsible for providing guidance and direction in review, tests, and inspection programs of their political subdivisions.

C. Private Organizations and Individuals

Under the guidance of local governments private organizations, families, and individuals are responsible for reviewing and testing their own self-protection plans.

IV. Functions

A. Review of Plans and Projects

1. Objectives

- a. To determine the conformity of civil defense and defense mobilization plans and projects to the National Plan and other appropriate plans and planning guidance.
- b. To determine whether such plans and projects are properly coordinated within and among the various government levels.
- c. To provide a basis for furnishing guidance and other assistance to improve operational capabilities at Federal, State, and local levels.
- d. To measure progress toward an increased operational capability.



- e. To evaluate the appropriateness of present requirements and guidance, including those pertaining to Federal contributions and surplus property.

2. Actions Required

- a. Maintain a continuing review and analysis of all aspects of civil defense and defense mobilization, including guidance being provided, involving all levels of government as well as private organizations and individuals.
- b. Provide, wherever practicable, for joint review and consideration by various levels of government to assure coordination.
- c. Provide goals and criteria to each level of government for the analysis of operational capability and for measurement at stated periods of time.

B. Testing of Plans

1. Objectives

- a. To measure adequacy and determine state of readiness.
- b. To identify strengths and weaknesses.

2. Actions Required

- a. Maintain a comprehensive system of tests and exercises covering all aspects of civil defense and defense mobilization, and involving all levels of government, private organizations, and individuals.
- b. Evaluate and analyze test and exercise results.
- c. Develop recommendations for improving civil defense and defense mobilization programs and activities.

C. Inspection of Activities

1. Objectives

- a. To assure that equipment is being properly maintained and used, and is available for use in emergencies.
- b. To assure that personnel are available in emergency, have appropriate emergency assignments, and receive adequate training.
- c. To assure that civil defense and defense mobilization reserves, including stock of materials, equipment and facilities, are in a constant state of operational readiness.
- d. To assure that Federal regulations pertaining to programs of financial assistance are being followed by States and their political subdivisions.

2. Actions Required

- a. Provide for a system of physical inspection on a complete or sample basis at each level of government.
- b. Establish and maintain adequate standards of compliance.



V. Execution

A. OCDM

The Director of OCDM, in accordance with Part VII, Section D, of the National Plan, shall:

1. Direct a national program for review, tests, and inspection of civil defense and defense mobilization plans, projects, supplies, and equipment of the Federal departments and agencies and of

State and local governments—with special emphasis on those programs for which Federal aid is provided.

2. Review, for adequacy and conformance with the National Plan, the civil defense and defense mobilization plans of Federal departments and agencies and those of State and local governments.
3. Provide guidance and requirements for review, tests, and inspection.
4. Conduct actual physical inspection, on a complete or sample basis, of State and local supplies and equipment for civil defense and defense mobilization purchased in whole or in part with Federal funds.
5. Analyze the adequacy of State and local reviews, tests, and inspections.
6. Arrange and supervise tests and exercises for purposes of evaluating and improving civil defense and defense mobilization readiness.

B. Other Federal Agencies

1. Execution of Federal responsibilities not reserved by the Director shall be in accordance with Part IV, Section A; and Part VII, Section D, of the National Plan; and Annex 5, "Federal Delegations and Assignments."
2. Other Federal agencies shall:
 - a. Review their own civil defense and defense mobilization plans and projects to assure consistency with the National Plan and with other Federal plans and planning guidance.

- b. Conduct tests as necessary, both at the department level and in the field, to determine adequacy of plans and programs and the extent of operational readiness.
 - c. Bring to the attention of the Director, OCDM, any situations which require review or inspection in a particular State or locality. The Department of Health, Education, and Welfare and the Department of Labor will, in particular, bring to the attention of OCDM any weaknesses in plans or procedures which become apparent to them in the administration of their assigned civil defense and defense mobilization responsibilities. The Department of Health, Education, and Welfare will give particular attention to this point in its administration of the surplus property program.
3. General Services Administration will maintain a continuing inventory and inspection of strategic and critical materials stockpiled under its control.



