



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Assistant Secretary for Public Affairs
Washington, D.C. 20201

May 21, 2012

This is in response to your Freedom of Information Act (FOIA) request to the U.S. Department of Justice, Federal Bureau of Investigation, of March 2, 2010, seeking records pertaining to FBI HQ 62-81484.

The Department of Justice located one responsive document that had originated within the Department of Health and Human Services (HHS), and referred that document to this office for a direct response to you. Please find enclosed thirty-six pages, in their entirety.

There are no fees for FOIA services, in this instance, as the billable costs are less than our \$25 threshold for billing purposes.

Sincerely,

A handwritten signature in cursive script, reading "Kimberly N. Epstein", is written over a horizontal line.

Kimberly N. Epstein
Team Leader
FOI/Privacy Acts Division
Office of Public Affairs

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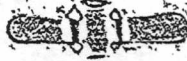


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ENCLOSURE

9/8/18 - 81484 - 186



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF EMERGENCY PLANNING
Washington, D. C. 20504

IEPC PAPER NO. 21-3
Program Development Office

February 28, 1964

NATIONAL PLAN.- CHAPTER 3 - "WELFARE"

In accordance with Part VI, Section 3, OEP Circular 9000.1, the attached draft of Chapter 3 of the National Plan for Emergency Preparedness is circulated for review.

Agency comments on Chapter 3 will be required by March 30, 1964, and should be submitted to Mr. R. W. Stokley, Acting Director, Program Development Office, OEP. Agencies having only minor comments or none at all may so indicate by phone to Mr. Frank Carney, Code 128, extension 21054.

Attachment

62-81484-186

FDPS Page 103

The National Plan for Emergency Preparedness

Chapter 3
WELFARE

Prepared by the Department of Health, Education, and Welfare*

1. Purpose.

a. This chapter outlines the welfare responsibilities of all levels of government, and of voluntary organizations and the public, in a defense emergency. It describes broadly the functions of State and local departments of public welfare, and other agencies and organizations, in planning and providing emergency welfare services. Operational details are covered in a series of manuals to be published as appendices to the Federal Civil Defense Guide.

b. This chapter is designed for the information and guidance of Federal departments and agencies, executive heads of State and local governments, State and local public welfare officials, and State and local civil defense officials who are concerned with the coordination and support of emergency welfare services, as well as other officials whose work involves welfare-supporting services, including the board and staff members of voluntary welfare organizations and welfare-related professional and business associations.

*Assisting agencies: Department of Defense, Office of Civil Defense; Post Office Department; Department of Labor; General Services Administration; Housing and Home Finance Agency; Railroad Retirement Board; and The American National Red Cross.

2. Cancellation. This chapter supersedes Annex 19, Emergency Welfare (October 1959) of the National Plan for Civil Defense and Defense Mobilization.

3. Contents. This chapter has four parts:

- I. Special Planning Factors
- II. Objectives
- III. Authorities and Responsibilities
- IV. Organization and Activities

4. Definition. "Emergency Welfare Services" means locally provided measures concerning: feeding; clothing; lodging in private homes and congregate facilities; necessary financial assistance; registration of displaced, hospitalized, and deceased persons; locating and reuniting members of families separated in emergency conditions; care of unaccompanied children, the infirm, handicapped, and other persons and groups needing specialized care or service; counselling and referral services to families and individuals; aid to welfare institutions; and all other feasible welfare aid and services to people in need during a civil defense emergency (during the shelter period and, of special importance, during the initial postshelter period). Emergency welfare includes organization, direction, and provision of services to be instituted before attack, in the event of strategic or tactical evacuation, and after attack in the event of evacuation or of refuge in shelters. Emergency welfare services also include such continuing

public and voluntary welfare services and programs in undamaged areas as can be provided on an austere basis to meet the essential needs of people in a war emergency.

PART I. SPECIAL PLANNING FACTORS

1. International Tension or Limited War. Under conditions of international tension, or limited war, with communications, transportation, and other facilities in the Nation intact, it is assumed that the Federal Government would participate in any necessary emergency welfare programs through regularly established channels. These programs would be formulated, or revised, as needed, to meet existing conditions.