C. Nonfederal

Execution of responsibilities of State and local governments, private organizations, and individuals shall be in accordance with Part IV, Section B, and Part VII, Section D, of the National Plan, and in coordination with the authorities applicable to execution of Federal responsibilities.

1. State governments will:
 - a. Review their plans and projects for conformity with the National Plan and with other Federal plans and planning guidance.

- b. Review, for adequacy and conformance with the State plan, the civil defense and defense mobilization plans of State agencies and those of local governments.
 - c. Provide to State agencies and local governments guidance and requirements for review, tests, and inspection.
 - d. Inspect on a complete or sample basis at least once a year all civil defense and defense mobilization supplies and equipment under their control and purchased in whole or in part with Federal funds.
 - e. Test their own plans and those of State agencies and local governments as often as necessary and participate in all national exercises.
2. Local governments will:
- a. Review their plans and projects for conformity with the National Plan and with State plans and planning guidance.
 - b. Inspect on a complete or sample basis at least once a year all civil defense and defense mobilization supplies and equipment under their control and purchased in whole or in part with Federal funds.
 - c. Test their own plans as often as necessary and participate in State exercises and in national exercises as recommended by the State government.
3. Private organizations and individuals should test their own plans as recommended or required by State and local governments or as they regard necessary for their own preparedness.

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 40

NATURAL DISASTERS



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization
OF 1950
NATIONAL DEFENSE



Executive Office of the President
DEPT. OF CIVIL AND DEFENSE MOBILIZATION

Preface

This annex supplements the National Plan for Civil Defense and Defense Mobilization. It outlines the policies for determining the need for obtaining and applying supplemental Federal Disaster Assistance to State and local governments.

Administration of the natural disaster program ties in closely with the administration of the civil defense and defense mobilization programs, and serves as a major practical training and testing tool of emergency operations plans of local, State, and Federal governments.

Auxiliary documents specifying policies or procedures with respect to Federal Disaster Assistance furnished pursuant to Public Law 875, as amended, 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 April 1960



Contents

	Page
PREFACE	iii
I. DEFINITIONS	1
A. <i>Natural Disaster</i>	1
B. <i>Major Disaster</i>	1
II. ASSUMPTIONS	2
III. GENERAL RESPONSIBILITIES	2
A. <i>Local</i>	2
B. <i>State</i>	3
C. <i>Federal</i>	3
IV. FUNCTIONS	4
A. <i>Planning and Capability to Cope with Effects of Natural Disasters</i>	4
B. <i>Federal Assistance in Other than Major Disasters</i>	5
C. <i>Supplemental Federal Assistance in Major Disasters</i>	7
D. <i>Application of Natural Disaster Experience to Enemy Attack</i>	13
E. <i>Role of the American National Red Cross</i> .	14
V. EXECUTION	15

ANNEX 40

NATURAL DISASTERS

I. Definitions

A. Natural Disaster

As used herein "natural disaster" means any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe resulting in damage, hardship, or suffering. The term does not include a catastrophe resulting from enemy attack.

B. Major Disaster

As used herein "major disaster" means any flood, drought, fire, hurricane, earthquake, storm, or other catastrophe in any part of the United States which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government to supplement the efforts and available resources of State and local governments in alleviating the damage, hardship, or suffering caused thereby, and respecting which the Governor of any State, the Commonwealth of Puerto Rico, the Virgin Islands (or the Board of Commissioners of the District of Columbia) in which such catastrophe may occur or threaten certifies the need for disaster assistance under Public Law 875 (81st Congress), as amended,¹ and shall give assurance of expenditure of a reasonable amount of the funds of the government of such State, local governments therein, or other agencies, for the same or similar purposes with respect to such catastrophe.

¹ 42 USC 1855-1855g. Certain authority and functions of the President under Public Law 875 were transferred to the Director, OCDM, by Executive Order 10427, dated Jan. 16, 1953, as amended, and Executive Order 10737, dated Oct. 29, 1957, as amended by Executive Order 10773, dated July 1, 1958, and Executive Order 10782, dated Sept. 6, 1958.



II. Assumptions

Natural disasters will occur in which the extent of the damage will be of sufficient severity and magnitude to warrant a declaration by the President of major disaster, under Public Law 875, thereby making available Federal assistance to supplement State and local efforts in alleviating hardship and suffering.

Other natural disasters will occur in which State and local governments will not require Public Law 875 assistance but may receive certain types of assistance from Federal agencies which have separate statutory authority and responsibility for assistance in disaster relief.

III. General Responsibilities

Individuals and private, local, and State agencies are primarily responsible for coping with natural disasters. Federal disaster assistance will be provided only for those disasters or series of disasters which are beyond the capabilities of the State and the local governments involved.

A. Local

Local government is responsible for the protection of the health, safety, and welfare of individuals, families, and the public within its jurisdiction. This requires developing and executing necessary plans for utilizing local resources under its control, evaluating local capabilities in terms of the severity of the disaster, notifying the State of specific needs for supplemental assistance, applying supplemental resources provided by the State and Federal Governments, and coordinating activities of all private and government agencies providing

supplemental disaster services. The training and experience gained in natural disaster operations will be utilized to the maximum extent in preparing to meet the effects of enemy attack.

B. State

The State is responsible for State organization and plans and for fostering local organizations and plans for coping with the effects of natural disasters, for utilizing resources under its control to assist local governments in meeting their responsibilities to alleviate suffering and damage, for evaluating requests for supplemental assistance in terms of the severity of the disaster and resources available within the State, for making appropriate requests to the Federal Government for supplemental Federal disaster assistance, and for controlling and accounting for Federal financial assistance authorized under the provisions of Public Law 875. The training and experience gained in natural disaster operations will be utilized to the maximum extent in preparing State and local governments to meet the effects of enemy attack.



C. Federal

The Federal Government is responsible for Federal organizations and plans and for fostering the development of State and local organizations and plans for coping with the effects of natural disasters, for providing an orderly and continuing means of Federal supplemental assistance to State and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from natural disasters, and for applying this experience in preparing Federal, State, and local governments to meet the effects of enemy attack.

IV. Functions

A. Planning and Capability to Cope with Effects of Natural Disasters

1. Plans for Use of Available Resources

a. Objective

To provide for the most effective use of resources during natural disaster emergencies.

b. Actions Required

Federal, State, and local governments will:

(1) Identify public and private resources and the agencies responsible for them.

(2) Prepare and publish emergency operations plans and foster and coordinate individual and industrial self-protection plans as well as disaster relief plans of private organizations and volunteer groups.

(3) Assign natural disaster responsibilities to government agencies appropriate to their areas of competence and legal responsibilities.

(4) Provide training necessary to the effective accomplishment of emergency responsibilities.

2. Development of Fiscal and Legislative Authorities

a. Objective

To increase the self-reliance and capabilities of State and local governments by establishing and improving emergency financial plans and executive authority for emergency actions.

b. Actions Required

State and local governments will:

- (1) Enact legislation vesting emergency authority in the executive head of government for the purposes of expending available and required funds and utilizing government resources for disaster relief purposes.
- (2) Create and maintain emergency funds for disaster relief.
- (3) Enact legislation authorizing coordination and direction of the activities of government at all levels in natural disaster emergencies by the executive head of government.

B. Federal Assistance in Other Than Major Disasters

1. Objective

Provide for expeditious assessment of damage and evaluation of need, and effective and appropriate use of Federal resources² to assist State and local governments.

2. Actions Required

a. Local

- (1) Determine assistance needed and report requirements to the State. Based on plans approved by the State and the OCDM Regional Director, or administrative practices of separate Federal agencies, requests may be submitted to field offices of appropriate Federal agencies. Keep the State informed of direct requests.

²For a compilation of Federal assistance available and responsibilities of specific agencies under disaster conditions, see "Federal Disaster Relief Manual," prepared by the Library of Congress for the Committee on Government Operations, United States Senate. U. S. Government Printing Office, Washington, D. C., 1959.