2. Nuclear War.

a. Under conditions of nuclear war, with attack upon the United States, personal and family life would be seriously disrupted and many new and unforeseeable welfare problems would be created. Millions of persons would be rendered homeless. Families would be separated and family economic resources at all income levels might be lost or unavailable. The peacetime welfare clientele would expand into a much larger emergency clientele and emergency welfare and health services would be of utmost importance in personal survival and reuniting families.

b. Local, State, and Federal planning for emergency organization and operation must contemplate extreme severity and austerity rather than more favorable circumstances. While precise predictions are

impossible, all areas of the United States could be subject to some degree of fallout radiation requiring the sheltering of people. Although many areas would escape the damage of direct weapons effects, they could be required within a relatively short period of time to receive evacuees from damaged areas. In all areas, intangible human factors, such as the psychological and sociological impact of attack on personal and family morale and self-sufficiency, would compound the problems of emergency welfare administration.

c. Following a nuclear attack upon the United States, the survival of people and communities directly affected would be an immediate concern of the Nation and the following assumptions would apply to welfare activities:

(1) During the immediate period of nuclear exchange, shelter from fallout would be of the utmost importance.

(2) There would be an instant and urgent need to provide food, clothing, and shelter for survivors. In many cases, this will require billeting homeless people in private homes of others.

(3) Existing social and economic organization would be temporarily disrupted in many places. If normal production, distribution, and other economic functions were suspended, availability of materials and services necessary for emergency welfare would be accomplished on a controlled distribution basis.

(4) There would be an intense psychological drive on the part of individuals to know the fate or whereabouts of other separated members of their families.

(5) Children, the aged, the infirm, and handicapped persons would need special welfare care.

(6) Ongoing peacetime public welfare programs would, as necessary, be suspended or modified and their resources furnished to public assistance beneficiaries through the emergency welfare programs provided for all survivors.

(7) Peacetime welfare staff would be augmented through the emergency manpower program.

(8) Communications between Federal, State, and local welfare officials would be interrupted in many instances, placing complete operational responsibility at the local level until contact with higher authority could be reestablished.

PART II. OBJECTIVES

1. Emergency Welfare. The objective of emergency welfare following attack upon the United States is to provide services and supplies necessary for the physical survival and recovery of the population. This requires that each community develop emergency welfare readiness measures applicable to the range of conditions which conceivably could exist following attack, including giving maximum support to community fallout shelter readiness.

2. Emergency Functions. The five essential functions necessary to perform this objective are as follows:

a. Emergency Lodging. In the postshelter period, major reliance will be placed on the temporary lodging of displaced persons in private homes, hotels, motels, and other large suitable buildings. Persons in need of special care will be lodged in congregate establishments.

During the inshelter period, the lodging responsibility will relate to sleeping arrangements in community shelters, and to planning for the period after emergence from shelters.

b. Emergency Feeding.

(1) Feeding in community fallout shelters will be carried out as conditions permit.

(2) Postshelter mass feeding will be provided for (a) persons who cannot be fed in their temporary lodgings, (b) those in congregate care establishments and emergency hospitals, and (c) persons at home unable to provide meals for themselves. Whenever possible, mass feeding will be provided in existing feeding establishments, including school cafeterias, calling upon experienced food service personnel for assistance.

c. Emergency Clothing. In the immediate postattack period, new and/or used clothing will be distributed as needed, including the sharing of wardrobes on an individual basis where persons are lodged in private homes. As soon as possible, clothing needs will be met through financial assistance.

d. Emergency Welfare Registration and Inquiry (EWR&I). Through use of registries of the EWR&I program and in cooperation with the Safety Notification and Emergency Change of Address programs of the Post Office Department, assistance will be given postattack in locating and/or reuniting family members. Registers will also be maintained for displaced persons, those hospitalized, and the identified deceased.

e. Emergency Social Services. Postattack this will involve protective and other services for unaccompanied children, the aged, groups needing special care and attention, and others unable to care for themselves. Included will be emergency financial assistance, aid to institutions, and individualized services for the rehabilitation and resettlement of displaced people.

3. State and Local Preparedness. All communities, under leadership and direction from State welfare departments, should develop the necessary operational plans and competency to provide emergency welfare services. This calls for:

a. Assignment of authority and responsibility for specific tasks (the five emergency welfare functions) at the local level.

b. Development of written operational plans.

c. Determination of auxiliary manpower requirements and the pre-emergency assignment of such manpower for emergency welfare duties.

d. Training of staff to implement and carry out emergency welfare programs as part of local emergency government, including participation in test exercises.

e. Gathering of information regarding the availability and location of survival items.

f. Predesignation of appropriate facilities for emergency use.

g. Informing citizens of community survival plans and encouraging families to develop plans of their own, built around and utilizing the community plan.

4. Federal Assistance. Competency should be developed in each State to provide emergency welfare assistance such that: (a) all programs are compatible with and contribute to national policies, practices, and objectives; and (b) the State could function effectively in the absence of specific Federal direction. In attaining this objective, the Department of Health, Education, and Welfare (DHEW) will:

a. Develop and distribute guidance and training material pertaining to the execution of the State program, and provide leadership and technical assistance to the States in understanding and converting these materials into a capability to function effectively.

b. Develop and have in readiness for execution and administration, plans for temporary emergency financial assistance, as authorized by the Federal Civil Defense Act of 1950, for those "injured or in want as the result of any attack" -- such plans to be administered by State and local welfare departments.

c. Achieve, in each State, actions necessary to modify peacetime programs so that State and local welfare agencies may operate independently but effectively when unable to communicate with higher authority.

d. Develop estimates of postattack requirements at national and regional levels for essential welfare facilities, consumer survival commodities, emergency household equipment, and other welfare supplies and services. Provide guidance to and collaborate with the States in their efforts to develop similar estimates, and provide guidance to State and local governments in their development of the capability to assess postattack: (1) deficiencies in emergency welfare resources; and (2) the essential needs of people which must be met from remaining undamaged and available supplies, acting in cooperation with the local civil defense supply service.

e. Provide guidance to States and communities concerning auxiliary welfare personnel required in implementing local emergency operational plans.

f. Consummate Memoranda of Understanding with voluntary welfare and welfare-related organizations outlining their supporting emergency roles, and assist the States in making maximum use of such agreements.

g. Assume responsibility, in liaison with the Office of Civil Defense of the Department of Defense, for initiating interstate coordination and mutual welfare support in event of enemy attack.

h. Support local emergency welfare readiness by encouraging the training of public and voluntary welfare workers, and the membership of welfare-related organizations, in community fallout shelter and disaster practices to assure maximum utilization of their existing skills under emergency conditions.

i. Periodically test and evaluate readiness to initiate emergency welfare programs and procedures; develop specific programs for overcoming identified weaknesses and strengthening State programs lagging behind acceptable levels of program development.

PART III. AUTHORITIES AND RESPONSIBILITIES

1. Authorities.

a. Federal. The President, through Executive Order 11001, has assigned specific responsibility for the development of a national emergency welfare program (including "guidance and technical assistance to State and local welfare departments") to the Secretary of Health, Education, and Welfare. The Secretary has in turn delegated responsibility for the emergency welfare program to the Commissioner of Welfare as head of the Welfare Administration of the Department.

b. State.

(1) State public welfare agencies (as counterparts of the Welfare Administration, DHEW) are authorized by State legislation, or by State Executive orders, to plan and develop emergency welfare programs.

(2) A written agreement formally establishes a cooperative State-Federal relationship for emergency welfare planning and for postattack operations. Under this agreement, the State accepts responsibility for pre-attack organization and planning, and postattack administration, of the emergency welfare program, under leadership and direction of DHEW. The agreement also establishes the foundation for Federal postattack emergency financial assistance to States.

c. Local. State civil defense legislation, or State Executive orders addressed to State public welfare agencies, include provisions authorizing public welfare agencies at the local level to plan and develop an emergency welfare readiness and operating capability.

2. Responsibilities.

a. Federal.

(1) The Welfare Administration, DHEW, provides guidance and technical assistance to the States in the preparation of plans for, and the conduct of, emergency welfare services under the coordination of the Office of Emergency Planning (OEP), and in consonance with national civil defense plans, programs, and operations which are the responsibility of the Office of Civil Defense in the Department of Defense (OCD).

(2) OCD is responsible for the development of a nationwide fallout shelter program, including the provision of supplies and equipment necessary to stock approved shelter space. It provides matching grants to the States

and their political subdivisions for the accumulation of essential emergency supplies and equipment to support the emergency welfare services program, for the training of key personnel, and to help support the administrative costs of the program. OCD, under whatever coordinating mechanism the President may prescribe, is also responsible in the immediate postattack period for providing emergency assistance in welfare-related services.

(3) OEP, through its Director, advises and assists the President in determining policy for the emergency welfare services program and assists him in coordinating its performance with the total national preparedness program.

(4) The Housing and Home Finance Agency, under its Executive order, develops, plans, and provides guidance and financial and technical assistance to State and local governments for emergency housing and related community facilities for individuals and families. In support of the emergency welfare lodging or billeting function, HHFA will provide essential housing and facilities.

(5) The Post Office Department, under its Executive order, is responsible for the establishment and operation of central postal directories in the postattack period to provide for the forwarding of mail to persons and establishments displaced from their preattack addresses. The Post Office Department stores Safety Notification and Emergency Change of Address cards in post offices, and plans their distribution for postattack operational purposes; and provides such other assistance in the planning

and support of Emergency Welfare Registration and Inquiry service as available personnel and other resources will permit.

(6) The Department of Labor, under its Executive order, assists in meeting postattack manpower needs. Under guidance from the Department of Labor, State Employment Security Offices provide assistance concerning additional emergency welfare manpower and the development of training programs in specific skills.