- (2) Apply resources received by coordinating all disaster relief activities within areas of jurisdiction.
- (3) Establish and maintain controls, records, and operational practices in accordance with requirements of applicable State and Federal laws and regulations.

b. State

- (1) Determine assistance needed and report requirements to the appropriate OCDM Regional Director.
 - (a) These requirements shall contain information on the disaster situation, State and local actions to meet the emergency, resources available, and Federal assistance needed.
 - (b) Based on plans approved by the Federal Government, or administrative practices of separate Federal agencies, requests may be submitted to field offices of appropriate Federal agencies. Keep OCDM regional offices informed of direct requests.
- (2) Apply assistance furnished directly to the State government and exercise appropriate coordination of all Federal assistance furnished within the State.
- (3) Establish records and operational practices, and maintain controls in accordance with requirements of applicable Federal laws and regulations.
- (4) Issue instructions, as necessary, for the establishment and maintenance of controls by the local governments.

c. Federal

- (1) Provide guidance and instructions necessary for State and local action in requesting, receiving, and applying Federal disaster assistance and in maintaining pertinent records and controls.
- (2) Receive, evaluate, and take appropriate action on requests received for Federal disaster assistance.
- (3) Provide appropriate Federal disaster assistance. When appropriate, the OCDM Regional Director will coordinate such assistance.

C. Supplemental Federal Assistance in Major Disasters

1. Determining and Evaluating Need for Federal Assistance Under Public Law 875.

a. Objective

Provide for expeditious and effective assessment of damage and evaluation of need in terms of the severity of the disaster and resources available within the State.

b. Actions Required

(1) Local

- (a) Evaluate local capabilities in terms of the severity of the disaster and available resources and identify resource needs.
- (b) Report to the State the estimated severity of the disaster, resources available to the local government, action taken by the local government, and estimated supplemental assistance required for immediate reduction of hazards to health and safety and for



emergency repairs or temporary replacement required for resumption of essential public services.

(2) State

(a) Evaluate State capabilities in terms of the severity of the disaster and resources available within the State.

(b) Submit to the President the Governor's request for declaration of a major disaster. The channel for submission is through the appropriate OCDM Regional Director. The request shall certify that the total of State and local expenditures and obligations (or resources utilized) by the government of each State, local governments thereof, or other agencies (over and above their normal expenditures) for disaster relief purposes exceeds the amount established in the current schedule³ as the minimum for that State in that disaster and for all disasters during the 12-month period immediately preceding this request for assistance. In addition, the request shall contain the following information and data:

(i) An estimate of the severity and extent of damage resulting from the disaster and the total funds, personnel, equipment, and material, or other resources required to alleviate such damage.

³ Transmitted in OCDM Advisory Bulletin No. 223, Supplement 1, "Notice of Minimum State and Local Expenditures," dated June 25, 1959. This schedule will be reviewed, revised, and published annually in the Federal Register, as required.

(ii) A statement of action taken or recommended to be taken by the State legislature or local legislative and governing authorities with regard to the disaster.

(iii) An estimate of State and local funds, personnel, equipment, and material, or other resources available, and to be made available, to alleviate such damage.

(iv) A statement of the extent and nature of Federal assistance needed, including an estimate of the minimum Federal funds, personnel, equipment, material, or other resources necessary to supplement the efforts and available resources of the State in alleviating the damage.

(3) Federal

- (a) Develop additional damage assessment data as required for evaluation of requests for supplemental assistance.
- (b) Evaluate and take appropriate action on a request submitted by the State for declaration of a major disaster.
- (c) Determine responsibilities of Federal agencies under their statutory authorities in areas affected by disaster.⁴

⁴See "Federal Disaster Relief Manual," prepared by the Library of Congress for the Committee on Government Operations, United States Senate. U. S. Government Printing Office, Washington, D. C., 1959.



2. Initiating and Applying Supplemental Federal Assistance Under Public Law 875.

a. Objective

Provide for effective and equitable application of supplemental Federal assistance authorized by the President under Public Law 875, as amended.

b. Actions Required

(1) Local

(a) Submit requests for supplemental Federal assistance in accordance with instructions, regulations, and policies established by the State.

(b) Apply supplemental Federal assistance by coordinating activities of all private and government agencies engaged in the performance of authorized work.