(7) Following the immediate survival period, benefit and insurance programs of such Federal departments and agencies as Department of Health, Education, and Welfare, Department of Labor, Veterans Administration, Railroad Retirement Board, and Civil Service Commission (Retirement and Insurance) will be continued in undamaged areas, or resumed as soon as conditions permit, under such controls and regulations as may be established to meet the postattack situation.

(8) Resource agencies, such as Department of Agriculture (for food), Department of the Interior (for fuel and power), and Department of Commerce (for clothing and other essential commodities), arrange for production and allocation for use of available consumer survival items in support and maintenance of emergency welfare activities. The emergency welfare organization at all levels will have a claimancy interest in obtaining such survival items to meet the needs of people, although in the immediate survival period the civil defense agency will be the primary claimant.

b. State and Local.

(1) In the preattack period, State departments of public welfare, following the guidance of the Welfare Administration, DHEW (incorporating policy guidance from OEP and OCD), are responsible for planning, directing, and coordinating local emergency welfare preparedness measures which, in the postattack period, will be carried out under the overall direction of the head of local government or his designees.

(2) State and local departments of public welfare will modify or streamline their regular organizational structure in the postattack period to accommodate to the requirements of emergency government and survival operations. In many cases this will require additional welfare manpower to cope with emergency conditions, and the realigning of services and staff as situations change during the survival and recovery periods.

(3) Persons trained and assigned to community fallout shelters will provide inshelter welfare services to the extent possible, and act under the direction and control of the shelter manager during the shelter phase of the survival period.

c. Voluntary Organizations. National, State, and local voluntary organizations, such as family and child welfare agencies; welfare institutions; veterans', civic, labor, fraternal, religious, and patriotic organizations and auxiliaries; and professional or business associations and establishments, where qualified under the local emergency welfare

plan to furnish additional emergency welfare staff and services in the postattack period, should develop designated emergency functions that are related, or similar, to their accustomed skills and activities.

PART IV. ORGANIZATION AND ACTIVITIES

1. Federal.

a. Executive Order 11001 requires that emergency plans and programs, and emergency organization structure required thereby, shall be developed as an integral part of the continuing activities of DHEW on the basis that it will have the responsibility for carrying out such programs during an emergency. The Welfare Administration of DHEW has been delegated responsibility for planning and carrying out this responsibility, insofar as it relates to emergency welfare services as defined in the Executive order.

b. In working with the States to develop and improve preattack welfare readiness, the Welfare Administration, DHEW, will utilize normal channels of relationship with its State counterpart organizations.

c. Under postattack conditions, national headquarters staff for emergency welfare services will be located at the predetermined DHEW site for central operations.

d. Regional staff for postattack emergency welfare services will be located at the predetermined DHEW regional sites. Coterminous regional boundaries (i. e., identical grouping of States) with OCD and OEP will be utilized. Postattack regional activities will involve policy guidance, resource evaluation, direct Federal welfare assistance to the States within

the region, and support to State public welfare departments in the local administration of emergency welfare services as part of survival and recovery operations.

e. If communications are disrupted, postattack programs will be carried out at State and local levels within the framework of policy and plans established in the preattack period, until communication can be restored with higher headquarters.

2. State.

a. At the State level, the planning and operation of emergency welfare services have been established as integral responsibilities of State public welfare departments.

b. Under postattack conditions, the public welfare agency, supplemented as necessary by staff from other government agencies and voluntary welfare and related organizations, will be responsible for: (1) providing the full range of emergency welfare services as appropriate to families and individuals in need as a result of the attack, including emergency financial assistance; and (2) resuming accustomed welfare, public assistance, and income maintenance programs in undamaged areas to the extent that conditions permit.

c. Many other agencies of State government will be required to prepare for, and provide, a wide variety of emergency survival and recovery services needed in the postattack period and related to the support of emergency

welfare. The emergency plans of State departments of public welfare must relate to, and be part of, the overall State emergency organization for these services.

3. Local.

a. Emergency welfare functions will be assigned under local post-attack survival plans to local departments of public welfare. In developing the local emergency welfare plan, however, other local organizations may be asked to assist by assigning and training auxiliary staff to carry out emergency responsibilities in the postattack period.

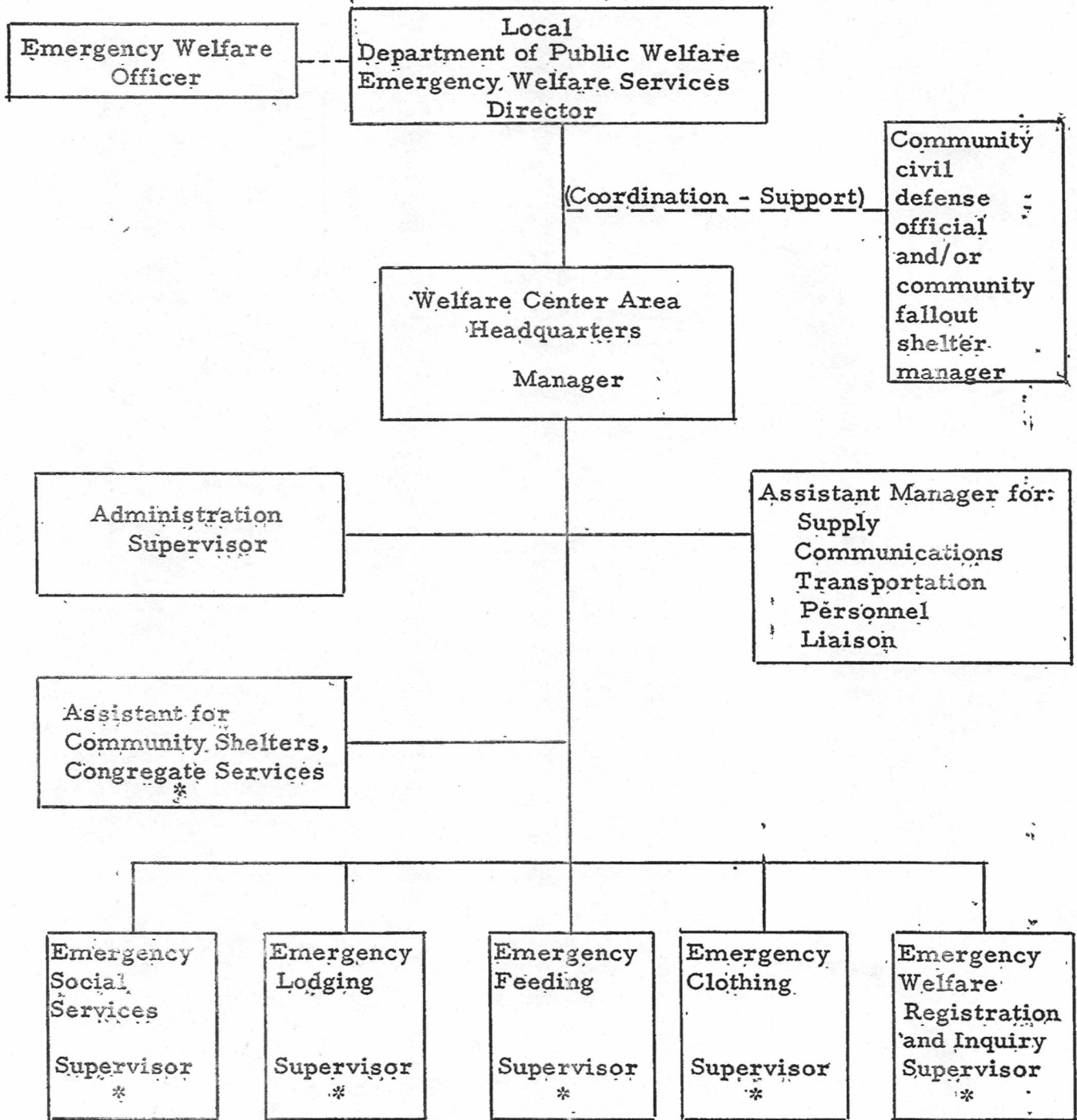
b. Subordinate units, identified here as the Welfare Center Area and illustrated by the chart on page 19, should be planned for in order to reduce local postattack welfare operations to a manageable size. The Welfare Center Area is defined as a geographic unit within which there exist emergency lodging facilities and resources for welfare services for approximately 10,000 persons, or less, i. e., residents and displaced persons combined. It is prepared to operate, if necessary, without immediate access to transportation, communication, and supplies from the outside.

c. Welfare Center Areas, while established and made ready preattack, should be activated only where needed in the survival period. Although the manager of each Welfare Center Area is responsible to the

director of the local department of public welfare, it is essential that his operations be part of the overall community survival plan.

4. State and Local Plans. Based upon this chapter and the technical manuals published as part of the Federal Civil Defense Guide, it is important that each State welfare department and each local welfare department have a written emergency plan and that it be reviewed, tested, and revised from time to time. In each case, emergency welfare plans should be part of broader State and local plans for government operations in an emergency and for the emergency management of resources during the postattack survival and recovery periods.