(c) Submit project applications for Federal financial assistance and maintain engineering analyses, records, and documentation in accordance with instructions and requirements established by the State.

(2) State

(a) The Governor, acting for the State, will execute with the appropriate OCDM Regional Director a joint Federal-State Disaster Assistance Agreement. This will contain the required assurances of the State and other terms and conditions consistent with applicable laws and regulations.

- (b) Prepare and issue necessary guidance and instructions to political subdivisions of the State for the preparation of applications and related documentation for Federal assistance.
- (c) Review and take appropriate action on local requests for Federal assistance.
- (d) Submit project applications for Federal financial assistance to the OCDM Regional Director. In addition to those requirements for local governments, the project applications will contain inspection reports or analyses, as appropriate, from the State agencies concerned; cost estimates; assurances that Federal funds will be expended in accordance with applicable laws, rules, and regulations; and certification of the designated State representative.
- (e) Submit project applications within the time limits prescribed in the Federal-State Disaster Assistance Agreement; provide assurance that expenditures for which Federal financial assistance will be claimed, and the work performed, are in accordance with the approved project applications; and provide vouchers with required supporting documentation for such expenditures. Prescribed and accepted methods of accounting, identification, and administration will govern control of Federal funds.



(3) Federal

- (a) The appropriate OCDM Regional Director, acting for the Federal Government, will execute with the Governor of the State a joint Federal-State Disaster Assistance Agreement. This will provide for the manner in which Federal assistance is to be given, consistent with laws and with prescribed rules and regulations.
- (b) Provide guidance and instructions to the State for the maintenance of controls and records, as prescribed by Federal Disaster Assistance Regulations, the Federal-State Disaster Assistance Agreement, and applicable laws, prescribed rules and regulations, and other issuances.
- (c) Utilize, or lend to State and local governments, Federal equipment, supplies, facilities, personnel, and other resources, other than the extension of credit under the authority of any Act; distribute, through the American National Red Cross or otherwise, medicine, food, and other consumable supplies; donate or lend to States, for use or distribution by them, equipment and supplies determined under then existing law to be surplus to the needs and responsibilities of the Federal Government.
- (d) Perform, on public or private lands, protective and other work essential for

the preservation of life and property; clear debris and wreckage and make emergency repairs to and temporary replacements of public facilities of local governments damaged or destroyed in such major disaster; provide temporary housing or other emergency shelter for families who, as a result of such major disaster, require such housing or shelter; and make contributions to State and local governments for these purposes.

- (e) OCDM will receive, evaluate, and take appropriate action on project applications submitted by the State.

D. Application of Natural Disaster Experience to Enemy Attack⁵

1. Objective

To assure maximum use of the experience gained in natural disaster planning and operations in preparing Federal, State, and local governments to meet the effects of enemy attack.

2. Actions Required

a. Federal, State, and local governments will:

- (1) Apply lessons learned in meeting natural disaster emergencies to the development of plans and procedures for meeting emergencies resulting from enemy attack.
- (2) To the extent practicable, combine plans, procedures, and preparedness for natural disaster emergencies with plans, procedures, and preparedness for enemy attack.

⁵ See Annex 17, Disaster Services.



- (3) To the extent practicable, provide for full use of local, State, and Federal agencies in natural disaster emergencies in consonance with assignments and responsibilities for emergencies resulting from enemy attack.
- (4) Evaluate policies, plans, and procedures for emergency operations designed to meet enemy attack by studying and testing their application in natural disaster operations.
- (5) Use opportunities created by natural disaster emergency operations to inform, educate, and train individuals and governments in their roles and responsibilities in emergencies resulting from enemy attack.

E. Role of the American National Red Cross

1. Objective

Its Congressional Charter imposes on the American National Red Cross the responsibility for the relief of families and individuals suffering from the effects of disasters.

2. Actions Required

- a. Furnish the public a well-organized and efficiently conducted *humanitarian* activity, thereby making it possible to concentrate the neighborliness of the Nation to alleviate human sufferings caused by disasters.
- b. Make disaster services available to all communities through well-developed plans of chapter preparedness and relief, and assist the affected community in its efforts to return to normal living through the provision of mass

care and individual assistance on an emergency or rehabilitation basis to those in need of aid in their recovery.