WELFARE CENTER AREA STRUCTURE AND KEY STAFF



*Field organization as necessary, to carry out programs in community fallout shelters, institutions, lodging areas, and other service facilities. Each field facility should be headed by an assistant supervisor, assistant manager, welfare aide, or other Department of Public Welfare - Emergency Welfare Services official.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF EMERGENCY PLANNING
Washington, D. C. 20504

IEPC PAPER NO. 21-18
Program Development Office

March 4, 1964

NATIONAL PLAN - CHAPTER 18 - "SITUATION ANALYSIS"

In accordance with Part VI, Section 3, OEP Circular 9000.1, the attached draft of Chapter 18 of the National Plan for Emergency Preparedness is circulated for review.

Agency comments on Chapter 18 will be required by April 1, 1964, and should be submitted to Mr. R. W. Stokley, Acting Director, Program Development Office, OEP. Agencies having only minor comments or none at all may so indicate by phone to Mr. Frank Carney, Code 128, extension 21054.

Attachment

The National Plan for Emergency Preparedness

Chapter 18
SITUATION ANALYSIS

Prepared by the Office of Emergency Planning*

1. Purpose. This chapter provides basic policy guidance on situation analysis to support decisionmaking associated with national survival and recovery in the event of an emergency.

2. Cancellation. This chapter supersedes Annex 14, Damage Assessment of the National Plan for Civil Defense and Defense Mobilization.

3. Contents. This chapter has six parts:

- I. The Nature of Situation Analysis.
- II. The Context for Application.
- III. Responsibilities.
- IV. Organization and Functions.
- V. Plans.

4. Authorities.

- a. Executive Order 10952.
- b. Executive Order 11051.
- c. OEP Circular 6500.1.

*Through the National Resource Evaluation Center, with the assistance of the Department of Defense, Office of Civil Defense.

PART I. THE NATURE OF SITUATION ANALYSIS

1. Objective. Emergency planning, emergency readiness, and emergency operations require a firm foundation in knowledge. Evaluation of alternative courses of action and their probable consequences are prerequisites of realistic planning and effective operations. The purpose of situation analysis is to provide the informational and analytical support needed by emergency planners, managers, and operations personnel for effective performance of their responsibilities.

2. Situation Analysis. A system of operations analysis applied to national emergency problems, situation analysis includes appraisals of the condition of human and material resources under emergency circumstances. It also includes interpretations of the implications of the indicated conditions, together with evaluation and comparison of the costs and effectiveness of alternative measures designed to meet national objectives in the circumstance described. A situation analysis may entail one or more of the following: attack analysis, damage analysis, survival analysis, recovery analysis, resource evaluation. These types of analyses are not mutually exclusive.

3. Attack Analysis. This is the selection, evaluation, and interpretation of available attack information to determine the numbers, the types, the times and places of detonations, and the damage conditioning characteristics of the weapons constituting an attack. Damage conditioning characteristics include such items as size (or yield), ground zero (or location of burst), height of burst, and fission-fusion ratio. Such input data are used in damage analysis procedures.

4. Damage Analysis. Also called damage assessment, this process determines the direct effects of the enemy attack, hypothetical or actual, upon the human and material resources of the Nation. Damage estimates can be based on surveys, but nationwide damage surveys would be slow after a full-scale attack. National estimates of damage can be obtained much more rapidly from analytical models which consider preattack data on the location and vulnerability of resources and actual or hypothetical postattack data about the attack, as derived from attack analysis.

5. Survival Analysis. Comprising this are analyses of problems, requirements, and means of survival. It includes estimation and comparison of the costs and effectiveness of alternative measures for preservation of life and material resources essential to survival. Basic analytical procedures for survival analysis involve comparison of available stocks of such vital items as food, water, fuel, housing, clothing, and health and medical supplies with the requirements for sustenance of the survivors of the attack. Postattack environmental data and interdependencies among resources are applied to the calculations, and shortages or inadequacies of critical resources are computed. Also, survival analysis includes analysis of operational problems associated with survival and cost-effectiveness evaluations of alternative countermeasures.

6. Recovery Analysis. This analyzes problems, requirements, and means of reorienting and reviving adequate production activities in the

postattack economy before stockpiles are exhausted. "Adequate" in this context means enough to maintain at least the minimum requirements for the survival and defense of the Nation and to provide for continued recovery. Supply-requirement analyses in depth covering the production of principal resource elements, such as food, fuel, and basic metals, will be required. But the ultimate aim of recovery analysis is to provide a sound basis for total integrated statements of achievable production goals and resource-use programs responsive to national objectives. Such studies take into account the limits imposed by the quantities and condition of surviving resources and by the interdependencies among the various elements of the industrial economy.

7. Resource Evaluation. Broadly covered by resource evaluation are the status of human and material resources and their availability in relation to national objectives. Interdependencies of resources and their effect on various elements of the economy are analyzed to permit the establishment of meaningful estimates of requirements and availabilities for use in each phase of emergency preparedness, cold war, economic war, limited war, total nuclear war, or postattack recovery and rehabilitation. As appropriate, resource requirements and availabilities for the pertinent national objectives (which may include, for example, military logistic support for limited war or survival and recovery as well as military operations after nuclear war) are estimated and compared period by period, prospective shortages

are calculated, and alternative countermeasures are tested, evaluated, and compared. Resource evaluation also includes peacetime analysis and evaluation of actual or assumed changes in conditions or programs in terms of their anticipated impacts on the various industrial sectors of the economy, on the various geographic areas of the country, and on the general strength and resilience of the country's mobilization base. Such changes in conditions and programs may include, for example, major changes in international trade or in armament or public works programs or major technological changes.

PART II. THE CONTEXT FOR APPLICATION

1. General. There are three distinct contexts described below in which situation analysis procedures must be applied to meet emergency planning requirements. The techniques of application are somewhat different for each.
2. Postattack Emergency Management and Operations. Following a nuclear attack on the United States a major focus of national concern would center upon national survival and recovery. During the early stages of an emergency, postattack population and resource status estimates supporting the selection and programming of national emergency measures must be deduced largely from preattack data on population and resources together with information concerning the attack itself. Prerequisite to making such deductions are: careful preattack planning and analytical preparedness. Local-level operational planning and execution of survival and recovery programs would depend largely on the local availability of information concerning actual local conditions, including population and resource status. Locally available postattack status information also must be transmitted to, and assimilated by, Federal agencies at the national level, in order to provide a basis for adjustment and improvement of national estimates, plans and programs. Thus, in the context of post-attack application (hypothetical or actual), the situation analysis procedures are applied in a single factual situation. Since the attack would have happened (hypothetically or actually) in this context, the environmental description is given as an accomplished fact and the analysis proceeds from that base.

3. Emergency Circumstance Short of Nuclear Attack. In this case the situation analysis in the nonmilitary defense areas would focus primarily on the present and the most likely immediate-future situations. For example, if a limited war, involving use of non-nuclear weapons, were to develop on a substantial scale, there must be detailed analyses of the comparative efficacy of alternative measures for augmenting and accelerating the logistic support for military forces. Simultaneously, the survival and recovery implications of potential escalation to nuclear war must be continuously examined. Here the context for situation analysis is more complex than the single factual base of the postattack problem by virtue of the addition of the contingency planning dimension to the limited war support aspect of the problem. However, the range of attention to various contingencies will be limited by preoccupation with the emergency at hand.

4. Contingency Planning Needs. Planning and preparedness for future potential emergencies which have not yet taken specific form require knowledge about not simply one actual or a few possible situations but the whole spectrum of potential situations. Nor is the spectrum a simple one; it has many dimensions. One dimension is the range of types of conflict--from economic competition through total nuclear war. Another is the range of enemy intentions and objectives. Others are the range of capabilities--offensive and defensive--and the ranges of pertinent natural factors, such as weather, and chance. To the extent feasible all these factors must be taken into account in contingency planning and preparedness. In this context,

situation analysis becomes proportionately complex, and probability analysis procedures must be employed in applying it to contingency planning for emergency preparedness.

PART III. RESPONSIBILITIES

1. General. All elements of government with either a civil defense responsibility or a resource claimancy, a management, or an allocation responsibility shall develop the capabilities for making situation analyses appropriate and necessary to support their emergency responsibilities. Federal responsibilities are described in Executive orders (see Appendix A. Index of Authorities, paragraph 4.c.). Descriptions of Federal, State, and local responsibilities are provided in other chapters of the National Plan, in the Example State Plan and its annexes, and in the Federal Civil Defense Guide.

a. All Federal agencies with civil defense and resource management responsibilities shall contribute to the creation and maintenance of the data base necessary to carry out situation analyses.

b. All Federal agencies with emergency preparedness responsibilities shall interchange information from situation analyses as appropriate to their capabilities and requirements.

2. Office of Emergency Planning. By Executive Order 11051, the Office of Emergency Planning is made responsible for maintaining "with the participation and support of Federal agencies concerned, a national resource evaluation capability for predicting and monitoring the status of resources under all degrees of emergency, for identifying resource deficiencies, and

feasible production programs; and for supplying resource evaluations at national and subordinate levels to support mobilization base planning, continuity of government, resource management, and economic recovery."