V. Execution

A. The Director, OCDM, will coordinate natural disaster relief activities of the Federal Government, direct the utilization of Federal resources in a major disaster, and administer the provision of supplemental Federal financial assistance to State and local governments under the provisions of Public Law 875, in accordance with Part IV, Section A, of the National Plan for Civil Defense and Defense Mobilization, Executive Order 10427, Executive Order 10737, and applicable OCDM regulations.

B. Execution of Federal responsibilities not assigned to the Director, OCDM, shall be in accordance with the existing policies, practices, and statutory authorities of the several Federal agencies.

C. State and local officials will prepare for, and meet the effects of, all natural disasters as prescribed by their governments, in accordance with Part IV, Section B, of the National Plan and other applicable sections and annexes.



Annex 41, Summary of Annexes

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

Annex 41, Summary of Annexes, has been discontinued;
existing copies should be destroyed.



Please retain this sheet with your
annexes in the place of Annex 41.

THE NATIONAL PLAN
for
Civil Defense and Defense Mobilization

Annex 42

NATIONAL EMERGENCY
HOUSING PLAN



Executive Office of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

THE NATIONAL PLAN

for

Civil Defense and Defense Mobilization

January 15

NATIONAL EMERGENCY

PLANNING BOARD



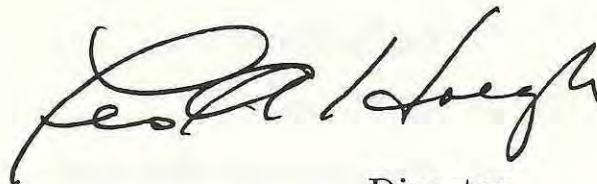
Executive Order of the President
OFFICE OF CIVIL AND DEFENSE MOBILIZATION

Preface

This annex supports and amplifies the National Plan for Civil Defense and Defense Mobilization with respect to emergency housing and related community facilities. It states the principles, responsibilities, and procedures applicable to the provision of the necessary housing and community facilities to accommodate the population and to support defense industries and military installations under varying emergency conditions.

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 June 1960



Contents

	Page
PREFACE	iii
I. DEFINITIONS	1
II. ASSUMPTIONS	1
A. <i>International Tension</i>	1
B. <i>Limited War</i>	2
C. <i>General War</i>	2
III. GENERAL RESPONSIBILITIES	2
A. <i>Federal Government</i>	2
B. <i>State and Local Governments</i>	3
C. <i>Industries and Users</i>	3
D. <i>Individuals</i>	3
IV. FUNCTIONS	3
A. <i>Preparatory Measures</i>	3
B. <i>Limited-War Measures</i>	6
C. <i>Survival and Recovery Measures</i>	7
V. EXECUTION	8
A. <i>Federal</i>	8
B. <i>State and Local</i>	9
C. <i>Private Organizations</i>	10

ANNEX 42

NATIONAL EMERGENCY HOUSING PLAN

I. Definitions

As used in this annex, the term “emergency housing” means any and all types of living accommodations and the community facilities related thereto. It includes emergency housing of temporary or permanent construction, prefabricated and mobile units, hotels, motels, college dormitories, apartments, private houses, and any structures, regardless of original design, use, or purpose, which have been converted to lodging use.

The term “community facilities” as used in this annex includes all installations necessary to furnish water, sewer, electric, and gas services¹ between the housing unit or project and the nearest practical source.

II. Assumptions

The National Plan for Civil Defense and Defense Mobilization envisions three possible contingencies for which preparedness measures are required—international tension, limited war, and general war with nuclear attack on the United States.²

A. International Tension

In a period of grave international tension when

¹See Annexes 18, National Health Plan; 32, National Water Plan; and 33, National Energy and Minerals Plan.

²See Annex 1, Planning Basis.



armed conflict is not involved, preparations would be accelerated for providing emergency housing and related community facilities which would be needed in event of limited or general war.

B. Limited War

Under conditions of limited war which do not involve an attack on the United States, the need for housing and related community facilities would be primarily to support defense industries, mobilization centers, and military installations. The rapid influx of workers and military personnel to man these defense activities might create problems in the areas in which they are located to such an extent that Federal assistance would become necessary, and might require action to control inflation and the use of materials in housing construction. In addition, it would be necessary to initiate or continue preparations for meeting needs after a nuclear attack.

C. General War

In the event of general war with devastating attack on the United States, the damage to, destruction of, and denial of access to housing and related community facilities probably would be so severe that direct Federal action would be required for their repair and replacement on a substantial scale.

III. General Responsibilities

A. Federal Government

The Federal Government has broad responsibility for the development and, as necessary, the execution of plans for an emergency lodging program; the emergency repair and restoration of damaged housing; the construction and management of emergency housing units; the selection, acquisition, development, and disposal of areas for civilian housing in new, expanded, restored, or relocated communities; the construction

of housing, related service buildings, and community facilities for new or restored communities; and the provision of new or expanded community facilities, as well as the restoration or repair of damaged community facilities.

B. State and Local Governments

State and local governments are responsible for developing and training organizations for the administration of programs for the emergency lodging or housing of evacuees and other persons; for making repairs to damaged water and sewerage facilities; and for providing or assisting in the provision of related services and facilities according to responsibilities stated in the various annexes to the National Plan.

C. Industries and Users

The housing industry and suppliers of materials and services essential to housing are responsible for cooperating with government for the provision of emergency housing. This includes responsibility for management continuity, personnel and facility protection, conservation of supplies, and assistance in restoration of damaged facilities and systems.

D. Individuals

Private citizens or corporations who own houses, hotels, motels, or any such structures that can be used for emergency lodging and housing are responsible for making them available when and if required by appropriate authorities.

IV. Functions

A. Preparatory Measures

In advance of an emergency the Federal Government will provide plans and guidance for training



appropriate personnel in the provision of emergency lodging and housing and related community facilities, and for use by State and local civil defense authorities during the period immediately following an attack. Such plans and guidance include:

1. Procedures for a locally administered program for the emergency lodging or housing of evacuees or other persons whose regular housing is not available to them, including:
 - a. A simplified method for assessing or computing the capacity of possible reception areas and the adequacy of related community facilities.
 - b. Use of housing in contaminated areas upon natural decay of radiation or decontamination.
 - c. Protection against fallout and other weapons effects.³
 - d. Assigning evacuees to emergency lodging.⁴
 - e. Standards as to minimum floor area per person.
 - f. Management aspects of emergency lodging, including determination of reimbursement of owners of property used for such purposes.
 - g. Coordination with transportation, food, and health groups at State and local levels.⁵
 - h. Suggested forms, regulations, and procedures.

³See Annexes 23, National Radiological Defense Plan; and 24, National Biological and Chemical Warfare Defense Plan.

⁴See Annex 19, Emergency Welfare.

⁵See Annexes 18, National Health Plan; 19, Emergency Welfare; 31, National Food Plan; and 34, National Transportation Plan.

- i. Channels for obtaining additional advice and guidance from the Housing and Home Finance Agency.
2. Standards for construction of emergency housing units, for emergency repair of lightly damaged housing structures, and for conversion of nondwelling structures to lodging use, including construction of:
 - a. Barracks (to be of panelized sections that can be cut by any woodworking plant with suitable jigs) of varying sizes and adaptable for single or multiple family use.
 - b. Trailers, to be of austere construction with a minimum of metal components.
 - c. Huts consisting of prefabricated shells that can be covered with various types of waterproof material.

The guides include standards and instructions for minimum repairs to lightly and moderately damaged housing in order that it might be quickly recovered for dwelling use. Plans and specifications also provide for the alteration of various types of nondwelling structures to make them suitable for dwelling use.

3. Simple instructions and illustrations of austere water and sanitation facilities.
4. Procedures for the provision of housing and related community facilities in connection with the dispersal or expansion of communities, defense plants, and government installations.
5. Plans to encourage the construction of shelters.
6. Plans for distribution of stockpiled essential survival items for housing and related community facilities.