3. Department of Defense. Executive Order 10952, which assigns civil defense responsibilities to the Department of Defense, provides that DOD shall "develop plans and operate systems to undertake a nationwide postattack assessment of the nature and extent of the damage resulting from enemy attack and the surviving resources, including systems to monitor and report specific hazards resulting from the detonation or use of special weapons."

4. Other Federal Agencies. Resource evaluation and damage analysis responsibilities are given to the various Federal agencies by Executive orders which provide that each agency will:

a. Provide appropriate participation in the national resource evaluation programs administered by the Office of Emergency Planning.

b. Maintain a capability for resources under that agency's cognizance, to assess the effects of attack at national and field levels, and to provide data to the Department of Defense in consonance with national civil defense plans, programs, and operations of the Department of Defense.

PART IV. ORGANIZATION AND FUNCTIONS

1. National Level.

a. The National Resource Evaluation Center (NREC) in the Office of Emergency Planning coordinates the activities of Federal agencies in support

of national resource evaluation programs. NREC is also a key resource data depository, exchange point, and situation analysis center for information and evaluations required in continuity of government and in resource management. The functions of this Center and the objectives of the national resource evaluation programs, for which it is responsible, are delineated in OEP Circular 6500.1.

b. The Office of Civil Defense in the Department of Defense coordinates the activities of the Federal agencies in support of situation analysis for civil defense purposes. OCD serves as a key depository, exchange point, and situation analysis center for information and evaluations required in civil defense planning and operations.

c. Appropriate elements of the Department of Defense will provide necessary inputs for attack analysis and the direct reporting of attack effects for civilian as well as for military purposes.

d. The NMCSSC/DCA-NREC/OEP/P&P/OCD* Liaison Group coordinates among the three constituent analysis centers on all matters of common interest, including computing systems, computer programs, data inputs, and the interchange of productive results of the operation of its member agencies, both preattack and postattack.

e. OEP and OCD are responsible for providing guidance and training materials to assist other Federal agencies, States, and local governments in developing the skills necessary for making situation analyses.

*National Military Command System Support Center, Defense Communications Agency (DOD)-National Resource Evaluation Center, OEP-Plans and Programs Directorate, OCD.

2. Regional and Field Offices.

a. OCD Regional Offices provide a channel to and from their National Headquarters and the States on the status of resources needed for survival operations. OCD Regional Offices will develop damage and survival analyses data, using data transmitted by OCD Headquarters or from intraregional reports, and provide this information to Federal and State agencies within the Region. OCD Regional Offices also provide operational and maintenance services for regional data communications and printing equipment.

b. OEP Regional Offices provide a channel for reports on the status of resources needed for restoration and rehabilitation. Information may originate from OEP National Headquarters and be transmitted through the data transmission system or from intraregional reports. Resource information originating from regional sources will be passed on to National Headquarters for use in modifying national estimates and evaluations.

3. State and Local Levels. As most survival actions and many related resource management actions would take place under State and local direction, the means must be provided for transmission of pertinent data in both directions between Federal and State levels. States and localities must be prepared to participate in damage, survival, and recovery analyses and in resource evaluations and to forward pertinent information to the Federal Government. Such information would be essential to improving early central assessments of surviving resources as a basis for Federal support of survival operations and for Federal planning of recovery actions.

PART V. PLANS

1. Requirements. The informational and analytical requirements of civil emergency planning, readiness, and operations will be periodically reviewed.
2. Analytical Systems. Currently operable attack analysis, damage analysis, survival analysis, recovery analysis, and resource evaluation systems will be improved and extended to cover known deficiencies as well as those revealed by periodic exercises and continuous examination of requirements. Because of the magnitude and complexity of the situation analysis problems at the national level, priority attention will continue to be focused on the application of advanced data processing, computing, display, and communication equipment and of the advanced techniques of systems analysis which such equipment makes feasible. However, techniques and aids for manual analysis will be improved and extended for use where estimates from automated analytical systems are not available.
3. Data. Data required for situation analyses and for civil emergency preparedness and operations will be maintained on the most current feasible basis and in the most readily usable form by both NREC and the OCD National Civil Defense Computation Facility (NCDCF).
4. Cooperation and Backup. Although NREC and NCDCF are concerned primarily with different aspects of situation analysis, they will cooperate with each other and with other appropriate analytical centers on the development of data and analytical systems of mutual concern. Also NREC

and NCDCE will make detailed plans and preparations to provide mutual support and, insofar as is feasible, to serve as alternatives for each other, as may be necessary in an emergency.

5. Distribution of Estimates. The data transmission system which has been developed and maintained for high-speed dissemination of NREC situation estimates will be expanded to meet the growing needs of national headquarters, regional headquarters and field personnel and to provide for the feedback of local data for correction of central records.