In advance of an emergency, State and local governments will develop plans for the execution of the programs devised by the Federal Government for use immediately following an attack. Guidance for State and local civil defense authorities will be designed to meet postattack situations local in character and not included in the Federal plans.

B. Limited-War Measures

The Federal Government will promote and direct the construction of new housing, both private and public, and new or expanded community facilities in defense-impacted areas. It may control nonessential residential building and the use of building materials in the construction of housing and related community facilities and invoke and administer credit controls for housing. More specifically, the Federal Government may:

1. Regulate construction of new private housing and related community facilities so as to channel them into areas where they are most urgently needed and where they will best serve the mobilization efforts of the country.
2. Take such steps as are necessary to assure availability of funds to finance the private construction of essential housing, and take other measures such as the limiting of credit for the construction of nonessential housing, in order to promote economic stability.
3. Provide for construction and management of federally owned housing to support defense and mobilization activities and military installations when and where construction of private housing is not feasible.

4. Within the framework for priorities and allocations, claim and allot building materials and equipment allocated for the construction of housing and related community facilities.
5. Provide financing for and assistance in the construction or expansion of community facilities or, when necessary, provide for direct Federal construction.

State and local governments will cooperate with the Federal Government in limited war through the development and execution of programs corresponding with or complementary to, the Federal programs.

C. Survival and Recovery Measures

In the event of a general war involving attack on the United States, it is recognized that in the immediate postattack period States and localities would probably have to prove self-sustaining for several weeks. Authorities would be faced with the problems of providing emergency lodging, including mass lodging for evacuees, and establishing austere water and sanitation facilities. The technical advice in the plans and guides prepared preattack and issued in accordance with Section A above is designed to assist States and localities to meet these conditions.



As soon as postattack conditions permit, the Federal Government will, directly or indirectly:

1. Assess the damage to housing and related community facilities inflicted by nuclear attack and relate it to the capacity of the remaining undamaged housing to provide housing for the surviving population.⁶

⁶See Annex 14, Damage Assessment.

2. Make available existing federally owned or controlled housing, related community facilities and land for housing evacuees, defense workers, and others entitled to priority consideration.
3. Provide emergency and temporary types of housing, including prefabricated and mobile units.
4. Repair damaged housing and other structures adaptable for use as housing.
5. Convert nonresidential structures to housing use, as necessary.
6. Construct new housing to lodge evacuees and to support defense industries and military installations.
7. Select, acquire, develop, and dispose of areas for civilian uses in new, expanded, restored, or re-located communities.
8. Repair or construct, or provide engineering and financial assistance for the repair, reconstruction, or provision of, essential community facilities related to housing.
9. Provide financial or credit assistance for the construction of essential new housing.
10. Claim and allot building materials and equipment allocated for housing and related community facilities construction.

V. Execution

A. Federal

The Housing and Home Finance Agency, under the policy direction and program control of OCDM, plans and carries out the national emergency program for civilian nonfarm housing and related community

facilities to accommodate the population and to support defense industries and military installations under varying emergency conditions. HHFA coordinates the plans of other Federal agencies which deal with matters in the housing field, except that emergency lodging not directly concerned with public housing sponsored by the Agency will be coordinated by the Department of Health, Education, and Welfare.

HHFA regional and State offices and other field staff carry out the Agency's responsibilities in their respective areas within the Agency structure. If communications are disrupted during an emergency period, the State offices and field staff will operate under OCDM regional control and coordination.

B. State and Local

Except for State health offices, which have a responsibility for water and sanitation, there are few State offices for housing and community facilities. However, there are numerous local housing authorities, local public agencies, and other nonfederal organizations closely connected with the operations of HHFA in hundreds of cities and towns throughout the country. These auxiliary organizations would be identified with and take an active part in the housing and related community facilities programs in their local communities during the postattack survival period. These organizations might act for HHFA in carrying out the construction, maintenance, and repair of housing and related community facilities. Where there are State offices for housing, the State will be responsible for supervising the emergency local housing and community facilities programs carried out by local communities.



C. Private Organizations

The housing industry and other business and labor organizations interested in and knowledgeable about various aspects of housing will assist in carrying out the emergency lodging and housing phase of civil defense in their local communities.